

# **STUDY ON DEVELOPMENT INTERVENTIONS IN NAXALITE- AFFECTED AREAS IN CHHATTISGARH**

***Submitted to : The World Bank***

***South Asia Sustainable Development Department ,New Delhi***

**Samarthan-Centre for Development Support, Bhopal**

36, Green Avenue, Chunna Bhatti, Bhopal-462016

Tel: 0755-2467625, E-mail: [www.samarthan.org](http://www.samarthan.org)

Website: [www.samarthan.org](http://www.samarthan.org)

# Contents

<b>Executive Summary .....</b>	<b>i</b>
<b>Performance of LWE districts on MDGs.....</b>	<b>i</b>
<i>Way forward .....</i>	<i>ix</i>
<i>Identify potential leaders and champions across institutions .....</i>	<i>ix</i>
<i>Promote convergence of various schemes developing a participatory plan.....</i>	<i>ix</i>
<i>Invest in building local youth capacities for sustainable development.....</i>	<i>x</i>
<i>Develop cluster specific strategy of for livelihoods promotion .....</i>	<i>x</i>
<i>Find ways of supporting activity groups of young boys .....</i>	<i>x</i>
<i>Provide more intensive human resources in LEW blocks .....</i>	<i>xi</i>
<b>1. Introduction.....</b>	<b>1</b>
1.1 Socio-economic profile of Chattisgarh.....	1
1.2 Geographical intensity of disturbance- difficult to reach areas .....	3
1.3 Study objectives, methodology and limitations .....	5
1.4 Sample districts and villages .....	5
1.5 Key Instruments .....	6
1.6 Limitations.....	7
<b>2. Development challenges in LWE affected areas.....</b>	<b>7</b>
2.1 Historical perspective on conflict in forest areas.....	7
2.2 Current view on the LWE .....	8
2.3 Basic service delivery in LWE areas.....	10
2.4 Vulnerable population by economic and social category.....	15
<i>Source: Economic Survey Report of Chhattisgarh, 2012-13.....</i>	<i>16</i>
2.4 Livelihood specific issues .....	18
2.5 Key development differentiators in LWE districts .....	24
<b>3. Stocktaking of development interventions in LWE areas.....</b>	<b>26</b>
3.1 Special schemes for the LWE districts.....	26
3.2 Development Programmes in LWE districts .....	27
3.3 Flexibility in implementation of schemes in LWE districts.....	29
3.4 Aajeevika-National Rural Livelihoods Mission (NRLM) .....	30
3.5 Sector-wise annual budget of Chattisgarh Government .....	31
3.6 Performance of key development schemes in LWE districts in Chhattisgarh .....	32
3.7 Expenditure pattern of MGNREGS in LWE and other districts .....	33
3.7 Overall assessment of development programmes .....	34
3.8 Specific adaptation and coping strategies to deliver programmes .....	35
<b>4. Mapping Potential of the non Government Development Agencies.....</b>	<b>36</b>
4.1 Development initiatives of non government donors/ agencies .....	36
4.2 Presence of CSOs in LWE districts.....	37

4.3 Strengths and constraints of the potential CSOs .....	39
4.4 Opportunities and Risks .....	39
4.4 Possible partnership and collaboration .....	40
<b>5. Reality Check : Insights from grassroots .....</b>	<b>41</b>
5.1 Profile of Sample villages .....	42
5.2 Performance of community institutions .....	43
5.3 Emerging areas and livelihoods promotion strategies from the perspective of the grassroots .....	47
<b>6. Emerging Livelihoods promotion Sectors in LWE areas.....</b>	<b>48</b>
6.1 Planning in LWE affected villages .....	48
6.2 Agriculture and off-farm sector promotion .....	50
6.3 Strategies for promotion of NTFP .....	53
6.4 Handicrafts and Art .....	56
6.5 Small scale and household industries .....	57
6.6 Service Sector Employment .....	57
6.7 Emerging patterns for promotion of livelihoods in LWE blocks and districts .....	59
<b>7. Ways Forward .....</b>	<b>60</b>
7.1 Identify potential leaders and champions across institutions .....	60
7.2 Promote convergence of various schemes developing a participatory plan.....	61
7.3 Invest in building local youth capacities for sustainable development.....	61
7.4 Develop cluster specific strategy of for livelihoods promotion.....	62
7.5 Find ways of supporting activity groups of young boys.....	62
7.6 Evolve a investment promotion policy suitable for the state.....	63
7.7 Provide more intensive human resources in LEW blocks .....	63
7.8 Evolve a network of CSOs and individuals as programme support group.....	63
<b>8. Annexures.....</b>	<b>65</b>
Annexure-1 : Stakeholder wise questions .....	65
Annexure-2 : List of Stakeholders Contacted.....	70
Annexure- 3 : Participants of State Level CSO Workshop.....	73
Annexure 4: Report of the workshop conducted with the CSOs in Raipur.....	74
Annexure 5: Stakeholder-wise key findings and stakeholders' feedback .....	76
Annexure 6 :Status of SHG in Selected Village.....	80
Annexure 7: Perceptions and ground realities in sample villages of Balrampur District.....	83
Annexure- 8 Perceptions and ground realities in sample villages of Bastar District .....	87
Annexure-9 Perceptions and ground realities in sample villages of Dantewada District.....	89

## Abbreviation

<b>AAY</b>	<b>Anna Antyodaya Yojana</b>
<b>CREDA</b>	Chhattisgarh State Renewable Energy Development Agency
<b>ETCs</b>	Extension Training Centres
<b>GSDP</b>	Gross State Domestic Product
<b>GPs</b>	Gram Panchayats
<b>HDI</b>	Human Development Index
<b>JFM</b>	Joint Forest Management
<b>LWE</b>	Left Wing Extremism
<b>MGNREGS</b>	Mahatmagandhi National Rural Employment Guarantee Scheme
<b>MIP</b>	Micro Investment Plan
<b>MTA</b>	Ministry of Tribal Affairs
<b>MI</b>	Micro -nutriment Initiative
<b>MCH</b>	Maternal and Child Health
<b>NRLP</b>	National Rural Livelihood Programme
<b>NRLM</b>	National Rural Livelihood Mission
<b>NRDWP</b>	National Rural Drinking Water Programme
<b>NSSO</b>	National Sample Survey Organisation
<b>OBCs</b>	Other Backward Caste
<b>PESA</b>	Panchayat (Extension to Scheduled Areas)
<b>PHC</b>	Primary Health Center
<b>PACS</b>	Poorest Area Civil Society Programme
<b>PMGSY</b>	Pradhan Mantri Gram Sadak Yojana
<b>PDS</b>	Public distribution system

<b>PIP</b>	Participatory Identification of Poor
<b>PTGs</b>	Primitive Tribe Groups
<b>PRIs</b>	Panchayati Raj Institutions
<b>RSETIs</b>	Rural Self Employment Training Institutes
<b>RRP</b>	Road Requirement Plan
<b>SGSY</b>	Swarnjayanti Gram Swarozgar Yojana
<b>SHG</b>	Self Help Group
<b>SRE</b>	Security Related Expenditure (SRE) Scheme
<b>TSC</b>	Total Sanitation Campaign
<b>VANI</b>	Voluntary Action Network of India
<b>ZPs</b>	Zilla Parishads

## Acknowledgements

Chhattisgarh is one of the most promising states in India, which got new statehood in 2000. The rich forest cover, plenty of mines, rice bowl state and distinctive tribal culture and art are the unique features of the state. As a new state, economic progress has been quite phenomenal. The economic survey of 2013-14 reported 20.18 % increased SGDP of Chhattisgarh in 2010-11. CG State HDI Value is 0.358 which ranked 23 in the HDI of various states.

Chhattisgarh is also one of the Naxal affected states and as many as 15 districts are reported to be Left Wing Extremism (LWE) districts. The efforts of the Government are sincere to address the issue from the perspective of improving the quality of life and creating more growth opportunities for the tribal population living in the remote areas, cut off from the mainstream development.

It has been recognized that the Naxal affected areas or the Fifth- Schedule area will require locally adaptable and differentiated strategies of sustainable development and growth. The State Rural Livelihoods Mission (SRLM) which is working with the support of the National Rural Livelihoods Mission (NRLM) and the World Bank initiated a study to explore possible strategies in the LWE affected areas for livelihoods promotion. The study was aimed at understanding the challenges from the perspective of the poor tribal affected families and other relevant stakeholders. Samarthan- Center for Development Support was assigned the responsibility of the study. Samarthan designed the study with a view to evolve a more grassroots specific and locally adaptable strategy, in consultation with relevant stakeholders, for promoting sustainable development.

I am thankful to Ms M. Sangeeta, State Mission Director, SRLM, and Chhattisgarh for welcoming the study and providing complete support. The SRLM team members at the state and district level facilitated field visits, fixed meetings and provided relevant documents. Without the support of SRLM team, it would not have been possible to visit in difficult LWE affected villages. We are grateful to the local communities, who shared their perspectives and possibilities in spite of many challenges and fears that loom large when any outsider interacts with them.

We are also thankful to the officials who function as District Collector like Mr. K.C. Devsenapaty, Collector of Dantewada District and Mr. Ankit Anand Collector of Bastar district as well as some of the officials, Mr R. Prasna, Deputy Secretary, General Administration and Mr Alex Paul Menon who served earlier as in LWE affected areas. Mr S.S. Warma , Sub Divisional Officer of the Indian Forest Services, Sarguja District provided their perspectives from the tribal and forest dependent economy. We are extremely thankful to many eminent persons who have contributed in the development of Chhattisgarh in different capacities to provide their valuable insights and solutions to the issues. To name a few, we had very engaged discussions with Mr SK Mishra, Ex- Chief Secretary and Member, State Finance Commission, Mrs Indira Mishra, Ex-Additional Chief Secretary, Mr. Lalit Surjan, Chief Editor, Deshbandhu News paper , Mr. Sunil Kumar, Editor in Chief , Chhattisgarh Newspaper and Mr. PP Soti, Member, State Planning Commission. We are also thankful to the Social Activist and Civil Society Leaders who are working with the local communities on various development issues closely with them, relentlessly. I would like to express special thanks to Mr Gautam Bandhopadhyay for sharing his perspective and supporting the study.

Needless to mention, Mr Kevin Crockford, Senior Rural Development Specialist and Mr Varun Singh, Senior Social Development Specialist of World Bank group provided valuable guidance at different stages of the study. Samarthan team also need to be appreciated for working hard in difficult weather conditions and volatile political climate during the time of Parliamentary elections.

I am sure that the study will be useful for designing interventions of livelihoods in LWE areas of Chhattisgarh.

Yogesh Kumar

Team Leader and Executive Director, Samarthan

July, 2014



## Executive Summary

---

### **Study on Development Interventions in Naxalite Affected Areas in Chhattisgarh**

Chhattisgarh, with a population of 25.5 million, according to Census 2011, is spread over in 27 districts. The LWE affected population of the state is little more than one third population. Out of the total 82 blocks of Chhattisgarh, 28 blocks are highly, 18 moderately and 3 low Left Wing Extremism (LWE) affected blocks.

State Rural Livelihood Mission (SRLM) in Chhattisgarh is working actively to promote livelihoods of poor households in different districts of the state. This study has been conducted with the objective of exploring possible need based strategies of promotion of livelihoods in Naxal affected or LWE affected areas. The other objective of the study is to identify potential Civil Society Organisations (CSOs) who can be involved with the SRLM in the LWE affected areas for pilot experiment as well as for theme based partnership.

The study covered sample Gram Panchayats in the districts of Bastar, Dantewara and Balrampur districts that are affected by LWE in the state with a view to generate grassroots data from diverse socio-cultural background. The study generated data on the objectives of the study from the perspective of diverse stakeholder group viz. community, Panchayat representatives and district and state level officials of different departments. NGOs, media representatives and other actors of civil society were also consulted in the study.

The study has certain limitations which need to be also stated. It is realized that the stakeholders have apprehensions and reservations to discuss the nature of LWE conflict. Therefore, major discussion was centred around addressing implications of conflicts on delivery of development programmes as well as opportunities for livelihoods in conflict affected areas.

#### **Performance of LWE districts on MDGs**

In order to understand current challenges in development, performance of the LWE districts around MDGs has been compared with the non-LWE districts and state average. Under Goal 1, it is clear that around 42% children are malnourished, which is marginally higher than the non LWE districts. Possibly high dependence on the NTFP and efficient running of PDF even in the remote areas is responsible for the low gap. However, the efficiency of MGNREGS in the LWE districts is reasonably low as 58.2% households were provided employment in LWE districts compared to 62% in non LWE areas. Although more number of Households (HH) completed 100 days in the LWE areas compared to the other districts. It is possible, those in moderately and low affected blocks of the LWE districts, more HH have been given

employment and therefore, greater number of families could complete 100 days of employment. The rural connectivity is far lower in the LWE districts as only 58.8% habitations have connectivity compared to 72% in the normal districts. In the highly affected blocks, it is difficult for the implementing agencies to complete work even if resources are available.

The Goal 2 of MDG, which is related to education, depicts that the drop-out rate of children in primary schooling in the LWE areas is high. More than half of the teachers in the LWE districts are untrained. Consequence of LWE is reflected in children out of school and ratio of girls to boys in primary education. Low accessibility of schools, inadequate infrastructure and untrained teachers are contributing in low attainment of the goal on universal primary education in the LWE districts. On Goal 3 of MDG, gender literacy gap is almost similar in LWE and non LWE districts.

There is a high IMR, MMR and incidence of TB and malaria (MDG Goals 4, 5 and 6) in the LWE districts. This is primarily a reflection of poor public health delivery system. In LWE areas, posting of trained doctors is the most challenging task for the Government. Even on high salaries, doctors and other medical staff are not available. The private sector facilities are also very weak due to unviable business possibility in rampant poverty stricken areas and threat of the Naxals.

Districts like Jaspur, Dantewara, Narayanpur and Sukma have very low percentage of net irrigated area. Percent irrigated area in these districts in proportion to gross cropped area is also extremely low. It reflects that the agriculture in these districts is mostly rain fed, single crop and unpredictable. The highly affected districts have high percentage of Below Poverty Line households as Kabirdham has 55% BPL families and Dantewara with 61% HHs living below the poverty line.

### **Key development differentiators in LWE districts**

It is clear from the pattern of data that the LWE areas are the most deprived areas with basic services and development gains. The following are the key patterns:

1. The performance on MDGs reflects high level of malnutrition as 42.43% children are malnourished in LWE districts. The poor households have lesser employment under right to work scheme ie as 58.2% households were provided employment in LWE districts. Low efficiency of MGNREGS in provision of wage employment to the poor families has direct bearing on the nutritional status of their children.
2. The rural connectivity is far lower in the LWE districts as only 58.8% habitations have connectivity compared to 72% in the normal districts. It has implications for the reach of various services to the people in remote areas particularly in rainy seasons.
3. The PDS, health and education services are the most affected services. The drop-out rate of children in primary schooling in the LWE areas is high and more than half of the teachers in the LWE districts are untrained. Low accessibility of schools, inadequate infrastructure and untrained teachers are contributing in low attainment of the goal on universal primary education in the LWE districts. There is a high IMR, MMR and incidence of TB and malaria in the



LWE districts. This is primarily a reflection of poor public health delivery system. In LWE areas, posting of trained doctors is the most challenging task for the Government.

4. Except Jaspur and Rajnangaon, all the LWE districts have more than half population living below the poverty line. The asset base of the households in the LWE districts is remarkably lower than in the non LWE areas.
5. Irrigation coverage in the most LWE affected districts is the least and districts like Jaspur, Dantewara, Narayanpur and Sukma have very low percentage of net irrigated area. Percent irrigated area in these districts in proportion to gross cropped area is also extremely low as LWE districts like Dantewara, Narayanpur and Bastar have values less than 3% compared to non LWE districts Raipur, Jajagir and Dhamtari having more than 70% irrigated land.

There are many opportunities available in the LWE affected areas which need to be explored and capitalised.

1. A large proportion of the tribal households have agricultural land and the average land size is also around 4-5 acres. Unfortunately, almost no irrigation facilities and complete dependence on rains reduces options of sustainable agriculture income and livelihoods.
2. Tribal families have high dependence on forest and a significant proportion of their income or food security is ensured through NTFP. Therefore, natural resource management, agriculture development through better provisioning of irrigation water and modern cultivation practises has significant possibilities to address issues of poverty and sustainable livelihoods.
3. In spite of reservation policy in the formal sector employment for the SC/ST persons, very small numbers are able to get jobs in formal sector. The education level of the employed persons is also low. Therefore, opportunities exists in enhancement of income of agriculture and allied sector as well as promotion of educated youth in service sector providing skills required for employment with higher wages. There is a significant jump in credit absorption in agriculture sector which reflects potential of growth and modernisation of agricultural practises.

### **Performance of development schemes in LWE districts**

There are several social development schemes that are designed to meet the social development requirement of the WE affected areas. Special provisions have been made to reach out affected population in LWE districts. The expenditure pattern of the IAP in the LWE areas reflect that on education, health and nutrition about 49% is spent followed by infrastructural development i.e. on road and energy 33% is spent. On livelihoods promotion, 9% of the total expenditure is spent. The expenditure of MGNREGS programme has marginally greater resource allocation in the LWE districts ( 15 districts) as around 91 crore is spend in the LWE areas compared to 95 crores in 12 non LWE districts.

### **Engagement of CSOs**

The Civil Society Organisations (CSOs) in Chhattisgarh are diversified and have emerged from different ideological perspectives or professional streams. Many social movements were responsible for motivating committed local youth and many well educated professionals from different institutions of

India to join social sector. Growth of such movement was at its peak during 1985-95. Many voluntary organisations grew during 1995-2000 which had the development perspective based on their experiences on the ground.

Another stream of growth of organisations in Chhattisgarh has been of those organisations that are professionally driven organisations. Such organisations were established by those who had either master's degree in social sciences/ social work and have zeal to work with the communities. Many local youth who worked with them also got motivated and later formed their own organisations in different districts. The third stream of organisations is of the religious motivation to work with the society for social change. Ram Krishna Mission and many Church based organisations also established their programmes in difficult parts of the state. Many of these organisations are working in the LWE affected areas.

Based on the strength of the CSOs, the following roles can be provided to them:

- Evolve models of community organisations and livelihoods promotion
- Provide capacity building support to the field teams
- Setting up information resource centres at block level

There are set of opportunities that the CSOs offer for strengthening SRLM as:

- Organise campaigns on social mobilisation and community organisation
- Train Community Facilitators on issues of group formation and subject matter
- Less threatening environment for the CSOs compared to the Government

The risks of involvement of CSOs are primarily two. The first one is their low capacity to address complex issue of livelihoods promotion where competitive market has to be entered for the promotion of livelihoods activities. Secondly, there is inadequate support and encouragement of the Government to the CSOs as procurement process of hiring CSOs is not well defined. Moreover, the risk of engagement of CSOs who can be politically aligned is not ruled out by the hiring department/agency. As a result, a few highly credible CSOs find space in the Government programmes.

### **Ground realities for promotion of livelihoods**

There are 10 Village Panchayats where field visits and data collection has taken place. The variation in population reflects that the average population size of the LWE affected villages or the tribal dominated villages is small. Each hamlet may have 50- 60 households. Small size of villages/hamlets and distance also create limitation in provision of basic services in such settlements In Chhattisgarh, each revenue village is a Gram Sabha which is considered as independent unit of planning and decision making.

During the field visits, focus group discussions were held with the SHG members. It is clear that a large number of SHGs have been promoted by the SRLM team in LWE districts. Most of the groups meet

regularly and have regular savings. There are good numbers of groups which have got linkage with the bank. However, most of the bank linkage is with the co-operative bank. NRLM has also provided revolving funds to the recently formed groups as per NRLM guidelines.

The Self Help Groups have main economic activity of running the Government PDS shop or managing Mid-Day meal in schools as per official agreement. The groups do not have knowledge about the possible business that they can start. The constraints are, of a viable market, inputs and technology. It appears that the current focus of the NRLM is on the promotion of SHGs and later trainings on business promotion may be provided as the SHGs start maturing.

In Balrampur district, the LWE insurgency is almost nil due to proactive efforts of the Government. It is experienced that in the sampled villages there is weak attendance of members in Gram Sabha. It is a typical situation as in non LWE villages that the members of Gram Sabha are indifferent and see less value in participation. The meetings of the village Panchayat are reported to be taking place in sample Panchayats, however, most of the decisions are taken by the Sarpanch and Secretary of the Panchayat.

There are two reasons emerging from the discussions with the villagers on the low performance of MGNREGS. The first one is weak programmatic understanding of PRIs as implementing agency to prepare plans and budget. The second is inadequate awareness of the job card holders to demand work and complaint delayed wage payment. In most of the villages surveyed in Bastar districts, it is mentioned that the implementation of MGNREGS is weak due to low demand of work due to unawareness, alcoholism and many other factors. The VPs are unable to develop comprehensive plan to enhance demand for work.

One of the key concerns, identified in the villages of Bastar and Dantewra districts, is lack of irrigation facilities. It has a great constraint in generating employment in agriculture sector. There is no power connection suitable to fix motorised tube wells or motor pumps have not been provided where power and water source is available. There is no transfer of scientific knowledge of agriculture to the local cultivators in their own dialect. As a result, people take single crop with low yield per hectare. Dependence on minor forest produce for livelihoods in most of the villages protects them from distress migration to some extent in selective months.

### **Overall strategy in LWE affected blocks**

The overall strategy for promotion of sectors and activities can be segregated in high, moderate and low affected blocks in the following manner: The highly sensitive blocks will have lesser access for external support; therefore sustenance of the traditional form of agriculture should be promoted. Most of the areas cultivate paddy and it is rain dependent, therefore, efforts should be made to improve supply of credit for purchase of seeds, fertiliser etc. There is a need to improve availability of seeds and fertilisers through the cooperatives so that the interested farmer can get the best yield in their field.

In moderately sensitive blocks, there is a possibility of greater interventions from the experts and facilitators. The nature of agriculture in these blocks is nearly organic. There is a possibility of identifying farmers who do not use chemical fertilisers and pesticides. Such farmers can be trained to promote organic production of rice and other items. There is a need for certification of the process and product so that the final product can be sold in the organic stores.

The low LWE affected blocks can be best suited to establish processing units or marketing centres for the product sent from the LWE affected areas. Establishment of warehouses should be promoted in the towns of these blocks. Similarly, rice processing units/ mills should also be established in these centres. There is a need to identify entrepreneurs who are interested to set up such units in the towns and support in developing their business proposal and helping them get loans and subsidies of the Government programmes.

### **Sector specific and activity based cluster promotion strategy**

Vegetable and fruit cultivation is also one of the possible interventions within the agriculture sector. This is primarily to enhance their nutritional status so that their health vulnerability, mal-nutrition and other deficiencies are reduced. The planning of MGNREGS or horticulture department should encourage plantation of local fruits by preparing projects for provision of saplings, know how to grow and protect.

In moderately affected LWE districts, it is possible to encourage production of vegetables and fruits in a professional manner by developing cluster of farms and cultivating it with the technical inputs from the agriculture/ horticulture scientists. In the least affected LWE blocks, it will be useful to develop storage facilities, processing facilities and marketing facilities of the products as sufficient scale can be attained for attracting big traders to purchase products. Chilly, custard apple and Ber are identified to be the most viable commercial crops that need to be further studied for developing suitable business plan for production, processing and marketing.

In high LWE affected districts, consumption of available milk for the women and children should be encouraged so that the health status of the women and children improve. In the moderately affected districts, near the roadside villages, dairying can be promoted as a commercial activity. Milk route can be planned, better variety of local cows and buffalos can be provided and market for selling milk can be identified in the neighbouring towns. In less affected blocks, more organised dairying can be planned by getting good quality cows and setting up chilling centers with the help of the dairy co-operative of Chhattisgarh. Various milk products can be prepared as a value addition exercise as well as to enhance shelf life of the products.

Similar approach is required in the poultry and fishery sector. In the most affected blocks, there is a need to help tribal to enhance production within the given means and support so that the family consumption enhances. In the moderately and less affected blocks, it is possible to develop cluster approach for large scale production. In the least affected block, promotion of local varieties of chicken production should be professionally done by providing better quality feed, medical care etc. so that in

the large cities, the output may get better price. The Unique Selling Point (USP) of the tribal areas of producing Desi chicken birds should be encouraged exploring appropriate market. Similarly, ponds in the moderately effected and less affected blocks should be identified with the fishermen. Their activity based groups should be promoted to take ponds on lease, access credit, buy feed and seedlings and sell product in the market. The activity groups can be registered as producers companies or co-operatives.

The second most important sector of employment and livelihoods for the tribal families is in the forest produce i.e. NTFP. A large part of the LWE affected areas is densely forested with the settlement habitation of the tribals. Therefore, it is an important sector which needs attention and proper planning. Production of Char, Chironjee, Salbeej, Mahua Phool, Guthli, Tendu Patta is universal in the jungles of Chhattisgarh. A large portion of the women and men is spent in the collection of these products. Therefore, improved collection centers and storage facilities is extremely important for gaining adequate price of the product controlling supply of products in the market with better prices. It has been realised that Mahua has a local demand; therefore, decentralised storage faculties of Mahua within Panchayat or cluster of Panchayat will be quite useful. However, many other forest produce has a market quite away from the tribal blocks. Sale of Char, Chirongi, sal beej etc. has a national market for urban and industrial consumption. Therefore, marketing arrangements at the towns of the less affected block will be best suited. Imli and lak are quite popular NTFP products of Chhattisgarh where efforts have been made to improve production, processing and marketing. There is a potential to develop the sector of honey and sericulture as well as medicinal plants which are available in the jungles of the LWE affected districts.

Tribal artefacts and even textile has become a fashion statement in metropolis of India and abroad. Bastar art is well recognised across the country in elite centers. There is a need to develop the cluster of handicraft around Bastar region by providing better support in designs, raw materials, credit facilities etc. There have been efforts by the dynamic officers posted in these areas. Couple of CSOs have also demonstrated examples of supporting artisans in production and marketing. It requires more institutionalised support mechanism for promotion of art form in the modern day life style and building a marketing chain for attracting high end customers or urban middle class depending on the quality, finish and craftsmanship. The work of Kosa textile is also quite popular, which is a distinctive textile art from Chhattisgarh.

It is mentioned by some of the stakeholders that Chhattisgarh is a power surplus state, therefore has a good potential for power based household industries, power looms, flour mills, agro processing units etc. There is a need to develop a strategy of promotion of such household industries at the block/district headquarters. Business plan for each of the LWE districts can be developed and banks can be mobilised for efficient processing of loan applications. Government subsidies can be organised for the potential entrepreneurs.

The LWE movement has affected regularity of classes, posting of teachers and construction of school infrastructure, as a result, well qualified and quality talent is not available in the market. Therefore,

service sector has less potential for formal jobs in the industry as white collared jobs. However, there is a provision of reservation of jobs in the public sector; therefore many of the educated youth can be potentially hired in different kinds of vacancies advertised by the Government of Chhattisgarh. Establishment of information centres which help the youth in informing the vacancies and filling up can be explored. In Dantewara, Livelihood College has initiated a similar initiative recently.

The less literate young persons who are open to migrate to the cities need to be identified in these districts. Efforts have been made in Bastar and Sarguja districts by the administration to set up 'Livelihoods Schools'. These schools are training youth of the LWE affected villages at the district headquarters. Such initiatives are quite useful and need to be replicated and strengthened.

Based on the analysis provided in the section above in different sectors and for different economic activities, the following emerges as the pattern of strategies for promotion of livelihoods in LWE areas;

- It is clearly mentioned and found evident that the most affected LWE blocks have least possibility of organised, large scale and technology dependent promotion of livelihood options. Considering high poverty and low nutritional levels, it is important that improved agricultural and horticultural practises be promoted. Better productivity and availability of food grains, vegetables and fruits etc. will enhance local consumption and address issues of mal nourishment.
- It is evident that in the LWE areas, there are specific economic clusters which need to be nurtured, strengthened and expanded. For example, in Bastar district, there is a cluster of chilly production and Bastar art, therefore, it is useful to develop such clusters with more professional knowledge inputs, facilitating easy access to credit and linkages with the market etc.
- The low LWE influence blocks and district headquarters will be the ideal places for processing of products and bulk marketing of products. Items like honey, mango, and custard apple can be collected from the village and can be converted into pulp at the block headquarters for transportation to the large industrial centres like Vishakhapatnam or Raipur etc. It will be difficult to attract industries to set up processing units in LWE districts, therefore, developing mechanisms of transportation of raw or semi processed material to the large centres need to be explored.
- The strength of organic agricultural and horticultural production need to be promoted and harnessed. There is a need to build skills of the farmers in organic farming by training local resource persons. Similarly, there is a need to develop systems and processes for certification of the products as organic. The marketing chain also needs to be established so that the products reach in the national and international market smoothly without affecting regular payments or profit margins of the farmers.

- The service sector employment potential has been harnessed by the Government by setting up Livelihoods College in Dantewara. It is being replicated in all the LWE districts of CG. There is a need to organise network for attraction of young boys and girls to the College as well as develop a flow of good trainers to impart high quality training of youth in different trades. There is a need to strengthen placement skills and networking with the potential employers so that the rate of absorption and retention of the students can be enhanced. The less explored area of public sector jobs need to be strengthened as in highly ST/ST/PTG dominated areas, with small guidance and support, many potential candidates can use the reservation quota effectively.

### ***Way forward***

Possible way forward have been identified based on analysis of the situation in the LWE districts through the stakeholder consultations at different level.

### **Identify potential leaders and champions across institutions**

It will be worthwhile to look around in the LWE areas for the champions and leaders who demonstrate commitment for change. Such persons have to be identified within the departmental staff at the Panchayat/ block/district level, community organisations like SHGs as well as with the PRI system. A team of such individuals needs to be groomed to perform specific role within their scope of work. For example a good district level official in the agriculture department can promote effective agricultural practises using available resources of various schemes. There is a growing need to develop a sense of fraternity and solidarity among the doers for sharing experiences, drawing motivation from each other as well as to withstand any opposition or backlash, collectively.

A state level mentor group should be identified from the motivated government officials, NGOs, and other civil society groups to provide guidance and support in promoting various experiments in different sectors.

### ***Promote convergence of various schemes developing a participatory plan***

It is experimented by several government officials and CSOs that the resource available under various programmes needs to be converged for greater impact. It is important to shift the style of development delivery; directed at target persons not numbers. It is realised that in the LWE affected; tribal dominated and forest areas, people reside in small sized habitations. It is quite easy to develop a plan to address to the poverty issues of families by identifying each family and developing plans according to their demands and asset base. Each village can have a name specific plan which will demonstrate that the resource can be accessed from different schemes. The SHGs and the proposed Micro Investment Plans (MIP) will also be part of the participatory village plan. The village plans should be aggregated at the block level so that business plan for promotion of livelihoods activities can be evolved by identification of required infrastructure, market linkages and network of agencies/persons for promotion of business environment.

### ***Invest in building local youth capacities for sustainable development***

It will be worthwhile to build capacities of the local youth as village animators/social development promoters etc. because outside professionals are unwilling to work in LWE districts even on attractive packages. The current strategy of the SLRM is focussed around building a team of local resource persons which is quite consistent with the emerging perceptions from the stakeholders on the human resource development in LWE areas. There is a need to build a long term capacity development plan for improving inflow of the trained persons, who are local and can speak in local dialect, in the rural development programmes. It is found difficult to retain or attract professionals of TISS or other social work institutes to join as staff of the programme in LWE areas. The Extension Training Centres (ETCs) of the SIRD should also be strengthened for the training of the village leaders and village resource persons identified by the NRLP team as potential leaders or subject matter specialist to support village level processes.

### ***Develop cluster specific strategy of for livelihoods promotion***

It is pertinent that in the LWE areas, a detailed study of the potential sectors and clusters needs to be done in order to promote value addition in existing business enterprise which has flourished or survived in all odds in the region. There is an existing skill set, raw material (inputs), linkages (middlemen) and a ready market. It will be easier and useful to improve the efficiency of the existing sector or plan expansion by providing additional support by preparing a complete cluster development plan specific to that area and identified sector.

### ***Find ways of supporting activity groups of young boys***

The centrality of women oriented SHGs and low interest loan has reduced possibility of supporting small farmers in their agriculture promotion activities. In the LWE affected villages, there is a challenge to attract youth in gainful employment for their unlawful diversion. The entrepreneurship development of potential youth requires financial support and even subsidies to meet capital costs. The provision of NRLM to build activity based groups around agriculture or NTFP etc. needs to be integrated in the strategy as many men oriented viable groups are also being visualised. The pros and cons of such an approach suggested by the district officials need to be reviewed.

### ***Evolve a investment promotion policy suitable for the state***

There are several advantages in the state of Chhattisgarh for industrialists to invest viz. surplus electricity, road network, stable political environment etc. There is a need to project the state on its strengths of high forest cover, clean environment, organic farming potential, high NTFP production, tribal craft and art etc. There is a need to evolve an investment promotion policy for the state that can propel culturally adaptive and environmentally sensitive promotion of industrialisation and employment generation. NRLP can take a lead in preparation of a 'strategy paper' for the government to encourage formulation of an appropriate industrial policy.





### ***Provide more intensive human resources in LEW blocks***

It also emerged that the human resource requirement at the grassroots level is much higher in LEW blocks/villages compared to other areas. There is a need for a more evolved and intensive capacity building strategy for the grassroots workers. The village level workers in hard core tribal areas need intensive knowledge building and handholding support. It is mentioned that in the LEW affected blocks, there are progressive communities who migrated and settled in these areas. Such resource persons need to be identified to be the master trainers. They also have strength to communicate in the local tribal dialect which is one of the imperative for effective dialogue with the PTG and other tribal groups.

### **Evolve a network of CSOs and individuals as programme support group**

It is pertinent that the strength of the CSOs is recognised and their strengths and presence is well mapped to seek their services as implementing partners in the programme. There are existing networks and well recognised CSOs who can be asked to function as resource agencies for the identification of the small supportive organisations.

It is also a reality that the organisational space for the CSOs is limited especially in the LEW districts; it will be a viable option to develop networks of resources persons who have demonstrated expertise in certain areas. The resource persons can be drawn from the CSO workers, government functionaries, retired officials and private sector players like schools and hospitals. The resource persons can be organised in small groups based on their expertise. The anchors of the small groups should either be from the NRLP district/state level staff or senior persons of CSOs.

# Study on Development Interventions in Naxalite Affected Areas in Chhattisgarh

## 1. Introduction

### 1.1 Socio-economic profile of Chattisgarh

Chhattisgarh , with a population of 25.5 million, according to Census 2011, is spread over in 26 districts. It has a unique distinction of having an above average sex ratio in the country. The LWE affected population of the state is little more than one third population. District wise affected population in LWE areas can be understood from the recent data from the Census of India, 2011.

**Table : 1 District Wise Population Distribution**

S.No	District	Population	% Population district-wise	District wise LWE affected population(%)
<b>LWE Districts</b>				
1	Bastar	1413199	5.5	15.2
2	Bijapur	255230	1.0	2.7
3	Dakshin Bastar Dantewada	533638	2.1	5.7
5	Jashpur	851669	3.3	9.1
6	Kabeerdham	822526	3.2	8.8
7	Koriya	658917	2.6	7.1
8	Narayanpur	139820	0.5	1.5
9	Rajnandgaon	1537133	6.0	16.5
10	Surguja	2359886	9.2	25.3
11	Uttar Bastar Kanker	748941	2.9	8.0
	<b>Total LWE</b>	<b>9320959</b>	<b>36.5</b>	<b>100.0</b>
<b>Other Districts</b>				
12	Bilaspur	2663629	10.4	
13	Dhamtari	799781	3.1	
14	Durg	3343872	13.1	
15	Janjgir - Champa	1619707	6.3	
16	Korba	1206640	4.7	
17	Mahasamund	1032754	4.0	
18	Raigarh	1493984	5.8	
19	Raipur	4063872	15.9	
	Total (other districts)	16224239	63.5	
	Grand total	25545198	100	
<i>Source: Census of India, 2011</i>				

Barring the North Eastern states, Chhattisgarh (CG) has the highest proportion of tribal population in the country. The overall tribal population of the State is 31%, around 7 million, while Dalits comprise some 12%, and —Other Backward Classes (OBCs) another 42%. Thus, only a small minority of the State's population belongs to other castes, classes and groups. The South Chhattisgarh districts have the highest concentration of the tribals. Bijapur has 78.8% tribal population followed by Narayanpur with 76.8% tribal population. Over half of the total 146 Blocks are Tribal Development Blocks. Tribal people belong to 42 officially Scheduled Caste groups, including around five so-called PTGs, comprise close to 38% of the State's rural population.

The livelihood of the Chhattisgarhi people is largely dependent on agriculture and forests. The primary sector employs almost two-third of the total workers of the state. However, only 21% of the net sown area is irrigated. The forest cover in the state is 41%, being the highest in the country, however currently undergoing significant degradation according to the reports by the Forest Survey of India.

The performance of secondary sector in Chhattisgarh is quite remarkable as almost a quarter of its income is contributed from this sector. Almost 45% of the Gross State Domestic Product (GSDP) is contributed by the manufacturing and the mining sector. The service sector contribution in GSDP is quite low and it is almost 13% below the national average.

The Tendulkar Committee results on poverty showed that Chhattisgarh is the third poorest State in India. According to the report, as of 2004 -2005, 55% of its rural population lived below the poverty line, while for the State as a whole the outlook is only slightly better at 49% below the poverty line. Chhattisgarh figures near the bottom of India's state list of Human Development Indices (HDI). The Ministry of Tribal Affairs (MTA) estimated that at least 55% of tribals are poor. Given the Tendulkar Committee findings, however, this number may be even higher.

Recognising the challenges, the state of Chhattisgarh has made certain progress toward improving poverty-related indicators. Revamping of the PDS in Chhattisgarh is one of the well acclaimed state driven initiatives to address poverty and hunger. For the purposes of issuing the highly subsidised rice rations (Re. 1, or Rs. 2 per kilo when the minimum market price is around Rs. 14/kilo), the State has declared around 74% of its families—at least 3.7 million families—eligible for BPL or Anna Antyodaya Yojana (AAY) cards (AAY cards are reserved for the poorest of the poor).

Chhattisgarh has been experiencing very high rates of overall economic growth of 11.57% during the Eleventh Five Year Plan period. The state was born with a deficit of nearly 540 crores however, within 10 years, the state generated a fiscal surplus of nearly 890 crores. Industrial and mining sector growth in the state has a large contribution in the economy of the state. Nevertheless, there is a growing gap between the city rich and the rural poor in Chhattisgarh.

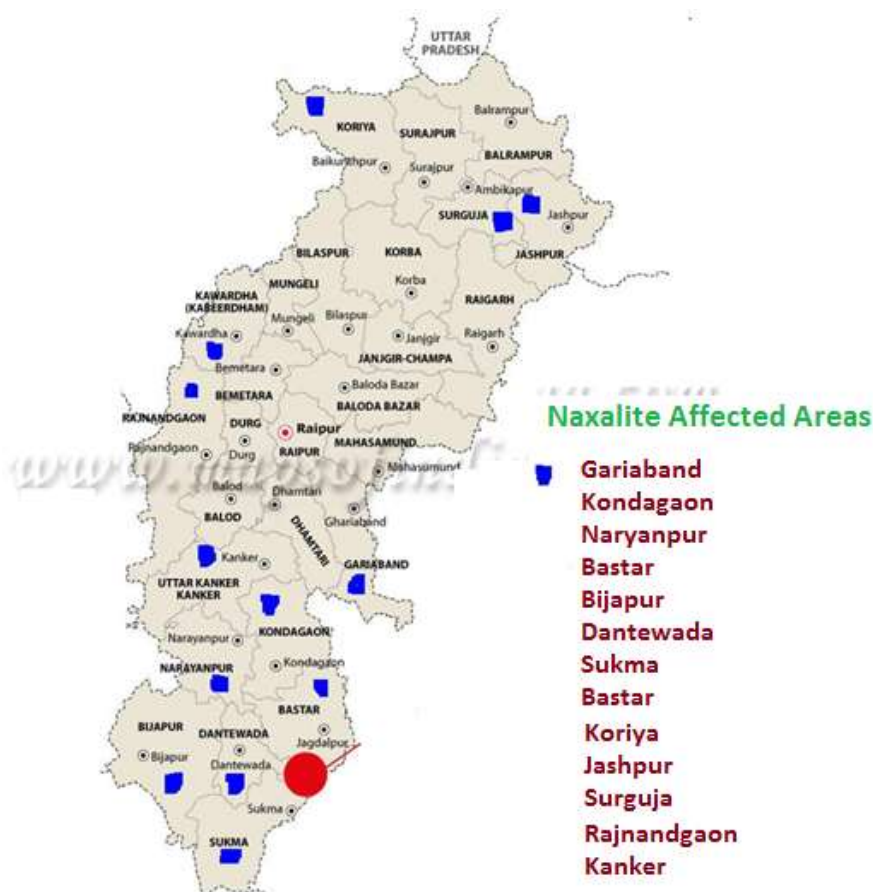
The decentralised bodies, starting from Gram Sabhas—the village electorate—to village and GP Standing Committees to the GPs themselves, along with Janpad and Zilla Parishads (ZPs) at Block and District

levels are established. However, in the LWE affected areas functioning of these institutions is only notional. This hinders participation of the poor in planning and implementation of many schemes where Gram Sabha and village Panchayat is the key decision making institution.

## 1.2 Geographical intensity of disturbance- difficult to reach areas

Around half of Chhattisgarh's districts can be classified as remote and underserved districts. These areas have higher forest coverage, higher percentages of tribal populations and all come under PESA. Some of the so-called underserved districts, especially the four southernmost districts of Bijapur, Narayanpur, Dantewada and Bastar, are victim to violence or threat of violence by both left wing extremists (Naxalites)<sup>1</sup> and the State forces. The violence in some parts of the State makes normal processes of governance and delivery of basic services very difficult, sometimes even impossible to implement.

It is realised that the intensity of Left Wing Extremism (LWE) varies in different districts. In the highly affected and moderately affected districts also, there are villages which can be reached during the day time. The table given below reflects that districts like Balrampur and Surguja are low affected districts due to intensive operations by the Government to control Naxals.



<sup>1</sup> The document uses Left Wing Extremism and Naxalism interchangeably to express the notion of State and anti State group involved in conflict in certain areas which are identified as Naxal or LWE affected areas.

**Table: 2 District and Block-wise Intensity of LWE Influence in Chhattisgarh**

SNO	District	Total No of Block	Highly affected	Moderately affected	Low affected
1	Balrampur	6			6
2	Bastar	7	2	3	2
3	Bijapur	4	4		
4	Dantewada	4	4		
5	Gariaband	5	3	1	1
6	Jashpur	8		3	5
7	Kanker	7	3	3	1
8	Kawardha	4	1	2	1
9	Kondagaon	5	2	1	2
10	Koriya	5		2	3
11	Narayanpur	2	2		
12	Rajnandgaon	9	4	3	2
13	Sukma	3	3		
14	Surguja	6			6
15	Surajpur	7			7
	Total %	82	28	18	36
<i>Source : Personal Interview with key informants</i>					

In the highly affected blocks of the LWE districts, the service delivery is significantly paralysed and external support and intervention seems a daunting task in a large number of villages of the block. Additionally, the development initiatives are also slowed down by the repeated attacks. The staff posted in schools and PHCs attempt to be absent under fear of the repeated threats resulting in the availability of only primary services in these areas. As a result, there are only primary services available in these areas. The moderately affected blocks are those, where the Government machinery is able to provide at least basic services to the community with their participation and willingness in a large number of villages. It is possible to organise Gram Sabhas and other meetings with the community, the community pressure and genuine demands find acceptance, therefore infrastructure creation, distribution of PDS material and provision of health and education become possible. The least affected blocks in LWE districts are more functional for regular services; however the fear of Naxals reduces the pace of operation. Even in the most severely affected blocks, there are many villages which are reachable for basic services and implementation of programmes. Infrastructure development, community mobilisation and institutional performance of PRIs, banks etc. become possible and regular here. Civil Society Organisations have their presence in the less affected or moderately affected blocks and districts. There are exceptions like the RK Mission, which has a long standing presence in Bastar district, which is in one of the most severely affected areas.

### 1.3 Study objectives, methodology and limitations

The overall objective of the proposed study was to assess adaptation of NRLP implementation strategies and adoption of suitable conflict-mitigation measures in the Naxal-conflict affected areas.

**The specific objectives of the study are to:**

- Improve understanding of the nature of conflict in selected blocks,
- Identify development approaches, interventions and good practices that could be supported or adapted under NRLP in local conflict contexts;
- Identify gaps that can be fulfilled through some pilot measures; and
- Identify possible partners that can become implementing partners.

### 1.4 Sample districts and villages

The study covered two Gram Panchayats in each block, two blocks in two selected districts that are affected by LWE in the state. The two districts of Bastar and Balrampur were identified. These districts and blocks were chosen in consultation with SRLM officials, on the basis of LWE intensity and their geographical location.

Bastar is an intensive LWE district, located in the southern part of CG and Balrampur is less-intensive district situated in the north. Balrampur was also chosen, because it has seen a few positive changes in terms of reducing LWE over the last decade with concerted actions of the state and citizens. Moreover, the SRLM has intensive interventions in these two districts. The SRLM team was consulted in selection of the blocks and the villages. The selection of blocks was jointly done understanding the purpose of the assignment and need for collection of information rich data. Selected villages of the study are given in the annex.

#### Stakeholders' mapping and respondents

A listing of the stakeholders was developed in consultation with the SRLM officials and prominent CSO leaders. In order to maintain sensitivity of the assignment, the list was carefully selected. Stakeholders' listing is given in the following table:

**Table 3 : Stakeholder's Listing**

Sl No	Stakeholder group	Number of persons/interviews	Remarks
<b>1</b>	<b>Community level</b>		
<b>1.1</b>	Gram Sabha members	10 per sample village	FGDs with men and women
<b>1.2</b>	Panchayat representatives/ cluster	5 per sample	Individual interviews

	level volunteers of NRLP	Panchayat	
<b>1.3</b>	SHG/ CBO representatives	1 per sample village	FGDs
<b>1.4</b>	Village level Government functionaries ( Anganwari Worker, school teacher, Mitadin, MGNREGS mate, Panchayat Secretary etc.)	2 per village	Individual interviews
<b>2</b>	<b>Block/District level</b>		
<b>2.1</b>	Block officials (Education/Health/ICDS/PDS/Agriculture/Horticulture etc. or Janpad Panchayat representatives ( Block CEO/ Janpad Adhyaksha or member)	5 per block	Individual interviews and/or FGD
<b>2.2</b>	District officials/ Zila Panchayat officials ( CEO/ Zila Adhyaksha or member/Departmental heads of different programmes/)	5 per district	Individual interviews
<b>2.3</b>	Local media persons/ local activist groups/NGOs	3 per district	Individual interviews
<b>2.4</b>	SRLM officials/staff	2 per district	Individual interviews
<b>3</b>	<b>State Level</b>		
<b>3.1</b>	Concerned Government officials/Planning Commission member	3	Individual interviews
<b>3.2</b>	Journalists	3	Individual interviews
<b>3.3</b>	Retired government officials	2	Individual interviews
<b>3.4</b>	SRLM staff	3	Individual interviews
<b>3.5</b>	Activists/NGOs working in LWE affected districts/ state level NGOs	10	Workshop
<b>3.6</b>	<b>Academicians</b>	2	Individual interviews

In some of the categories of the stakeholders, people have been identified for the interviews. Some of the senior activist have moved out of Chhattisgarh and live in different parts of the country. We decided on telephonic interviews, keeping the cost, time availability and State sensitivities in mind.

## 1.5 Key Instruments

The study is primarily a qualitative study based on the perceptions of the stakeholders. Therefore, open ended questions have been designed for interviews and focus group discussions. The stakeholder wise and objective wise list of questions developed is given in the annexure. Case studies have been developed on successful pilots/ experiments in villages/blocks visited by the team.

## 1.6 Limitations

- i) It is realized that the stakeholders have apprehensions and reservations to discuss the nature of conflict. However, there is an openness to discuss implications of conflicts on delivery of development as well as opportunities for livelihoods in conflict affected areas. Therefore, in the first objective, lesser data from the primary sources may be collected.
- ii) The Parliamentary elections which coincided with the data collection process for the study affected the schedule of data collection as the dates of voting and period of active canvassing was to be avoided. Moreover, Government officials were on duty for elections. The code of conduct also deterred them to meet the team due to busy schedule and fear of election commission's guidelines.
- iii) There were two very severe attacks by the Naxals in this period in the Southern CG. Therefore, movement of the team was restricted on the advice of the Government officials. Movement in severely affected areas/ villages was also difficult in odd hours, therefore the speed of the data collection decelerated.
- iv) The officials, community and PRI leaders were apprehensive to discuss issues, challenges and development options in the LWE affected areas. The questions initially prepared for different stakeholders group could not be asked directly. Therefore, various methods of data collection were applied to seek perspective, experience and options from them. The secondary data from the Naxal affected districts could not be attained on a consistent format. There is a division of certain old districts into new districts and data of new districts therefore being unavailable.
- v) The Director of NRLP was on a long leave therefore district selection was undertaken with the acting Director. Later, the Director suggested including an additional district with a smaller sample from the southern Chhattisgarh. This also extended data collection period and affected the original schedule of delivery of draft report.

## 2. Development challenges in LWE affected areas

### 2.1 Historical perspective on conflict in forest areas

The predominantly tribal belt in India runs through Mahakaushal region of MP and Chattisgarh, Vidarbha of Maharashtra, Dandikaranya of Chattisgarh and Jharkhand and Dakshin Kaushal of Western Orissa. The belt is also very rich in forest cover, bio-diversity and mines of major minerals. It has rich cultural diversity also from ancient time. There are more than mainstream 43 tribes and other 146 sub tribes that reflect richness of cultural diversity, local wisdom, traditional healing system, folklore and organic interrelationship of man with nature.

The exploitation of forests began with the colonial rule when British exported wood and other precious material to strengthen their economy. The non tribal families living on the periphery of the forests were



employed for the felling of trees and its transportation to the urban centers. This led to inclusion of non tribal labor force in forest economy and in order to settle the non tribal people in the forests, seasonal contracts were issued to legitimize their stay and stakes in the forest economy. There were 1347 forest villages in undivided MP and there are existing 425 Van Gram in Chattisgarh state.

The overall system of exploitation of forests and natural resources in these regions continued post independence. Gradually, with growing capitalism and liberal economic policies, greater participation of the corporate sector was promoted. Traditional tribal people were left behind in the race of development and industrialization. The traditional wisdom and knowledge was gradually delegitimized by the modern society. As a result, the above mentioned belt became an area of conflict between those believed in market economy versus those who believed in subsistence economy. It is also a conflict of surplus economy model versus survival model, consumption based economy versus regeneration based value system or uniformity versus diversity or plurality based development model. This conflict has led to divide and isolation of the tribal population from the mainstream development. There is a greater deprivation of resources, basic services and opportunities to improve their quality of life. It has taken a worst shape of State versus Peoples' conflict. The solutions are being found from various perspectives to address the growing rejection of the State and economic model which is not adapted to the local needs, culture and nature-based existence of the tribal population.

## **2.2 Current view on the LWE**

The Naxalism in Chattisgarh is also analysed from two perspectives. The first perspective is primarily from the law and order point of view. It is perceived that the remote forest areas are captured by a set of anti-State people who are using unlawful means to affect the functioning of the Government system and service delivery mechanism. The unlawful actions need to be dealt with iron hand as any law and order problem is addressed so that the life of the common citizens living in these areas can be normalised and pace of development can be restored. The second perspective is based on understanding the root cause of the violence and growth of Naxalism need to be addressed to eliminate the Naxalism which appears as the symptom of larger structural problem.

The article 'Reflections of Naxalism' in Chhattisgarh written by KS Subramanian<sup>2</sup> provides an overall analysis of the situation. Being an Indian Police Service (IPS) officer, he could provide a different view of the situation, which is an alternative to the traditional police and army solution to the problem. He visited Bastar as a retired officer to assess the severity of Naxalism in Chhattisgarh and the initiative of Salwa Judum of participatory policing. The paper argues that solution to the problem lies in addressing the issues of poverty and development in the Naxal affected areas, rather than countering it with police force or community policing like Salwa Judum.

---

<sup>2</sup> Reflections on Naxalism in Chattisgarh, Economic and Political Weekly, January 28, 2006

There is a detailed empirical study<sup>3</sup> entitled “Social, Economic and Political Dynamics In Extremist Affected Areas” conducted by Centre for Development and Peace Studies, Bureau of Police Research and Development Ministry of Home Affairs, New Delhi in the Naxal affected areas of AP, Jharkhand and CG, taking a sample of 600 common people and 150 professionals in different fields. The study findings clearly identify that unemployment and social insecurity are immediate factors that lead to youth to join the Naxal movement. It also identifies that failure to bring land reform and address economic backwardness of the regions are two major reasons of growth of the LWE movement. Majority of the respondents, in all three surveyed states, believed that Naxalites demand political power and not development (Common People – 74.6%, Professionals – 79.3%).

The cost of conflict has been significant and most of the respondents of the study agreed that education in their respective states has suffered severely due to Left Wing Extremism. Either the Naxalites have destroyed the school buildings or the security forces have turned the schools into barracks for accommodation. In Chhattisgarh, majority respondents among the common people (83%) as well as the professionals on the field (72%) indicated that the contribution of the SPOs in tackling the Maoists have been effective. However, developmental approach was preferred over other modes of conflict resolution mechanisms by the respondents. Creation of employment opportunities and carrying out land reforms were also given primacy by the respondents.

Media contents in daily newspaper at regional, national and international levels are the testimony of naxal impact on people’s lives and their notorious acts of disturbing administration and Govt functioning. Naxals in Chhattisgarh have derailed development interventions of state and Central Government. Most of the employment schemes, social security schemes and welfare schemes are non-functional due to the threat of naxalism in the area.

Naxals have not only devastated the lives of tribal living there, they are also targeting the new generation, youths and children. It has been noticed that Naxals are demanding from each village 5-5 youths to expand their bandwidth. The acts of Naxals are devastating the future of children as well, they are exploding the schools so that children may not continue their education. Even the Hospitals and PHCs are targeted, therefore, tribal are facing severe issues in accessing the Government welfare schemes. Most of the allotted development packages by central and state Government are unspent due to the terror of Naxals.

The geographical terrain and climatic conditions in rainy seasons isolate tribal from the rest of the world as they lose connectivity from the roads. Therefore, supply of basic services viz. PDS ration, health and education get severely affected. Moreover, the hurdle caused by the Naxals further worsens the scenario. Naxals blast the roads, bridges, schools, hospitals and communication infrastructure.

Tribal of Aabhujmar are not even able to access the PDS shop for purchasing their food grains and other necessity during rainy season for 4 months. They used to walk on foot for 40-50 kms to reach to the PDS shop.

---

<sup>3</sup> <http://bprd.nic.in/writereaddata/linkimages/2403128847EXECUTIVE%20SUMMARY%20NATIONAL%20REPORT.pdf>

Farmers are unable to get fertilizers as naxals are blasting the 'goods train' carrying the fertilizers, therefore, companies are sending it through roadways. The cost of fertilizers and other goods has become very high in tribal areas. Moreover, Krish Vikas Kendras officials are unable to reach to the highly Naxal sensitive villages due to fear of loss of life, the impact of which is felt by the poor farmers. It has also been reported in many media coverage that the Census work could not be completed in many Naxal sensitive villages. Though Chattisgarh is an energy surplus state, there are villages which do not have electricity.

## 2.3 Basic service delivery in LWE areas

The impact of Naxalism on development and impact of underdevelopment on growth of Naxalism are intertwined concepts. The long denied or delayed development rights and entitlements have resulted in tribal youth to feel alienated from the mainstream development. The ideological position of the Naxals appealed many of the young minds who were the victims of inefficient service delivery system, weak governance and apathetic justice system. The growth of LWE further retarded development in the affected regions. Therefore, the current parameters of development should be interpreted as cause and effect of Naxalism.

### i. Performance on MDGs in the LWE affected districts

The Millennium Development Goals (MDGs) are globally accepted norms of development that every citizen of any country must get basic services as a right. It will be worthwhile to track performance of the LWE districts with non LWE districts to understand the areas of deprivation and underdevelopment. Under Goal 1, it is clear from the table given below that 42.43% children are malnourished in LWE districts, which is marginally higher than state average of 40.90%. Possibly high dependence on the NTFP and efficient running of PDS even in the remote areas is responsible for the low gap. However, the efficiency of MGNREGS in the LWE districts is reasonably low as 58.2% households were provided employment in LWE districts compared to 62% in non LWE areas. Although more number of HH completed 100 days in the LWE areas compared to the other districts. It is possible, those in moderately and low affected blocks of the LWE districts, more HH have been given employment and therefore, greater number of families could complete 100 days of employment. The rural connectivity is far lower in the LWE districts as only 58.8% habitations have connectivity compared to 72% in the normal districts. In the highly affected blocks, it is difficult for the implementing agencies to complete work even if resources are available.

**Table 4 : MDG Goal 1 in LWE Districts**

Goal-1: Eradicate Extreme Poverty and Hunger					
SNO	District	Proportion of Children under five who are underweight % 2012	MGNREGA : No of House hold provided employment against job card issued %	MGNREGA : Completed 100 days no of total House hold provided employment %	Rural Connectivity : PMGSY – Connected habitations as % of Sanctioned habitations

LWE District					
1	Bastar	47.50	53.00	5.00	72.00
2	Bijapur	38.00	55.00	11.00	0.00
3	Dantewada	43.50	53.00	9.00	43.00
4	Jashpur	41.60	61.00	14.00	82.00
5	Kabeerdham	41.70	57.00	7.00	88.00
6	Kanker	46.90	65.00	17.00	74.00
7	Narayanpur	45.00	40.00	6.00	0.00
8	Rajnandgaon	45.00	70.00	9.00	87.00
9	Surguja	40.60	63.00	9.00	63.00
10	Koria	34.50	65.00	10.00	79.00
	<b>Avarage</b>	<b>42.43</b>	<b>58.2</b>	<b>9.7</b>	<b>58.8</b>
Non LWE District					
11	Bilaspur	38.70	70.00	11.00	77.00
12	Dhamtari	44.00	73.00	8.00	89.00
13	Durg	42.30	69.00	5.00	50.00
14	Janjgir-Champa	33.09	49.00	4.00	84.00
15	Korba	36.90	52.00	6.00	72.00
16	Mahasamund	47.00	73.00	8.00	88.00
17	Raigarh	42.10	40.00	5.00	68.00
18	Raipur	40.70	64.00	5.00	79.00
	Avarage	40.60	61.25	6.50	75.88
	<b>Chhattisgarh</b>	<b>40.90</b>	<b>62.00</b>	<b>8.00</b>	<b>72.00</b>
<i>Source : Weight Monitoring and Child Disability Survey 2012,MGNREGS MIS 2011-12 and PMGSY MIS 2011-12</i>					

The Goal 2 of MDG related to education is also depicted in the flowing table. The drop-out rate of children in primary schooling in the LWE areas is high, at 4.2 compared to 2.2, in non LWE districts. More than half of the teachers in the LWE districts are untrained. Consequence of LWE is reflected in children out of school and ratio of girls to boys in primary education. Low accessibility of schools, inadequate infrastructure and untrained teachers are contributing in low attainment of the goal on universal primary education in the LWE districts.

**Table : 5 Goal 2: Achieve Universal Primary Education**

S.No	District	Dropout rate (primary)2010-11	untrained teachers %	Children out of School, Age : 6-14 % (Rural)
1	Bastar	6.20	49.19	2.20
2	Bijapur	9.60	89.60	0.00
3	Dantewada	17.80	87.97	0.00
4	Jashpur	1.60	31.26	0.30
5	Kabeerdham	0.50	44.40	3.20

6	Kanker	0.90	33.25	0.60
7	Narayanpur	4.00	86.35	0.00
8	Rajnandgaon	1.00	23.57	1.30
9	Surguja	1.60	46.27	2.10
10	Koria	1.00	40.97	1.20
	Average	4.42	53.28	1.09
<b>Non LWE District</b>				
11	Bilaspur	0.40	30.77	3.70
12	Dhamtari	2.90	34.84	0.60
13	Durg	0.90	28.36	2.40
14	Janjgir- Champa	0.90	21.78	2.10
15	Korba	0.80	77.35	2.90
16	Mahasamund	1.70	27.95	4.30
17	Raigarh	0.60	30.01	2.10
18	Raipur	4.10	27.66	3.30
	Avarage	1.54	34.84	2.68
	Chhattisgarh	2.50	39.39	2.40
<i>Source : SSA Appraisal Report, CG, 2012-13,DISE 2011-12,ASER 2011</i>				

Goal 3 of MDG is measured through gender gap in literacy percentage. It appears that gender literacy gap is almost similar in LWE and non LWE districts. However, the highest gap is recorded in in LWE districts in Kabeerdham and Bastar districts.

**Table 6 : Goal 3: Promote Gender Equality and Empower Women**

S.No	District	Ratio of girls to boys in Primary education (20011-12)	Gender gap in literacy %
1	Bastar	0.97	24.21
2	Bijapur	0.79	19.86
3	Dantewada	0.94	19.81
4	Jashpur	0.96	19.19
5	Kabeerdham	0.98	26.05
6	Kanker	0.97	19.90
7	Narayanpur	0.94	18.75
8	Rajnandgaon	0.00	20.21
9	Surguja	0.95	20.35
10	Koria	0.95	20.51
	Avarage	0.845	20.88
<b>Non LWE District</b>			
11	Bilaspur	0.96	22.65

12	Dhamtari	0.98	19.60
13	Durg	0.96	18.29
14	Janjgir-Champa	0.96	23.87
15	Korba	0.96	21.62
16	Mahasamund	0.96	22.64
17	Raigarh	0.97	20.92
18	Raipur	0.95	20.29
	Avarage	0.96	21.24
	Chhattisgarh	0.96	20.86
<i>Source : SSA Appraisal Report, CG, 2012-13, Census 2011</i>			

The data are provided in the table given below for assessing the MDG Goals 4, 5 and 6. There is a high IMR, MMR and incidence of TB and malaria in the LWE districts. This is primarily a reflection of poor public health delivery system. In LWE areas, posting of trained doctors is the most challenging task for the Government. Even on high salaries, doctors and other medical staff are not available. The private sector facilities are also very weak due to unviable business possibility in rampant poverty stricken areas and threat of the Naxals.

**Table 7 : MDG Goal 4, 5 and 6 on Child Mortality, Maternal Health and HIV/AIDS Malaria**

S.No	District	Goal 4: Reduce Child Mortality		Goal 5: Improve Maternal Health	Goal 6: Combat HIV/AIDS, malaria and other diseases	
		IMR	under five mortality rate	MMR	TB case per 1000 population	Malaria cases per 1000 population
LWE District						
1	Bastar	47	61	312	0.35	10.34
2	Bijapur	54	72	312	0.76	26.64
3	Dantewada	54	72	312	0.27	46.94
4	Jashpur	64	100	286	0.24	13.94
5	Kabeerdham	62	78	243	0.59	10.34
6	Kanker	50	67	312	0.27	2.55
7	Koria	64	80	286	0.27	13.03
8	Narayanpur	47	61	312	0.66	28.29
9	Rajnandgaon	55	65	243	0.62	1.35
10	Surguja	57	103	286	0.37	5.84
	Average	55	76	290	0.44	15.93
Non LWE District						
11	Bilaspur	46	60	293	0.47	2.54
12	Dhamtari	55	66	243	0.49	0.73
13	Durg	0	59	243	0.32	0.86
14	Janjgir-Champa	53	67	293	0.36	0.52
15	Korba	52	63	293	0.51	14.68

16	Mahasamund	63	77	243	0.44	0.36
17	Raigarh	65	80	293	0.51	5.99
18	Raipur	50	62	243	0.50	0.56
	<b>Average</b>	<b>48</b>	<b>67</b>	<b>268</b>	<b>0.45</b>	<b>3.28</b>
	<b>Chhattisgarh</b>	<b>51</b>	<b>70</b>	<b>269</b>	<b>0.44</b>	<b>5.36</b>
<i>Source : Annual Health Survey 2010-11, SRS 2011, UNICEF Report 2010, HMIS 2012</i>						

A detailed article<sup>4</sup> written by Parasuraman, Siva Raju and Arti Upadhahay provides insights and statistics on development parameters in different districts of CG.

#### i. Reach of health services in the LWE areas

In the LWE areas, it is difficult for the health services to reach. The trained doctors do not wish to stay at difficult to reach locations. Similarly, running of PHCs and CHCs is also problematic in such locations. The table given below demonstrate that the utilisation of services in the LWE areas is low. Lower rank reflects better performance.

**Table 8 : Districts wise Utilization to Maternal Health Care Services in Chhattisgarh**

S.No	Districts	Composite Index	Rank
<b>LWE Districts</b>			
1	Karwadha	0.11	15
2	Jashpur	0.16	13
3	Koriya	0.17	10
4	Surguja	0.17	9
5	Rajnandgaon	0.20	7
6	Bastar (Dantewada, Bijapur, Narayanpur)	0.21	6
7	Kanker	0.24	4
<b>Other Districts</b>			
8	Korba	0.17	11
9	Janjgir	0.17	11
10	Bilaspur	0.13	14
11	Raigarh	0.25	3
12	Raipur	0.18	8
13	Durg	0.23	5
14	Mahasamund	0.28	2
15	Dhamtari	0.34	1
	<b>Chhattisgarh</b>	<b>0.19</b>	
<i>Source :</i>			

<sup>4</sup> Poverty in Chattisgarh: A situation Analysis, SPIP-NRLM Chattisgarh, Regional Consultation, 22-23 October, 2013

Note: The composite index is based on three indicators- safe delivery, full ANC and post natal care. The data used is DLHS 3, 2007-8 of the Ministry of Health and Family Welfare, GOI.

## 2.4 Vulnerable population by economic and social category

The LWE disruptions affect the most vulnerable population significantly. Predominance of tribal population and PTGs concentrates poverty and social deprivation of the people in LWE districts. This section attempts to explain socio-economic profile of LWE affected districts on various parameters.

### i. Concentration of Below the Poverty Line families

It will be useful to look at the distribution by BPL, Social category and landlessness. Most of the LWE affected districts have higher population of vulnerable groups. The highly affected districts have high percentage of Below poverty line households as Kabirdham has 55% BPL families and Dantewara with 61% HHs living below the poverty line. The landless population is a highly migrant population, as there is no commitment for cultivation or protection of land.

**Table 9: District wise Rural SC/ST BPL Household and Landless Households**

S.No	District	Rural BPL Households (%)	SC BPL HH	ST BPL HH	Landless HH %	District Rank by Landless HH
			Among Total BPL HH (%)	Among Total BPL HH (%)		
1	Korea	50	11	58	11	13
2	Sarguja	56	8	59	15	10
3	Jashpur	45	10	59	13	11
4	Kabirdham	55	17	25	25	1
5	Rajnandgaon	40	13	33	13	12
6	Kanker	49	5	54	11	14
7	Baster (Narayanpur)	58	3	73	20	4
8	Dantewada (Bijapur)	61	3	80	6	16
9	Raigarh	55	19	39	25	2
10	Korba	47	12	57	9	15
11	Jajgir-Champa	36	29	16	19	5
12	Bilaspur	43	24	27	16	9
13	Durg	35	18	16	17	7
14	Raipur	47	24	20	17	8
15	Mahasamund	54	18	31	21	3
16	Dhamtari	36	9	40	19	6



Source: Economic Survey Report of Chhattisgarh, 2012-13

## ii. Land holding patterns by social categories

It is an important parameter to understand vulnerability of different social groups and their ability to sustain their livelihoods through agriculture. The landless have greater tendency to migrate because of low stakes in the village as well as their high vulnerability due to independence from agriculture.

**Table: 10 District Wise Agriculture Land Holding by Social category in Chhattisgarh**

S.No	Districts	Own Agriculture land by Social Categories					Rank ST
		SC	ST	OBC	Other	Total	
	<b>LWE Districts</b>						
1	Koriya	42.35	70.42	48.85	25.52	56.35	10
2	Surguja	69.88	84.08	70.41	52.71	77.32	4
3	Jashpur	65.16	86.09	73.73	54.53	81.36	2
4	Kanker	71.36	89.66	70.4	69.45	81.56	1
5	Baster (Narayanpur)	50.39	82.4	65.57	34.49	75.53	5
6	Dantewada (Bijapur)	57.39	78.47	41.19	51.27	70.15	6
7	Rajnandgaon	71.48	84.97	63.68	35.61	69.99	3
8	Kawardha	58.3	77.71	72.65	39.61	71.03	7
	<b>Other Districts</b>						
9	Durg	44.69	77.18	64.01	18.72	57.9	8
10	Raigarh	61.6	64.8	61.75	33.72	60.69	15
11	Raipur	69.62	63.57	63.95	21.73	59.59	16
12	Mahasamund	56.69	69.34	66.6	38.06	64.7	11
13	Dhamtari	46.72	68.49	61.55	19.6	59.94	12
14	Korba	46.78	73.3	44.77	28.15	56.28	9
15	Jajgir Champa	66.11	67.95	71.98	54.33	68.93	13
16	Bilaspur	58.42	67.25	60.83	43.95	59.57	14
	Chhattisgarh	58.1	78	63.4	36.2	66.4	
Source : DLHS 3,2007-08, Ministry of Health and Family Welfare, GoI							

## iii. Asset base of the households in LWE districts

The asset base of the households in the LWE districts is remarkably lower than in the non LWE areas. In districts like Bijapur, Dantewara and Sukma, more than half of the households are without certain assets as given in the table below. Most of the households have cycle as means of transport and use of mobile is more for compelling communication ease due to the remoteness of the rural areas and poor connectivity and insurgency incidences. Even penetration of radio is lower than television in the LWE affected areas as well as across the state. It is informed in personal interviews with local people that

mobile phones and laptops are the most demanded items by the naxals, therefore, many people do not buy such items. Any advanced mobile can be snatched by them for their use.

**Table : 11 Household Level Asset Details as per Census 2011**

S.No	Dist rict	% of Families benefitt ed by banking services	Availaibility of assets ( % Households)								
			Radio /Tran sister	Tele visio n	Computer/ Laptop	Telepho ne/Mobi le phone	Cycl e	Scho oter/ Moto r Cycle /Engi ne cycle	Car/Je ep/Va n	No asset men tione d in the table	
<b>LWE districts</b>											
1	Bastar	35.3	9.3	19.1	3.7	20.5	57.7	12	1.6	31.9	
2	Bijapur	24.8	13.4	8.4	2.9	10	33.4	5.2	0.6	54.7	
3	Dantewada	39.0	9	20	4.5	24.2	25.3	13	2.3	54.5	
4	Jashpur	44.7	6.5	10.8	3	18.9	52.9	8.2	1.3	38.7	
5	Kabirdham	66.1	8.3	20.6	1.7	23.9	54.9	9.9	0.8	34.8	
6	Koriya	70.2	12.7	25.5	5	33.2	44.3	17.3	2.2	34.5	
7	Narayanpur	25.6	15.1	15.3	2.2	15.1	55	7.3	0.7	36.9	
8	Rajnandgaon	69.2	10.3	33.7	3.7	32.3	71.5	14.1	1.5	19	
9	Sarguja	52.8	11.7	19	4.3	25.6	55	13	2.1	33.5	
10	Uttar Bastar Kanker	49.7	10.4	23.4	2.6	22.8	70.4	12.3	1.2	21	
11	Balrampur	59.5	11.3	7.7	2.8	18.2	43.5	6.5	0.8	46.6	
12	Gariyaband	54.4	7	18.5	1.7	16.2	60.6	8.5	0.7	33.2	
13	Kondagaon	48.4	17.2	12	1.8	17	70.2	8.7	1	22.6	
14	Sukma	22.1	9.2	8.1	2.1	12.3	33.2	4.9	0.7	55.9	
15	Surajpur	63.7	13	15.4	3.7	24.1	60.5	12.5	1.7	29.6	
<b>Other districts</b>											
1	Balod	66.5	9.7	37.9	2.6	35.2	73.4	17.6	1.5	18	
2	Balidabazar	36.3	8.7	29.4	2.9	27.8	63.1	10.5	1	27.5	
3	Bemetara	45.8	9.3	31.7	2.2	32.5	59.4	12.3	1.2	28.8	
4	Bilaspur	41.9	16.3	36	6	31.9	59.2	16.4	2.7	26.5	
5	Dhamtari	55	8.5	40.3	2.9	33.1	71.3	18.2	1.8	19.5	
6	Durg	57.2	16	63.1	12	56.3	741. 1	35.3	6.8	10.5	
7	Janjgeer Champa	29.8	6.5	33.6	2.9	29.1	59.8	11.3	1.1	29.3	

8	Korba	45	8.4	34.6	6.5	32.6	58.5	20.1	3.1	28.2	
9	Mahasamund	53.2	5.3	26.5	2.2	25.6	68.3	12.3	1.4	23.9	
10	Mungeli	41.9	11.5	18.9	2.2	20.2	47.9	6.6	0.7	41.1	
11	Raigargh	34.5	8.2	27.3	3.8	26.7	62.3	13.9	1.7	27.6	
12	Raipur	52.8	18.4	61.7	11.2	54.8	65.3	31.1	6.2	12.9	
	<b>Chhattisgarh</b>	<b>48.8</b>	<b>11</b>	<b>31.3</b>	<b>4.6</b>	<b>30.7</b>	<b>61</b>	<b>15.6</b>	<b>2.2</b>	<b>27</b>	
<i>Source: Census of India, 2011</i>											

## 2.4 Livelihood specific issues

### i. Irrigation facilities in LWE areas

It is clear from the table given below that the irrigation coverage in the most LWE affected districts is the least. Districts like Jaspur, Dantewara, Narayanpur and Sukma have very low percentage of net irrigated area. Percent irrigated area in these districts in proportion to gross cropped area is also extremely low. It reflects that the agriculture in these districts is mostly rain fed, single crop and unpredictable.

**Table: 12 District wise Irrigated Agriculture Area (End 30 June 2013)**

S.No	District	Total irrigated area (all sources)		% Net irrigated area	% irrigated area (out of GCA)
		Total	Net		
1	Rajnandgaon	100245	77145	22%	23%
2	Kabirdham	86726	56529	30%	34%
3	Bastar	5930	5930	3%	3%
4	Narayanpur	171	171	1%	1%
5	Kanker	28767	28767	14%	13%
6	Dantewada	138	138	0%	0%
7	Beejapur	3086	3086	5%	5%
8	Sarguja	16199	15090	9%	9%
9	Koriya	9341	8357	8%	8%
10	Jashpur	9066	8459	3%	4%
11	Gariyaband	56167	56053	41%	35%
12	Kodagaon	4771	4771	4%	3%
13	Sukma	1285	1285	1%	1%
14	Barampur	13697	12975	9%	8%
15	Surajpur	19019	17495	11%	11%
<b>Other distcts</b>					
1	Raipur	159999	143799	87%	72%
2	Balidabazar	116002	109875	47%	41%
3	Mahasamund	108160	100083	37%	36%

4	Dhamtari	155926	110032	81%	71%
5	Durg	113949	93944	64%	58%
6	Balod	104241	89741	51%	41%
7	Bemetara	126022	71626	32%	37%
8	Bilaspur	100446	100446	43%	35%
9	Mungeli	68467	60987	48%	33%
10	Janjgeer	240666	202182	78%	76%
11	Korba	8466	8466	6%	6%
12	Raigarh	68246	61643	23%	23%
	Total	1725198	1449075	31%	30%
<i>Source : Chhattisgarh Economic Survey 2013-14</i>					

## ii. Employment status and nature of employment in select LWE areas

Prof Binu Paul<sup>5</sup> used the National Sample Survey 66<sup>th</sup> Round (NSSO,2011) to analyse employment potential in CG. Relevant findings are summarised in the following section:

The unit level data has been organised in three geographic regions. The Northern region is constituted by Koriya and Sarguja. The Southern Chhattisgarh includes data of Kanker, Bastar and Dantewara districts. The rest of the districts are clustered in the Mahanadi Basin region. From the LWE affected districts perspective, the Northern region is mildly affected region where as the Southern region is severely affected region. Some of the key findings of the employment status in the state are the following:

- About 22% of the males and 58% of the females in Northern CG and 17.3% of the males and 39% of the females in Southern region are not in the labour force compared to state average of 23.5% males and 45.5% females.
- Composition of employment in rural CG shows that a large number of people belonging to STs (56%) (above 15 years) are casual workers in Northern region. A high number 47.4% are self-employed in southern region. Only 5.9% STs in Northern region and 2.8% in Southern region are in regular employment.
- Based on Usual principal status of employment, 94.7% ST in Northern region and 99% ST in Southern region are in informal employment.
- As per economic activity classification in rural CG, 79% in Northern region and 81% in Southern region are involved in 'Agriculture, Hunting and Forestry' compared to the state average of 85.2%. In southern region 5.7% persons are in manufacturing and 4.7% in trade compared to state average of 3.4% and 3% respectively. Significantly high number of people in the Northern region (9%) is in the construction sector compared to the state average of 2.6%.

<sup>5</sup> Labour Market and Employment in Chhattisgarh: Emerging Options, SPIP-NRLM Chattisgarh, Regional Consultation,22-23 October,2013

- There are 54.7% employed people in Southern CG who are not literate compared to the state average of 36.9%. In the Northern CG, 18% employed are secondary educated and in the Southern CG, there has been around 7% fall in this education category, against the state average of 8.7%.

### iii. NRM based employment issues

Chhattisgarh has a high forest cover of 44.2%, making it the state with the second highest forest cover in the country. The Sal forest accounts for 40.56% and teak forest for 9.42% of the forest cover. A large scale depletion of forests has been reported by the Planning Commission<sup>6</sup> in southern CG. Studies have shown that forest based livelihoods dependency is the highest in the southern region of the state, however, in terms of income and monetary return, the villages of the north depend on the forest more than the villages in the south.

A large part of the state, affected by LWE, is covered under PESA. As per the State Forest Policy, the forests are to be governed by the communities through the Joint Forest Management (JFM) and Peoples' Protected Areas (PPA) and other measures. However, many studies<sup>7</sup> have reflected that the policy is not operational in practice as forest dependent communities are deprived, and not given control over the lawful NTFP due to colonial mind set of the forest department staff closer to the grassroots. Gram Van Samitis and Primary Cooperative Societies have been set up for the collection and processing of the forest produce. The proceeds of the sale of the MFPs are transferred to these societies. MFPs such as assal seeds, Tendu leaves, harra, baheda, mahua, char, and imli. It is estimated that more than 2 Lakh tribal families are associated with the forest based economic activities of the state forest department. The state is a major producer of *tendu patta* in India. It is estimated that there are around 10,000 forest produce based industrial units in Chhattisgarh out of which 306 are registered manufacturing units. The small scale industrial units includes sawmills, household furniture manufacturing units, beedi industries and kosa silk units.

### iv. Issues related to financial inclusion

A detailed paper<sup>8</sup> presents current level of financial inclusion in the State of Chhattisgarh. Ranjan Committee (2008) report highlighted that there is a divide in access to financial services, to the rich and middle class even for the most basic banking services. The NSSO data (NSSO 1982,2003) also highlighted that over the years, the services for the marginalised from the formal banking system has become even more expensive due to the far distant branches, complicated procedures etc. As a result, the poor have shifted back to the exploitative money lenders in rural areas.

---

<sup>6</sup> Human Development Report, Government of Chhattisgarh, 2005

<sup>7</sup> Sunil Santha, Gurubalamurgan and Annu Kurivilla, Ecosystem Based Livelihoods: A Situation Analysis for Entrepreneurship Development in Chhattisgarh, SPIP-NRLM Chattisgarh, Regional Consultation,22-23 October,2013

<sup>8</sup> Abdul Shabam, P Gopinath, Mohit Kapoor, Imtiyaz Ahmmed, Financial Inclusion in Chhattisgarh, Regional Consultation,22-23 October,2013

#### v. Status of financial inclusion

Chhattisgarh ranks 32 out of 35 states / UT in India, which reflects low performance on financial inclusion of the state. The LWE districts also rank low on the CRISIL inclusion scores. The district Koriya has a distinction of being at 267 rank followed by Sarjuja at 387. The other districts are ranked quite low as per financial inclusion scores.

**Table 13 : Status of Financial Inclusion**

Districts	CRISIL Inclusion scores	CRISIL Inclusion all India Ranks
<b>LWE Districts</b>		
	2011	2011
Koriya	37	267
Sarguja	30	387
Jashpur	24.1	506
Kabeerdham		
Kanker	29	409
Bastar	23.7	516
Narayanpur	17.2	603
Dantewada	21.6	553
Bijapur	17.1	604
Rajnandgaon	31	368
<b>Other Districts</b>		
Mahasamund	24.9	488
Dhamtari	24.9	486
Korba	24.7	491
Janjgir Champa	20.2	572
Bilaspur	23.4	521
Durg	30.2	384
Rajghar	30.9	371
Raipur	28.9	411
Source: CRISIL, 2013		

#### vi. Sector wise access to credit

The proportion of credit allocation by different sectors provides an insight on the demand for credit and positive policy environment. The agriculture sector has received a higher credit as it was 13.3% in 2006 and it rose up to 23.3% in 2011. There is a decline in manufacturing and processing sector by 6.7 % during the same period.

**Table : 14 Percentage Distribution of Schedule Commercial Bank Credit by Sector, 2006, 2011**

Sector	2011	2006	Difference
I. AGRICULTURE	23.3	13.3	10
1- Direct Finance	12.4	12.2	0.3
2- Indirect Finance	10.9	1.1	9.8
II. INDUSTRY	37.9	40.7	-2.8
1- Mining @ Quarrying	3.2	3	0.1
2- Manufacturing & Processing	27.5	34.2	-6.7
3- Electricity, Gas & Water	3.5	1.8	1.6
4- Construction	3.8	1.7	2.1
III. TRANSPORT OPERATORS	1.6	1.1	0.5
IV. PROFESSIONAL AND OTHER SERVICES	5.1	2.4	2.7
V. PERSONAL LOAN	20.7	24.6	-3.9
1- Loan for Housing	10	9.5	0.5
2- Loans for purchase of Consumer Durables	0.1	0.5	-0.3
3- Rest of the personal Loan	10.6	14.6	-4
VI. TRADE	8.1	14	-5.9
1- Wholesale Trade	2.3	6.8	-4.5
2- Retail Trade	5.8	7.2	-1.4
VII. FINANCE	1.3	0.3	1.1
VIII. ALL OTHER	1.9	3.5	-1.6
Total	100	100	0
of WHICH : 1- Artisans and village & Tiny Industries		1.4	
2- Other Small Scale Industries		4.2	
<b>Source: Reserve Bank of India, 2006 and 2011</b>			

**vii. Status of Self-Help Groups in the LWE areas**

Presence of SHGs and their performance is provided in the table given below. It is clear from the table that the most affected districts like Bijapur and Narayanpur have lowest percentage of SHGs linked with bank as well as availed loan from the bank. Presence of a large number of active SHGs is a positive sign for building a strong base for enhancement of livelihood promotion programmes.

**Table : 15 Functioning and Development of SHGs in Chhattisgarh 2011**

LWE Districts						
Sr. No	Dist. Name	No. Of SHGs	No. Of SHGs /Lack of Population	% of SHGs linked to Banks	% of active SHGs	% of SHGs having bank Loans
1.	Koriya	3592	545.04	46.2	78.5	40.3
2.	Sarguja	5276	223.43	37.7	82.2	33.2
3.	Jashpur	2371	278.27	10.2	89.5	63
4.	Kabeerdham	3056	371.67	7.4	79.2	4.9
5.	Kanker	4520	603.8	24.6	65.5	31.9
6.	Bastar	6737	477.24	42.2	79.1	27.1
7.	Narayanpur	619	441.49	2.3	50.9	1.3
8.	Dantewada	2246	421.55	36.7	75.2	24
9.	Bijapur	922	361.31	6.9	85.7	9.2
10.	Rajnandgaon	9516	618.92	10.3	83.8	14.1
Other Districts						
11.	Mahasamund	4225	409.29	62	62.5	39.5
12.	Dhamtari	4308	539.04	22.9	84.1	13.3
13.	Korba	2881	238.78	48.6	78.2	40.3
14.	Janjgir Champa	3751	231.45	46.8	67.3	38.8
15.	Bilaspur	10180	382.41	20.4	83.7	17.2
16.	Durg	3868	115.7	22.9	37.4	13.6
17.	Rajghar	4873	326.25	61.8	83.7	61.2
18.	Raipur	13200	324.95	29.4	73.2	27.9
Source: Sunil Santha, Gurubalamurgan and Annu Kurivilla, Ecosystem Based Livelihoods: A Situation Analysis for Entrepreneurship Development in Chhattisgarh, table no 17, page 22						

#### viii. Financial assistance to rural economic enterprises

The following table provides details of rural economic enterprises in LWE and non LWE districts. It is clear that the rural economic enterprises do not have access to the formal or non-formal institutions. Most of these are self-financed not because of the fact that the entrepreneurs do not need credit to expand; rather getting credit from the formal system is difficult.



**Table : 16 Percentage Distribution of Rural Economic Enterprises by Source of Finance 2005**

Sr. No	Districts	No Finance/Self Finance	Assistance from Govt Sources	Borrowing from financial Institution	Borrowing from non financial Institution / Money Lenders	Other Like NGO Voluntary Organization	Total Enterprises
<b>LWE Districts</b>							
1.	Koriya	62.7	32.3	3.6	0.7	0.6	7182
2.	Sarguja	69.5	25.7	3.2	1.4	0.2	25522
3.	Jashpur	76.8	19.8	2	0.7	0.6	15430
4.	Kanker	74.6	19.9	4.5	0.8	0.2	18493
5.	Bastar	67.7	27.1	4.2	0.5	0.5	30253
6.	Dantewada	55.7	39.5	3.6	0.4	0.7	8440
7.	Rajnandgaon	76.5	17.2	4.5	1	0.9	26103
<b>Other Districts</b>							
8.	Mahasamund	82.7	12.4	3.3	1.1	0.5	19997
9.	Dhamtari	85.2	9.7	4.1	0.8	0.2	18493
10	Korba	92.2	6.4	0.9	0.4	0.2	39809
11	Janjgir Champa	85.8	11.6	1.5	1.1	0	23143
12	Bilaspur	82.8	12.8	3.2	0.9	0.2	30078
13	Durg	86.7	9.4	2.6	1.1	0.2	52997
14	Rajgarh	87.4	9.5	2.5	0.4	0.2	51070
15	Raipur	80.9	13.5	4	1	0.6	59202
<i>Source : Economic Census, 2005</i>							

## 2.5 Key development differentiators in LWE districts

The data analysed in the section above clearly highlights certain trends in the LWE affected areas as well as diagnoses problem from the development perspective. It is clear from the pattern of data that the LWE areas are the most deprived areas with basic services and development gains.

The performance on MDGs reflects high level of malnutrition as 42.43% children are malnourished in LWE districts. The poor households have lesser employment under right to work scheme ie as 58.2% households were provided employment in LWE districts. Low efficiency of MGNREGS in provision of wage employment to the poor families has direct bearing on the nutritional status of their children.

The rural connectivity is far lower in the LWE districts as only 58.8% habitations have connectivity compared to 72% in the normal districts. In the highly affected blocks, it is difficult for the implementing

agencies to complete work even if resources are available. It has implications for the reach of various services to the people in remote areas particularly in rainy seasons.

The PDS, health and education services are the most affected services. The drop-out rate of children in primary schooling in the LWE areas is high and more than half of the teachers in the LWE districts are untrained. Low accessibility of schools, inadequate infrastructure and untrained teachers are contributing in low attainment of the goal on universal primary education in the LWE districts. There is a high IMR, MMR and incidence of TB and malaria in the LWE districts. This is primarily a reflection of poor public health delivery system. In LWE areas, posting of trained doctors is the most challenging task for the Government.

Except Jaspur and Rajnangaon, all the LWE districts have more than half population living below the poverty line. The asset base of the households in the LWE districts is remarkably lower than in the non LWE areas. In districts like Bijapur, Dantewara and Sukma, more than half of the households are without certain assets. Irrigation coverage in the most LWE affected districts is the least and districts like Jaspur, Dantewara, Narayanpur and Sukma have very low percentage of net irrigated area. Percent irrigated area in these districts in proportion to gross cropped area is also extremely low as LWE districts like Dantewara, Narayanpur and Bastar have values less than 3% compared to non LWE districts Raipur, Jajagir and Dhamtari having more than 70% irrigated land . It reflects that the agriculture in the LWE districts is mostly rain fed, single crop and unpredictable.

There are many opportunities available in the LWE affected areas which need to be explored and capitalised. A large proportion of the tribal households have agricultural land and the average land size is also around 4-5 acres. Unfortunately, almost no irrigation facilities and complete dependence on rains reduces options of sustainable agriculture income and livelihoods. Tribal families have high dependence on forest and a significant proportion of their income or food security is ensured through NTFP. Therefore, natural resource management, agriculture development through better provisioning of irrigation water and modern cultivation practises has significant possibilities to address issues of poverty and sustainable livelihoods.

The employment pattern of the ST households clearly reflects that most of the people are engaged in informal employment or self-employment. In spite of reservation policy in the formal sector employment for the SC/ST persons, very small numbers are able to get jobs in formal sector. The education level of the employed persons is also low. Therefore, opportunities exists in enhancement of income of agriculture and allied sector as well as promotion of educated youth in service sector providing skills required for employment with higher wages. There is a significant jump in credit absorption in agriculture sector which reflects potential of growth and modernisation of agricultural practises.

### 3. Stocktaking of development interventions in LWE areas

This chapter has attempted to capture the types of development programmes that are supported by the Government of India and the Government of CG. The focus has been kept to highlight those programmes that are particularly relevant or specifically initiated in the LWE areas. Attempt has been made to provide outlays and expenditure of important programmes.

#### 3.1 Special schemes for the LWE districts

There are universal schemes of the Government of India and Government of Chhattisgarh which are applicable in the LWE areas. In certain schemes, the criteria of benefits have been reduced or modified. However, there are many schemes which have been initiated in keeping the development challenges and desired support in mind. The following section details out some of the specific and universal schemes operational in the LWE areas.

##### Security promotion and infrastructure development schemes

- **Security Related Expenditure (SRE) Scheme:** Funds are provided for meeting the recurring expenditure relating to insurance, training and operational needs of the security forces, rehabilitation of Left Wing Extremist cadres who surrender in accordance with the surrender and rehabilitation policy of the State Government concerned, community policing, security related infrastructure for village defence committee and publicity material.
- **Scheme of Special Infrastructure:** The existing schemes could not fully cater to critical infrastructure gaps. These relate to requirements of mobility for the police / security forces by upgrading existing roads / tracks in inaccessible areas, providing secure camping grounds and helipads at strategic locations in remote and interior areas, measures to enhance security with respect to police stations / outposts located in vulnerable areas etc.
- **Central Scheme for assistance to civilian victims/family of victims of Terrorist, Communal and Naxal violence:** The broad aim of the Scheme is to assist families of victims of Terrorist, Communal and Naxal violence.
- **Integrated Action Plan:** The Planning Commission is implementing the Integrated Action Plan (IAP) for 78 Selected Tribal and Backward Districts for accelerated development. The aim of this initiative is to provide public infrastructure and services in 78 affected / contiguous Districts. The nature of major works/projects taken up by the districts under the IAP include construction of School Buildings / School Furniture, Anganwadi Centres, Drinking Water Facilities, Rural Roads, Panchayat Bhawan / Community Halls, Godowns / PDS shops, livelihood activities, skill development/ trainings, Minor Irrigation Works, Electric Lighting, Health Centres/Facilities, Ashram Schools, construction of

Toilets, construction of multi-purpose chabutra, construction of passenger, waiting hall, special coaching classes for students, construction of ANM Centres, development of play grounds etc.

- **Road Requirement Plan for LWE areas:** The Road Requirement Plan (RRP) Phase-I was approved in February, 2009 for improvement of road connectivity in 34 most LWE affected districts in 8 States viz. Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, Orissa and Uttar Pradesh. The RRP-I envisages development of 1126 km of National Highways and 4351 km of State Roads (total 5477 km), at a cost of Rs. 7300 crore. A length of 848 km has been built at an expenditure of Rs 1363 crores till 31st December, 2011. The stretches for Phase-II of the Road Requirement Plan have been finalized by the Ministry of Home Affairs in August, 2011, based on the priority indicated by the State Governments and are under consideration with the Ministry of Road Transport & Highways.

## 3.2 Development Programmes in LWE districts

### i. 'Roshni' Programme for Skill Development of Youth

The Rural Development Ministry launched a new skill development scheme called "Roshni" for rural youth from 24 most critical left-wing extremism (LWE) affected districts. This initiative aims at skilling and placement of fifty thousand youth from these districts.

#### Key Features of Roshni Programme

- It will cover 50,000 youth from 24 most critical left-wing extremist affected districts in three years.
- Beneficiaries aged between 18-35 years with requisite aptitude depending upon the trade or job requirements are to be selected as per the Participatory Identification of Poor (PIP).
- At least 50% of the candidates covered under the scheme shall be women. Special efforts will be made to proactively cover Particularly Vulnerable Tribal Groups (PVTGs) on a priority basis.
- Training will be imparted through public- private and public-public partnerships. Educational institutions, corporate entities, entities that train and place for improved public service delivery, commercial and not for profit training providers will be roped in for implementing this scheme.
- Four training models with duration ranging from 3 months to 1 year shall be taken up to meet the diverse needs of youth depending on their entry level qualifications. Placement-linked, market driven fully residential skill training will be provided.

- The projects shall be funded jointly by the central and state governments in the ratio of 75:25.
- National level agencies shall be designated to act as monitoring and coordinating agencies for Roshni. In Chhattisgarh following districts is covered under Roshni Scheme.
  - 1 Balrampur
  - 2 Bijapur
  - 3 Sukma Kanker
  - 4 Narayanpur

#### **ii. Drinking water and sanitation schemes in LWE districts**

The Govt. of India administers the National Rural Drinking Water Programme (NRDWP) under which financial and technical assistance is provided to the States for providing adequate potable drinking water to the rural population including in the LWE districts. As per the NRDWP, the States have to prioritise the coverage of quality affected and partially covered habitations, including those in LWE districts in their Annual Action Plans (AAPs). States are urged to prioritise coverage of habitations in LWE affected districts in their AAPs.

The Government of India administers the Total Sanitation Campaign (TSC), a comprehensive programme started in the year 1999 to ensure sanitation facilities in rural areas with the main goal of eradicating the practice of open defecation and ensuring clean environment. Total Sanitation Campaign is a demand driven, project based programme taking district as a unit. Projects for construction of 119 lakh Individual toilets, 1.49 lakh school toilets, 41,374 Anganwadi toilets and 2,303 community sanitary complexes have been sanctioned in the 60 LWE districts of which 60.67 lakh individual toilets, 1.30 lakh school toilets, 31,096 Anganwadi toilets and 530 community sanitary complexes are reported as completed as on 30.6.2011.

#### **iii. Implementation of MGNREGS**

Under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGA), the details of average percentage of households that have completed 100 days, number of days of employment per household at the National level and for districts identified for Integrated Action Plan (IAP) affected by Left Wing Extremism (LWE) during last three years and current year are given below:

**Table : 17 Districts Identified for Integrated Action Plan (IAP) Affected by LWE**

	2008-09		2009-10		2010-11		2011-12 up to 16th Feb, 2012	
	National	IAP (LWE)	National	IAP (LWE)	National	IAP (LWE)	National	IAP (LWE)
Percentage of households completed 100 days of employment	14	11	13	14	10	10	3	5
Number of days of employment per household	48	50	54	56	47	48	34	34
Percentage of women participation	48	46	48	48	48	46	49	46
<i>Source: Website of MGNREGS, Government of India</i>								

Except in 2008-09, the performance in IAP districts has been better than National average. The following initiatives have been undertaken for effective implementation of MGNREGA in Integrated Action Plan (IAP) districts affected by left wing extremism:

1. To ensure timely wage payment to the MGNREGA workers, cash wage payments has been allowed in areas where the outreach of Banks/Post Offices is inadequate.
2. To ensure adequate human and technical support to the district and sub-district levels for implementing MGNREGA, the Ministry has suggested that States can deploy core professional staff namely Panchayat Development Officer and Technical Assistant in each Gram Panchayat of the Left Wing Extremism (LWE) affected Districts.

### **3.3 Flexibility in implementation of schemes in LWE districts**

The Ministry of Rural Development has adopted flexibility in programme Guidelines based on the need assessment. Additional financial resources and flexibility provided for implementation of Integrated Action Plan in Tribal and backward districts which are most affected by Naxal violence. In order to accelerate the implementation in Left Wing Extremism (LWE) affected areas, the programme guidelines have been relaxed. Programme status is given as follow.

### **Pradhan Mantri Gram Sadak Yojana (PMGSY)**

- (i) All habitations in Integrated Action Plan (IAP) districts, whether in schedule-V areas or not, with a population of 250 and above (in 2001 census) will be eligible for coverage under PMGSY as against the population of 500 in other areas.
- (ii) In Integrated Action Plan (IAP) districts, cost of bridges up to 75 meters under PMGSY will be borne by the Government of India as against 50 meters for other areas.
- (iii) In case of LWE/IAP districts, the minimum tender package amount is reduced to 50.00 lakhs.
- (iv) The time limit up to 24 calendar months would be allowed for completion of work. However, no extra liability, if any, on account of cost escalation shall be met from the programme fund provided by the Ministry of Rural Development.

### **Indira Awaas Yojana (IAY)**

- (i) 60 identified IAP districts are now treated as difficult areas and are eligible for higher rate of unit assistance of Rs. 48,500/- provided in hilly/difficult areas.
- (ii) In 60 IAP districts, the district administration has been allowed to construct houses for the old aged, widowed and physically handicapped persons if they so desire.
- (iii) Cluster approach has been advised to be adopted in 60 IAP districts for facilities, better convergence of amenities and for accelerated development in these areas.

### **Integrated Watershed Development Programme (IWDP)**

The Empowered Group of Officers agreed to the proposal of the Department regarding higher cost norms up to Rs. 15,000 per hectare in IAP/LWE districts as in case of difficult and hilly areas under IWDP.

#### **PMGSY road in LWE district**

The Pradhan Mantri Gram Sadak Yojana (PMGSY) guidelines envisage connecting all habitations with a population of 500 persons and above in plain areas and 250 persons and above in Hill States, Tribal (Schedule V) areas, the Desert Areas (as identified in Desert Development Programme) and in the Left Wing Extremism affected / Integrated Action Plan (IAP) districts as identified by the Ministry of Home Affairs/Planning Commission. For the 60 IAP districts, relaxation to cover habitations of population 250 to 499 has been extended to non- Schedule V Tribal areas also.

### **3.4 Aajeevika-National Rural Livelihoods Mission (NRLM)**

The mandate of the Ministry of Rural Development, Government of India, is rural poverty alleviation through programmes directly targeted at the rural poor households. The Planning Commission set up a committee under the chairmanship of Prof S R Hashim in 1997, to review and rationalize various Centrally Sponsored Schemes for Poverty Alleviation and Employment Generation. The Committee recommended the integration of allied programmes with IRDP for better linkages. The report formed

the base for shifting from an individual beneficiary approach to a group approach for poverty alleviation. Based on the recommendations of the Planning Commission, the schemes of TRYSEM, SITRA, GKY, DWCRA and MWS were merged into a single self-employment programme namely Swarnjayanti Gram Swarozgar Yojana (SGSY), to be implemented by the States, with effect from April, 1999. SGSY had the objective of improving the family incomes of the rural poor while at the same time, providing for a flexibility of capacity building of the poor credit availability technology transfer/up- gradation, marketing and infrastructure development.

**Following are the programme components of Aajeevika:**

- i) Universal Social Mobilization
- ii) Promotion of Institutions of the poor
- iii) Training, Capacity Building and Skill Building
- iv) Revolving Fund and Capital Subsidy
- v) Universal Financial Inclusion
- vi) Provision of Interest Subsidy
- vii) Infrastructure creation and Marketing support
- viii) Skills and Placement Projects
- ix) Rural Self Employment Training Institutes
- x) (RSETIs) Aajeevika encourages public sector banks
- xi) Innovations
- xii) Convergence
- xiii) Partnerships with NGOs and other CSOs
- xiv) Linkages with PRIs
- xv) Sensitive Support Structure

### 3.5 Sector-wise annual budget of Chattisgarh Government

The annual plan of the Government of Chhattisgarh for the year 2010-11 provides the allocation pattern of resources for various sectors. It is apparent that agriculture/ allied activities and irrigation constitute about 23% of the total budget. Rural development constitutes only 2.85% budget directly as many of the social security benefit schemes have been added in the social service budget marked in row number 10. The detailed budget is given in the following table:

**Table : 18 Budget Allocation Under Various Major Heads of the Government of Chhattisgarh-2010-11**

S. NO	Major Heads	Approved Outlay (Rs. Lakhs)	In %	Minor Heads of Development
1	Agriculture and Allied Activities	138502.58	10.46%	Crop Husbandry, Horticulture, Animal Husbandry, Dairy Development, Fisheries & Forestry and Wildlife



2	Rural Development	37778.26	2.85%	Integrated Wasteland Development Projects, Sampoorna Gram Rozgar Yojana, National Food for work Prog./NREGA
3	Land Reforms Special Areas Programmes	38726.53	2.92%	Community Development and Panchayats,
4	Irrigation and Flood Control	168759.70	12.75%	Major and Medium Irrigation
5	Energy	26129.00	1.97%	Power
6	Industry and Minerals	18966.79	1.43%	Village and Small Industries
7	Transport	103767.75	7.84%	Roads and Bridges
8	Science, Technology and Environment	32800.80	2.47%	IT and e-Governance, Ecology and Environment,
9	General Economic Services	61044.41	4.61%	Tourism, Census, Surveys and Statistics
10	Social Services	683381.75	51.65%	Education, Urban Development, Social Welfare
11	General Services	13142.43	1%	Public Works
	<b>GRAND TOTAL</b>	<b>1323000.00</b>	<b>100%</b>	
<i>Source: Budget Documents of GOCC, 2010-11</i>				

### 3.6 Performance of key development schemes in LWE districts in Chhattisgarh

#### Integrated Action Plan (IAP)

The scheme especially designed for enhancement of infrastructure to accelerate performance of the development schemes has reported completion of about 25000 activities under various heads in year 2012-13. The classification of activities provides us emphasis of the Government as well as local needs in the LWE districts. The education, health and nutrition (including water and sanitation) constitute around half of the activities taken up in the LWE districts. This investment is primarily to improve the Human Development Index of the LWE districts. This is followed by the road construction and energy provision which also indirectly affects livelihood opportunities for the rural population. There is 9.5% share of activities directly related to livelihoods promotion.

**Table: 19 Sector Wise distributions of activities under IAP in CG**

Sector	Total	%
Education	3895	15.4
Health	5213	20.6
Nutrition	3192	12.6
Livelihood	2393	9.5
Roads	5110	20.2
Energy	3072	12.1
Others	2447	9.7
<b>Total</b>	<b>25322</b>	<b>100.0</b>
<i>Source IAP MIS, Cumulative Report up to March 2014</i>		

The expenditure under the IAP was around 75495 lakh in the year 12-13. It appears that the expenditure pattern of IAP is almost even in most of the districts. There is no significant difference due to the LWE intensity.

**Table : 20 IAP Financial Summary Report (Rs. in Lakhs) Upto Mar 2012-13 of Chhattisgarh**

Sl.No.	District Name	Including new Dist.	2012-13	Upto March 13	Percent
1	Bastar	Kondagaon	8588.19	8145.07	10.78
2	Bijapur		8573.35	8380.45	11.10
3	Dantewada	Sukma	8478.98	8339.63	11.04
4	Jashpur		8534.54	8409.57	11.13
5	Kanker		8517.23	6379.71	8.45
6	Kawardha		8373.94	7500.00	9.93
7	Koriya		8621.41	5993.75	7.93
8	Narayanpur		8815.64	8141.87	10.78
9	Rajnandgaon		8513.98	6136.92	8.12
10	Surguja	Balrampur & Surajpur	8596.79	8068.18	10.68
	Grand Total:		85614.06	75495.15	100
<i>Source IAP MIS, Cumulative Report</i>					

### 3.7 Expenditure pattern of MGNREGS in LWE and other districts

The expenditure of MGNREGS programme has marginally greater resource allocation in the LWE districts ( 15 districts) as around 91 crore is spend in the LWE areas compared to 95 crores in 12 non LWE districts. The details of expenditure show that the activities and expenditure related to land development and farm based irrigation promotion is far more in the LWE districts compared to the non LWE districts. It appears that there is a significant expenditure on fisheries development in the LWE areas as 98.32% has been spent in LWE affected districts out of the total budget of the state.

Performance of expenditure on Anganwari is better in LWE districts at 68% compared to 32 % in non LWE districts.

It is also clear that the investment on minor irrigation, drought proofing is not high in LWE areas. The drinking water programmes and sanitation as well as renovation of the traditional water bodies are also on the lower side.

**Table : 21 Expenditure of MGNREGS in LWE and Non LWE Districts of Chhattisgarh**

Heads	In Lakh			In %		
	LWE	Non LWE	Total	LWE	Non LWE	Total
District	15	12	27			
Rural Connectivity	46,286.43	42459.2701	88745.7	52.16	47.84	100.00
Flood Control	880.19	580.2499	1460.4401	60.27	39.73	100.00
Drought Proofing	2,418.78	5686.7938	8105.5737	29.84	70.16	100.00
Rajiv Gandhi Seva Kendra	1,012.83	1310.2011	2323.0337	43.60	56.40	100.00
Water conservation and water harvesting	14,952.36	13467.3839	28419.7448	52.61	47.39	100.00
Minor irrigation	2,184.30	2808.3791	4992.6829	43.75	56.25	100.00
Provision of irrigation facility to land development	7,108.52	1544.155	8652.675	82.15	17.85	100.00
Renovation of Traditional Water Bodies	6,015.93	18811.0724	24826.9987	24.23	75.77	100.00
Land development	9,696.23	6789.5415	16485.7744	58.82	41.18	100.00
Other activity Approved by MRD	394.66	661.948	1056.6088	37.35	62.65	100.00
Rural Drinking Water	32.88	64.0373	96.9157	33.92	66.08	100.00
Fisheries	20.25	0.347	20.5984	98.32	1.68	100.00
Rural Sanitation	149.85	209.7726	359.6256	41.67	58.33	100.00
<b>Aanganvadi</b>	286.13	133.5251	419.6594	68.18	31.82	100.00
<b>Total</b>	91,439.35	94526.6763	185966.031	49.17	50.83	100.00
<i>Source : MGNREGS MIS, completed &amp; Ongoing work till March 2014</i>						

### 3.7 Overall assessment of development programmes

The overall assessment of specific development programme as highlighted in the section above, has been summarised here to identify certain trends.

- The flexibility introduced in national programmes specifically for the LWE areas has helped greater absorption of funds and reach, therefore, in many programmes underutilisation of funds or achievements of targets is not significantly lower than the non LWE areas.

- ii) The IAP is expressed as one of the most flexible programme providing greater opportunity to the development administration to reach out to differentiated needs of people or areas. The IAP expenditure reflects that a nutrition sector has relatively lower investments although there is a greater need to spend more to address issues of malnutrition. Moreover, it is informed by the district administration officials that even expenditure in education and health is related to improvement in infrastructural needs. The flexibility of programme has not been sufficiently utilised to fill other gaps of shortage of staff in critical sectors or improve quality of education. The District Collector of Dantewara mentioned many interesting innovations of utilising resources flexibly to promote agricultural practises.
- iii) The MGNREGS has been utilised effectively to promote draught proofing measures. Considering the dire need for developing irrigation facilities in LWE areas, there should have been greater investment on water than on the road or construction of Anganwari centers. The current uptake of the MGNREGS, which has no financial upper limit of utilisation, is insufficient compared to the potential demand for work. The LWE actions do restrict Village Panchayat as an agency to perform better on MGNREGS. Social audit which is a built in mechanism of MGNREGS could not be performed largely in the LWE areas due to Naxal threat, therefore, transparency of programme and community monitoring of the scheme is also low.

### **3.8 Specific adaptation and coping strategies to deliver programmes**

The Government officials feel that in high and moderately affected LWE blocks of the district, all the villages are not affected. In each block, roadside villages and certain villages in the periphery of the block office are reachable. District administration has a list of villages which can be approached and what kind of interventions can be planned in these villages. Therefore, development programmes even in the most affected blocks are not completely stopped in most affected LWE blocks.

The Naxal affected areas are normally accessed during the day time by the development agencies as unwritten rule. Moreover, it is mentioned by some of the CSOs that the in each Panchayat, there is one contact person who is an interlocutor of the village with the Naxals. The person can be identified in a few interactions with the villagers. Any intervention in the village needs to be informed to the contact person. The purpose of intervention, proposed activities and benefits to the local tribal families need to be clearly explained. The interlocutor will discuss with the Naxals and inform the worker of the development agency the decision of the Naxals. If they approve, one can work on the conditions suggested by them. It is normally felt that the Naxals have fewer reservations on the development issues which benefit the poor tribals. However, construction of roads and buildings is in the negative list of the Naxals. Certain incidences were quoted when village community, particularly women, could argue out need for a road with the Naxal leaders and got it sanctioned. They are quite supportive of formation of Self Help Groups or initiation of activities around promotion of agriculture or related to NTFP. Naxals also demand that large gathering should be avoided. Therefore, meeting of the SHGs is possible in small groups. Gram Sabha meetings are possible in less affected villages, however, these meetings happen in the presence of their interlocutors.

## 4. Mapping Potential of the non Government Development Agencies

### 4.1 Development initiatives of non government donors/ agencies

The UN agencies have limited presence in CG. However, UNICEF having its state office in CG, has been consistently pursuing development initiatives with child rights perspective in the sectors of health, water and sanitation, education and decentralised planning. ADB is supporting an infrastructure development programme while GIZ is supporting a programmes related to education, health and forest based livelihoods in selected districts. The DFID supported Poorest Area Civil Society Programme ( PACS ) covers a large number of LWE districts to promote rights of the disadvantaged groups for right to health, education employment, forest rights etc. Some the international NGOs like OXFAM, Care India, Micro - nutriment Initiative (MI), World Vision, Wateraid and others are also active in these districts.

The corporate foundations have also started their programmes in the state and some of the active ones are Axis Bank Foundation, Azim Premji Foundation and Tata Trust. CASA, SINI and Room to Read are the national level organisations having presence in the state through their state offices or working in partnership with local NGOs.

**Table : 22 Profile of Programmes and Donor Agencies in LWE Areas of CG**

SNO	Donor Agency	Coverage in LWE areas	Key themes/Programmes
1	PACS India	Kanker, Dantewada, Gariyaband, Sarguja	RTE, Education, Health, MGNREGS, FRA
2	OXFAM	Janjgir champa, korba, kanker and Sarguja	FRA, MGNREGS
3	Caritas India	Bastar, Ambikapur, Jashapur, Rajnandgaon	PESA, FRA, MGNREGS
4	Tomorrow foundation	Bijapur, Dantewada	Education, Vocational Training
5	Unicef india	Rajnandaogn, Dantewada, Bastar, Sarguja, Sukma, Balarampur	Child Right, Water and sanitation, Health.
6	Ford Foundation India	Rajnandaon, Bastar, Kanker	Accountability and Transparency NRHM,MGNREGS and Social security schemes
7	SDTT ( Tata Trust)	Kanker, Sarguja, Bastar, Dhamtari and Bilaspur	Livelihood, Education, health Promotion
8	Axis Bank Foundation	Kanker, Sarguja and Bilaspur	Livelihood Promotion
9	Care India	Sarguja, Balrampur, Jashapur, Surajpur, Dantewada, Bastar,	TB, Ground water, Health

		Rajnandadgaon, Korla,	
10	CINI	Surguja, Dantewada, Bastar,	Nutrition , Vitamin A,
11	Handicraft International	Dantewada, Bijapur	Disabilities
12	MI	Dhamtari, Raigarh and Surguja	Nutrition
13	CASA	Korla, Rajnandgaon, Kanker, Jashpuri	Right of PTG and Food Security, FRA
14	Azim Premji Foundation	Dhamtari	Education, Leadership and Management,
15	Cry India	Jashapur, Ambikapur, Raipur,	Child Right protection
16	Room to Read	Bastar, Dantewada, sukma, Bijapur etc.	Education
17	ADB	Chhattisagr	State Road Development, Irrigation
18	GIZ Germany	Rajnandagon	Environmental benefits
19	SMIL	Jashapur, Ambikapur, Raipur,	Child Right protection
20	SOS Village	Chhattisgarh	Child Right , Education, women Empowerment
21	MAMTA	Chhattisgarh	MCH, HIV/AIDS
22	World Vision	Chhattisgarh	Maternal and Child Health (MCH)
23	The Union – Global Fund Round – 9	Chhattisgarh	AXSHYA Project-TB Care & Control in India
24	Water Aid	Rajnandgaon, Raigarh, Bilaspur	Water and sanitation, Nutrition
<i>Source: Stakeholder Interviews and self analysis</i>			

## 4.2 Presence of CSOs in LWE districts

The Civil Society Organisations (CSOs) in Chhattisgarh are diversified and have emerged from different ideological perspectives or professional streams. Chhattisgarh has been a land of activism, as prominent leaders like Shankar Guha Niyogi demonstrated a great example of unionising tribal families living in the Southern Chhattisgarh. There are other movements like Ekta Parishad under the leadership of PV Rajagopal on the issues of land, water and forests. These movements were responsible for motivating committed local youth and many well educated professionals from different institutions of India to join social sector. A large number of voluntary organisations grew out of these movements as senior leaders at some point of time decided to form organisations for constructive development initiatives. Growth of such movement was at its peak during 1985-95. Many voluntary organisations grew during 1995-2000 which had the development perspective based on their experiences on the ground.

Another stream of growth of organisations in Chhattisgarh has been of those organisations that are professionally driven organisations. Such organisations were established by those who had either

master's degree in social sciences/ social work and have zeal to work with the communities. Such organisations organised funding support from the international NGOs on certain thematic areas. Many local youth who worked with them also got motivated and later formed their own organisations in different districts. Within this group, there are organisations like Samarthan and PRIA which function as support organisations or capacity development organisations. Many of the local small size organisations have been groomed by these organisations.

The third stream of organisations is of the religious motivation to work with the society for social change. Ram Krishna Mission and many Church based organisations also established their programmes in difficult parts of the state. Many of these organisations are working in the LWE affected areas.

**Table : 23 Broad Classification of CSOs Working in the LWE Areas**

Types of org	Issues addressed	Districts of operation	Name of NGO
Community based organization	Livelihood	Jashpur, Kawardha	Jamin Bachav Sangharsh Samiti – Jashpur, Baiga Mahapanchayat
Implementation, support and Advocacy	Governance, Health, Livelihood,	Rajnandgao, Koriya, Bastar, Kanker, Surguja, Dantewada, Sukma, Kondagaon	Pradan, Samarthan, Lokshakti Samaj Sevi Sanstha Chaupal, Right to Food Campaign
Implementation organization	Education	Bastar, Bijapur, Dantewada, Narayanpur	Mata Rukmani Kanya Asram. Tomorrow foundation
	Education and Livelihood	Bastar, Dantewada	Bastar Sewak Mandal, Vanya
	Health and Livelihood	Kawardha, Jashpur	Gramodaya Kendra, Jashpur Janvikas Sanstha
	Health, Education, Livelihood	Dantewada, Narayanpur, Surguja, Jashpur	Gramoday Sewa Sansthan, Ram Krishna Mission, Sangatsa Sahbhagi Gramin Vikas Sanstha, Sarguja Seva Unnati Sansthan, Sarthak Jan Vikas Sansthan
	Livelihood	Kanker, Dantewada, Gariyaband, Sukma, Bastar, Surguja, Kondagaon, Gariyaband	Adiwasi Samta Manch, Afpro, Agrocrat, Bastar Paryavaran Sanrakshan Evam Kalyan Samiti, Baster Ekta Parishad, Maa Sarda Lok Kala Manch, Margdarshak Seva Sansthan, Sarguja Gramin Vikas Sansthan, Sathi Samajsevi Sanstha, Van Jan Kalyan Samiti
	Governance and Livelihood	Rajnandgaon, , Gariyaband Kanker Gariyaband	Disha Samaj Sevi Sanstha, Sewa Bhaskar Sahbhagi Samaj Sevi Sanstha, Jan Kalyan Samajik Sansthan, Khoj jan Jagriti Samiti
<b>Source: Stakeholder Interviews and self analysis</b>			

There are certain kinds of networks of CSOs also which are active in Chhattisgarh. CGVAN is a network of CSOs promoted by national Voluntary Action Network of India (VANI). Right to food campaign or right to health have a strong presence in the state.

There are small or medium size organisations which are working with the government on their funding at the district level or below to provide capacity building support or community mobilisation campaigns. These organisations have a few implementation projects from the Government funding.

### 4.3 Strengths and constraints of the potential CSOs

The key strengths and constraints of the organisations need to be reviewed from the perspective of their ability to work in the LWE affected areas in the Government supported programmes. The strengths of the credible organisations which have mission driven have been kept in mind in this analysis.

**Table 24 : Strengths of the Credible Organisations**

Key strengths	Key constraints
<ul style="list-style-type: none"> <li>• Strong relationship with the communities living in difficult circumstances</li> <li>• Community mobilisation and organisation skills</li> <li>• Value driven to promote sustainable development using local knowledge and resources</li> <li>• Strong understanding of local culture, ethos and socio-political situation</li> </ul>	<ul style="list-style-type: none"> <li>• Limited area of operation which does not exceed more than 30-40 villages in a district</li> <li>• Small funding from donors that restricts hiring of good quality staff and low retention of good staff</li> <li>• Image of 'criticisers and not submissive' in the eyes of the Government</li> <li>• Less access of the CSOs in LWE affected areas due to security threat</li> </ul>

### 4.4 Opportunities and Risks

There are certain opportunities that can be capitalised with the help of the civil society organisations and there are certain risks that need to be kept in mind.

- **Opportunities**

#### **Organise campaigns on social mobilisation and community organisation**

In the LWE affected areas regular and frequent reach is difficult; therefore campaigns are a better option. CSOs can be mobilised to identify local youth and train team on the issues of community mobilisation and SHG formation. Campaign will be an opportunity when teams will chart out routes and move in groups to communicate messages of 'self-help' and understand the issues affecting their livelihoods. The follow up can be planned with the local youth who have been part of the campaign.



### **Train Community Facilitators on issues of group formation and subject matter**

The CSOs can be involved in training the community facilitators on various themes and community organisations. Local CSOs are best suited to provide trainings in a decentralised manner at the block or cluster level depending on the LWE influence. There are certain CSOs who are specialising in different sectors viz. education, health, livelihoods promotion who can be hired on the basis of their specialisation for a number of districts based on their capacity to reach out. There are other set of organisations having expertise in participatory planning, monitoring, social audits etc. Such organisations can also be hired to train community facilitators in a district or a cluster of districts. Many of the small sized organisations have community mobilisation and organisation skills, which can be hired in smaller geographic areas viz. a few Panchayats to work intensively as community mobilisation organisations.

### **Less threatening environment for the CSOs**

It is perceived that the CSOs are lesser targeted by the Naxals if it is believed that the interest of the CSO is genuine for the development of local people. The State officials are vulnerable targets even if their intentions are genuine, directed at benefitting the communities. Therefore, CSOs can be selectively used for reaching out in the LWE affected areas. The CSOs should work in collaboration with the government officials to reduce the mistrust and to receive protection in difficult times.

- **Risks**

The risks of involvement of CSOs are the following:

#### **Low capacity CSOs available for livelihoods promotion**

Capacities of CSOs available in the LWE affected districts and blocks, is rather limited to play various roles of SHG formation, livelihoods promotion, market linkages etc. A large number of CSOs are not operating in these districts due to the fear of Naxals and constraints of organising the poor.

#### **Inadequate support and encouragement of the Government**

Support of the Government to the CSOs is also half-hearted as establishing the credential of the CSOs is difficult and time consuming. Moreover, many of the CSOs have operated in activist mode and their positions have been critical in the implementation of Government programmes. As a result the Government officials do not wish to invest energy in promotion of the CSOs in the LWE areas. Therefore, it will be an option to build network of individuals having certain expertise to provide various services required by NRLP in different areas at different stages of project implementation.

## **4.4 Possible partnership and collaboration**

Partnership with the CSOs has to be undertaken by identifying the core strength of the organization, credibility and capacity to engage in partnership with the Government programme. CSOs have certain strengths that can be a unique value addition to the NRLP/NRLM as well as provide opportunities for

innovations in less explored areas of development in LWE affected locations. Some of the areas where CSOs can bring in value addition and complementarily are the following:

#### **Evolve models of community organisations and livelihoods promotion**

Some of the CSOs which are working in the LWE districts have demonstrated examples of community organisation and livelihoods promotion in different settings, not necessarily in LWE affected areas. Such organisations can be hired to replicate examples in LWE affected areas where the penetration of LWE is low.

#### **Provide capacity building support to the field teams**

Many of the CSOs have strong abilities of capacity building which they acquired by field experience. Such organisations may not like to take up implementation role nor will it possible for the Government to contract CSOs in sensitive areas. It will be a good use of such organisations to play capacity building role for the field functionaries of the development programmes posted in difficult areas. NRLP may hire such organisations to develop capacity building modules and develop calendar of trainings for the field team. Some of the organisations may have state wide presence and others may like to take up one or more districts. It will be useful that many organisations are taken on board to minimise the risk of depending on one organisation.

#### **Setting up information resource centres at block level**

It is important that the educated and aspiring youth willing to work in urban setting should access information related to jobs in public and private sector. The information centre may be helpful to provide details on the vacancies and help potential applicants to fill up forms. The information centres can also facilitate private companies willing to hire youth in semi-skilled jobs. The centres can organise job fares inviting the youth and potential companies. After selection of the youth, the team of the centre can orient the selected candidates for their easy assimilation to join formal sector workforce. Depending on the availability of resources, they may be trained for 8 hourly work schedules, adaptability for local food, safety tips to live in a large city etc. These centres can be managed by the CSOs as they can bring in flexibility and their communication skills will help function these centres effectively.

## **5. Reality Check : Insights from grassroots**

The field visits in selected villages of LWE blocks/districts was organised in consultation with the SRLM officials. The interview schedules were prepared beforehand. The field visits were conducted in consultation with the district SRLM official and the district administration. During the field visits, several field functionaries of the Government, CSO representatives and other relevant persons were also interviewed to generate meaningful perspective on the ground realities.

It was experienced that the community members and other stakeholders do not wish to talk about the LWE issues directly and specifically the nature of operations and impacts. The reservations may be due to their previous bitter experiences, fear of misinterpretation by the informers of the Naxals or subject of issue being a high vigilance issue. In spite of such environment, there were people who shared their views, experiences and offered solutions. Most of the people are more interested to talk about the solutions rather than analysing the impact of LWE influence.

## 5.1 Profile of Sample villages

The profile of villages visited in Balrampur, Bastar and Dantewara districts is given in the following table:

**Table : 25 Socio-Economic and Demographic Statistics of Selected Village**

Block	Village Name	Total Family	Total Population	Total Male	Total Female	SC Population	ST Population	% of Literacy	% Women Literacy	Total Workers	Total Workers (Female)
<b>Balrampur District</b>											
Ramchandranpur	Barwahi	417	2086	1042	1044	0	697	37	29.6	1206	611
	Banapati	214	1197	593	604	22	1114	49.2	39.1	273	19
Balrampur	Krishnanagar	251	1073	544	529	3	146	57.5	50.5	735	346
	Jamua dandh	287	1342	683	659	71	504	54.6	49.2	761	378
<b>Bastar District</b>											
Bastanar	Sadrabodenar	198	880	421	459	0	880	12.8	8.9	463	243
	Kumharsadra	276	1305	600	705	14	1100	7.7	5.7	544	229
Bastar	Vishrampur	385	1703	834	869	0	1300	39	25.2	892	445
	Bodanpal	198	977	492	485	0	924	39.6	31.1	571	286
<b>Dantewada District</b>											
Geedam	Kasoli	666	3018	1589	1429	4	2412	47.5	35.3	1564	707
	Badetumnar	397	1795	884	911	7	1612	44.5	32.8	709	299
<b>Total</b>		3289	15376	7682	7694	121	10689	389.4	307.4	7718	3563
<b>Source : Census 2011</b>											

The demographic profile of the villages selected for the study primarily reflects variation in population size which is in the range from 880 people in Sadrabodenar in Bastar district to the maximum of 3018 people of Kasoli in Dantewara district. The variation in population reflects that the average population size of the LWE affected villages or the tribal dominated village is small. Mostly, population lives in small hamlets called 'Phalia' which are spread around the village at certain distance. Each hamlet may have 50- 60 households. Small size of villages/hamlets and distance also create limitation in provision of basic services in such settlements. Each Panchayat covers population of 5000 persons, therefore, there are very few single village Panchayats. In Chhattisgarh, each revenue village is a Gram Sabha which is considered as independent unit of planning and decision making.

## 5.2 Performance of community institutions

The interviews conducted with the key informants and the Focus Group Discussions( FGDs) held with different groups of people like SHG members, PRI representatives, Gram Sabha members etc. resulted in generation of rich qualitative data on development issues and their perspective on LWE influence. The data has been analysed in different thematic areas and analysis is presented in the following section.

### 5.2.1 Performance of Self Help Groups

During the field visits, focus group discussions were held with the SHG members. It is clear that a large number of SHGs have been promoted by the SRLM team in LWE districts. Moreover, the SJSY groups also existed in these villages as shown in Table 1 provided at the end of the chapter. Most of the groups meet regularly and have regular savings. There are good numbers of groups which have got linkage with the bank. However, most of the bank linkage is with the co-operative bank. NRLM has also provided revolving funds to the recently formed groups as per NRLM guidelines. Some of the SHGs have plan to take credit for the agricultural purposes and some other would like to use it to store NTFP collected by them.

**Table 26 : Performance of SHGs in Sample Villages**

Maturity of SHGs	Key concerns
<ul style="list-style-type: none"><li>• In Balrampur district, most of SHGs meet on weekly basis</li><li>• In Bastar meeting are held every month</li><li>• In Dantewara, meetings are held on fortnightly basis</li><li>• The SHGs have their bank accounts</li><li>• In Balrampur sample, accounts were in rural co-operative bank. In Bastar and Danteara accounts are in rational scheduled banks</li><li>• Most of the SHGs got revolving fund in the range of Rs.15000 to Rs.50000</li><li>• Many of the groups reported that NRLM provided them revolving grant.</li></ul>	<ul style="list-style-type: none"><li>• Some of the SHGs in Bastar districts were inactive in sample villages</li><li>• In all the three districts, SHG members articulated livelihood promotion need in the areas of agriculture development, NTFP etc. However, there was no understanding of accounting, market linkages and business viability</li><li>• SHGs formed by different departments or programmes, do not allow SHGs to plan beyond the specific programme goals</li><li>• There is weak support mechanism and guidance to develop business plan for different activities that SHGs would like to take up.</li></ul>

The groups have main economic activity of running the Government PDS shop or managing Mid-Day meal in schools as per official agreement. The groups do not have knowledge about the possible business that they can start. The constraints are, of a viable market, inputs and technology. It appears that the current focus of the NRLM is on the promotion of SHGs and later trainings on business promotion may be provided as the SHGs start maturing. However, it will be important to have a cluster level business plan of a few potential activities ready so that the SHGs may be encouraged to visualise

activities around that that to attain economies of scale. Some of the SHGs may have independent activities meeting the local village needs.

### Impact of Naxal violence in village weekly markets

The weekly market, in village Badetumnar of Geedam block in Dantewada district, operates every Friday. People from about 13 to 15 neighboring villages extended over an area of about 13 to 15 kilometres, indulge in marketing of multiple products in this market. The main products of the market are vegetables, forest products, paddy, rice, etc. Thus this market holds a precious position for the local residents from the concerned 13-15 villages. In case of non-operation of this market, the villagers have to go 15-17 kilometres to the Geedam district market, which in turn causes them a lot of toil.

Back in the year 2008, on the occasion of Republic Day of India, 26<sup>th</sup> of January, the government took an initiative to organize a certain program in the Panchayat. As a strategy to show opposition to the government initiative, the secretary of the gram Panchayat was murdered openly in the market place on the market day. Terror-stricken, the market stopped operating for the next 2 consecutive years. As per the given information, the reason for this *naxal* attack was the *naxalites'* demand to use the occasion of republic day to hoist their flag in the GP instead of the national flag, which in turn was opposed and rejected by the Panchayat secretary. The hoisting of the national flag on the Republic day, 2008, in turn made the secretary lose his life in the hands of the *naxals*.

The market place of the gram Panchayat again witnessed another terrorizing event in March, 2011. One of the neighboring remote villages of Badetumnar, named Nilesnar was highly affected by *naxalism*, and hence setting up a police station there was very challenging. Hence, the police station for Nilesnar was set up in Badetumnar. The SHO, Nilesnar, during his tenure, ended up building a very good rapport and hold in the village. He started attending the social gatherings, attended family functions of villagers and thus effectively connected with the villagers. This in turn worried the *naxals* and they suspected him to be a government informant and this resulted in another drastic murder by the group in the market place. This time the police intervened in the scenario and again stopped the market operations, as the market now was transformed to an execution ground of two violent incidents. This initiative to close down the market was meant to slow down the progress of such events. After this second incident, the market again remained closed for almost one and a half years.

Due to closing of this market, the local residents had to now be dependent on the block level market of Geedam which is at least 15 KM away. After the first incident, the local people voluntarily took initiatives to reopen the same. They set up their own shops and started operating the market. Their initiatives also became successful in making certain outsider businessmen enter the market, which in turn smoothened up the operations of the market and it was again on the way of gaining its previous pace. But, again after the second incident, as the market was stopped by the police themselves, hence the local people had to take permission from them before starting the market again. They successfully discussed this through with the police authorities and got permission and started operating the market once again.

Once again, step by step, the operations of the market have started gaining pace, but the terror still remains with the common masses. They are still afraid that similar *naxal* attacks again might disturb their market. Due to the past event, big market players have stopped coming down to the Badetumnar market, and prefer sending middlemen/agents. Due

to involvement of these auxiliaries, the villagers do not receive appropriate prices for their forest or agricultural products.

*Source: Group discussion with self help groups as well as interview of Panchayat representatives*

### 5.2.2 Performance of Village Panchayats

The data generated from the discussions held with the village level stakeholder groups has been classified in different areas. The clustering of data is to understand performance of Gram Sabha, challenges in implementing schemes like MGNREGS, social security benefits etc. Presentation of village wise data provides a pattern which is different in three districts and certain common pattern can be drawn across the state.

In Balrampur district, the LWE insurgency is almost nil due to proactive efforts of the Government. It is experienced that in the sampled villages there is weak attendance of members in Gram Sabha. In most of the Gram Sabha meetings even quorum could not be completed. It is a typical situation as in non LWE villages that the members of Gram Sabha are indifferent and see less value in participation. The meetings of Gram Sabha are held for identification of beneficiaries of various schemes. Social security benefit, inclusion of name in BPL list and Indira Awas Yojana are the key ones. The agenda of the GS meetings is very long which is provided by the district administration. As a result GS has no freedom and capacity to discuss their local issues. The meetings of the village Panchayat are reported to be taking place in sample Panchayats, however, most of the decisions are taken by the Sarpanch and Secretary of the Panchayat. Only a few members attend village Panchayat meeting.

There are two reasons emerging from the discussions with the villagers on the low performance of MGNREGS. The first one is weak programmatic understanding of PRIs as implementing agency to prepare plans and budget. The second is inadequate awareness of the job card holders to demand work and complaint delayed wage payment.

**Table : 27 Performance of Village Panchayats and Gram Sabha**

Maturity of Institution	Issues of discussions
<ul style="list-style-type: none"> <li>Village Panchayat meetings are not regularly held in most of the sampled villages.</li> <li>Gram Sabha quorum in Balrampur, which is low intensity LWE district, is not fulfilled in many villages. In high LWE district of Bastar, participation in Gram Sabha meetings is high. However, they are not vocal and do not participate in decision making process.</li> <li>Issues of benefits of various schemes are discussed in Gram Sabha meetings viz. social security pensions etc.</li> </ul>	<ul style="list-style-type: none"> <li>There is indifference towards Gram Sabha as village panchayats are unable to implement various development programmes effectively.</li> <li>Issues of high migration, food, shelter and other basic needs are not addressed in GS meetings, which are top priority of people.</li> <li>Inadequate knowledge about the provisions of local governance and Government programmes also restrict active participation in Gram Sabha meetings</li> <li>Inefficient management of MGNREGS was</li> </ul>

	evident as there were cases of delayed wage payment, inadequate works, weak skills to follow processes of developing plans/ self of projects etc.
--	---

It also emerged that the Panchayats are unable to access resources from many other schemes meant for the poor. There are deserving poor who can be linked with appropriate schemes. The GPs do not have ability to prepare documents properly and argue with the district administration for release of benefits/resources. Moreover, it is also felt that the Sarpanch and Secretary are not sensitive to the needs of the poor.

The meetings of GS are held with sufficient attendance in most of the sample villages. The agenda is read out before the meeting. Panchayat meetings are also held regularly. It was mentioned that proxy men run Panchayat on behalf of women Sarpanch.

In most of the villages, the scheme benefits of IAY, ration cards and social security pensions are being implemented effectively. It is mentioned that the implementation of MGNREGS is weak due to low demand of work due to unawareness, alcoholism and many other factors. The VPs are unable to develop comprehensive plan to enhance demand for work. In accessing benefits of MGNREGS and other schemes, it is found that it is not the poorest of the poor who receive benefits first; there are influential persons who tend to get preferential treatment.

One of the key concerns identified in the villages is lack of irrigation facilities. It has a great constraint in generating employment in agriculture sector. There is no power connection suitable to fix motorised tube wells or motor pumps have not been provided where power and water source is available. There is no transfer of scientific knowledge of agriculture to the local cultivators in their own dialect. As a result, people take single crop with low yield per hectare. Dependence on minor forest produce for livelihoods in most of the villages protect them from distress migration to some extent in selective months.

In contrast to the Bastar situation, it is mentioned in the villages of Dantewara that participation in Gram Sabha is low, especially of women. In case of conflict, informal leaders resolve the conflict and they have the last word. Different priorities like roads, agriculture and watershed are discussed in the GS meetings.

In Kasoli village, there are Salwa Judum affected families who are in dire need of work under MGNREGS. In another village, issues of plantation and creating water structure are discussed. It is mentioned that the village Panchayat is unable to access resources from Janpad Panchayat due to their disinterest and inability. Weak infrastructure, absence of power to draw water for irrigation etc. are also responsible for non-availability of benefits of many schemes.

### 5.3 Emerging areas and livelihoods promotion strategies from the perspective of the grassroots

Based on the discussions held with the grassroots groups in FGDs and personal interviews, the following can be summarised:

- The women who are getting organised in SHGs are becoming more vocal and economically independent. The collective force of women is helping them think of options to build viable and profitable economic ventures. By and large, the preference is in the areas of agriculture and minor forest produce which is their area of expertise and comfort. If more unconventional livelihoods opportunities are to be explored, it should be well facilitated and guided by the NRLM team
- The collective strength of women is seen as a force by the LWE groups also. Many a times, it is mentioned that the women argued with the Naxal leaders for the construction of road or school building and got their permission. Therefore, SHG is appearing to be a useful mechanism of collectivising and building leadership abilities. Moreover, it is mentioned that the Naxals do not allow people in the villages to organise meetings with large numbers. SHGs are a good alternative to hold meetings and build opinions and take decisions on development needs and priorities.
- It is realised that the village Panchayats cannot be elected and cannot function without the informal consent of the Naxals. It is perceived by the villagers in the hard core affected villages that the functioning of village Panchayat is notional and heavily guided by the Naxals. Therefore, it will be difficult to expect significant change in village Panchayat leadership and functioning as local governments.
- Gram Sabha meetings in Bastar and Dantewara districts are attended by a large number of members, however, they have weak voice. Most of the programmes like MGNREGS require Gram Sabha permission on plans and budgets. There is a provision of social audit in MGNREGS. Therefore, awareness building of the Gram Sabha members on their roles and responsibilities in small groups will be quite useful to activate Gram Sabha. The SHGs should also have a component of PRIs in their training programmes and regular monthly meetings.
- The field functionaries are few and far in the most affected areas of LWE. Therefore, communities have less expectations and low demand for services from them. As a result, the quality of education and health services are poor. Tribal families have their traditional healing practises to sustain and survive. The impact of weak presence of field functionaries and their services have impact on the MDGs. It is felt that the local tribal youth should be trained and given more responsibility of service delivery so that basic services can be sustained. It was articulated by the community that the village Panchayats should think of running small vehicles for transportation of villagers as well as patients and students in less affected neighbouring villages for services. The flexible funds of village Panchayats in these areas should be spent more innovatively to meet the local needs.



## 6. Emerging Livelihoods promotion Sectors in LWE areas

The discussions with various stakeholder groups on the possibilities of promoting livelihoods in the LWE were quite rich and relevant. Different locations, different set of stakeholders have diverse point of view. However, many common threads identified and voices were also quite similar. The chapter has been developed on the basis of interviews, field visits and focus group. Possibilities were identified in all important sectors touching the lives of the rural poor in these areas or where potential employment opportunities for the already migrating population exist.

### 6.1 Planning in LWE affected villages

One of the fine examples of transformation of life of the tribal families in a LWE district of Chhattisgarh through a concerted effort of the Government and Civil Society Organisations is narrated in a case study form. The experiment has several learnings for designing our interventions in typically tribal dominated remote villages in LWE affected districts.

#### **Pulling a village out of poverty**

Chindhbarri is an auxiliary village in Chhattisgarh's Dhamtari district, about 140 kilometres from the State capital Raipur. Chindhbarri is a tiny tribal hamlet of 75 families. In 2010. Though close to the periphery of the Gangrael dam, the village faced an acute shortage of water; 95 per cent of the households were Scheduled Tribes, and 85 per cent households below the poverty line. The average land holding was five acres and 65 per cent of farmers were marginal. Food was hard to come by. Only 38 per cent of families had food to last from six months to a year, while 50 per cent of families had food that would last them for six months or less. As a result, distress migration was quite common.

We decided to reverse the fate of Chindhbarri. To begin with, we listed on a sheet of paper, the landholding size of each household, and its nature and needs. Then, we put down a list of various schemes under subheadings. All benefits possible from these schemes were listed to match the needs of each household. The idea was to move away from the usual bureaucratic jargon of "targeting numbers" to "targeting names."

We chose one particular patch of land, measuring 40 hectares, and initiated water conservation plans all along it. We soon realised that based on the flow of water, the ponds needed to be dug in two private holdings. This is the situation in many tribal areas, as the predominant method is flood irrigation that warrants having your field in the area where water flows and stops, but water conservation necessitates ponds and farm ponds. By this time the village was so enthused that two villagers, Shankar and Maakan, volunteered to donate five acres each.

According to the plan, each household was to get farm ponds and fish seed, cattle protection trenches, dugwells, bund plantations, cash crops like mango and cashew, poultry sheds, vegetable seed kits, equipment for rice intensification, vermicompost pits, bio-gas and borewells. We also arranged to put up low-cost poly houses, or *sabji kuty*, according to the needs of each household.

Historically, the most marginalised residents of a village occupy the ridge or the periphery. We started from there. To conserve water, the ridge had to be cured first. This was undertaken for a set of 32 farmers for one patch for the first year, and later replicated in two other patches in two batches. Rs.143 lakh was spent by converging the Mahatma Gandhi National Rural Employment Guarantee Scheme with

other schemes in a systematic way for three years. The funds are largely from the employment guarantee scheme.

The work season for the employment guarantee scheme (September to June) falls in two financial years (September to March and April to June). For a villager, a financial year has no resonance in his way of life. While he looks at the work season, we expect him to work according to the financial year. We decided to tweak the rules to provide double the sanctions in a single financial year, citing the work season spread across two financial years. It turned out to be a blessing in disguise as more spending appeared to instill confidence in the villagers.

### Reaping the Results

Four years later, this is what happened — 114 acres of land were levelled and bunded and made suitable for cultivation; 225 acres of land came under irrigation, thereby increasing paddy productivity twofold, and the village saw a big increase in vegetable, maize, fish and poultry production. Today, vegetable cultivation enables 60 per cent of families to earn up to Rs.20,000 an annum. Nobody has had to take a loan from the village's grain bank in the past two years. Distress migration has stopped. In the last two years, many villagers have been able to buy assets like mobile phones, motorcycles and television sets. Now, Chhindharri's gram sabha has decided to pay tax to the gram panchayat in order to strengthen it.

Chindhbarri is self-sufficient today and its people do not need freebies or doles. The spark that triggered off an experiment in Chindhbarri has now spread to 47 other panchayats and is still growing.

If panchayats plan for every household as per its needs, and allotments are made with minimal use of schemes and non-restrictive guidelines, what is the need then for this forced marriage of schemes that we call "convergence"? With many of our allocations in schemes based on unreliable secondary data, and thereby an unhindered diversion of funds, what stops us from having a computer in every panchayat, collecting household data pertinent to all sectors, updating it periodically and planning and allocating based on primary household data?

Isn't it time for us to pause, take a breath, collect, collate, computerise every household level data, plan for every household and cull poverty in a clean stroke? Isn't it time to have integrated databases, weeding out duplicates, and running targeted, name-wise allotments?

*Edited version of the article written by Alex Paul Menon, Mar 18, 2014, The Hindu. Alex Paul Menon is an IAS officer in Chhattisgarh. Please refer the following link for full article.* <http://m.thehindu.com/opinion/lead/pulling-a-village-out-of-poverty/article5797148.ece/>

The following sections are developed primarily to promote cluster approach. It is found that naturally certain sectors emerge as economically viable clusters. There is a need to identify such clusters and promote the specialised sector or economic activity it has been able to build up, survived or flourished. We need to build on the existing strengths rather than infusing something new from outside as the external environment viz. weak road network, limited mobility due to LWE activities and inadequate market network, is not quite favourable in the LWE affected districts.

## 6.2 Agriculture and off-farm sector promotion

The economy of Chhattisgarh is largely dependent on agriculture. The LWE affected districts are more remote and less developed with road networks and infrastructure. This restricts the manufacturing sector and service sector growth. Agriculture and particularly traditional agricultural practise are largely prevalent in these areas for life sustenance. There is a generation of small agricultural surplus in few families for transaction with non-food grain and related items viz. Salt, cloths, utensils etc. As a large part of their livelihoods is also dependent on the NTFP, therefore, we will deal with that separately.

In Dantewada district, the development administration could motivate 142 families to sow traditional variety of rice and organically grow it in 262 acres of land. The farmers prepared organic manure and the results are quite positive. Kisan Mitra Samuh have been formed in LWE affected villages for promotion of scientific agricultural practises. About 500 farmers used SRI method of rice cultivation. The experiment will be expanded in larger area as farmers are getting convinced for organic farming after demonstration. In most of the cases, the progressive farmers adapt the new methods of farming as the educated youth in their family quickly understand the value of it. In order to promote second crop, in 141 farmers were provided barbed wiring on their farm from IAP funds. Based on the results, expansion of the experiment will be planned.

The highly sensitive blocks will have lesser access for external support; therefore sustenance of the traditional form of agriculture should be promoted. Most of the areas cultivate paddy and it is rain dependent, therefore, efforts should be made to improve supply of credit for purchase of seeds, fertiliser etc. There is a need to improve availability of seeds and fertilisers through the cooperatives so that the interested farmer can get the best yield in their field.

In moderately sensitive blocks, there is a possibility of greater interventions from the experts and facilitators. The nature of agriculture in these blocks is nearly organic. There is a possibility of identifying farmers who do not use chemical fertilisers and pesticides. Such farmers can be trained to promote organic production of rice and other items. There is a need for certification of the process and product so that the final product can be sold in the organic stores.

The low LWE affected blocks can be best suited to establish processing units or marketing centres for the product sent from the LWE affected areas. Establishment of warehouses should be promoted in the towns of these blocks. Similarly, rice processing units/ mills should also be established in these centres. There is a need to identify entrepreneurs who are interested to set up such units in the towns, there is a need to provide them support in developing their business proposal and helping them get loans and subsidies of the Government programmes.

**Table : 28 Potential Economic Activities in Agriculture Sector**

Economic activity of importance	Intensity of LWE influence		
	High	Medium	Low
<b>Rice/wheat/Pulses/traditional grains (Kodo/Kutki)</b>	Sustain current production with timely credit and seed support	Promote organic farming with certification	Processing and marketing of products
<b>Vegetables</b>	Improve production for self consumption	Develop professional cultivation and local markets	Promote organic farming and trading network
<b>Chilly</b>	No scope	Improve production	Create processing units and value addition centres
<b>Fruits (General)</b>	Promote tree plantation of local fruits	Identify fruits grown locally and sold in local market	Promote varieties of fruits sold in the urban centers. Build marketing networks.
<b>Fruits (specific) Custard Apple</b>		Collection form wild trees and selling in local markets	Promote clusters of farms for quality production for cities/national markets
<b>Ber</b>	Promote use of wild Ber as nutritive food	Collection form wild trees and gradation/packaging	Value additions/processing and marketing

Vegetable and fruit cultivation is also one of the possible interventions within the agriculture sector. In the highly affected LWE blocks, it will be useful that awareness generation should be promoted for enhancing intake of many vegetables and fruits that tribal families grow or available in the forests/village commons. This is primarily to enhance their nutritional status so that their health vulnerability, mal nutrition and other deficiencies are reduced. The planning of MGNREGS or horticulture department should encourage plantation of local fruits by preparing projects for provision of saplings, know how to grow and protect.

In moderately affected LWE districts, it is possible to encourage production of vegetables and fruits in a professional manner by developing cluster of farms and cultivating it with the technical inputs from the

agriculture/ horticulture scientists. In the least affected LWE blocks, it will be useful to develop storage facilities, processing facilities and marketing facilities of the products as sufficient scale can be attained for attracting big traders to purchase products.

### **Specific sectors having potential for improvements**

There are couple of identified products which have evolved over time as potential clusters. Such products and clusters can be further developed with well-designed strategy and support inputs. Few of the clusters are the following:

#### **Chilly**

It is mentioned by many stakeholder groups that Bastar has a well-established production of chilly in different blocks. There is a need to improve the production, processing and marketing to enhance wage employment as well as profits for the farmers and middlemen. The produced chilly in the cluster is dried up and sold to the middlemen.

#### **Custard apple and Ber**

The two fruits are found in abundance in Chhattisgarh. In some of the LWE affected areas, production of Ber and custard apple is in plenty. It will be worthwhile to study the potential market locally and also in big cities. The marketing chain can be strengthened so that the produce can be efficiently transferred in the local and national market.

### **Off farm employment and income generation**

There is a possibility of creating off farm employment opportunity in the LWE affected districts. Milk production is quite low in the remote and highly tribal districts as it is not well accepted in the culture of the tribals. Their belief that the cow milk is for the calves and not for their children needs to be changed. In high LWE affected districts, consumption of available milk for the women and children should be encouraged so that the health status of the women and children improve. In the moderately affected districts, near the roadside villages, dairying can be promoted as a commercial activity. Milk route can be planned, better variety of local cows and buffalos can be provided and market for selling milk can be identified in the neighbouring towns. In less affected blocks, more organised dairying can be planned by getting good quality cows and setting up chilling centers with the help of the dairy co-operative of Chhattisgarh. Various milk products can be prepared as a value addition exercise as well as to enhance shelf life of the products.

Similar approach is required in the poultry and fishery sector. In the most affected blocks, there is a need to help tribal to enhance production within the given means and support so that the family consumption enhances. In the moderately and less affected blocks, it is possible to develop cluster approach for large scale production. In the least affected block, promotion of local varieties of chicken production should be professionally done by providing better quality feed, medical care etc. so that in the large cities, the output may get better price. The USP of the tribal areas of producing Desi chicken

birds should be encouraged exploring appropriate market. Similarly, ponds in the moderately effected and less affected blocks should be identified with the fishermen. Their activity based groups should be promoted to take ponds on lease, access credit, buy feed and seedlings and sell product in the market. The activity groups can be registered as producers companies or co-operatives.

**Table : 29 Off Farm Employment Generation**

Sl No	Economic activity of importance	Intensity of LWE influence		
		High	Medium	Low
1.	Diary Activities	Use of cattle dung for organic manure production	Encourage collection and sale of milk in nearest towns	Develop clusters and milk route
2.	Poultry	Improve production for self consumption	Promote production of Desi chicken varieties	Promote organic farming
4.	Fishery	Provide inputs ( nets / boats) for better catch from ponds	Develop models of co-operative fishing with input support.	Modern fishing techniques, storage facilities and long distance marketing

### 6.3 Strategies for promotion of NTFP

The second most important sector of employment and livelihoods for the tribal families is in the forest produce i.e. NTFP. A large part of the LWE affected areas is densely forested with the settlement habitation of the tribals. Therefore, it is an important sector which needs attention and proper planning.

The market of Jagdalpur in Bastar is like a marketing hub for forest products for the adjacent regions. Even businessmen from other states procure forest products from this market, which cover mainly tamarind being procured by Andhra Pradesh, Rajasthan; *kosa* being procured by Bihar, etc. The main market for herbal medicinal plants is located at Dhamtari, and hence small businessmen collect such products from Bastar and sell them again at Dhamtari. In the market of Jagdalpur, the products are bought from the block level markets e.g., Geedam is such a block level market in the Dantewada region, and serves as a big supplier of products for the Jagdalpur market. Other such block level markets are located in Sukma, Narayanpur, Bijapur district, etc. The forest so procured from the block markets are then even exported to other states from the Jagdalpur market

Production of Char, Chironjee, Salbeej, Mahua Phool, Guthli, Tendu Patta is universal in the jungles of Chhattisgarh. There is a support price and procurement arrangements in case of tendu patta, and a few other products, designed by the Government. A large portion of the women and men is spent in the

collection of these products. Therefore, improved collection centers and storage facilities is extremely important for gaining adequate price of the product controlling supply of products in the market with better prices. It has been realised that Mahua has a local demand; therefore, decentralised storage faculties of Mahua within Panchayat or cluster of Panchayat will be quite useful. However, many other forest produce has a market quite away from the tribal blocks. Sale of Char, Chirongi, sal beej etc. has a national market and urban and industrial consumption. Therefore, marketing arrangements at the towns of the less affected block will be best suited.

**Table : 30 Non Timber Forest Products**

Sl No	Economic activity of importance	Intensity of LWE influence		
		High	Medium	Low
1.	Lak	Sustain current production with timely credit and seed support	Promote organic farming with certification	Processing and marketing of products
2.	Honey	Improve production for self consumption	Develop professional farms	Promote organic farming
3.	Char/Chironjee/ salbeej/ Mahua/Phool/Guthli/ Tendu Patta	Provide support during collection time by the Forest department	Storage of the produce in warehouses/cold storages	Processing and value addition units and marketing network
4.	Emli	Collection and transfer to neighbouring town	Develop go downs for storage of Imli  Segregation and seed removal	Value addition units/ packaging and large scale marketing
5.	Sericulture	Collection of cocoons in forest	Processing of cocoons	Preparation of silk threads and marketing linkages
6.	Bamboo/Babool and Nilgiri cultivation	Promotion of plantation under Govt programmes	Promotion of plantation on community land	Development of collection and marketing network
7.	Medicinal plants/herbs like Harrra/bahera/ Awala/Bel fruit	Develop collection system	Segregation and packaging	Value addition  Retail packaging as per company requirements

There are certain sectors, which have greater potential, have been identified as high production and well organised marketing network. There is a need to enhance potential of these developed sectors. The key sectors have been detailed out below:

### **Imli**

Imli is one of the products that has a well-developed collection, storage and marketing network in the southern districts i.e. undivided Bastar. The collection done by the tribal is sold to the local agents who work on behalf of the big traders based in large cities of Andhra Pradesh. It is realised that the local traders buy at a very cheap rate as tribals are not aware of the procedure of sorting, removing the cover and seed can enhance value of the collected material. Moreover, there is a need for storage of the output so that it can be shipped as and when demand is mentioned. The local middlemen have hired storage space in nearby towns and continue to supply Imli in the markets of southern states like Andhra Pradesh, Tamil Nadu etc. Storage cost in Chhattisgarh is much lesser than that of urban centers like Hyderabad or Vishakhapatnam. Using the BRGF resources, low cost go downs at Panchayat level can be developed in high collection Panchayats.

### **Lak**

Lak is also one of the high value forest based product used as filling material in gold jewellery, in many engineering items as good insulator and also used in Fevicol. In the forest area of Kanker and Mahasamund districts, it was developed as a commercial activity. In three years' time, Chhattisgarh topped the production of Lak in India. The sector has a significant potential in LWE areas as Lak is grown on Ber and Palash which are available in plenty in the forest areas of these districts. The institute in Ranchi provides support in development of know-how for lac cultivation. There is a need to build in house capacities by getting the master trainers trained on the process and methods.

### **Honey and sericulture**

Production of honey and sericulture are also forest dependent activities. Chhattisgarh has a distinction in production of honey and sericulture. There are examples where tribal capture wild cocoons as well as bee hives from the trees in dense forest and sell it after primary processing in the local market. The sector needs to be further evolved and support mechanisms can be developed to improve it. The strength of being organic produce, clusters need to be developed for collection and marketing in the national and international market.

### **Medicinal plants and herbs**

Being a forest dependent economy, there is a sizable production and collection of medicinal plants and herbs. The dying art of recognition of the herbs in the jungle needs to be revived among tribal living in high density forest areas. Moreover, the local selling prices will go up if the produce is properly



segregated, cleaned and improved manually for the herbal product industries. There is a need to encourage establishment of such factories at Raipur or similar towns providing incentives to the 'Himalaya', 'Dabur' and 'Patanjali' of Baba Ramdev.

## 6.4 Handicrafts and Art

Tribal artefacts and even textile is well known and purchased by the urban middle class. It has become a fashion statement in metropolis of India and abroad. Bastar art is well recognised across the country in elite centers. Taj Mumbai has a theme decoration on Bastar art and in many resorts near the national parks one can find it prominently. There is a need to develop the cluster of handicraft around Bastar region by providing better support in designs, raw materials, credit facilities etc. There have been efforts by the dynamic officers posted in these areas. Couple of CSOs have also demonstrated examples of supporting artisans in production and marketing. It requires more institutionalised support mechanism for promotion of art form in the modern day life style and building a marketing chain for attracting high end customers or urban middle class depending on the quality, finish and craftsmanship.

**Table : 31 Small scale manufacturing, Handicraft and Art**

Sl No	Economic activity of importance	Intensity of LWE influence		
		High	Medium	Low
1.	Bastar Art/Textiles	Identify traditional artists and their rehabilitation in neighbouring towns	Develop workshops for the artisans establishing their co-operatives	Training centers for learning new and modern designs  Products for national and international markets
4.	Bamboo Furniture/ other items	Support in preparation of local products to be sold in local market	Develop workshops for artisans for utility items for urban households	Develop products for urban middle class and rich households in the state/nationally
5	Small scale industries like rice mills, oil expellers etc.	No scope	In safe cities at the block headquarters	At district headquarters

The work of Kosa textile is also quite popular, which is a distinctive textile art from Chhattisgarh. There are villages near Orrisa border where Orriya print of Sambalpuri and Ikkat has also become popular. Middlemen provide raw material and design and collect finished products. The relationship of the artisans and middlemen can be negotiated for better wage payments and work conditions.

## 6.5 Small scale and household industries

It is mentioned by some of the stakeholders that Chhattisgarh is a power surplus state, therefore has a good potential for power based household industries, power looms, flour mills, agro processing units etc. There is a need to develop a strategy of promotion of such household industries at the block/district headquarters. Business plan for each of the LWE districts can be developed and banks can be mobilised for efficient processing of loan applications. Government subsidies can be organised for the potential entrepreneurs.

## 6.6 Service Sector Employment

Chhattisgarh, a predominantly tribal state which became an independent state in 2000 lagged behind in quality education over a long period of time. The LWE movement has further affected regularity of classes, posting of teachers and construction of school infrastructure. Therefore, service sector has less potential for formal jobs in the industry as white collared jobs. However, there is a provision of reservation of jobs in the public sector; therefore many of the educated youth can be potentially hired in different kinds of vacancies advertised by the Government of Chhattisgarh. It is realised that in remote areas, youth do not get information about the job advertisement, therefore many of them are unable to apply. Some of them do get to know, however find it difficult to fill up forms with due - diligence. Therefore, establishment of information centres which help the youth in informing the vacancies and filling up can be explored. In Dantewara, Livelihood College has initiated a similar initiative recently. It needs to be nurtured and if it becomes successful, it can be replicated. The employment exchanges are expected to play this role. The existing employment exchanges should be revived and professionalised, if possible. Alternatively, new centres can be opened up. These centres should not only function as information centres rather should also provide training and guidance to the youth for the written examinations and interviews.

The less literate young persons who are open to migrate to the cities need to be identified in these districts. Efforts have been made in Bastar and Sarguja districts by the administration to set up 'Livelihoods Schools'. These schools are training youth of the LWE affected villages at the district headquarters. Such initiatives are quite useful and need to be replicated and strengthened.

### **Livelihood College, Dantewada**

The Livelihood College, Dantewada has been started to groom students through skill development courses to make them more employable or self-employable and link them to placements. Dantewada district has been highly affected over the past several years due to Left Wing Extremism (LWE). This in turn has affected the quality and delivery of the most basic services such as health, nutrition and education. As a result, with a very low literacy rate of 42 % (2011 Census), there are a large number of youth who have missed out on formal education. For many young people in Dantewada, engagement in

household agriculture and unskilled labour work remain the key livelihood options even after completing class 12.

Realizing that imparting skill based training without residential facilities takes a lot away from the effectiveness of such efforts, 'Livelihood College (Gujar-Basar College)' was started as a PPP model in such conditions, and for youths with educational qualification ranging from as low as 5<sup>th</sup> class pass to 12<sup>th</sup> class pass. It was launched with a vision to provide quality trainings through certified training agencies at a centralized location. The College provided complete residential facilities with free food and stay to candidates as well as teaching staff. This was essential in the context of Dantewada having families with low-income that cannot afford to arrange for their children's stay at the district head-quarter. Through a process of coordination and participation, reputed organizations like IL&FS, IndiaCan, Tomorrow's Foundation, Cap Foundation, ISAP, ESAB, etc. were brought in to impart skill education

The college has state-of-art infrastructure for equipping the students with skills suited for tapping the potential of emerging market needs and create suitable human resource with special focus on their placement. During the course of training, they were also gradually groomed through soft-skills classes and interactions with peer group so as to muster confidence to take-up employment outside the district/state too. The USP of Livelihood College is its flexibility in terms of selection of candidates as well as implementation and duration of various training programmes. The training programmes were selected and the duration was fixed according to the local needs as well as new emerging potential market needs.

The youth at Livelihood College, through practical and class room training were trained in various trades. They were further provided linkages with industries across India and skill based employment. In its first year of functioning, 1875 students have been trained in 25 different trades, whereas 1015 students are undergoing training. 939 students have secured placements according to their trades at various places with an initial salary ranging from Rs. 4000/- to Rs. 8000/- whereas 936 students have opted for self-employment or work locally.

The initiative has proven its worth for the LWE areas with other LWE districts such as Sukma and Bijapur adopting the Livelihood College model from Dantewada. The Hon. Chief Minister of Chhattisgarh has also officially declared to start a Livelihood College like institution in every district of Chhattisgarh based on Dantewada model.

The experience of Livelihoods College of Dantewada indicates that there are certain trades which have high demand viz. plumbing, electrician, welding etc. as there is a ready local market for absorption. This helps trained persons not to migrate long distance away from home for employment. The course of hospitality is less popular for similar reasons. There is a need to inculcate positive food habits in residential trainings for the participants so that they may adapt to the culture and food of the city they migrate to.

**Table : 32 Service Sector Employment**

Sl No	Sector of importance	Intensity of LWE influence		
		High	Medium	Low
1.	Hospitality /Nursing/Security services/eco tourism	Identify youth willing to live in urban setting	Develop training centers and residential facilities for skill development	Promote on the job training and placement facilities
2.	Construction	Identify workers migrating in big cities and support in meeting their credit needs. Ensure benefits to the left behind family.	Train migrating workers on safe migration, remittance transfer and legal support	Establish training centers for skill enhancement for modern construction
3.	Marketing/sales persons/ Accountants/ Computer operators	Low potential	Identification of 10 <sup>th</sup> or 12 <sup>th</sup> pass youth willing to work in urban settings	Organise training for skill development and attitude development to work in formal sector
4.	Government services	Create awareness to fill local jobs with local youth	Build inventory of educated youth with current skill sets	Develop coaching centers for SC/ST candidates for written tests and interview preparations
5	Mechanics- motor repair/ motorcycle repairs/	Low potential	Identify youth willing to learn and establish centers in nearby towns	Create training centres for residential programmes and hands on experience

## 6.7 Emerging patterns for promotion of livelihoods in LWE blocks and districts

Based on the analysis provided in the section above in different sectors and for different economic activities, the following emerges as the pattern of strategies for promotion of livelihoods in LWE areas;

- It is clearly mentioned and found evident that the most affected LWE blocks have least possibility of organised, large scale and technology dependent promotion of livelihood options. Considering high poverty and low nutritional levels, it is important that improved agricultural and horticultural practises be promoted. Better productivity and availability of food grains, vegetables and fruits etc. will enhance local consumption and address issues of mal nourishment.

- It is evident that in the LWE areas, there are specific economic clusters which need to be nurtured, strengthened and expanded. For example, in Bastar district, there is a cluster of chilly production and Bastar art, therefore, it is useful to develop such clusters with more professional knowledge inputs, facilitating easy access to credit and linkages with the market etc.
- The low LWE influence blocks and district headquarters will be the ideal places for processing of products and bulk marketing of products. Items like honey, mango, and custard apple can be collected from the village and can be converted into pulp at the block headquarters for transportation to the large industrial centres like Vishakhapatnam or Raipur etc. It will be difficult to attract industries to set up processing units in LWE districts, therefore, developing mechanisms of transportation of raw or semi processed material to the large centres need to be explored.
- The strength of organic agricultural and horticultural production need to be promoted and harnessed. There is a need to build skills of the farmers in organic farming by training local resource persons. Similarly, there is a need to develop systems and processes for certification of the products as organic. The marketing chain also needs to be established so that the products reach in the national and international market smoothly without affecting regular payments or profit margins of the farmers.
- The service sector employment potential has been harnessed by the Government by setting up Livelihoods College in Dantewara. It is being replicated in all the LWE districts of CG. There is a need to organise network for attraction of young boys and girls to the College as well as develop a flow of good trainers to impart high quality training of youth in different trades. There is a need to strengthen placement skills and networking with the potential employers so that the rate of absorption and retention of the students can be enhanced. The less explored area of public sector jobs need to be strengthened as in highly ST/ST/PTG dominated areas, with small guidance and support, many potential candidates can use the reservation quota effectively.

## **7. Ways Forward**

### **7.1 Identify potential leaders and champions across institutions**

It will be worthwhile to look around in the LWE areas for the champions and leaders who demonstrate commitment for change. Such persons have to be identified within the departmental staff at the Panchayat/ block/district level as well as with the PRI system. Additionally, at the village level, there are potential leaders in the SHGs and other committees like Water Users Committee, Water and Sanitation Committee etc. It will not be worthwhile to pinpoint a single institution viz village Panchayat or NGOs or SHGs only. In different villages/Panchayats or blocks different combination of 'doers' or leaders may emerge.

A team of such individuals needs to be groomed to perform specific role within their scope of work. For example a good district level official in the agriculture department can promote effective agricultural practises using available resources of various schemes. Similarly a good Sarpanch or Secretary can attempt effective convergence of MGNREGS with agriculture to ensure comprehensive planning in his/her Panchayat. Therefore, a group of potential leaders can build excellent examples of success in different socio-economic conditions which can be gradually up scaled in at least the neighbouring areas. There is a growing need to develop a sense of fraternity and solidarity among the doers for sharing experiences, drawing motivation from each other as well as to withstand any opposition or backlash, collectively.

A state level mentor group should be identified from the motivated government officials, NGOs, and other civil society groups to provide guidance and support in promoting various experiments in different sectors. The mentor group should be nurtured and regularly supported by the SRLM team to promote innovations, identification of replication elements and convergence of various programmes. The mentor group may have six monthly interactions with the policy making representatives and senior bureaucrats to share successes and bottlenecks for policy or practise change.

## **7.2 Promote convergence of various schemes developing a participatory plan**

It is experimented by several government officials and CSOs that the resource available under various programmes needs to be converged for greater impact. It is important to shift the style of development delivery; directed at target persons not numbers. It is realised that in the LWE affected; tribal dominated and forest areas, people reside in small sized habitations. It is quite easy to develop a plan to address to the poverty issues of families by identifying each family and developing plans according to their demands and asset base. Each village can have a name specific plan which will demonstrate that the resource can be accessed from different schemes. The SHGs and the proposed Micro Investment Plans (MIP) will also be part of the participatory village plan. The plan should be approved by the Gram Sabha. In the process of planning all the departmental functionaries should actively participate for genuinely attempting ‘needs versus scheme’ matching. There should be well facilitated transparent process of sharing of resources, exploring collaboration and also determining outcomes. The village plans should be aggregated at the block level so that business plan for promotion of livelihoods activities can be evolved by identification of required infrastructure, market linkages and network of agencies/persons for promotion of business environment.

## **7.3 Invest in building local youth capacities for sustainable development**

Considering tough and challenging conditions in the LWE areas, it is difficult to get well trained staff or facilitators who are willing to live and work in these areas on long term basis. Moreover, the Naxal threat also deters them to come even if attractive packages are offered. It will be worthwhile to build capacities of the local youth as village animators/social development promoters etc. The current

strategy of the SLRM is focussed around building a team of local resource persons which is quite consistent with the emerging perceptions from the stakeholders on the human resource development in LWE areas.

There is a need to build a long term capacity development plan for improving inflow of the trained persons, who are local and can speak in local dialect, in the rural development programmes. It is found difficult to retain or attract professionals of TISS or other social work institutes to join as staff of the programme in LWE areas. The Bastar University set up by the Government of Chhattisgarh can be a possible institution that can be hired on a long term basis to enhance capacities of the local youth in livelihoods, implementation of Government programmes, community mobilisation and other fields. There can be a separate cell/society created within any of the social science department to provide more flexibility and need specific development of programmes. NRLP can provide resource support to hire faculty and provide professionals to design appropriate degree and diploma courses. This will be a long term solution to a serious constrain of availability of trained human resources. The skill development fund of the NRLP and other LWE specific programmes can be used.

The Extension Training Centres (ETCs) of the SIRD should also be strengthened for the training of the village leaders and village resource persons identified by the NRLP team as potential leaders or subject matter specialist to support village level processes.

#### **7.4 Develop cluster specific strategy of for livelihoods promotion**

It is pertinent that in the LWE areas, a detailed study of the potential sectors and clusters needs to be done in order to promote value addition in existing business enterprise which has flourished or survived in all odds in the region. There is an existing skill set, raw material (inputs), linkages (middlemen) and a ready market. It will be easier and useful to improve the efficiency of the existing sector or plan expansion by providing additional support by preparing a complete cluster development plan specific to that area and identified sector.

It is also proposed that each of the LEW district should be classified as low, medium and high intensity LWE influence areas. The clusters falling in the low intensity areas should be taken up initially to demonstrate a few quick results as well as to develop demonstration sites for the others to learn from exposure visits in the developed clusters. Over a period of time when clusters of different activities will get developed in low, medium and high intensity areas, it will be useful to think of the inter linkages of the clusters for higher economies of scale.

#### **7.5 Find ways of supporting activity groups of young boys**

It was mentioned that the advantages of SJSY subsidy were quite useful, especially in supporting irrigation systems. The centrality of women oriented SHGs and low interest loan has reduced possibility of supporting small farmers in their agriculture promotion activities. In the LWE affected villages, there

is a challenge to attract youth in gainful employment for their unlawful diversion. The entrepreneurship development of potential youth requires financial support and even subsidies to meet capital costs. Women oriented SHG promotion policy and incentives restrict growth of collectivisation of young boys. The provision of NRLM to build activity based groups around agriculture or NTFP etc. needs to be integrated in the strategy as many men oriented viable groups are also being visualised. The pros and cons of such an approach suggested by the district officials need to be reviewed.

## **7.6 Evolve a investment promotion policy suitable for the state**

The Chief Minister of Chhattisgarh has been quite proactive in inviting the corporate leaders to invest in Chhattisgarh. There are several advantages in the state of Chhattisgarh for industrialists to invest viz. surplus electricity, road network, stable political environment etc. There is a need to project the state on its strengths of high forest cover, clean environment, organic farming potential, high NTFP production, tribal craft and art etc. There is a need to evolve an investment promotion policy for the state that can propel culturally adaptive and environmentally sensitive promotion of industrialisation and employment generation. There is a need to identify industries that can provide strong market linkages for the agricultural and forest produce of the state by setting up value addition and packaging plants for marketing products of the states in the national and international market. Such industries need to be given incentives to set up their units in LWE safe urban locations having a good infrastructural base/network. NRLP can take a lead in preparation of a 'strategy paper' for the government to encourage formulation of an appropriate industrial policy.

## **7.7 Provide more intensive human resources in LEW blocks**

It also emerged that the human resource requirement at the grassroots level is much higher in LWE blocks/villages compared to other areas. The experts are not willing to stay at block headquarters; therefore, a more professional team at the district level will be required. In certain cluster of villages, local resource persons need to be identified for different services. There is a need for a more evolved and intensive capacity building strategy for the grassroots workers. The village level workers in hard core tribal areas need intensive knowledge building and handholding support. It is mentioned that in the LWE affected blocks, there are progressive communities who migrated and settled in these areas. The youth of such communities are more articulate and their ability to learn and adapt new knowledge is high. Such resource persons need to be identified to be the master trainers. They also have strength to communicate in the local tribal dialect which is one of the imperative for effective dialogue with the PTG and other tribal groups.

## **7.8 Evolve a network of CSOs and individuals as programme support group**

It is pertinent that the strength of the CSOs is recognised and their strengths and presence is well mapped to seek their services as implementing partners in the programme. There are existing networks



and well recognised CSOs who can be asked to function as resource agencies for the identification of the small supportive organisations.

It is also a reality that the organisational space for the CSOs is limited especially in the LWE districts; it will be a viable option to develop networks of resources persons who have demonstrated expertise in certain areas. The resource persons can be drawn from the CSO workers, government functionaries, retired officials and private sector players like schools and hospitals. The resource persons can be organised in small groups based on their expertise. The anchors of the small groups should either be from the NRLP district/state level staff or senior persons of CSOs.

## 8. Annexures

### Annexure-1 : Stakeholder wise questions

Sl No	Stakeholder group	Key questions for interviews/ FGDs
<b>1</b>	<b>Community level</b>	
<b>1.1</b>	Gram Sabha members	Are Gram Sabha meetings held here? Why is it essential to hold GS meetings? Is Social security benefits and other development programmes discussed in GS? What are the livelihood challenges in your village?
<b>1.2</b>	Panchayat representatives	Are Panchayat meetings held regularly? Do you discuss issues of implementation of schemes viz. MGNREGS in Gram Sabha? Are you able to provide benefits of various schemes to the poor? If no, what are the reasons? If yes, how do you deal with local challenges? How many days of MGNREGS work got generated in the last financial year? Why there is low or high demand for work? What can be done to improve implementation of programmes? Do you feel that families can pursue their livelihood activities without constraints? If there are constraints, what are these?
<b>1.3</b>	SHG/ representatives	CBO Do you meet regularly, frequency? Do you discuss on issues other than collection of savings? Illustrate few issues? Is your group linked to bank? Has your group taken bank loan? What is the volume and purpose of its use- productive, consumption or emergency? What kind of activities are taken up or could be taken up for livelihoods? What are the key constraints in promotion of business activities? What are the options to address challenges?
<b>1.4</b>	Village Government functionaries	level Do you feel that the Government provided essential services are available in the villages? What are the special measures adopted to regularly provide services in the reachable and unreachable areas? Which of the programmes have the best reach or least affected due to LWE influence? What kind of economic activities are most suited in the villages in your block/district?
<b>2</b>	<b>Block/District level</b>	
<b>2.1</b>	Block officials or Janpad Panchayat representatives (Block CEO/ Janpad Adhyaksha or member)	What schemes of the government are the most successful in this area and factors of success? What are the local constraints in achieving the targets and effective implementation of the schemes, especially MGNREGS, SJSY, IAY, Social Security Benefits, PM roads etc. What are the poverty challenges that rural population is facing? What can

		be done to mitigate constraints? What needs to be done to enhance livelihoods options of the tribal families in your area?
<b>2.2</b>	District officials/ Zila Panchayat officials (CEO/ Zila Adhyaksha or member)	<p>What are the challenges of development in your district, particularly of livelihoods programmes? Is it possible to provide basic services to the poor living in remote areas? What are the schemes where there is lower utilization of funds? Explain reasons?</p> <p>How far PRIs are effective in your area? What are the functions effectively performed by PRIs? What are they unable to do?</p> <p>How successful is the implementation of FRA in your district? Is common property resources provided to the poor tribal families? Are they able to utilize it effectively having control of management and use?</p>
<b>2.3</b>	Local media persons/ local activist groups/NGOs	<p>What has been the most important news in the last one year in your district/block related to LWE areas related to economic development and related challenges?</p> <p>What traditional structures of the community currently exist and their effectiveness?</p> <p>What is the effectiveness of PRIs and do you consider constitutionally elected Panchayats can play effective role in delivery of economic development and social justice programmes?</p> <p>What is the change in livelihood patterns of the tribal families in current environment? Is there any option to address the current livelihoods challenges with the new emerging opportunities in the market or enabling policies of the Government?</p>
<b>2.4</b>	SRLM officials/staff	<p>What are the key economic clusters in your districts related to farm and off farm activities? What is the success rate in different clusters?</p> <p>What kind of community organisations have been promoted and what are its success and failure factors?</p> <p>Which of the strategies developed by the SRLM are more workable and effective in affected districts?</p> <p>What are the constraints of functioning in affected districts? Have you evolved some coping mechanisms?</p>
<b>3</b>	<b>State Level</b>	
<b>3.1</b>	Concerned	What are the policy level decisions that are enabling delivery of

	Government officials/Planning Commission member	<p>programmes in LWE areas?</p> <p>What are the constraints in delivery of programmes, particularly those which have direct impact on the livelihoods of the poor?</p> <p>What are effective community level institutions that can be strengthened to improve delivery of livelihoods related programmes in Naxal affected districts?</p>
<b>3.2</b>	Journalists	<p>What are the reported challenges of the Naxal affected areas related to implementation of key development programmes, especially MGNREGS, SJSY, NRLM etc.?</p> <p>What are the reported measures of the State that can mitigate the challenges of development in disturbed areas/districts?</p> <p>Is there any role for the CSOs in implementing the programmes? What kind of space is available to have positive interventions by the CSOs?</p> <p>What can be macro level solutions to promote livelihoods of the tribal youth and families in the current business environment of the state or country?</p>
<b>3.3</b>	Retired government officials	<p>What shifts have you seen in programmes and policies of the Government to address the developmental, especially livelihoods protection and promotion of the tribals in the LWE affected areas?</p> <p>What are the successful models of livelihoods promoted by the government/ Non Governmental agencies? What are the policy constraints and opportunities in affected districts?</p>
<b>3.4</b>	SRLM staff	<p>What are the key economic clusters in Affected districts related to farm and off farm activities? What are the factors responsible for success or failure in different clusters?</p> <p>What kinds of community organisations ( SHGs /Activity based groups/Producers company/ cooperatives/have been promoted and what are success and failure factors of each type? How far the block and cluster level teams been effective in reaching out to the poor?</p> <p>Which of the strategies developed by the SRLM are more workable and effective in affected districts?</p> <p>What are the macro/policy constraints in designing strategies in affected districts? Have you evolved some alternative mechanisms? How far has convergence of various programmes been attempted in affected districts?</p>
<b>3.5</b>	Activists/ NGOs	<p>Is presence of CSOs effective in the LWE areas? What are the constraints</p>

	working in LWE affected districts/ state level NGOs	that communities face? What are positive models available on promotion of livelihoods? What are the constraints and opportunities for the CSOs in partnering with the Government programmes?
3.6	Academicians	What are the key developmental challenges in affected districts? What are the evidences on development parameters in affected districts? Do you find policy and practice gaps in delivery of rights or programmes in affected regions?  What policy prescriptions do you have to protect and promote livelihoods of the poor in affected districts?

### Questions around the objectives of the study

The overall objective of the proposed study is to evolve adaptive strategies of NRLP and develop realistic operational plan of implementation of NRLP for conflict-mitigation in Naxal- affected areas through secure livelihoods promotion of the most vulnerable tribal families.

More specifically, the study will:

#### (i) improve the understanding of the nature of the conflict in selected blocks;

- a) Do you recall last two incidences of conflict in your village that affected your life significantly?
- b) Can you explain the reason of conflict?
- c) Who were the most affected persons and families? What was their economic background?
- d) Did it impact the whole village? if yes, describe the nature of loss- economic, social, cultural?
- e) Could the families recover the loss? Is there economic condition better or worse now? Does village families relate to the persons socially as normally as before? What kind of social exclusion is experienced by the affected families?
- f) Did the Government provide any support to the victims or the village? What was the nature of support?
- g) Did the support was effective to normalize your life? Were your expectations of support to normalize your economic and social life understood by the Government and responded?
- h) What should be done to live a normal life in this village or area? By individuals, communities, Panchayats, village level functionaries, district administration, political representatives, business groups etc.

#### (ii) Identify development approaches, interventions and good practices that could be supported or adapted under NRLP in local conflict contexts;

- a) What are the development challenges that are posed by the conflict in your area? What kind of livelihood challenges or nature of deprivation you have experienced or seen as a consequence of conflict?
- b) How did you respond to the challenges identified by you or your department /agency/organization? What kind of strategies adopted to address the challenges? List challenges, development approaches and interventions.
- c) Would you like to mention any one important success that changed life of the people living in conflict affected areas?
- d) What kind of institutional mechanisms were promoted in this innovative approach tried out by you/ Government/ organisation? Which institutions played most significant role in generating significant success? What are the strengths of the organizations relevant from the perspective of conflict sensitive areas?
- e) What were the hindering factors that limited the scale or intensity of success? What are the weaknesses of the institutions that restricted success or delayed successes?

**(iii) Identify gaps that can be fulfilled through some pilot measures; and**

- a) What are the key gaps that you feel would require intervention to restore the life of the people in conflict area?
- b) What kind of specific interventions can be tested or tried out? Mention areas and specific objectives, sub-sector strategies, possible actors, resources required etc.?

**(iv) identify possible partners that can become implementing partners in NRLP implementation.**

Sl No	District/ Region	Name of Org/Deptt	Type of org	Strengths	Limitations

## Annexure-2 : List of Stakeholders Contacted

### State Level

SNO	Name	Designation	Department
1	Alis Lekara	State Nodal Officer	CG MDG Hub
2	Anand Tamrakar	Research Officer	SIRD
3	Dr. Kamlesh Jain	Nodal officer	UCSPP
4	Indira Mishra (IAS)	Ret. Additional Chief Secretary	CG. Government
5	J. P. Mishra	Director	SHRC
6	Jagnnath Compela	Senior Program Officer	SHRC
7	Lalit Surjan	Editor in chief	Deshbandu Newspaper
8	Mayank Warwade (IAS)	Ex State Mission Director	SRLM, Chhattisgarh
9	Mr. Vishal	Sate Program Manager	E-Panchayat
10	P. Sangita (IAS)	State Mission Director	SRLM, Chhattisgarh
11	P.P. Soti	Member	State Planning Commission
12	Pankaj Akka	Sate Program Manager	SRLM, Chhattisgarh
13	R. P. Patel	Deputy Director	Panchayt Department
14	R. Prasna (IAS)	Deputy Secretary	General Admin Department
15	S.K. Mishra (IAS)	Ret. Chief Secretary	CG. Government
16	Sanjay Ojha (IFS)	Director	SIRD
17	Saroj Mahapatra	CSO Representative	Pradan (NGO)
18	Sunil Kumar	Editor in chief	Chhattisgarh Newspaper
19	Vinay Prakash Tirkey	Joint Commissioner	SRLM, Chhattisgarh

**District Level****District: Balrampur**

SNO	Name	Designation	Department
1	C.S. Nonhare,	Deputy Director,	Resham Vibhag,
2	Choubey,	Deputy Director,	CSSDM
3	Dr. Satish Tajne,	PMRDF	Sarguja
4	Minakshi Natrajan,	APO, NREGS	Zilla Panchayat, Sarguja
5	Pravin Kumar,	Senior Executive	Sanjeevni MartForest, Surguja
6	RK Khote	Project Director	DRDA
7	S.S. Warma,	Sub Divisional Officer	Forest, Surguja
8	Satish Dubey	District Project manager	NRLM – Balrampur
9	Umashankar Pandey	CSO Representative	SEVA BHASKAR (NGO)

**District: Bastar**

SNO	Name	Designation	Department
1	Anil Das	ADO	JP Bastnar
2	Anil Dharanga	BPM (NRLM)	JP Bastanar
3	Ankit Anand (IAS)	Collector	District Bastar
4	Arun Varma	CEO	Janpad Panchayat
5	C.L. Chauhan	CEO	District Panchayat
6	Dharampal Sainy (Padmashri)	CSO Representative	Mata Rukminy Ashram (NGO)
7	Dr. Rajnish Agrawal	Surgeon	Veterinary Department
8	Dr. S.C. Mukhargy	Head of Department	Indira Gandhi Agriculture collage
9	Graibial Jonh	DPM	NRLM, Zilla Panchayat
10	Iswari Prakash	PO (MGNREGS)	JP Bastnar
11	Jayshree Bhalla	BPM (NRLM)	Janpad Panchayat Bastar
12	Manoj Sinha	PO MGNRES	JP, Basthanar
13	Nethpal Sigh	PO (Watershed)	Zilla Panchayat
14	Rajendra Sukla	APO (BRGF)	Zilla Panchayat
15	Raju Nayak	Incharge (BRGF)	Zilla Panchayat
16	S. S. Avdhut	APO (SGSY)	Zilla Panchayat
17	Shrimati Gauri Thakur	APO (MGNERS)	Zilla Panchayat
18	Sodiya	APO, IAP	Zilla Panchayat

**District: Dantewada**

SNO	Name	Post	Department
1	Akash Badave	PMRDF	Zila Panchayat
2	Dharmesh Dubey	APO (BRGF)	Zila Panchayat



3	Dr. Saransh Mittar	CEO	Zila Panchayat
4	Gourishankar Sharma	CSO representative	Gramodya Seva Sanstan
5	Hemanth Kumar	CSO representative	Bhor, Bacheli
6	Hemath Kashyap	Patrakar	Nai Duniya
7	K.C. Devsenapaty	Collector	Revenue
8	Ku. C. Kujur	Scientist	KVK
9	MR. Avasthi	PO	Water shade, Geedam
10	Mr. Dohare	Doctor	Veterinary
11	Shirish Kalyani	PMRDF	Zila Panchayat
12	Tarun Kumar	CSO representative	Bhor, Bacheli

### Annexure- 3 : Participants of State Level CSO Workshop

Sno.	Name of Participant	Name of Organization	District
1	Tarun	BHOR	Dantewada
2	Agnu Ram Sahu	Parivartan	Kanker
3	Basant Yadav	Sahbhagi	Kanker
4	Ashutosh Tamrakar	Samarthan	Raipur
5	Bharti Mahana	Nivedita Foundation	Janjgeer Champa
6	Amit Kachhap	TISS Intern	Mumbai
7	Manish Shrivastava	Samarthan	Raipur
8	Yogesh Kumar	Samarthan	Bhopal
9	Gautam Bandhopadhyay	CART	Raipur
10	Manish Kumar Jha	Samarthan	Raipur
11	Nand Kumar	Nadi Ghati Morch	Durg
12	Rajnish Gupta	Agrocats Society	Raipur
13	Raju Samson	Lokshakti	Durg
14	Salimuddin	Jan Sahyog Seva Kendra	Gariaband
15	Shiv Kumar Nishad	Nadi Ghati Morch	Durg
16	Rajeev Pathak	Surguja Sewa Unatti Sansthan	Surguja
17	Sitaram Baghel	Nadi Ghati Morch	Durg
18	Smt. Vijay Laxmi Thakur	Former Vice Chancellor	Raipur
19	Uma Sankar	Sewa Bhaskar	Koriya
20	Yogendra Pratap Singh	Jankalyan	Rajnandgaon

## **Annexure 4: Report of the workshop conducted with the CSOs in Raipur**

### **Workshop with the Civil Society Organizations on development challenges in PESA areas of Chhattisgarh**

A day long workshop with 20 participants of 11 CSOs of Chhattisgarh was held on the 11<sup>th</sup> April, 2014 to discuss development challenges in Panchayat Extension in Scheduled Areas ( PESA) which are mostly LWE affected districts. The issues of the discussions have been summarized in the following manner:

#### **Overall context**

- Government of CG created special development councils called Bastar Vikas Pradhikaran and Sarguja Vikas Pradhikaran. These separate authorities could not function effectively to address the needs of the poor tribals by designing programmes which are suitable in local context.
- There is no emphasis on the decentralized system of governance as envisaged in PESA. Therefore, many of the local initiatives and local needs and enterprises do not get adequate attention.
- Beneficiaries of various schemes are selected by the district/block level officials. Therefore, provisions of PESA and participation of people in Gram Sabhas become meaningless.
- There is no economic viability of many of the produce of the tribal viz. vegetables or milk. The middlemen buy it at a very low rate due to non availability of any other option with the producers.
- There is a Development authority in the name of 'Kamar' tribals. They have a main occupation of making bamboo products. The Kamar families are unable to get bamboos from the forest due to the policies of the forest department.
- There is no understanding of the rural enterprise of the tribal families by the so called professionals. Therefore, the suggested models do not work in their context.
- Market is becoming over dominant to determine even tribal economy and products.
- The Civil Society Organisations are also becoming less effective as advocacy organizations because of the increase of LWE activities in PESA areas.

#### **Implementation of Government schemes**

The framework of NRLM was shared with the participants and efforts of the Government of India and CG to address the shortcomings of the previous programme were shared. Participants highlighted the following issues:

- SHGs were given loan for making products of bamboo. However, there was no strategy and effort to ensure availability of bamboo from the forest.

- SHGs were given loan for collection of Mahua, however, there was no effort to build storage facilities for the hoarding the product to get better prices.
- The livelihoods plans prepared in the tribal Panchayats do not take care of the provisions of PESA. Therefore, the plans are not sufficient to address the issues of natural resource management and minor forest produce.
- There is a dearth of technical resource persons at the local level. Village Panchayats do have resource persons for agriculture from the Agriculture department, however, they seldom work and support.
- Tribal people do not have entrepreneurial abilities to succeed in the current market environment. There is a need for a regular guidance and support to ensure their active engagement in the market for their products.
- The procedure of accessing subsidy is complex, therefore genuine persons are unable to use subsidy properly. The agricultural equipments provided on subsidy are of poor quality and more expensive than available in open market.
- In LWE affected areas, the Gram Sachivalayas i.e. village secretariats are non functional. The concerned Government officials do not visit on prescribed days.
- The co-operatives of the workers formed to build their stakes in economic activities like mining and quarrying of minor produce, could not sustain due to the cleverness of the businessmen and local mining mafia.

### **Suggestions**

- The women of SHGs should have freedom to choose the activities that they would like to take up. The facilitators should not impose the activities that they consider are important.
- There is a need for a comprehensive thinking and strategy development for livelihoods promotion. It is realized that there is a need for a structural overhaul in the areas of raw material availability, skill enhancement and marketing of products.
- There is a need to improve production and marketing of the forest produce. High dependence and high potential of the minor forest produce should be tapped.
- There are natural clusters of custard apple, Ber, Imli and Bamboo available in the LWE areas. There is a need to build a network and strengthen these clusters by providing better infrastructure, technical know-how and marketing support.
- There is a need to improve storage facilities for the products of the tribal areas. It will enhance production of many agricultural produce as well as collection of many minor forest produce.
- Producer companies can be formed for many of the produce in the tribal areas so that the management of the product can be handled by the local entrepreneurs.

The workshop ended with closing remarks and thanks to the participating CSOs in the meeting.

## Annexure 5: Stakeholder-wise key findings and stakeholders' feedback

### District wise feedback of the key stakeholders on the LWE and livelihoods issues

District/stakeholders	Balrampur	Bastar	Dantewara
<b>District/block officials</b>	<ul style="list-style-type: none"> <li>Most of the youth unskilled. However, that problem is being solved through Livelihood collage.</li> <li>According to forest department, SHGs have been formed. They are working on the "Sanjivani" (Resource centre for forest produce selling and marketing). There is not sufficient resources to continue support this effort and upgrade skills</li> <li>Financial support has been giving to the SHG for the MFP Collection through the Primary Forest Produce Co-Operative Societies. The SHGs are not able to collect and manage the same due to problem of storage, coordination, and management and transport facilities.</li> <li>There is forest based livelihood opportunity but communities are not connected to the processing and value addition centre as well as outreach service to centers is also limited.</li> <li>There are no constraints from LWE persons to work on SHG promotion.</li> </ul>	<ul style="list-style-type: none"> <li>There is a need of highly motivated team for best implementation of NRLM for which administration is working on.</li> <li>Significant gap in 'Need &amp; Availability' of Human resource in the District and their skills level is also very weak.</li> <li>There is high collection of MFP for which processing and value addition centre have been established through the BRGF and IAP Fund.</li> <li>Small groups of handloom weavers are also located in Bastar that is the Livelihood Resources of Local Community but Market linkage is very poor.</li> <li>MFP is purchased by Minor forest product committee.</li> <li>Due to lack of skill and knowledge about particular livelihood option, they are unable to get it from their personal effort.</li> <li>There is a need for support and proper guidelines from the</li> </ul>	<ul style="list-style-type: none"> <li>There are high constraints of movement and development work due to LWE influence.</li> <li>There are highly effected 2 Block out of 4 Blocks. In that block Govt. officer face too much constraint.</li> <li>Tribal community is not aware about the farming and their livelihood depends on the Forest and biodiversity.</li> <li>Govt. has been trying to sustain community livelihood through the Special intervention like; Modern farming, dairy, Processing and Value addition of MFP but communities have not taken up that process because of their need to continuously hand hold support and also strong Market Linkages.</li> <li>In the MFP based Livelihood, administration only does value addition and processing. Government is not able to stop '<b>KOCHIYAS</b>' (<i>Middle man</i>).</li> <li>There are policy issues like; Agriculture scheme give benefits to the small and Marginalize farmer but there is no mutation land among brothers, that's why appear as big farmers who cannot take benefits from the scheme.</li> <li>There is an establish Livelihood Collage for the Professional and technical training of youth through that youths are getting</li> </ul>

	<ul style="list-style-type: none"> <li>• There is a tribal's community in large groups. The cultural constraints restrict adoption of process of mobilization and organization to them and also establish linkage with Govt. development Scheme.</li> <li>• Bankers support, bank Linkage and credit to the SHGs are needed.</li> <li>• Weak infrastructure, absence of power to draw water for irrigation etc. are also responsible for non-availability of benefits of many schemes.</li> </ul>	<ul style="list-style-type: none"> <li>• There is need to provide training for making human resources skilled and useful.</li> <li>• Lack of knowledge on market price of forest produce and proper market for the same.</li> <li>• Lack of convergence of schemes for Tribes on forest, water and land.</li> <li>• There is a need to give professional training to the youth through private training institute on professional &amp; technical skills due to insufficient infrastructure of the Government for the livelihood professional training.</li> </ul>	<ul style="list-style-type: none"> <li>• job.</li> <li>• There are issues of road connectivity for Market Linkage, Transport and Business is affected due to LWE and poor infrastructure in rural area. It is realized that mobility has been increasing over the years.</li> <li>• From the Private bank there is no support in the process of credit linkage for farmer and SHGs.</li> </ul>
<b>PRI representatives ( District, block and village Panchayat)</b>	<ul style="list-style-type: none"> <li>• At the Village Panchayat, only plan of MGNRESGS and others Scheme are prepared and submitted to the JP in which community participation is very less. Sarpanch waits for the approval from JP for the Implementations but approval &amp; Work implementation takes more time than expected. Therefore, labourers have to migrant for others states ( high migration from Balarampur district reported for this reason)</li> </ul>	<ul style="list-style-type: none"> <li>• According to Village Level Panchayat, Village Livelihood is dependent on the MFP collection and rain fed farming.</li> <li>• In most of the villages, the scheme benefits of IAY, ration cards and social security pensions are being implemented effectively.</li> <li>• One of the key concerns identified in the villages is lack</li> </ul>	<ul style="list-style-type: none"> <li>• According to Village Level Panchayat, Community is not aware about the Govt. Livelihood Program. By habits; they are collecting MFP and doing traditional subsistence agriculture.</li> <li>• There are established MFP processing centers, facilities for modern agriculture, dairy processing and community mango farming but farmers are not taken up that process due to lack of capacity and poor hand holding support from the department.</li> <li>• Irrigation facility is not available in their field as well as modern</li> </ul>

	<p>for work.</p> <ul style="list-style-type: none"> <li>• MGNREGS Implementation is very poor and it is not opened on time and demand.</li> <li>• Livelihood is depending on Agriculture but there are not sufficient irrigation resources.</li> <li>• There is MFP Collection in large quantity by the Community but not getting fair price from the market because of <b>Bicholiya and long distance to the Market.</b></li> <li>• In the Village, about 10 to 15 families are very poor but for their improvement GP is not able work for them due to lack of own or flexible resource.</li> <li>•</li> </ul>	<p>of irrigation facilities. It has a great constraint in generating employment in agriculture sector.</p> <ul style="list-style-type: none"> <li>• Agriculture and particularly traditional agricultural practice are largely prevalent in these areas for life sustenance. There is a generation of small agricultural surplus in few families for transaction with non-food grain and related items viz. Salt, cloths, utensils etc. As a large part of their livelihoods is also dependent on the NTFP, therefore, we will deal with that separately</li> </ul>	<p>practices have not been adapted by the farmers.</p> <ul style="list-style-type: none"> <li>• Implementation of the GP's Plan is quite delayed due to late approval of Scheme from the JP.</li> <li>• Under the MGNREGS, land development has been done on many farms through that area of agriculture and production has been increasing. There is a need for more work of land development but govt. approved per acre of only 30 to 40 thousand rupees.</li> <li>• GP Functionaries are not active to the best implementation of livelihood program due to overload of work, lack of trainings and knowledge as well as LWE disturbances.</li> </ul>
<b>Communities including SHGs and other committees</b>	<ul style="list-style-type: none"> <li>• Through the NRLM and other scheme, SHG has formed but they have no capacity of managing and linking to the Micro credit and business activities.</li> <li>• At the present time, not single SHG has been linkage to the Business activity like; MFP Processing and value addition due to less facilitation and financial resources. .</li> <li>• Rain fed agriculture; forest product and Labor work are main occupations. Migration is high around 70 %</li> </ul>	<ul style="list-style-type: none"> <li>• People produce only one crop in rainy season due to lack of irrigation facilities.</li> <li>•</li> <li>• Mostly people produce crops such as corn and wheat at the time of Rabi season due to lack of irrigation water. Khrif crop is not produced currently. Under BRGF, construction of tube well is promoted, the results will come in future in a few years.</li> <li>• The SHG groups have main economic activity</li> </ul>	<ul style="list-style-type: none"> <li>• Main options for Livelihood in the village are: Agriculture, Forest produce goods, and labour work.</li> <li>• Brick making, Bamboo silk, etc. work are also done in the villages.</li> <li>• Dairy work also had been undertaken by SHG, but no linkage of market is available.</li> <li>• Along with agriculture, forest produce goods are also a business activity. In sample villages, only 3 to 4 weeks work is allotted under MNREGA.</li> </ul>

	<p>families migrate in other state after agriculture season.</p> <ul style="list-style-type: none"> <li>• High Forest product collection, low returns due to unfair pricing. Poor market linkages. Closest market is 30 KM away.</li> <li>• Maximum families are rearing Goat.</li> </ul>	<p>of running the Government PDS shop or managing Mid-Day meal in schools as per official agreement. The groups do not have knowledge about the possible business that they can start.</p>
<p><b>Civil Organisations</b></p>	<p><b>Society</b></p> <ul style="list-style-type: none"> <li>• Transparency and accountability is not ensure in the implementation of Livelihood program like; MGNREGS. Social audit process is not transparent.</li> <li>• Families' Migration is very high due to lack of livelihood resource; rain fed farming and non irrigation facilities.</li> <li>• There is lots of opportunity of the development agriculture and allied activity based livelihood through the using MGNREGS and others scheme.</li> <li>• Beneficiaries of various schemes are selected by the district/block level officials. Therefore, provisions of PESA and participation of people in Gram Sabhas become meaningless.</li> </ul>	<ul style="list-style-type: none"> <li>• The CSOs can be involved in training the community facilitators on various sector specific themes and community organizations</li> <li>• Blocks and district headquarters will be the ideal places for processing of products and bulk marketing of products</li> <li>• The strength of organic agricultural and horticultural production needs to be promoted and harnessed. There is a need to build skills of the farmers in organic farming by training local resource persons.</li> <li>• Bastar has a well-established production of chilly in different blocks. There is a need to improve the production, processing and marketing to enhance wage employment as well as profits for the farmers and middlemen.</li> </ul>
		<ul style="list-style-type: none"> <li>• There is need to develop resource centres to promote and facilitate to the process of MFP based livelihood.</li> <li>• In villages in remote areas, Govt. livelihood scheme have not reached because of lack connectivity of Road.</li> <li>• Community is not aware about the govt. scheme that's why there is a need to emphasize on community mobilization and awareness</li> <li>• Social audit process of MGNREGS is not conducted with community participation and through proper process.</li> <li>• There is no emphasis on the decentralized system of governance as envisaged in PESA.</li> </ul>



## Annexure 6 :Status of SHG in Selected Village

(A case of one SHG in per selected Village based on the FGD)

**District : Balrampur**

Meeting of the SHG	Linkage with Bank	bank loan for productive	key constraints in promotion of business activities	Observation
<b>Barwahi (Ramchndranpur)- Rakhi Self Help Group</b>				
<b>Weekly meetings are organized for SHGs on regular basis. The chief issues of discussion in these meetings are regular saving and regular collection of money.</b>	They have an account in Rural bank.  A sum of 15000 Rs has been allotted from NRLM as Revolving Fund.	Rs. 50000 had been allotted under NRLM, but the amount has not been received yet.  Also, the Members don't have strategies or plan for using this money in future.	Women from SHGs are mostly busy with agricultural or other livelihood activities especially related to forest products. But as they lack knowledge and related resources, they fail to give an angle of marketing to these activities.	Like this, other SHGs have been formed by Meetanin (Health Volunteer worker) and AWC Workers. SHGs prefer to run PDS shop, MDM scheme, etc., but avoid getting associated with any business because of risks due to inadequacy of certain things like, resources, marketing strategies, machine, etc.
<b>Banapati (Ramchndranpur)- Krishna Bhagwan Self-help Group</b>				
<b>4 meetings (1 meeting/week) are organized every month for discussions on Savings, collection, activity and general village or household issues.</b>  <b>Due to inadequate willingness of members in the group, collective group activity was not started.</b>	They have an account in Rural bank.  A sum of 15000 Rs has been allotted from NRLM as Revolving Fund.	In June loan will be taken by the SHG members for agriculture purposes. Presently no business activity has been taken up by the SHG. But they feel that collection of forest products & value addition can be taken up as a business activity.	The SHG is in no communication with the market and there is no experience within the SHG related to market operations and transactions.  Inadequate resources/ credit and lack of business knowledge prevents them from taking up any activity as they are unable to decide the best profitable choice to opt for.	In the village, 6 SHGs have been formed by NRLM team and trainings have been organized for Secretary and President of SHG on Record keeping and Management. These SHGs have saving and inter loaning systems established and also an associated bank account.

Meeting of SHG is organized every week. In such meetings, the sole focus of discussions is SHG saving, loaning and inter-lending.	Under Process	Not Yet	They are involved in Supporting works like MDM, PDS, and Ready to eat food preparation.  No exposure has been provided yet for initiating any business.	Total no. of SHGs is 12 in the village. These SHGs have been formed under the NRLM Program.
<b>Jamuadandh (Balrampur)- Lakshmi Self Heap Group</b>				
Weekly meeting is being organized for discussing saving and loaning updates as well as other issues.	Under Process	Not yet	They lack skills related to any business activity as well as lack of information on related government support schemes.	A total of 22 SHGs have been formed under NRLM. Federations are there, which are basically a combined body of multiple SHGs, but not well-organized enough and lack capacities as well.

## District : Bastar

<b>Sadrabodenar (Bastanar)- Shiv Shakti SHG</b>				
Meetings are not organized regularly by this group. They meet as per needs but have no fixed time interval for doing so.	Their account has been opened in bank but savings are not regular.	Not yet.	This SHG is very inactive.	Only 2 SHGs are functional in the entire village.
<b>Kumharsadra (Bastanar)- Palo SHG</b>				
Meetings are not organized regularly	Their account has been opened in bank but savings are not regular.	Not yet	This SHG is very inactive.	This SHG was formed by ADO of Janpad Panchayat. 3 other SHGs are also formed but these are not very active in nature. The members are involved only in savings. Out of all the included families, 14 families are Sethiya and rests are all tribal families.
<b>Vishrampur (Bastar)- Gaytri SHG</b>				

<b>Meetings are organized every month. Discussions are held mainly on issues related to saving and loaning.</b>	Their account has been opened in SBI. The SHG grading is done and it has received a sum of Rs 15000 from Bank as revolving fund.	Not yet	This is a new SHG. Members are not thinking about business activity because of lack of resources and skills.	Total number of SHGs formed is 12, out of which 11 are functioning.
<b>Bodanpal (Bastar)- Ma. Bamleshwari SHG</b>				
<b>Every month, meeting is organized. Loan and savings are discussed during the meetings.</b>	Their account has been opened in SBI. Grading has been done for this SHG.	The SHG has received a sum of Rs. 50000 as loan and has planned to utilize the same for loaning and inter-lending.	They have no information on business activities and no initiative has been taken up yet in this regard.	Presently 3 SHGs are running MDM for schools.  16 new SHGs have been formed under NRLM.

#### District : Dantewada

<b>Badetumnar- Ma. Sharda SHG</b>				
<b>Meetings are organized periodically in every 10 – 15 days on a regular basis. In these meetings, discussions are done on credit and savings with domestic issues.</b>	Their savings are regular but grading has not been done yet. The SHG, currently has 45000 Rs. as their cumulative group saving.	The SHG has not yet tried for loan from any external organization, but due to their association with watershed project they have received material benefits like tube well, pipeline, motor pump, etc.	The SHG is involved in nursery development activity with the funds available through the watershed project, but at the same time, they are not allowed to use the income from this activity in any other activity.	This SHG was formed under the watershed project. The nursery is being developed in forest department land.  In this SHG, women participation level is very good. Their accounts are maintained by watershed project officers.
<b>Kasoli- Danteshwari SHG</b>				
<b>This is a 12 year old SHG. In the beginning the meetings were regularly conducted like any other SHG, but now its not that regular in nature.</b>	The SHG is linked with bank and is very regular in depositing their savings in bank. The SHG has	This SHG has taken loan from bank for nursery development.	Products are sold to government, but the payment procedure is very time consuming. The SHG has also thought of selling products in market	This SHG is working on nursery development, brick and pole making, etc. For nursery development, they have even imported plants from neighboring states.

Meeting is called only in case need.	also been graded.	instead of selling to government, but have not been very successful due to lack of market availability.	Their nursery is well developed now. The members of this SHG believe in innovation.
--------------------------------------	-------------------	---	---

## Annexure 7: Perceptions and ground realities in sample villages of Balrampur District

### District: Balrampur

Barwahi	Banapati	Jamua Dandh	Krishna Nagar
<b>Level of people's participation in Gram Sabha</b>			
The village does witness gram Sabha, participation is very low. In fact, many a times the quorum is not completed avg. attendance of 10 persons. Even no information was readily available on Gram Sabha meeting minutes. During further discussions, it was found that on an average, the number of people participating in the same is only 1 out of 9 persons.	During discussion with the village group, it was clearly reported by them that they lacked any specific knowledge about the village meeting or gram sabha. According to them, none in their village was actually going to gram Sabha. Even from the villagers of other <i>para</i> , only 1 accepted that he attended the gram Sabha. But even there the qorum was far from completion.	2 village meetings or gram Sabha had been organized in the village till date this year and the total participation was by 40 people, out of which 15 were female members.  Participation is very less in the gram sabha because of inadequate information and low interest.	2 village meetings or gram Sabha have had been organized in the village till date this year and the total participation was by 20 people, out of which 15 were female members.  Thus here too, it was clearly seen that the GS Meetings are not being organized regularly as per the Govt. rules.
<b>Status of discussions on livelihood and social security issues in the GS</b>			
Discussions were held on social security pension. Applications of upcoming pension beneficiaries were forwarded to Janpad. However, there had been no discussion on any other social security issue except for the old age pension scheme. For example, there are 4 ultra-poor families in the village, but no discussion was held for securing their basic needs like food, shelter etc. Another important	No important discussion was undertaken in the gram sabha. Ration cards had been taken from two handicapped persons, that too when they refused to put their signature on approval in the Gram Sabha.	There have been discussions on livelihood and Social security schemes but not in details as per requirement. The discussions were only restricted to identification of beneficiaries under MGNREGS, pension scheme etc.	No discussions were held in GS on livelihood or Social security issue. Only certain preset govt. agenda were presented in GS meeting.  Govt. agenda was very long and was only informative in nature. The agenda included approval on number of schemes in such a way that GS could

ignored issue was of high migration which in fact is effecting the education of the children.		not discuss anything on these issues.	
Status of GP Meeting			
Once in 4 to 5 months gram panchayat meeting is held. But in that also participation of the members is less.	Gram panchayat meeting is held once in 3 to 4 months, but participation of the members is less. Discussion session in a GS meeting is merely done only for 1 hour or even less.	GP meeting is not organized regularly because of conflict among PRI's members in GP.  Sarpanch and Sachiv have been taking independent decisions for the implementation of multiple schemes.	Meetings are not organized regularly and as per Govt. rule.  2-3 Members do participate in the meeting.
Status of discussions on the MGNREGS implementation and related issues in the GP			
Though, different aspects of implementation of MGNREGA like proposal under MGNREGA, delay in wages, work demand, etc. have been discussed, yet people din't have any know ledge about the related proceedings that have been noted down. They din't know what and by whom is being written and what is the importance of writing the procedures as well.	Discussions have had been there on the issue of delayed payment under MGNREGA.  Along with that, also issues related to pension, construction of village road, village infrastructure building, etc. were also discussed in the meeting.	Though the issues were indeed discussed, yet the only participants in the discussion session were the Sarpanch and sachiv.	The issues were discussed but again only 3-4 members with Sarpanch participated in GP Meeting.
Possible reasons for low work demand under MGNREGA			
The public elected representatives did lack concrete knowledge on labour work demands and related provisions under MGNREGA.  Only after the approval of Janpad, work opportunities had been provided to the villagers. Labour payments	No wage payment had been done for last 3 to 4 months. Due to delay in wages, people are not interested to work under MGNREGA.  Till now no voice had been raised on the issue of delayed wages. Most interesting part is that the Rozgaar Sahayak (employment assistant) fills	The main reason was identified to be lack of information amongst people about their rights and entitlements under MGNREGA, benefits of the act and clarity about various processes to be followed under the act, e.g., process for work demand, process of wage	Though the program is a demand based labour centric program, yet it was seen that due to lack of clarity on the Act, villagers do not initiate for getting work and rather depend on Panchayat to come up with work opportunities for them.

are due for about 3 to 4 months or more. No budget had been proposed by the gram panchayat on MGNREGA work strategies. In fact, instead of forwarding the budget, the GP only forwarded the proposal with proposed list of activities to be undertaken.	the forms for work demand randomly on behalf of villagers. So people remain unaware about such demands placed on their names, even though the whole process is continued in such a way.	distribution, etc.	
<b>GP's ability to provide benefits of various schemes to the poorest of the poor within the existing village dynamics</b>			
The GP has been very inefficient in delivering effective benefits from multiple schemes to the village folks, especially the needy ones. The role of GP is only restricted to preparing and dispatching proposal to the janpad panchayat. The proposal, though, did include multiple schemes like shelter, pension, and equipment for agriculture for poor people, but none of these proposals were sanctioned by janpad.	Due to less information on development schemes, no step had been pro-actively taken for the eradication of the poverty by the GP; in ground 23 families have been identified to be ultra-poor but not any benefit have reached them till date.	The inactiveness of PRI's and Panchayat Staff had resulted in lack of poverty eradication initiatives taken by the GP. Moreover the GP has failed to come up with developing proposals and implementing individual beneficiary related schemes in the GP.	The GP did seem to have put certain effort in taking up some poverty eradication initiatives, but not only for the poor. The benefits have been provided to the rich and poor both with a visible inclination of the benefits to the people on the richer side.
<b>Specific cases from community not being benefitted though scheme of Govt.</b>			
There are 4 families in the village who are in urgent need of shelter from any housing scheme of government as they are living in very poor conditions. These families include 2 widows, a woman left by her husband, an 18 years old boy with his 2 younger brothers. For these families gram panchayat had demanded shelter, but approval has not been given by the janpad, because these families are not coming	It was noted that there are 23 families in the village who are ultra poor and desperately in need of support. But no housing or other facility had as such been provided to them except for the pension to the handicapped, widows and women left out by husbands.	Not reported in FGD	Not reported in FGD

under the BPL list of 2002. These families are belonging to pando and prajapati group.

#### Constraints for pursuing different livelihood activities

Due to lack of irrigation facilities, peasants are failing to get good productivity from agricultural crops. And hence due to lack of secondary livelihood options, migration is as high as 70%, because of fewer opportunities in employment sector.

Even MGNREGA substantially failed in generating work for the village folks. What is worse is the long due payments are working as a demotivating factor and effecting the overall performance of the scheme at village level.

Forest produce products are sold in the market, but market is far from the village, the distance being approximately 30 -35 kms. So villagers, instead of directly selling their products in the market, get involved in transaction with middlemen/agents which in turn fetches them very less money in exchange of the produce.

Earlier Tendupatta season was for 30 days, but now it finishes early on about 10 days, and hence the farmers fail to get any substantial income from beedi-making as well.

Due to lack of irrigation facilities, peasants are failing to get good productivity from agricultural crops. Less work had been given under MNREGA and in that also wages are not given on time.

Forest products are sold in the market, but market being at a distance of about 10 to 15 kms from the village, middlemen/agents play significant role, thereby letting people earn less in return of the produce.

Earlier Tendupatta season was for 30 days, but now it finishes early on about 10 days, and hence the farmers fail to get any substantial income from beedi-making as well.

Due to lack of irrigation facilities, peasants are failing to get good productivity from agricultural crops. Less work had been given under MNREGA and in that also proper wages are not given on time.

Unike before, people are not being able to earn from forest produces due to high involvement of agents in the system and lessened productivity of forests over time.

Even the educated youth from the village have not received any trainings or related employment linkage support from government, and hence are jobless with no employment opportunities in the village.

Due to lack of irrigation facilities, peasants are failing to get good productivity from agricultural crops. Less work had been given under MNREGA and in that also proper wages are not given on time.

Unike before, people are not being able to earn from forest produces due to high involvement of agents in the system and lessened productivity of forests over time.

The village has high scopes of creation of indivual agricultural support and other assets for individuals under MGNREGA, but no such initiative has been taken yet.

## Annexure- 8 Perceptions and ground realities in sample villages of Bastar District

**District: Bastar**

Vishrampur (Block Bastar)	Bodanpal (Block Bastar)	Sadrabodenar (Block Bastanar)	Kumharsadra (Block Bastanar)
<b>Level of people's Participation in Gram Sabha</b>			
<p><b>Gram Sabha is held In every 3 months. The quorum is also maintained.</b></p> <p><b>The participation of the women is found to be more than 33%.</b></p>	<p>Gram sabha is held in every month. More than 200 people participate in it thereby completing the quorum, and the situation is even complemented by almost half of the participation by women.</p>	<p>All 6 gram Sabhas are held in time in the village, but because of less participation of the people, quorum is not always completed.</p>	<p>All 6 gram sabhas are held in the village in a year. 40 to 50 persons participate in the same on an average. Hence the quorum is not completed and participaton of women is remarkably less.</p>
<b>Status of discussions on livelihood and social security issues in the GS</b>			
<p><b>The issues discussed in Gram Sabha include MGNREGS and work demand, pension, work target under schemes, production of cashew nuts, plantation and marketing of different products.</b></p>	<p>Issues like Health services and pension are discussed in the Gram Sabha.</p>	<p>First agenda of the meeting is read out and later discussions are held on significant topics.</p>	<p>First agenda of the meeting is read out and later discussions are held on significant topics.</p>
<b>Status of GP Meeting</b>			
<p><b>In every month gram panchayat meeting is held. Along with memebbers of panchayats other people also join the meeting for strategic inputs.</b></p>	<p>Gram Panchayat meeting is conducted every month.</p>	<p>Though the GP is having a woman Sarpanch, yet all decisions are taken by her husband on her behalf. Participation of the members in meeting is less and especially participation by wome is highly inadequate.</p>	<p>In every month's 15 date meeting is held. 11 to 8 panch and Sarpanch are attaining the meeting.</p>
<b>Status of discussions on the MGNREGS implementation and related issues in the GP</b>			
<p><b>The topics discussed included condition of implementation of MGNREGA at GP level, delay in wage payment etc.</b></p>	<p>Implementations of different schemes, MNREGA work are discussed.</p>	<p>Discussion on how MNREGA work is started and delay in payment had been discussed.</p>	<p>Topics like work under MGNREGA, Proposal making, Pension, Forest Right, etc. were discussed.</p>



Possible reasons for low work demand under MGNREGA			
<p>The village housed 19 families, who demanded for 150 days work and 55 families demanding work for 100 days. Thus the status of work-demand under MGNREGA did seem considerably good in the village.</p>	<p>36 families got work for 100 days, whereas 385 families got employment for only 15 days. This happened due to lack of work opportunities being opened in the village.</p>	<p>The workforce under MGNREGS in this village consists more of women than men. However, demand for work is less, due to high addiction to liquor in the village which in turn is resulting in lack of interest of the people.</p>	<p>There is no demand of work from labour side, due to lack of information and awareness of the demand-centric nature of the scheme. It was also seen that ward panch, mates, and PRI also don't help the people and there is no facilitation for them to demand for job.</p>
GP's ability to provide benefits of various schemes to the poorest of the poor within the existing village dynamics			
<p>People are getting benefits from schemes like, Ration cards, Indira awas yojna, and vyaktimulak yojna. Along with these, small parts from the public fund are being utilized for poor people.</p> <p>This year, land development had been undertaken in 29 families, digging of well happened in 3 families and fishery related activities were started in different village-owned ponds in groups.</p> <p>Apart from that, 165 families have till date recieved benefits under FRA, whereas, 63 families had given application for the same.</p>	<p>The power dynamics in the village is very high and hence all the benefits from multiple schemes are availed by the powerful classes of the village, and the poor and deprived people are left with nothing and the scheme benefits remain unreachable for them.</p>	<p>Ability was seen to be less in terms of providing schemes to the poor. One of the main reasons was lack of communication between gram panchayat and janpad panchayat. Janpad Panchayat was also unable to distribute the scheme benefits due to language barrier. The only potential link that can solve this problem in the existing setup is the sacretary/ rozgaar sahayak, but he is not interested to put any extra effort in doing it.</p>	<p>People are getting benefited and the live instances are the development works that has been seen in agricultural sector, animal distribution, etc. Along with it people are also getting benefits under MGNREGA as labourers. Pension is also one more scheme that is substantially benefitting the village folks.</p>
GP's ability to provide benefits of various schemes to the poorest of the poor within the existing village dynamics			
Specific cases from community not being benefitted though scheme of Govt.			
<p>There are 25 families in the village who are into brick-making, and have to migrate due to absence of round-the-year employment solutions for</p>	<p>The entire village consists of 2 BPL households, who have not received any benefit from</p>	<p>Tribal families are the poorest of the poor in the village and do not get any support from government schemes to improve</p>	<p>Mostly families are tribal families living in the village and their conditions are very poor. They are mostly dependent on agriculture and forest products</p>

them in the village.  Adding to that, 10 to 15 people are engaged as labours in loading/unloading of trucks & hence work outside the village.	government schemes.	their condition.	for their livelihood. According to them, no major substantial benefits from any government scheme have reached yet to these people.
<b>Constraints for pursuing different livelihood activities</b>			
No irrigation facility is provided to the farmers. Even the forest products that are collected and sold in the market fail to fetch enough revenue & hence are not profitable. Fishery activities are also undertaken in the village but due to less cooperation from department, the activity is not viable from marketing point of view.	Agricultural land is not cultivated due to lack of irrigation facilities. People depend for employment in non agricultural sector.	3 Three phase electricity connection, required for using the river water for irrigation, is not available. There is also lack of support from the concerned departments in providing technology and equipments for better agriculture. Moreover, people are not well informed with scientific knowledge about new agricultural techniques.	Livelihood options are linked with schemes, but only half of the works have been completed. E.g., in cases where, wells, tubewells have been dug, electric/diesel pumps have not been provided and hence the problem of irrigation is again half-solved.

## Annexure-9 Perceptions and ground realities in sample villages of Dantewada District

### District: Dantewada

Kasoli	Badetumnar
<b>Level of people's Participation in Gram Sabha</b>	
The village is extended over a large geographical area and hence, people's participation in gram Sabha is very less. Hence, many a times, the quorum remains incomplete. Hence there is need to generate hamlet-wise gram Sabha notifications, so that all 6 gram Sabhas are held in the village properly as per government rules. Participation of women at present is very low.	Gram Sabha is organized by the panchayat, but participation of people is very less. Women participation is also very less.
<b>Status of discussions on livelihood and social security issues in the GS</b>	
During gram Sabha, often conflict arises on issues like subject of discussion, choosing priorities, deciding beneficiaries, etc. between the residents and non-residents of the Panchayat, which results in chaos and and deferring of important decisions to be taken. However, in cases of conflicts, the Sarpanch and the salwa judum leaders handle the situation and try to come out with effective solutions.	First, the Government Agenda is read out loudly followed by selection of beneficiaries for different sectors. This includes livelihood, agriculture, water shed etc. Road development and other related activities are discussed thereafter.

Kasoli	Badetumnar
<b>Status of GP Meeting</b>	
Every month, gram panchayat meeting is held, in which participation of the males are high compared to female participation.	Periodically meeting is held according to the need. It is arranged in 2 - 3 months on an average. 4 to 5 officers are also present during the meeting.
<b>Status of discussions on the MGNREGS implementation and related issues in the GP</b>	
Education, health, agriculture department works are evaluated in the meeting. Along with it MGNREGA works and their implementation are also discussed.	Works under MGNREGA like land development, plantation, digging wells and individual beneficiary related activities are discussed in the meeting. .
<b>Possible reasons for low work demand under MGNREGA</b>	
Demand for work is high in the village as 200 families belong to salwa judum and are in very much need of employment.	Mostly people are engaged in forest, agriculture works and because of that the demand for works is not very high.
<b>GP's ability to provide benefits of various schemes to the poorest of the poor within the existing village dynamics</b>	
Certain linkages between poor families and schemes have been achieved by panchayat in the field of animal husbandry, water shed, dairy, silp work, plantation etc.	The gram Panchayat seldom shows any interest to prepare new proposals and get them sanctioned from Janpad Panchayat. The GP is not at all active by nature and hence only the activities that are already sanctioned by the Janpad Panchayat are taken up. No new activities/proposals are taken up by the Panchayat. Moreover, the activities that are individual beneficiary related have not been taken up yet
<b>Specific cases from community not being benefitted though scheme of Govt.</b>	
There are certain families who belong to salwa judum and are working for the moneylender, and are very much deprived.	The tribal families of the village are very poor and deprived.
<b>Constraints for pursuing different livelihood activities</b>	
Business activities are happening in the village but market is not available. For example milk production is good in the village but market opportunities are again absent. There is dependency on forest for silp work. But again dealers or purchaser are not available for buying SHG products.	The Panchayat is not very active in nature. Irrigation pumps are not working properly. Electricity is still not available in the Panchayat and hence the river water still remains unusable for agriculture. And hence due to lack of irrigation facilities only one crop is being produced.