

Town Level Background Note  
on  
Berhampur City (Odisha)

Submitted To  
Urban India Reforms Facility  
School of Habitat Studies  
Tata Institute of Social Sciences  
Mumbai

By  
KIIT School of Rural Management  
KIIT University  
Bhubaneswar  
July, 2011

Research Team:

Dr. Unmesh Patnaik

Prof. Soumya Mishra

Prof. Kalika Mohapatra

With Inputs From:

Mr. Soubhagya Sikta Pattanayak

# Table of Contents

	<u>Page No.</u>
1. Introduction	1
2. History and Basic Information about the Town	2
2.1 History	2
2.2 Geographical Location and Topography	2
2.3 Climate and Geology	3
2.4 Connectivity	3
2.5 Business, Culture and Economy	6
2.6 Area and Population	8
2.7 Key Socieconomic Characteristics	14
2.8 Industrial Activity	15
2.9 Major Issues	15
3. The ULB	16
3.1 The Organizational Setup of Berhampur Municipal Corporation	18
3.2 The Status of Urban Infrastructure in Berhampur Municipal Corporation	23
(i) Water Supply	24
(ii) Sewerage	26
(iii) Storm Water Drain	27
(iv) Solid Waste Management	28
3.3 Economic Performance of Berhampur Municipal Corporation	29
3.3.1 Revenue Receipts	29
(i) Municipal Tax Revenue	34
(ii) Assigned Revenues and Compensation	35
(iii) Rental Income from Municipal Properties	35
(iv) Fees and User Charges	36
(v) Government Grant	37
(vi) Overall Receipts	38
3.3.2 Revenue Expenditure	39

## Table of Contents

	<u>Page No.</u>
4. Status of Urban Reforms in the Town	41
4.1 Integrated Housing and Slum Development Programme (IHSDP)	42
4.2 Swarna Jayanti Shahari Rozgar Yojana (SJSRY)	44
4.3 National Slum Development Programme (NSDP)	46
4.4 Valmiki Ambedkar Awas Yojana (VAMBAY)	46
4.5 Antodaya Anna Yojana	46
4.6 Annapurna Scheme	46
4.7 Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT)	47

## List of Figures

		<u>Page No.</u>
Figure 1	Location Map of Berhampur	3
Figure 2	Length of roads and drain in Berhampur	4
Figure 3	City Map of Berhampur	7
Figure 4	Decadal Growth rate of Berhampur	9
Figure 5	Population growth in different wards of Berhampur	11
Figure 6	Households growth in different wards of Berhampur	11
Figure 7	Organizational setup of Berhampur Municipal Corporation	19
Figure 8	Vacancy position in Berhampur Municipal Corporation	21
Figure 9	Total Receipts from different sources for Berhampur Municipal Corporation	31
Figure 10	Total Receipts from different sources for Berhampur Municipal Corporation in 2007-08	31
Figure 11	Total Receipts from different sources for Berhampur Municipal Corporation in 2008-09	32
Figure 12	Total Receipts from different sources for Berhampur Municipal Corporation in 2009-10 (BE)	33
Figure 13	Total Receipts from different sources for Berhampur Municipal Corporation in 2010-11 (BE)	33
Figure 14	Tax Receipts from different sources for Berhampur Municipal Corporation in different years	34
Figure 15	Rental Income from Municipal Properties for Berhampur Municipal Corporation in different years	36
Figure 16	Total Receipts for Berhampur Municipal Corporation in different years	38
Figure 17	Total Expenditure for Berhampur Municipal Corporation in different years	40
Figure 18	Expenditure for providing basic services to urban poor in Berhampur Municipal Corporation in different years	42
Figure 19	Distribution of all beneficiaries under IHSDP in Berhampur Municipal Corporation	43

## List of Tables

		<u>Page No.</u>
Table 1	Ward wise details of roads and drain in Berhampur Town	5
Table 2	Population Trends in Berhampur Town	9
Table 3	Municipal Area and Density of population trends in Berhampur	10
Table 4	Density of population in different wards of Berhampur town	10
Table 5	Population projections for Berhampur town	12
Table 6	Details of Slums in Berhampur town	12
Table 7	Key Socioeconomic Indicators for Berhampur town	14
Table 8	Occupational Pattern of workers in Berhampur town	15
Table 9	Status of transfer of these functions under 74th CAA in Berhampur Municipal Corporation	18
Table 10	Standing Committees in Berhampur Municipal Corporation	20
Table 11	Different Sections in Berhampur Municipal Corporation	20
Table 12	Employment Position in Berhampur Municipal Corporation	21
Table 13	Revenue Receipt Heads for Berhampur Municipal Corporation	30
Table 14	Revenue Receipt under different heads for Berhampur Municipal Corporation	30
Table 15	Revenue from Govt. Grants for Berhampur Municipal Corporation	37
Table 16	Share of Expenditure under different heads for Berhampur Municipal Corporation	39
Table 17	Utilization of funds under SJSRY for Berhampur Municipal Corporation in 2009-10	45
Table 18	List of water bodies selected for Development in Berhampur Municipal Corporation	47
Table 19	Monitoring Of Mandatory ULB Level Reforms in Berhampur Municipal Corporation	51
Table 20	Monitoring Of Optional ULB Level Reforms in Berhampur Municipal Corporation	53

## **1. Introduction**

Berhampur city is the fourth most populous urban area in the state of Orissa and 113th overall in India. It is mainly a trading centre for Southern Orissa having its influence over eight districts. It is the oldest city of Ganjam District. The purpose of this TLBN is to present sector-specific and broader development issues in the city of Berhampur. This is specifically in the context of the Berhampur Municipal Corporation (BMC), the current status and possible impact of reforms on the overall functioning of the municipal corporation. The focus of interventions is to improve governance in towns and cities in the growing urbanization era. The extent of provision of public services by a government system has gained importance in the twenty first century. During the Keynesian days, the supremacy of the government in providing public services was not a matter of debate at all. Government was thought to be the omniscient provider of all public welfare activities. The turn of the century witnessed a sharp rise in critically examining the role of the government and a limit was placed on the governmental activities. With this backdrop the next paragraphs describe the background and history of the district as well as the town.

Berhampur town belongs to the Ganjam district of the state of Odisha and is the most populous town of the district. The district got its name from the word “Ganj-i-am” which means the Granary of the World. The district is named after the Old Township and European fort of Ganjam, situated on the northern bank of river Rushikulya which was the head quarter of the district. Ganjam area was a part of ancient Kalinga which was occupied by Ashok in 261 B.C. The Rock Edicts of Ashoka inscribed on a hill then known as Kapingala Parbat are found at Jaugada. Though in 1757, it was French Commander Bussy, who marched into Ganjam and realized areas of tribute from federal chiefs, it was English who ultimately defeated the French in the Deccan and annexed Ganjam in 1759. The office of the Collector, Ganjam was established in 1794. Early in the 19th century, Ganjam became a melting pot of political turmoil due to the revolt of Zamidars against the British authorities which continued till 1836. With the beginning of 20th century, struggle for amalgamation of Oriya tracts was keenly organised in Ganjam and in the year 1896 Oriya was recognized as the official language.

Originally the district was in Madras Presidency in the British period. It had only three Government Taluks, 16 large proprietary estates and 35 minor Zamidaries. In Madras Presidency the area of the district was 8311 square miles of which 5205 sq. miles comprised of agency tracts. The head quarter of the district of Ganjam was abandoned in 1855 owing to outbreak of a very dreadful epidemic fever by which 80 % population of the Ganjam town was reduced. The head quarter temporarily shifted to Gopalpur then to Berhampur and finally around 1902 to Chatrapur. The district got separated from Madras Presidency and formed a part of the newly created State of Orissa province with effect from 01.04.1936. The re-organised district comprises the whole of Ghumusor, Chatrapur and Baliguda divisions, part of old Berhampur taluk, part of old Ichapur taluk, part of Parlakhemundi plains area and the whole of Parlakhemundi agency area in the old Chicacola division.

## **2. History and Basic Information about the Town**

### **2.1 History**

Going back to several eras in history and enriched in ancient content, the city's official Sanskrit name was, Brahmapur which etymologically means “The Abode of Lord Brahma” and is still in use amongst the local populace. However, Brahmapur being the original Sanskrit name was lost to British linguistics and hence had been mercilessly diluted in to ‘Berhampur’ in British India. However, in contemporary times, the name has acquired back its aboriginal status and has thus been re-christened to "Brahmapur" officially once more but in the age of British India, it was changed to Berhampur (English name). Now this city is renamed as Brahmapur to retain its original Sanskrit name. Berhampur is environed by thick woods, dating to prehistoric times and once forming a part of territory under Emperor Ashoka`s reign.

### **2.2 Geographical Location and Topography**

Berhampur town is located at 19.32°N latitude and 84.78°E longitude. Presently the town has 37 wards in total. Vast cultivable plains surround it. The entire plain is bounded in the West and North by a range of hillocks containing Granite rocks. These Granite rock belts are also another major source of employment and revenue. The plains have mild slope towards Bay of Bengal. Berhampur is located at an altitude of 24 M above mean sea level. The topography, geo-physical features and climate of the city offer huge potential for indefinite expansion and development. The area, as per seismic records available, is less prone to natural hazards like Earthquake, Volcano eruption and Tsunami. But, it is very vulnerable to cyclones which generally occur during June to October. One Super-Cyclone which occurred during October, 1999 disrupted the total infrastructure set-up and socio-economic equilibrium in the area. The city is still thriving to recover the losses.



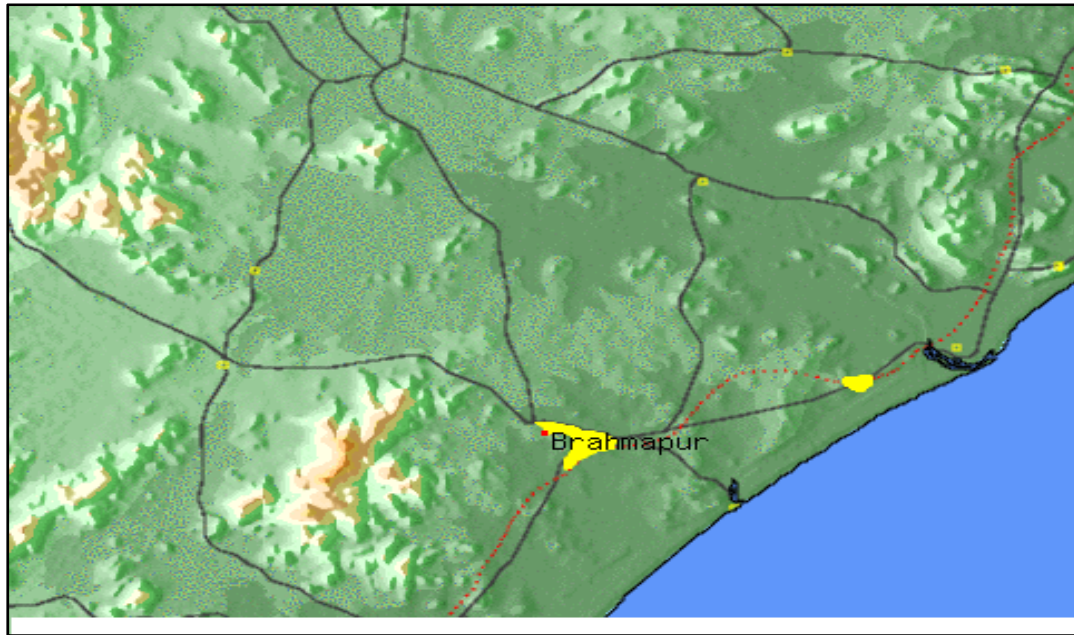


Figure 1: Location Map of Berhampur

River Rushikulya is called the “Ganga” of Ganjam. It flows at a distance of about 30 kms from the city and discharges into the Bay of Bengal near Gopalpur port. The city has a good number of big Tanks/Lakes. The entire plain is bounded in the West and North by a range of hillocks containing Granite Rocks of Igneous Origin. These Granite Rock belts are also another major source of employment and revenue. The plains have mild slope towards Bay of Bengal.

### **2.3 Climate and Geology**

Throughout the year high humidity prevails in the atmosphere in the city. The climate is pleasant and soothing due to its close proximity to the Bay of Bengal. Maximum summer temperature is 40° C whereas minimum winter temperature is 22° C. The mean daily temperature remains at 33° C to 38° C. May is the hottest month of the year whereas December is the coldest. The period from June to September marks the South-West monsoon and 70% of annual precipitation is received during this period. The average annual rainfall is around 1250 mm and the region receives monsoon and torrential rainfall for four months in a year from July to October. The general soil condition is clayey except in some places where hard soil and rocky beds are also found.

### **2.4 Connectivity**

The city is well connected by road and rail network. It is an important railhead on the East Coast railway line. All express and super-fast trains have their stoppage at Berhampur. It is the basic railhead for all nearby tourist destinations in Orissa. It serves as a common joint for Ganjam district and its nearby small towns and villages. The Howrah-Chennai Railway line of South-Eastern Railway passes through the city making Berhampur as the busiest station in

this region. Berhampur falls on the National Highway No.5 that has recently been developed to a four lane express highway. There is a frequent bus service from Bhubaneswar, Cuttack and other parts of the state as well as from nearby state of Andhra Pradesh. It takes nearly four hours from Bhubaneswar to reach Berhampur. N.H.5 runs close to the city providing direct linkage to Kolkata & Chennai. N.H. 217 also runs through this city. The city is well connected with districts through S.H.No.7, 17 & 65. These roads originate from the city. The State Capital Bhubaneswar is situated at a distance of 180 kms from the city along N.H. 5. The nearest seaport is situated at Gopalpur at a distance of 15 kms from the city and the Port of Visakhapatnam is located at a distance of 250 kms. A helipad (Rangeilunda) has been constructed on the outskirts of the city where small aircrafts and helicopters can land and take off safely. It is situated at a distance of 10 km. from the city.

The town is also well interconnected by a network of roads. Although the condition of these roads are questionable in different wards of the town but network of roads exist in the town. Similarly there exists a network of drains for storm water drainage as well as sewerage; however this network is very old and planned during British time. Continuous neglect and ill maintenance of the drains over the years has entirely spoiled the system, which now needs a complete overhaul. The figure below shows the length of different roads and drains in the town.

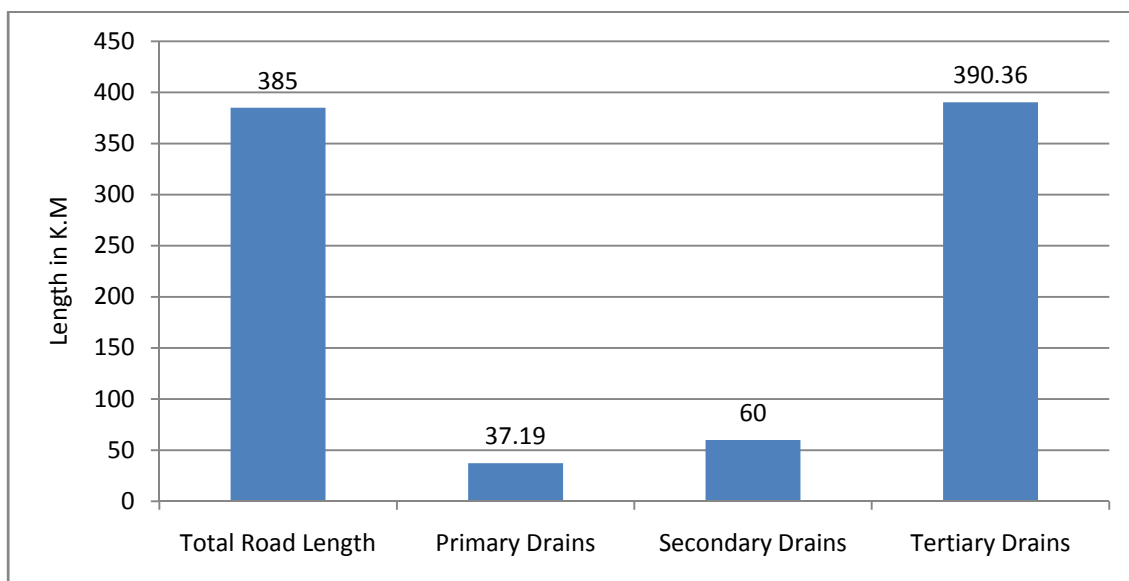


Figure 2: Length of roads and drain in Berhampur

From the above figure it can be seen that the town has around 385 kilometers of road. As far as drains are concerned we see that the majority of the drains are the tertiary drains of the town and they are over 390 kilometers long. The lengths of the primary and secondary drain are very small as compared to the tertiary drains and are around 37.19 and 60 km long respectively. The table given below shows the ward wise details of these.

Table 1: Ward wise details of roads and drain in Berhampur Town

Ward No.	Road Length (kms)	Total Length of Drains (kms.)			Flood Prone / Water Logging Areas (nos.)
		Primary	Secondary	Tertiary	
1	11.93	-	1.28	8.3	3
2	11.88	0.5	1.86	12.04	2
3	10.18	0.2	1.59	10.32	3
4	10.66	0.6	1.66	10.81	2
5	11.04	0.1	1.72	11.19	2
6	10.76	-	1.68	10.91	-
7	10.05	-	1.57	10.19	2
8	10.43	-	1.63	10.58	2
9	10.73	-	1.68	10.88	1
10	10.93	-	1.71	11.08	3
11	10.13	0.5	1.58	10.27	3
12	9.4	0.6	1.47	9.53	4
13	10.67	0.8	1.66	10.82	3
14	12.55	1.2	1.96	12.72	1
15	9.34	0.9	1.46	9.47	1
16	11.7	1.35	1.82	11.87	2
17	11.26	1.21	1.75	11.41	3
18	10.85	-	1.69	11	3
19	9.61	-	1.5	9.74	3
20	12.55	1.35	1.69	12.72	5
21	12.64	1.5	1.97	12.81	1
22	9.34	1.6	1.46	9.47	1
23	9.57	3.46	1.49	9.7	3
24	12.05	1.54	1.88	12.22	2
25	10.36	1.02	1.61	10.5	4
26	10.91	-	1.7	11.06	3
27	8.62	1.38	1.34	8.74	5
28	11.15	-	1.74	11.3	2
29	10.91	0.85	1.7	11.06	3
30	9.5	0.92	1.48	9.63	1
31	12.91	3.6	2.01	13.09	3
32	8.6	2.65	1.34	8.72	1
33	9.19	1.06	1.43	9.32	2
34	10.46	-	1.63	10.6	3
35	8.16	-	1.43	9.28	2
36	4.95	4.5	1.14	6.04	4
37	9.03	3.8	1.69	10.99	1
Total	385.00 kms	37.19 kms	60.00 kms	390.36 kms	89 nos.

The town also has quite a few areas that are known for water logging and flooding during the monsoons. From the above table it can be seen that there are close to ninety areas in the town

which are known to be the regions of flooding and water logging. Ward numbers 12, 20, 25, 27 and 36 have around 4-5 such areas of water logging. From table 1 it can also be seen that such flood prone / water logging prone areas are present in almost all the wards of the town except for ward number 6. In some of the wards only one such location is present but still such regions are there.

## **2.5 Business, Culture and Economy**

The most populous city in Ganjam district in Orissa, Berhampur is legendary and absolutely acknowledged for its exquisite silver filigree works and silk sarees woven with gold and silver threads. Hugely respected and held with much esteem, Berhampur can be termed as the most commercialized and urban centre for Orissa and of course for Ganjam district. The town being positioned by the side of Bay of Bengal, presents a perfect amalgamation of sand, sea and sun. The maritime districts as well as the ones far away from sea-side do equally attract considerable business and tourist hold, a major deciding factor for the state government. Berhampur is selected under the premium cluster of the coastline cities, noted also for its fine sandy beaches, including its excellent art work. Berhampur's brass and bell metal ware, horn toys, wood carvings and carpets are worth a lifetime investment of home decor. It is a major state level trading centre for Spices, Tamarind, Clothes, etc. Berhampur city is famous for manufacturing and trading of various types of "Patto" Sarees and Bamboo-Straw handicrafts. Going by the mass admiration the city draws in every year, it has honorably been nicknamed "The Silk City".

Berhampur demands nationwide acceptance and is much celebrated for its silk, its majestic temple structures and cultural domain. It thus becomes a hub for trade, commerce and overseas transaction. Due to such open opportunities, the majority of the population is self-employed in various businesses of varying scales. The aesthetically lined up handloom cloth and jewellery shops in the illuminated by-lanes of Berhampur, also make an important factor for bringing in mass as well as class tourists to shop for their best attire and amass a sizeable collection of ornaments. The shrines of Thukurani, Jagannath and Nilakantheswar Shiva Temples within the town are also places of tourist interest. This is the most important town and business centre of southern Orissa; the town experiences larger pressure on account of floating population as well as it is a very important trade and commerce and educational and cultural centre. The city has many educational institutions like Medical College, Law College, Engineering Schools and Colleges, etc. Berhampur University is also located nearby. It has got a number of Recreation Centres, Two Stadiums, Cinema Halls, Libraries and other Cultural Centres. Figure 2 below shows the layout map of Berhampur.

It is a city of passionate cine-goers, famous for huge cinema theater complexes. Some of the most famous movie theaters include Gautam, Rukmini, Shiva, Shakti, Payal and Paramjyoti which were once upon a time unparalleled in the entire state. SSVT Picture Palace is one of the oldest cinemas in entire India, set up in the year 1923 (unfortunately, due to family troubles, this has been closed down). Jyoti Pandal and Vijaya Cinema are as old as any other old theatres in India. The city being multilingual, features cinemas in various languages

including Oriya, Telugu, and Hindi. The people of the town are very broad-minded and sometimes feel proud to be residing in a multi-lingual city. Theatre has been very prominent in the early days of 1930 and was the main source of entertainment till the advent of motion pictures. Since then, theatre and drama have become cultural events and Ganjam Kala Parishad, Prakasam Hall are the oldest drama-halls in India. Education, literature, etc., used to be the main strength of this town.

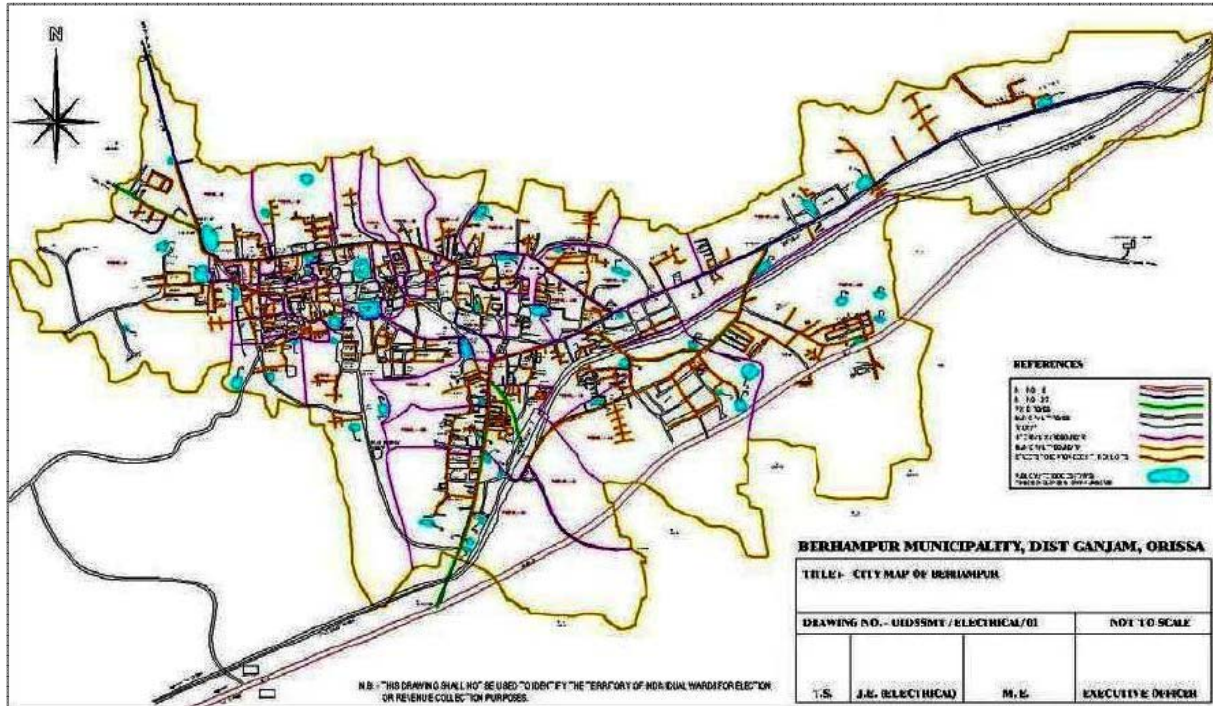


Figure 3: City Map of Berhampur

One very important festival which attracts a lot of people from in and around the city is the Bi-Annual Thakurani Jaatara (The Festival of the Goddess). The city is agog with activities to welcome goddess Budhi Thakurani to her temporary abode for the biennial Thakurani Jatra festival at late night. The hereditary head of the festival, who is also regarded as the head of the weaver Dera community of the city, Desibehera dressed in his traditional attire reached the Budhi Thakurani temple to invite the goddess to her parental abode at his home on Saturday afternoon. His wife also accompanied him as per the tradition. They also offered ritualistic offerings at the Kalika temple. Puja rituals to welcome the deity for the festival started at the temporary temple built at Desibehera street from evening with the 'Changudi Puja'. After rituals, flowers would be carried from Desibehera's house to the Budhi Thakurani temple in this special basket called 'Changudi'. After offering these flowers to the deity, special rituals would be conducted at the temple that would continue till some of these offered flowers fall down from the deity. These fallen flowers would be carried as representative of the deity to Desibehera street in a large decorated procession at late night. A special police outpost for Thakurani Jatra was opened up at Desibehera Street.

## 2.6 Area and Population

The Municipality with an area of 79.80 square kilometer and a population of 3,07,792 as per 2001 census is the oldest municipality in Orissa which was constituted in 1867. The municipality was administrated by commissioners nominated by the collector and approved by the government. A town planning unit constituted under the Orissa town planning and improvement trust act functioning at Berhampur, with Revenue Divisional Commissioner, southern Orissa as its chairman and assistant town planner as its secretary. The organization has taken up planning of ten out of 20 towns of the Ganjam district. With respect to town planning it can be said that a beginning was made in the field of local administrative during early British rules under the Madras presidency which included present districts of Ganjam before it became a part of the newly formed Orissa province on 1<sup>st</sup> April 1936. In 1854 an executive order was issued authorizing creation of the direction was the passing of the district road Cess Act 1866 empowering the levy of a land for the purpose of laying and maintaining roads. A year before in 1865, the Madras town improvement Act X was passed establishing municipalities in urban areas. The municipality was administrated by commissioners nominated by the collector and approved by the government. This local body was paying a percent of the cost of the policies, which absorbed a considerable part of its funds, there was but little left for the more legislature purpose like improvement and sanitation of the town. however the roads were repaired and town was kept clean by the staff of the municipality, besides a few store masonry drains were constructed. The main street was improved and certain tanks of the town, causing problems for health and sanitation were filled up. The municipality was also aiding educational institution of the town.

As described before, Berhampur Municipality is one of the oldest urban local bodies of the districts. In received legal sanction from the Madras district municipal act 1887 which was repelled by the madras municipal act 1920. The latter remained in force till 16<sup>th</sup> April 1951 when it was repelled by the Orissa municipal act 1950. This local body originally comprised Berhampur village, and residential area old Berhampur with an area of 2 sq. miles and population was less than 20,000. The annual funds of this institution arranged Rs. 2, 00,000 during early days of its formation.

The town was a Municipality (Berhampur Municipality) till 29/12/2008. By virtue of Housing and Urban Development Department Notification S.R.O. No. 642/2008 Dtd. 29.12.08, this ULB attained and acquired the status of a Corporation (Berhampur Municipal Corporation ) with effect from 30.12.08 (from the date of publication of the notification in Orissa Gazette). Berhampur Municipal Corporation comprises of 34 Revenue Mouzas with an area of 79.80 sq.km and population of 307792 as per 2001 census whereas, the present population (2009) has been estimated to be 3,85,356. Out of 34 mouzas, 33 mouzas were previously notified as integral part of the then Berhampur Municipality vide Notification No.2346/LSG, Dtd. 28-2-64 and Village/ Mouza - Ambapua was included in the year 1989 vide Housing and Urban Development Department Notification No.29397, Dtd. 21-8-89. The new municipal corporation would encompass the existing 37 wards within the municipal



limits. This new municipal corporation would be the third one in the state after Bhubaneswar and Cuttack. The chairperson of the municipality would now be called a mayor and it would now have a commissioner as government representative in place of the existing executive officer. This decision was welcomed among various quarters with a hope that it would usher in a new era of development for the city. The chairperson of the Berhampur Development Authority (BDA), said with the declaration of the city as a corporation it would be now easy for city planners to arrange funds for urban development work through major central projects. He hoped that it was the first step towards the development of greater Berhampur project of future which comprises the city, Chatrapur, Gopalpur and around 40 villages in the periphery.

The town has witnessed widespread growth in its population over the years. According to the census of India it was the third largest town of Orissa with population of 2, 10,418 in 1991 and the population was around 3, 07,792 in 2001. The following table shows the growth of population in the town right from the year 1901.

Table 2: Population Trends in Berhampur Town

Year	Population	Decadal Growth Rate (%)	Year	Population	Decadal Growth Rate (%)
1901	25,729		1961	76,931	43.20
1911	31,465	22.29	1971	1,17,662	52.94
1921	32,731	4.02	1981	1,62,550	38.15
1931	37,750	15.33	1991	2,10,418	29.45
1941	43,536	15.33	2001	3,07,792	46.28

Source: District Gazette and Census of India

The recent population estimates (2006) record a population of around 0.35 million. It has been declared as a Class-I Town as per 2001 census. The following figure shows the simple decadal growth rate of the population in the town.

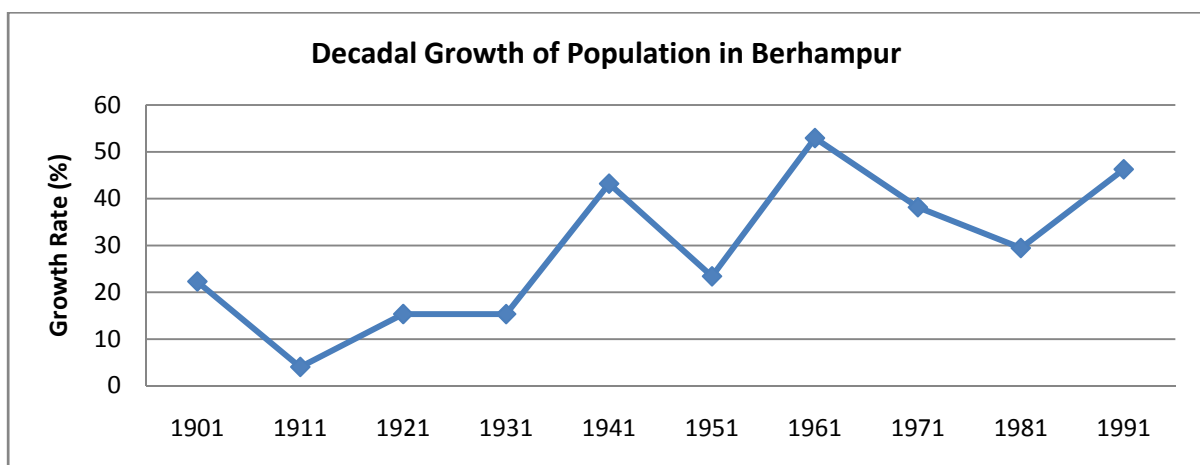


Figure 4: Decadal Growth rate of Berhampur

From the figure above it can be seen that the town has witnessed mixed growth rate of population over the decades. There is evidence of sharp fall in the growth rate during 1901-11, 1941-51 and 1961-71. Interestingly, the town witnessed almost no change in population during the time period 1921-31. During the rest of the decades the town has witnessed a rapid growth in population. This growth is mainly attributed to the concentration of a large number of state and central government offices, private firms, banks, educational institutions, and district head quarters and also hospitals.

Being one of the oldest city of the state and the major trading centre in southern Orissa, the city has experienced rapid population growth in over the years. Similarly, the jurisdiction of the town increased from 29.27 sq. km in 1971 to 37.09 sq. km in 2001. The population density of the city works out to about 8299 persons per sq. km as per the 2001 Census. The table below presents the trend in density.

Table 3: Municipal Area and Density of population trends in Berhampur

Year	Area of the Municipality	Population	Population Density
1961	29.27	76,931	2627
1971	29.27	1,17,662	4017
1981	37.09	1,62,550	5550
1991	37.09	2,10,418	5673
2001	37.09	3,07,792	8299

Source: District Statistical Handbook

From table 2 above it can be noted that the density has been increasing from 2627 persons per sq. km in 1961 to 8299 persons per sq. km in 2001 as per the respective census figures. There was a significant increase in the growth rate of population during 1991-2001, which is much higher than the state urban decadal growth rate of 30.28%. It is reported that the town receives a sizable floating population throughout the year but there is no data on it.

As of 2007 the town had around 27 wards in total. Ward 7 and 15 have the highest density of 20,885 and 21,780 persons per square kilometer. The table given below shows the details.

Table 4: Density of population in different wards of Berhampur town (Reference Year, 2007)

Population Density	Range	Ward Nos.
High Population Density	15,000-20,000	4, 5, 6, 7, 8, 10, 13, 18, 20
Moderate Population Density	10,000-15,000	3, 11, 12, 14, 16, 18, 21, 22, 23
Low Population Density	Below 10,000	1, 2, 9, 15, 17, 19, 24, 25, 26, 27

The ward numbers 4, 5, 6, 8, 10, 13, 18 and 20 are having high population density, in the range of 15000 to 20000 persons per square kilometer. Similarly the ward numbers 3, 11, 12, 14, 16, 18, 21, 22 and 23 are moderately dense with the densities ranging from 10000 to 15000 persons per square kilometer. Rest of the wards is with still lower population density and range is below 10,000 persons per square kilometer. As mentioned before after the



changeover of the town from Municipality to a corporation in 2008 the area and the number of wards also increased. From the earlier 27 wards now the corporation comprises of 37 wards. The figure given below shows the distribution of the population in all the wards of the town and also shows trends in the increase of population..

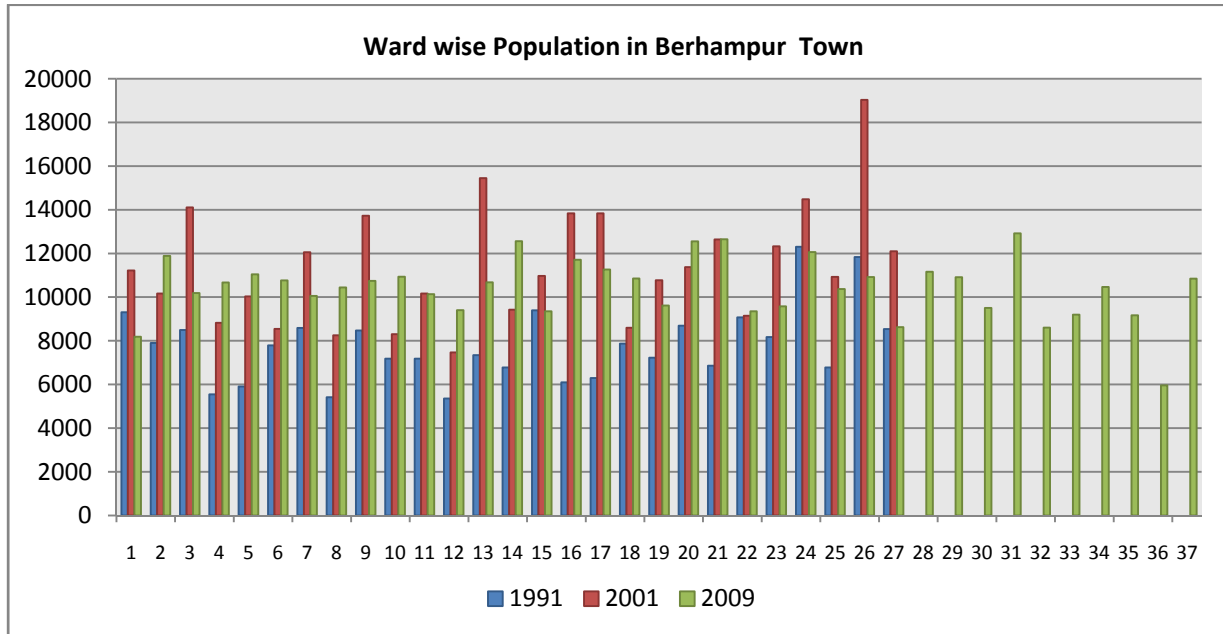


Figure 5: Population growth in different wards of Berhampur (Source: Berhampur Municipal Corporation)

Similarly the figure below shows the distribution of households in these wards right from 1991. In other words we can see the growth of the households in these wards in different time periods 1991, 2001 and 2009 respectively.

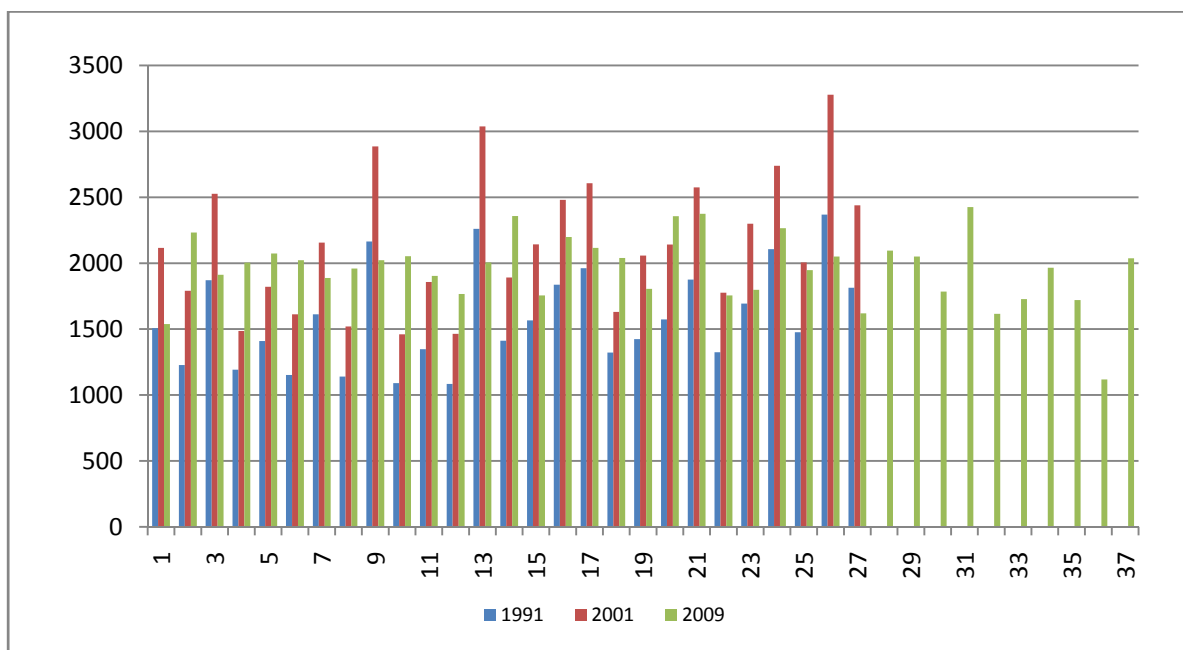


Figure 6: Households growth in different wards of Berhampur (Source: Berhampur Municipal Corporation)

From the above figures it can be inferred that the town has witnessed a upward surge in population as well as the number of households as compared to the earlier days. Like other urban centers, the growth in Berhampur town is also sporadic and haphazard. The table below shows the population projection for the town under different methods.

Table 5: Population projections for Berhampur town

Year	Geometric Progression Method	Arithmetic Progression Method	Incremental Increase Method
2011	4,24,630	3,71,169	3,97,412
2021	5,85,820	4,34,546	5,13,274
2031	8,08,200	4,97,923	6,55,380

Source: Berhampur Municipal Corporation

The presence of slums is a typical characteristic of any urban area in the country and the state. So is also the case of Berhampur town. Large slums are present in the towns which are both authorized and unauthorized. These pockets are spread all over the city and are thickly populated. The table given below shows the details.

Table 6: Details of Slums in Berhampur town

Ward No.	Slum Nos.	Households			Population			Area in Sq.m.		
		Authorised	Unauthorised	Total	Authorised	Unauthorised	Total	Authorised	Unauthorised	Total
1	7 + 1 = 8	1112	48	1160	4620	225	4845	77784	3430	81214
2	7 + 1 = 8	790	139	929	3816	566	4382	44944	10264	55208
3	5 + 2 = 7	1102	258	1360	5386	1173	6559	40707	9045	49752
4	5 + 1 = 6	827	142	969	3993	690	4683	29490	5250	34740
5	3 + 0 = 3	690	--	690	3434	--	3434	13853	--	13853
6	2 + 0 = 2	387	--	387	1724	--	1724	42568	--	42568
7	4 + 1 = 5	1622	172	1794	7724	829	8553	49563	4545	54108
8	6 + 1 = 7	1328	102	1430	6076	492	6568	42860	3500	46360
9	8 + 0 = 8	1545	--	1545	7365	--	7365	51863	--	51863
10	4 + 0 = 4	555	--	555	2600	--	2600	49792	--	49792
11	2 + 2 = 4	156	80	236	629	275	904	7335	5625	12960
12	2 + 2 = 4	1225	69	1294	6766	340	7106	40890	2500	43390
13	3 + 3 = 6	1211	162	1373	5063	758	5821	82257	4774	87031
14	3 + 1 = 4	731	43	774	3061	164	3225	66416	4920	71336
15	2 + 0 = 2	278	--	278	1158	--	1158	21051	--	21051
16	2 + 0 = 2	346	--	346	1250	--	1250	51600	--	51600
17	5 + 2 = 7	1131	198	1329	4583	503	5086	88900	18130	107030
18	1 + 1 = 2	172	50	222	706	201	907	10800	5184	15984
19	3 + 1 = 4	584	92	676	2552	369	2921	75447	10890	86337
20	2 + 0 = 2	307	--	307	1429	--	1429	44430	--	44430
21	3 + 0 = 3	646	--	646	2757	--	2757	31115	--	31115

22	4 + 0 = 4	846	--	846	3821	--	3821	62328	--	62328
23	3 + 1 = 4	606	131	737	2854	682	3536	42921	9009	51930
24	1 + 1 = 2	544	48	592	2544	278	2822	46060	5560	51620
25	1 + 0 = 1	351	--	351	1508	--	1508	18186	--	18186
26	2 + 0 = 2	132	--	132	583	--	583	9888	--	9888
27	1 + 0 = 1	45	--	45	165	--	165	1350	--	1350
28	1 + 2 = 3	55	105	160	276	465	741	3290	8420	11710
29	2 + 0 = 2	613	--	613	2472	--	2472	36946	--	36946
30	2 + 0 = 2	277	--	277	1153	--	1153	17576	--	17576
31	--	--	--	--	--	--	--	--	--	--
32	1 + 1 = 2	83	52	135	413	214	627	15250	4200	19450
33	2 + 3 = 5	431	563	994	2010	2505	4515	22099	30478	52577
34	2 + 2 = 4	1253	246	1499	5092	1116	6208	122800	16016	138816
35	2 + 2 = 4	806	197	1003	2771	860	3631	62370	23922	86292
36	2 + 0 = 2	240	--	240	1060	--	1060	83080	--	83080
37	1 + 0 = 1	346	--	346	1422	--	1422	22155	--	22155
Total	106 + 31 = 137	23373	2897	26270	104836	12705	117541	152996 4	185662	171562 6
Source: Berhampur Municipal Corporation										

From the above table it can be seen that slums are present in almost all wards of the town, while there is no data available for ward 31. Also it is interesting to note that unauthorized slums are also quite widely spread in the town and are situated in majority of the wards. The highest number of slums (8) is located in the wards 1, 2 and 9 of the town in which two slums are unauthorized in the wards 1 and 2. All of 8 slums present in ward 9 are authorized. In total there are 137 slums in the entire town out of which 106 are authorized and 31 are unauthorized. There are around 26,270 households residing in these slums comprising of a population of 1, 17,541 people. Considering the households it can be noted from the above table that around 23,373 households are present in the authorized slums while around 2897 households are unauthorized ones. On a similar scale a very high population resides in the authorized slums as compared to the unauthorized ones (around eight times more). All these slums occupy a large part of the town. While authorized slums are spread over 15, 29, 964 sq. m. of the city unauthorized ones are spread over an area of 1, 85,662 sq.m. The highest numbers of authorized slums are present in the wards 7, 8 and 9 with 1622, 1328 and 1545 households respectively. Similarly highest number of unauthorized slums is present in the wards 3, 33 and 34 of the town with the number of households 258, 563 and 246 respectively. The following box shows the summary of key indicators for the town.

BOX 1: Summary of Key Indicators for Berhampur						
Sl. No.	Year	Total Population	Total Households	Total Population in Slums	Total Households in Slums	
1	1991	210418	42812	74629	17905	
2	2001	307792	57796	111943	25212	
3	2009 (Estimated)	385356	72360	117541	26270	
4	Growth Rate in % from 1991-2001	46.28%	35%	49.98%	40.80%	
		13				

## 2.7 Key Socioeconomic Characteristics

The sex ratio of Berhampur is 919 according to 2001 census. Between 1971 and 1981, the ratio has recorded a decline from 931 to 924. However, this is higher than the state urban sex ratio of 895 and national urban sex ratio of 901. But it is also worth mentioning that the sex ratio of below 6 years of age is 893, which is very low as compared to the overall sex ratio of the state that stands at 919.

The literacy rate of Berhampur city is 82.25 %, which is the highest in Southern Orissa and is also higher than the literacy rate for urban Orissa. The female literacy rate is 68%, which is considerably lower than the male literacy rate with 81%. The female literacy rate of Berhampur is higher than that of national figure of 54.2% and that of state figure of 51%. The male literacy rate for the town is also higher than that of national figure of 75.9% and the state figure of 76.1% respectively. The oldest municipal school, separate girl's high school, city schools are probably among the oldest schools in India. Prominent lawyers like G. L. Narasimham, Rajaguru, G.L. Jagannadham, etc., are still considered prominent legal experts by the lawyers in and around Orissa and the neighboring Andhra Pradesh. Table given below shows some key indicators.

Table 7: Key Socioeconomic Indicators for Berhampur town

Indicators	Urban Orissa	Berhampur
Sex Ratio	895	919
Literacy	81	82.25
Work participation rate	30.62	30.21
Proportion of main worker to total worker	89.8	93.17
Source: Census, 2001		

The Government health care system of the city consists of one medical college and 2 hospitals with outdoor and indoor facilities. There are a number of private health care nursing homes available in the city. One Ayurvedic Hospital and one operative homeopathic medical college and hospital are also located in the city. The health care facilities provided by the govt. include family welfare and maternity and child health performances including immunization programmes. Special health care facilities are also available in the Govt. hospitals and also in private sector to provide specialized treatment to complicated ailments. There are 15 major hospitals/nursing homes in the city. The number of live births has been increasing over the years, which depicts a good sign of health situation in the city. There was drastic increase in the death rate in the year 1999 which may be due to the cyclone.

As far as the occupational pattern is concerned, around 28.82% of the population in the city are workers and the rest 71.18% are non workers. The percentage of women workers has gone up from 13.13% in 1991 to 14.54% in 2001. Women contribute a huge percentage to the marginal worker. This may be due to their lack of skill and low literacy level. The details are given in the table below.

Table 8: Occupational Pattern of workers in Berhampur town

Indicators	1991		2001	
	Male (%)	Female (%)	Male (%)	Female (%)
Total workers	86.87	13.13	85.46	14.54
Main worker	88.15	11.85	87.53	12.47
Marginal worker	33.38	66.62	57.09	42.91
Non worker	39.1	60.9	38.59	61.41

Source: Census 1991, 2001

## 2.8 Industrial Activity

The industrial estate located at Berhampur covers an area of around 30 acres having 54 industrial sheds. The major industries located in the industrial estate are – general engineering and fabrication, pharmaceuticals, electrical equipments, tarpaulin, polythene, wire nail, flourmill, ice plants, etc. Besides the above, another industrial estate is also located at Sri Ramchandrapur near Chhatrapur over an area of 34 acres. This industrial estate has been set up to promote chemical industries and ancillary industry of IRE. Two industrial growth centers have already come up in the periphery of Berhampur town, i.e. at Haladiapadar and Aska Road, for development and growth of automobile related industries. There are around 750 small scale industrial units in and around the town. These industries have been established under different categories namely food and allied sector, electrical and electronics, engineering works, pharmaceuticals, plastic, repairing and servicing, cement based industries (cement products) etc.

There is one big industry namely Indian Rare Earth Ltd. situated at 20 Km away from the city. Besides, many state level software companies set up their centres here, as Berhampur offer opportunities associated with Grade II & Grade III cities for BPO and software companies. The Delhi-based IT company Perfect Infotech has operations here. The third Software Park (STPI) of the state is being built at Berhampur at Ambapua over an area of 10 acres for development of IT and ITES service sector industries. Due to its moderate climate and technical education infrastructure base it may become a leading IT and ITES destination of Eastern India.

## 2.9 Major Issues

This section described the basic setup of the town. There seems to be some major issues which act as a hindrance to the growth of the town. The town lacks a systematic drainage system for discharging of filth and excess wastewater. Though it is the oldest municipality in Orissa, the local government has failed to provide basic facilities to the citizens. Provision of drinking water is a decade old problem in the city. The garbage clearance and solid waste management systems are prone to serious problems. The roads of the town are rough and muddy. Traffic problem is very acute in the city due to narrow roads and less parking facilities. The basic service facility in the slum areas seems poor than the non-slum areas.

Facilities like drinking water, drainage system, garbage bin facility and the health care, primary education services are poor due to ineffective service delivery by the Municipal Corporation and other state agencies delivering public services.

There is a very haphazard growth. Unplanned mixed land uses are seen in almost all parts of the city. The functions such as commerce, open space, schools, recreational areas, etc has encroached over the areas meant for residential purposes. Moreover, several slum pockets have come up and a large part of the city population is residing in these slums. At present there is no comprehensive development plan for the Berhampur City. The preparation of master plan is in the process by Berhampur Development Authority (BDA). The Revenue Department is also preparing a master plan for revenue lands. A lot of government lands are available but due to encroachment no developments are able to take place. The encroachment of the government land is the main hurdle for the preparation of the new master plan. The development of the city is based on the master plan, which was prepared way back in 1969. For any development work this master plan is referred as the basis though it is outdated and has no relevance to the existing situation.

The infrastructure of the town is not properly planned. Though open and vacant tracts are present they are inadequate and not properly organized. The city is likely to grow at a very high rate due to its proximity to Bhubaneswar, presence of educational centres, and the upcoming SEZ in the surrounding areas but absence of planning is a big hurdle. There is an urgent need for preparing revenue master plans, which will enable identification of government lands. The revenue master plans are not prepared because the encroachments issue is not addressed. Hence encroachments on government lands should be removed, revenue master plan should be prepared and it should be integrated with the city master plan.

### **3. The ULB**

The 74th Constitutional Amendment Act, 1992, of the Government of India has imparted constitutional status to the ULBs and has assigned appropriate functions to them. A constitutional basis is given to the relationship of the ULBs with the state government with respect to their functions and powers, timely and regular elections, arrangements for revenue sharing etc. ULBs are given additional powers including preparation of local development plans, programmes for ensuring social justice, and environmental management there by making them more responsive to the local needs. Section 243 (W) of the 74th CAA, 1992, facilitates this. In conformity with the 74th CAA, various state governments have taken initiative to amend their respective municipal corporation/ municipalities' act and the ULBs have been entrusted with the functions listed in the twelfth schedule of the constitution or section 243 (W) of the 74th CAA, 1992.

## **BOX 2: The Orissa Development Authority Act and Town Planning Act**

### **Orissa Development Authority Act**

- Extension of the provisions of the Act over the identified area and declaring such area as a development area
- Constitution of Development Authority
- Preparation of interim, comprehensive and zonal development plans
- Publication of development plans for inviting objections and suggestions
- Finalizing the development plan in the light of objections and suggestions
- Approval of the development plan by the State Government
- Enforcement of the provisions of the development plan, zoning regulations and planning and building standards by the Development Authorities by way of issuing permissions for construction of buildings
- Preparation of development schemes and its implementation
- Preparation of town planning scheme (Land Pooling Scheme) and its implementation

### **Town Planning Act**

- Extension of the Orissa Town Planning Act over the identified areas
- Conducting detailed physical and socio-economic surveys, analyzing the data collected, drawing conclusion, assessing the gaps and forecasting the future requirements
- Preparing the draft master plan
- Constitution of Planning Authorities. There can be three types of Planning Authorities, namely the local body having jurisdiction over the area or an Improvement Trust or a Special Planning Authority
- Publication of the draft master plans by the Planning Authority, inviting objections and suggestions from the public
- Finalization of the master plans by the Directorate of Town Planning in the light of the suggestions received
- Approval of the master plan by the Competent Authority
- Enforcement of the provisions of the master plan and zoning regulations by the Planning Authority by way of issuing permissions for constructions of buildings
- Implementation of the provisions of the master plan by the Planning Authority by way of execution of a series of schemes and projects

With an aim to strengthen the democracy and decentralize powers for the socio economic development of urban areas, the 74<sup>th</sup> Amendment Act to the Indian constitution was made. This shaped a three-tier system of local governance and created local authority with far more representation of local population and fiscal autonomy. The aim was to make the local government more responsive to meet their needs and development of local area. Effective decentralization of political, administrative and financial authority results in more equitable and efficient service delivery, improved policy making through increased public participation in decision making. Each and every Urban Local Body (ULB) has to provide basic public services to its people through its Obligatory, Discretionary and Agency functions.

The 74th Constitutional Amendment Act stipulates transfer of 18 functions to the ULBs. The status of transfer of these 18 functions to Berhampur Municipal Corporation is as follows:

Table 9: Status of transfer of these functions under 74<sup>th</sup> CAA in Berhampur Municipal Corporation

Sl.No	Functions Listed in the 12 <sup>th</sup> Schedule	Incorporated into the Act	Transferred to the ULBs
1	Urban Planning including town planning	Yes, partly	No
2	Regulation of land-use and construction of buildings	No	No
3	Planning for economic and social development	Yes	Yes
4	Roads and bridges	Yes, partly	Yes, partly
5	Water supply- domestic, industrial and commercial	No	No
6	Public health, sanitation, conservancy and SWM	Yes	Yes
7	Fire services	No	No
8	Urban forestry, protection of environment and ecology	No	No
9	Safeguarding the interests of weaker sections society including the handicapped and mentally retarded	No	No
10	Slum improvement and up gradation	Yes	Yes
11	Urban poverty alleviation	Yes	Yes
12	Provision of urban amenities and facilities parks gardens and playgrounds	Yes	Yes
13	Promotion of cultural, educational, and aesthetic aspects	Yes	Yes
14	Burials and burial grounds, cremations, grounds and electric crematoriums	Yes	Yes
15	Cattle pounds, prevention of cruelty to animals	Yes	Yes
16	Vital statistics including registration of births and deaths	Yes	Yes
17	Public amenities including street lighting, parking lots, bus stops and public conveniences	Yes	Yes
18	Regulation of slaughter houses and tanneries	Yes	Yes

It can be seen from the table above that function such as water supply, town planning and fire services are not yet devolved to the corporation and are performed by the state level agencies. However, the state government is now committed to transferring these functions during the next seven years as part of UIDSSMT programme.

### 3.1 The Organizational Setup of Berhampur Municipal Corporation

The city administration is vested with the Berhampur Municipal Corporation. Berhampur is the oldest municipal body in the state. Berhampur Development Authority (BDA) was constituted on 26th July 1993 to regulate and monitor the development of the city. BDA functions under the Orissa Development Authorities Act. BDA undertakes the preparation of the development Plans, Zonal Plans and regulates development in its area including matters related to Building Plans. The various acts governing the functioning of the municipal corporation are given below. Berhampur Municipal Corporation discharges various



obligatory and discretionary functions as per the provisions of the Orissa Municipal Corporation Act, 2003 and provides various specified civic services/infrastructure facilities to citizens of the city. Following are the main obligatory and discretionary functions:

- Conservancy services and solid waste management
- Birth and death registration;
- Prevention of food adulteration;
- Preventive health care;
- Construction and maintenance of roads, drains and markets;
- Storm water drainage;
- Parks & Plantation;
- Slum improvement and urban community development; and
- Street lighting and removal of encroachments
- Poverty alleviation (BPL families, Distribution of disability pension, Anapurna card, SJSRY etc.)

Berhampur Municipal Corporation is well structured to frame policies, strategies, their implementation, supervision and then monitoring with respect to the guidelines and ethics of various activities of the institution. The corporation is responsible for monitoring of the functioning of the assets/infrastructures proposed to be created / developed under the head Operation and Maintenance (O & M) by collecting reasonably user charges/taxes/fees.

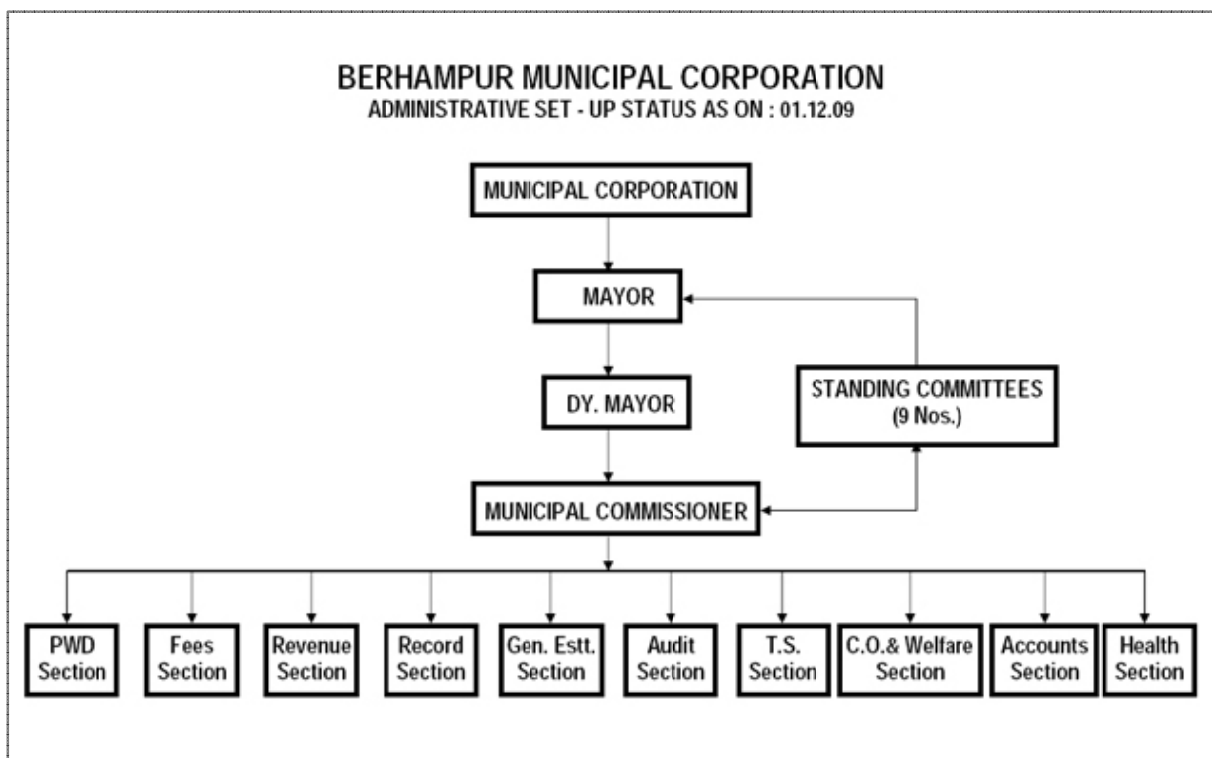


Figure 7: Organizational setup of Berhampur Municipal Corporation

The organizational setup of Berhampur Municipal Corporation comprises of a political wing and an executive wing. The political wing is an elected body of corporators from different wards in the city and is headed by the Mayor. The executive wing, headed by Municipal

Commissioner looks after the day-to-day functioning of the corporation and supports the political wing in the decision-making process. There are 9 standing committees which have been constituted by Berhampur Municipal Corporation Resolution No. 01, dated 03.02.09 and are in force since then. The Standing Committees are looking after the designated activities of the Corporations in accordance with Orissa Municipal Corporation Rules, 2004 (Rule 3 to 11). The following table shows the different standing committees.

Table 10: Standing Committees in Berhampur Municipal Corporation

Standing Committee Nos.	Areas
I	Standing Committee for Taxation, Finance and Accounts
II	Standing Committee for Public Health, Electric Supply, Water Supply, Drainage and Environment
III	Standing Committee for Public Work
IV	Standing Committee for Planning and Development
V	Standing Committee for Education, Recreation and Culture
VI	Standing Committee for Licenses and Appeals
VI	Standing Committee for Contracts
VIII	Standing Committee for Corporation Establishment
IX	Standing Committee for Grievances and Social Justice

Each of the above mentioned committees is chaired by a chairman who is one amongst the elected corporators. All the standing committees mentioned in the above table for Berhampur town consist of 7 members except for the Standing Committee for Contracts which consists of 4 members. Out of the total of 37 corporators there are 13 female candidates and the rest are all male candidates. Therefore, we can say that around 48% of the corporators are females. This also gives a positive picture about the participation of women in the functions of the municipal corporation.

The executive wing of the municipal corporation is directly under the supervision of the municipal commissioner. There are around ten sections under this executive wing which deal with the different problems of the town. The following table shows the different sections of the municipal corporation of the town. The municipal commissioner heads all these sections with an officer in charge reporting to him directly.

Table 11: Different Sections in Berhampur Municipal Corporation

Sl. No.	Sections	Section / Dealing Officer
1	Public Works Section	City Engineer / Municipal Engineer
2	Fees Section	Junior Assistant
3	Revenue Section	H.M.O. / Head Assistant
4	Record Section	Junior Assistant
5	General Establishment Section	H.M.O. (General)
6	Audit Section	Senior Assistant

7	Town Survey Section	Junior Assistant
8	Community Organizers and Welfare Section	3 Community Organizers
9	Accounts Section	Accountant
10	Health Section	Health Officer

The entire Municipal Corporation has a sanctioned strength of around 840 employees. The employees can be classified as regular employees consisting of LFS and NLFS staff and temporary employees consisting of Daily Labor Roaster (DLR) staff. The figure given below shows the details of the vacancy position in the municipal corporation.



Figure 8: Vacancy position in Berhampur Municipal Corporation

From the above figure it can be seen that a large number of positions in the municipal corporation are lying vacant. We can see that around 30% of the posts are vacant and only 70% of them are filled up. It is interesting to note here that many posts have been abolished in the recent past and even then there is so much vacancy in the corporation. The table given below shows the employment pattern in Berhampur Municipal Corporation.

Table 12: Employment Position in Berhampur Municipal Corporation

Sl. No.	Name of the Post	Sanctioned Strength	Persons in Position	Vacant
1	Head Assistants	7	0	7
2	Senior Assistants	21	1	20
3	Junior Assistants	55	27	28
4	Asst Engineers	3	3	0
5	Junior Engineers	8	8	0
6	Community Organisers	3	3	0
7	Medical Officers	4	0	4
8	P A to C P	1	1	0
9	Steno	3	0	3
10	Peons	9	9	0
11	Watcher	6	6	0

12	Khalasi	2	2	0
13	Driver(pwd)	9	5	4
14	Cleaner	3	3	0
15	Mechanic	1	1	0
16	Additional Mechanic	1	0	1
17	Helper to mechanic	1	0	1
18	Helper to J E	1	0	1
19	Pump Driver	1	0	1
20	Road Coolie	27	19	8
21	Work sarkar	3	1	2
22	Draftsman	1	1	0
23	Fireman	1	1	0
24	Turn cock	2	2	0
25	Pipe Mistry	1	1	0
26	Work Mistry	1	1	0
27	Electric Mistry	1	1	0
28	Pipe Fitter	1	1	0
29	Light Checker	3	3	0
30	Gardener	2	1	1
31	Town Surveyor	1	0	1
32	Amin	4	1	3
33	Chainman	2	2	0
34	Pharmacist	3	1	2
35	Addl Pharmacist	1	0	1
36	Helper to Homeo Doctor	2	1	1
37	Mid wife	2	0	2
38	M N O	2	1	1
39	FNO	2	0	2
40	Medical Sweeper	2	2	0
41	Graduate Librarian	2	1	1
42	Asst Librarian	1	1	0
43	Library Attender	1	0	1
44	Addl Pharmacist	1	0	1
45	Primary Conductress	5	4	1
46	primary peon	1	1	0
47	spinning Teacher	1	1	0
48	Tax sarkar	27	27	0
49	Mohrior	3	3	0
50	Octroi collector	35	11	24
51	Octroi peon	22	15	7
52	Fees Supervisor	3	2	1
53	Fees Collector	12	12	0
54	Fees peon	8	8	0
55	Driver (Health)	6	5	1

56	Cleaner	1	1	0
57	Carpenter	1	0	1
58	Helper to Carpenter	1	0	1
59	Daftari Attender	1	0	1
60	Zamadar	25	13	12
61	Sweeper(PH)	480	373	107
	Total	840	587	253

From the above table it can be seen that out of a total strength of 840 employees, only 587 are employed while 253 are lying vacant. It also interesting to note that there is a large vacancy in the senior level posts. For example in the post Senior Assistant only one person is employed while twenty one posts are sanctioned. Similar is the case of Head Assistant and Junior Assistants. Even for sweepers we see that around 20% of the posts are lying vacant.

In view of this the major problems faced by the municipal corporation of Berhampur town are the following listed below:

- **Staff Shortage:** This Municipal Corporation is experiencing acute shortage of staff. At present around 253 posts are lying vacant. As a result day-to-day official work is being hampered, as most of the fields as well as clerical staff are over- burdened with work. This was also iterated in the various meetings conducted in the town. This came while discussion was going on with municipal officials, corporators as well as key persons from different wards of the towns.
- **Financial:** This town is over burdened with different loans and payment of provident Fund & gratuity etc. to the retired employees. The holding tax is not yet revised since long due to certain difficulties. Overall the development work has been affected due to lack of adequate funds.
- **Traffic and Encroachment:** The traffic is being congested due to encroachment of roads and pavements. Removal of encroachments is being taken up every year. In spite of this, encroachments are coming up. Besides this the stray cattle of the town are not impended as the previous cattle pond has been transferred to PHD Dept, for establishment of water sump near Municipal office.

### **3.2 The Status of Urban Infrastructure in Berhampur Municipal Corporation**

Continuous urban growth exerts a heavy pressure on infrastructure, particularly water supply, sewerage, solid waste management, sanitation, road network, traffic and transportation etc. Unless infrastructure is improved, quality of life suffers. Most importantly, this severely impacts economic development of the town and investment climate of the town.

### **(i) Water Supply:**

At present Berhampur needs around 50 MLD of water but the current supply is of only 33-37 MLD. The supply falls in summer due to the drying of the Rushikulya River, which is one of the major sources of water. During the summers the water supply is only in the range 25-27 MLD. Every summer drinking water has to be supplied to water scarcity areas of the city by tankers. A few years ago drinking water had to be transported to the city by railway tankers. Present water supply in the city is 33 MLD of which 27 MLD is from river source and 6 MLD is from tube well. The ground water source (cheapest source) in the city and its periphery do not have the potential with respect to quality and quantity. The present demand for water supply is about 57 MLD against which the production is just 33 MLD. Renovation work of the reservoir is in the progress, which will in turn increase the supply by 15MLD. The main problem of the water supply of Berhampur is that the source is very far from the city. Water comes to the city through open canals and due to a lot of tapping on the way there is about 80% loss of water. There is a proposal for closed water pipes and an amount of Rs 215 crores has been sanctioned for the purpose.

Piped water supply facility to Berhampur town was first provided in the year 1905 with a capacity of 2.72 MLD for a design population of 30,000 and then augmented in 1961 to supply 9.08 MLD of water. Subsequently during early eighties, the Rushikulya Joint water supply project was commissioned, from which 12 MLD water is being supplied to Berhampur town. The water supply from Dakhinapur was further augmented to 15 MLD in 2007. The water supply of Berhampur town has been taken over by P.H.E.O. from Berhampur Municipality on 01.08.1986.

With respect to the Dakhinpur Water Supply, it is noted that there are 2 Impounding Reservoirs at Dakhinpur covering an area of 40 and 70 acres. These reservoirs are at a distance of about 8 Kms from Berhampur town and are fed by one open canal from Rushikulya Irrigation system. The capacity of both the reservoirs is about 1100 acre-feet. The surface water of the above two reservoirs are being treated through three Treatment Plants. One is conventional slow sand Filtration Plant consisting of 10 filter beds having capacity of 1.00 MGD, and the other two are conventional rapid gravity filters having a capacity of 0.5 MGD.& 1.0 MGD respectively. Thus the total capacity of the three units is 2.50 MGD. But being compelled by the excessive demand, these three units are being over loaded to produce 3.3 MGD (15.00 MLD) of water, which is supplied to the town. There are 3 U.G.Rs at Dakhinpur, one having a capacity of 55,000 Gallons, and the remaining a capacity of 50,000 Gallons respectively. These three U.G.Rs are interconnected. The filtered water from the 1.00 MGD SSF Plant and from 1.50 MGD R.G.F. plants is stored in the above UG Reservoirs. The clear water from 1.00 MGD SSF Plant is transmitted to the 2.50 lakhs gallons capacity storage reservoir at Aska Road.

From the 2.5 lakhs gallons capacity reservoir at Aska Road water is being supplied directly by pumping to the areas like Haridakhandi, Old Berhampur, Balunkeswar temple, Ainabandha Road, Bada Bazaar, Sana Bazaar, Prem Nagar, and Giri market area. From the 1.50 lakhs

gallons capacity Reservoir at Utkal Ashram water is being pumped to the 1.00 lakhs glns capacity O.H. Reservoir with 33.00 mtr staging situated near the sump. Then water is being supplied either by pumping or by gravity to the areas like Hill Patna, Giri Road, Bijipur, Gandhinagar, Barracks, Bhapur Bazar, Dalua street, Church Road, Babaji tota street, Chandrabha street, Hati Bandha street and other nearby areas of Gate Bazar to meet the water supply demand of the inhabitants.

The Rushikulya Joint Water Supply project was constructed during 1980s with three collector wells of which two are located on the bank of river Rushikulya at Badamadhapur and the 3<sup>rd</sup> Collector well is located at Potlampur. Each Collector well is designed to supply 3 MGD of water. The present yield is 4.5 MGD (20.43 MLD) from these three collector wells. During summer season the yield of Collector Wells gets reduced. Water from the 3 collector wells is pumped to 4.5 Mg (20.43 Ml) capacity storage reservoir at Kalibali. About 0.5 MGD of unchlorinated water is supplied to I.R.E. and about 1.0 Mg of Chlorinated water is supplied to Chatrapur, Military cantonment and Berhampur University areas daily. About 3 Million gallons (approx) chlorinated water is supplied to Berhampur town by gravity, to the areas like Khodasingi, Engineering School, I.T.I. Industrial Estate, R.D.C. colony, Ankoli, Courtpeta, Komapalli , Jail Road, Bhabanagar, Brahamnagar, main Road from Settlement office Junction to Khallikote College Junction, Bijipur, Nehru Nagar, Railway Station area, Gosaninuagaon area etc. It also feeds to one U.G. Sump of 50,000 glns capacity inside M.K.C.G. Medical College from where water is pumped to 1.00 lakhs glns capacity O.H. Reservoir and then distributed by gravity to the MKCG Medical College and Hospital and Campus.

There are 48 large dia production wells located at different water scarcity zones of Berhampur town. Around 6 ML of water is being supplied daily to Berhampur town from these spot sources. There is lack of purification plant. The small treatment plant is not sufficient. An amount of Rs. 5 Crores has been sanctioned under the UIDSSMT for this project.

Provision of drinking water is a decade old problem in the city. Some of the key issues pertaining to water supply in Berhampur Municipal Corporation are the following:

- As per the standard norms of Central Public Health and Environmental Engineering Organization (CPHEEO) and Urban Development Plan Foundation and Institution (UDPFI) guidelines the per capita supply of water should be 135 liters per capita per day (lpcd). The per capita supply of water in Berhampur is 73 lpcd. Many people depend on hand pumps as well. The present water bodies have also dried up and are encroached. This calls for programs for augmentation of source, reducing NRW, Ground water regulation and recharging and rainwater harvesting
- Berhampur depends on three sources for its water supply: the Rushikulya Joint (12 MLD), water supply from Dakhinapur (15 MLD) and Production wells (48 Nos, 6 MLD). The present demand for water supply is about 57 MLD against which the

production is just 33 MLD. The quantity is very low. The water supply system is inadequate and poor and the coverage of water supply is only 70 percent

- In order to regulate uncontrolled exploitation of underground water sources there is a need for initiatives viz., licensing, registering and taxing the private bore wells under a well-organized regulatory mechanism, recharging of groundwater, programs for rain water harvesting etc.
- The billing and collection system is poor and hence there is low cost recovery. There is no metered connection. Tariff is charged on a flat rate basis. O&M recovery is also only 46%
- The supply of water is sporadic and the frequency of supply varies from 2 hours daily and in some places every alternate day
- The water pipes are very old and hence there is a need for replacement
- The municipal corporation does not play a role in the water supply but as per the 74th CAA this function needs to be performed by the corporation. Hence there is a need for a mechanism for institutional accountability, which can be by means of an agreement between the different institutions
- Strategies such as reuse and recycle of treated water for non-potable purposes by designing two separate pipeline systems should be explored

## **(ii) Sewerage**

Presently there is no sewerage system in the town. People mostly use their individual septic tanks. Besides, open defecation is prevalent in many areas of the town. Present water supply in the city is 33 MLD. As per estimate about 80% of this water i.e. 26.4 million liters is getting converted into wastewater and is finding its way into open drains without any treatment and ultimately discharging into the sea through Sapau and Bahana Nullah thereby polluting the water bodies. Non-existence of full-fledged sewerage collection, treatment and disposal system in the town is therefore posing threat to public health.

The effluent from septic tank and the open defecation is contributing to pollution of surface and ground water bodies and affecting the general health and hygiene of the people. There is a proposal for implementation of integrated sewerage system for Berhampur town. With respect to the sewerage system in the town the following are the key issues:

- There is no sewerage system in the town. In the absence of the sewer network most of the household sullage is disposed in the open drains and open fields. Due to open defecation, there is a threat to the health of the citizens.



- No comprehensive sewerage study and master plan and increasing need to address the issues for providing better environment and living conditions to citizens
- There is no proper communication strategy leading to poor awareness among the households
- In case of poor settlements, the households defecate in open fields due to lack of public toilets. The condition is far from satisfactory. There is a need for public toilets. This in turn leads to ground water and surface water contamination
- No proper plan to promote recycle and reuse of treated wastewater

### **(iii) Storm Water Drain**

Storm Water Drainage is an important infrastructure in cities like Berhampur which have a history of water logging / flooding. The town has no systematic drainage system for discharging of filth and excess wastewater. The city is gifted with natural drainage system. The natural drainage pattern of the town is having gradient from West to South and West to North, which ultimately grades towards Bahanna Nallah and Sapua Nallah flowing towards Bay of Bengal.

Due to rapid urbanization and encroachment of existing drainage and nallahs, overflow of storm water and flooding takes place during heavy rainfall periods. Besides, during dry weather seasons these storm water drainage channels and nallahs carry sewage and waste materials leading to environmental problems. There is a proposal for implementation of a comprehensive drainage project for Berhampur town. Presently there are around 450 kms lengths of drainage in the town out of which 30% is pucca and the remaining 70% is kutcha drains. The key issues in this sector are:

- The SWD system suffers from service inadequacy. Majority of the drains are open and are encroached. Clogging of drains due to dumping of solid waste and inflow of household sullage makes the system partially inefficient and also causes frequent flooding in rainy season.
- Dumping of construction debris has aggravated the problem. The drains are also heavily silted. Improvements to the SWD system coupled with effective solid waste management will improve the situation.
- Lack of storm water drains in the remaining road length adds to the existing problems. Toilets are also connected to drains, which poses a great health hazards.

#### **(iv) Solid Waste Management**

The municipal corporation provides solid waste management services to the inhabitants of the town. The BM is responsible for planning and design, construction and operation & maintenance of the municipal solid waste management within the municipal limits. The total solid waste generated in the city is estimated to be 160 tons per day. Out of the total quantity of solid waste generated per day about 60% is collected and disposed off and 40% remains uncollected. The method of disposal is dumping in open grounds as well as in open channels thereby creating chokage and stagnation problems.

The responsibility for the primary collection of the waste lies with the corporation. It was observed that in most parts of Berhampur, people throw their waste on the roadside or in the open drains. Very often unused open spaces in street corners, besides houses, institutions, drain, etc. are also used to throw the garbage. Eventually this becomes the waste collection point for the corporation. Normally the waste lying in the above collection points is collected by sweepers and carried to concrete bins in street corners or to some convenient places by the sweepers with the help of wheel burrows. If the collected waste is more than the capacity of the bins the same is dumped around the bins. From these garbage points the garbage is carried to dumping yard at Chandania Hills by means of tractors, dumper placer, refuses collector and mini trucks, etc. Only 60% of the waste is collected and transported to the dumping yard with available human resources and transportation system. Construction and demolition waste is also dumped at the same location.

Normally the street is swept once a day. The usual time of sweeping is between 8 am to 12 pm. Cleaning and collection of garbage from the collection point is not done on a daily basis. It usually follows a given schedule. Mostly it depends on the availability of collection vehicle, collection crew and convenience. Biomedical waste is treated separately. In the market areas the Solid Waste Management is leased out to private operators. In one of the residential area the collection is on door-to-door basis, which is carried out by an NGO by charging a fee to households. There are no source segregation or treatment facilities in the city. The garbage clearance and solid waste management systems are prone to serious problems. The following are the main issues in this sector:

- Absence of effective mechanism for complete coverage and collecting of waste is causing unhygienic conditions in the city. It also leads to disposal of waste into streets, storm water drains, etc. causing multiple effects.
- Solid waste management is in primitive stage – no door-to-door collection, no bins in the streets, manual lifting and transportation, lack of treatment of waste, and though adequate land for disposal is available no scientific disposal is taking place.
- The city requires an integrated approach to MSW covering door-to-door collection, street sweeping and collection, lifting and transportation, treatment and processing and scientific disposal.

- There is an inadequacy of conservancy staff for street cleaning and there is lack of capacity for solid waste management in the corporation.

The basic service facility in the slum areas seems poor quality. Facilities like drinking water, drainage system, garbage bin facility and the health care, primary education services are poor due to ineffective service delivery by the Brahmapur Municipal Corporation and other state agencies delivering public services.

### **3.3 Economic Performance of Berhampur Municipal Corporation**

Urban Local Bodies do not have a sound financial base. Many of them are relatively weak reflecting their increased dependence on the state government and external sources like the grants received from the Finance Commissions. At the same time they are found reluctant to take serious steps to improve their weak fiscal position. During the Pre Municipal Corporation Era the overall financial performance of Berhampur municipality was satisfactory. The budget was running on a surplus. The income of BM had gone up to Rs. 22.9 crores in the financial year 2006-07 from Rs. 10 crores in the financial year 2000-01 at a compounded annual growth rate of 14.76 %. The expenditure had gone up to Rs. 19.24 crores in the financial year 2006-07 from Rs. 10.7 crores in the financial year 2000-01 at a compounded annual growth rate of 10.23 %. The growth rate of income and expenditure has stabilized since 2005-06.

Berhampur Municipal Corporation has been following the single entry (cash-based) accounting system for maintaining the municipal accounts. For the purposes of analysis, all the account items are broadly categorized under the following major heads of Receipts (Income) and Expenditure:

**(i) Receipts / Income:** All recurring and non-recurring items of income are included under this head. Income includes the receipt of the corporation under rates and taxes, license and other fees, receipt under special Act, revenue derived from municipal property and power apart from taxation, grants and contribution for general and special purposes, miscellaneous and extraordinary and debt.

**(ii) Expenditure:** All expenditure of corporation can be categorized under general administration and collection charges, collection of taxes and fees, public safety, public health, medical, public convenience, public instruction, miscellaneous and extraordinary and debt.

#### **3.3.1 Revenue Receipts**

All recurring items of income and expenditure are included under this head. The breakup of this head includes taxes and non taxes levied, corporation share of taxes levied by the Government, fees collected by the Corporation and miscellaneous receipts on the income side, and salaries, maintenance expenditure, etc. on the expenditure side. As far as the

revenue receipts are concerned the following are the major heads under which the municipal corporation derives its income from. Table given below shows the details:

Table 13: Revenue Receipt Heads for Berhampur Municipal Corporation

Sl. No.	Heads
1	Tax of Revenue
2	Assigned Revenues and Compensation
3	Rental Income from Municipal Properties
4	Fees and User Charges
5	Miscellaneous
6	Extra Ordinary and Debt
7	Government Grant

From the above table it can be seen that there are major seven heads under which the receipts of the municipal corporation can be classified. These range from revenue from different taxes levied by the corporation to the various grants received from the government. The municipal corporation also gets income by charging user fees on various services. The table given below shows the receipts of the Berhampur Municipal Corporation under different heads during last four years.

Table 14: Revenue Receipt under different heads for Berhampur Municipal Corporation

Sl. No.	Heads	(Amount in Rs.)			
		2007-08	2008-09	2009-10 (BE)	2010-11 (BE)
1	Tax of Revenue	1,56,56,513	1,48,68,065	3,54,00,000	4,05,00,000
2	Assigned Revenues and Compensation	10,87,90,979	8,06,25,373	17,00,00,000	17,00,00,000
3	Rental Income from Municipal Properties	1,01,60,253	75,13,439	3,00,00,000	2,60,00,000
4	Fees and User Charges	21,42,913	12,53,912	40,00,000	1,25,00,000
5	Miscellaneous	19,63,158	29,11,414	66,00,000	10,00,000
6	Extra Ordinary and Debt	24,77,671	24,86,033	20,00,000	2,00,00,000
7	Government Grant	11,17,61,115	29,92,93,962	1,50,00,00,000	53,36,00,000

Source: Berhampur Municipal Corporation

From the above table it can be seen that over the years the major source of revenue for the town has been through various government grants. This was the case earlier also as during 2000- 2007 also around 74% of the total receipt of the municipal corporation was the contribution from grants. This was followed by contribution from extraordinary and debts. There was negligible share of receipt under special act and the receipt from license is only 1.6%. Receipt from rates and taxes from about 6% of the total receipt. There has been not much of change in this situation now also as major income of the corporation is still derived

from government grants. The second major source of income for the corporation is from assigned revenues and compensation. The figure given below shows the receipts in detail.

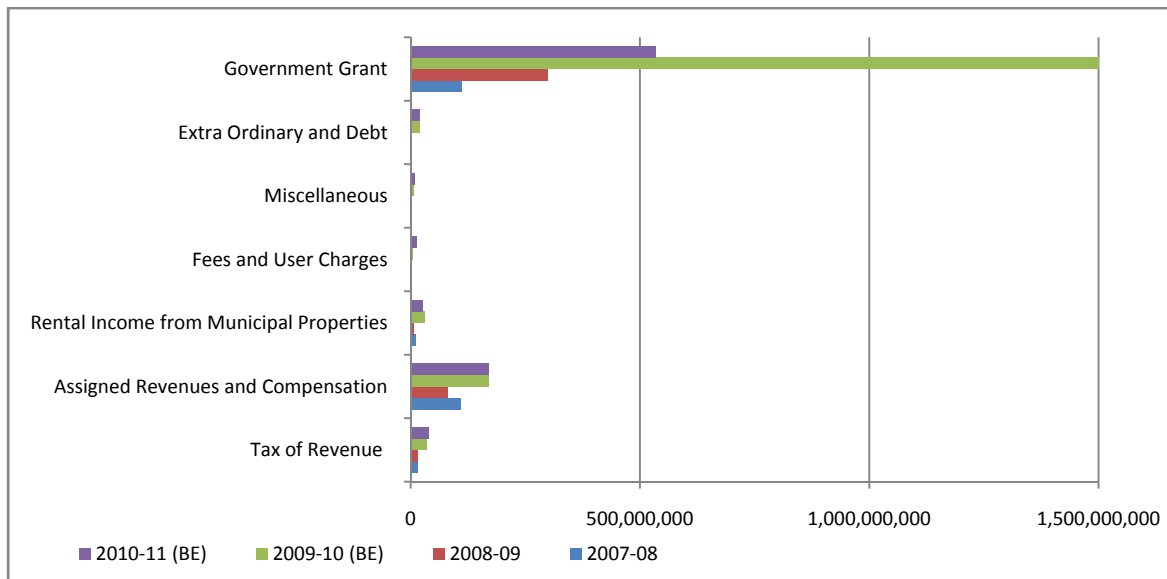


Figure 9: Total Receipts from different sources for Berhampur Municipal Corporation

From the figure it can be seen that the income from sources like fees and user charges, tax revenue, rental income from municipal properties are very negligible as compared to grants. In the subsequent figures below we show the contribution of each of the sources to the total receipt of Berhampur Municipal Corporation over different years.

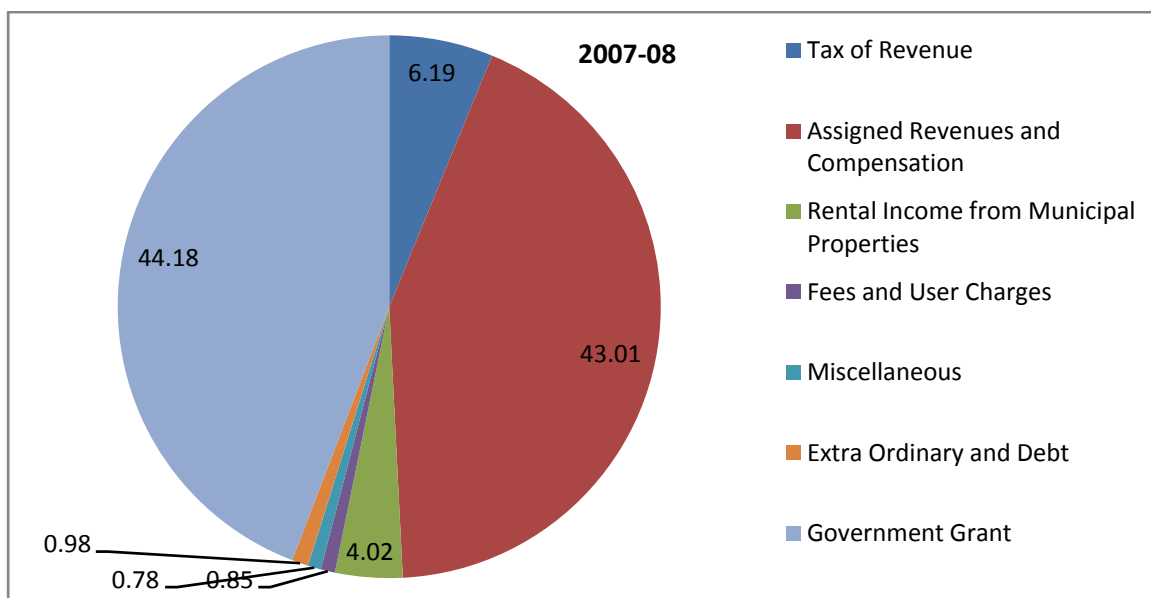


Figure 10: Total Receipts from different sources for Berhampur Municipal Corporation in 2007-08

From the figure above we can see that Govt. grants amount to around 44% of the total receipts of the municipal corporation. It is closely followed by assigned revenues and

compensation which also has a similar share of around 43% of the total income. Compared to this the share of tax revenue and rental income from municipal properties stand at 6% and 4% respectively, which is much lower than the share of grants and assigned revenues as a proportion of the total income of the municipal corporation.

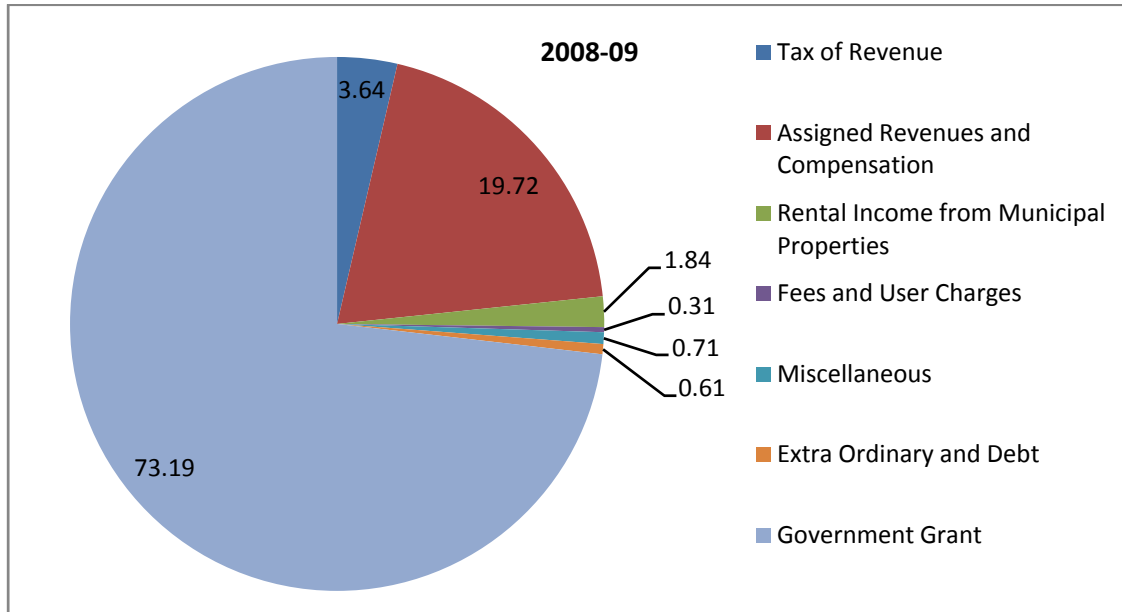


Figure 11: Total Receipts from different sources for Berhampur Municipal Corporation in 2008-09

Looking at the figures for the income of the municipal corporation during 2008-09 in the figure above we find that the share of government grants to the total income has increased considerable over the last year. While last year its share was around 40%, in 2008-09 it has increased to 73%. Similarly it is seen that the proportion of income derived from assigned revenues and compensation has also decreased considerable to around 20% as compared to 40% in the previous year. The other categories perform in line with the previous year.

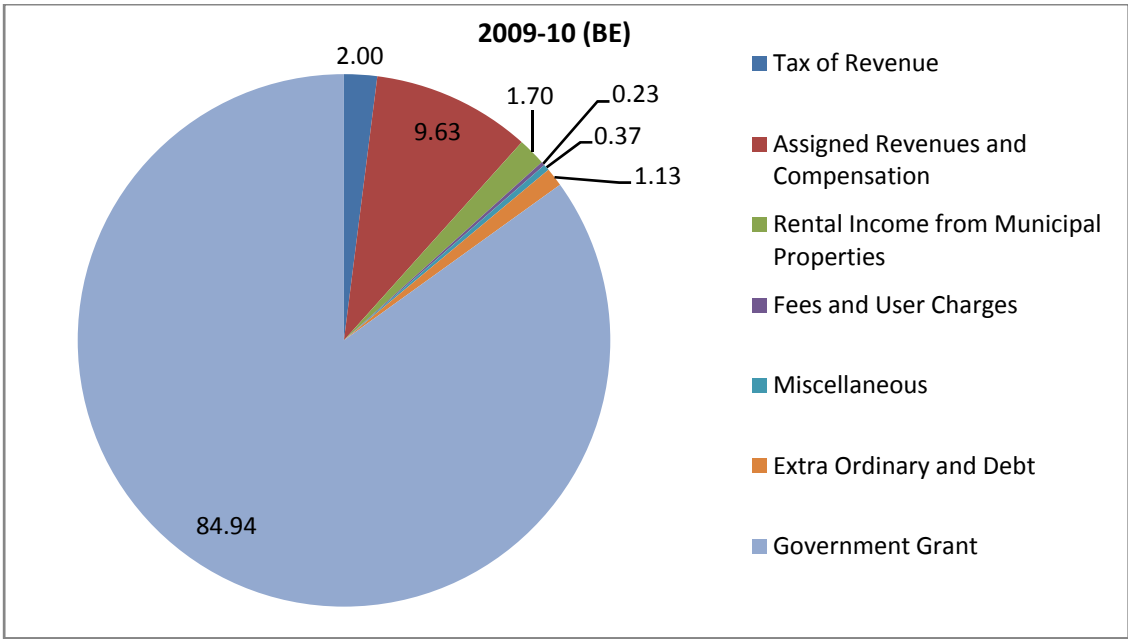


Figure 12: Total Receipts from different sources for Berhampur Municipal Corporation in 2009-10 (BE)

The estimates for 2009-10 also forecast a similar trend with the share of govt. grants increasing even further to around 85% and that for assigned taxes and revenues decreasing even further to around 10% as compared to previous years. In other words the municipal corporation is largely depended on the govt. grants for its functioning and is failing to tap other revenue generation resources present in the ULB.

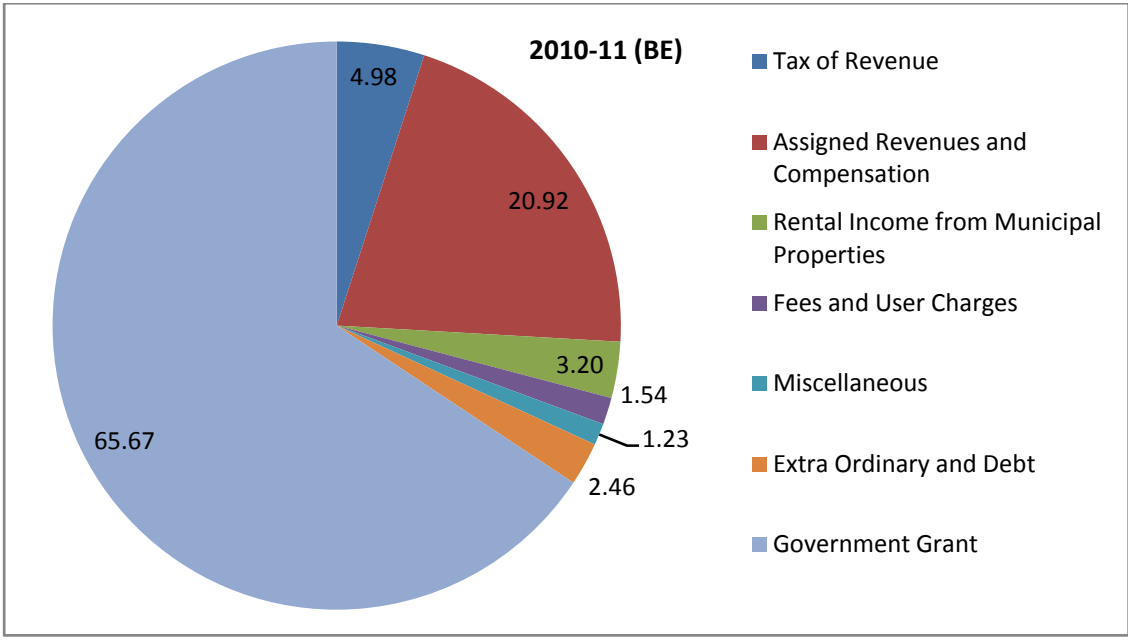


Figure 13: Total Receipts from different sources for Berhampur Municipal Corporation in 2010-11 (BE)

However, the forecasts for the year 2010-11 are quite encouraging and show a reversal of the trends. The reliance of the corporation on govt. grants shows a decrease and its share stands at 65% as compared to over 80% in the previous year. The proportion of income derived from assigned revenues and compensation is also increasing as compared to the downfall witnessed in the previous two years and stands at around 21%. Comparing all the four years it is interesting to note that the income of the corporation from all the subsectors is witnessing a rising trend. This is in tune with the expansion that is taking place in the town and gradually the corporation is finding newer and newer avenues to increase its income or tapping up unutilized resources.

### (i) Municipal Tax Revenue

In Berhampur Municipal Corporation tax revenue is primarily collected through the following forms: (i) Holding Tax, (ii) Tax on Carriage and Cart, (iii) Water Tax, (iv) Lighting Tax, (v) Latrine Tax, (vi) Drainage Tax and (vii) Others Taxes. The present assessment is done based on the provisions of Orissa Municipality Act of 1950 since the rules and by-laws regulating the property tax (Orissa Municipal Corporation Act, 2003) is yet to be passed by the legislature. The current tax system encompasses within its ambit- the Holding Tax (17.5% of AV), Latrine tax (6% of AV), Water Tax (6% of AV), Light tax (4% of AV) and Drainage Tax (4% of AV). All the holdings are charged at equal rate of 25%. No distinction is made between residential / commercial buildings. The figure given below shows the figures for Berhampur Municipal Corporation over different years.

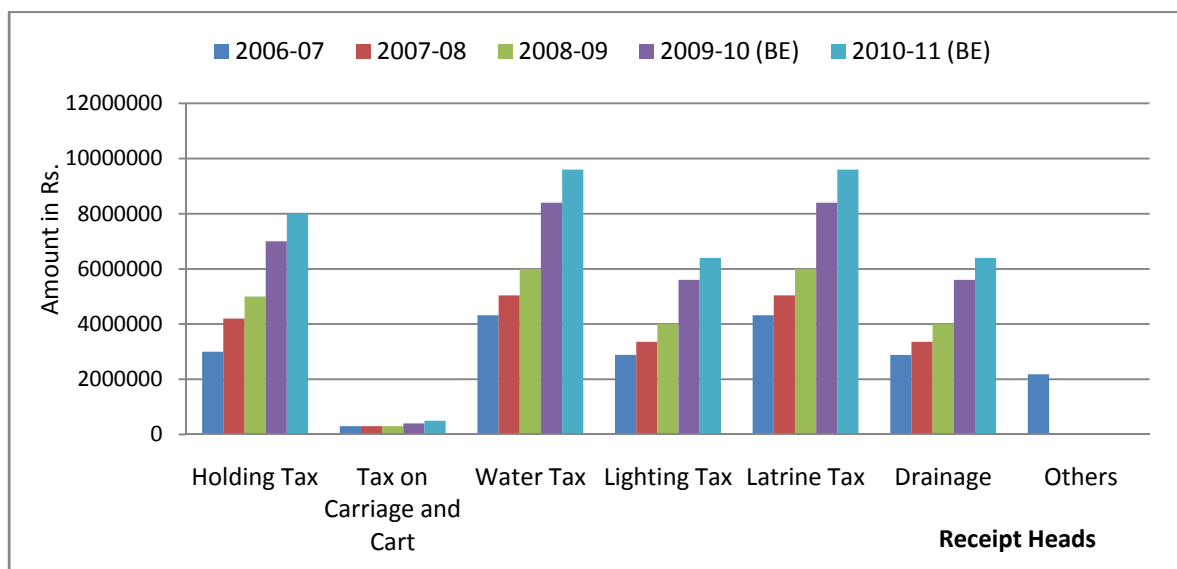


Figure 14: Tax Receipts from different sources for Berhampur Municipal Corporation in different years

The income under the head municipal rates and taxes is increasing each year. The main source of collection under this head used to be the housing tax or the holding tax during earlier years. These taxes are levied on any immobile land and buildings as per the current



use. These are indirect user charges for the services provided by the corporation whose benefits are collective and not confined to any particular or identified property. However the scenario has changed considerably during last five-six years. Along with holding tax, water tax, latrine tax and lighting tax have emerged as primary sources of revenue for the corporation. While the collection of holding tax was around Rs. 30 lakhs during 2006-07 it has increased considerably over the years and during 2010-11 about Rs. 80 lakhs is estimated to be collected vide holding tax. The earnings from tax on carriage and carts used to be very low as compared to others earlier and we see a similar pattern now also. However there is an overall increase in the collection from Rs. 3 lakh during 2006-07 to Rs. 5 lakh during the current year. The earnings from water tax and latrine tax show similar trends and there is an overall increase in the earnings here also. While in 2006-07 around Rs. 43 lakhs was collected from each of these heads now the collection has increased to Rs. 96 lakhs estimated for the year 2010-11.

The total earnings of the corporation from this head (revenue from taxes) were around Rs 1.98 crores during the 2006-07. This increased to around Rs. 2.13 crores during the year 2007-08 and further rose in the year 2008-09 to Rs. 2.53 crores. Continuing with the rising trend, in the years 2009-10 and 2010-11 the earnings of the corporation are estimated to be around Rs. 3.04 and Rs 4.05 crores respectively.

#### **(ii) Assigned Revenues and Compensation**

Berhampur Municipal Corporation is having a steady income under this head. This is primarily to compensate the town for the abolition of octroi. The corporation gets a fixed amount as compensation for octroi amounting to around Rs. 17 crores every year.

#### **(iii) Rental Income from Municipal Properties**

The receipts under this head also show an increasing trend for the corporation. This head does not include taxation. This includes the rent collected from various properties of the corporation like rent from community halls, guest house, bus stands etc. The figure given below shows the details.

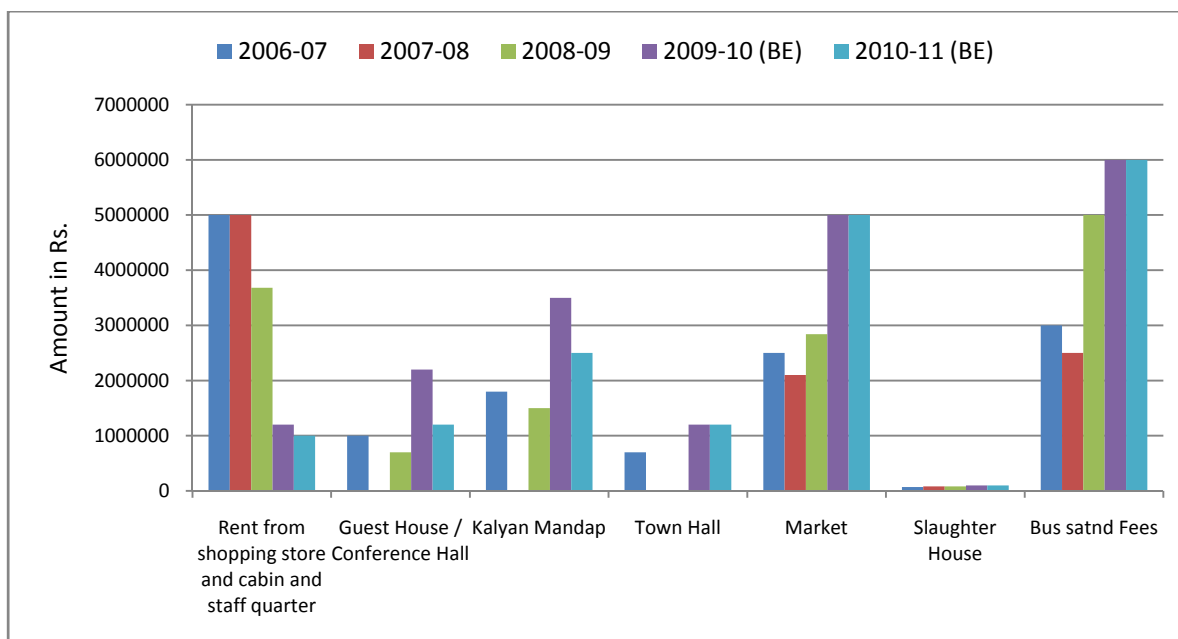


Figure 15: Rental Income from Municipal Properties for Berhampur Municipal Corporation in different years

The figure above throws some interesting findings. It can be seen that the income collected as rent from shopping stores, cabin and staff quarters is declining over the years. On the other hand the collection from bus stand as fees for usage is increasing. This highest estimated collection for the year 2010-11 will be from bus stand usage fees, followed by collection of rent from the lease of markets and then from community halls in the town. The collection from all the constituent sectors shows a mixed trend over the years. Over all there has been a decrease in collection from some sectors which is compensated by an increase in collection from some other heads.

As a total the collection under this head has been around Rs. 14.74 crores for the year 2006-07. This is estimated to increase to around Rs. 30 crores for the year 2009-10 and then we witness a decrease in the receipts under this head with Rs. 26 crores to be the estimated collection for 2010-11.

#### (iv) Fees and User Charges

Revenue of the municipal corporation under this head seems to be more or less constant for the first three years that we are analyzing (i.e. the years 2006-06, 2007-08 and 2008-09) and amounts to around Rs. 18 lakhs. For the year 2009-10 the earnings of the corporation is estimated to increase to around Rs. 40 lakhs. For the subsequent year i.e. 2010-11 the earnings are again estimated to fall to around Rs. 25 lakhs. Hence it can be said that there is evidence of mixed growth in this sector.

### (v) Government Grant

As discussed before the major receipts of the corporation are from this head. The trend is similar over the years with the amount increasing over the years. Table below shows the different grants received by the corporation during last five years.

Table 15: Revenue from Govt. Grants for Berhampur Municipal Corporation

Government Grants	2006-07	2007-08	2008-09	2009-10 (BE)	2010-11(BE)
Road maintenance grant	2000000	200000	55038000	405000000	20000000
Road maintenance hard cash	-	-	-	2500000	2500000
Road development grant	-	-	-	25074000	50000000
FDR, NFCR grant	70000000	50000000	-	371200000	-
NFCR, FDR Sistrict share	-	-	-	1000000	-
Road and bridge 12th FCA	-	25000000	915000	6717000	-
Non residential building 12th FCA	-	-	-	2042000	30000000
Solid waste management 12th FCA	70000000	-	6300000	44991000	1200000
Creation of data base and maintenance of account	-	-	-	800000	30000000
Preservation of water body with UIDSSMT	-	-	-	97370000	--
Spl. problem fund	-	-	1744000	2059000	2500000
M.L.A lad	25000000	2500000	61752000	17000000	1000000
M.P lad	4000000	4000000	7000000	7500000	16500000
SJSRY	100000	6000000	298623000	72875000	62100000
Providing basic service for urban poor	-	126270000	-	62172000	500000
Reference base incentives	-	3054200000	-	6500000	200000000
Entertainment tax	-	-	-	250000	100000
Providing of street light and energy charges	-	-	7500000	3000000	-
IHSDP	-	-	-	300000000	-
NUIS	-	-	-	700000	700000
BRGF	-	-	26700000	60000000	60000000
Public toilet	--	500000	-	2050000	1000000
KIOSK	-	-	500000	800000	800000
Local festival grant	-	-	902000	50000	200000
Solid waste management (State)	-	-	-	500000	
E.GOV	-	-	-	350000	500000
Important of tourist site light	-	-	-	500000	20000000
important of tourist site road	-	-	-	4000000	

construction of boundary wall for protection of govt land	-	-	-	3000000	3000000
<b>TOTAL</b>	<b>15,00,00,000</b>	<b>15,00,00,000</b>	<b>14,00,00,000</b>	<b>150,00,00,000</b>	<b>52,36,00,000</b>

From the above table it can be seen that Berhampur Municipal Corporation is getting various grants from Central and State Govt. It is the major source of income of the Berhampur Municipal Corporation. This is not a good sign, as the corporation has to depend on the Govt. grants for its sustenance. The amount of receipt from grants has considerably increased over the years. Comparing the years 2006-07 and the estimates for 2010-11 we can notice that the volume of grants has almost increased by more than three times.

**(vi) Overall Receipts**

The receipts of the Berhampur Municipal Corporation show an increasing trend over the last five years. The figure given below shows the details.

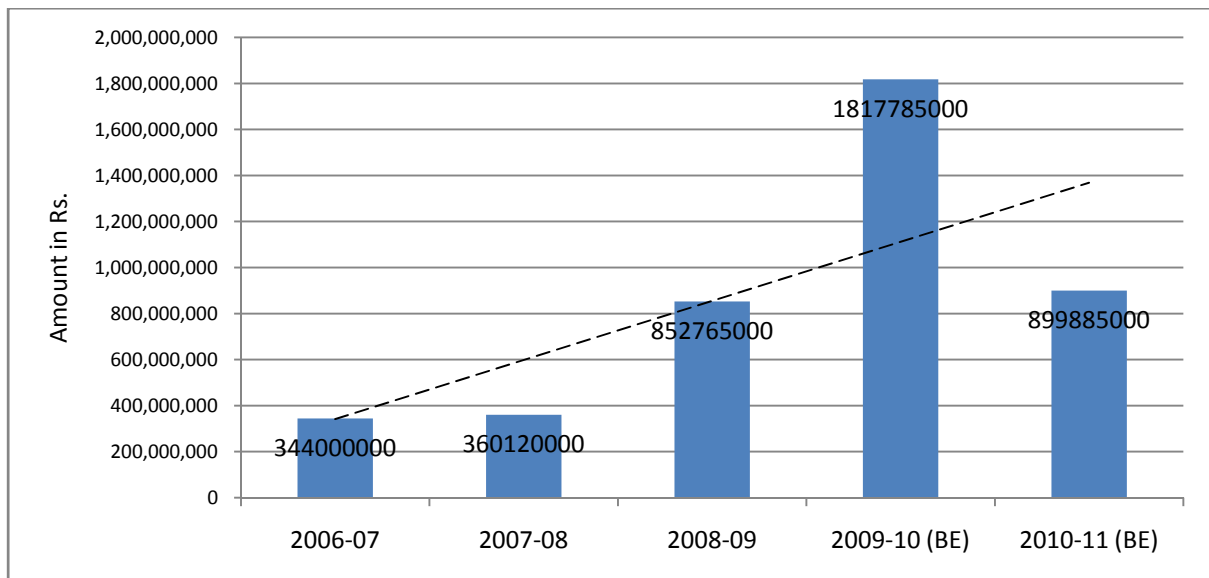


Figure 16: Total Receipts for Berhampur Municipal Corporation in different years

From the above figure it can be seen that total revenue receipts for the corporation has been in excess of Rs. 34 crores during the year 2006-07. There was a slight increase in this and the collection rose to around Rs 36 crores in the year 2007-08. The year 2008-09 show a sharp increase in this the total revenue for the corporation stood at around Rs. 85 crores. This trend is estimate to continue in the subsequent year also with the increase being even steeper. The estimates for the year 2010-11 however witness a decline with the total receipts of the corporation to be pegged at around Rs 90 crores.

### 3.3.2 Revenue Expenditure

The expenditure of the corporation goes mostly on the public convenience and public health which contributes a major portion of the total expenditure respectively. Compared to this, only a smaller fraction is spent on general administration and collection charges. Table given below shows the detailed expenditure of the municipal corporation over the last five years.

Table 16: Share of Expenditure under different heads for Berhampur Municipal Corporation

Sl. No.	Heads of Expenditure	2006-07	2007-08	2008-09	2009-10 (BE)	2010-11 (BE)
1	General Administration	2.60%	5.66%	0.98%	1.33%	3.86%
2	Revenue and Fees Establishment	2.17%	1.98%	1.25%	0.38%	0.99%
3	Account section Establishment	5.37%	1.66%	0.00%	0.02%	0.06%
4	P.W.D section Establishment	1.04%	0.80%	0.30%	0.78%	1.22%
5	Survey section Establishment	29.30%	0.44%	-	0.11%	0.01%
6	Medical Establishment	0.88%	4.10%	-	0.07%	37.26%
7	Libraries and reading room	-	1.06%	-	0.11%	0.09%
8	Lighting Establishment	-	78.00%	11.23%	0.08%	0.08%
9	Public health Establishment	10.27%	0.44%	4.79%	5.65%	5.37%
10	Public safety	1.39%	0.93%	2.39%	2.66%	-
11	Guest House, Kalyan mandap, and Town hall	0.52%	2.66%	0.42%	0.35%	-
12	PWD section expenditure	46.46%	2.26%	78.63%	88.46%	51.06%

From the above table it can be seen that the expenditure pattern in Berhampur Municipal Corporation is showing mixed trends. Considering the year 2006-07 it can be seen that the highest share of expenditure was related to the public works section expenditure and this section accounted for about 46% of the total expenditure of the municipal corporation. This was followed by the expenditure of the survey section which accounted for nearly 30% of the total expenses of the corporation. This was because of a particular survey that was undertaken that year by the municipal corporation. The expenditure of the general expenditure section, revenue and fees section and accounts section combined together account for another 10% of the expenditure of the municipal corporation. The public health section also spends around 10% of the total expenditure of the municipal corporation. The expenditure of the municipal corporation on other heads is negligible as compared to the total expenditure of the municipal corporation.

Coming to the year 2007-08 it can be seen from the above table that the major share of the expenses of the corporation was towards lighting establishment and accounted for nearly 80% of the total expenses of the municipal corporation. Surprisingly, the expenditure of the public works dept. which was very high in the previous year has reduced drastically and amounts to around 2% of the total expenditure of the municipal corporation. The share of the general

administration has marginally increased to around 5% of the total expenses and similar is the case with the expenses of the medical establishment section.

The years 2008-09 and 2009-10 show similar pattern of expenditure. Here also it can be seen that the highest expenses can be accrued to the public works section. While during the year 2008-09 it stood at around 79% of the total expenses, it increased to around 88% according to the estimates of 2009-10. There is a mild increase in the expenditure of the public health section. While in the year 2008-09 it was 4.79% it increased to 5.65% according to the estimates of 2009-10. The share of expenditure of other sections is meager as compared to these except for the lighting establishment section expenditure which was around 11% during the year 2008-09.

The estimates for the year 2010-11 show that a considerable part of the expenditure of the municipal corporation was on medical establishment and its share stands at 37.26% unlike the previous years. Here also the expenditure of the public works section is the highest and amounts to around 51% of the total expenses of Berhampur Municipal Corporation. The shares of expenses of all other sections are negligible and account for the rest of the expenditure of the corporation. The figure given below shows the total expenses of the municipal corporation over different years.

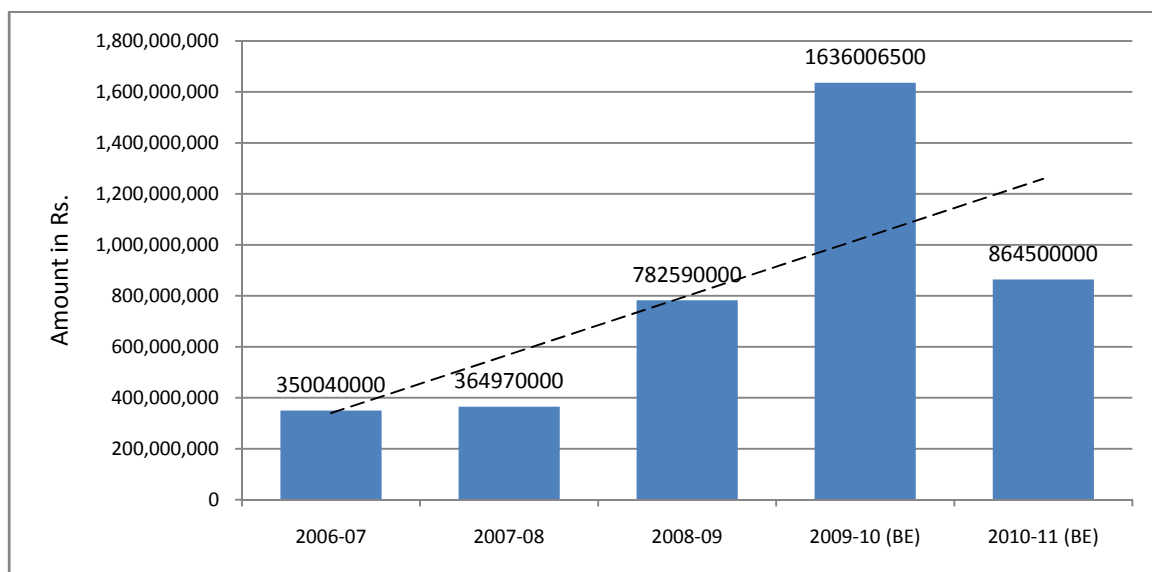


Figure 17: Total Expenditure for Berhampur Municipal Corporation in different years

From the above figure it can be seen that the total expenditure of the Berhampur Municipal Corporation is increasing over the years as the town is also expanding. For the year 2006-07 the total expenditure of the corporation was little above Rs. 35 crores and this witnessed a small increase in the year 2007-08 to a little over Rs. 36 crores. The year 2008-09 witnessed a drastic increase (more than doubled) in the figures and the total expenditure of the corporation stood in excess of Rs. 78 crores. The estimate for the year 2009-10 put this figure at even higher level and is expected to be in excess of Rs. 168 crores. Although the overall

trend has been increasing the estimates for the year 2010-11 put the total expenditure of the corporation much below the figures for the previous year and will be in excess of Rs. 86 crores.

#### **4. Status of Urban Reforms in the Town**

The urban areas in the state have huge potential for promoting economic growth and reducing poverty but are constrained by various factors such as lack of financial resources, poor level of services, and weak capability of ULB's. In this context, the Govt. of India has launched fiscal incentive programmes viz., JnNURM, UIDSSMT, IHSDP that provide significant grant support linked to reforms implementation. These programmes offer huge opportunities to ULB's for promoting economic growth and service delivery in an equitable manner. Under the Jawaharlal Nehru National Urban Renewal Mission, 63 cities are eligible for accessing funds. These 63 cities comprise of mega cities, metropolitan cities, capital cities and cities of architectural and cultural importance. To access funds under JNNURM, these 63 cities are required to prepare a City Development Plan (CDP) and implement a set of reforms at the State and the City level by entering into a tripartite agreement. Under JNNURM it is mandatory to prepare the City Development Plan through consultative process. The remaining cities and towns are covered under the UIDSSMT programme, which also provides grant support by linking investments to reforms implementation. Under UIDSSMT towns and cities are encouraged to formulate City Development Plans for holistic and planned development.

The Government of India in Dec, 2005 launched the UIDSSMT program in which Berhampur city is included by Government of Orissa. Under this program responsibility to implement various infrastructure development works lies with the municipal corporation. Along with the UIDSSMT, parallel innovative scheme titled as "Integrated Housing and Slum Development Programme" (IHSDP) was also launched by Govt. of India, Ministry of Housing and Poverty Alleviation. The UIDSSMT regime also stresses upon enhancing basic services to urban poor. This is also a part of the mandatory reforms as listed under the UIDSSMT. This reform is already undertaken by the Berhampur Municipal Corporation and separate budget has been marked for the urban poor which encompass several other programs. Around 25% of the total expenditure of the corporation has been earmarked to be spent on providing basic services to the urban poor. The following figure shows the amount spend under different heads as a part of providing basic services to urban poor.

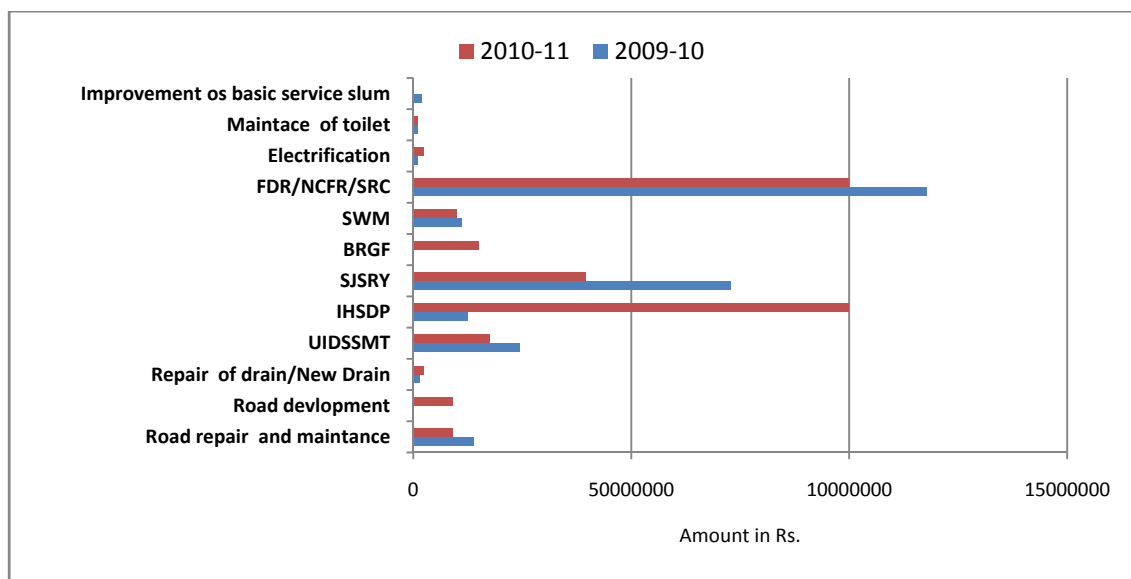


Figure 18: Expenditure for providing basic services to urban poor in Berhampur Municipal Corporation in different years

From the above figure it can be seen that the in providing basic services to the urban poor the maximum expenditure was trough FDR/NCFR/SRC expenditure in both the years 2009-10 and 2010-11. This was followed by expenditure through IHSDP and SJSRY. In total during the year 2008-09 about Rs. 38.30 crores was the budget for providing services to the urban poor. Similarly during the year the expenditure on providing basic services to the urban poor stood at around Rs. 21.61 crores which was also 25% of the total expenditure of Berhampur Municipal Corporation.

#### 4.1 Integrated Housing and Slum Development Programme (IHSDP)

The IHSDP has covered 49 slums for development during the phase 1. As per the slums survey, which was conducted in 1997-98, the total population of the slums is 88411 with 19,649 households and covering an area of 2,11,508 sq. mtrs. Out of the total 2,11,508 sq. mtrs of slum area, 89.55% of the area is authorized and the remaining 10.45% is unauthorized. According to the report of integrated housing and slum development programme for Berhampur city, about 80% of the people are permanent residents of the slums residing there since last fifteen years. Whereas about 15% of population have migrated from other areas in last five years and 5% have migrated in 5 – 10 years. The sex ratio is 860. Majority of the population belong to 18 to 60 years of age group and this shows that working population in the settlement is higher. Women are engaged as mostly house servant maids and daily wage labourers.

It was found that the city drinking water supply lines owned by state P.H.E.O. are available in few slums only. The city does not have sewerage system and the drainage system is quite bad. Access to toilets is also low as a result majority of the slums experience open defecation. Some slums have streetlights, which need to be upgraded to bring the illumination to the



desired level. A few slums do not have street light system at all need to be provided with new economical street light system. There is lack of toilets in the slums. Hence open defecation is prevalent. They have to go to nearby open ground to answer their nature's call. It was shocking to know that some of the grounds are about one to two kilometers away from the slums. This is a big issue mainly for the women due to security reasons. The women face a lot of harassment as well.

Water supply is very poor in terms of access and also quantity. The slum dwellers depend on the public stand posts. Very few slums have access to tube wells and the quality of the tube well water is low. On an average the supply is two hours daily but in some slums it comes only for one hour on every alternate day. Due to this, tension and quarrel among the slum dwellers are common and frequent. They have to depend on the local medical college. In terms of transportation, it is very poor in some of the slums. In one of the slums, people have to walk down a distance of four kilometers to get access to public transport system. Very few slums have schools, most of them up to fifth standard and a few up to seventh standard. All the schools have a maximum of two rooms where all the classes are conducted batch wise and children of different standards are accommodated in different corners of the room. Solid waste management is very poor throughout the city. All the generated waste lies along the roadside.

The IHSDP initially attempted to cover all the slums of Berhampur Municipal Corporation for integrated development. Accordingly socio economic and topographic survey was conducted. During the survey it was observed that there are many unauthorized jhuggis and there was little scope to evict and relocate them. After a discussion in the council meeting it was decided to identify the beneficiaries of this scheme as per guidelines of IHSDP. According to the guidelines 49 slums were selected for development. The following figure shows the total number of beneficiaries under this scheme in different slums of the town.

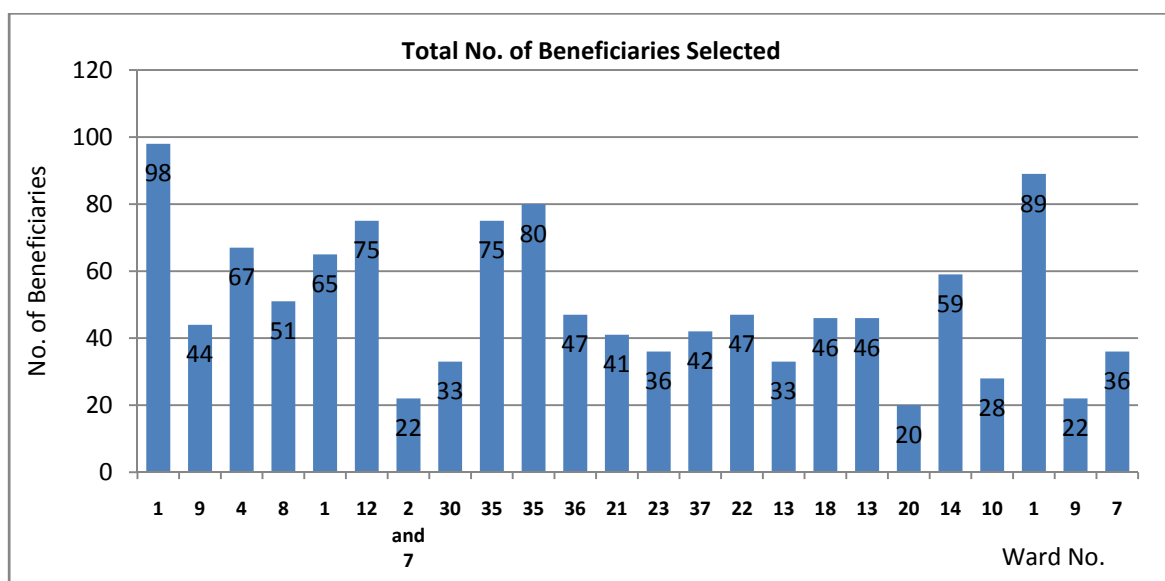


Figure 19: Distribution of all beneficiaries under IHSDP in Berhampur Municipal Corporation

From the figure it can be seen that most of the beneficiaries belong to ward no. 1 of the town. A total of 1202 beneficiaries were selected under this out of which around 993 belong to the scheduled caste and 7 belong to the scheduled tribes. While 123 and 48 beneficiaries belong to the OBC and general class respectively around 31 beneficiaries are Muslims. The municipal corporation received around Rs. 11.60 crores under this scheme during 2008-09. The estimates for 2009-10 and 2010-11 say that around Rs. 30 crore and Rs. 20 crore will be received during these two years respectively.

#### **4.2 Swarna Jayanti Shahari Rozgar Yojana (SJSRY)**

Swarna Jayanti Sahari Rozgar Yozana (SJSRY) is a centrally sponsored scheme to enable the BPL families to rise above the poverty line. This scheme has various components, which are given below in detail.

(i) Community Structure: Under this component, various training programmes are conducted for the slum dwellers which includes awareness programme, RCV (Residential Community Volunteers) training. During the year 2006-07 an amount of Rs.6,40,692 has been received from Govt. of which an amount of Rs.2,00,000 have been utilized by organizing training on various aspects. As compared to this, during the year 2009-10 around Rs. 6.90 lakhs was received by the corporation and was not entirely spent as the various training activities were not complete.

(ii) U.S.E.P. (Subsidy): In this component, Financial Assistance is given to the beneficiaries with a subsidy of 15% and the rest is loan from Bank and 5% is margin money of the project cost. During the period 2006-07 an amount of Rs.38, 66,648 have been received from Govt. and 2256 beneficiaries were covered under the scheme with an expenditure of Rs.33, 37,056. With respect to the year 2009-10 around Rs. 6, 10,000 was received by the ULB which was fully utilized.

(iii) Development of Woman and Children in Urban Areas (DWCUA): This scheme is distinguished by the special incentive extended to urban poor women who decide to set up self-employment ventures as a group. Groups of poor women shall take up an economic activity suited to their skill, training, aptitude and local conditions. Besides generation of income, their group shall strive to empower the urban poor women by making them independent as also providing a atmosphere for self-employment.

The DWCUA group sets itself up as a Thrift and Credit Society, in addition to its other entrepreneurial activity. The group is entitled to a lump-sum grant of Rs. 25,000 as revolving fund at a maximum rate of Rs. 1,000 per individual. 20 Thrift and Credit Societies (self-help groups) comprising women members are assisted with revolving fund. They are engaged in income generation activities like household articles, food items, etc. In this scheme, a maximum amount of Rs.1,000 is given to each member of a group with 10 to 25 members as revolving fund. During the year 2006-2007 an amount of Rs.3,62,500 have been received from Government. In the year 2009-10, under this head the corporation received Rs. 2.34

lakhs which remained totally unspent. However, seven groups have been sanctioned under this head in the town.

(iv) U.W.E.P. (Urban Wage Employment Programme): Under this scheme grants received from Government are utilized for the construction of road, drain etc. in slum areas. The work is being taken up with a ratio of 60: 40 of labour and material. During the year 2006-07 an amount of Rs.19,45,492 has been received by this corporation for utilization in the slum areas. In the year 2009-10 the ULB received Rs. 2.55 lakhs which was entirely utilized by the corporation. The table given below shows the detailed utilization of funds under this scheme in Berhampur town.

Table 17: Utilization of funds under SJSRY for Berhampur Municipal Corporation in 2009-10

Sl No	Name of the Component	Receipt of Funds		Total	Utilized	Balance	Status
		Central share	State share				
1	USEP(SUBSIDY)	4,58,000	1,52,000	6,10,000	6,10,000	Nil	----
2	USEP(TRAINING)	5,20,000	1,70,000	6,90,000	---	6,90,000	110 nos. trainees undergoing training non utilization of funds due to course is not complete for 6 months.
3	UWSP	1,36,000	70,000	2,06,000	---	2,06,000	Group has been formed and to be finance shortly.
4	T & C Society	2,13,000	21,000	2,34,000	---	2,34,000	7 no of T & C group has been sanctioned revolving Funds.
5	UWEP	2,10,000	45,000	2,55,000	2,55,000	Nil	---
6	UCDN	75,000	---	75,000	54,000	21,000	----
7	Infrastructure Support	75,000	---	75,000	---	75,000	Work under progress
	Total	16,87,000	4,58,000	21,45,000	9,19,000	12,26,000	---

From the above figure it can be seen that around Rs. 21.45 lakhs were received by the ULB during the year 2009-10. Out of these around Rs. 16.87 lakhs was the Central share while Rs. 4.58 lakhs was the state share. Out of this only Rs. 9.19 lakh was utilized whereas Rs. 12.26 lakh remained unspent.

### **4.3 National Slum Development Programme (NSDP)**

Under this scheme, roads, drains, street lighting, community toilet/bath for the slum people were constructed in the town. The allotment under the scheme concerned 70 percent as loan and 30 percent as grant. The loan part carried a grace period of five years for repayment with 10 percent interest per annum, in fifteen equal installments per annum and with a penal interest of 2.75 percent if not paid in time. The programme period is over and successful results have been achieved. In this programme special priority was given to the following aspects:

- Improvement of drinking water supply system
- Laying/relaying of roads
- Drainage facilities
- Construction of Community Halls

### **4.4 Valmiki Ambedkar Awas Yojana (VAMBAY)**

Valmiki Ambedkar Awas Yojana (VAMBAY) was introduced in the year 2001. The primary objective of this scheme was to provide shelter or upgrade the existing shelter of people living below the poverty line in the urban slums. The upper financial limit for construction of VAMBAY units under normal circumstances was Rs. 40,000 including provision for toilet for an area of not less than 15 sq. m. with a subsidy of 50 percent (i.e. Rs. 20,000) by HUDCO. Under this program, the town had identified 300 beneficiaries from 73 families and successfully completed the project.

### **4.5 Antodaya Anna Yojana**

Under this scheme a total of 3777 beneficiaries were covered. They have been covered by getting 35 Kg of rice per month at the rate of Rs. 3 per Kg for each beneficiary in the town Berhampur.

### **4.6 Annapurna Scheme**

This scheme covers the beneficiaries above the age of 65 years and each beneficiary is entitled to get 10 kg rice per month at free of cost. With respect to Berhampur around 400 beneficiaries have been covered under this scheme.

In view of this some of the key issues identified based on the data and also discussion with the govt. officials, civil society and key respondents are the following:

- **Lack of Basic Services:** The main concern in all the slums is sanitation. Due to lack of toilets there is high rate of open defecation. Water supply is very poor in terms of access and also quantity. Solid waste management is very poor throughout the city.

- All the wastes lie on the roadside. There is very poor transportation linkage. Lack of health and education facility is also a main issue. Where present, it is in a very dilapidated condition. Lack of access to storm water drains leads to flooding.
- The key to a successful implementation of Slum Improvement Program is community participation. In Berhampur town it is observed that the communities are not involved in the running of the programmes.
- Other issues include tenure security and improving living condition in the slums.

#### 4.7 Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT)

Urban infrastructure Development Scheme for Small and Medium Towns aims at improvement in urban infrastructure in towns and cities in a planned manner. This scheme is the merger of the existing schemes of Integrated Development of Small and Medium Towns (IDSMT) and Accelerated Urban Water Supply Programme (AUWSP). With respect to Berhampur it is observed that most of reforms under this scheme relate to the restoration of water bodies and supply of drinking water.

Considering the present and future demands and availability of drinking water facility with respect to quality and quantity, the role of existing water bodies is assuming prominence. At present there are 48 water bodies (ponds/tanks) spread out at various locations in the city. The water bodies have been a part of the day to day life of the city and its people particularly those who could not afford to pay for the treated piped water supply system. They constitute about 25 – 30% of the total city population. These people depend on the water bodies for bathing and washing. The following table presents the list of tanks selected for renovation as a part of UIDSSMT.

Table 18: List of water bodies selected for Development in Berhampur Municipal Corporation

Sl. No.	Ward No.	Name Of The Public Water Bodies	Sl. No.	Ward No.	Name Of The Public Water Bodies
1	1	Haradakhandi Tank	22	19	Mohanty Tank-Goods Shed Road
2	1	Mandia Tank	23	19	Deula Tank
3	1	Das Tank	24	19	Trimurty Tank
4	2	Dhoba Tank	25	19	Agula Tank
5	4	Taluka Tank	26	22	Kamapalli Tank
6	5	Dayamohanty Tank	27	23	Tank near Municipality Colony
7	6	Jagabandhu Tank	28	24	Goilundi Tank
8	7	Ainabandha Tank	29	24	Hota Tank
9	8	Salia Tank	30	25	Deula Tank, Lanjipalli
10	9	Nilakantheswar Tank	31	25	Nua Tank-Lanjipalli
11	9	Gudi Tank	32	25	Deo Tank
12	10	Ramalingam Tank	33	25	Ganesha Tank near JailSchool Training

13	10	Sriramnagar Nala Tank	34	26	Singi Tank
14	14	Babajee Tota Tank	35	26	Dhoba Tank near Panda Colony
15	15	Golapalli Tank	36	26	Raut Tank
16	16	Gudia Tank	37	26	Nua Tank, Ambapua
17	17	Bijipur Tank	38	26	Redika Tank
18	17	Sunari Tank	39	27	Bada Tank, Ankuli
19	18	Nua Tank	40	27	Boitalu Tank
20	19	Uttareswar Nua Tank	41	27	Bari Tank
21	19	Salia Tank	42	27	Bhairavi Tank

It is learnt that the tanks were constructed/developed over naturally existing water bodies during the regime of Kings in 19th Century A.D. It is also learnt that there were interconnecting underground passages for each tank for filling. But, those passages are no more existing or traceable. Originally, the public water bodies in Berhampur City were constructed mainly for irrigation purposes. When canal and groundwater (bore well) irrigation system were not existing or not predominant, these tanks were considered to be ample source of water for crops for nearby/surrounding cultivable lands. Basically, the farmers depended on the tanks for water during Rabi crops and during the dry intervals between rains. But due to urbanization and growth of non-agricultural activities such as residential, commercial and industrial, the agricultural activity has been reduced significantly. As a result the tanks were used more for potable and non-potable purposes and not for irrigation. The water bodies have been supplementing the gap between demands and supply and will continue to do so provided they are developed and maintained properly. They are also the cheapest source of water for all the purposes excluding drinking and cooking.

All the tanks have been invaded by water borne plants and weeds due to excess organic contents in the water. Storm water from the nearby catchments areas and city drains carrying highly toxic and organic pollutants discharge into the tanks. Rainwater is the only source of recharge/filling of these tanks. No outlets and no gradient are available for natural discharge from or emptying of the tanks. Out of the 48 tanks 6 of them are under civil disputes and public accessibility to those tanks is no more available.

As a part of this scheme Rs. 1665.89 lakhs was the sanctioned cost of undertaking the restoration of the water bodies in the town. Out of this the central share was around Rs. 1332.72 lakhs which has already been released by the centre. The state govt. has released its share of Rs. 165.59 lakhs and similarly the ULB share of Rs. 83.345 lakhs is yet to be released. Therefore in total around Rs. 1581.65 lakhs has already been released by the three sources for the preservation of 42 water bodies. In the first phase the renovation work of 28 nos. of Water Bodies were planned. Various items/ components of the development work were as mentioned in the sanctioned DPR. Out of 28 nos. of Tanks the works of 20 nos. of tanks have been completed. For five of tanks the work is still in progress. One tank work is expected to start soon. The work of one no. tank could not be started due to site dispute. Work of one tank was put under cancellation. Re-tender is being issued for six tank works.

Similarly, tender for the balance 8 tanks is scheduled to be invited soon. The financial progress of these is pegged at around 46.11 %. The problems for this delay are;

- Due to Water Scarcity Problems in the City of Berhampur, Orissa and due to rainy seasons, it is very difficult to continue the Renovation Works of the Water Bodies.
- City of Berhampur, the southern capital of Orissa is famous for its summer festivals during which the tank/pond water are in huge demand because of acute shortage of piped water supply system and habit/living style of people of depending on surface water of the Tanks/Ponds/ Water Bodies. So, difficulties and objection of peoples are being experienced to dewater the tanks prior to work execution during summer in spite of the fact that summer season is the most suitable time period of the year to commence tank/pond/surface water body execution and preservation works.
- Therefore, it can be said that intermittent discontinuities are causing delay in completion of the works. But appropriate actions are being taken not to exceed the final target year 2011-12.
- Enhancement of rates of materials, labour and POL in market compared to the estimated rates as per DPR and minimum tendered rates are higher than the DPR rates.
- Delay occurred in invitation of tenders, acceptance of tenders, issue of work orders and commencement for a few tanks due to imposition of election code of conduct thrice from 2007-08 to 2008-09 vide Orissa Panchayat Election ,Orissa Municipal Election and General Election

As a part of survey and investigation work for 42 water bodies under UIDSSMT, Rs. 9.01 lakhs, was approved out of 1.5% Incentive Funds for the town. The survey and investigation works were required before physical execution of the restoration of 42 water bodies. Out of 42 survey work for 41 was completed with a physical achievement of over 97%. So the survey was completed in time for 41 water bodies and could not be taken up in one due to site dispute.

**BOX 3: Highlights of UIDSSMT (Water Body Restoration) in Berhampur Municipal Corporation**

Total Sanctioned Project Cost	Rs. 1665.89 Lakhs	
Funds Received And Contributed By ULB Till Date In	FIRST PHASE	SECOND PHASE
(a) Central Share	Rs. 666.36 Lakhs	Rs 666.35 Lakhs
(b) State Share	Rs. 83.30 Lakhs	Rs 83.29 Lakhs
(c) ULB Share	Rs. 83.345 Lakhs	To be released (Rs 83.25) Lakhs
<b>TOTAL</b>	<b>Rs.833.005 Lakhs</b>	<b>Rs 749.64 Lakhs.</b>
Total Funds Made Available Till Date In 1st Phase & 2nd Phase	Rs (833.005+749.64) Lakhs = Rs 1,582.645 Lakhs	
Incentive sanctioned till date	Rs.24.99 Lakhs (1.5% of the Approved Project Cost for DPR Preparation Charges)	
Payment Made Till Date Out Of The Incentive Grant Received (Gross Value)	Rs. 8.80 Lakhs	
Actual Value Of Work Done Till Date Out Of The Sanctioned Incentive Of Rs.24.99 Lakhs	Rs. 15.18 Lakhs	
Present Physical Status of the 36 nos. Of tanks for which tenders have already been invited	<p>Work orders issued for 28 nos of tanks out of which:</p> <p>(i) The works of 5 nos. Of tanks are in progress</p> <p>(ii) The works of 22 nos. Of tanks completed</p> <p>(iii) The work (sl.no.24) of 1 no of tank has been put up for cancellation. After cancellation the tender will be invited for balance work.</p> <p>(iv) The work of 1 no of tank is yet to begin due to site disputes.</p> <p>(v) Retender to be invited for 7 nos. Of tank</p> <p>(vi) One work to be placed before standing committee on contracts for acceptance of rates</p> <p>(vii) Tender invited for 5 nos. Of tank works and tenders under process</p>	

The other works under the UIDSSMT scheme relate to the various mandatory reforms and the optional reforms. At Urban Local Body level the following are the set of mandatory reforms:

1. Adoption of modern, accrual-based double entry system of accounting in Urban Local Bodies / Parastatals
2. Introduction of system of e-governance using IT applications like, GIS and MIS for various services provided by ULBs / Parastatals.



3. Reform of property tax with GIS, so that it becomes major source of revenue for Urban Local Bodies (ULBs)
4. Levy of reasonable user charges by ULBs/Parastatals with the objective that full cost of operation and maintenance or recurring cost is collected within next seven years.
5. Internal earmarking within local body, budgets for basic services to the urban poor.
6. Provision of basic services to urban poor including security of tenure at affordable prices, improved housing, water supply, sanitation and ensuing delivery of other already existing universal services of the Government for education, health and social security.

The set of optional reforms at Urban Local Body level are the:

1. Revision of bye-laws to streamline the approval process for construction of buildings, and development of sites.
2. Simplification of legal and procedural frameworks for conversion of agricultural land for non-agricultural purposes.
3. Introduction of Property Title Certification System in ULBs.
4. Earmarking at least 20-25% of developed land in all housing projects (both Public and Private Agencies) for EWS/LIG category with a system of cross subsidization.
5. Introduction of computerized process of registration of land and property.
6. Revision of bye-laws to make rain water harvesting mandatory in all buildings and adoption of water conservation measures.
7. Bye-laws for reuse of recycled water.
8. Administrative reforms, i. e., reduction in establishment by bringing out voluntary retirement schemes, non-filling up of posts falling vacant due to retirement etc., and achieving specified milestones in this regard.
9. Structural reforms
10. Encouraging Public Private Partnership

Tables given below show the progress of these reforms in Berhampur Municipal Corporation.

Table 19: Monitoring Of Mandatory ULB Level Reforms in Berhampur Municipal Corporation

Sl.No.	Reforms	Current Status
1	Full migration to Double Entry Accounting system  Timeline Committed: 2009-10  Achievement: NO	<ul style="list-style-type: none"> <li>• As per O.M. Accounting Manual for Double Entry Accounting System / Policy / Procedures, preparatory works are in progress.</li> <li>• A Consultant named M/S Sahoo &amp; Company are assisting this ULB to prepare the Opening Balance Sheet as on 1.4.07 as decided through GOI-UNDP-CBDUG Project in association with H &amp; U.D. Dept., Govt. of Orissa.</li> <li>• The Opening Balance Sheet as on 1.4.07 has been prepared by the consultant. The same is under scrutiny and necessary corrections/ adjustments are under process. After the Balance Sheet as on 1.4.07 is finalized and approved, the transactions and entries made from 1.4.07 onwards will be reentered as per Double Entry Accounting System and in this process complete switchover from the present non-accrual based</li> </ul>

		<p>accounting system (Single Entry System) to accrual based Double Entry Accounting System is expected to achieved by end of the financial year 2010-11.</p> <ul style="list-style-type: none"> <li>In the meanwhile existing property and holdings data from the registers are being transferred to computers through appropriate Software.</li> </ul>
2	<p>Property tax reforms, 85% coverage ratio and 90% collection ratio</p> <p>Timeline Committed: 2010-11</p> <p>Achievement: NO</p>	<ul style="list-style-type: none"> <li>Cadastral revenue maps have been procured for Berhampur Municipal Territory.</li> <li>Property Survey works are under process and AIILSG, Bhubaneswar are helping in this regard as the consultant through GOI-UNDP-CBDUG project in association with H &amp; U.D. Dept., Govt. of Orissa. After survey works are completed then digital conversion and mapping with satellite image superimpose works will be done.</li> <li>This will help to assess the actual total No. of properties, their individual sizes and categories, year of constructions, etc.</li> <li>This will also help to timely assess increase in holdings or charge in use/size/ categories and hence the tax and other user charges collection efficiency will be achieved by more than 85 %. Holding field survey works and their computerization works are in progress</li> </ul>
3	<p>Levy of user charges : Full recovery of O&amp;M charges for sewerage, water supply and SWM</p> <p>Timeline Committed: 2011-12</p> <p>Achievement: NO</p>	<ul style="list-style-type: none"> <li>User charge collection for parking, cleaning of nursing homes and clearance of roadside debris, connection of domestic drains to municipal drains have been introduced. Identification of other areas for levy of user charges are in process. Besides, H &amp; U.D.</li> <li>Dept., Govt. of Orissa is also devising a module for coverage of User Charges in a more logical and acceptable manner so that more revenue would be generated for all ULBs to make themselves financially sustainable and to breake-even the cost of various service delivery systems.</li> </ul>
4	<p>Internal earmarking of basic services to urban poor</p> <p>Timeline Committed: 2009-10</p> <p>Achievement: NO</p>	<ul style="list-style-type: none"> <li>A specific budget head for “Services to the Urban Poor” has been created in the year 08-09.</li> <li>Government Order / Resolution made for earmarking 25% of the ULB budget for urban poor.</li> <li>In the ULB budget for the year 2009-10, an amount of Rs.308.30 lakhs have been earmarked specially for Providing Services to the Urban Poor which is 26% of the total internal funds/resources meant for providing various basic services only.</li> </ul>
5	<p>e-governance</p> <p>Timeline Committed: 2011-12</p> <p>Achievement: NO</p>	<ul style="list-style-type: none"> <li>Birth &amp; Death registrations computerized.</li> <li>The Orissa Computer Application Centre has been (OCAC) assigned with the work of implementing the modules.</li> <li>Networking of computers with internet connection has been completed.</li> <li>Important and quick correspondences are being done through newly opened e-mail ID :- ber_municipality@rediffmail.com &amp; berhampur.hud@ori.nic.in</li> <li>Construction of a Citizen Facilitation Centre has been completed which would help the people to get desired information related to this ULB under single window system through computerized network and related software.</li> <li>e-Seva project has been initiated and commissioned as a part of e-governance process in the city of Berhampur and better Public grievance redressal system will be achieved. Besides, e-municipality program for also is in the process for which TCS is about to provide necessary technical and professional assistance.</li> </ul>

6	<p>Provision of basic services to urban poor including security of tenure at affordable prices, improved housing, water supply, sanitation.</p> <p>Timeline Committed: 2011-12</p> <p>Achievement: NO</p>	<ul style="list-style-type: none"> <li>• Providing Basic Services to Urban poor are being planned to be covered in a large scale under IHSDP for the poor and slum dwellers of the city.</li> <li>• In the month of March-09, an IHSDP Project covering 1202 nos. of Dwelling Units and Poor Slum Dweller.</li> <li>• Beneficiaries have been sanctioned by the State Govt. (Orissa) and Central Govt. for a total Project cost of Rs 3101.19 lakhs including incentives.</li> <li>• A/A of the project has been accorded by the H &amp; U D Department and follow up action is being taken for execution of the project soon.</li> </ul>
---	---	---

From the above table it can be observed that none of the mandatory reforms that need to be undertaken by the ULB as a part of UIDSSMT has been done yet (by the year ending 2010). Although work has started in most of the cases the progress is very slow due to the presence of certain bottlenecks. Since the timeline for meeting these reforms is 2011-12, it raises serious concerns about whether the ULBs will be able to achieve the required status by the completion of the project period.

Table 20: Monitoring Of Optional ULB Level Reforms in Berhampur Municipal Corporation

Sl. No.	Reforms	Current Status
1.	Introduction of Property Title Certification system.	<ul style="list-style-type: none"> <li>• Timeline Committed: 2008-09</li> <li>• Achievement: NO</li> <li>• <b>Status:</b> The Reforms is in progress at par with Property Tax Reforms as mentioned in Sl.2 above</li> </ul>
2.	Revision of By-Laws for Streamlining building approval process (State Level)	<ul style="list-style-type: none"> <li>• Timeline Committed: 2007-08</li> <li>• Achievement: YES</li> <li>• <b>Status:</b> The existing system, bye-laws and procedures in this ULB have already been simplified.</li> </ul>
3.	Simplification of legal procedural framework for conversion of agricultural land for non-agricultural purpose (State Level)	<ul style="list-style-type: none"> <li>• Timeline Committed: 2006-07</li> <li>• Achievement: YES</li> <li>• <b>Status:</b> The existing ULB level procedure is very simple, less time consuming and charges are also genuinely minimum.</li> </ul>
4.	<p>Provision of rain water harvesting in all buildings(State Level)</p> <p>Timeline Committed: 2006-07</p> <p>Achievement: YES</p>	<ul style="list-style-type: none"> <li>• Presently, building construction approvals are being made by BDA, Berhampur. After transfer of the said organization (BDA, Berhampur) to the control of this ULB, Rain Water Harvesting will be made mandatory in all new buildings to be constructed.</li> <li>• However, presently BDA, is also insisting on Rain Water Harvesting while according approval for new building construction.</li> <li>• Besides, people of Berhampur are being explained about the benefits of Rain Water Harvesting and are being motivated through various media to adopt the same as per approved low cost designs and drawings</li> </ul>

5.	Earmarking of 20-25% of developed land for EWS and LIG category.	<ul style="list-style-type: none"> <li>• Timeline Committed: 2008-09</li> <li>• Achievement: NO</li> <li>• <b>Status:</b> BDA, is presently looking after the same.</li> <li>• After transfer of BDA, Berhampur to the control of this ULB, this aspect will be taken care of.</li> </ul>
6.	Introduction of computerized process of registration of land and property.	<ul style="list-style-type: none"> <li>• Timeline Committed: 2008-09</li> <li>• Achievement: YES</li> <li>• <b>Status:</b> Computerized process of registration of land and properties are already in progress.</li> </ul>
7.	Bye-laws on use of reclaimed water.	<ul style="list-style-type: none"> <li>• Timeline Committed: 2011-12</li> <li>• Achievement: NO</li> <li>• <b>Status:</b> It will be done in 2011-12</li> </ul>
8.	Administrative Reforms  Timeline Committed: 2009-10  Achievement: NO	<ul style="list-style-type: none"> <li>• This reform is in progress.</li> <li>• Recently this ULB achieved the status of a Municipal Corporation and was officially declared in DEC-08. As a result the administrative and political modification/elevation/reform are already in the process.</li> <li>• Computerisation, net working, e-governance, e-municipality, Citizen Facilitation Centre, Jana Seva Kendras are being institutionalized at Berhampur under the aegis of Berhampur Municipal Corporation.</li> <li>• These facilities and system will definitely boost the Administrative and Structural Reforms in process.</li> </ul>
9.	Structural Reforms  Timeline Committed: 2009-10  Achievement: YES	<ul style="list-style-type: none"> <li>• It is taking place as per instruction of the Govt. from time to time.</li> <li>• One such reform is hiring of services, machineries, tools &amp; plants and personnel through outsourcing instead of direct appointment or direct procurement and this ULB has already started to adopt it.</li> </ul>
10.	Encouraging Public Private Partnership.  Timeline Committed: 2006-07  Achievement: YES	<ul style="list-style-type: none"> <li>• Already initiated and projects are in progress for which PPP are feasible.</li> <li>• Four nos of high mast street lights have been installed within the city and a few more are under planning.</li> <li>• Similarly, a few Traffic Control Post/Towers have also been erected through PPP mode.</li> <li>• Besides a few Shopping Complex/Individual Shops have already been constructed on PPP mode.</li> <li>• Action is being taken to develop Road Side Spaces at a few locations on PPP mode.</li> <li>• Also construction of a few shops /shopping complex are being planned to be constructed on PPP mode.</li> </ul>

From the above table it can be seen that some progress has been made as far as optional reforms are concerned in Berhampur Municipal Corporation. Out of the ten reforms suggested at the ULB level, the majority of the reforms have been achieved. There has been no achievement in case of four reforms. These reforms are: (i) Introduction of Property Title Certification System, (ii) Earmarking of 20-25% of developed land for EWS and LIG category, (iii) Bye-laws on use of reclaimed water and (iv) Administrative Reforms. However in all of these reforms work is currently underway or will be done during 2011-12.