Local Government Management
Learning Kit for
Elected Women Representatives of
Urban Local Bodies of Orissa

Reader / Handout composed by Piyush Ranjan Rout Executive Director CMAO for educational purposes only and we acknowledge all concern.

City Managers’ Association Orissa
Housing & Urban Development Department
Govt. of Orissa
Cities are perhaps one of humanity’s most complex creation, never finished, never definitive. They are like a Journey that never ends. Their evolution is determined by their ascent into decline. They are the perhaps, the present and the future.
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1. Women in Urban Governance

A century after receiving the right to vote, women still find themselves struggling for a political voice, and many of today’s cities continue to exclude women from formal governance structures. Worldwide, women constitute half the citizenry, and nearly 40 percent of the labour force. Through their unique roles as mothers and homemakers, women constitute a formidable catalyst for social change, if only because they represent a disproportionately large share of the world’s poor. Yet, economic disadvantage continues to act as a barrier to women’s full participation as global citizens, while their concerns remain low among urban priorities.

A number of countries have passed groundbreaking legislation facilitating women’s participation in decision-making processes. However, access alone to the political process does not solve all problems. While actual numbers of women in local government have increased, the issue goes beyond numbers. Women’s multiple roles as wives, mothers, community workers and employees severely limit their time, while weak and undeveloped democracy can further hamper women’s participation. In addition, women elected to public office often find it difficult to function in a male preserve, while poor urban women in particular continue to be excluded from decision-making processes.

Around the world, legislation adversely affecting low-income women is still being passed, notably in such areas as health, education, access to real estate and security of tenure. In addition to the need for more capacity-building opportunities for women, there is a need to strengthen the capacities of local authorities in the incorporation of gender-based issues in the governance process.

Worldwide women form just over 11% of members of national elected parliaments. Figures for 2001 from the Inter-Parliamentary Union show women’s representation in the Parliaments (single house or Lower House only). Top 10 Countries are classified by descending order of the percentage of women in the lower or single House.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Country</th>
<th>No. of Women</th>
<th>% of seats</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Sweden</td>
<td>149</td>
<td>42.70</td>
</tr>
<tr>
<td>2</td>
<td>Finland</td>
<td>65</td>
<td>39.40</td>
</tr>
<tr>
<td>3</td>
<td>Netherlands</td>
<td>67</td>
<td>33.50</td>
</tr>
<tr>
<td>4</td>
<td>Norway</td>
<td>59</td>
<td>33.00</td>
</tr>
<tr>
<td>5</td>
<td>Iceland</td>
<td>47</td>
<td>31.30</td>
</tr>
<tr>
<td>6</td>
<td>Germany</td>
<td>9</td>
<td>27.30</td>
</tr>
<tr>
<td>7</td>
<td>New Zealand</td>
<td>176</td>
<td>26.20</td>
</tr>
<tr>
<td>8</td>
<td>Mozambique</td>
<td>16</td>
<td>25.00</td>
</tr>
<tr>
<td>9</td>
<td>South Africa</td>
<td>63</td>
<td>25.20</td>
</tr>
<tr>
<td>10</td>
<td>Spain</td>
<td>100</td>
<td>25.00</td>
</tr>
<tr>
<td>35</td>
<td>United Kingdom</td>
<td>118</td>
<td>17.90</td>
</tr>
<tr>
<td>76</td>
<td>India</td>
<td>48</td>
<td>8.80</td>
</tr>
</tbody>
</table>

Source: Inter parliamentary Union www.ip.org.
Agents of Positive Change

Although women are found to be less corrupt and more responsive to the needs of communities, there is a persistent worldwide trend indicating low rates of political participation by women, both as voters and as candidates. Studies indicate that many women are not independent voters, but rather follow voting patterns suggested by male family members. The majority of such women are illiterate and lack information and political awareness. Worldwide, there is a need for women’s education to instil confidence, clarity of purpose, priorities, commitment and the ability to present their case skilfully.

The political empowerment of women requires a transformation of existing political structures and systems, rendering them more responsive to women. The avenues available for women’s political activity within civil society are often restricted, limited to organizations that are gender-typed, gender-segregated or politically less influential. For example, poor women tend to be associated with religious groups rather than trade unions, political parties or business associations with real political strength.

Gender differences

Sweden has the highest proportion of women in decision-making positions, both at national and local levels. This is not surprising, perhaps, since in Swedish political parties there is a 50 percent quota system for women. However, the social profile of Swedish women is different from that of the rest of the world. Swedish women tend to be more educated than Swedish men, and therefore more likely to become public sector decision-makers. There is an inherent bias in the Swedish system, however, as women are less likely to be found in the private sector. While many women entrepreneurs are running their own businesses, they are yet to be fully accepted in this almost all-male preserve. Jamaica is similar to Sweden - though with very different societal norms and at a different stage of development - since it too has comparatively many well-educated women. As in Sweden, Jamaican women tend to enter the public sector, with relatively fewer women going to the private sector. From these two geographically very diverse examples, it would appear that, in some countries, women are becoming better educated and moving into roles as decision-makers.

There is need for a new, critical look at governance, especially through the eyes of women. As has already been noted, women are less likely to be corrupt and more likely to be responsive to community needs than men, and women in leadership positions are better at fostering confidence and trust. An analysis of the Best Practices database reveals that in over 1,000 cases documented, less than 10 percent of women had taken a leadership role, though women figured as participants in approximately 40 percent of the them.
Although this is a positive trend, women’s participation in leadership positions is still limited. Political parties need to encourage women’s participation, as well as seeking out and supporting potential candidates. The rise of women to positions of local leadership does not obviate the need to educate men to be more responsive to gender needs, as well as supporting women in their new roles and responsibilities.

**Women’s Participation in Urban Local Governance in India**

The 74th Amendment of the Constitution, 1992 has served as a major breakthrough towards ensuring women’s equal access and increased participation in local government. The Constitution (74th Amendment) Act, 1992 aims at Constitutional guarantees to safeguard the interests of urban local self government to enable them to function as effective democratic and self governing institutions at the grass root level. This Amendment provides for reservation of 33 1/3 percent of elected seats for women at local government level in urban and rural areas. There is also a one-third reservation for women of posts of chairpersons of these local bodies. A very active role for women in local governance is envisaged as compared to governance at the state and national levels in India. These provisions have provided great opportunities and challenges to women in India, particularly in the local government field. This is of great significance, since this grass-root level participation has considerably broadened the base of women’s participation in politics at city level.

**Limits and constraints**

Involvement of women in the political arena and in decision-making roles is an important tool for empowerment as well as monitoring standards of political performance at local level. However, in the present political process of entry into decision making political institutions, there is growing influence of money and muscle power, backroom dealings, communalisation and criminalisation. In many respects women and men elected representatives face similar problems on election to office. Above all there is a need to understand just how to be a good local politician. The role of political representatives at local level is demanding and all new ‘recruits’ need time to gain experience and to understand the rules, regulations and procedures governing the administrative bureaucracy with which they now have to work – often quite closely in the urban service delivery system. Some of the major constraints that prevent women from effective participation at local level are as follows:

1. Lack of orientation / training in urban development issues and municipal administration.
2. No proper knowledge / orientation about municipal acts and rules and regulations.
3. No prior experience about dealing with multidimensional urban development issues / civic issues and its complexities.
4. Lack of knowledge about technical in-puts related to urban service delivery system.
5. Lack of support from senior male / female colleagues in the party / municipal body.
6. Less co-operation from municipal officials understanding about various facets of the budget, such as allocation of budget at ward level (at central / ward level).
7. Lack of party support and poor organisational structure.
8. Lack of money and resources to sustain the electoral campaigns (inspite of code of conduct by election commission).
9. Discrimination in decision making at party level.
10. Specific notions towards politics and political atmosphere.
11. Fear and insecurity.
12. Lack of confidence in public speaking.
13. Criminalisation of politics and use of money power.
14. Family responsibilities.

**Understanding the spirit of the 74th constitutional amendment**

**Decentralised decision-making** things that affect the day-to-day life of the citizens are to be done in consultation with them, such as deciding on the location of the health centre/PDS/school etc.

**Greater transparency in decision-making** people have a right to know what are the provisions available for them, they should have an opportunity for public debate to ensure decisions taken have local relevance.

**Financing to meet the requirements of the community** finances for meeting the needs may come from the relevant department for provision of services, however, decisions must be those that benefit most in the community in consultation with the people

**Ensuring a voice for the people** Councillors / Corporators communicate the people’s needs to the decision-making bodies.

**Protecting the democratic process**
Councillors / Corporators as well as officials have responsibilities towards the people, and people have a right to demand accountability from them.
Good governance

*Good governance is also responsive to the present and future needs of society*

Good governance is a concept that has come into regular use in political science, public administration and, more particularly, development management. It appears alongside such terms such as democracy, civil society, participation, human rights and sustainable development. In the last decade, it has been closely associated with the public sector reform.

Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. (OECD, 2001).

**Participation** by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.

**Transparency** means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.

**Effectiveness and efficiency**: Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

**Responsiveness**: Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

**Accountability** is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.
Consensus oriented: There are several actors and as many viewpoints in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

Equity and inclusiveness: A society’s well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being.

Rule of Law: Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.

Gender and the Norms of Good Urban Governance

The Campaign for Good Urban Governance is underpinned by seven interrelated norms: sustainability, decentralisation, equity, efficiency, transparency and accountability, civic engagement and citizenship, and security. Whilst each of these is applicable to both men and women, there are specific gender aspects that need to be highlighted. This section uses the norms as an analytical framework for viewing women's greater inclusion in the decision-making process.

Sustainability

Women play a critical role in urban life, with extensive responsibilities for their families' welfare. Sustainability is a cornerstone of future cities' planning and consultations with all stakeholders in cities, in particular for environmental planning and management, have been identified as a prerequisite for sustainability (UNCHS: 2000a). At times women's livelihood strategies and efforts to provide their households with basic necessities bring them into conflict with local government. It is essential that urban poor women's constraints are recognised and worked with, through supportive partnerships with local authorities.

Decentralisation

Decentralisation presents the opportunity for greater involvement of women in planning and consultation processes, and also has the potential for a more gender conscious allocation of local resources. Local authorities are closest to their citizens and hence in the best position to involve women in the decision-making process and in consultation. The decentralisation of authority and resources is also an important means of improving stakeholder participation. However, struggles around resources at the local level can be unruly and local patron-client networks sometimes involve malfeasance and pork-barrel politics, which may serve further to exclude women rather than to encourage them into the political process.
Equity

Equity in the city implies representation as well as access to resources. Equity of access to decision-making and the basic necessities of urban life are basic to good urban governance. Yet there are countless ways in which income or social status affect people’s ability to participate in city life and access its resources. Even when resources are available, public expenditure may be under-allocated in gender terms (UNIFEM, 2000: 12). For example, economic restructuring often impacts more heavily on women as cutbacks are concentrated on health and social services which support their domestic and caring roles (Moser, 1996). Women’s rights to representation, as well as to basic services and other urban resources, cannot be denied.

Efficiency

The role women play in the urban economy is often not recognised because much of it takes place in the informal economy or hidden from view as home-working. Cities need to be efficient in terms of finances and administration. This means regulating and coordinating local authorities' management, and targeting finances for effective performance. To ensure this happens, women and men have to be able to contribute optimally to their own survival and the economy. A key challenge is to make visible and valued the contribution of women as well as men to the efficient operation of cities. Efficiency is compromised when women and the poor are not involved in decision-making and policy choices.

Transparency and accountability

A World Bank study demonstrates that the greater women’s rights, and the more women participate in public life, the less public sector corruption there is (World Bank, 2000b:1). However, women must be in a position to access, interpret and comment upon local government performance. Transparency and accountability depends upon city administrations and politics being open to public scrutiny. Communication needs to be accessible to people who cannot handle complex documents, to those not used to engaging in public debate, and to working parents with limited time -- all factors affecting women more than men.

Civic engagement and citizenship

Governments and international agencies alike have increasingly appreciated the importance of women’s grassroots organisations. The crucial role played by women organised on the ground -- in advocating for services and providing infrastructure and basic services themselves in the absence of provision from other sources -- cannot be over-emphasised. It is the responsibility of local authorities to encourage the full engagement of women citizens. It is also in their interests to do so to ensure the effective functioning of urban neighbourhoods.

Security of individuals and their environment

Insecure and even hostile urban environments can be perpetuated by local authorities' inattention to planning for women's security both domestically and in public places. Security of individuals and their environment is not confined to cities of the North or the South. It is a matter of growing urgency as unsafe cities restrict access and mobility for their citizens, especially women. Violence against women is just as likely to happen in the home as in public spaces. If women leave abusive relationships, they invariably lose their homes and security as well. Thus violence and the fear of violence prevent women from full and equal participation in the social life of their community and threaten our understanding of what should be the democratic functioning of our society (OECD, 1995).
2. Urbanisation

Introduction

Three major ecological transformations in the development of human society happen to date. The first was the domestication of fire, responsible for enhancing humankind's manipulative power over nature. The second ecological transformation was the related development of agriculture. The latter meant that hunters and gatherers had the chance to settle down and grow their own food. As a result, social stratification developed. This led to the initiation of the traditional, feudal society, and humankind gradually gained dominance over nature. The third ecological transformation probably the most important was the Industrial Revolution and its use of fossil fuels, starting in England at the end of the 18th century. Industrialisation shaped the modern city as a production of manufacturing city, fed centralised nation state, with a new productive system, and with vastly improved communication. Cities grew explosively, hosting industries and their million workers, travel distances to work had to be limited, as means of transportation were still rather restricted. In 1850, only out of five inhabitants of England lived in cities (Ponting 1991). By 1850 already 50 percent of the British lived in towns with over 50,000 inhabitants, and 1900 this figure was 80 percent (Sangster 1993). After United Kingdom became the first nation to have a mainly urban population, followed by Japan and a score of industrial countries in Europe and North America.

Process of Urbanization

Urbanization evolved during post industrial revolution period as people migrates from rural areas to urban center in search of a better life. In 1850, the United Kingdom became the first nation to have a mainly urban population, followed by Japan and a score of industrial countries in Europe and North America. Today the World population is growing so fast and particularly the urban population according to UN estimates by 2030, over 60 percent of the world’s population (4.9 billion out of 8.1 billion people) will live in cities. The pace of urbanization today reflects the tremors of Chicago and New York or London hundred years a go. In just five years between 1990 and 1995 the cities of developing country grew by 263 million people, which is equivalent to another Los Angeles or Shanghai forming every three months.

Based on the report The State Of The World’s Cities Report 2001 by United Nation Centre for Human Settlement (UNCHS) says three billion people - nearly every other person on earth already live in cities. Today the planet hosts 19 cities with 10 million or more people; 22 cities with 5 to 10 million people; 370 cities with 1 to 5 million people; and 433 cities with 0.5 to 1 million people. The report also says cities of the developed
country were disappearing from the list of the world’s largest cities. Between 1980 and 2000, Lagos, Dhaka, Cairo, Tianjin, Hyderabad and Lahore, among others, joined the list of 30 largest cities in the world. By 2010, Lagos is projected to become the third largest city in the world, after Tokyo and Mumbai, Milan, Essen and London will disappear from the 30 largest cities list, and New York, Osaka and Paris will have slipped farther down the list by 2010.

Urban India

India’s urban population is 285.3 million in the year 2001 which is 27.8 percentage of the total population. India hosts a total 35 cities with a population more than million each. Among these there are 6 mega cities of which 3 with population over 10 million and 3 with Population above 5 million in the country but by the year 2021, it is expected that India will have the greatest concentration of mega cities in the Asian region. The biggest threat is population growth because it is mostly taking place in urban areas than rural areas while population growth in rural areas will remain steady and it will channeled to urban areas. Urbanisation will lead to growth of bigger cities such as cities with more than 10 million populations. The size class distribution of urban settlements is expected to skewed further and number of class-I towns would increase from 300 in 1991 to about 500 by 2011 accounting for almost 70% of total urban population.

Urban Growth

In India out of the total population of 1027 million as on 1st March, 2001, about 742 million live in rural areas and 285 million in urban areas. The net addition of population in rural areas during 1991-2001 has been to the tune of 113 million while in urban areas it is 6 million. The percentage decadal growth of population in rural and urban areas during the decade is 17.9 and 31.2 percent respectively.

The percentage of urban population to the total population of the country stands at 27.8. The percentage of urban population to total population in the 1991 Census (including interpolated population of Jammu & Kashmir where Census could not be conducted in 1991) was 25.7 percent. Thus, there has been an increase on 2.1 percentage points in the proportion of urban population in the country during 1991 – 2001.

<table>
<thead>
<tr>
<th>India/State/Unit on territory</th>
<th>T/R/U</th>
<th>Population</th>
<th>Percent urban population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Persons</td>
<td>Males</td>
</tr>
<tr>
<td>INDIA</td>
<td>T</td>
<td>1,027,015,247</td>
<td>531,277,078</td>
</tr>
<tr>
<td></td>
<td>R</td>
<td>741,660,293</td>
<td>381,141,184</td>
</tr>
<tr>
<td></td>
<td>U</td>
<td>285,354,954</td>
<td>150,135,894</td>
</tr>
</tbody>
</table>

Level of Urbanisation

Among all the States and Union territories, the National Capital Territory of Delhi is most urbanized with 93 percent urban population followed by Union territory of Chandigarh (89.8 percent) and Pondicherry (66.6 percent).

Among the major States, Tamil Nadu is the most urbanized state with 43.9 percent of the population living in urban areas followed by Maharashtra (42.4 percent) and Gujarat (37.4 percent). The proportion of urban population is the lowest in Himachal Pradesh with 9.8% followed by Bihar with 10.5 percent, Assam (12.7 percent) and Orissa (14.9 percent).

In terms of absolute number of persons living in urban areas, Maharashtra leads with 41 million persons which is 14 percent of the total population of the country. Uttar Pradesh accounts for about 35 million followed by Tamil Nadu 27 million.

Urban Morphology

The numbers of towns and cities have increased to 4378, as detailed below:

<table>
<thead>
<tr>
<th>Class</th>
<th>Population Size</th>
<th>No.of UAs/Towns</th>
</tr>
</thead>
<tbody>
<tr>
<td>Class I</td>
<td>1,00,000 and above</td>
<td>393</td>
</tr>
<tr>
<td>Class II</td>
<td>50,000 - 99,999</td>
<td>401</td>
</tr>
<tr>
<td>Class III</td>
<td>20,000 - 49,999</td>
<td>1,151</td>
</tr>
<tr>
<td>Class IV</td>
<td>10,000 - 19,999</td>
<td>1,344</td>
</tr>
<tr>
<td>Class V</td>
<td>5,000 - 9,999</td>
<td>888</td>
</tr>
<tr>
<td>Class VI</td>
<td>Less than 5,000</td>
<td>191</td>
</tr>
<tr>
<td>Unclassified</td>
<td></td>
<td>10*</td>
</tr>
<tr>
<td>All classes</td>
<td></td>
<td>4378</td>
</tr>
</tbody>
</table>

Note: Data is provisional Census 2001

The number of metropolitan cities having million plus population has increased to 35 as per 2001 census. The names of such cities are as follows:

<table>
<thead>
<tr>
<th>Rank</th>
<th>Urban Agglomeration/City</th>
<th>Population (Lakhs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Greater Mumbai</td>
<td>163.7</td>
</tr>
<tr>
<td>2</td>
<td>Kolkata</td>
<td>132.2</td>
</tr>
<tr>
<td>3</td>
<td>Delhi</td>
<td>127.9</td>
</tr>
<tr>
<td>4</td>
<td>Chennai</td>
<td>64.2</td>
</tr>
<tr>
<td>5</td>
<td>Bangalore</td>
<td>56.9</td>
</tr>
<tr>
<td>6</td>
<td>Hyderabad</td>
<td>55.3</td>
</tr>
<tr>
<td>7</td>
<td>Ahmedabad</td>
<td>45.2</td>
</tr>
<tr>
<td>8</td>
<td>Pune</td>
<td>37.5</td>
</tr>
<tr>
<td>9</td>
<td>Surat</td>
<td>28.1</td>
</tr>
<tr>
<td>10</td>
<td>Kanpur</td>
<td>26.9</td>
</tr>
<tr>
<td>11</td>
<td>Jaipur</td>
<td>23.2</td>
</tr>
<tr>
<td>Rank</td>
<td>Urban Agglomeration/City</td>
<td>Population (Lakhs)</td>
</tr>
<tr>
<td>------</td>
<td>-------------------------</td>
<td>--------------------</td>
</tr>
<tr>
<td>12</td>
<td>Lucknow</td>
<td>22.7</td>
</tr>
<tr>
<td>13</td>
<td>Nagpur</td>
<td>21.2</td>
</tr>
<tr>
<td>14</td>
<td>Patna</td>
<td>17.1</td>
</tr>
<tr>
<td>15</td>
<td>Indore</td>
<td>16.4</td>
</tr>
<tr>
<td>16</td>
<td>Vadodara</td>
<td>14.9</td>
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<tr>
<td>17</td>
<td>Bhopal</td>
<td>14.5</td>
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<tr>
<td>18</td>
<td>Coimbatore</td>
<td>14.5</td>
</tr>
<tr>
<td>19</td>
<td>Ludhiana</td>
<td>14</td>
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<tr>
<td>20</td>
<td>Kochi</td>
<td>13.5</td>
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<td>Visakhapatnam</td>
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<td>Agra</td>
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<td>Varanasi</td>
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<td>Meerut</td>
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</tr>
<tr>
<td>27</td>
<td>Jabalpur</td>
<td>11.2</td>
</tr>
<tr>
<td>28</td>
<td>Jamshedpur</td>
<td>11</td>
</tr>
<tr>
<td>29</td>
<td>Asansol</td>
<td>10.9</td>
</tr>
<tr>
<td>30</td>
<td>Dhanbad</td>
<td>10.6</td>
</tr>
<tr>
<td>31</td>
<td>Faridabad</td>
<td>10.5</td>
</tr>
<tr>
<td>32</td>
<td>Allahabad</td>
<td>10.5</td>
</tr>
<tr>
<td>33</td>
<td>Amritsar</td>
<td>10.1</td>
</tr>
<tr>
<td>34</td>
<td>Vijaywada</td>
<td>10.1</td>
</tr>
<tr>
<td>35</td>
<td>Rajkot</td>
<td>10</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>1078.8</td>
</tr>
</tbody>
</table>

**Urban Orissa**

Orissa State, spread over an area of 155,707.00 sq.km, accommodates a population of 36,70 million as per the 12001 Census. 14.97% of the State’s population residing in urban areas, as against the national average of 27.28 per cent in 2,794.13 sq.km land. The urban population in Orissa is spread over 138 urban areas, comprising 02 Municipal Corporations, 35 Municipalities and 66 Notified Area Councils. The urban areas were categorized as Class ‘I’ to Class ‘V’, according to their population, and they number 8, 14, 37, 40 and 6, respectively. Among the 138 urban areas 35 towns includes as census, industrial town’s etc.
### Growth of Urban Agglomerations and Towns 1981-2001

<table>
<thead>
<tr>
<th>Class</th>
<th>Population</th>
<th>Number of UAs / Towns 1981</th>
<th></th>
<th>Number of UAs / Towns 1991</th>
<th></th>
<th>Number of UAs / Towns 2001</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>100,000 &gt;</td>
<td>3 UA &amp; 3 Towns (1294939)</td>
<td>4 UA &amp; 3</td>
<td>6 UA &amp; 2 Towns (5496318)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>3 Towns (1881444)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>II</td>
<td>50,000 – 99,999</td>
<td>1 UA &amp; 6 Towns (397184)</td>
<td>2 UA &amp; 8</td>
<td>1 UA &amp; 13 Towns (2660573)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Towns (620452)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>III</td>
<td>20,000 – 49,999</td>
<td>3 UA &amp; 20 Towns (678346)</td>
<td>3 UA &amp; 23</td>
<td>3 UA &amp; 30 Towns (940975)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Towns (835854)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>IV</td>
<td>10,000 – 19,999</td>
<td>1 UA &amp; 38 Towns (529843)</td>
<td>51 Towns</td>
<td>47 Towns</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>(718488)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>5,000 – 9,999</td>
<td>25 Towns (196176)</td>
<td>22 Towns</td>
<td>24 Towns</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>(166740)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>VI</td>
<td>&lt; 5,000</td>
<td>3 Towns (13799)</td>
<td>3 Towns</td>
<td>6 Towns</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>(12005)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>All Classes</strong></td>
<td></td>
<td>8 UA &amp; 95 Towns (3110287)</td>
<td>9 UA &amp; 110 Towns (4234983)</td>
<td>10 UA &amp; 122 Towns (5496318)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Source:** Census of India 2001Series 22, paper 2 of 2001 Provisional Population Totals. Populations are mentioned in parenthesis.

Prior to 1951 there were only 39 urban centres in Orissa, which has grown up to 138 in 2001. In other words the urban population of the state share has increased from 3% in 1941 to 14.97% in 2001. Among these urban centres Government of Orissa recognized 103 urban centers as urban local bodies. These urban local bodies were further sub divided into three categories such as Municipal Corporation, Municipalities and Notified Area Council. Presently there were 2 Municipal Corporations, 35 Municipalities and 66 Notified Area Councils. In 1992 Bhubaneswar and Cuttack become the Municipal Corporation in Orissa.

**Level of Urbanisation**

Among all the districts of Orissa, the Khordha district is most urbanized with 42.93 percent urban population followed by Jharsuguda (36.40 percent) and Sundargarh (34.38 percent). The proportion of urban population is the lowest in Nayagarh with 4.29% followed by Jajpur with 4.49 percent, Boudh (4.82 percent) and Nuapada (5.66 percent).

Among the major Towns Bhubaneswar is the biggest with 647302 population followed by Cuttack (535139 population) and Berhampur (289724 population). In terms of share of cities population with total urban population of the state Bhubaneswar shares 13.28 percent followed by Cuttack 10.98 percent and Berhampur 5.94 percent. Similarly the Municipal Corporations share is 24.96, Municipalities 50.55 percent and Notified Area Councils 25.18 percent.
## Share towns in total Population

<table>
<thead>
<tr>
<th>Top Towns</th>
<th>Population</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>10</td>
<td>2387119</td>
<td>48.98</td>
</tr>
<tr>
<td>15</td>
<td>2753474</td>
<td>56.50</td>
</tr>
<tr>
<td>25</td>
<td>3276856</td>
<td>67.24</td>
</tr>
<tr>
<td>50</td>
<td>4086457</td>
<td>83.85</td>
</tr>
<tr>
<td>103</td>
<td>4873634</td>
<td>100</td>
</tr>
</tbody>
</table>

Among all towns around 48.98 percent population are living within top ten towns which includes two Municipal Corporation and eight Municipalities. It is observed that more than fifty percent of the states urban populations are living within top fifteen cities sharing 56.50 percent. Similarly 83.85 percent populations are living within top fifty towns of Orissa.

### Urban Growth

In Orissa out of the total population of 36,706,920 as on 1\(^{st}\) March, 2001, 31,210,602 live in rural areas and 5,496,318 in urban areas. The net addition of population in rural areas during 1991-2001 has been to the tune of 3685399 while in urban areas it is 1261785. The percentage decadal growth of population in rural and urban areas during the decade is 13.8 and 29.78 percent respectively.

The percentage of urban population to the total population of the states stands at 14.97. The percentage of urban population to total population in the 1991 Census was 13.33 percent. Thus, there has been an increase on 1.64 percentage points in the proportion of urban population in the state during 1991 – 2001.
Urbanisation in Orissa

1951 - 39 urban centres in Orissa
2001 - 138 in urban centres in Orissa.
1941 - 3% of urban population in the state share
2001 - increased to 14.97%
2001 - 103 urban local bodies
   Municipal Corporation - 2
   Municipalities - 37
   Notified Area Council - 64

1992 - Bhubaneswar and Cuttack become the Municipal Corporation

Class Wise
   Class – I – 8 towns
   Class – II - 14 towns
   Class – III – 37 towns,
   Class – IV – 40 towns
   Class – V - 6 towns

Urban Development Authorities
   Development Authorities – 9
   Regional Improvement Trust – 7
   Special Planning Authorities - 31
## Glance at Urban Profile Orissa

### Urban Population

<table>
<thead>
<tr>
<th>Country</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>India</td>
<td>27.28</td>
</tr>
<tr>
<td>Orissa</td>
<td>14.97</td>
</tr>
</tbody>
</table>

### Urban Decadal Growth

<table>
<thead>
<tr>
<th>Country</th>
<th>Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>India</td>
<td>31.17</td>
</tr>
<tr>
<td>Orissa</td>
<td>29.78</td>
</tr>
</tbody>
</table>

### Urban Sex Ratio

<table>
<thead>
<tr>
<th>Country</th>
<th>Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>India</td>
<td>901</td>
</tr>
<tr>
<td>Orissa</td>
<td>895</td>
</tr>
</tbody>
</table>

### No. of Towns

<table>
<thead>
<tr>
<th>Country</th>
<th>Towns</th>
</tr>
</thead>
<tbody>
<tr>
<td>India</td>
<td>5,161</td>
</tr>
<tr>
<td>Orissa</td>
<td>138</td>
</tr>
</tbody>
</table>

### Highest & lowest in Orissa

#### Percentage of Urban Population

<table>
<thead>
<tr>
<th>Town</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khordha</td>
<td>42.93</td>
</tr>
<tr>
<td>Nayagarh</td>
<td>4.29</td>
</tr>
</tbody>
</table>

### Urban Population

<table>
<thead>
<tr>
<th>Town</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khordha</td>
<td>804,775</td>
</tr>
<tr>
<td>Baudh</td>
<td>17,996</td>
</tr>
</tbody>
</table>

### Growth of Urban Population

<table>
<thead>
<tr>
<th>Town</th>
<th>Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khordha</td>
<td>55.88</td>
</tr>
<tr>
<td>Malkangiri</td>
<td>0.53</td>
</tr>
</tbody>
</table>

### Urban Literacy

<table>
<thead>
<tr>
<th>Town</th>
<th>Literacy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khordha</td>
<td>87.46</td>
</tr>
<tr>
<td>Malkangiri</td>
<td>66.14</td>
</tr>
</tbody>
</table>

### Urban Male Literacy

<table>
<thead>
<tr>
<th>Town</th>
<th>Literacy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khordha</td>
<td>94</td>
</tr>
<tr>
<td>Malkangiri</td>
<td>75.89</td>
</tr>
</tbody>
</table>

### Urban Female Literacy

<table>
<thead>
<tr>
<th>Town</th>
<th>Literacy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khordha</td>
<td>81.81</td>
</tr>
<tr>
<td>Malkangiri</td>
<td>55.65</td>
</tr>
</tbody>
</table>

### Urban Density

<table>
<thead>
<tr>
<th>Town</th>
<th>Density</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kendrapara</td>
<td>5,569</td>
</tr>
<tr>
<td>Sonapur</td>
<td>809</td>
</tr>
</tbody>
</table>

### Town Population

<table>
<thead>
<tr>
<th>Town</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bhubaneswar</td>
<td>657,477</td>
</tr>
<tr>
<td>O.C.L.I.T, Rajagangpur</td>
<td>2,197</td>
</tr>
</tbody>
</table>
### Orissa At a Glance

#### Population

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Rural</th>
<th>Urban</th>
</tr>
</thead>
<tbody>
<tr>
<td>Persons</td>
<td>36,706,920</td>
<td>31,210,602</td>
<td>5,496,318</td>
</tr>
<tr>
<td>Males</td>
<td>18,612,340</td>
<td>15,711,853</td>
<td>2,900,487</td>
</tr>
<tr>
<td>Females</td>
<td>18,094,580</td>
<td>15,498,749</td>
<td>2,595,831</td>
</tr>
<tr>
<td>Sex Ratio (females per 1000 males)</td>
<td>972</td>
<td>986</td>
<td>895</td>
</tr>
</tbody>
</table>

#### Child Population (in the age group of 0-6)

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Rural</th>
<th>Urban</th>
</tr>
</thead>
<tbody>
<tr>
<td>Persons</td>
<td>5,180,551</td>
<td>4,551,134</td>
<td>629,417</td>
</tr>
<tr>
<td>Males</td>
<td>2,656,046</td>
<td>2,329,380</td>
<td>326,666</td>
</tr>
<tr>
<td>Females</td>
<td>2,524,505</td>
<td>2,221,754</td>
<td>302,751</td>
</tr>
<tr>
<td>Sex Ratio of Child Population (females per 1000 Males)</td>
<td>950</td>
<td>954</td>
<td>927</td>
</tr>
</tbody>
</table>

#### Percentage of Child Population to Total Population

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Rural</th>
<th>Urban</th>
</tr>
</thead>
<tbody>
<tr>
<td>Persons</td>
<td>14.11</td>
<td>14.58</td>
<td>11.45</td>
</tr>
<tr>
<td>Males</td>
<td>14.27</td>
<td>14.83</td>
<td>11.26</td>
</tr>
<tr>
<td>Females</td>
<td>13.95</td>
<td>14.34</td>
<td>11.66</td>
</tr>
</tbody>
</table>

#### Literacy Rate

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Rural</th>
<th>Urban</th>
</tr>
</thead>
<tbody>
<tr>
<td>Persons</td>
<td>63.61</td>
<td>60.44</td>
<td>80.95</td>
</tr>
<tr>
<td>Males</td>
<td>75.95</td>
<td>73.57</td>
<td>88.32</td>
</tr>
<tr>
<td>Females</td>
<td>50.97</td>
<td>47.22</td>
<td>72.68</td>
</tr>
</tbody>
</table>

#### Area (in Sq.Km.)

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Rural</th>
<th>Urban</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>155,707.00</td>
<td>152,912.87</td>
<td>2,794.13</td>
</tr>
</tbody>
</table>

#### Density of Population (per Sq.Km.)

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Rural</th>
<th>Urban</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>236</td>
<td>204</td>
<td>1967</td>
</tr>
</tbody>
</table>

#### Decennial Population Growth (Percentage)

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Rural</th>
<th>Urban</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>15.94</td>
<td>13.8</td>
<td>29.78</td>
</tr>
</tbody>
</table>

#### Percentage of Urban Population to Total Population

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Rural</th>
<th>Urban</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>14.97</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Number of Tahasil: 171
Number of Towns: 138
Number of ULB: 103
Number of New Towns: 17
3. Local Government in Orissa

Introduction

In this time of globalization, competitiveness, rapid urbanization, and localization (i.e., shifting of powers, responsibilities, and accountabilities from national governments to state government and to local governments), no one cannot ignore the task of urban local bodies in attracting investments, providing employment, and delivering basic services. Former US President John F. Kennedy, during his inaugural speech in 1960, said: “The torch has been passed to a new generation of leaders born in the century.” is very relevant to urban management of 21st century cities. In other words managing cities of twenty first century can’t be done with a nineteenth or twentieths century tool it needs a twenty first century tools.

Today, cities are confronted with many problems that they are called “cities under siege.” The new challenges that cities will be facing are poverty and slums, pollution, unemployment, social tensions, crime, and insufficient urban services, especially water, sanitation, solid wastes, transport, environmental degradation and traffic. Once globalization and information technology take center stage, the shape of cities will dramatically change, and antiquated laws and insufficient frameworks will put more pressure on them. Small solutions to enormous problems will likewise be a continuing challenge to most urban managers.

The paper begins with explaining the process of urbanisation and the forces that led to decentralisation in developing countries. It specifically studied the decentralisation in India and the problems it faces. In the second part the paper tries to find within the scope of the decentralisation, many Indian cities are able to show innovative urban management practices in reforming municipal system, financial reforms and using information technology in urban governance.

Decentralization of Urban Governance in International context

Developing counties have embarked on various forms of transfer of political power to their local government units. According to Lee and Gilbert (1999) decentralisation programmes are under way in 63 of the 75 developing and transitional economies, with an aggregate population of over 5 million. Decentralisation is defined broadly as transferring functions and responsibilities to lower levels of government or as leaving tasks to market (Helmsing, 2000). The process often creates scope for urban management (Meine Peiter). The course of decentralization in the developing countries is not necessarily driven by a concern to improve the delivery of local public services but in most cases the origin trace back to political factor particular to the countries concerned. Some time the efforts to decentralize are reflection of the failure of bankrupt central governments to continue financing local services at accustomed levels.
Decentralisation in developing country that went for a change were all related to transfer of power or giving more power to local government in decision making process. It is true that in most cases decentralisation undertook because of a political motivated restructuring in the developing countries. Most appropriately explained about decentralization in developing countries by Mohanty\(^1\). They are as follows:

- Rationalisation of the distribution of responsibilities and resource raising powers between various tiers of government,
- Transfer of decision making from central government to state and local government,
- Enhanced revenue sharing and other forms of intergovernmental transfers to local authorities,
- Commercialisation and privatization initiatives,
- Greater cooperation with voluntary agencies and community based organisations, and
- Empowerment of democratic self-government institutions.

### Key Elements of Empowerment of Urban Local Bodies in India

<table>
<thead>
<tr>
<th>Element</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regular and fair conduct of election to Municipalities by statutorily constituted State Election Commission.</td>
</tr>
<tr>
<td>One-third seats in the elected body of ULB would be reserved for women.</td>
</tr>
<tr>
<td>No provision for suppression of local bodies for more than six months.</td>
</tr>
<tr>
<td>A number of functions, listed in the twelfth schedule of the constitution, have been assigned to urban local bodies. These functions, besides the traditional core functions, include environment, preparation and implementation of local development plans and social justice programme.</td>
</tr>
<tr>
<td>Constitution of ward committees in municipalities with a population of three lakhs and above (with the scope for such committees in smaller cities also), in order to ensure peoples participation in civic affairs at the grassroots level.</td>
</tr>
<tr>
<td>Constitution of Metropolitan Planning Committees and District Planning Committees, for the preparation and consolidation of development plans and initiating a consultative planning process.</td>
</tr>
</tbody>
</table>

### Urban Governance in India – prior to Independence

Municipal Governance in India exists since 1687 with the formation of Madras Municipal Corporation and then Calcutta and Bombay Municipal Corporation formed in 1726. In early part of the nineteenth century almost all towns in India has experienced some form of municipal Governance. During these periods provincial government nominates the representative to local body. British India laid the democratic forms of municipal governance in the year 1882 with Lord Rippons resolution of local self-government. In 1919 Government of India act incorporated the need of the resolution and the power of democratically elected government were formulated. In 1935 Government of India act brought local government under the purview of the state or provincial government and specific powers were given.

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Post Independence Period

Before early part of nineties there were no such law, which has recognized the local governance as system of governance. The local governance follows the functional and fiscal power from state government and state government reduces the power of the local government by establishing parastatal departments either for water supply or for sewerage or roads etc. Later part of eighties it was felt that local government don’t have power to address issues of growing urbanization and same time state government eroded the financial base of the local governments example abolition of professional tax and entertainment tax etc which used to be bread and butter for most local government.

During the transition period between latter part of eighties and early part of nineties the government of India has realized the composition of population is changing from rural to urban and it would be difficult to manage the cities from the center or state. There after Government and other agencies conducted lots of debate and policy research, one such effort was National Commission on Urbanisation in 1986. This set the agenda for local self-governance as the third tier democratic governance in India. This finally led to enactment of 74th and 73rd Constitutional Amendment Act and its follow up which initiated a process of decentralization and empowerment of Local government in India.

Constitution 73rd and 74th Amendment

In the year 1992 the 73rd and 74th Amendment put a new wave in the form of local self-governance in India. The first one deals with the Panchayats in rural area and the second one with the Municipalities in urban area. The act provides a constitutional form to the structure and mandate of urban local governments to enable them to function as an effective democratic institution at the local level. The act provides a layout for participatory governance between local government and citizens of the city.

The Act envisaged a systemic change in the pattern of municipal government in the country. It set an institutional structure for the well-organized delivery of urban civic services. This structure consists of a number of statutory institutions listed by the constitution of India. In India urban development is a state subject and hence all the state of India and union territory has to amend the municipal legislation. The states and Union territory has modified their respective municipal legislation and modified the procedure to formulate ward committee, planning bodies and functions etc.

State Election & Finance commission,

Under the Constitutional Amendment each state has to set up Election commission. Election Commission has given power to supervise, control electoral rolls and conduct election for the local bodies. Governor of the respective state appoints the election commission. The role of finance commission is to review the finance status of the local bodies and recommend the state government to transfer the resources to local bodies.
towards improvement of financial situation. Earlier state govt has supreme power regarding the resources.

**The Twelfth Schedule**

The 74th constitutional Amendment adds the Twelfth Schedule to be part of the Constitution of India. This Schedule lists the functions of the municipalities. Based on the act a great deal of activity is taking place throughout the country. The Constitution of India provides framework for creation of legal institution, which the state government has to form. They were as follows:

**Municipalities, Municipal corporations, Municipal councils, Nagar panchayats,**

The article 243 Q of the Constitutional Amendment Act describes that municipal areas shall be declared on the basis of population of the area, the density of population there in, the percentage of employment in non agricultural activities; the economic importance or such other factors as may be specified by the state government by public notification for this purpose. This article also describes that there shall be (i) a Nagar Panchyat for transitional areas (an area in transition from rural to urban), (ii) a Municipal Council for a smaller urban area and (iii) a Municipal Corporation for a bigger area. These organisations were given power and authority to activate them to perform as local self-government. They have to prepare plan for economic development, implement schemes of central government & state government, social justice, Urban Environment and twelfth schedule.

**Ward committee,**

To decentralise governance at the lowest level, the states have made provision for setting up of ward committee. Ward committees were constituted to take Municipal
government closer to the people and undertake the responsibilities including twelfth schedule.

**District & Metropolitan Planning Committee.**

This committee has to take account in preparing draft development plan for metropolitan area. The prescribed composition of the District and Metropolitan Planning Committee also provides scope for induction of professional experts as committee members. The amendment stipulates that the chairpersons of the district and metropolitan committees forward draft development plans for their respective areas to the state government for approval thus emphasising the need of integration of bottom up and top down planning process. The main aim was to integrate the Urban and rural development plans with due regard for the usage of regional environmental resources.

**Urban Governance in Orissa**

The Housing and Urban Development Department is the apex institution of Government of Orissa responsible for urban sector development in Orissa. The department has three directorates i.e. Municipal Administration, Public Health Engineering and Town Planning. The Urban Local Bodies (ULB’s) are functioning under the Orissa Municipal Corporation Act 2003 and Orissa Municipal Act 1950. Similarly Development Authorities are functioning under the Orissa Development Authority Act.

**Local Government Institutions**

The responsibility of providing citizens with basic urban services like water supply, sewerage, waste management, street lighting, roads etc. are vested with various institutions such as Municipal Bodies, Development Authority, Public Health Engineering, Fire Service and Orissa Water Supply Sewerage Board etc.

**Legal Framework**

A number of institutions are involved in the governance of the city. Most of the institutions were established through Acts of legislation and others are part of state governance framework. The institutions established by law are given in table below.

**Institutions established by law**

<table>
<thead>
<tr>
<th>Agency</th>
<th>Legislation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Government</td>
<td>Orissa Municipal Act 1950, Orissa Municipal (Amendment) Act 1994,</td>
</tr>
<tr>
<td></td>
<td>Orissa Municipal Corporation Act 2003</td>
</tr>
<tr>
<td>Development Authority</td>
<td>Section 3 of Orissa Development Authority Act 1982</td>
</tr>
<tr>
<td>Orissa Water Supply &amp; Sewerage Board</td>
<td>Section 67 of OWSSB Act 1991</td>
</tr>
<tr>
<td>Public Health Engineering Organisation</td>
<td>Formed by Govt. of Orissa</td>
</tr>
<tr>
<td>Orissa Pollution Control Board</td>
<td>of Section- 4 of the Water (Prevention and Control of Pollution) Amendment Act, 1974, vide Notification No.1481-VII-HI-11/83</td>
</tr>
</tbody>
</table>

Source: Various Institutions Discussion, 2006
Urban local bodies in the state are governed by two important legislations viz., Orissa Municipal Corporation Act 2003 and the Orissa Municipalities Act 1950. The former Act extends to all the 2 municipal corporations of the state and the latter applies to all the 35 Municipalities & 66 Notified area councils. The Acts specify the governance framework, the spatial jurisdiction and the functional domain of the local bodies.

**Local Governments Framework**

The 74th CAA, 1992 of the GoI has imparted constitutional status on the ULBs and assigned appropriate functions to them. A constitutional backing is given to the relationship of the ULBs with the State Government with respect to their functions and powers, ensuring of 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, environmental management making them responsive to the local needs. This is facilitated by Section 243 (W) of the 74th CAA, 1992.

In conformity with the 74th CAA, various State Governments have taken initiative to amend their respective Municipal Corporation / Municipalities Act and the ULBs are entrusted with the functions listed in the Twelfth Schedule of the constitution or Section 243 (W) of the 74th CAA, 1992. Similarly, the GoO has also taken similar initiative and amended Orissa Municipal (Amendment) Act 1994 and enacted Orissa Municipal Corporation Act 2003 in conformity with the 74th CAA. Further State Election Commission conducted elections in the year 1995, 2000 and 2003.

The urban reforms resulting from the 74th CAA lays larger responsibility on the ULBs, in terms of development planning, service provision and fiscal affairs. The policy framework of the State and Central Government has provided the necessary impetus to the urban sector to play a pro-active role in the development process. In the changed scenario, it is imperative for the ULBs to set their priorities and strategies right, designed to achieve a clear vision.

**Functional Devolution as per Twelfth Schedule**

<table>
<thead>
<tr>
<th>SI</th>
<th>Functions</th>
<th>OMCA</th>
<th>OMA</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Urban planning including town planning</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>2</td>
<td>Regulation of land use and construction of buildings</td>
<td>✓</td>
<td>×</td>
</tr>
<tr>
<td>3</td>
<td>Planning for economic and social development</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>4</td>
<td>Roads and bridges</td>
<td>✓</td>
<td>×</td>
</tr>
<tr>
<td>5</td>
<td>Water supply for domestic, industrial and commercial purposes</td>
<td>✓</td>
<td>×</td>
</tr>
<tr>
<td>6</td>
<td>Public health, sanitation, conservancy and solid waste management</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>7</td>
<td>Fire services</td>
<td>×</td>
<td>×</td>
</tr>
<tr>
<td>8</td>
<td>Urban forestry, protection of the environment, and promotion of ecological aspects</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>9</td>
<td>Safeguarding the interests of the weaker sections of the society, including the handicapped and the mentally retarded</td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>
Apart from the Municipal Bodies providing above services, the cities used to have various Government Departments and their Directorates with development related responsibilities and functions. However, necessary steps may be taken to transfer powers & responsibility to Municipal Bodies i.e parks, regulation of landuse etc. The following table provides an insight into the development related responsibilities and functions of various government departments / institutions in cities along with a brief note on the intended responsibilities & functions of the Municipal Bodies vis-à-vis other agencies / departments / institutions as per the provisions of the 74th CAA:

### Urban Services in Cities of Orissa

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Name of the Department/ Institution</th>
<th>Responsibilities and Functions</th>
<th>Remarks (Intended Roles as per the 74th CAA)</th>
</tr>
</thead>
</table>
| 1.     | **Development Authority**           | • Development Authority were constituted under the Orissa Development Authorities Act- 1982.  
• Responsible for development of City Master Plan area  
• Preparation of Interim, comprehensive and zonal development plans  
• Enforcement of the provisions of the development plan, zoning regulations and planning and building standards by way of issuing permissions for construction of buildings  
• All functions pertaining to Master Plan & Development Plan preparation, preparation of development scheme and its implementation, all city planning functions, development controls and building sanctions within the Municipal limits, to be dealt by the Municipal Bodies as per the 74th CAA.  
• DA role within Municipal area would be limited. |

| 10 | Slum improvement and upgradation | ✓ | ✓ |
| 11 | Urban poverty alleviation | ✓ | ✓ |
| 12 | Provision of urban amenities and facilities such as parks, gardens, playgrounds | ✓ | x |
| 13 | Promotion of cultural, educational and aesthetic aspects | ✓ | ✓ |
| 14 | Burials and burial grounds; cremations, cremation grounds and electric crematoriums | ✓ | ✓ |
| 15 | Cattle pounds, prevention of cruelty to animals | ✓ | ✓ |
| 16 | Vital statistics including registration of births and deaths | ✓ | ✓ |
| 17 | Public amenities including street lighting, bus stops, public conveniences | ✓ | ✓ |
| 18 | Regulation of slaughter houses and tanneries | ✓ | ✓ |
• Preparation of development schemes and its implementation

• All city planning functions, development controls and building sanctions

• Principal objectives of the authority include creation of housing stock, creation of commercial complexes, improvement of city level infrastructure, environmental improvement, parks and plantations in colonies, blocks, institutions and roadsides.

2. **Public Health Engineering Organisation (PHEO), Government of Orissa**

- Responsible for construction and maintenance of city water supply, sanitary sewerage installation owned by Government of Orissa.

- Apart from above, the PHEO is also responsible for construction and maintenance of the external and internal water supply, sanitary and sewerage installation for state Government Buildings (both residential and non residential) in the city.

- All functions pertaining to planning design, construction, operation and maintenance of city water supply and management of waste water(sanitation and sewerage)schemes including their transportation and distribution within the Municipal limits to be dealt by the Municipal Bodies as per the 74th CAA

- The PHEO can continue to deliver its assigned responsibilities and functions outside the administrative jurisdiction of the Puri
3. **Works Department (R&B Division), Government of Orissa**

- Responsible for construction, repair and maintenance of buildings, roads, bridges and other related structures financed from the state and capital budget allocations of GoO.
- All major arterial roads in the city are under the control of the Works Dept.
- Also responsible for ensuring that no encroachment of structure, whether temporary or permanent is erected on the land and property under the control of Works Dept. It is also responsible for removal of such encroachments as per GoO rules.
- Maintaining a register of land, buildings and properties belonging to the GoO and under the administration of WD.
- All functions pertaining to construction, repair and maintenance of all major arterial roads, city roads, bridges and other related road infrastructure within the Municipal limits to be dealt by the Municipal Bodies as per the 74th CAA.
- The Work Department can continue to deliver its assigned responsibilities and functions outside the administrative jurisdiction of the Municipal Bodies.

4. **Orissa Water Supply and Sewerage Board (OWSSB), Government of Orissa**

- Responsible for construction of water-supply, sanitary sewerage scheme on behalf of PHEO and local bodies at their cost and on payment of cent age charges.
- As per the 74th CAA, Municipal Bodies, at its own discretion, can decide to hire the services for the works within the its limits

5. **Water Resources Department, Government of**

- Responsible for construction and maintenance of major storm water channels and river drains within the
<table>
<thead>
<tr>
<th>Local Government Training Kit</th>
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</table>

<table>
<thead>
<tr>
<th>Orissa</th>
<th>embankments within Municipal limits</th>
<th>Municipal limits</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• The water resources Department can continue to deliver its assigned responsibilities and functions outside the administrative jurisdiction of the Municipal Limit</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>6. Revenue Department, Government of Orissa</th>
<th>• The Revenue Administration is responsible for Government Land Management</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Administration of Government residential and non residential estates and buildings located in cities</td>
</tr>
<tr>
<td></td>
<td>• Other capital administration issues connected with land in the city.</td>
</tr>
<tr>
<td></td>
<td>• All Revenue Department owned land parcels located within the Municipal limits, should be transferred to the Municipal Bodies for undertaking development activities, as per the 74th CAA</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>7. Orissa Tourism Development Corporation and Department of Tourism</th>
<th>• Promotion of Tourism in Cities</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• These Department/Institutions should undertake development activities in close consultation/cooperation with the Municipal Bodies</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>8. Department of Culture</th>
<th>• Promotion of Cultural Image of the city</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• These Department/Institutions should undertake development activities in close consultation/cooperation with the Municipal Bodies.</td>
</tr>
</tbody>
</table>
9. **Archeology of India**

- Protection of Heritage Monuments
- They should continue their activities in close consultation/cooperation with the Municipal Bodies

Source: Various Institutions Discussion, 2006

Based on the above, it may be observed that the following functions as outlined in the Twelfth Schedule (Article 243 W - 74th CAA) are not finding place as functions of the Municipality in the Orissa Municipal (Amendment) Act, 1994.

- Urban planning including town planning;
- Land use regulation and construction of buildings;
- Planning for economic and social development;
- Water supply for domestic, industrial and commercial purposes;
- Public health and sanitation; and
- Fire services.

It is noteworthy that the GoO is committed to associate municipal bodies in the planning related functions like urban planning, land use regulation, building construction and planning for economic & social development etc. The matter relating to adoption of the reform programmes has been approved by the Cabinet which is communicated in the Memo of the Parliamentary Affairs Department No.7409, dated the 21st September, 2006. The State Government has decided to commit to undertake the reforms within the Jawaharlal Nehru National Urban Renewal Mission (JnNURM) period.
Progress in Municipal Government Reforms in Orissa & strengthening of Urban Governance

The Constitution Act provides a blueprint for municipal government reforms in India. The 74th Amendment aims to give a Constitutional status to Municipal government in India, in order to initiate a process of participate and decentralized democratic government in urban areas. Some of the progresses observed in the state are:

- Clearly defined urban areas as nagar panchayats, municipal councils and municipal corporations (for large urban areas).
- State Election Commission constituted and regular and fair conduct of elections to urban local bodies by statutory Election Commissions.
• District Planning Committees constituted in the thirty districts of Orissa.

• Adequate representation of women and weaker sections of society in Urban Local Bodies and to the offices for chairpersons;

• More than five hundred women representatives were elected to the councils in the year 2003 & 2008 elections.

• Formation of the City Managers’ Association Orissa for professional development of the ULBs and coordination among the urban institutions by sharing best practices, peer to peer learning, urban management, new techniques in city management etc.

• All ULBs’s were trained to use the Double Entry Accounting System from Cash based Accounting.


• City Development Plan of Bhubaneswar & Puri

Notwithstanding the euphoria over the enactment of the 74th Amendment, it has been recognized by many that it has provided only the enabling legal base for the continued existence of elected local bodies, representation of weaker sections in these bodies, a framework for regional planning, comprehensive functional allocation, mandated and durable devolution of funds and own revenue sources, and decentralized civic functions.
4. A note on Orissa Municipal Act

Constitution
The Governor of the State has the authority to declare an area as a smaller urban area (Municipality) and a transitional area (Notified Area Council) considering

- The Population of the area,
- The density of the Population,
- The revenue generated for local administration,
- The percentage of employment in non-agricultural activities,
- The economic importance or such other factors as he may deem fit.

Criteria for Municipality & NAC:

- Ten thousand populations as sufficient for the purpose of specifying a transitional area as Notified Area Council (NAC).
- Above Twenty-five thousand as sufficient population for the purpose of specifying a smaller urban area as Municipality.

Composition

- Every Municipality shall be composed of the Councilors directly elected from every ward within the Municipal area.
- In addition to that the state Government may nominate a person having special knowledge or experience in Municipal Administration.
- The nominated Councillors shall not have the right to vote at any meeting of the Municipality but shall have the right to attend every meeting except the meeting conducted for the election of and no confidence against Chairperson and Vice Chairperson (Section-47 & 49 & 54).

Manner of Election of Councillors

- The election of the Councillors is contested on political party basis and the candidates contesting such election shall use their representative party symbols.
- The name of the elected Councillors shall be published by the Election Commission in the Gazette.

Reservation

- Reservation of seats for the Councillors belonging to Scheduled Caste and Schedules Tribe in proportion to their population to the total population of the city and such seats shall be allotted by rotation top different Wards in Municipal area.
• If the population of the above categories is not sufficient for reservation of any seat then one seat each shall be reserved for each category.

• 1/3rd of the total seat shall be reserved for women under SC or ST. In case of two seats reserved for SC or ST, one seat to be reserved for women.

• Not less than 27 percent reservation of seats shall be made for the backward class people. 1/3rd of these seats shall be reserved for women under this category. In case of two seats, one shall be reserved for women.

• Not less than 1/3rd (Including reservation for women under ST/ST/BC) of the total number of seats be reserved for women.

• The procedure regarding reservation of seats and allotment of seats by rotation to different wards shall be such as may be prescribed.

• In case no eligible candidate available under different categories in a ward; government shall nominate one otherwise eligible.

The Chairman/Vice Chairman

• Every Municipality shall have a Chairperson & a Vice Chairperson.

• The Councillors of the Municipality at the first meeting of the Municipality, which shall be convened soon after the publication of their names, elect in prescribed manner a Chairperson from among them.

• At a subsequent meeting, which shall be specially convened for the purpose at the instances of the Chairperson so elected as soon as but not later than thirty days, after the date of election of the Chairperson elect a Vice Chairperson of the Municipality from among them.

• Where the office of the Chairperson of a Municipality is not reserved for women or where the Chairperson elected under this Act is not a woman, the office of the Vice-Chairperson of the Municipality shall be reserved for women.

• Office of Chairperson in the Municipalities shall be reserved for the scheduled castes & scheduled tribes and the number of offices so reserved for the SCs & STs shall bear the same proportion to the total number of such offices as the population of the SCs and STs respectively.

• 1/3rd of the total number of seats shall be reserved for women belonging to SCs and STs.

• 1/3rd (including the member of offices reserved for women belonging to SCs, STs & back ward class of citizens) of the total number of offices of Chairperson in the Municipalities shall be reserved for women.

• 27 Percent of the offices of Chairperson of Municipalities shall also be reserved in favour of back ward class of citizens.
1/3 rd of the total number of seats shall be reserved for women belonging to the backward class of citizens.

Reservation of offices of Chairperson shall be made by the state government by rotation among different Municipalities in the prescribed manner and shall be published in the Gazette.

If at an election no Chairperson is elected, a fresh election shall be held within thirty days from the date of the first election.

If no Vice Chairperson is elected, a fresh election shall be held within thirty days of the first election.

If at the subsequent election no Chairperson or Vice-Chairperson is elected, the state government may fill up the offices of the Chairperson or Vice-Chairperson by nomination of suitable person until such time as a Chairperson or Vice-Chairperson is elected by the elected Councillors from among them.

**Vacation of the Office by Chairperson and Vice-Chairperson**

The Chairperson or the Vice-Chairperson of a Municipality shall be deemed to have vacated office:

- On the expiry of his/her term of office as or on his/her otherwise ceasing to be a councilor of that Municipality.
- On his/her election or nomination as a Councillor of any other Municipality.

**Filling up casual vacancies**

- On a vacancy occurring in the office of the chairperson or Vice-Chairperson of a Municipality by reason of death, resignation, removal or otherwise, it shall be filled up by election as soon as may be after the occurrence of the vacancy in the prescribed manner.
- If a vacancy occurs in the Office of Vice-Chairperson which was held by a woman such vacancy shall be filled up by a woman unless the Chairperson continuing in the office as such is a woman.

**Failure of election of Chairperson or Vice-Chairperson**

- If at election no Chairperson or Vice Chairperson is elected, a fresh election shall be held for the purpose.
- If at such fresh election no person is elected, the state government shall nominate a person who is otherwise eligible to hold office and the person so nominated shall subject to the other provisions of the Act, hold office till the expiry of five years from the date.

**Grant of Leave to Chairperson and Vice-Chairperson**

- The Municipality may grant leave of absence to its Chairperson or Vice Chairperson for any period not exceeding three months in any one year.
Resignation of Chairperson or Vice Chairperson

- Chairperson or Vice-Chairperson of a Municipality may resign his/her office by writing under his/her hand addressed to the state government and on such resignation being accepted, shall be deemed to have vacated his/her office.
- An elected Chairperson may resign his/her office by writing under his/her hand addressed to the Municipality.
- An elected Vice-Chairperson may resign his office by writing under his/her hand addressed to the Chairperson of the Municipality who shall forthwith lay the letter of resignation before the Municipality.
- On a resignation being accepted by the Municipality, the Chairperson or the Vice-Chairperson shall be deemed to have a vacated his office.
- A resignation tendered, at any time before its acceptance, be withdrawn by the person tendering the same by writing.

Removal

- If at any time during the term of office of the Chairperson or Vice-Chairperson it comes to the notice of the state government that such Chairperson or Vice-Chairperson willfully omits or refuses to carry out or disobeys the provisions of this act or any rules, bye-laws, regulation or lawful orders issued there under, they may cause an inquiry to be made by director or by any officer not below the rank of a District Magistrate.
- On receipt of the report from the Enquiring Officer, the state government shall give an opportunity to the concerned Chairperson or Vice-Chairperson to submit his/her explanation within period of three weeks through the enquiring officer.
- The state government after, considering the report and the explanation together with the comments, if any, of the enquiring officer and on being satisfied that the Chairperson or the Vice Chairperson has failed to discharge the duties of his/her office or has acted illegally or in contravention of any of the provisions of this act or any rules regulation or bye-laws shall be notification issued as far as practicable within six weeks from the date of receipt of the explanation, remove the Chairperson or Vice-Chairperson.

Vote of no confidence

- Where a meeting of the Municipality specifically convened by the district magistrate in that behalf a resolution is passed, supported by not less than two thirds of the total number of Councillors recording want of confidence in the Chairperson or Vice Chairperson the resolution along with the records of proceedings at such meetings shall forthwith be forwarded to the state government which shall be publish the same in the gazette and with effect from
the date of passing of the resolution the person holding the office of Chairperson or Vice-Chairperson shall be deemed to have vacated such office.

- In the event of both Chairperson and Vice Chairperson vacating office, the district magistrate or his nominee shall discharge the responsibilities of the Chairperson till anew Chairperson is elected.

- Provided that no such resolution recording want of confidence in the Chairperson or Vice-Chairperson shall be moved more than once during the tenure of a particular Chairperson or Vice-Chairperson.

- No such resolution shall be passed within two years from the date of his/her election or nomination.

- No such meeting shall be convened except on a requisition signed by at least 1/3rd of the total number of Councillors along with a copy of the resolution proposed to be moved at the meeting.

- The requisition shall be addressed to the district magistrate.

- The district magistrate shall within 10 days of receipt of such requisition fix date, hour & place of such meeting and give notice of the same to all the Councillors holding office on the date of such notice along with a copy of the resolution and of the proposed resolution at least three clear days before the date of fixed.

- The district magistrate or if he is unable to attend, any gazetted officer above the rank to which the Executive Officer of the Municipal area belongs who is specially authorized by him in that behalf shall preside over, conduct and regulate the proceedings of the meeting.

- The voting at all such meeting shall be by secret ballot.

- No such meeting shall stand adjourned to a subsequent date and no item of business other than the resolution for recording want of confidence in the Chairperson or Vice-Chairperson, as the case may be shall be taken up for consideration at the meeting.

- If the number of Councillors present at the meeting is less than 2/3rd of the total member of Councillors the resolution stand annulled.

- If the resolution is passed at the meeting supported by the requisite number of Councillors, the Presiding Officer shall immediately forward the same in original along with the records of the proceedings to the state government who shall forthwith publish the resolution in accordance with the provisions.

- Where any gazetted officer presides at the meeting he shall, without prejudice to the provisions, send a copy of the resolution along with a copy of the proceedings to the District Magistrate for information and to take such action as may be necessary.
Appointment during leave vacancy

- If the Chairperson or the Vice-Chairperson avails himself of leave, the state government shall fill up the vacancy by appointing who is otherwise eligible to hold the office and the person so appointed shall hold the office during the period of leave.

Proceedings not to be invalidated by casual vacancies

- No act of a Municipality shall be deemed to be invalid only by reason of the existence of a casual vacancy in such Municipality.

Civil Court not to grant temporary injunctions in Certain Cases

No Civil court shall in course of any suit, grant any temporary injunction or make any interim order:

- Restraining any person from exercising the power of performing the functions or duties of a member, Chairperson, Vice-Chairperson, Officer or servant of a Municipality or of a committee or sub-committee of Municipality on the ground that such person has not been duly elected or appointed as such member, Chairperson, Vice-Chairperson, Officer or Servant.

- Restraining any person or persons or any such Municipality or committee or sub-committee of a Municipality from holding any election or from holding any election in any of the particular manner.

Functions of Vice-Chairperson

- During the vacancy of office of the Chairperson or incapacity or temporary absence of the Chairperson perform any of the duties and when occasion arises exerciser any of the powers of the Chairperson.

- At any time perform any duty and exercise when occasion arises any power delegated to him by the Chairperson.

- The Chairperson may by an order in writing, delegate any of his powers and functions to the Vice-Chairperson and may withdraw or modify any of such powers and functions at any time by an order similarly made.

- During the vacancy of office of the Vice-Chairperson or incapacity or temporary absence of Vice-Chairperson, the Chairperson may by an order in writing delegate any of the functions to any Councillor of the Municipality till the Vice-Chairperson resume offices or a new Vice-Chairperson is elected.

- The Chairperson may by an order in writing delegate any of his functions to any officers or servant of the Municipality or to any officer or servant of government and may in like manner withdraw or modify the same.
• The exercise of powers or discharge of any functions delegated shall be subject to such restrictions, limitations and conditions as may be laid down by the Chairperson and shall also be subject to his control and revision.

**Conduct of Business**

• The Councillors shall meet for the transaction of business at their office, or at some other convene it place, at least once in every month and as often as a meeting shall be called by the Chairperson in his absence the Vice-Chairperson.

• The Chairperson in his absence the Vice-Chairperson shall call a special meeting on a requisition signed by not less than one-third of the total number of Councillors.

• If the Chairperson or Vice-Chairperson fails to call a special meeting to be held within ten days from the date of receipt of such requisition the meeting may be called on five days notice by the person who signed the requisition.

• The Chairperson shall preside at every meeting of the Municipality. In the absence of Chairperson, a Councillor elected at the meeting shall preside.

• The Chairperson as the president of the meetings shall preserve order and shall decide all points of order arising at or in connection with meetings. The decision of the President on any point of order shall be final.

• Any Councillor may, at time, submit a point of order for the decision of the president but in doing so shall confine himself to stating and explaining the point.

• The president may direct any member, whose conduct in his opinion grossly disordered, to withdraw immediately from the meeting and any councilor so ordered to withdraw shall do so forthwith and shall absent himself for the remainder of the days meeting.

• The president may in the case of grave disorder arising in meeting suspend its sitting for a time to be named by him.

• The president, either on his own motion or on the motion of any councilor present, may prohibit any councilor for voting or taking part in the discussion of any matter, in which he believes such councilors to have such interest or he may require such councilor to absent himself during the discussion. Such councilor may challenge the decision of the president who shall there upon put the question in the meeting. The decision of the meeting shall be final.

• If the president is believed by any councilor present at the meeting to have any such pecuniary interest in any matter under discussion, the president may, if a motion to that effect were carried, be required to absent himself from the meeting during such discussion.
• No acts of the Municipality to be invalidated by infirmity.
• All questions which may come before the Municipality or a committee shall be decided by a majority of votes.
• In case of equality of votes the president of the meeting shall have a second or casting vote.
• No business shall be transacted at any meeting of the Municipality unless such meeting has been called by the Chairperson or Vice-Chairperson or by person signing a requisition and unless a quorum is present.
• A quorum shall be in any Municipality not less than 1/3rd of the entire number of councilors.
• No Business shall be transacted at the meeting of any committee unless such meeting has been called by the Chairperson of the committee and unless a quorum is present. The quorum shall in any committee be a number not less than three.

Rights of Councillors

• Any councilor may call the attention of the Chairperson to any negligence in the execution of the Municipality's work to any waste of Municipality's property or to the needs of any locality within the Municipal areas and may suggest any improvements, which may appear desirable.
• Every Councillor shall have right to move resolution and to interpellate the Chairperson on matters, connected with the administration of the Municipality subject to such regulations, as may be framed by the Municipality.
• Every councilor shall have access during office hours to the records of the Municipality after giving due notice to the Chairperson. Provided that the Chairperson may for reasons given in writing forbid such access.

Record and Publication of the proceedings

• Minutes of the proceedings at each meeting of a municipality or committee shall be drawn up and recorded in the Oriya Language in a book to be kept for the purpose and shall be signed by the president and shall be published in such manner as the state government from time to time direct and shall at all reasonable times and without charge be open to the inspection of any person, resident within or owing or holding land within the jurisdiction of such Municipal area.
• A copy of every resolution passed by Municipality at a meeting shall within three days from the date of the meeting be forwarded to:
  o The magistrate of the district
  o Each of the Councillors of the Municipality
o The state government or to such officer or authority appointed by the state government for the purpose of inspecting or superintending the operation of the Municipal area.

- The minute’s book shall be kept in the custody of the Executive Officer and shall not be taken out of the Municipal office except when called for by any court of law or by the district magistrate.

- If Chairperson, Vice-Chairperson or any councilor desired to inspect the minute book in the Municipal office the Executive Officer shall produce the same before him.

**Powers to make regulation as to business and affairs**

Every Municipality subject to the control and approval of the state government, shall make regulations as to:

- The time and place of its meetings, the business to be transacted at the meeting and the manner in which notice of meeting shall be given.

- Preserving order and the conduct of proceedings at the meetings, the due record of all dissents and discussions and the adjournment of meetings and the powers, which the president may exercise for the purpose of enforcing his decision on points of order.

- The custody of the common seal and the purpose for which it shall be used.

- The division of duties amongst its members and constitution and procedure of the Committees.

- Delegations of powers, duties or functions of the municipality and the power to be exercised by the Chairperson or Vice-Chairperson or Councillors or officers or servants of the municipality or government servants or by committees or its president or any one more of their members.

- The person by whom receipts shall be granted for money received under this Act.

- The duties, appointment of the officers and servants of the municipality.

- Other similar matters.

**Establishment Under the Municipality**

- Every municipality may with the previous sanction of the state government and subject to the provision of this Act and the rules made thereunder from time to time determine the officers and servants required to be employed by it or by any joint committee or by any committee of the municipal area and shall fix or latter the number, designation, grades, salaries, fees and allowances payable to such officers and servants.
• Every municipality shall have an executive officer, an engineer and a health officer who shall be servants of the state government, appointed to the municipality and their work shall be subject to the general powers of supervision of the Chairperson.

• The state government may on the recommendation of the municipality appoint an Additional or Assistant Executive Officer.

• The selection committee consisting of the Chairperson and a Councillor of the municipality elected for the purpose and the Executive Officer, the Engineer or the Health Officer shall have power to select such persons as they may think fit from time to time such persons shall thereupon be appointed by the Chairperson.

• Subject to the provisions of Orissa Municipal Act or any rules thereunder and to such control as may be prescribed, the Chairperson of a municipality may, ensure fine, withhold promotion, reduced, removed or dismiss any officer or servant of the municipality in its service, except the engineer, the health officer and the executive officer for any breach of departmental rules or disciplines or for carelessness, unfitness, neglect of duty or other misconduct.

• The Chairperson is empowered to impose punishments.

• The Chairperson may grant leave to all officers and servants of the Municipality appointed him.

• The Executive Officer, The Engineer and the Health Officer shall have power to grant leave to the servants of the Municipality appointed by them.

• The municipality at a meeting may from time to time grant gratuities, allowances or annuities out of the provident fund or annuity fund to any of its officers or servants as it may think fit.

• Grant gratuity to any member of the family of any of its offices or servants who has died from diseases or injury contracted in the discharge of a duty, which was attended with extraordinary bodily risk.

• Municipality shall not without the assent of the state government dispense with the services of any servant whose services are lent or transferred by the state government to the Municipality.

• The state government may by notification constitute any class of officers or servants of municipal areas into local fund services for the state of Orissa.

• Whenever any officer or servant belonging to the local fund service is posted or transferred to any municipal area the concerned municipalities shall be bound to employ him in its services and to pay all amounts due to such employee on account of his pay, allowances, and other dues from out of the Municipal Fund.
**Power of Municipality to frame regulation regarding establishment**

The municipality at a meeting, specially convened for the purpose by a resolution in favour of which not less than 2/3rd of the Councillors present at such meeting shall have voted may subject to the approval of the state government, make regulation in respect of officers and servants on its staff for;

- Fixing the grades and scales of salaries, fees and allowances.
- Fixing the amount and nature of the security to be furnished
- Laying down educational or other qualifications.
- Regulating the grant of leave, leave allowances, acting allowances and travelling allowances.
- Fixing the rates at which and the conditions under which pensionary contribution shall be paid.
- Establishing and maintaining provident funds or annuity funds and making contributions thereto compulsory and for supplementing such contributions out of the municipal fund for the payment of money out of such provident fund.
- Regulating conduct.
- Generally laying down conditions of services and method of recruitment of officers and servants of the Municipality.

- The state government may, on the application of any municipality place at its disposal the services of any government servant employed in connection with the affairs of the state to be employed by it for the purpose of this Act.

- Such officer shall be on Foreign Service conditions and the municipality shall bear the salary which such officer may be entitled to receive under the rules of the branch of the government service to which he belongs.

- He shall also make contribution towards the pension and leave allowances of such servant, which may be required, by conditions of his services under the state government to be made by him, or his behalf.

**Executive Officer**

- The resolution of municipality shall be carried into effect by the executive officer in which the executive power of the municipality shall be vested.

- It shall not be lawful for the executive officer to exercise any power which the municipal Act expressly declares shall be exercised by the chairperson or the municipality, unless such power is delegated to him by either of them.

- The executive officer may in cases of emergency direct, with the previous approval of the Chairperson or in his absence of the Vice-Chairperson the execution of any work or the doing of any act which requires the sanction of the
municipality and the immediate execution or doing of which is in his opinion necessary for the service of safety of the public and may direct the expenses of executing such work or doing such act shall be paid from the municipal fund:

- Shall not act under this section in contravention of any order of the municipality prohibiting the execution of any particular work or doing of any particular act; and
- Shall report the action taken under this section and the reasons therefore to the municipality at its next meeting.
- The executive officer has the power to receive, recover and credit to the municipal fund any sum due or tendered to the municipality;
- The power to grant, refuse, suspend or withdraw all licences for markets; and
- Any other power that has been delegated to the executive officer under the provisions of this Act.
- It shall be the duty of the executive officer to attend all the meetings of the municipality and to take the discussions at such meetings, but he shall not vote upon or propose a resolution at any such meeting.
- The executive officer of a municipal area with the sanction of a Chairperson may delegate by general or special order to a servant of the municipality to exercise under his control any power conferred on or delegated to him under this Act.
- A municipality or any committee of municipality may require from the executive officer and through him from any officers.
- Any return, statement, estimate, statistics or plan or other information regarding any matter appertaining to the administration of the municipality.
- A report or explanation on any such matter.
- A copy of any record correspondence, plan or other document which is in his possession of under his control or in his office of any servant subordinate to him.
- Every officer when so directed by the executive officer shall comply without any unreasonable delay.
- The executive officer shall comply with every requisite for any document unless in the case of such requisition by committee he is of opinion that immediate compliance thereof will be prejudicial to the interest of municipality or of the public in which case he shall refer such requisition to the chair person whose decision shall be final.
- Officers may take part in discussion or make statement in regard to a subject under discussion but shall not vote upon or propose a resolution at such meeting.
• Executive officer of a municipality or any person authorised by him in this behalf may enter into or any building or land, with or without assistants or workmen in order to make any inquiry, inspection, test, examination, survey, measurement or valuation or to execute any other work which is authorised by the provisions of this act or of any rule, regulation bye-law or order made under it or which its necessary for any rule, of the purpose of this act in pursuance of any of the said provisions to make or execute.

• The executive officer of a municipal area or any person authorised by him in this behalf may examine and test the weights and measures used in markets and shops in the municipal area with a view to the prevention and punishment of offences relating to such weights and measures under the chapter-XIII of the Indian Penal Code.

• All orders and decisions of the Chairperson or Vice-Chairperson of a municipality under the provision of this act shall be carried in to effect by the Executive officer of the Municipality and none else.

Wards Committee

• In every Municipal area having a population of three lakhs or more there shall be constituted by the Municipality a wards committee for each ward. The ward committee shall be composed of the following members:

• The Councillor representing the ward who shall be the president thereof

• An elector of the ward to be nominated by the Chairperson of the Municipality: and

• The Executive Officer or any other official of the Municipality as may be authorised by the Executive Officer.

Powers & Responsibility of Wards Committee

It shall be the responsibility of the wards committee-

• To take all possible measures, subject to the provisions of the Orissa Municipal Act and overall control of the Municipality for public health, sanitation, street lighting and conservancy in the ward,

• For protection of the environmental and

• Promotion of ecological aspects of the ward and

• For such other matters as may be entrusted by the Municipality.

• The ward committee shall have powers to recommend to the Municipality the measures needed for the purpose mentioned above

Committees

• The Municipality may appoint committees to assist them in discharge of the duties developed upon them under this Act, within the whole or any portion of
the Municipal area, in regard to all or any of the following subjects, namely-finance, public health, hospital and dispensaries, public works, education and any other special subject relating to the purposes of this Act.

- In a Municipal area in which provision is or has been made for the supply of piped water, a water-works committee shall be constituted, as hereinafter provided, to assist the council in the discharge of the duties developing upon it under the Act in respect of such supply.

- A committee shall consist of not less than three not more than six councilors and of any person who is not a councilor but who may, in the opinion of the Councillors, posses special qualifications for serving on such committee.

- The number of persons appointed on any committee who are not Councillors, shall not exceed one-third of the total number of the Councillors of such committee.

- The Councillors at a meeting may delegate to any such committee any of their powers and duties or for withdrawal of any of the powers and duties so delegated and also may, from time to time, refer to them for enquiry and report or for opinion such subjects relating to the powers and duties of Councillors at a meeting they may think fit.

- All the proceedings of any such committee shall be subject to confirmation with or without modification by the Municipality unless the Municipality in delegating such powers and duties direct that the decision of the committee shall be final.

- All questions regarding the removal or resignation of members of committees shall be settled by the Municipality.

**Joint Committees**

- A Municipality may, and if so required by the state government shall, join with one or more other local authority or authorities in consisting out of their respective bodies a joint committee for any purpose in which they jointly interested or for any matter for which they are jointly responsible.

- A Joint Committee may include persons who are not members of the local authorities concerned but who may ion their opinion posses qualifications or special interest for serving on such committee. But the number of such persons shall not exceed one-third of the total number of members of the joint committee.

- The constitution of a joint committee shall be by means of regulations, which shall not have effect unless assented to by each of the local authorities concerned.

- The regulation shall determine:
• The total number of members of joint committee.
• The number who shall be councilors of the local authorities concerned and the number who may be outsiders.
• The person who shall be members of the joint committee or the manner in which he shall be elected or appointed.
• The person who shall be President of the joint committee or the manner in which he shall be elected or appointed.
• The term of office of members and president.
• The powers being exercisable by one or more of the local authorities concerned which may be exercised by the joint committee.
• The procedure of the joint committee.
• If any differences of opinion arises between the local authorities concerned under any of the above provisions it shall be referred to the state government whose decision shall be final and shall not be questioned in any court.

**District Planning Committee (DPC)**

There shall be constituted at the district level of every district a District Planning Committee to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole.

- A DPC shall consist of twenty (20) members as follows:
  - 16 members to be elected in the prescribed manner of the Zilla Parishad and elected Councillors of the Municipalities in the district in proportion to the ratio between the population of the rural and of the urban areas in the district.
  - Four members to be nominated by the state government as follows.

- A Minister in the Council of Ministers of the state who shall be the Chairperson
- The Collector of the District who shall be the Vice Chairperson
- The Chairperson of the Zilla Parishad in the district
- The Chairperson of the Municipality in the district
- The state government may nominate any official or non-official as invitee to attend the meeting of the District Planning Committee without any right to vote at any such meeting.
- The Chief Executive Officer of the Zilla Parishad shall be the Secretary of the DPC.
• The term of office of the members of the DPC, the conduct of business at the meeting thereof and such other matter including filling up of casual vacancies in the said committee shall be such as may be prescribed.
• No act of a DPC shall be deemed to be invalid only by reason of the existence of a casual vacancy therein.

Functions of the DPC
Every DPC shall in preparing the draft development plan have regard to:

• Matters of common interest between the Panchayats and the Municipalities including special planning, sharing, of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation.
• Consult such institutions and organizations as the government may by order specify.
• The Chairperson of every DPC shall forward the development plan as recommended by such committee to the state government.
• A DPC shall have such other functions as the state government may by notification from time to time assign.

Municipal Taxation
The Municipality may from time to time, at a meeting convened expressly for the purpose of which due notice shall have given impose within the limits of the Municipality area the following taxes and fees or any of them.

• a tax on holding situated within the Municipality assessed on their annual value;
• a latrine tax on the annual value of holdings;
• a water tax on the annual value of holdings;
• a lighting tax on the annual value of holdings;
• a drainage tax on the annual value of holdings;
• a tax on carriages, carts, horses and other animals;
• a tax on profession, art and calling as may be prescribed;
• a pool tax subject to such maximum and minimum rates, as may be prescribed, on animals, carts and carriages other than motor vehicles carrying goods or passengers and entering the Municipality where a festival or fair is held and notified by the Municipality for the purpose;
• a fee on registration of dogs;
• a fee on the vessels moved within the limits of the Municipality area at ghats or lending places constructed and maintained by the Municipality;
• any other tax which a Municipality is empowered to impose under any law for the time being in force; and
• any other fee for services rendered by the municipality under the Act for the health, safety and convenience of residents;
• If the state government, either on their own motion or on the representation made by the inhabitants of any Municipal area are satisfied that the imposition of any tax or fee or the rate at which such imposition is likely to cause hardship to the inhabitants of the municipal area they may, after consulting the concerned Municipality by order –
  • Abolish such tax by order;
  • Suspend such imposition for such period, not being more than two years, as may be specified in the order; or
  • Fix such lower rate as they deem fit.
• Profession Tax: If the Council by a resolution determiners that a profession tax shall be levied, then as from the date of notification of such determination –
  (i) Every company, firm, association or Hindu undivided family transacting business in the Municipal area for not less than sixty days aggregate in any half-year; and
  (ii) Every individual who in any half-year –
    (a) Exercise a profession, art or calling or transacts any business or holds any appointment, public or private, either within the Municipal area or without it, but at the same time residing therefore not less than sixty days in the aggregate, or
    (b) Is in receipt of any income from investments residing in the Municipality area for not less than sixty days in the aggregate; shall pay to the Municipality a half-year tax at such rates, as may be prescribed, subject to the maximum of one hundred and twenty-five rupees per year.

Budget
• Atleast two months before the close of year, the Chairperson of a Municipality shall present before the Municipality a complete account of its probable receipts and expenditure for the following financial year together with the actual of the current year. The budget estimate shall contain such particulars as may be prescribed. In such estimate the Municipality shall among other things provide (i) for the payment as they fall due of all installments of principal and interest for which the Municipality may be liable in respect of loans contracted by it: (ii)
make adequate and suitable provision for such services as may be required for the several duties imposed; (iii) for the maximum closing balance as prescribed.

- After the budget is presented before the Municipality, copies of the Budget estimate and translation thereof in Oriya Language shall be forthwith lodged in the office of the Municipality.

- Copies of the estimate as sanctioned, shall be submitted forthwith and not latter than such dates as may be prescribed, to the State Government through such authority as the State Government may direct.

- However, the government shall if they find the budget estimate defective, erroneous or improper in respect of any of the particulars returns it to the Municipality for such alteration or modification as the State Government may deem necessary, and the Municipality shall make such alteration and modifications in the Budget estimate and resubmit within a period of one month from the date of its receipt to the State Government for the approval. If the Municipality fails to comply with the above, the State Government shall make such alteration in the Budget as they consider necessary and the Budget thus shall be the budget of the Municipality.

**Municipal Fund**

- There shall be constituted for each Municipality a fund to be called the Municipality Fund.
  - All sums received by or on behalf of the Municipality shall be credited to this account.
  - All fines realized by the Municipality.

- Unless the State Government otherwise direct all sums received, on account of the Municipal Fund shall be paid into a Government Treasury in or near to the Municipal area and shall be credited to an account to be called the account of Municipal area to which they belong.

**Loans and Borrowings**

- It shall be lawful for a Municipality subject to the provisions of any law, relating to the raising of loan authorities, for the time being in force from time to time to raise loans for the purpose of carrying out any provisions and to guarantee repayment of interest on such loans and to form a sinking fund.
5. A note on Orissa Municipal Corporation Act

Constitution of Corporation

The Governor, having regard to the population of any urban area, the density of population of such area, the revenue generated for the local administration, the percentage of employment in non-agricultural activities, the economic importance or such other activities as may be prescribed, may, by notification, specify such area to be a larger urban area.

Explanation. — A population of not less than three lakhs may be considered to be sufficient population for the purpose of declaring a larger urban area.

The Corporation Authorities

The following shall be the Municipal Authorities for the purpose of carrying out the provisions of this Act, namely: —

(a) The Corporation;
(b) The Mayor;
(c) The Standing Committees of the Corporation; and
(d) The Commissioner.

The Corporation shall consist of the following Corporators, namely: —

(a) Such number of elected Corporators as specified in the table below: —

<table>
<thead>
<tr>
<th>Population Range</th>
<th>Number of Corporators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Above 3 lakhs and upto 6 lakhs</td>
<td>Minimum: 39 Incremental numbers: One additional Corporator for every 15,000 above 3 lakhs Maximum: 59</td>
</tr>
<tr>
<td>Above 6 lakhs and upto 12 lakhs</td>
<td>Minimum: 59 Incremental numbers: One additional Corporator for every 30,000 above 6 lakhs Maximum: 79</td>
</tr>
<tr>
<td>Above 12 lakhs and upto 24 lakhs</td>
<td>Minimum: 79 Incremental numbers: One additional Corporator for every 40,000 above 12 lakhs Maximum: 109</td>
</tr>
<tr>
<td>Above 24 lakhs</td>
<td>Minimum: 109 Incremental numbers: One additional Corporator for every 60,000 above 24 lakhs Maximum: 150</td>
</tr>
</tbody>
</table>

- Five person nominated by the Government from amongst the residents of the city having special knowledge or experience in municipal administration.
- Provided that the persons referred to in this clause shall not have the right to vote at any meeting of the Corporation but shall have the right to attend every meeting thereof except the meetings convened under sections 14 and 20 (Elect Mayor & Dy Mayor & vote of no confidence against Mayor & Dy Mayor).
- Every member of the House of People and the member of the State Legislative Assembly representing constituencies which comprise wholly or partly the area of the city and every member of the Council of State who are registered as electors within the area of the city:
• Provided that no such member shall have the right to attend any meeting of the Corporation convened under sections 14 and 20 of the Act.

• Provided further that where any such member is unable to attend any meeting of the Corporation (except as aforesaid) for any reason, he may authorize a person to attend such meeting as his representative, but, in no case the representative so authorized shall have the right to vote at such meeting.

Reservation

• Reservation of seats for Corporators belonging to the Scheduled Castes and Scheduled Tribes in proportion to the total population of the city.

• In case the population is not sufficient for reservation of any seat, one seat for the Scheduled Castes or, as the case may be, one seat for the Scheduled Tribes shall be reserved in that Corporation area.

• One-third of the total number of seats shall be reserved for women under SC or ST. Where two seats are reserved for the Scheduled Castes or the Scheduled Tribes one of the two seats shall be reserved for women.

• Not less than, twenty-seven percent of the total number of seats shall be reserved in favour of backward class of citizens as referred in article 243T of the Constitution.

• One-third of the total number of seats reserved under sub-section (3) shall be reserved for women belonging to the backward class of citizens. Where only two seats are reserved for backward class of citizens one of the two seats shall be reserved for women belonging to the backward class of citizens.

• The procedure regarding reservation of seats and allotment of seats by rotation to different wards shall be such as may be prescribed.

• Where no eligible candidate is available, the Government shall nominate a person who is otherwise eligible to contest such election.

• Scheduled Castes or the Scheduled Tribes citizens can seek election from a non-reserved seat in the Corporation.

• Every Corporation, unless sooner dissolved, shall continue for five years from the date appointed for its first meeting.

• In case of dissolution of the Corporation, the same should be reconstituted within six months time or as the case may be.
Powers and Duties of the Corporation

Obligatory duties of Corporation

The Corporation to make adequate provision on the following matters, namely:

(i) erection of substantial boundary marks of such description and in such positions as may be approved by the Government defining the limits or any alteration in the limits of the city;

(ii) the watering, scavenging and cleaning of all public streets and places in the city and removal of all sweepings there from;

(iii) the collection, removal, treatment and disposal of solid wastes, sewage, offensive matter and rubbish and the preparation of compost manure from such solid wastes, sewage, offensive matter and rubbish;

(iv) the construction, maintenance and cleansing of drains and drainage works and of public latrines, water closets, urinals and similar conveniences;

(v) the lightening of public buildings vested in the Corporation, public streets and Corporation market;

(vi) the maintenance of Corporation Office and of all public monuments and open spaces and other property vested in the Corporation;

(vii) the naming or numbering of streets and public places in the city and the numbering of premises;

(viii) the regulation of offensive and dangerous trades or practices;

(ix) the maintenance, charges and regulation of places for the disposal of the dead and the provision of new places for the said purpose and disposing of unclaimed dead bodies;

(x) the construction or acquisition and maintenance of public markets and slaughter houses and the regulation of all markets and slaughter houses;

(xi) the construction, acquisition and maintenance of cattle pounds;

(xii) public vaccination in accordance with the provisions of law in force in the State of Orissa relating to public vaccination;

(xiii) the reclamation of unhealthy localities, the removal of noxious vegetation and abatement of all nuisances;

(xiv) the registration of births and deaths;

(xv) the construction, maintenance, alteration and improvement of streets, bridges, subways, culverts, causeways or the like;

(xvi) the removal of obstructions and projections in or upon streets, bridges and other public places;
(xvii) the management and maintenance of all Corporation water works and the construction or acquisition of new works necessary for sufficient supply of water for public and private purposes;
(xviii) preventing the spread of infectious disease;
(xix) the securing or removal of dangerous buildings and places;
(xx) the improvement of the city;
(xxii) the provision of public parks, gardens, playgrounds, recreation grounds, cultural centres;
(xxiiii) the preservation and conservation of heritage buildings;
(xxviiii) the fulfillment of any obligation imposed by or under this Act or any other law for the time being in force;
(xxv) subject to adequate provision being made for the matter herein-before specified, the provision of relief to destitute persons in the city in times of famine and the establishment and maintenance of relief work in such times;
(xxv) the maintenance of a vigilance organization in respect of its various functions; and
(xxvi) the compilation and maintenance of records and statistics relating to the administration and functions of the Corporation under this Act.

**Discretionary functions of Corporation**

- The Corporation may provide, from time to time, either wholly or partly, for all or any of the following matters, namely:
  - (i) the construction, establishment, maintenance and development of hospitals, dispensaries, sanatorium, leprosy asylums and rescue house for the care of persons who are infirm, sick or incurable, or institutions for the care and training of blind, deaf, mute or otherwise disable persons or handicapped children within or outside the city;
  - (ii) the organization, maintenance and management of maternity and infant welfare homes or centres and orphanages;
  - (iii) the provision of milk to expectant or nursing mothers or infants or school children;
  - (iv) the organization, maintenance and management of chemical or bacteriological laboratories for the examination or analysis of water, foods, or drugs, for the detection of disease or for researches connected with public health;
(v) construction and maintenance of swimming pools, public wash houses, bathing places and other institutions designed for improvement of public health;

(vi) maintenance of dairies or farms within or outside the city for the supply, distribution and processing of milk or milk products for the benefit of the residents of the city;

(vii) the construction and maintenance of public streets or places of drinking fountains for human beings and water tank for animals;

(viii) the planting and maintenance of trees on roadsides and elsewhere;

(ix) the holding of exhibitions, athletics or games or sports;

(x) the regulation of lodging houses, camping grounds, rest houses and holiday homes in the city;

(xi) the maintenance of an ambulance service;

(xii) the construction, establishment and maintenance of theatres, places of entertainment, rest houses and other public buildings, and the provision for entertainments in public places or places of public resort;

(xiii) the organization or maintenance in times of scarcity of shops or stalls for the sale of necessities of life;

(xiv) the building or purchase and maintenance of dwelling for Corporation Officers and employees;

(xv) the grant of loans to Corporation employees for the purpose of constructing houses on such terms and subjects to such conditions as may be prescribed;

(xvi) the organization, maintenance or management of transport facilities including metro services for the conveyance of the public or goods;

(xvii) the furtherance of educational objects including establishment, maintenance and improvement of schools and colleges and hostels therefore and the making of grants to educational institutions;

(xviii) the establishment and maintenance of libraries or the aiding of libraries, museums and art galleries, botanical or zoological collections and purchase or construction of buildings therefore;

(xix) the destruction of vermins, birds or animals causing danger or nuisance, and the confinement or destruction of stray dogs;

(xx) contributions towards any public fund raised for the relief of human suffering within or outside the city;

(xxi) the granting of rewards for information which may tend to secure the correct registration of vital statistics;
(xxii) the acquisition and maintenance of grazing grounds and the establishment and maintenance of stud farms;

(xxiii) establishment and maintenance of farms or factory for the disposal of sewage;

(xxiv) supplying, constructing and maintaining in accordance with the general system approved by the Corporation, receptacles, fittings, pipes and other appliances whatsoever on or for the use of premises receiving and conducting the sewage thereof into drains under the control of the Corporation;

(xxv) granting rewards for information regarding the infringement of any provisions of this Act, or of the rules, bye-laws, regulations or standing orders, made thereunder;

(xxvi) laying out in areas, whether previously built upon or not, new streets and acquiring land for that purpose or required for the construction of buildings or cartilages thereof to abut on such street or streets;

(xxvii) the building or purchase and maintenance of suitable dwellings for the poor and working classes;

(xxviii) the provision of shelter to destitute or homeless persons and any form of poor relief;

(xxix) the building or purchase and maintenance of sanitary stables or byres for cattles used in carts, or for milch-kine;

( xxx) the surveying of buildings or lands;

( xxxi) taking measures to meet any calamity affecting the public in the city;

( xxxii) the making of contribution towards any public ceremony or entertainment in the city;

( xxxiii) the purchase, maintenance, management and conduct of any undertaking for the supply of electric energy or gas to the public or the subsidizing of any such undertaking;

( xxxiv) the acquisition of immovable or movable property for any of the purposes hereinbefore mentioned including payment of the cost of investigation, survey or examination in relation thereto or the construction or adoption of buildings necessary for such purposes;

( xxxv) preparation and presentation of address to persons of distinction;

( xxxvi) maintaining, aiding and suitably accommodating schools for education, subject always to the grant of building grants by Government or from other sources;

( xxxvii) establishment and maintenance of Gosala;
(xxxviii) maintenance of religious institution like temple, mosque, church, gurudwar, pagoda etc;

(xxxix) construction, establishment and maintenance of Kalyan Mandap, Town hall and Community Centres in any public place;

(xl) the taking of any measure not hereinbefore specifically named, likely to promote public safety, health, conveyance and orderly urban growth;

(xli) the insurance facilities to the diseased and old persons for their treatment as well as to the school students in case of accident and loss of their study materials.

**General Powers and functions of Corporation**

- The powers and functions of the Corporation provided in this Act, every Corporation shall, subject to such conditions and limitations as the Government may, in the public interest, deem fit to impose, have powers with respect to —
  
  (a) the preparation of plans for economic development and social justice; and

  (b) the performance of functions and implementation of schemes in relation to, —

  (i) urban planning including town planning;

  (ii) planning for economic and social development;

  (iii) urban forestry, protection of environment and promotion of ecological aspects;

  (iv) safeguarding the interest of weaker sanctions of the society including handicapped and mentally retarded;

  (v) slum improvement and upgradation;

  (vi) urban poverty alleviation;

  (i) promotion of cultural, educational and aesthetic aspects; and

  (ii) vital statistics including registration of birth and death.

**Power of Corporation to call extracts from proceedings etc.**

- The Corporation may at any time call for extracts from the proceedings of any of its committees or for any return, statement, accounts or report connected with any matter with which such committees is empowered to deal and such committee shall furnish such extracts, returns, statement, accounts or report without any delay.
• The Corporation may at any time require the Mayor to produce any record, correspondence, plan or document which is in possession or under control as Mayor or which is recorded or filed in the office or with the employee of the Corporation relating to plan, estimate, statement, accounts, or statistics concerning or connected with the Corporation.

• However, the Mayor shall not be bound to comply with any such requisition if Mayor makes a statement that such compliance would, in Mayor opinion, be prejudicial to the public interest or to the interest of the Corporation.

**Election of Mayor and Deputy Mayor**

• *The corporators elects Mayor from among themselves in its Corporations first meeting;*

• Within thirty days from the date of Mayor election a Deputy Mayor of the Corporation is elected among corporators.

• If a Mayor of a Corporation is not reserved for women or where the Mayor elected under this Act is not a woman, the office of the Deputy Mayor of Corporation shall be reserved for women.

• Reservation of offices of Mayor shall be made by the Government by rotation among different Corporations in the prescribed manner and shall be published in the Gazette

• If no Mayor is elected, a fresh election shall be held within thirty days from the date of the first election; or

• If no Deputy Mayor is elected, a fresh election shall be held within thirty days from the date of the first election.

• If no Mayor or Deputy Mayor elected, the Government shall nominate a person who is otherwise eligible to hold the office.

**Removal of Mayor or Deputy Mayor**

• If at any time during the term of office of the Mayor or the Deputy Mayor it comes to the notice of the Government that such Mayor or Deputy Mayor wilfully omits or refuses to carry out, or disobeys the provisions of this Act or any rules, bye laws, regulations made under this Act or lawful orders issued there under, they may cause an enquiry to be made by an officer not below the rank of a Secretary to the State Government.

• On receipt of the report from the enquiring officer, the Government shall give an opportunity to the concerned Mayor or Deputy Mayor to submit explanation within a period of three weeks.

• The Government, after considering the report and the explanation together with the comments, if any, of the enquiring officer and on being satisfied that the
Mayor or the Deputy Mayor has failed to discharge the duties of his office or has acted illegally or in contravention of any of the provisions of this Act, or any rules, regulation or bye laws, may by notification issued, as far as practicable, within six weeks from the date of receipt of the explanation, remove the Mayor or as the case may be, the Deputy Mayor from office.

**Resignation of Mayor or Deputy Mayor**

- The Mayor may resign from the office by giving notice in writing to the Corporation
- The Deputy Mayor may resign from the office by giving notice in writing to the Mayor
- The resignation shall take effect in case of Mayor, from the date on which it is accepted by the Corporation and in case of Deputy Mayor, by the Mayor.

**Vote of no confidence against Mayor or Deputy Mayor**

- the Corporation specially convened by the Government in that behalf a resolution is passed, supported by not less than two third of the total number of elected Corporators recording want of confidence in the Mayor or Deputy Mayor, the resolution along with the records of the proceedings at such meetings shall forthwith be forwarded to the Government who shall publish the same in the official Gazette and with effect from the date of passing of the resolution.
- In the event of both Mayor and Deputy Mayor vacating office the Director Municipal Administration shall discharge the duties and responsibilities of the Mayor till a new Mayor is elected.
- No confidence motion can be moved within two years from the date of election from Mayor & Dy Mayor election.
- No confidence motion can’t be moved more than once during a calendar year.
- No such meeting shall be convened except on a requisition signed by at least one third of the total number of elected Corporators along with a copy of the resolution proposed to be moved at the meeting.
- The requisition shall be addressed to the Government ;
- The Government shall, within 10 days of receipt of such requisition, fix the date, hour and place of such meeting and give, notice of the same to all the Corporators holding office on the date of such notice along with a copy of the proposed resolution, at least three clear days before the date so fixed ;
- An officer of the Government not below the rank of the Secretary as may be authorized by the Government in this behalf shall preside over, conduct and regulate the proceedings of the meeting.
- The voting at all such meeting shall be by secret ballot ;
• No such meeting shall stand adjourned to a subsequent date and no item of business other than the resolution for recording want of confidence in the Mayor or Deputy Mayor, as the case may be, shall be taken up for consideration at the meeting.

• If the number of elected Corporators present at the meeting is less than two-third of the total number of Corporators the resolution shall stand annulled.

Powers of the Mayor
• The Mayor shall, for the convenient transaction of the business of the Corporation, allocate among the corporators such business.

• All executive actions of the Mayor shall be expressed to be taken in the name of the Corporation.

• Preside over meetings of the Corporation which shall meet at such place within the limits of the Corporation area and at such time as the Mayor may direct.

• The matters for discussion at the meeting of the Corporation shall be prepared under the direction of the Mayor and shall be circulated with the approval of Mayor.

• Mayor shall have the power to take action in case of an emergency.

• Mayor shall report forthwith to the Corporation or to the Standing Committee as the case may be, the actions, taken during emergency and the reasons thereof.

Prerogative of the Mayor
• The Mayor shall have access to all records of the Corporation and may obtain reports from the Commissioner on any matter connected with the administration of the Corporation.

• No correspondence shall be sent to the Government by the Commissioner without previous intimation to the Mayor and on such intimation the Mayor may furnish own view, if any, on such letter to the Government.

• All correspondence between the Corporation and the Government or other authority shall be made by the Commissioner.

Functions of Deputy Mayor
• The Deputy Mayor shall function as Mayor during absence of Mayor.

• The Deputy Mayor shall, while acting as, or discharging functions of the Mayor under this section, have all the powers of the Mayor.

• Mayor may, by an order in writing delegate any of his functions to the Deputy Mayor.
Term, removal and resignation of corporators

Term

- The term of office of the corporators shall be co-terminus with the duration of the corporation
- A corporators elected at a casual or bye-election to fill a vacancy shall hold office for the unexpired period of the term.
- A person who ceases to be corporators for any reason, whatsoever, shall ipsofacto vacate the office.
- Additional corporator or corporators be elected and the term of such additional corporator or corporators shall expire simultaneously with the expiry of the term of office.
- If in election no corporator is elected; the Government shall nominate an eligible person to fill up the vacancy.

Removal

- Government may remove any corporator on the grounds if-
  - Corporator has been subject to any of the disqualifications under sub-Isec71 ie. (i) ceases to reside in the city (ii) absents from three consecutive meetings of the corporation without obtaining prior permission from Mayor (iii) without sufficient excuse and (IV) disqualified under sec-70.
  - There shall be no removal without giving an opportunity of show cause.
  - Appeal can be filed within thirty days of removal order before the District Judge within the jurisdiction of the Corporation.

Resignation

- Corporator may resign from office by writing letter addressed to the Mayor.
- Mayor shall place the letter of resignation for acceptance before the corporation at its next meeting.
- After acceptance by the Corporation, the corporator shall cease to hold office with effect from the date succeeding the date.
- The corporator may withdraw at any time before acceptance of the resignation.

Casual vacancy

- In the event of non-acceptance of office by a person elected as a corporator or,
  - the corporator incurs any disqualification,
  - becomes incapable of acting

Regular vacancy

- Regular vacancy occurs due to (i) death (ii) resignation (iii) removal or otherwise of the corporator.
• Vacancy to be filled up within six months of the occurrence.
• Vacancy may not be filled in if in the ordinary course of events the terms of office would have terminated within six months.

Remuneration
• No Corporator shall receive or be paid salary or other remuneration for services rendered by him / her in any capacity except traveling allowance and sitting allowance as prescribed.
• Mayor and the Deputy Mayor may receive such monthly allowance as may be prescribed.

Corporators right
• Corporator may put question and make proposals to the Commissioner who shall answer any question concerning or connected with the administration of the Act or the Corporation administration of the city under following conditions:
• Not less than seven clear days notice in writing specifying the questions shall have to be given to the Corporation Secretary, before putting such questions.
• No question shall be asked
  (i) which calls for an expression of opinion or for the solution of an abstract legal question or of a hypothetical proposition, or
  (ii) which concerns or is connected with, either directly or indirectly, any pending suit or proceedings in any court of law or before any Tribunal, or
  (iii) which relates to the character, conduct of any Corporation officer or employee except in his official or public capacity, or
  (iv) which is or by implication may be defamatory of or which makes or implies, a charge of a personal character against any person or section of any community, or
  (v) which contravenes any bye-law made under this Act.
• The Mayor shall disallow any question which, in opinion, is in contravention of the provisions of the Act.
• If any doubt arises whether any question is or is not within the restriction imposed by the Act, the Mayor shall decide the point, and Mayor decision shall be final.
• The Commissioner shall not be bound to answer a question if, in opinion, it can not be answered without detriment to the interests of the Corporation or if it asks for information which has been communicated in confidence.
• Any Corporator may call the attention of the Commissioner to any neglect in the execution of the Corporation work or to any waste or damage to the Corporation...
property or to the wants of any locality and may suggest in respect thereof any proposal or improvement which he considers desirable.

- No Corporator shall cast vote on, or take part in the discussion of, any question coming up for consideration at a meeting of the Corporation or of any Standing Committee if the question is one in which, apart from its general application to the public, Corporator has any direct or indirect pecuniary interest by self or partner.

- The Mayor or the Chairman of the Standing Committee may prohibit any Corporator from voting on or taking part in the discussion of any matter in which the Corporator is believed to have such interest or may require the Corporator to absent himself during the discussion.

- Such Corporator may challenge the decision of the Mayor or the Chairman, who shall thereupon put the question to the meeting and the decision taken in the said meeting shall be final.

- If any allegation is made against the Mayor or the Chairman by any Corporator present at the meeting, to have any such interest in any matter under discussion, may, on the motion of such Corporator if carried, be required to absent self from the meeting during the discussion.

- In case of such motion to exclude Mayor or Chairman concerned shall not be entitled to cast his/her vote on the motion.

**Power and function of the Commissioner**

- An officer in the service of Government shall be appointed as the Municipal Commissioner by the Government.

- The Commissioner shall be a whole time officer of the Corporation and shall not undertake any work un-connected with his office.

- The Commissioner shall hold office for a period of three years, unless services are withdrawn by the Government sooner from the Corporation.

- The Commissioner shall be the principal Executive Officer of the Corporation and shall, subject to the supervision and control of Mayor.

- Exercise, such powers and functions as are specifically conferred or imposed upon him / her under this Act.

- Assign the duties and supervise and control the actions and proceedings of all officers and employees of the Corporation.

- All officers and employees of the Corporation shall be subordinate to the Commissioner.
• The Commissioner shall have the right to attend the meetings of the Corporation and any Standing Committee and to take part in the discussions but shall not have the right to move any resolution or to cast his vote.

• The Commissioner shall attend any meeting of the Corporation or of a Standing Committee if required to do so by the Mayor.

**Standing Committee**

• There shall be Standing Committee for dealing respectively with ——
  
  (i) Taxation, Finance and Accounts;
  (ii) Public Health, Electric Supply, Water Supply, Drainage and Environment;
  (iii) Public Works;
  (iv) Planning and Development;
  (v) Education, Recreation and Culture;
  (vi) Licenses and appeals;
  (vii) Contracts;
  (viii) Corporation Establishment;
  (ix) Grievances and Social Justice; and
  (x) Settlement of mutual disputes between two adjoining Corporations.

• The Corporation may, with sanction of the Government have the option of constituting additional Standing Committees.

**Constitution of standing committees**

• Standing Committee for Contracts shall comprise the Mayor, the Chairman of the Standing Committee to which the contract relates, the Commissioner and three other members to be elected from out of the elected Corporators and the Mayor shall be ex-officio Chairman of this Standing Committee.

• Except Standing Committee for Contracts, all other Standing Committees shall consist of seven members each elected by the Corporation from among its Councilors.

• No Corporator shall be a member of more than three Standing Committees at the same time.

• Standing Committee shall be constituted by election at the second meeting of the Corporation held after the general election.

• The Mayor shall be an ex-officio member of every Standing Committee other than the Standing Committee for contracts but shall not be eligible to be elected as Chairman of any such Standing Committee.
• The Standing Committee shall at its first meeting after its constitution and at its first meeting in same month in each succeeding year, elect one among its members to be the Chairman.

• The Chairman of the Standing Committee for Grievances and Social Justice shall be elected from amongst the elected Corporators of weaker section belonging to Scheduled Castes, Scheduled Tribes and Women.

Meetings of Standing Committees

• Every meeting of a Standing Committee shall be presided over by its Chairman or, in absence, by a member thereof chosen by the meeting to preside for the occasion.

• The Chairman shall preserve order and shall decide all points of order and procedure arising at or in connection with meetings and the decision of the Chairman is final.

• The member presiding at a meeting of the Standing Committee shall have all the powers and be subject to all the obligations of the Chairman.

Constitution, powers and responsibility of Wards Committee

• There shall be a Ward Committee for each ward.

• The Wards Committee shall be composed of the following members, namely ;
  (a) the Corporator representing the ward who shall be the President thereof ;
  (b) an elector of the Ward to be nominated by the Mayor of the Corporation ;
  (c) the Commissioner or any other official of the Corporation as may be authorized by the Commissioner.

• The Wards Committee is to take all possible measures for public health, sanitation, street lighting and conservancy in the Ward, for protection of the environment and promotion of ecological aspects of the Ward and for such other matters as may be entrusted by the Corporation.

• The Wards Committee shall have powers to recommend to the Corporation the measures needed for the purposes.

Meetings of the Corporation

• The Corporation shall meet for the transaction of business at the Corporation Office or at some other convenient place within the Corporation Area at least once in every month.

• Every meeting of the Corporation shall be presided over by the Mayor, or in absence, the Deputy Mayor, or in the absence of both the Mayor and Deputy Mayor, by a Corporator elected at the meeting for the occasion.

• The Mayor or in absence the Deputy Mayor shall call a special meeting on requisition signed by not less than one third of the total number of Corporator.
The Corporation Establishment

- Corporation may have the following officers, namely-
  
  (a) Deputy Commissioner,
  (b) City Engineer,
  (c) City Health Officer,
  (d) Chief Finance Officer,
  (e) Chief Auditor,
  (f) Law Officer,
  (g) Secretary,
  (h) Deputy Secretary,
  (i) Recovery Officer,
  (j) Environment Officer, and
  (k) Such other officers as may be prescribed.

- Corporation will have officers with the previous sanction of the Government
- The establishment to be determined from time to time with the previous sanction of the Government & Act, rules.
- except the eleven officers mentioned above, all others posts of officers and employees of the Corporation shall be classified into Groups “A” “B” “C” and “D” on the basis of the scales of pay of such posts.
- Appointments to all posts in Group ‘C’ except the posts of Establishment Officer, shall be made by the Corporation
- Group ‘D’ shall be made by the Commissioner subject to the provisions of bye-laws, if any, made by the Corporation.
- Establishment Officer shall be filled up by Government from the cadre of Local Fund Service.

Penalties

- Any holder of an elective office or any officer or authority makes any appointment, or causes any appointment to be made, in contravention of the provisions of this Act shall be deemed abused of power and position and shall invite proceedings for his removal by state Government.
- Any officer or authority makes any appointment, or causes any appointment to be made, in contravention of the provisions of this Act shall be deemed as guilty of misconduct and would invite proceedings by competent authority under the disciplinary rules of the officer / authority concerned.
- The holder of an elective office or the officer or authority, as the case may be, shall be punishable with imprisonment for a term which shall not be less than
six months but which may extend upto two years and also with fine which shall not be less than five thousand rupees and which may extend upto ten thousand rupees for contravention of any of the provisions of the Act as mentioned above.

- No court shall take cognizance of an offence punishable except with the previous sanction of the Government

- Pay and allowance paid to the person whose appointment is in contravention of the provisions of this Ordinance shall be deemed to be an illegal payment and a loss to the Corporation and the same shall be recoverable from such holder of elective office, officer or authority who makes such appointment.

**Corporation service**

- The Corporation service shall consist of officers and employees

- All officers, employees and servants of Corporation constituted under this Act, including those of Orissa Local Fund Service constituted under the Orissa Municipal Act, 1950, except those who are Government servants on deputation

- The terms and conditions applicable to such officers, employees and servants consequent on their absorption in the Corporation service shall not be less favourable than those applicable to such employees immediately before its commencement in the matter of pay and allowances, leave, pension, gratuity, provident fund and age of superannuation.

- The services rendered by any such officers, employees or servants before the commencement shall be deemed to be the service in the Corporation under this Act and they shall be entitled to count the period of that service for the purpose of seniority, increment, leave, pension, gratuity, and provident fund.

- The officers, employees or servants serving before the new Act shall be given an option either to be absorbed in the Corporation services or to be retrenched from the services on such retrenchment benefits.

- Pay, allowances and pensionary benefits payable to the members of the Corporation services shall be paid out of the corporation fund

- The Government may, at the request of the Corporation, place at its disposal the services of a person in Government service to be employed in its establishment on such terms and conditions as may be determined by the Government and the Corporation shall bear the pay and allowances of each such and also make contribution towards the pension and leave salary of such officer.

**Transfer of officers and other employees**

- Government shall have the power to transfer any officer or employee of one Corporation to another by general or special direction.
Powers and functions of Deputy Commissioner

- The Deputy Commissioner of the Corporation shall be subordinate to the Commissioner and shall exercise the powers and perform duties as the Commissioner may, from time to time, delegate and the Commissioner shall inform the Corporation of the powers and duties which he, from time to time.
- All acts and things performed and done by the Deputy Commissioner during the tenure of the office shall, for all purposes, be deemed to have been performed and done by the Commissioner.
- The Deputy Commissioner shall be subject to the same liabilities, restrictions and the conditions to which the Commissioner.

Powers and functions of the Chief Auditor

- Perform such duty with regard to the audit of the accounts of the Corporation fund as would be required by the Corporation or the Standing Committee.
- Specify duties and powers of the Auditors, Assistant Auditors, Clerks and other employees who are immediately subordinate.
- Supervise and exercise control over the acts and proceedings of such Auditors, Assistant Auditors, clerks and other employees

Powers and functions of the Recovery Officer

- The Recovery Officer shall be responsible for recovery of all the Corporation dues on account of taxation, penalty and other dues from persons/institutions liable to pay such dues in accordance with the provisions of this act and rules.

Powers and Functions of the Environment officer

- Environment Officer shall perform duties as may be assigned by the Commissioner in accordance with the resolutions of the Corporation concerning the overall ecology and Environment.
- Shall be responsible for complying with the directions of Government to protect the environment from pollution.

Powers and functions of the Corporation Secretary

- The Corporation Secretary is the Secretary of the Corporation as well as the Standing Committee.
- Perform such duties as under this Act and other duties as directed by the Corporation and Standing Committee.
- Have custody of all papers and documents connected with the proceedings of Corporation, Standing Committees and any sub-committees.
- Specify duties of the officers and employees who are immediately subordinate and supervise and exercise control over acts and proceedings of such officers and employees.
Powers and functions of other Officers

- City Engineer, the City Health Officer, the Chief Finance Officer, the Law Officer, the Deputy Secretary and other officers are to perform and discharge duties as under the Act, rules and bye-laws or as required by the Commissioner or the Standing Committee or the Corporation.

Disqualification of officers.

- No person shall be qualified to be appointed as an officer of the Corporation, if he / she has directly, or indirectly any interest in any contract made with or in any work being done for the Corporation.
- Any officer of the Corporation appointed, who acquires directly or indirectly any interest as aforesaid shall cease to be such officer of the Corporation.

Establishment Schedule

- The Commissioner to place before a schedule of officers with designation and grades before the Standing Committee on Taxation, Finance and Accounts to constitute the Corporation establishment consists with rules / bye-laws.
- After approval by the Standing Committee as well as Corporation, the Commissioner is to send the schedule for the sanction of the Government.

Conditions of services of Corporation establishment

- Classification, methods of recruitment, conditions of service, pay and allowances and discipline and conduct of the officers and employees of the establishment of the Corporation shall be regulated,-
  (i) in case of Group ‘A’ and Group ‘B’ officers, by Government
  (ii) in the case of employees included in group ‘C’ and Group ‘D’, by bye-laws made by the Corporation.
- Group ‘A’ and Group ‘B’ officers may be removed by Government.
- Salary, leave and leave allowances, house rent allowances, carriage hire, traveling allowances or any other allowances, gratuity or pension granted under the said bye-laws shall in no case exceed without the special sanction of the Government.
- The condition under which such salary and allowances are granted or any leave or pension on superannuation or retirement is sanctioned, shall not be more favourable than those for the time being admissible to such Government servants.
- Government may any time, withdraw any Group ‘A’ officer and appoint another officer in the place.
- No officer or employee of the Corporation shall be dismissed or removed by and authority sub-ordinate to that by which he / she was appointed.
• No officer or employee shall be dismissed or removed or reduced in rank until he / she has been given reasonable opportunity of showing cause against the action proposed to be taken against him / her except criminal charge.

• Every officer of the Corporation shall be whole time officer of the Corporation.

• Every officer shall undertake any work unconnected with office without the permission of the Commissioner.

Commissioner granting such permission shall be placed before the next meeting of the Corporation.

**Government's power over Corporation**

*Submission of administration report to Government.*

• Corporation shall submit annual *administration report* to the Government in the month April.

• Commissioner shall prepare report and the Corporation shall consider the report and forward the same to the Government with their resolution.

*Power to call for records*

• Government may, at any time, require the Corporation or the Commissioner
  (a) to produce any record, correspondence, plan or other document;
  (b) to furnish any return, plan, estimate, statement, account or statistics relating to the proceedings, duties or works of the Corporation or any of the corporation authorities ; and
  (c) to furnish, or obtain and furnish, any report

*Inspection by Government*

• Government may depute any officer not below the rank of Secretary to inspect or examine the records of Corporation office or any service or work.

• all Corporation Officers and employees shall be bound to afford all records, accounts and other documents the inspection.

*Government’s power to direct*

• Submission of copies of proceedings etc. to Government and Governments power to cancel, resolution etc

• Government may, at any time, by notification —
  (i) suspend or cancel, any resolution, in whole or in part of the Corporation, passed, order issued or licence or permission granted ;or
  (ii) prohibit the doing of any act which is about to be done or is being done in pursuance of or under the provisions of or under the provisions of this Act if in their opinion —
(a) such resolution, order, license, permission or act has not been legally passed, issued, granted or authorized, or

(b) such resolution, order, licence, permission or act is in excess of the powers conferred by this Act or any other law, or

(c) the execution of such resolution or order or the continuance in force of such licence or permission of the doing of such act is likely to cause danger to human life, health or safety or is likely to lead to a riot or an affray, or

(d) such resolution, licence, permission or act is gravely prejudicial to the financial interests of the Corporation:

- Government shall, before taking action shall give the authority or person concerned a reasonable opportunity for explanation.

- District Magistrate can take immediate action to suspend resolution, order, license, permission or act being done and report to government in matters relating to riot or affray, Government may rescinded such orders after giving opportunity to the corporation.

- In case of resolution of order being cancelled by Government, position prevailing prior to the order shall prevail.

**Dissolution and reconstitution of the Corporation**

- If in the opinion of the Government the Corporation is incompetent to perform or persistently makes default in performing the duties under the Act or any other law, or exceeds or abuses its powers or fails to carry out the directions given to it under the provisions of this Act or any other law, they may, by notification, direct that the Corporation be dissolved.

- The reconstitution shall be done not later than six months from the date of dissolution.

- Municipal Corporation shall be given a reasonable opportunity of being heard before its dissolution.

- Where the remainder of the period for which the dissolved Corporation would have continued is less than six months, it shall not be necessary to reconstitute the Corporation for such period.

- Government shall communicate to the Corporation the grounds on which they proposed to dissolve.

- Notification issued for dissolution shall be laid as soon as may be before the Orissa Legislative Assembly.

- During any interval between the dissolution and the reconstitution of the Corporation all or any of the powers and duties conferred and imposed upon the
Corporation, its Standing Committees, the Mayor and the Deputy Mayor, under this Act or any other law shall be exercised and performed by an Administrator appointed by the Government.

- Administrator shall be a whole time officer and shall be paid out of the Corporation fund.
- All properties of the Corporation shall, until its reconstitution vest in the Government.

**Powers to appoint Administrator in certain cases**

- Government shall, by notification, appoint an Administrator for such period not exceeding six months (a) if the general elections to the Corporation under or stayed by court or authority, (b) the election of all the Corporator or more than two third of the Corporators has been declared by court or authority to be void, (c) all the Corporators or more than two-third of the Corporators have resigned.

- Government may appoint an Advisory Council to advise and assist the Administrator.

- Members of the Advisory Council shall hold office during the pleasure of the Government.

**Revenue of the Corporation**

According to the Orissa Municipal Corporation Act-2003, the internal revenues of the corporation shall consist of its receipts from the following sources namely:

A. Taxes levied by the corporation;
B. User charges levied for provision of civic services and
C. Fees and fines levied for performance of regulatory and other statutory functions.

**Taxes**

*The corporation shall have the power to levy the following taxes:*

- Property tax on lands and buildings: A property tax shall be collected on the annual value of any land of buildings in the corporation area, including any land or building belonging to the state government or the corporation or any undertaking or public sector corporation under the control of the state government of the corporation, but excluding any land or building specifically exempted by the Act. Notwithstanding any thing contained in the Act, any land or building which is the property of the central government shall, save in so far as Parliament by law otherwise provides, be exempt from the property tax.

- Tax on deficit in parking spaces in any non-residential building.
• Water tax
• Fire tax
• Tax on advertisements, other than advertisements published in newspapers
• Surcharge on entertainment tax
• Surcharge on electricity consumption within the Corporation area
• Tax on electricity consumption within the Corporation area
• Tax on Congregations
• Toll-
  • On roads, bridges and ferries, and
  • On heavy trucks which shall be heavy goods vehicles, and buses, which shall be heavy passenger motor vehicles, within the meaning of the Motor Vehicles Act, 1998 plying on a public street.
• Subject to the prior approval of the government, the corporation may, for raising revenue for discharging its duties, and performing its functions, levy any other tax, which the State Legislature has the power to levy under the Construction of India.

User Charges:

The corporation shall levy user charges for-

• Provision of water supply, drainage and sewerage
• Solid waste management
• Parking of different types of vehicle in different areas and for different periods
• Stacking of materials of rubbish on public streets for construction, alteration, repair or demolition work of any type and
• Other specific services rendered as such as may be determined from time to time by regulations.

Fees and Fines

The corporation shall have the power to levy fees and fines in exercises of the regulatory powers vested in it such as-

• Issue of corporation licenses for various non-residential users of lands and buildings.
• Licensing of-
  • Various categories of professionals such as plumbers and surveyors
  • Various activities such as sinking of tube wells, sale of meat, fish or poultry, or hawking of articles
• Sites used for advertisement of premises used for privat markets, slaughter-
houses, hospital, nursing homes, clinics, factories, warehouses, godowns, 
goods transport depots, eating-houses, lodging-houses, hotels, theaters, 
cinema-houses and places of public amusement and for other non 
residential use
• Animals
• Carts or carriages and
• Such other activities which require a license or permission and
• Issue birth and death certificates.
• Levy of surcharge on tax or fees: The corporation may levy a surcharge on a tax, 
or user charge, or fee on a premises used for non-residential purchase at such 
rate, being not less than twenty five percent and not more than seventy five 
percent, of such tax, user charge or fee, as the case may be, as may be 
determined by regulations.
• Power to levy Development Charge: The corporation may levy such development 
charge as may be determined by regulations, from time to time, on any 
residential building with not more than fourteen meters, or any non-residential 
building, having regard to its location along a particular category of street, its 
use characteristics, and sanctioned built up area.
• The corporation shall have such percentage of the Entry Tax share in lieu of 
Octroi, as admissible under the provisions of the Orissa Entry Tax Act, 1999 
and rules made there under:
• Every person, who erects, exhibits, fixes or retains upon or over any land, 
building, wall, hoarding, frame, post, kiosk, structure, vehicle, neon-sign any 
advertisement, or displays any manner whatsoever (including any advertisement 
exhibited by means of cinematography), visible from a public street or public 
place in any location in a Corporation area including an airport or a port or a 
railway station, shall pay for every advertisement, which is so erected, exhibited, 
fixed or retained or so displayed to public view, a tax calculated at such rate as 
may be determined by regulations.

Budget

• The commissioner shall; in consultation with the Heads of Departments of 
Corporation, prepare and submit to the standing committee on taxation, finance 
and accounts on or before the 1st day of January, each year, a budget 
containing a detailed estimate or income and expenditure for the ensuing year, 
and if he is of the opinion that it is necessary or expedient to vary the taxation
or to raise loans, he shall submit his proposals in regard thereto and such standing committees finalize the budget estimate and submit the same with its recommendations, if any, to the corporation on or before the twenty eight day of January each year.

• The Commissioner shall cause the budget estimate as finally prepared by the standing committee on taxation, finance and accounts to be published not latter than the 1st day of February and shall, not later than the said date forward a printed copy thereof to each corporator.

• The Corporation shall at its meeting to be convened shall at its meeting to be convened for the purpose on or before the first day of March, consider and approved on or before it by the standing committee on taxation, finance and accounts with or without modifications and addition, and in any the corporation shall finally adopt a budget estimated income and expenditure of the corporation for the next year.

• The corporation shall finally pass the budget estimate before the fifteenth day of March of the year to Which it relates and forthwith submit a copy thereof to the government.

• If the corporation fails to adopt finally the budget before the due date and if such failure, in the opinion of the government is not due to any valid reasons, then, the government may direct the commissioner to forward the budget estimate forthwith as prepared by him and as finalized by the standing committee on after scrutinizing the budget estimate, intimate their approval to the commissioner on or before the first day of April of the year.

• The corporation may, on the recommendation of the standing committee, from time to time during any year, pass a supplementary budget estimate for the purpose of meeting any special or unforeseen requirement arising during the year, but in no case, cash balance under general account- revenue at the close of the year shall be reduced below one lakh and fifty thousand rupees.

• The standing committee, may, if it thinks necessary at any time during the year reduce the amount of a budget grant or transfer of add the amount, or a portion of the amount, of one budget grant to the amount of any other budget grant.

Finance Commission

• The finance commission constituted under article 243-I of the Constitution shall review the financial position of the Corporation and make recommendations to the Governor as to:

(a) the principles which should govern -
(i) the distribution between the government and the corporation of the net proceeds of the axes, duties, tolls and fees leviable by the government which may be divided between them and the allocation between the corporation of their respective shares for such proceeds;

(ii) the determination of the taxes, duties, tolls and fees which may be assigned to or appropriated by the corporation;

(iii) the grants-in-aid to the Corporations from the Consolidated Fund of the State;

(b) the measures needed to improve the financial position of the corporations; and

(c) any other matter referred to the finance commission by the Governor in the interest of sound finance of the corporation.

• The Governor shall cause every recommendation made by the commission under this section together with an explanatory memorandum as to the action taken thereon to be laid before the assembly.

**Corporation Fund**

There shall be a corporation Fund to be held by the Corporation in trust. All money realized of realizable under this Act and all moneys otherwise received by the corporation shall be credited thereto.

• This Fund shall be maintained in the following five accounts, namely
  a. the Water Supply, the Sewerage and the drainage account.
  b. the Road Development and Maintenance Account
  c. the Bustee Services Account,
  d. the Commercial Projects Account, and
  e. the General Account which shall relates to all money received by, or on behalf of the Corporation.

• No payment of, any sum out of the Corporation Fund, shall be made unless such expenditure is covered by current budget grant and a sufficient balance of such budget grant is available.

• the Commissioner shall, as soon as may be, after day of April of each year cause to be prepared a detailed report of the previous year, together with a statement showing the amounts of the receipt and disbursement credited and debited to the Corporation Fund during the said year the balance at the credit of the Fund at the close of the said year and shall submit the same to the Standing Committee on Taxation, Finance and Account.

**Loans and Borrowings**

• The government shall frame a comprehensive debt limitation policy applicable in the case of loans, including short-term loans, to be raised by the Corporations,
laying down inter alia, the general principles governing the raising of loans by the Corporation, the limit of the loans which any Corporation may raise having regard to its financial capacity, the rate of interest to be paid for such loans, and the terms and conditions, including the period of repayment thereof.

- A Corporation may, from time to time, raise, by a resolution in this behalf passed at a meeting of the Corporation, a loan with the limits set by the comprehensive debt limitation policy framed by issue of debentures or otherwise, on the security of the property tax or of all or any of the other taxes, surcharges, cess and fees and dues or both the property tax and all or any of the other taxes, surcharges, cess and fees and dues or on the guarantee by the Government.

- The Corporation shall establish a Sinking Fund in respect of each loan raised for the repayment of moneys borrowed or debentures issued, and shall, every year, pay into such Sinking Fund such sum as shall be sufficient for the repayment, within the period fixed for the loan, of the moneys borrowed or the debentures issued.

- The corporation may borrow money from Government on such terms and conditions as the Government may determine.

- Subject to such guidelines and procedures as the Central Government may lay down from time to time and with the previous approval of the Government, the Corporation may issue tax-free Corporation Bonds for financing of projects for development of urban infrastructure.
System of Book-Keeping

**Single entry system of book-keeping:** Under this system, the organization does not record both the aspects of each transaction. When the organization receives cash from an outsider, it records the cash receipt but in many cases ignores recording about the person from whom it received the cash. Again, when it pays cash for a purpose, it records the payment but ignores recording the purpose of payment or about the person to whom paid. Thus, strictly speaking, under this system the organization records the transactions partially and hence, it is not possible to check the arithmetical accuracy of the books of account.

**Double entry system of book-keeping:** Every business transaction has two aspects. i.e., when we receive something, we give something else in return. When we purchase goods for cash, we receive goods and give cash in return; similarly in a credit sale of goods, goods are given to the customer and the customer becomes debtor for the amount of goods sold to him. This method of writing every transaction in two accounts is known as Double Entry System of Accounting. Of the two accounts, one account is given debit while the other account is given credit with an equal amount. Thus, on any date, the total of all debits must be equal to the total of all credits because every debit has a corresponding credit.

Under this system, the organization records both aspects of the transactions and maintains complete set of records for each transaction. Under this system, the organization can check the arithmetical accuracy of the transactions recorded in the books. Thus, when it receives cash, the organization records the cash receipt and updates the records of the recipient. When the organization pays cash, it records the payment and updates the records of the payee.

**Basis of Accounting**

**Cash-Basis of accounting:** Under cash-basis of accounting, the organization records the cash receipt and the cash payments only. Thus, the point of accounting starts when the organization actually receives the cash or disburses the cash.

**Accrual-Basis of accounting:** Under the accrual-basis of accounting, the organization at first records the purpose of receiving the cash, i.e. it records the reason for receiving the cash or records the income. Thus, the recording of income starts long before the actual receipt of cash. Since during the recording of income, the organization has not received any cash, it thus records the income as receivable. Once it receives the cash, it adjusts the receivable head that created before. While making payments, the organization records the reasons or purpose of payment and records the details of the
payee, even when no payment made yet. When the organization actually pays the amount, it records the payment while adjusting the payable head.

In this system, there is a change in accounting for transactions and reporting the financial results so as to provide the ULBs and the Government with the Financial Reports, in the form of two important financial statements for the purposes noted against each:

<table>
<thead>
<tr>
<th>Statement</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>Income &amp; Expenditure Statement</td>
<td>To determine the financial performance of the ULBs</td>
</tr>
<tr>
<td>Balance Sheet</td>
<td>To assess the financial status of the ULBs</td>
</tr>
</tbody>
</table>

**Conversion**

**Single Entry to Double Entry Accounting**

It is difficult to define Single Entry Accounting System. It is generally used to denote *any method of recording financial transactions other than double entry accounting*. The Double entry accounting system, in turn, is a mathematically accurate model wherein, for every transaction, two aspects (referred to as ‘Debit’ and ‘Credit’) are recorded.

**The disadvantages of Single Entry method of accounting are**

i. It is not a scientific method of accounting because it does not record the two-fold aspect of each transaction.

ii. No trial balance can be prepared as it does not record the dual aspect of each transaction. Therefore, so the arithmetical accuracy of the books cannot be checked.

iii. In the absence of nominal account, trading and profit and loss account cannot be prepared.

iv. In the absence of real account, it is not possible to know the exact financial position of the business on any particular day by preparing a Balance Sheet.

v. Internal check is not possible, so the possibility of fraud or misappropriation is greater in case of single entry than in the case of double entry system.

vi. An example of a problem faced by the ULB owing to these are the ULB does not know of all the resources (assets) controlled by it nor does it know of additions to or deletions from its resource pool.

vii. It is difficult to ascertain the value of the business, specially of goodwill if the proprietor wishes to sell his business.

viii. It does not record information on service delivery. Efficiency in utilization of assets, nor is it a transparent system.
ix. As the system is largely dependant on registers and noting therein very often data is lost or not recorded at all, further information is not readily available at one place leading to information gaps.

On the other hand, Double Entry Accounting System is a logical mechanism, which accounts for the assets and equities of an organization in a mathematically accurate manner.

**The Advantages of Double Entry Accounting System**

i. Revenue is recognized as it is earned and thus “Income” constitutes both revenue received and receivable.

ii. Expenditure is recognized as and when the liability for payment arises and thus it constitutes both amount paid and payable.

iii. Expenses are matched with the income earned in that year.

iv. A distinct difference is maintained between items of revenue nature and capital nature.

v. It assists in effective follow-up of receivables by the municipal body and proper ascertaining of payables by the municipal body.

vi. The surplus or deficit as shown at the year-end represents the correct financial position of the organisation arising out of the various transactions during that year.

vii. It helps in providing timely, right quality and nature of information for planning, decision-making and control at each level of management.

viii. One of the distinct advantages of adopting accrual accounting system is ease in financial appraisals by the financial institutions. It also facilitates credit rating through approved Credit Rating Agencies, which is a pre-requisite for mobilising funds in the financial markets through debt instruments.

Thus, a change from Single Entry to Double Entry system of accounting will enhance the availability of financial information to the decision makers. It will help to record correctly and integrate the various subsidiary records (such as asset register etc.) which now become a part of the accounting system. Hence, updating the records and registers are required for giving the correct picture of the ULB’s finances.

**Cash Basis to Accrual Basis**

Under both methods i.e. single entry and double entry accounting; accounts can be maintained either on ‘Cash basis’ or ‘Accrual Basis’ of accounting. While under cash basis, transactions are recorded only if cash (or cheque etc., -in finance speak “in money or money terms”) is exchanged, under accrual accounting, the transaction is recorded when the right to receive or pay is established. Under this, a cost is incurred (i.e. accrued) irrespective of whether it is paid or not during that period as long as an
obligation is due. Similarly an income is recorded irrespective of whether it is received or not during the period the moment a right or entitlement is established.

Currently, ULBs in Orissa are following the cash basis book keeping for accounts maintenance. This has led to certain problems or gaps in information generation, such as the ULB does not know the amount of bills outstanding at any point of time, again conversely the ULB does not have an accurate method of knowing the amounts due to it. To take another example- loan received from Government, under the single entry system, the same is recorded in loan register and no other record is kept. Under double entry system loan it is recorded in loan ledger and at the end of year, balance of loan is shown as liability in balance sheet.

**The Accrual method of accounting is based on the following two basic principles:**

i. Any income that the organization received, or is certain to receive, and is capable of being measured, should be accounted for in the books.

ii. All expenditure needs to be accounted in the books when they are incurred irrespective of whether the payment in cash is made immediately or later.

**The advantages of using an accrual-based system of accounting are:**

i. Readily available information about income and expenditure, revenue received and outstanding;

ii. Information about expenditure incurred and payments to be made;

iii. Facilitates effective financial management;

iv. Facilitates informed decision making.

**Golden Rules of Double Entry System**

<table>
<thead>
<tr>
<th>Personal Accounts</th>
<th>Real Accounts</th>
<th>Nominal Accounts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Debit</td>
<td>Debit</td>
<td>Debit</td>
</tr>
<tr>
<td>Receiver</td>
<td>Credit</td>
<td>Credit</td>
</tr>
<tr>
<td></td>
<td>What Comes</td>
<td>Expenses and</td>
</tr>
<tr>
<td></td>
<td>In</td>
<td>Losses</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Income and Gains</td>
</tr>
<tr>
<td></td>
<td>What Goes</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Out</td>
<td></td>
</tr>
</tbody>
</table>

It is customary to use the term *"Debit" and "Credit"* to communicate the above phenomenon. The rules of debits and credits are as follows:

<table>
<thead>
<tr>
<th>Type of Account</th>
<th>Debit Signifies</th>
<th>Credit Signifies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Asset Accounts</td>
<td>Increases</td>
<td>Decreases</td>
</tr>
<tr>
<td>Liability Accounts</td>
<td>Decreases</td>
<td>Increases</td>
</tr>
<tr>
<td>Own Funds</td>
<td>Decreases</td>
<td>Increases</td>
</tr>
</tbody>
</table>
7. Urban Poverty and Slum Development
Case Study of Puri Municipality

Institutional Framework on Poverty Alleviation

At the Govt. of Orissa, Housing & Urban Development Departments functions Project Director UPA Cell. Its functions are to monitor give direction to local governments in implementing various poverty alleviation programmes. The state UPA Cell is supported by the State Urban Development Agency (SUDA). The SUDA monitors the MIS of the Poverty Alleviation Programmes in Orissa. At the district level functions District Urban Development Agency (DUDA) with District Collector as Chairman and Additional District Magistrate as Vice Chairman and at the city level there used to a UPA cell. The UPA cell at the city level implements the programmes and monitors the progress of SJSRY, NSDP etc. The main thrust of implementation of projects rests with Community Organisers.

Existing Situation

Puri City is no exception to slum development and proliferation. In fact, the slum proliferation and informal sector has been growing since evolution modern Puri. The growth of informal sector in slums and squatters is due to huge migration from the rural hinterland and borders states of Andhra Pradesh in search of employment particularly in tourism and fishing sector. The slum settlements in the city can be classified into slum colonies belonging to fishing communities, common slums, population squatting on the land belonging to Indian railways and other government agencies. The growth of slums, squatters and informal settlements has become more acute after super cyclone, which has aggregated the problem. Most of the slums of the city ate located on unutilized Government land/ Railway land. These Government land remained temporarily vacant where development could not be done immediately. This provides favorable opportunities to the lower economic groups specially belonging to the labor classes who came to the city in quest of new opportunities and employment.

A significant portion of the slum dwellers in Puri are migrants in search of employment, primarily in the unorganized sector. Basic characteristics of these slums are dilapidated housing structures with poor ventilation, overcrowding, inadequate lighting, lack of potable water, absence of sanitation facilities, faulty alignment of streets/lanes, inundation during monsoon season, lack of access for fire-fighting and control measures and other basic physical and social services.

As per the 2001 Census, there were 33768 slum populations in the city, which constituted about 21.39 percent of the city's population. Lack of civic services, unhygienic living conditions coupled with increase in housing stock deficit gave raise to
slum dwellings and its population. However, as per the information of Puri Municipality the present slum population is about 47,707 in 46 slum pockets. The analysis of the slum profile based on Census 2001 is presented below.

### Slum Profile of Puri

<table>
<thead>
<tr>
<th>Index</th>
<th>City</th>
<th>Slum</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>157837</td>
<td>33768</td>
</tr>
<tr>
<td>Average Household Size</td>
<td>5.10</td>
<td>5.00</td>
</tr>
<tr>
<td>Sex Ratio</td>
<td>919</td>
<td>902</td>
</tr>
<tr>
<td>Proportion of SC Population in Slums</td>
<td>6.68</td>
<td>10.47</td>
</tr>
<tr>
<td>Proportion of ST Population in Slums</td>
<td>0.21</td>
<td>0.17</td>
</tr>
<tr>
<td>Literacy Rate</td>
<td>74.0</td>
<td>51.89</td>
</tr>
<tr>
<td>Workers Participation Ratio</td>
<td>29.99</td>
<td>30.53</td>
</tr>
<tr>
<td>Proportion of Main Workers to Total Workers</td>
<td>28.28</td>
<td>92.17</td>
</tr>
</tbody>
</table>

Source: Census of India, Slum Population, 2001

### Census Slum Profile of Puri

<table>
<thead>
<tr>
<th>Item</th>
<th>Puri Slum</th>
<th>Puri Town</th>
<th>Orissa</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Households</td>
<td>6759</td>
<td>30969</td>
<td>1119518</td>
</tr>
<tr>
<td>Total Population</td>
<td>33768</td>
<td>17758</td>
<td>5517238</td>
</tr>
<tr>
<td>Population 0-6 Age</td>
<td>4847</td>
<td>2578</td>
<td>3924451</td>
</tr>
<tr>
<td>Population</td>
<td>10308</td>
<td>5152</td>
<td>1685650</td>
</tr>
<tr>
<td>Literates</td>
<td>17522</td>
<td>10355</td>
<td>228801</td>
</tr>
<tr>
<td>Main Worker</td>
<td>9501</td>
<td>8012</td>
<td>189847</td>
</tr>
<tr>
<td>Marginal Worker</td>
<td>807</td>
<td>332</td>
<td>100088</td>
</tr>
<tr>
<td>Non Worker</td>
<td>23460</td>
<td>9414</td>
<td>1483289</td>
</tr>
</tbody>
</table>

Source: Census of India, Slum Population, 2001
Growth Trends in Slums

The city presents a range of activities in the tourism, fishing, handicrafts and commercial sectors. Growth in such activities, possibilities of absorption in allied as well as service sectors, scope of employment in trade & business activities, hawking, retailing, carting etc. have attracted rural poor to the city. It is noteworthy that the proportion of slum population in Puri is increasing. However, it may be noted that the demographic features (number of households and population) provided by the Census vary with that of the database provided by the Puri Municipality owing to difference in the definition of the slums followed by Census and Puri Municipality.

Socio-Economic Characteristics

As stated earlier, the demographic features (number of households and population) provided by the Census vary with that of the information provided by the Puri Municipality owing to difference in the definition of the slums followed by Census and Puri Municipality. However, for the purpose of analyzing the socio-economic characteristics, data as per the Census 2001 has been utilized. Some of the key socioeconomic features of the slum population as per the Census 2001 are given in the above table. It may be observed that the average household size in slums was 5.00, which was lower than that of the city (5.10). The sex ratio of slum population (902) was also lower than that of the city (919). In terms of sex ratio Puri city well ahead of both country & state average of 901 and 895 respectively. Slums in Puri had about 6.69 percent of population belonging to SC/ST category. However, the literacy rate of the slum dwellers (51.89 percent) was lower than that of the city population (74.00 percent). The workers participation rate was also higher than that of the city, which was 30.53 percent as per 2001 Census. About 92.17 percent of the total workers were main workers in the slums. The prevailing socio-economic characteristics of slum population indicate immense potential for bringing them into the social and economic main stream of the city.

Current Status of Services in Slums

Puri Municipality has provided certain key data pertaining to status of services in all slums (44 Nos.) in the city. These slums were spread over an area of about 0.6 sq. km (134 acres) as a whole. About 33768 persons forming part of about 6700 households were living in these slums. Factual information on the type and number of dwelling units was not available. However, based on the discussion, it is estimated that about 7000 dwelling units are there in the notified slums and out of which, only about 5 percent may be pucca in nature. About 10 percent may be semi-pucca structures and remaining 85 percent may be kutcha in nature, indicating huge capital investment for upgradation of existing dwelling units. The water supply requirements in these slums were met with tube wells; public stand posts and wells altogether. Few of the slum
dwellers in the notified slums were having individual latrine while others were relying on community latrines or open defecation.

Some of the notified slums were provided with temporary waste storage points/dustbins for the storage/collection of the solid waste generated. All slums were provided with these dustbins and the Puri Municipality has been providing the collection and transportation services. Most of the notified slums were provided with streetlights. There were community centres in the slums. The Puri Municipality has provided training to the slum dwellers of the notified slums in various areas under different employment generation schemes.

**Growth Analysis & Information Gaps**

The super cyclone of 1999 changed the socio-economic map of all towns in Orissa and Puri is not exceptional. However, the information related analyse the growth trend is limited and not authentic. Given this difficult situation, trend analysis on the urban poor, growth of slums, increase in number of slum dwellers, acess to services, etc cannot be undertaken in the context of Puri. However, an attempted was to present avilable information as per the tables illustrated in Jn NURM Toolkit-2, which are presented in tables.

**Social Composition of Population**

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Urban Poor (Below Poverty Line)</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>1993/94</td>
<td>Not enumerated</td>
<td></td>
</tr>
<tr>
<td>1998/99</td>
<td>39,955</td>
<td>Puri Municipality</td>
</tr>
<tr>
<td>2001</td>
<td>33,768</td>
<td>Census of India</td>
</tr>
<tr>
<td>2004</td>
<td>48,746</td>
<td>Puri Municipality</td>
</tr>
<tr>
<td>2005-06</td>
<td>-</td>
<td>BPL Survey is undertaken but results are awaited for analysis.</td>
</tr>
</tbody>
</table>

Source: Analysed from the information of Puri Municiplaity

**Housing Stums among Slum Dwellers**

<table>
<thead>
<tr>
<th>Year</th>
<th>Kuccha</th>
<th>Pucca</th>
<th>Semi Pucca</th>
</tr>
</thead>
<tbody>
<tr>
<td>1998/99</td>
<td>11206 (100%)</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2004</td>
<td>10719 (83.60)</td>
<td>2103 (16.40)</td>
<td></td>
</tr>
</tbody>
</table>

Source: Analyzed from the information of Puri Municipality

**Access of Slum Dwellers to Basic Services**

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Slum Dwellers</th>
<th>Water Supply</th>
<th>Sanition</th>
<th>Waste Service Collection</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Own Other</td>
<td>Own</td>
<td>Community Open</td>
</tr>
<tr>
<td>1998</td>
<td>11206</td>
<td>0.21 99.79</td>
<td>4.82</td>
<td>89.51 5.67</td>
</tr>
<tr>
<td>2004</td>
<td>12822</td>
<td>16.70 83.30</td>
<td>78.77</td>
<td>24.55 3.32</td>
</tr>
</tbody>
</table>

Source: Analysed from the information of Puri Municipality
Lack of comprehensive database on number of slums, slum dwellers, socio-economic and physical features, including information on access to services, is a major deterrent to formulate ‘Urban Poverty Policy’ to identify, notify and categories slums for possible upgrading initiatives. Thus, it is critical to evolve a comprehensive ‘Urban Poverty Policy’ along with slum upgrading database on the slums and slum dwellers, including socio-economic and physical features.

In 2004-05 Govt. of Orissa in Housing & Urban Development Department initiated Below Poverty Line (BPL) Survey for all urban local bodies of Orissa including Puri Municipality. It was first time various socio economic and service delivery parameters were surveys to understand the urban poverty of cities. However, during preparation of the City Development Plan information on BPL Survey were not published but it is proposed to use the information on a latter course to upgrade the chapter on urban poverty with facts and figures.

**Slum Improvement Programmes**

This section reviews past and current programs including ongoing schemes that address service delivery to the poor in Puri. Given the complexity of the social, economic and physical environment in which a growing number of urban poor eke out their livelihoods, it is clear that the formulation of anti-poverty measures and the design of slum improvement programs is a difficult issue. A review of slum improvement programmes indicate that by improving basic infrastructure and access to municipal services, there is a significant impact on the quality of life of slum residents, both poor and non-poor. To alleviate the problems of slum dwellers and to reduce urban poverty, a number of programs are initiated and being implemented by the Puri Municipality with assistance from the GoO and the GoI. Some of the major slum improvement programs being implemented in Puri are in the adjacent box while the components of these schemes, beneficiaries, and other details are given below.

**National Slum Development Programme (NSDP)**

Under this scheme, roads, drains, street lighting, community toilet/bath for the slum people can be constructed. The allotment under the scheme involves 70 percent as loan and 30 percent as grant. The loan portion carries a grace period of 5 years for repayment with 10 percent interest per annum, with 15 (fifteen) equated installments per annum and with a penal interest of 2.75 percent if not paid in time. Special Priority is given to the following:

- Improvement of drinking water supply system
- Laying/relaying of roads
- Provision of street lights
- Drainage facilities
• Improvement and new public conveniences with water supply
• Welfare (education, etc.); and
• Shelter upgradation (individual water connections)

The Puri Municipality has availed financial assistance from the GoI and constructed/provided drains, roads, streetlights, community latrines/baths, community centres.

**Valmiki Ambedkar Awas Yojana (VAMBAY)**

Valmiki Ambedkar Awas Yojana (VAMBAY) was introduced in the year 2001. The primary objective of this scheme is 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 will be maximum of Rs. 40,000/- including provision for sanitary latrine for an area of not less than 15 (fifteen) sq. m with a subsidy of 50 percent i.e. Rs. 20,000/- by HUDCO.

Under this program, the Puri Municipality has identified 222 beneficiaries and the construction of dwelling units are under progress. The unit cost of each dwelling unit was Rs 40,000/-. The Puri Municipality has transferred entire subsidy of Rs. 20,000/- received from the GoI to the beneficiaries and also provided loan assistance to beneficiaries to an extent of Rs. 20,000/- per dwelling unit to meet the gap.

**Swarna Jayanti Shehri Rojgar Yojna (SJSRY)**

Swarna Jayanti Shehri Rojgar Yojna (SJSRY) consists of two special schemes, viz. Urban Self Employment Programme (USEP) and Urban Wage Employment Programme (UWEP). It is funded in a ratio of 75:25 between the Centre and the State. Under UWEP of SJSRY, socially and economically useful public assets i.e. roads, drains, culverts, community centers, community latrines are constructed in slum areas, providing wage employment to the urban poor. Under the USEP, the Puri Municipality has provided loan and subsidy for income generation activities to the beneficiaries. The beneficiaries have been trained on health, sanitation, child care, leprosy, AIDS, different social welfare schemes, etc. Under the UWEP activities, roads, drains, culverts, community centers, community latrines, etc. have been constructed in many slum areas. In addition, Angadwadi workers are functioning under ICDS Programme and Balwadie are functioning under the SJSRY Scheme.

**Development of Women 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 as opposed to individual effort. Groups of poor women shall take up an economic activity suited to their skill, training, aptitude and local conditions. Besides generations of income, their group shall strive to empower the urban poor women by making them independent as also providing a facilitation 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. 1000/- per individual. 11 Thrift and Credit Society (self-help groups) having women members assisted with revolving fund. They are engaged in income generation activities i.e. household articles, food items, etc.

**Issues**

Most of the slum dwellers of Puri belong to fisherman communities located at Penthakata, Balinolia Sahi, Baliapanda. There are altogether 46 slum pockets in Puri with a total population of 47,770. This constitutes almost 25% of the total population. Many of the slum pockets are inhabited by migrant population who came to Puri in search of employment.

Basic character of the slum pockets are temporary houses, dilapidated structure, poor ventilation, over crowding, inadequate lighting, absence of sanitation facility and lack of basic physical and social services.

For improvement of slum condition Puri Municipality has been striving hard to provide basic amenities. Various poverty alleviation programmes such as NSDP, SJSRY along with old age pension, Orissa Disability Pension, BPL, Annapurna Aantodaya Anna Yojana and Balika Samrdhi Yojana are implemented by Puri Municipality. Efforts have also been made by Puri Municipality to organize the urban poor in to several self help groups to improve their economic condition. Following are some of the key issues identified based on the above assessment:

- Fresh listing, categorization (tenable/ non tenable) and mapping of all slums within the Puri Municipality area as first step towards slum upgrading initiatives,
- Creation of comprehensive database on socio-economic characteristics of slum dwellers and physical characteristics of slums (housing and services);
- Availability of continuous and non lapsable fund flow for the ongoing slum improvement programmes;
- Immediate identification of land parcels for undertaking resettlement of slum dwellers from select listed slums and involve NGOs/ CBOs in the process;
- Ensuring minimum coverage/ provision of basic services such as water supply, sanitation, etc. to the slum dwellers; and
- Focused land reforms especially for transferring land from Revenue department to Puri Municipality for undertaking slum improvement schemes and housing for urban poor.
- State and City required to lunch innovative programmes other than national programmes to improve the status of Urban Poor.
8. Urban Environmental Management

Take any of today's environmental problems faced by the inhabitants of Earth, and its causes and pressures can easily be traced back, directly or indirectly, to urban areas. The forces and processes that constitute 'urban activity' have far-reaching and long-term effects not only on its immediate boundaries, but also on the entire region in which it is positioned.

In a very broad sense, the urban environment consists of resources, human and other; processes, that convert these resources into various other useable products and services; and effects of these processes, which may be negative or positive.

Urban Ecosystem

<table>
<thead>
<tr>
<th>Resources</th>
<th>Process</th>
<th>Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Human Resources</td>
<td>Manufacture</td>
<td><em>Negative Effects</em> - Polluton - air, water, noise</td>
</tr>
<tr>
<td>Sunlight</td>
<td>Transportation</td>
<td>Waste Generation - garbage, sewage</td>
</tr>
<tr>
<td>Land</td>
<td>Construction</td>
<td>Congestion, overcrowding</td>
</tr>
<tr>
<td>Water</td>
<td>Migration</td>
<td></td>
</tr>
<tr>
<td>Minerals</td>
<td>Population Growth</td>
<td></td>
</tr>
<tr>
<td>Electricity</td>
<td>Housing</td>
<td></td>
</tr>
<tr>
<td>Fuels</td>
<td>Community Services</td>
<td>Negative Effects - air, water, noise</td>
</tr>
<tr>
<td>Finance</td>
<td>(Education, Health ...)</td>
<td>Waste Generation - garbage, sewage</td>
</tr>
</tbody>
</table>

The City Environment can be basically divided into three categories:

**Natural Environments**
Resources, processes and effects related to flora and funa, human beings, minerals, water, land, air, etc.

**Built Environments**
Resources, processes and effects related to buildings, housing, roads, railways, electricity, water supply, gas etc.

**Socio-economic Environments**
Resources, processes and effects related to human activities, education, health, arts and culture, economic and business activities, heritage - urban lifestyles in general.

It is the intersection and overlay of these three dimensions that constitutes an 'urban environment'. Taking any one dimension at the exclusion of the other two poses the inevitable danger of missing the forest for the trees - the interdependency and...
interdisciplinary of the three dimensions have to be fully understood in the development of coherent and sustainable policies and programmes for the urban environment. This is particularly true with the multiplicity of actors and activities - there has been a growing realization that state agencies and activities are, but one part of a spectrum of agencies and activities that are involved in the urban environment.

Understanding the Scale of Urban Environmental Problems

A key to effective policy formulation and allocation of resources to project components is the understanding of the scale of urban environmental problems. This understanding will help us in a variety of ways: collect data and information at the appropriate level, identify resources and stakeholders that function and are involved in the particular scale, formulate policy and take appropriate action at the appropriate level.

At each spatial scale, the characteristic problems and the related infrastructure and services needed to address such problems are specified. The consideration of the spatial scale of impacts reveals several important issues for developing countries:

- health impacts are greater and more immediate at the household or community level and tend to diminish in intensity as the spatial scale increases;
- equity issues arise in relation to (a) the provision of basic services at the household or community scale and (b) intertemporal externalities at the regional and global scale - particularly the intergenerational impacts implicit in non-sustainable resource use and global environmental issues; and
- levels of responsibility and decision making should correspond to the scale of impact, but existing jurisdictional arrangements often violate this principle.
<table>
<thead>
<tr>
<th>Water pollution</th>
<th>Loss of habitat, biodiversity and species</th>
<th>Region/Nation/Global</th>
<th>Soil erosion and increased salinity</th>
<th>Toxic run-off and acid rain</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amenity loss</td>
<td>Traffic congestion</td>
<td>City</td>
<td>Loss of heritage and historical buildings</td>
<td>Reduced property and building values</td>
</tr>
<tr>
<td>Accidents and disasters</td>
<td>Polluted land</td>
<td>Community</td>
<td>inappropriate and inadequate technology use</td>
<td>Inadequate tax/financial revenues</td>
</tr>
<tr>
<td>Flooding and surface drainage</td>
<td>Trash dumping</td>
<td>Household</td>
<td>Lack of understanding of environmental problems</td>
<td>Lack of, and inappropriate, laws and legislation</td>
</tr>
<tr>
<td>Toxic and hazardous wastes/dumps</td>
<td>Flooding</td>
<td>Noise pollution</td>
<td>Natural disasters</td>
<td>High living densities</td>
</tr>
<tr>
<td>Loss of agricultural land and desertification</td>
<td>Air pollution</td>
<td>Water pollution</td>
<td>Inadequate supply and transmission loss of electricity</td>
<td>Misguided urban governments and management</td>
</tr>
<tr>
<td>Natural and man-made hazards and disasters</td>
<td>Land clearance and loss of forest cover</td>
<td>Effects of climate change and global warming.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Local Governments and LA21

Local Agenda 21 is a local-government-led, community-wide, and participatory effort to establish a comprehensive action strategy for environmental protection, economic prosperity and community well-being in the local jurisdiction or area. This requires the integration of planning and action across economic, social and environmental spheres. Key elements are full community participation, assessment of current conditions, target setting for achieving specific goals, monitoring and reporting.

Operationalization

The preparation of a Local Agenda plan by local governments, whether they are metropolises, cities, municipalities, councils, towns, or villages, requires a thorough understanding of the contents and processes of preparing an LA21 Plan. There are essentially three categories in which the LA21 themes listed can be operationalised.

Internal to the local government

The basic principles laid out in the Agenda 21 can be activated by the many organizations and operations of a local government. These include local policy and programme development; planning and management procedures in local projects, including preparing of development plans; purchasing decisions in development and construction of public projects; development of network

LA 21 Plan Themes

- Resources are used efficiently and waste minimised.
- Pollution is limited
- The diversity of nature is valued and protected
- Where possible, local needs are met locally
- Everyone has access to good food, water, shelter and fuel at reasonable cost
- Everyone has the opportunity to undertake satisfying work in a diverse economy.
- Peoples’ good health is protected by creating safe, clean, pleasant environments and health services which emphasize prevention of illness as well as proper care of the for the sick.
- Access to facilities, services, goods and other people is not achieved at the expense of the environment or limited to those with cars.
- People live without fear of personal violence from crime or persecution because of their personal beliefs, race, gender or sexuality.
- Everyone has the skills, knowledge and information needed to enable them to play a full part in society.
- All sections of the community are empowered to participate in decision-making.
- Opportunities for culture, leisure and recreation are readily available to all.
- Links are developed with other parts of the World.
(electricity, gas, water, roads) and social (community services, education, health) infrastructure; day-to-day maintenance, including waste collection and disposal.

**Local government's interaction with its citizens**

A local governments' interaction with its citizens in implementing plans to realize the goals set forth in its LA21 Plan is key to the success of the plan. Changes in urban lifestyles have far reaching consequences, positive and negative, on the local and global environment. Thus education and training in environmental issues; information campaigns and awareness building - using both formal and informal channels; monitoring and evaluation - including opinion surveys, referendums; action plans involving the civil society, for example, in the 3Rs - reduce, reuse and recycle; can be various ways in which the local government sensitizes its citizenry towards environmental protection.

**External to the local government**

There are some actions that local governments can only influence, but where the essential decision-making process is outside their control. Here issues such as green business proactices, product and safety standards, green tourism, labour practices etc. play an important role. Activities of the civil society at large, including community groups, NGOs, and other institutions, also fall in this category.
**9.Sustainable Transport**

Transport is essential for social and economic activities. On the other hand, it has become one of the causes of environmental problems such as air pollution, noise, vibration, and emission of greenhouse gases. Therefore, in addition to the current policy of Measures for Motor Vehicle Structure, it is necessary to bring new action plans such as transformation towards new lifestyles which do not rely on vehicles, and creation of city structures with low environmental loads.

Numerous initiatives have been undertaken or proposed to reduce the negative environmental and health impacts of current transport systems. There have been significant gains with respect to specific pollutants, notably carbon monoxide and lead, from the application of regulations controlling vehicle emissions and fuel quality.

Environmental Sustainable Transport (EST) is a new transport vision and approach. It provides an appealing and plausible alternative to unsustainable 'business-as-usual'. This new transport approach comprises: (i) a portrayal of a sustainable transport future, (ii) the development of environmental and health quality objectives and criteria, and derived quantified targets with dates and milestones, and (iii) the specification and implementation of packages of measures required to achieve a sustainable transport future.

In the spirit of the well-accepted broad definition of sustainable development, four broad ecological principles can be derived:

- public health and the environmental quality should be preserved;
- non-renewable and renewable resources should be used sustainably;
- critical limit values for health and ecosystems should be respected; and,
- global irreversible effects should be avoided.

A sustainable transport system should provide access to people, places, goods, and services in an environmentally responsible, socially acceptable, and economically viable manner. Mobility for communication and for enabling social contacts, as well as movement of people and goods, is to be considered as a means rather than as an end in itself.

Important prerequisites for realising an EST system in the long term are these: protect human health, ensure ecosystem integrity, respect health and ecological limits (critical levels and loads), prevent and minimise pollution, ensure sustainable use of non-
renewable and renewable resources and avoid humaninduced changes in global environmental systems such as the atmosphere and the oceans.

A sustainable transport system is therefore one that (i) provides for safe, economically viable, and socially acceptable access to people, places, goods and services; (ii) meets generally accepted objectives for health and environmental quality (iii) protects ecosystems and (iv) does not aggravate adverse global phenomena, including climate change and the spread of persistent organic pollutants.

Transport, Sustainable Development, and GHG Emissions

In 2006, the world’s urban population surpassed the world’s rural population for the first time in history. Many more of these new urban dwellers live in slums than ever before, which are often quite distant from jobs, schools, and services. This rapid urban population growth in many cities has strained existing public transit networks and made walking and cycling increasingly difficult, prompting many to acquire and use personal motorized vehicles for their daily transport needs. While urban population has expanded dramatically across the developing world, motorization has exploded, which has led to increasing traffic congestion, decreasing road safety, and increasing emissions of air pollution and greenhouse gasses. Unfortunately, this dynamic has proved to be somewhat self-reinforcing. As vehicle prices fall and more people acquire personal transport, governments are pressured to build more roads, overpasses, and expressways rather than investing in public transit or non-motorized transit infrastructure. Rather than solving the problem, this sort of auto-centric infrastructure development has exacerbated it, prompting more people to switch to private vehicles, making traffic more congested still and leading to declining modal shares for public and non-motorized transport. Transport is also the fastest growing source of greenhouse gas (GHG) emissions, accounting for 24 percent of the CO2-equivalent total, 20 percent of global energy use, and over 50 percent of global oil use. Transport is the second largest source of greenhouse gases after electricity and heat generation, with motorization in the developing world leading the growth of GHG emissions from transport.

worldwide by the sheer growth of the vehicle fleet— at 4.5 percent per year, expected to result in 1.3 billion motor vehicles worldwide by 2020. Like power plants and other infrastructure-dependent sectors, transport policies can lead to a certain degree of ‘path dependence’, where a given activity or institution becomes self-reinforcing while making alternative pathways increasingly difficult to follow. From a climate change standpoint, it is imperative that transport infrastructure not lock-in high levels of greenhouse gas emissions into the future. Beyond global concerns like climate change, transport impacts fundamentally on the daily lives of people. Air pollution is worsening respiratory health in many cities around the world, and road accidents are an
increasing hazard. Meanwhile countless billions of productive worker-hours are lost ‘stuck in traffic’ every year.

Mobility for the poor is also a crucial factor for achieving the Millennium Development Goals (MDGs). While older transport policy approaches simply worked to facilitate vehicle traffic, evidence increasingly shows that approaches to poverty alleviation through transport development succeed when they increase people’s access to opportunities and services—an approach that may or may not involve the promotion of private vehicles. Subsidization of roads for private vehicles is often a subsidy for the wealthy, who are primary users of the roads, while subsidization of public transport, walking, and cycling infrastructure is of more direct benefit to the poor, who use these modes the most.

Several cities in the developing world have made great strides in promoting sustainable transport. Notably, Bogotá, Colombia, has been held up as a model case, implementing a landmark Bus Rapid Transit (BRT) system, putting in place Traffic Demand Management (TDM) policies, and facilitating non-motorized transit (NMT). Several other cities have implemented combinations of these techniques, often with good results. However, municipal governments in developing countries tend to face a number of obstacles in transport reform: 1) funds for investment in transport are often scarce, making municipalities reluctant to try new approaches; 2) roads are less expensive than many other forms of infrastructure; and 3) motor vehicles represent a sign of progress to many. There likely will always be some role for private motorized vehicles, and it is important for them to be as clean-operating and low-carbon as possible. While there are many carbon and air pollution reductions that can be achieved through legislated efficiency standards and vehicle testing, many local governments do not have the resources or the institutional or policy frameworks to accomplish this. Increased use of liquid biofuels also shows great promise in providing a sustainable and low-carbon or carbon-free source of fuel, while providing livelihood benefits to rural people and stimulating agricultural economies. Fewer climate change mitigation gains have been made in the transport sector than in other sectors worldwide. It is a difficult area to approach, as it requires several actions by governments and citizens: behavioural change, infrastructure commitment, and willingness to leverage political and financial capital. However, real progress can be and has been made, and with the worldwide urban population now constituting a global majority, it will become a more important environment and quality of life issue than ever before.
### Key issues

#### Access, not mobility

Movement in cities is not an end in itself. We move in order to gain ACCESS to people and things. But in car-oriented cities, activities tend to spread out. This forces people to travel further and further for the same level of accessibility as before.

#### Moving people, not cars.

We need to focus on moving people and goods rather than vehicles. In dense cities, public transport saves valuable space and energy compared to private transport, and can make a healthy profit at the same time. But cities need to nurture their public transport by giving them some priority on the road over cars. If buses are always caught in traffic then a vicious cycle begins, with bus riders abandoning public transport and adding to the traffic jams.

#### Reclaim city space for walking and pedalled vehicles

The healthiest and most sustainable modes of transport are walking and cycling. Even car drivers become pedestrians to complete a trip, and effective public transport depends on people being able to walk comfortably to stations and stops. But walking and cycling are vulnerable to the impacts of traffic. Many rapidly motorising Asian cities are quickly losing their walking spaces. In Bangkok, only 14% of all trips are on foot or bicycle compared to a whopping 45% in the enormous Tokyo metropolitan area!

#### Stop subsidising private motor vehicles

A 1990 study found that peak hour driving by car in Bangkok is subsidised by society to the tune of about 15 Baht (about 60 US cents) per km. Numerous studies are finding similar results in diverse places, from Perth, Australia to Germany to Kuala Lumpur, Malaysia. It is no wonder that too many people drive if they are not paying the full costs of their actions. This can be corrected by road charges and taxes which are reinvested in measures to help public transport, walking and cycling.
Changing Consumption Patterns for Transportation Planning and Management

A transport crisis of major proportions is looming on the horizon in many of the world’s cities. Road travel speeds during peak hours have already fallen below that of horse-drawn carriages, popular 80 years ago. Increasing motorization and air pollution threaten economic development as well as the environment. However, opportunities exist to solve these problems by limiting the demand for transport without affecting socio-economic development. An efficient and equitable urban transport policy can achieve its objectives by using a combination of new investment, economic incentives as well as adequate planning and regulatory measures. This will reduce overall travel and ensure the travel that occurs is safe, efficient and environmentally sustainable.

7 good ways to reduce the demand for transport

1. Introduce integrated land-use and transport planning to reduce mobility needs
2. Introduce road-user charges that reflect externalities
3. Encourage public-private partnership in the provision of public transport
4. Provide traffic priority for public transport
5. Promote walking and cycling as attractive transport alternatives
6. Encourage efficient and non-polluting vehicle technology
7. Introduce staggered work hours for public employees

Mass Transit

Mass transit systems are a key priority in sustainable transport, as they create an alternative to motorized vehicles—reducing greenhouse gas emissions while simultaneously mitigating traffic congestion, improving air quality, and facilitating access by the poor to jobs, education, markets, and services. Mass transit is the only option besides non-motorized transport for many of the poorest city dwellers, and it brings opportunities to those for whom walking and cycling are impossible.

Many policymakers, however, need examples to understand the benefits—both long-term and short-term—of effective public transit, including improved public health, increased worker productivity, better road safety, decreased traffic, and local economic benefits. While mass transit may often be expensive upfront and require subsidies to maintain, it prevents external costs such as reduced productivity and dependence on expensive fossil fuels, while potentially attracting investment and facilitating tourism.

Non-motorized Transportation

Non-motorized transportation includes walking, cycling, and other forms of human or animal powered transportation. Both cycling and walking are far less energy intensive than any other form of transportation, generate no noise or air pollution, and represent a healthy form of mobility. Improved cycling and walking infrastructure can also
revitalize core urban areas, providing easier and more leisurely contact between shoppers and merchants, improving local economies. In many places, however, cycling and walking are made difficult by inhospitable infrastructure. Lack of sidewalks, lack of designated bicycle routes, lack of road shoulders, and dangerous traffic patterns can discourage cycling and walking. In many places, cycling or walking is quite dangerous—and it is often the poor, the marginalized, and children who bear the brunt of this danger.

**The Bicycle City: Amsterdam, Netherlands**

Amsterdam, the bike capital of the world, has 40% of all traffic movements by bicycle. They have created a bicycle friendly city that promotes a healthier, more active lifestyle for its residents. An extensive network of safe, fast and comfortable bicycle routes has been developed, the road safety of cyclists has been increased, a theft-prevention program was set up as well as the number of bicycle sheds increased.

Amsterdam is undertaking an ambitious capital-improvement program that includes building a 10,000-bike parking garage at the main train station.

**What is Bus Rapid Transit?**

Bus Rapid Transit is the name given to sophisticated bus systems that have their own lanes on city streets. These systems use bus stations instead of bus stops, a design feature that allows passengers to pay before boarding the bus. This allows for faster, more orderly boardings, similar to those of metro or light rail systems. Stations also have elevated boarding platforms level with the bus floors so passengers don't need to climb steps to get on the bus. For the passengers convenience, electronic signage tells users when the next bus is arriving.

When compared to traditional bus systems, Bus Rapid Transit is fast, efficient, safe, and user-friendly.

**A Brief History of BRT's**

In 1972, Jaime Lerner, then Mayor of Curitiba had a brilliant idea to transform the face of his city. Lerner was an architect and urban planner by training and when he ascended to power he brought the tools of a designer to the mayor's office. At the time Curitiba was a small but rapidly expanding city in the south of Brazil and his aim was to develop a plan for the city that could accommodate growth without the sprawl and congestion that were beginning to plague other cities in Brazil.
His plan, which would later be replicated throughout the world, called for an above-ground subway system that would use buses instead of rail. Up to this point buses were used in ways that most of us are familiar with; they ran in the same lanes as other traffic, picked up passengers at designated stops, and charged passengers a fare once that had boarded.

Bus Rapid Transit has been so instrumental in Curitiba’s fight against congestion and sprawl, that the chairman of Habitat II, the Union Nations second conference on human settlements, called it “the most innovative cities in the world.” Naturally, other cities are beginning to take note. Under the leadership of Mayor Enrique Penalosa, Bogota, Colombia recently followed in Curitaba’s footsteps, developing Transmilenio, a Bus Rapid Transit system with 7 corridors, which has become the pride and joy of the city. In Mexico City, the city is looking to expand its single corridor of bus rapid transit to a full-fledged network of 10 lines. Quito, Ecuador also has an advanced system.

**An Affordable Choice**

Many cities are now choosing Bus Rapid Transit for two important reasons: cost and convenience. The cost of building a heavy rail system like a subway reach as much as 10 times that of Bus Rapid Transit. Light rail, common throughout Europe, is cheaper than heavy rail, but still runs more than 4 times the cost of Bus Rapid Transit. What’s more, cities that opt for Bus Rapid Transit can see the results of their work immediately; installing a system can take just two years. By contrast, building a below ground metro can drag on for a decade.
## Guidelines for Environmentally Sound Transportation

| Guideline 1. | Develop a long-term vision of a desirable transport future that is sustainable for environment and health and provides the benefits of mobility and access. |
| Guideline 2. | Assess long-term transport trends, considering all aspects of transport, their health and environmental impacts, and the economic and social implications of continuing with ‘business as usual’. |
| Guideline 3. | Define health and environmental quality objectives based on health and environmental criteria, standards, and sustainability requirements. |
| Guideline 4. | Set quantified, sector-specific targets derived from the environmental and health quality objectives, and set target dates and milestones. |
| Guideline 5. | Identify strategies to achieve EST and combinations of measures to ensure technological enhancement and changes in transport activity. |
| Guideline 6. | Assess the social and economic implications of the vision, and ensure they are consistent with social and economic sustainability. |
| Guideline 7. | Construct packages of measures and instruments for reaching the milestones and targets of EST. Highlight ‘win-win’ strategies incorporating, in particular, technology policy, infrastructure investment, pricing, transport demand and traffic management, improvement of public transport, and encouragement of walking and cycling; capture synergies (e.g., those contributing to improved road safety) and avoid counteracting effects among instruments. |
| Guideline 8. | Develop an implementation plan that involves the well-phased application of packages of instruments capable of achieving EST taking into account local, regional, and national circumstances. Set a clear timetable and assign responsibilities for implementation. Assess whether proposed policies, plans, and programmes contribute to or counteract EST in transport and associated sectors using tools such as Strategic Environmental Assessment (SEA). |
| Guideline 9. | Set provisions for monitoring implementation and for public reporting on the EST strategy; use consistent, well-defined sustainable transport indicators to communicate the results; ensure follow-up action to adapt the strategy according to inputs received and new scientific evidence. |
| Guideline 10. | Build broad support and co-operation for implementing EST; involve concerned parties, ensure their active support and commitment, and enable broad public participation; raise public awareness and provide education programmes. Ensure that all actions are consistent with global responsibility for sustainable development. |

Source: OECD, 2001
10. Cities and climate change

Climate change is an issue with global significance. Caused by the build-up of heat-trapping greenhouse gases in the atmosphere, climate change has the potential to increase the frequency and intensity of floods and droughts, raise sea levels, disrupt natural and agro-ecosystems, and increase the intensity of storms. Most greenhouse gases are naturally occurring, but their increasing concentration in the atmosphere over the past few centuries is a by-product of human activity, especially fossil fuels burning and deforestation. While these activities are altering the climate with potentially devastating global consequences, they also represent an important part of the way by which billions of people around the world have improved their lives and developed their economies. The irony of global warming is that the greatest effects of the problem are likely to be borne disproportionately by those who have benefited least from this development and contributed least to the problem.

Most developing countries lie in the tropics and subtropics, where scientists predict that the worst climate change impacts are likely to occur. This theme of common but differentiated responsibilities is enshrined in the United Nations Framework Convention on Climate Change (UNFCCC), and this principle represents the framework through which many global environmental successes have been achieved. As less-developed countries seek to improve quality of life for their citizens, it is important that they not lock themselves into a course of development that is not sustainable, but rather pursue one that meets today’s needs and also safeguards the global environment for the sake of future generations. It is equally important that the developed world reduce its current contribution to the problem by radically altering the means by which it maintains its high standard of living.

The City Managers’ Association Orissa (CMAO) is committed to achieving global environmental benefits in the context of sustainable development. Climate change mitigation activities are central to CMAO’s mission. It is our aim to assist cities to develop programme linking Local Government climate change network to reduce poverty and empower cities while reducing emissions of greenhouse gases or preventing such emissions in the future.

Importance

Climate change is the most pressing environmental, social and economic problem facing the planet. The consequences of climate change are global and long-term. Rising global temperatures will result in disturbed weather patterns and a rise in sea level. Urban centres are strongly affected by climate change. However, cities are also a key contributor to climate change, as city activities are the main source for carbon dioxide (CO2) emissions. If global efforts to address climate change are to be successful,
they will need to integrate city requirements and environmental management capacities. Only with a coordinated approach and actions at the global, regional, national and local levels can success be achieved. Many cities are now taking the initiative to reduce their impact on the global climate.

**What is climate change?**

Climate change is how the average weather of our planet varies over time. The average temperature on the Earth’s surface is rising. This is called global warming.

Carbon dioxide levels are higher than at any time in the past 650,000 years. This is caused by human activities such as the burning of fossil fuels (oil, gas and coal).

Other human factors affecting climate change include the destruction of forests (deforestation). Forests are important as they help to naturally remove carbon dioxide and other polluting gases from the air.

**The ten warmest years on record have all occurred since 1990.** If we do not stand together and act now to tackle climate change, the world will reach a critical 'tipping point' beyond which really dangerous climate change will become unstoppable.

We must take steps now to try and prevent further climate change rather than mitigate its effects later – when it is already too late.

**Global climate change and cities**

Climate change has severe impacts world wide, both on rural areas and on urban centres. Extreme weather conditions threaten human health and productivity, and natural disasters such as
flooding, wildfires and cyclones increase. More than half of the world’s population now lives within 60 km of the sea, and threequarters of all large cities are located on the coast.

Melting ice caps will result in a rise in sea level which will threaten coastal infrastructure, while a thaw will reduce the stability of cities located on permafrost. The provision of water, sanitation and energy are all affected. Climate change leads to changes in the natural habitat, which facilitate the spread of vector-borne diseases such as malaria and dengue fever. Climate change also affects local and regional weather patterns, which can have effects on agricultural outputs and may result in food shortages in cities.

Rising temperatures also result in increased energy use, especially in cities where temperatures are already higher than in the surrounding rural areas due to large expanses of concrete and pavement. Loss of green cover in cities in the form of parks, trees and agricultural land raises urban temperatures, as well as contributing to climate change.

**What is the relationship between climate change and cities?**

Cities cover less than one per cent of the earth’s surface but are disproportionately responsible for causing climate change. Currently, around 50 per cent of the world’s population live in cities (set to reach 60 per cent by 2030). Yet cities consume some 75 per cent of the world’s energy and are responsible for 80 per cent of greenhouse gas emissions.

So a majority of the world’s energy consumption either occurs in cities or as a direct result of the way that cities function (eg through transport of goods to points of consumption in cities).

Cities bear a large responsibility for causing climate change and are therefore key to alleviating climate change. We have to move from a high energy-use, wasteful economic model to one that conserves energy and minimises waste. In other words we have to be more efficient.

**How cities add to climate change problems**

Urban activities generate close to 80 per cent of all carbon dioxide (CO2) as well as significant amounts of other greenhouse gases. Direct sources of greenhouse gas emissions include energy generation, vehicles, industry and the burning of fossil fuels and biomass in households. Emissions from vehicles and transport equipment are rising at a rate of 2.5 per cent each year, and contribute not only to CO2 emissions, but also to local and regional pollution problems through the emission of carbon monoxide, lead, sulphur oxides and nitrogen oxides. The electrical energy for public lighting and transportation, and industrial, commercial and household consumption, is also a source of emissions. Industry is responsible for 43 per cent of the global CO2 emissions.
from fossil fuel combustion. In addition, a reduction in the amount of green cover in urban areas reduces a city’s ability to reabsorb CO2, and poor waste management releases CFCs and gases such as methane into the atmosphere.

**How are cities affected by climate change?**

The effects of climate change are often more keenly felt in cities, eg the Urban Heat Island effect. Since many of the world’s major cities are very close to the sea, rising sea levels are a major threat. The concentration of resources in cities can be a useful weapon in fighting climate change. Cities are often centres of new thinking and policy innovation – cities are in a great position to lead the way for others to follow. Novel approaches can be developed that if successful can be rolled out to other cities.

**How cities can contribute to a solution**

Cities around the world do, however, carry out a vast range of activities related to increased energy efficiency, improved air quality and public health. The introduction of renewable energy, cleaner production techniques and the establishment of regulations to control industrial emissions contribute directly to the reduction of CO2. An emphasis on energy efficient housing and construction, focusing on simple measures such as solar water heating, adequate insulation, double glazed windows and improved architectural designs for heating or cooling can dramatically reduce the energy consumption of a city’s housing stock. City efforts to diminish traffic or to improve traffic flow, and to improve public transport are just some local authority actions which make a measurable difference to CO2 emissions.

Actions to address air pollution, such as measures to reduce vehicle emissions and promote non-motorized transport, also reduce CO2. Many city activities, whether focused on local health, economic or environmental improvements, contribute significantly to the control of CO2 emissions, and to the improvement of the planet’s health as a whole. By linking current initiatives in these fields to climate change activities at the global level, cities can tap into global support for climate change actions. Often, a clearly defined climate change component in a city’s programme of work can mobilize useful seed funding for a range of actions.

**There are many steps cities can take to reduce energy consumption and to use cleaner energy. They include:**

- Creating building codes and standards that include practical, affordable changes that make buildings cleaner and more energy efficient.
- Conducting energy audits and implementing retrofit programs to improve energy efficiency in municipal and private buildings.
- Installing more energy efficient traffic and street lighting.
• Implementing localised, cleaner electricity generation systems.
• Developing bus rapid transit and non-motorised transport systems.
• Using clean fuels technologies for city buses, rubbish trucks, and other vehicles.
• Implementing schemes to reduce traffic, such as congestion charges.
• Creating integrated waste management systems focusing waste minimization.
• Improving water distribution systems and leak management.
• The CMAO will work with interested cities in these areas and others in which major greenhouse gas emissions reductions can be achieved.

Conclusion
Climate change is both a local and a global problem, and it requires action at all levels, including the city level, if it is to be addressed effectively. Strong linkages between the local, national, regional and global levels are essential if cities are to receive the support they need to be able to carry out the climate change activities assigned to them. However, neither this support nor the assignment of tasks can be properly targeted unless the needs and abilities of cities have been fully integrated during the development of conventions and multilateral environmental agreements. Additionally, the valuable work which cities are already carrying out in addressing air pollution, renewable energy and sustainable transport can only strengthen and improve global policymaking negotiations if a free flow of information is encouraged at all levels. Climate change is already part of daily life – now measures to combat it must become part of cities’ formal work programmes and action plans. With the cooperation and support of partners at all levels, including the United Nations, future actions in the cities to reduce emissions will be key to global success in reducing global climate change.
Please join our efforts for the earth by saving energy and reducing greenhouse gas emissions in your own life. Follow these tips and start living the green life today.

| Tip # 1 | Get on Your Bicycle | or every Km you ride your bicycle instead of driving a car / automobile, you avoid the production of carbon dioxide. Not only riding a bike or walking a climate-friendly way to commute, it’s good for your health, too. Ride your bike to work, or use it for short rides. |
| Tip # 2 | Save Water with Powder Detergents | Switch from liquid detergents to powders. Laundry liquids are mostly water (approx. 80%). It costs energy and packaging to bring this water to the consumer. |
| Tip # 3 | Save a Tree, or Two or Three | Trees absorb carbon dioxide from the air and use it as their energy source, producing oxygen for us to breathe. |
| Tip # 4 | Change Your energy use options | Replace frequently used light bulbs with compact fluorescent bulbs / energy efficient bulbs. This will reduce your energy bills and carbon dioxide emission. Encourage use of New & Renewable Energy in Municipal Services and by Citizens. |
| Tip # 5 | Change Your Air Conditioner Use | Conserve energy by turning down the Air Conditioner while you are away from your home / office. Use Energy star airconditioning device in your building, this will reduce your electricity bill and you’ll do your bit to save energy and the environment. |
| Tip # 6 | Reduce Garbage | Buy products with less packaging and recycle paper, plastic and glass. You can save carbon dioxide generation by reducing, reusing and recycling. |
| Tip # 7 | Use Recycle and use recycled products | Products made from recycled paper, glass, metal and plastic reduce carbon emissions because they use less energy to manufacture than products made from completely new materials. Recycling paper also saves trees and lets them continue to reduce climate change naturally as they remain in the forest, where they remove carbon from the atmosphere. |
| Tip # 8 | Fill Your Washing Machine | Run your washing machine only with a full load. Save carbon dioxide and energy bills. |
11. Cities & Disaster Management

Are the cities of today and tomorrow waiting for a disaster to happen? Every day, there are news reports about cities stricken by natural or technological disasters. This is likely to continue, and become worse - unless we change our policies and actions on environment and development.

Why are cities at risk? First, more people are settling in areas vulnerable to hazards. Second, rapid population growth and migration make it difficult for authorities to protect people from disasters. Finally, urbanization is upsetting balances in ecosystems, with added disasters as a result.

Kobe, Los Angeles, Medellin, Quito, Almaty. What these cities have in common is that they all have been stricken recently by major natural disasters. Disasters have become part of the image and psyche of these places.

But these cities and towns have something else in common: a new awareness and political commitment to protect their communities from future disasters. This kind of awareness and commitment, unfortunately, usually comes after a disaster strikes.

An Overview of Natural Hazards and Urban Concerns

Earthquake
Sudden violent shaking of the earth. Caused by friction of plates under the earth's surface, earthquakes occur along narrow belts where mountains are forming and/or volcanoes are active.

Urban concerns: Most of the biggest urban disasters are due to earthquakes -- many densely built, densely populated cities lie on earthquake belts. Collapsed buildings/infrastructure are the main cause of deaths and damages following urban earthquakes.

Landslide

Urban concerns: Growing amounts of badly built housing on/below steep slopes, on cliffs, or at river mouths of mountain valleys. Often on illegally occupied land, such housing ignores planning/building codes.

Volcanic Eruption
Burst of ash, rock, gases and/or flowing lava from deep inside the earth. Effects: ash falls pollute air (regionally or even globally); mudflows (lahar) of up to 100 km/hr.; blasts of gas, ash, fragments (pyroclastic flows).
Urban concerns: Settlements on volcano flanks or in historical paths of mud/lava flows; adequate early warning; constructions to withstand ash and lahar are concerns for urban areas as well as rural ones situated near volcanoes.

Tsunami
Series of big sea waves that crash onto coasts, following vibrations from earthquakes, volcanic eruptions or landslides on the ocean floor. From Japanese "tsu" (harbour), "nami" (wave). Mostly in the Pacific, due to many earthquakes. Tsunamis affect coasts up to 400m inland.
Urban concerns: Many urban areas are along tsunami-prone coasts. Construction, early warning and evacuation are primary concerns for them.

Tropical Cyclone
Heavy rain/wind over sea and coast. Also known as hurricane, typhoon. Affects large areas, floods, storm surges, landslides, mudflows. About 80-100 cyclones/year around the equator.
Urban concerns: Shantytowns along coasts are a particularly urban concern. Construction and early warning are concerns for both urban and rural areas.

Flood
Too much water in the wrong place. Causes are both natural and human, including dam failures, blocked drainage systems, burst water mains, and heavy storm rains. Floods are the most frequent disasters and growing more rapidly than other disasters.
Urban concerns: Rapid urbanization is a major factor in the increase of floods. Flash floods a growing concern due to concrete/compacted earth which absorbs little water, the decline of open spaces, engineering works that divert river flows and weak city drainage systems. Inappropriate housing on river banks or near deltas (due to construction and/or location) is a major concern.

Wildfire
Spreads over large areas and can get out of control.
Urban concerns: Urban fires stem from industrial explosions or earthquakes. Fire risks are increasing due to heavy building density, new building materials, more high-rise buildings, greater use of energy in concentrated areas.

Drought
Much less water than crops or people need. A "slow-onset" disaster -- too little rain, groundwater or river water over a period of time. Affects more people than any other disaster.
Urban concerns: May trigger mass migration to cities, putting pressure on housing, employment, basic services. Cities may lose food supply from surrounding countryside.
Technological Disaster
Systems failures, chemical accidents, industrial explosions, spillage in ground, water, or air. Can be a secondary disaster following earthquakes and other natural disasters (natural/technological compound disasters, or "na-techs")

Urban concerns: Na-tech risks are increasing with rapid, uncontrolled urbanization and industrialization.

Rapid Urbanization Increases Disaster Risk

Cities are growing fast
- By the year 2000, half the world’s population live in urban areas, crowded into 3% of the earth’s land area.
- In 1995, 2.4 billion were living in cities, out of the world’s total population of 5.7 billion. The number of urban dwellers will double by 2025 to nearly 5 billion.
- At least 80% of population growth in the 1990s occurs in urban areas.
- Most of the future urban growth take place in small and medium-sized urban centres.

... and even faster in the developing world
- In the developing world, cities with over 1 million people jumped sixfold between 1950 and 1995 (from 34 to 213). By comparison, in the developed world, the number of cities with over 1 million people only doubled (from 49 to 112).
- 17 of the 20 largest cities in the world will be in developing countries by 2000 (compared to 7 of 20 ill 1950). Most of these cities are in areas where earthquakes, floods, landslides and other disasters are likely to happen.6
- 80% of the world’s urban residents will be in developing countries by the year 2025.

This growth threatens to make cities unsustainable ...
- City authorities in many developing countries have difficulty providing basic infrastructure and services. As a result, 30-60% of people in the largest cities of the developing world live in densely populated squatter settlements.8
- Demand for land in cities has led to use of unsuitable terrain (floodplains, unstable slopes, reclaimed land) prone to natural hazards.
- Urban development increases the flood risk by disrupting natural drainage channels.
- Fast-growing cities contain increasing numbers of poorly constructed or badly maintained buildings, leading to unnecessary deaths.
- Increasing numbers of industrial complexes and hazardous materials concentrated in urban areas cities at risk: In the event of a natural hazard they
may cause considerable secondary disasters, such as fires, explosions, radioactive radiation, etc.

... and makes more people vulnerable to disasters

- The number of people affected by disasters has been growing 6% each year since 1960. Of these victims, 90% have been affected by natural disasters, many in urban areas.⁹

- Cities in industrialized countries are also at risk: the 1995 Kobe earthquake killed 6300 people and incurred financial losses of $100 billion - the costliest disaster ever.

- Before 1987, there was only one disaster that cost insurance companies $1 billion. Since 1987, there have been at least 15 - and most of this loss was in industrialized countries.¹⁰

- Poor people everywhere are most at risk. For example, the 1976 Guatemala earthquake is known as a "poor-quake" because nearly all of the victims in Guatemala City were in slum areas near ravines.¹¹

But we can do something

- Current trends of rapid urban growth and ensuing environmental degradation increase people's vulnerability to disasters. If left unchanged, disasters will take an ever-greater toll on lives and property.

- Technical knowledge exists on how to reduce the effects of disasters. Structural measures are available, such as making buildings cyclone or earthquake-resistant. There are also non-structural options such as limiting types of land use or providing tax incentives that direct development away from hazard-prone areas.

- In many cases, this knowledge has been applied successfully. Warning systems installed in Caribbean countries have reduced the number of lives lost each year during the hurricane season. After new soil and grading regulations were introduced in Los Angeles, USA, losses from landslides were virtually eliminated.¹² In a 1990 earthquake in San Jose, Costa Rica, a retrofitted portion of a hospital survived intact, while ceilings fell, glass broke and walls cracked in the unreinforced part.¹³

- Such measures need not be costly. Building earthquake-resistant hospitals, for example, only adds 10% (sometimes as little as 2%) to construction costs. Nor do all of these measures have to be sophisticated. By planting trees, buildings are sheltered from strong winds, or hillsides are less prone to erosion.

- But technological knowledge alone is not enough. People need to be aware that cities are at risk, and politically committed to reduce those risks. The key
message is: people can contribute to the rise of natural disasters, or the can help keep them under control.

**Special Focus: the Urban Poor are Most Vulnerable**

Urban disasters are selective in whom they strike hardest, and the poor are the most vulnerable. Those who can afford it avoid ravines prone to landslides following storms or earthquakes, or marshy areas and riverbanks prone to seasonal floods. As cities continue to grow exponentially, marginal land is often all that is left. The urban poor live in these areas to be near a source of income (whether they are fertile flood plains or industrial factories).

Conventional solutions for urban disaster mitigation in developed countries are not easily applicable to the urban poor. Building codes, zoning measures and urban planning techniques, for example, are difficult to enforce when people occupy land illegally. Consequently, these measures have had little impact in reducing vulnerability of the urban poor.

**Disaster Management Cycle**

Disaster management aims to reduce, or avoid, the potential losses from hazards, assure prompt and appropriate assistance to victims of disaster, and achieve rapid and effective recovery. The Disaster management cycle illustrates the ongoing process by which governments, businesses, and civil society plan for and reduce the impact of disasters, react during and immediately following a disaster, and take steps to recover after a disaster has occurred. Appropriate actions at all points in the cycle lead to greater preparedness, better warnings, reduced vulnerability or the prevention of disasters during the next iteration of the cycle. The complete disaster management cycle includes the shaping of public policies and plans that either modify the causes of disasters or mitigate their effects on people, property, and infrastructure.

The mitigation and preparedness phases occur as disaster management improvements are made in anticipation of a disaster event. Developmental considerations play a key role in contributing to the mitigation and preparation of a community to effectively confront a disaster. As a disaster occurs, disaster management actors, in particular humanitarian organizations, become involved in the immediate response and long-term recovery phases. The four disaster management phases illustrated here do not always, or even generally, occur in isolation or in this precise order. Often phases of the cycle overlap and the length of each phase greatly depends on the severity of the disaster.

- **Mitigation** - Minimizing the effects of disaster.
  - Examples: building codes and zoning; vulnerability analyses; public education.
- **Preparedness** - Planning how to respond.
  - Examples: preparedness plans; emergency exercises/training; warning systems.
- **Response** - Efforts to minimize the hazards created by a disaster.
Examples: search and rescue; emergency relief.

- **Recovery** - Returning the community to normal.

Examples: temporary housing; grants; medical care.

**How Disasters Affect Urban Areas, Large and Small**

The few examples below indicate the many different ways in which major disasters affect urban areas, small and large, in every region of the world. Taken collectively, these examples are representative of the range of social, health, economic, environmental, cultural and historical effects caused by recent disasters in urban areas. By no means is this a comprehensive list of major disasters in urban areas.

Spectacular disasters affecting megacities are often featured in the news. But that is only the tip of the iceberg. New evidence shows that the cumulative damage from thousands of lesser disasters may be even greater than the spectacular major disasters featured in the news.²

Megacities attract attention because of their scale - large concentrations of people, industry and government. But all fast-growing settlements in hazardous areas are vulnerable no matter what their size.

**Policies for Safer Cities**

Reducing the impact of disasters in urban areas is not something that will happen overnight, nor even within the time span of the International Decade for Natural Disaster Reduction (1990-2000). The cases in this book illustrate that solutions are available. What is needed is a change in people's attitudes, based on the conviction that cities can organize themselves to resist disasters, and the will to act on this conviction. Here one may draw a parallel with the gradual changes in environmental awareness over the last 25 years. To make cities safer from disasters, what is needed is to build a "culture of prevention" among society at large.

When crises and negative trends persist, it is because the solutions may not be easy, and require tradeoffs. Each year, building codes are ignored and zoning laws are overlooked as communities continue to expand in areas prone to earthquakes, landslides, floods, tidal surges, volcanic eruptions, high winds and other natural hazards. Already, at least a quarter of the world's population lives in high-risk areas. Each year, choices are made at many levels in society, that make people ever-more vulnerable to disasters.

Today, the dominant approach to disasters is relief-oriented, whether one speaks of villages, towns or cities. Partly, this is due to fatalism, a belief that disasters are "acts of God." Nevertheless, more organizations (at all levels in society) are undertaking post-disaster reconstruction with long-term development in mind.

It takes just one more step to make cities safer - **before** the next disaster strikes. While early, targeted responses to natural hazards and socioeconomic vulnerabilities are more
cost-effective and administratively manageable than large clean-up operations, it is never too late to start. Paradoxically, the post-disaster period is often a good time to launch disaster and vulnerability reduction programmes, because public awareness and political will is high. Those are the two elements that keep these policies from becoming reality.

Policy Guidelines for Safer Cities
The most important precondition is political commitment - locally and nationally - to address urban disaster risks. International support for local capacity building in high-risk areas is also important - but first it is the responsibility of individuals, city authorities, and national authorities to guarantee safer cities.

1. Encourage development policies that reduce vulnerability to disasters.
   - **Land-use.** Introduce/update regulations for faults, slopes, wetlands, and other disaster-prone areas. Ban dense settlements and infrastructure development in hazard-prone areas, and replace them with urban agriculture and/or recreation areas.
   - **Risk assessment.** Carry out hazard and vulnerability assessments for the urban areas in question. Use findings to develop special programmes that reduce local vulnerability to disasters, and use the results in development projects.
   - **Disaster Impact Assessment.** Make disaster impact assessments a routine measure in feasibility studies for development projects. An option: make disaster impact assessments a part of environmental impact assessments (better known and more widely used).
   - **Design, Construction, Maintenance.** Train community members and give financial incentives to encourage safe, cost-effective, culturally appropriate construction. Enforce design and construction regulations. Protect household belongings and office equipment through maintenance and by securing objects.
   - **Integration.** Link projects and policies for environmental management, disaster reduction and urban planning. Develop sustained partnerships between different professions and parts of the community to streamline ad-hoc, short-term or competing efforts.

2. Prepare city managers to cope with emergency situations.
   - **Emergency Management Planning.** Clarify roles and responsibilities in advance through municipal, provincial and national plans. Include all partners in the community that may have a role.
   - **Institutional Strengthening.** Train professionals to carry out new responsibilities, and include refresher courses. Budget enough money to enforce regulations, hire extra staff (if needed) or obtain new equipment and supplies. Maintain and update equipment and databases. Strengthen legal mandates for
institutions with key disaster management roles. Legally decentralize responsibilities (and resources) to municipalities.

- **Communications Channels and Warnings.** Establish channels in advance for authorities to announce early warning, evacuation and/or relief measures. Make scientific warnings available to local decision-makers and the public in a way that is understandable and timely.

3 **Prepare community members to address emergency situations.**

- **Public awareness and education.** Make people aware of their responsibility to protect themselves. Launch and institutionalize public education campaigns. They should raise awareness about disaster risks, and preventive/preparatory measures that people can act upon. Local media, the formal education system, professional training programmes and NGO activities should be part of the process.

- **Community-based programmes and solutions.** Consult regularly with community members (especially those most at risk) to identify feasible solutions. Carry out community-based hazard and resource mapping, as a basis for programmes suited to local needs.

4. **Have special programmes for high-risk situations.**

Priorities include:

- **Informal settlements.** Address issues such as land tenure, equity, job creation, provision of basic services.

- **Essential facilities.** (Water, gas, phone, hospitals, schools, community shelters...) Retrofit existing buildings. Include disaster-resistant measures in new buildings. Build backup systems. Train personnel providing essential community services for alternative disaster scenarios.

- **High-risk groups.** Focus on: children, the elderly, handicapped, low-income groups. Sample programmes: targeted education campaigns, income-generating projects, specialized health care, specific construction measures (such as ramps), etc.

- **Cultural treasures.** Retrofit important architectural sites; secure objects; maintain buildings.

- **Buildings with hazardous substances.** Retrofit and maintain buildings, and secure objects. Relocate buildings and/or substances in densely populated residential areas.
• **What is a disaster?**
  A disaster is an unexpected accident resulting from natural or man-made factors (or a combination of both) that has a negative impact on the daily lives and living conditions of humans and flora/fauna.

• **What are the different kinds of disasters?**
  There are different types of disasters that have a high impact. Natural disasters include floods, droughts, earthquakes, cyclones, hurricanes, tornadoes, typhoons, landslides, volcanic eruptions etc. Man-made disasters can include chemical accidents, oil spills, radiological accidents, conflicts/wars, mass population displacement or refugee emigration, forest fires etc.

• **Why are disasters occurring?**
  There are a number of reasons for the increasing frequency and severity/intensity of disasters that we are currently observing. One of the key reasons is a growing vulnerability due to demographic and land use changes. Increasing population, particularly in developing countries, places a greater burden on resources needed to sustain this population.

• **What are the human causes?**
  A decline of urban habitats through unplanned urban growth, expansion of urban areas and massive over-loading of city systems has led to cumulative problems not only within the cities, but also far beyond their boundaries. This is particularly true when we take into account the life styles and consumption patterns that we are currently seeing in cities. For example, need for food and timber for building has increased erosion of topsoil due to deforestation, draining of wetlands. This has eroded the natural defenses against disasters such as flooding and desertification.

• **What are the challenges to mitigate disasters?**
  We need to recognize the fact that natural disasters are increasing in both frequency and intensity. Their impact on human lives and livelihoods, and the economy as a whole, is also increasing, due to higher population numbers and densities. Simultaneously, disasters caused as a result of human activities are also increasing, notwithstanding the awareness campaigns and strategic programming undertaken. Capacity to combat disasters in developing countries is particularly weak, and disaster preparedness strategies and programmes need to be built into ongoing developmental efforts, and link it to broader economic development. A number of stakeholders, at the global, national, sub-regional and local levels need to come together with different resources to deal with disaster mitigation.

• **What are the elements of disaster preparedness and mitigation?**
  One of the key aspects in disaster mitigation is to take into account all aspects of a disaster - and not just human relief and rehabilitation. Economic, social and
environmental impacts need to be anticipated and appropriate measures taken. The entire disaster cycle of prevention, preparedness, assessment, mitigation and response should be part of any disaster mitigation plans.

- **Prevention and preparedness need to be the cornerstone of any emergency plan.**

  Anticipating the level of damage with geographical information systems, simulation software, early warning etc. are also critical elements of a good disaster preparedness and mitigation plan. This has to be integrated with a post-disaster assessment, which can be used to draw lessons for preparedness and mitigation.

- **What should disaster mitigation plans aim for?**

  Initiatives dealing with disasters need to examine and assess disasters, as well as circumstances underlying their occurrence. It should cover various laws and regulations, designed to mitigate and prepare for disasters. It should also demonstrate how well informed, grass-root organizations can successfully implement disaster management programmes.

http://www.gdrc.org
12. Cities and Tourism

Sustainable tourism

Sustainable tourism in its purest sense, is an industry which attempts to make a low impact on the environment and local culture, while helping to generate income, employment, and the conservation of local ecosystems. It is responsible tourism that is both ecologically and culturally sensitive. Thus, Sustainable tourism activities have minimal impact on the environment and culture of the host community.

According to the World Tourism Organization, sustainable tourism is tourism that leads to the management of all resources in such a way that economic, social and aesthetic needs can be fulfilled while maintaining cultural integrity, essential ecological processes, biological diversity and life support systems.

Taking a leaf from the definition of sustainability itself, sustainable tourism is also defined as a process which meets the needs of the present tourists and host communities whilst protecting and enhancing needs in the future.

Cities and Tourism

The most recent trends and forecasting studies by the World Tourism Organisation indicate that cities will continue to be in high demand by tourists of all sorts, and the problems associated with the handling of these tourists will have to be more systematically tackled by all parties concerned.

Cities face, therefore, a double challenge. Firstly, they have to be able to respond to the expectations and needs of the growing numbers of tourists who are attracted to their rich and varied array of cultural, business, entertainment, shopping, sports and other attractions; furthermore, they need to continuously renovate and improve such facilities in order to maintain their share in the competitive tourism market and the benefits resulting from it. Secondly, cities have to ensure that tourism is developed and managed in such a way that it benefits the resident population, does not contribute to the deterioration of the urban environment but rather to its enhancement, and does not become a financial burden to the local authority.

Some of the key stakeholders in urban tourism include:

Private Sector i.e. airlines, hotel chain operators and owners, tour operators, credit card companies, tourist attraction operators (theme parks, events etc.), real estate agencies;
• Public Sector i.e. city managers (from the historic city to the seaside resort), transportation planners, bus and train operators, information departments, economic development agencies, national parks, national tourist organisations;

• Tourist Institutions i.e. museums, art galleries, historic facilities (e.g. the national trust) and educational organisations.

There are three key dimensions of tourism in cities and urban areas:

• **Products** - the anticipated changes necessary from tourist attraction providers; theme parks, operators of events (sports, shows, fairs), museums and hotels. What are their plans, how do they respond to the anticipated growth?

• **Information** - How does a city make itself more tourist friendly? What are the information systems available to tourists? How do tour operators deal with this growing demand? How to accumulate information on customer preferences and requirement, seasonal changes, age groups etc.? How to develop enduring attractions which will provide sustainable development? What information does the city provide in order to attract tourist attraction providers?

• **Impacts** - economic and development opportunities as well as the impact of tourism growth on sustainable development, transportation, cultural and environmental, social and economic aspects.

**Economic Benefits of Tourism**

• International tourism is the **world’s largest export earner** and an important factor in the balance of payments of many countries.

• -Tourism is an **important job creator**, employing millions of people around the world.

• **Urban Opportunities**: Tourism provides jobs and businesses development in Cities, helping to equalize economic opportunities throughout a nation.

• -Travel and tourism stimulates enormous **investments in new infrastructure**, most of which helps to improve the living conditions of local residents as well as tourists.

• -The tourism industry provides governments with **hundreds of millions of dollars in tax revenues** each year.

• -And **most important of all**: tourism is a **human story**... it enriches with culture, environmental and social awareness, helps families to spend time together, brings openness and friendliness, be it on leisure or work. Tourism promotes peace and cooperation among nations and builds bridges.
13. Municipal Solid Waste Management

**Question**
What weighs four hundred fifty-gram, is generated every day by each Indian and causes huge environmental problems?

**Answer**
*Municipal Solid Waste*

Two hundred to six hundred gram per person per day may not sound a lot but across whole of India everyday around 10,000 metric tones of Municipal solid waste generated needs appropriate disposal — somehow, somewhere

At the last census 2001 India’s urban population stands at 285.3 million which is 27.8 percentage of the total population. Other way the percentage decadal growth of population in rural and urban areas during the decade is 17.9 and 31.2 percent respectively.

Similarly Waste generations in urban areas are increasing. Although there is no comprehensive database available on waste generation but according to the Manual of Ministry of Urban Development, Government of India, about 100,00 metric tones of MSW generated in India. Per capita waste generation in major cities ranges from 0.2 – 0.6 k.g. on an average.

**The issues**
The current situation cannot continue because waste is not only a danger to our environment but also increasingly a threat to human health and our way of life. On top of all this, substantial amounts of wastes are classified as non-biodegradable and require special care in treatment.

Simply transporting waste to open dumping for landfill located within and outside the city for disposal is in many cases illegal and is certainly not a long-term solution. Who knows one day localities of the waste recipient may refuse to accept municipal waste because they fall under the rural areas — and then what?

The problem of waste disposal is only one side of the story. The amount of waste we produce is the result of our unsustainable lifestyle. We need to improve our present pattern of consumption by encouraging use of renewable products.

**Legal Frame Works of Municipal Waste Management**
In 1842, the Conservancy Act which led to the formation of sanitary committees for garbage disposal became the first formal measure of municipal organization which
applied to the Bengal Presidency. But the message is clear that waste management is the prime responsibility of Municipal Bodies in past and present.

In 1992, a major step towards the decentralization and empowerment of local governments in India took place with the enactment of 74th Constitutional Amendment Act. The Amendment calls for greater responsibilities and authorities for local governments by recognizing it as a third tier government. Further the CAA empowered Municipal bodies with 18 functions including Solid Waste Management.

However, Surat Plague and two important cases in nineties put municipal bodies under the surveillance at Indian highest judiciary system. This resulted in Municipal Solid Wastes (Management and Handling) Rules 2000. The important objectives of these rules are:

- to provide scientific management of municipal solid waste;
- to ensure proper collection, segregation, transportation, processing and disposal of solid wastes; and
- to upgrade existing facilities to arrest contamination of soil and ground water.

<table>
<thead>
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<th>City</th>
<th>Waste per day in Tonnes</th>
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<tbody>
<tr>
<td>Ahmedabad</td>
<td>2086.92</td>
</tr>
<tr>
<td>Bangalore</td>
<td>2480</td>
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<tr>
<td>Chennai</td>
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<table>
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<td>III</td>
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<table>
<thead>
<tr>
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<td>Sambalpur</td>
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<td>Rourkela</td>
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**Schedule I**

[see rules 4(2) and (3)]

<table>
<thead>
<tr>
<th>Compliance Criteria</th>
<th>Schedule</th>
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<tbody>
<tr>
<td>Setting up of waste processing and disposal facilities</td>
<td>By 31.12.2003 or earlier</td>
</tr>
<tr>
<td>Monitoring the performance of waste processing and disposal facilities</td>
<td>Once in six months</td>
</tr>
<tr>
<td>Improvement of existing landfill sites as per provisions of these rules</td>
<td>By 31.12.2001 or earlier</td>
</tr>
<tr>
<td>Identification of landfill sites for future use and making site(s) ready for operation</td>
<td>By 31.12.2002 or earlier</td>
</tr>
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</table>
The management options

Good waste management begins with preventing waste being generated in the first place — after all, what is not produced does not require disposal. Hence, waste prevention and minimization should be given top priority in any waste management plan.

Our technocrats need to design products which would less waste generator and use recyclable materials. Thus recyclable material would reduce quantity of waste disposal. Then waste must finally be disposed, with lowest possible threat to human health & environment. Measure need to be taken to segregate the recyclable waste before sending for disposals. However, the best option is simply to reduce the total amount of waste we produce.

Bringing Public into the Picture

Developing integrated solutions for waste management problems requires public involvement. Involvement of people in the how’s and whys of waste management helps in smooth implementation of SWM programmes. However, it requires a significant educational effort by the Municipal Bodies. Ineffective or half-hearted education programs may confuse the public, reduce public confidence, or elicit hostility toward the program. Successful education programs must be consistent and ongoing. In long-term process the public needs to know clearly what behaviors are desired and why

Similarly to operate economically and efficiently a waste management program needs significant cooperation from generators, regardless of the strategies chosen—door to door collection, community dump yard or purchase by Kauwadiwalas of recyclable items.
Public education stimulates interest in how waste management decisions are made. And, once citizens become interested in their community's waste management programs, they frequently demand to be involved in the decision-making process. Municipal Bodies should anticipate such interest and develop procedures for involving the public. When the public is involved in program design, it helps ensure that programs run smoothly.

**Provide Options to Ensure Waste is Safe & Secure**

Municipal Bodies regarded as the owner of waste but it is often animals and rag pickers are the first to reach. Municipal Bodies need to encourage households, business house and office establishments to keep waste safe & secure. On the other side Municipal Bodies needs to provide efficient waste collections options to all above. Not just one time collection with segregated but also with segregated or non segregated at a time convenient to users with a service fees. Similarly all open community bins may be converted into closed or underground locked system only accessible to municipal authorized to collect more than once a day. Safe &

**Examples of Waste Management Policy**

**The Netherlands**

- In Holland, the cost of waste disposal is very high. This is due to factors such as lack of space and issues associated with land reclamation. Material and regional household waste recycling programmes have been commonly used to integrate recycling into the national waste management strategy.

- An experiment conducted during 1997 in the town of Weert, southern Holland, has become integrated into national policy because of its popularity and effectiveness. This experiment involved large waste containers, which were built underground in residential areas. The underground bins were fitted with electronic measuring equipment, and users given electronic cards which opened the bins. This system enables users to be charged according to the weight of waste which they dispose. The experiment was successful as it reduces the space needed and the visual impact of conventional bins. It also means that householders no longer have to find space for a large bin in their homes, and it removes the need to store waste in the home for a weekly collection.

- In 1998, 4,000 underground bins were installed, and it is planned that 8,000 bins will be developed every year.
Secure is one of the important processes in waste management. Until waste is accessed only to Municipal System, it is difficult to expect an efficient system.

**Promoting MSW Management as Business Model Entrepreneur**

Waste is not a waste if it has price value. Over the year this principles are applied very much in informal sectors by rag pickers, *Kawdiwalas*, paper vender and refuse collectors. However, some forms of revenue generation models in municipal waste management are available like composting & waste to energy. Similarly there are enough scopes available for business development in SWM beyond composting & energy.

Municipal Bodies need to explore opportunities for business model in waste management than just doing as a responsibility. In cities of Andhra Pradesh & Kerala are involving Women’s groups in SWM programmes. They do business like collection of wastes, transportation and disposal by converting into composts. Similarly rag pickers may be roped in with household & commercial establishments for collection of recyclable items at the source itself.

The involvement of business developers in MSW management is not new in developed world. Probably the greatest demarcation in MSW management between developed & developing country is that one uses business entrepreneur and the latter one struggling to understand the opportunities available in this business. Once our city understands the economic opportunity of waste management will lead to garbage free city and will create employment opportunity and support poverty alleviation programmes.

**Producer to take back**

Traditionally waste disposal has been the responsibility of the Municipal Bodies at large and not the companies where waste is produced. However, producer of the product do contributes substantially to municipal waste but they never pay the cost to cities. Example a tobacco may cost less to chew but the rapper costs lot for disposal and sometimes its ends by choking drains & swears or a reason for death of animals. Therefore producer of a product must be involved in all streams of waste management. Other way producers must be encouraged to develop programmes involving financial instrument to collect back waste generated from the product i.e a noodles company needs to take back its rapper after its use through a systematic procedure. So that the waste does not finds a place in municipal waste management system. Similarly, companies must encourage user to return back
used items like computers, tyre, TV, washing machine and shoes etc for recycle through a financial benefits.

Experience from the developed countries suggests that’s in most cases producers have designed their products generating less waste and less harmful to society. The simple reason is to ensure producers must carry joint responsibility of the cost involved in waste management. This in turn does justice to principle of “the polluter pays”. Similarly producer will add the cost of waste management in products designs. Consumer will then have a choice to pay or return back products after use for getting extra money back. Finally producers takes back used items for reuse & recycle.

**Drop off point & Second Hand Recycle Shop**

With time various forms of household & office items becomes older and user tend to purchase new one such as refrigerators, TV, Computer, Dress material, furniture, Paints etc and normally old items either thrown away or sold to *kauwadiwala*. Many often it ends up with unscientific disposal. However, with small interventions of municipal bodies these wastes could be safely disposed off. This requires Municipal Bodies in its own or by involving NGO’s & Pvt Sector may set up Drop off point for waste collection and second hand recycle shop for reuse.

**Green dot system in Germany**

The issue of waste management is of concern in Germany as it is in many places. In an attempt to minimize the quantity of solid waste, Germany placed an ordinance on packaging in 1991. This ordinance placed the responsibility to minimize waste on the manufacturers. By requiring manufacturers to take back the packaging of their goods and reuse or recycle it, the ordinance would work towards reductions in solid waste. The green dot system is a way to facilitate the industries’ compliance with German regulations concerning waste management. Two goals were set: one for gathering waste and the other for separating. Together these goals imply a recycling rate. The aim is to recycle 72 percent of glass, tinplate and aluminum packaging waste, and 64 percent of paper, plastic and composite packaging.

The Drop off point may be set up at various localities including super markets, bus stops, temples etc. While on the other side the second hand recycle shop after quality testing may set price of items to be resold at lower price. The items which are not suitable for reselling should be taken away for safer disposal. However, the companies involved in production of left out items may be asked to take their product back with payment.
The social benefit of this approach is not only to minimize waste or maximize reuse at the same time generates employment. Similarly Kawadiwalas & Rag pickers could be networked to this system.

**Disposal Options Hierarchy**

The most commonly practice is to dispose the waste out side the residence. The environmental cost of the situation could be high and include fly, mosquito, rodent breeding, water pollution, air pollution form odor, smoke and degradation of land.

Population growth is predicted to continue steadily over the next few decades, City needs to plan ahead and allow time to implement effective measures for reduction of waste generation. So that City no longer misuses precious land for landfills. Land is a precious material and need to be protected for future generations. Cities need to priorities the hierarchy of waste management plans, to reduce waste generation.

Options to reduce waste are need to be ranked in a “hierarchy”. The first and most obvious approach would be to avoid creating waste in the first place.

The option with municipal bodies remain is to dispose off waste environment friendly but not to forget resource recovery. Waste which could not be reduced, reuse, recycle, prevented, processed (Composting, energy production, fuel pallets etc) should be disposed off at scientific based land fill. While designing landfill sites it is always advisable to consider for regional approach. The regional approach will reduce the cost of O&M and land requirements.

| Reduction | means lessening waste generation; |
| Reuse | means the further using of products in their existing form for their original purpose or a similar purpose i.e. printing both side of paper, using bags several times; |
| Recycling | means the reprocessing of waste materials to produce new products i.e waste paper into shopping pouch, cold drink cans into pen stand; |
| Recovery | means the extraction of materials from waste for further use or processing; i.e. composting, energy generation, fuel pallets, diesel; |
| Treatment | means, in relation to waste, subjecting the waste to any physical, biological or chemical process to change the volume or character of that waste so that it may be disposed of with no, or reduced, significant adverse effect on the environment i.e. removing liquid part from used battery, separating glass & aluminum items; |
| Disposal | Means final deposit of waste on land set apart for the purpose. |
Ownership

At the end of the day we share responsibility for our environment. Each one of us makes decisions and takes actions, which affect the world around us. It is up to all of us to tackle the growing waste problem, a problem that has to be solved at local level and need local solutions, linked to larger management plans. Actions we can all take every day to improve the situation include:

Convince Citizen to

1. Reduce generation and do Segregation of waste.
2. Follow the timings of waste disposal without negligence.
3. Keep waste safe & secure only accessible to municipal bodies or its authorized.
4. Drop waste at community points using "Bag & Tie" method. It helps prevent unhealthy conditions.
5. Purchase ‘environment friendly’ products and Reuse packaging where possible.
6. Promote vermin composting of organic own community.
7. Suggest municipal bodies and local leaders on what need to do be done to improve waste management situation.

Create partnership with business community to

1. Develop products and production techniques, which minimize waste generation.
2. Limit the amount of packaging in which products are delivered and make provision with the Municipal Bodies to recover this packaging for reuse.
3. Promote waste minimization initiatives, especially with regard to paper, and maximize opportunities, in particular by working with professional bodies, to educate and inform citizens about waste reduction.
4. Implement a system to share cities waste management cost.
5. Create waste return desk to collect waste generated from sold product i.e. bottles, plastics, packaging, rappers not wet organic materials.

As a Municipal Bodies

1. First accept ownership of waste and ensure waste is safe & secure
2. Adopt a waste management plan and allocate necessary funds to ensure its implementation.
3. Inform all in details about micro waste management plan including collection options etc.

4. Encourage business and citizens to minimize waste generation.

5. Provide options for waste collection to households and business community etc.

6. Facilitate waste recycling and recovery through providing separate bins for collection of different wastes.

7. Make provision for separate collection of hazardous household waste.

8. Provide written information to residents and hoteliers about alternative ways to dispose of inorganic material, such as through charitable collections.

9. Create partnerships with industry and business to find ways of reducing waste generation.

10. Encourage private waste collectors, where possible, to extend reuse and recycling services.

11. Investigate and enforce violations of law controls for illegal refuse dumping and issue fines for offences when necessary.

12. Develop an education and enforcement programme specifically for both local offenders and those coming from outside the city.

13. Provide support, in whole or in part and including funding, for approved community-initiated waste minimisation projects that will help achieve the objectives of SWM.

14. Encourage producer responsibility among waste manufacturers and the adoption of responsibility

15. Approach businesses such as banks, local industries, fast food outlets and “junk mail” producers to discuss ways to reduce the litter generated by their goods and services.
14. Public Private Partnerships for Municipal Governments

Public private partnerships are approaches to public service provision that municipal governments increasingly use to respond to growing demands. While the initials “PPP” are now readily understood by municipal officials worldwide and billions of dollars are invested in these ventures, they constitute a small fraction of most developing countries’ infrastructure budgets. Different forms of PPP’s demonstrate how effective combinations of private and public financing and enterprise can significantly strengthen municipal service provision and improve the wellbeing of people in urban and rural cities and towns. Not all features of PPP’s are well appreciated or understood, however, resulting in some project difficulties or under tapped potential.

What Are Public-Private Partnerships?
A public-private partnership (PPP) involves the private sector in aspects of the provision of infrastructure assets or of new or existing infrastructure services that have traditionally been provided by the government.

Why do governments contract with the private sector?
While many governments have reformed their utilities without private participation, some seek finance and expertise from private companies to ease fiscal constraints and increase efficiency. By engaging the private sector and giving it defined responsibilities, governments broaden their options for delivering better services.

What kinds of public-private partnerships are there?
The range of options for public-private partnerships has expanded enormously over the past 30 years. Agreements between public and private entities take many shapes and sizes for both new and existing services. At one end of the spectrum is a management or service contract, where a private company is paid a fee for a service. At the other end is full privatization or divestiture (outright sale), where a government sells assets to a private company. Outsourcing has become another popular option; here a private company might handle an aspect of service, such as billing, metering, transport, or even cleaning. Hybrid models of public-private partnership have seen explosive growth in recent years, especially with the development of a more diversified pool of emerging market investors and operators with local expertise. These models often rely on simpler contractual arrangements and blend public and private money to diversify risks.

What has been the record of public-private partnerships?
The record varies tremendously across sectors. The most dramatic impact has been in telecommunications. Private telecommunications companies are investing in even the poorest countries and bringing service to the most remote communities. The record for network industries such as water and electricity is more mixed. Yet here too, many empirical studies have demonstrated that private participation is associated with increases in coverage, efficiency, and labor productivity. Other studies have shown that improvements in services have led to improvements in human health, such as lower child mortality and a reduction in waterborne diseases. Private participation has also reduced labor costs and increased efficiencies in the delivery of water and power.

http://www.ppiaf.org

Main Issues
The PPP approach provides a feasible option for developing country governments to cope with increasing demands for basic public services despite tight financial and budgetary constraints. Infrastructure requirements to provide safe water, electricity, roads, bridges, sports and recreation complexes and industrial parks, for example, require massive amounts of
capital investment, expertise and organizational knowledge. These are some of the stock of ‘capital’ that the private sector can bring to a public private partnership.

Many international and national agencies promote the idea of PPP’s. Hence there is an explosion of literature from places as diverse as China and South Africa, and in the form of instruction manuals and toolkits, policy papers, case studies, workshops, conferences and specialized papers. There has been a gradual convergence in terms of terminology, sequence, key features and potential impacts. And yet there are many issues that must be understood and addressed, since PPP’s generally refer to contractual relationships between public and private entities involving time, investment, risk and rewards, responsibilities, and the use of public and private resources for the provision of basic services.

**Municipal Level Capacity**

The capacity of municipal governments to manage PPP’s is a key factor in successful local level ventures. The municipal officials can and have taken leadership roles to conceptualize potential partnerships and identify potential investors, to consider preliminary economic, financing, environmental, social and legal requirements and impacts, to ensure stakeholder and financing agency possibilities, and to be able to supervise different stages of planning, selection, monitoring and review. This takes considerable and diverse skills and organizational capacity at the municipal level, and a well designed institutional system that develops and motivates its personnel, and that handles disputes effectively. There are, however, in some countries, political and personal risks that local officials take if they sign documents or identify with PPP’s and they can be unfairly blamed or sued if difficulties arise in the long term; this issue should be addressed.

Local officials need to develop or enhance their skills and can look to various agencies for information, training and other capacity building opportunities. Local governments can develop supportive partnerships with independent or professional agencies to serve as their consultants and trainers during learning cycle stages or to advice them on more complicated processes and activities. In some cases, the domestic private sector will need to be fostered to create a dynamic and competitive environment at the local level. Academic and professional training institutions can help create the capacity in the private and public sectors to respond to the complexities of PPP partnerships in both the short and long term. The role of business and professional councils, licensing boards, and independent research and rating agencies at the national and regional basis is important in strengthening expertise and systems needed under the PPP modality. Internet based programs are increasingly becoming a powerful tool for learning and exchange of ideas that municipal officials can use.

One area where particular strengthening in skills is needed is in the institutional, financial and economic appraisal of projects. Local officials need to strengthen their
ability to analyze and negotiate different components of PPP's and to evaluate projects from different points of view. A municipal level financial analysis model needs to be developed and used to prepare the budget for capital projects.

**The Project and the Project Cycle**

PPP's are established around specific projects and hence it is useful for the municipal governments to use the project cycle as a frame of reference.

**Contracts and Agreements**

A central feature of PPP's is the contractual arrangement. These contracts are often highly technical, cumbersome, and have significant legal, financial and technical implications. There are several forms and degrees of private sector participation in the provision of public services. It is useful to remember that within this range; PPP's represent long term contracts with significant equity participation and financial risks borne by the private company. The range of contractual forms includes the more traditional shorter term and more recent, innovative and long term approaches. The more traditional forms of private participation consist of contracting out investment activities (from design to build and transfer) and different forms of service in management contracts and leases. Some of these are:

a. Service contracts (for the duration of one to several years) can encompass the delivery of part of activities required to provide the service, for example billing services. Service contracts are the more traditional form of private participation.

b. Leases: Lease of assets for operation under a contract with a private operator for a fixed or determined fee.

c. Management contracts under which the assets are owned by the municipality and major elements of the service are contracted out to the private sector.

d. Concession contracts: for example a build, operate and transfer project (BOT). Under this modality, the contract can stipulate the temporary transfer of public assets, such as land, buildings and some equipment, for an extended duration of time. The concession contract normally specifies the conditions of service, coverage, quality, and sometimes levels and quantities of additional investment needed to perform the contract. The assets used for the delivery of services are transferred back to the public sector under specific conditions.

e. Privatization, divestiture or new projects (Greenfield) that can start with the design, building, operating, own (DBOO); build, operate and own (BOO), and in some cases transfer at the end of the project (BOOT). Greenfield or new long term concessions contracts: build operate and transfer (BOT), build, operate, own and transfer (BOOT), design, build and operate (DBO), build, operate and own (BOO), are some of the
variations of the types of contracts that can be implemented through long term PPP’s. Some of these can be seen in the following table:

**Some Types of PPP Contractual Arrangements (New Projects)**

<table>
<thead>
<tr>
<th>BTO</th>
<th>BOT</th>
<th>BOOT</th>
<th>BOO</th>
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<tbody>
<tr>
<td>Build Transfer</td>
<td>Build Operate Transfer</td>
<td>Build-Own-Operate-Transfer</td>
<td>Build-Own-Operate</td>
</tr>
<tr>
<td>Operate</td>
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f. Joint Ventures: If the local government and the private party want jointly to manage the partnership, joint ventures are the more common form of organization.

**Appointment of a Project Team**
The municipal government needs early in project inception to designate a responsible team of municipal officials and possible external advisors to initiate and manage the project processes. Having experienced advisors can help save a significant amount of resources and help achieve the desired objectives of PPP projects.

**Selection of Private Partners**
The process of qualification of potential partners has to be clear and relatively simple. Factors to consider are local and international capacity and expertise, and evidence and guarantee of technical, managerial and financial capability on the part of potential investors. Experience and expertise of private companies or consortia in comparable locations and fields are important factors and need to be verified. Municipal governments can consider the record of the companies in handling social issues or environmental effects of their past projects, especially if the PPP is to be done in critical areas that involve local peoples and affect social and environmental conditions. These are important bases for developing long term trust relationships among potential partners.

It is critical that the local government, with some credible association of local governments or professional organizations, pre-qualify potential investors or partners in terms of technical and financial capability and past performance. It is important that there is transparency in this process to ensure that, in society, there is general perception of fairness. Increasingly, performance rating of investors at national level is done by rating agencies to simplify the process of selection and classification, and municipal governments can review this experience.

**Awards, Supervision and Enforcement**
A well recognized, fair and transparent system of announcing and qualifying bids, their ranking and selection, processes of negotiation (if any), and system of awards has to be fully endorsed and supported by different agencies (local government bodies, central and regional government, regulatory institutions and the general auditor’s office). This
is a critical issue in PPP acceptance and sustainability. There must be public perception that this process is done fairly and with public interest considered. This is important for all immediate and distant stakeholders, and for present, potential and future actors. Once a project has been awarded, the supervisors of the project (either public servants or in some cases consultants) will need to monitor, evaluate progress and report periodically to the authorities for decision making purposes on contractual and service delivery conditions.

**Selection, Safeguards and Standards**

Municipal officials need to ensure there is full understanding of the various social and environmental impacts of projects, and that selection of partners, approaches and processes is made with all these factors considered. There are checklists available on the websites and a sample is in the annex to this paper. But these checklists only provide a basic set of questions, they should lead the municipal authorities to explore whether there is adequate system and expertise available internally and externally to undertake the needed studies and provide feedback while projects are in the planning and implementation stage. Much credibility and sustainability is ensured when networks are formed so that independent reviews can be done continually and periodically, independent assessments are done and used as input to decision making, and when this information is available openly. Partnerships with local education and research or professional institutions are a recommended and sustainable approach in this regard.

**Regulation and Price Adjustments**

PPP's have specific contractual parameters that will be valid during the concession contract duration. Difficulties arise when there are significant changes in the input costs and for various reasons these cannot be translated into pricing adjustments. It is up to the supervising authority to ensure that the contracts have sufficient and appropriate mechanisms for price and cost adjustments, so the parties on both sides see this as fair for themselves and the citizenry. A checklist of the preconditions for implementing PPPs would include the following: stipulation of the authority in charge of price regulation, at different levels of government, processes for design, approval, procurement and dispute resolution, and institutional arrangements that are in place and functioning well. For example the length of time to adjust prices once the underlying economic input and output costs change by a significant percent has to be transparent and practical. Regulatory systems of private contractors and practice have to be balanced and equilibrated (a regime that takes a measured view of the interests of the consumers, the local government and the private operator). Regulatory authorities need to show their willingness and ability to understand different perspectives, and to be able to reach balanced decisions, free of corruption.
Regulation and Dispute Resolution

Many countries have adopted special arbitration mechanisms to solve technical, contractual and labor disputes in a cost effective and predictable manner. The arbitration panels can include members of the public and the private sectors and there are guidelines for conflict resolution. This would minimize difficulties and tensions that sometimes arise. Where there are no special arbitration mechanisms, municipal authorities need to clarify the roles of various regulatory authorities and legal and judicial bodies in the country on issues of dispute.

In some contracts involving international partners, there can be special clauses for court jurisdiction which can be outside of the host country. This is sometimes sought by foreign investors unfamiliar with or distrusting of local judicial objectivity and processes. Municipal officials need to understand the implications of these clauses in potential contracts and agreements.

Conclusions

Public private partnerships are an approach that has much potential and actual history in extending the provision of public services. Improving municipal level capacity and appreciation for this approach can make it more acceptable and used. This discussion paper draws the following conclusions:

- Social acceptance of private participation in public service provision by the various stakeholders is a precondition for PPP’s to work in a country or municipality. This can support political will for PPP’s and reduce fears and potential resistance. Municipal officials need to be aware of their social and political context and the implications for PPP’s.

- A consistent and predictable framework of policies, processes and laws provides an enabling environment for private sector participation and lowers levels of real and perceived risks. Municipal officials can play an active role in helping set or enhance the investment climate.

- At the level of the municipal governments, it is important also to ensure social acceptance and consistency in regulation if the municipal governments are to have effective PPP’s.

- Private sector participation is motivated by profitability. Perception of high risk either inhibits this participation or raises the cost of PPP involvement. Currently, many international corporations are retreating from investing in PPPs in emerging markets.

- PPP’s are long term, capital intensive and fairly complicated ventures. Municipalities need to develop or enhance financial, economic, institutional, legal, and administrative expertise through in house capacity development,
building up a knowledge base, and through approaches that provide consultancy and advice.

- Political will and innovative mechanisms for learning are beginning to have some positive impact on PPP development in some regions of the world.

- A more detailed analysis of incentives for all agencies and individuals involved in PPP development is needed, to help the process of decision making and implementation.

- The unmet potential for PPP’s is large and demands for basic municipal services are growing. Municipal governments can tap more into this exciting PPP opportunity, bringing the multiple benefits of private sector participation. There is much knowledge and experience that can help guide municipal officials in this process. In addition, local knowledge, backed up by scientific methods of analysis, should be used to inform decision making.
15. Local Governments HIV / AIDS Programme

Introduction

HIV/AIDS has become part of the permanent condition in human settlements around the world especially in Africa and Asia. The highest incidence of HIV/AIDS is in cities and towns. There is growing consensus that strategies to reduce HIV/AIDS must go beyond health interventions because of its severe social consequences. The disease exacerbates poverty, creates orphans, marginalises people and stigmatises those afflicted and their families. It has also weakened the ability of local urban institutions to deliver services because so many employees are affected at every level of society.

It is for this reason that last year, UN-HABITAT established a new initiative to involve local governments in the struggle. Local governments are the authorities best placed to lead, mobilise and co-ordinate a wider response at the local level in the fight against HIV/AIDS. The initiative forms part of the Urban Management Programme (UMP). The UMP’s overall aim is to develop and apply urban management knowledge and to promote inclusive urban governance to alleviate poverty, improve environmental conditions and enhance economic growth in urban areas.

What is the impact of HIV/AIDS?

There are now over 29 million people living with HIV/AIDS in Sub-Saharan Africa alone. In other regions of the world, prevalence is still growing rapidly. HIV/AIDS is not only a health issue, but affects all sectors and aspects of life. The HIV/AIDS epidemic is, at this stage, a central governance issue that national and local governments cannot afford to ignore. Some statistics that illustrate this point, include:

- In virtually any country where 15% or more of adults are currently infected, it is estimated that AIDS will claim the lives of at least 1/3 of today’s 15 year olds.
- A study in Zambia shows that 2/3 of urban households that lost their main breadwinner to AIDS experienced an 80% loss of income. The same study found that 61% of these households had moved to cheaper housing, 39% lost piped water, and 21% of girls and 17% of boys dropped out of school.
- In urban areas of Cote d’Ivoire, spending on school education fell by half, food consumption went down 41% per capita, and health care expenditure more than quadrupled in households where a family member had AIDS.
- In the first 10 months of 1998, Zambia lost 1300 teachers, equivalent to 2/3 of the new teachers the country trains every year.
- Public health spending on AIDS alone exceeded 2% of GDP in 7 of 16 African countries (1997) where total health expenditure from public and private sources on all diseases accounts for 3-5% of GDP.
• In one Zambian hospital, deaths among health care workers increased 13-fold between 1980–1990, largely because of HIV/AIDS.

**Why should local government authorities address HIV/AIDS?**

Urban areas provide specific challenges and opportunities in the fight against HIV/AIDS. There are four core arguments for why LGAs should be concerned with responding to HIV/AIDS:

1. Urban areas are often the nexus for the spread of HIV/AIDS because of high population density and mixing, locus of location of transport hubs, and prevalence of vulnerable groups— including youth, migrant workers, commercial sex workers, truckers, etc.

2. The urban poor are disproportionately affected by HIV/AIDS, with the costs of care and loss of income resulting from HIV increasing the vulnerability of poor families. This is especially true among families living in informal settlements who have limited access to secure livelihoods, healthcare, and information.

3. The costs of HIV/AIDS to urban areas extend beyond the loss of life and increased suffering. Increasing health service demands are coupled with a decreasing ability to pay for municipal services. A decreasing pool of labor supply, skills, and tax revenue also impede the ability of a municipality to pursue goals of development and threaten its ability to provide its core services.

4. LGAs are responsible for the social and economic development of the communities they serve through the delivery of many services. HIV/AIDS has the potential to undermine the considerable investments by national and local governments, donors and other supporting agencies, to strengthen municipal management, municipal finance, local service delivery (particularly to the poor) and local economic development. LGAs must therefore define their response to HIV/AIDS within the context of their responsibilities.

**What can local government authorities do?**

All of the HIV/AIDS challenges facing urban areas also provide opportunities for action. LGAs are closest to those affected by HIV/AIDS and are therefore optimally placed to intervene. However, LGAs can only succeed at confronting HIV/AIDS by working closely with all levels of government as well as working with local partners in civil society that are fighting HIV/AIDS at the community level.

LGAs have many functions, but implementing extensive HIV/AIDS responses has not traditionally fallen within their core business. Indeed, their clearer comparative advantage may be their capacity to foster an enabling environment by coordinating, managing, and contracting out new and existing local responses to HIV/AIDS. In addition, recent studies suggest that the most effective prevention strategies for HIV/AIDS may be very closely linked to how openly and honestly the threat of
HIV/AIDS is addressed in local communities. Local leaders may be able (with limited resources) to do a great deal to fight HIV/AIDS by using their position to fight stigma and facilitate open community discussion about the real and immediate impacts of HIV/AIDS on family members, friends, and coworkers. By taking action against HIV/AIDS, LGAs are securing the future of their towns, cities and communities; and by supporting LG HIV/AIDS Responses, National AIDS Programs are fulfilling their mandates of supporting sustainable, accountable and local responses to HIV/AIDS. The following box offers an overview of what could be involved in mounting a LG HIV/AIDS Response. The remainder of the document clarifies what, why, and most importantly, how to accomplish these tasks.

An effective LGA Response to HIV/AIDS should be:

- Consistent in what it does with National AIDS Policy and oriented to needs of the local context.
- Informed by an understanding of local realities, norms and trends; specifically the impact of HIV/AIDS on the local community, the impact of HIV/AIDS on municipal functioning, and the existing resources and possibilities for responding to HIV/AIDS. Sensitive to the special risks facing women and young people.7
- Promoted and supported by LGA leadership and a Task Team of LGA and community stakeholders.
- Multisectoral, recognizing that the impact of HIV/AIDS and the response require a multi-pronged approach.
- Comprehensive in assessing how best to deal with prevention, treatment/care, and impact mitigation.
- Two-pronged, with an internal (LGA staff and their families) and external (service delivery and coordination) focus.
- Oriented to achieve functional integration of programs and services addressing HIV/AIDS, both within the LGA (especially integration of health and welfare services) and between the LGA and community agencies working in HIV/AIDS (integration of efforts of different providers).
- Mainstreamed into development programs of the LGA rather than treated as a stand-alone area of intervention.
- Committed to enhance community participation in planning, program design, and implementation. This includes the need to proactively include people infected and affected by HIV/AIDS and their representative organizations in consultation processes.
- Committed to address issues related to stigma and discrimination as well as the gender dimensions of the epidemic.
- Oriented to mobilizing and coordinating resources within (business and civil society) and beyond the LGA environment (external funding and support) for responding to HIV/AIDS.
- Based on a developmental approach of learning by doing, using monitoring and evaluation systems to strengthen response frameworks over time.

**What does Mainstreaming for HIV/AIDS Mean?**

<table>
<thead>
<tr>
<th>In most instances LGA responsibilities cover provision of:</th>
<th>Examples of what Mainstreaming for HIV/AIDS may include:</th>
</tr>
</thead>
</table>
| Administrative infrastructure and services               | • Provide, display, disseminate information and education materials on HIV/AIDS prevention.  
• Ensure that non-discrimination policies are implemented and monitored in all areas of LG work. |
| Water and waste infrastructure and services              | • Collaborate with local hospitals and parks to ensure that there is a system for safe disposal of needles and effective waste management. |
| Road and transport infrastructure and services            | • Condom distribution and prevention messages on public bus routes and at bus depots (for drivers, truckers).  
• Contracts awarded for road building should include HIV/AIDS awareness activities for road builders. |
| Health and education infrastructure and services          | • Ensure that all health workers have adequate information about HIV/AIDS.  
• Support needle exchange programs where IV drug use is prevalent.  
• Establish a referral system for all HIV/AIDS related testing, counseling, treatment and care as well as a referral system (with depts. of social welfare and education) for vulnerable families.  
• Include HIV/AIDS awareness training in school curriculum.  
• Provide referral system between schools and adolescent health services. |
| Social and welfare infrastructure and services            | • Coordinate with health department to establish a referral system for families affected by HIV/AIDS.  
• Support micro-credit and insurance programs for people and families effected by HIV/AIDS.  
• Set up a school-fees fund for orphans. |
| Economic infrastructure (markets) and services            | • Use market infrastructure to display HIV/AIDS prevention messages. |
In most instances, LGA responsibilities cover provision of:

<table>
<thead>
<tr>
<th>Example of what Mainstreaming for HIV/AIDS may include:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land/ Buildings for residential, business or other uses such as burial grounds</td>
</tr>
<tr>
<td>• Identify and assist in meeting the housing needs that may result from HIV/AIDS (e.g., those taking in orphans, child-headed households).</td>
</tr>
<tr>
<td>• Integrate HIV/AIDS awareness activities into slum upgrading projects.</td>
</tr>
<tr>
<td>• Identify buildings that may be used in HIV/AIDS projects.</td>
</tr>
<tr>
<td>• Address the growing need for burial plots (due to deaths from HIV/AIDS) within the planning of land uses.</td>
</tr>
<tr>
<td>• Support the establishment of burial societies.</td>
</tr>
<tr>
<td>Agricultural extension (in some cases)</td>
</tr>
<tr>
<td>• Identify families affected by HIV/AIDS and provide additional subsidies.</td>
</tr>
<tr>
<td>• Provide training in AIDS prevention and nutrition to peri-urban agricultural areas.</td>
</tr>
<tr>
<td>• Investigate the use of less-labor intensive farming technologies for families affected by HIV/AIDS.</td>
</tr>
<tr>
<td>Regulations to ensure a healthy and safe environment</td>
</tr>
<tr>
<td>• Fight HIV/AIDS stigma through legislation, advocacy, and awareness campaigns.</td>
</tr>
<tr>
<td>Libraries, parks, sports and recreation</td>
</tr>
<tr>
<td>• Integrate HIV/AIDS awareness and anti-stigma messages into public leisure events.</td>
</tr>
</tbody>
</table>
16. E-Governance

involves new styles of leadership, new ways of debating and deciding policy and investment, new ways of accessing education, new ways of listening to citizens and new ways of organising and delivering information and services.

The internet has for a long time been an important technology used for information dissemination. The rise of the internet and the www over the past decade has created many opportunities for its use in local, regional and national democratic processes (Kingston et al., 2000). It is a medium used to access and gain information from a variety of places. As mentioned by Peng & Tsou (2003), the internet is a modern information relay system that connects hundreds of thousands of telecommunication networks and creates an 'internetworking' framework.

The need of Information System E-Governance

An information system can be defined as a set of procedures that collect, process, store and disseminate the relevant information data for operational, management and decision making purposes within institutions or individuals. The information system uses resources such as hardware, software, manpower, integration. The information system is meant act as a tool for the Decision makers. In another words is the beginning of the actions in E-Governance.

Democracies in the world share a vision of the day when electronic governance will become reality. E-governance is about the use of information technology to raise the quality of the services governments deliver to citizens and businesses. It is hoped that it will also reinforce the connection between public officials and communities thereby leading to a stronger, more accountable and inclusive democracy.

Why introduce e-governance?

The purpose of implementing e-governance is to enhance good governance. Good governance is generally characterised by participation, transparency and accountability. The recent advances in communication technologies and the Internet provide opportunities to transform the relationship between governments and citizens in a new way, thus contributing to the achievement of good governance goals. The use of information technology can increase the broad involvement of citizens in the process of governance at all levels by providing the possibility of on-line discussion groups and by enhancing the rapid development and effectiveness of pressure groups. Advantages for the government involve that the government may provide better service in terms of time, making governance more efficient and more effective. In addition, the transaction costs can be lowered and government services become more accessible.
Municipal Governance

“Governance refers to the relationship between civil society and the state, administration between those who rule and those who are ruled, the government and the governed’. (Mc Carney, Halfani, and Rodriguez 1998:119). It is also understood as referring to “the manner in which power is exercised in the management of the economic and social resources for development” (World Bank, quoted by McCarney 1996:13). Good Municipal Governance depends on the representative quality and efficiency of local government.

Last decade has witnessed special focus on good governance. This is particularly evident among developing countries, which are experiencing a rapid pace of urbanization along with increasing mismatch between demand and supply of municipal services. National policies on productivity, environment and community health, quality of life, equity and poverty alleviation have emphasized a direct link between them and adequacy of municipal services. The increasing complexity of facing local government has prompted many city managers in the region to discover creative and innovative solutions with varying degrees of success.

Municipal E-Governance:

Through information technology, the system is being reengineered to transform into government services based on paperless electronic mail for simple transactions and for more complex transactions provision of fully interactive on-line services, which would give public access to government services which quicker responses. The service which includes providing information, collecting taxes, granting licenses, administrating regulations, paying grants and benefits, collecting and analyzing statistics and procuring goods and services. This is known as municipal E-Governance.

In the municipal administration E-Governance these days contributes substantially to improve productivity and streamlining of internal government administration by removing paper work from the process or by facilitating coordination, minimizing time use and consolidation of information.

Governance refers to the exercise of political, economic and administrative authority in the management of a country’s affairs, including citizens’ articulation of their interests and exercise of their legal rights and obligations.

E-governance may be understood as the performance of this governance via the electronic medium in order to facilitate an efficient, speedy and transparent process of disseminating information to the public, and other agencies, and for performing government administration activities.
E-governance is generally considered as a wider concept than e-government, since it can bring about a change in the way how citizens relate to governments and to each other.

E-governance can bring forth new concepts of citizenship, both in terms of citizen needs and responsibilities. Its objective is to engage, enable and empower the citizen.

**The fields of implementation of e-governance are:**

- **e-administration** - refers to improving of government processes and of the internal workings of the public sector with new ICT-executed information processes.

- **e-services** - refers to improved delivery of public services to citizens. Some examples of interactive services are: requests for public documents, requests for legal documents and certificates, issuing permits and licenses.

- **e-democracy** - implies greater and more active citizen participation and involvement enabled by ICTs in the decision-making process.

The use of ICT tools in governance can be illustrated through the following examples:

1. **Informing the citizen** - making information widely available to citizens with the aim of increased transparency and accountability, providing information about the political process, about services and choices available.

2. **Improved service delivery** - by giving the citizens a greater choice, faster delivery and improved efficiency of services.

3. **Increasing citizen participation** - improving accessibility of citizens to their elected members, creating a vision for partnership in the decision making process.

**Informing The Citizens**

**Fighting Corruption Using the Internet in Kenya**

The Information Technology Standards Association (ITSA) of Kenya has launched a pilot project whose aim is to increase public awareness and encourage public participation in fighting corrupt practices. The pilot project will offer a corruption online reporting facility in six towns, two remote locations. The media will form the source points of information which will be routed to the Electronic Graft Management (EGM) Centre. The EGM Centre will filter this information electronically and forward/channel it to the relevant authorities for action.

**Government Procurement System in Mexico**

Mexico’s federal government established "Compranet" for government procurement as part of its efforts to fight corruption by automating procurement procedures. By
facilitating a process of bidding and reverse bidding on-line, it seeks to make government purchasing more efficient and transparent. The system allows the public to see what services and products the government is spending its resources on, and what companies are providing them with these services. There are more than 6000 public sector tenders logged daily, and more than 20 000 service-providing firms are regular users.

**Improved Service Delivery**

**E-seva center in Andhra Pradesh State of India**

The goal of e-seva is to simplify the delivery of city services by providing a wide spectrum of citizen friendly services that will save citizens the bother of running around various departments. Services provided include payment of utility bills; reservations of train tickets; getting birth and death certificates, vehicle permits, driving licenses; transport department services etc. Before the launch of the e-seva project, these services were available at separate offices and were normally time-consuming because of slow processing and often large crowds waiting for the services.

**Increasing Citizen Participation**

**Iperbole Internet civic network in Bologna, Italy**

This represents an interconnected gathering point of collective knowledge focusing on "two-way" communication and citizen participation in the information exchange process. Local citizens benefit from a network of internet public places, free internet access points, e-mail and newsgroups. There is direct and remote internet training for beginners; online healthcare support; online services for senior, disabled people and young people; and a "time bank" through which local people can exchange services. There is an online discussion forum; publication of local documents (with abstracts and glossaries) and customer satisfaction surveys.

**Democracy Project in North Jutland, Denmark**

The task of the Democracy Project was to create an electronic forum for e-democratic dialogue among citizens and politicians, with a particular aim towards November 20, 2001: County Council Election Day (which later turned out also to be General Election Day). In 1997, North Jutland experienced the lowest voter turnout in the Danish election. The object of the Democracy Project was to make visible the decisions made on a regional political level, and to involve the citizens in the process of democracy. Specifically, the County Council also wanted to reach first-time voters, who were known to show a low turnout. Citizens, politicians and first-time voters were invited to take part in the project. The result was a very lively and well-visited web site with a good dialogue among citizens and politicians.
E-Democracy

E-Democracy refers to the use of ICTs with the aim of providing increased opportunities for citizen participation and involvement in the decision-making process in order to meet growing citizens’ expectations.

The objective of e-democracy is to strengthen public trust in government and to improve relations between the government and its citizens through increased transparency and accountability of government representatives, as well as to provide new possibilities for citizen involvement, owing to its capacity to link citizens with their representatives unbounded by time or space constraints. It means that citizens take an active part in the policy-making process. They are no longer seen as passive, but as pro-active with the possibility of proposing policy options and shaping the policy dialogue.

**How do ICTs contribute to enhance democracy?**

- increase the transparency and accountability of government action by offering new possibilities for monitoring of and recording government activities
- increase public trust in government and reduce the overall corruption and promote core democratic values through informed debate, public consultation and encouragement of the expression of views
- integrate citizens’ feedback into the decision-making process, in order to respond better to citizens’ expectations
- strengthen the institutions of representative government and civil society, including parliaments and political parties, by promoting transparency and accountability in the decision-making process and effective party competition
- facilitate the ability of citizens to gather information about campaign issues, follow the political process, mobilise and create diverse coalitions around policy problems and get engaged in policy formation

**Challenges for e-democracy**

Despite the potential of ICTs to widen participation and civic engagement, the digital divide between "information rich" and "information poor" represents an important obstacle to a large-scale participation. Inequality in Internet access is particularly severe in developing countries, specially for the populations of rural and disadvantaged communities.

The participation of the poor and most marginalized communities requires a precise strategy to encourage empowerment, ICT training and infrastructure development, for example through community information and communication centres. Other important barriers to the successful implementation of e-democracy are lack of political will to implement e-democracy and cultural resistance to ICT integration.
17. Jawaharlal Nehru National Urban Renewal Mission on Urban Infrastructure & Governance

Need for Jawaharlal Nehru National Urban Renewal Mission (JNNURM)

As per 2001 population census 285.35 million people reside in urban areas. It constitutes 27.8% of the total population of the country. In post-independence era while population of India has grown three times, the urban population has grown five times. The rising urban population has also given rise to increase in the number of urban poor. As per 2001 estimates, the slum population is estimated to be 61.8 million. The ever increasing number of slum dwellers causes tremendous pressure on urban basic services and infrastructure. In order to cope with massive problems that have emerged as a result of rapid urban growth, it has become imperative to draw up a coherent urbanization policy/strategy to implement projects in select cities on mission mode.

Mission Statement

Reforms driven, fast track, planned development of identified cities with focus on efficiency in urban infrastructure/services delivery mechanism, community participation and accountability of Urban Local Bodies (ULBs)/Parastatals towards citizens.

Mission Strategy

i. Planned urban perspective frameworks for a period of 20-25 years (with 5 yearly updates) indicating policies, programmes and strategies of meeting fund requirements would be prepared by every identified city. This perspective plan would be followed by preparation of Development Plans integrating land use with services, urban transport and environment management for every five year plan period.

ii. Cities/Urban Agglomerations/Parastatals will be required to prepare Detailed Project Reports for undertaking projects under identified areas.

iii. Private Sector Participation in development, management and financing of Urban Infrastructure would be clearly delineated.

iv. Funds for the identified cities would be released to the designated State Nodal Agency, which in turn would leverage, to the extent feasible, additional resources from the financial institutions/private sector/capital market.

v. Funds from Central and State Government will flow directly to the nodal agency designated by the State, as grant. The nodal agency will disburse central assistance to ULBs or para-statal agencies as the case may be, as soft loan or grant-cum-loan or grant.

vi. A revolving fund will be created to meet the operation and maintenance costs of the assets created under the Mission.
Mission Objectives

a) Focussed attention to integrated development of infrastructural services in the cities covered under the Mission.

b) Secure effective linkages between asset creation and asset management so that the infrastructural services created in the cities are not only maintained efficiently but also become self-sustaining over time.

c) Ensure adequate investment of funds to fulfill deficiencies in the urban infrastructural services.

d) Planned development of identified cities including peri-urban areas, outgrowths, urban corridors, so that urbanization takes place in a dispersed manner.

e) Scale up delivery of civic amenities and provision of utilities with emphasis on universal access to urban poor.

f) To take up urban renewal programme, i.e., re-development of inner (old) cities area to reduce congestion.

Duration of the Mission

The duration of the Mission would be seven years beginning from 2005-06. During this period, the Mission will seek to ensure sustainable development of select cities. An evaluation of the experience of implementation of the Mission would be undertaken before the commencement of Eleventh Five Year Plan and if necessary, the programme calibrated suitably.

Scope of Mission Programme

The main thrust of the sub-Mission on Urban Infrastructure and Governance will be on major infrastructure projects relating to water supply including sanitation, sewerage, solid waste management, road network, urban transport and redevelopment of inner (old) city areas with a view to upgrading infrastructure therein, shifting industrial/commercial establishments to conforming areas, etc.

Mission Components

Admissible Components - Projects pertaining to the following will be admissible under the Sub-Mission on Urban Infrastructure and Governance.

i. Urban Renewal i.e redevelopment of inner (old) city areas [this would include items like widening of narrow streets, shifting of industrial/commercial establishments from non-conforming to
`conforming' areas to reduce congestion, replacement of old and worn-out water pipes by new/higher capacity ones, renewal of sewerage/drainage/solid waste disposal systems, etc].

ii. Water Supply (including desalination plants) and sanitation

iii. Sewerage and Solid Waste Management

iv. Construction and improvement of drains/storm water drains

v. Urban Transport, including roads, highways/expressways/MRTS/metro projects.

vi. Parking lots/spaces on Public Private Partnership basis

vii. Development of heritage areas

viii. Prevention & rehabilitation of soil erosion/landslides only in case of Special Category States where such problems are common and

ix. Preservation of water bodies.

**NOTE:** Land cost will not be financed except for acquisition of private land for schemes/projects in the North Eastern States and hilly States viz Himachal Pradesh, Uttaranchal and Jammu & Kashmir.

**Inadmissible Components** - Projects pertaining to the following will not be admissible under the Sub-Mission.

i. Power

ii. Telecom

iii. Health

iv. Education

v. Wage employment programme & staff component

**Mission Coverage**

Keeping in view the paucity of resources and administrative constraints in taking up all cities and towns under this intensive urban infrastructure improvement programme, it is suggested that under JNNURM only selected cities/Urban Agglomerations (UAs) as per 2001 Census will be taken up, as per norms/criteria mentioned below:

| A | Cities/UAs with 4 million plus population as per 2001 census | 07 |
| B | Cities/UAs with 1 million plus but less than 4 million population as per 2001 Census | 28 |
| C | Selected Cities/UAs (State Capitals and other cities/UA of religious/historic and touristic importance) | 28 |

The cities should have elected bodies in position.
Urban Reforms

The main thrust of the revised strategy of urban renewal is to ensure improvement in urban governance so that Urban Local Bodies (ULBs) and para-statal agencies become financially sound with enhanced credit rating and ability to access market capital for undertaking new programmes and expansion of services. In this improved environment, public-private participation models for provisioning of various services would also become feasible. To achieve this objective, State Governments, Urban Local Bodies and para-statal agencies will be required to accept implementation of an agenda of reforms. The proposed reforms shall broadly fall into two categories:

i) Mandatory reforms

ii) Optional reforms

All the mandatory and optional reforms shall be implemented by the State/ULB/Para-Statals within the mission period.

However, for schemes relating to water supply and sanitation, the following State level mandatory reforms may be treated as optional reforms:

a. Repeal of Urban Land Ceiling and Regulation Act;

b. Amendment of Rent Control Act;

Memorandum of Agreement (MOA)

The State Governments and the ULBs including para-statal agencies where necessary would execute Memorandum of Agreement (MoA) with Government of India indicating their commitment to implement identified reforms. MoA would spell out specific milestones to be achieved for each item of reform. Signing of MoA will be a necessary condition to access Central assistance. This tripartite MoA would be submitted along with Detailed Project Reports (DPRs). The central assistance will be predicated upon the State Governments and the ULBs/Parastatals agreeing to the reforms platform.

National Steering Group

To steer the Mission objectives, a National Steering Group will be constituted. The composition of the National Steering Group will be as follows:

i. Minister of Urban Development Chairman

ii. Minister for UEPA Co-Chairperson

iii. Secretary (UEPA) Member

iv. Secretary, Planning Commission Member

v. Secretary (Expenditure) Member

vi. National Technical Advisor Member

vii. Secretary (Urban Development) Member-Convener

National Steering Group may add additional reforms to the identified reforms.
National Steering Group may consider addition or deletion of cities/towns under Category-C (other than State capitals) based on the suggestions received from State Governments. The number of cities under the Mission shall, however, remain around 60.

**Mission Directorate**

There shall be a Mission Directorate under the charge of Joint Secretary in Ministry of Urban Development for ensuring effective coordination with State Governments and other agencies for expeditiously processing the project proposals. National Technical Advisor shall be one of the Members of the Directorate. The Mission Directorate will process the project proposals received from State Governments and place them before Central Sanctioning and Monitoring Committee for consideration.

**Appraisal of Projects**

Detailed Project Reports would be scrutinized by the Technical wings of the Ministry or if necessary by specialized/technical agencies before placing such proposals for sanction by Central Sanctioning and Monitoring Committee.

Depending upon the cost of the projects under the Sub-Mission on BSUP, Ministry of Urban Employment and Poverty Alleviation will ensure approval of competent authorities as envisaged in Ministry of Finance (Department of Expenditure) O.M.No. 1(26)-E.II(A)/2002 dated 21.12.2002 as amended from time to time.

**Sanction of projects under the Mission**

There would be a Central Sanctioning & Monitoring Committee in the Ministry of Urban Development for sanctioning the projects submitted by identified states, which would comprise-

1. Secretary (UD) - Chairman
2. Secretary (UEPA) - Member
3. Principal Adviser (HUD) Planning Commission - Member
4. Joint Secretary & FA - Member
5. Chief Planner, TCPO - Member
6. Adviser, CPHEEO - Member
7. CMD, HUDCO - Member
8. Joint Secretary (UD) - Member-Secretary

The Committee would assign higher priority in sanctioning projects of urban renewal, water supply including sanitation, sewerage, solid waste management, drainage, urban transport including roads.

Projects with private sector participation will be given priority over projects to be executed by ULBs/Parastatals themselves, as this will help leverage private capital and bring in efficiencies.
Advisory Group

In addition, at the National level, an Advisory Group would be constituted for the Mission/sub-Mission. The Group would be headed by a Technical Adviser drawn from civil society with proven experience in mobilizing collective action for reforms in urban governance. The group would enable the Mission to create similar voluntary Technical Corps in each city identified for the Mission/sub-Mission. It would encourage private sector participation, citizen’s involvement in urban governance at grass root level and transparency in municipal governance.

State Level Steering Committee

At the State level, a Steering Committee would be set up by each State for deciding and prioritizing the projects under the Mission. The Steering Committee would comprise:

- i. Chief Minister of the State - Chairman
  - Minister of Urban Development/Minister of Housing
- ii. Minister, Urban Development - Vice-Chairman
- iii. Minister, Housing - Member
- iv. Concerned Mayors/Chairpersons of Urban Local Bodies (ULBs) - Member
- v. MPs/MLAs (to be decided by the State) - Member
- vi. Secretary (PHE) - Member
- vii. Secretary (MA) - Member
- viii. Secretary (Finance) - Member
- ix. Secretary (Housing) - Member
- x. Secretary (UD) - Member-Secretary

Nodal Agency

The Steering Committee at the State Level would be assisted by the nodal agency identified by the State Government for implementation of JNNURM. The nodal agency would, inter-alia, perform following functions:-

- a. Appraisal of projects submitted by ULBs/Para-statal agencies;
- b. Obtaining sanction of State Level Steering Committee for seeking assistance from Central Government under JNNURM;
- c. Management of grants received from Central and State Government;
- d. Release of funds to ULBs/Para-statal agencies either as grant, or soft loan or grant cum loan.
- e. Management of Revolving Fund
- f. Monitoring physical and financial progress of sanctioned projects;
Monitoring implementation of reform as entered into MoA.

**Financing Pattern**

Financing of projects under the Mission would be as under:

<table>
<thead>
<tr>
<th>Category of Cities/Towns/UAs</th>
<th>Grant</th>
<th>ULB or Para-Statal Share/Loan from Financial Institutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cities/UAs with 4 million plus population as per 2001 census</td>
<td>35% 15% 50%</td>
<td></td>
</tr>
<tr>
<td>Cities/UAs with million plus but less than 4 million population as per 2001 census</td>
<td>50% 20% 30%</td>
<td></td>
</tr>
<tr>
<td>Cities/towns/UAs in North Eastern States and Jammu &amp; Kashmir</td>
<td>90% 10% -</td>
<td></td>
</tr>
<tr>
<td>Cities/UAs other than those mentioned above</td>
<td>80% 10% 10%</td>
<td></td>
</tr>
<tr>
<td>For setting up de-salination plants within 20 Kms. from sea-shore and other urban areas predominantly facing water scarcity due to brackish water and non-availability of surface source.</td>
<td>80% 10% 10%</td>
<td></td>
</tr>
</tbody>
</table>

Central assistance, as aforesaid, would be the maximum assistance available under JNNURM.

In case any JNNURM project is also approved as Externally Aided Project (EAP), the EAP funds can be passed through as ACA to the State Government as funds contributed by State/ULBs/FIs and JNNURM funds can be used as GoI contribution.

If necessary, internal resources of implementing agencies, Member of Parliament Local Area Development and Member of Legislative Assembly Local Area Development funds may be substituted for institutional finance.

In case of Urban Transport projects, the standard pattern of assistance of 35% will not apply. The CCEA, while considering any such project proposal, may decide the level of equity and/or loan to be provided by the Central Government.

In order to prepare City Development Plan (CDP), Detailed Project Reports (DPRs), training & capacity building, community participation, information, education and communication (IEC), a provision of 5% of the Central grant or the actual requirement, whichever is less, may be kept for sanction to cities/towns covered under the Mission.

In addition, not more than 5% of the Central grant or the actual requirement, whichever is less, may be used for Administrative and Other Expenses (A&OE) by the States.

**Release of Funds**

Funds would be released as Additional Central Assistance (100% Central Grant in respect of central share) to the State Government or its designated State Level Nodal Agency. The nodal agency will disburse central assistance to ULBs or para-statal agencies as the case may be as soft loan or grant-cum-loan or grant. However, grant-cum-loan may be sanctioned in such a manner that 25% of central and state grant put together is recovered and ploughed into Revolving Fund to leverage market funds for
financing of further investment in infrastructure projects. At the end of the Mission period, the Revolving Fund may be graduated to a State Urban Infrastructure Fund. The first installment of 25% will be released on signing of Memorandum of Agreement by the State Government/ULB/Para-Statal for implementation of JNNURM projects. The balance amount of assistance shall be released as far as possible in three instalments upon receipt of Utilisation Certificates to the extent of 70% of the grants (Central & State) and subject to achievement of milestones agreed for implementation of mandatory and optional reforms at the State and ULB/Parastatal level as envisaged in the Memorandum of Agreement.

**Outcomes of Jawaharlal Nehru National Urban Renewal Mission**

On completion of the Mission period of seven years, it is expected that ULBs/Parastatals will achieve the following outcomes:-

(a) Modern and transparent budgeting, accounting, financial management systems designed and adopted for all urban services and governance functions

(b) City-wide framework for planning and governance will be established and become operational

(c) All urban residents will be able to obtain access to a basic level of urban services

(d) Financially self-sustaining agencies for urban governance and service delivery will be established, through reforms to major revenue instruments

(e) Local services and governance will be conducted in a manner that is transparent and accountable to citizens

(f) e-Governance applications will be introduced in core functions of ULBs/Parastatals resulting in reduced cost and time of service delivery processes.

**Monitoring progress of projects sanctioned under the Mission**

- Ministry of Urban Development will periodically monitor the scheme through designated Officers of this Ministry for each State/UT.

- State level nodal agency would send quarterly progress report to the Ministry of Urban Development.

- Upon completion of the project, nodal agency through the State Government would submit completion report in this regard.

- Central Sanctioning & Monitoring Committee may meet as often as required to sanction and review/monitor the progress of projects sanctioned under the Mission.

- Monitoring of progress of implementation of reforms would be outsourced to specialized/technical agencies.
18. Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) Guidelines 2005

Introduction

Urban infrastructure Development Scheme for Small & Medium Towns aims at improvement in urban infrastructure in towns and cities in a planned manner. It shall subsume the existing schemes of Integrated Development of Small and Medium Towns (IDSMT) and Accelerated Urban Water Supply Programme (AUWSP).

Objectives

The objectives of the scheme are to:

a) Improve infrastructural facilities and help create durable public assets and quality oriented services in cities & towns

b) Enhance public-private-partnership in infrastructural development and

c) promote planned integrated development of towns and cities.

Duration of the Scheme

The duration of the Scheme will be for seven years beginning from 2005-06. An evaluation of the outcomes of the Scheme will be undertaken before the commencement of the 11th Five Year Plan and, if necessary, the scheme would be suitably calibrated.

Coverage

The scheme will apply to all cities/towns as per 2001 census, excepting cities/towns covered under Jawaharlal Nehru National Urban Renewal Mission (JNNURM)

Allocation of funds among states will be on the basis of the state’s urban population (excluding cities covered under JNNURM) to total urban population in the country (excluding cities covered under JNNURM).

States may allocate funds to towns/cities based on similar formula. However, funds would be provided to only those towns and cities where elections to local bodies have been held and elected bodies are in position.

The State Governments may prioritize towns and cities on the basis of their felt-need. While prioritizing towns, States would take into account existing infrastructure, population of Scheduled Castes/Scheduled Tribes and special problems like hilly terrain.

Components

The components for assistance under the scheme will include all urban infrastructure development projects including water supply and sewerage. and cost will not be financed except for acquisition of private land for schemes/ projects in the North

**Admissible Components:** The Scheme will cover the following areas:-

i) Urban Renewal i.e redevelopment of inner (old) city areas [this would include items like widening of narrow streets, shifting of industrial/commercial establishments from non-conforming (inner-city) to ‘conforming’ (outer-city) areas to reduce congestion, replacement of old and worn-out water pipes by new/higher capacity ones, renewal of sewerage/drainage/solid waste disposal systems, etc.

ii) Water Supply (including de-salination plants) and sanitation

iii) Sewerage and Solid Waste Management

iv) Construction and improvement of drains/storm water drains

v) Construction/Upgradation of roads, highways/expressways

vi) Parking lots/spaces on Public Private Partnership basis

vii) Development of heritage areas

viii) Prevention & rehabilitation of soil erosion/landslides only in case of Special Category States where such problems are common and

ix) Preservation of water bodies.

**Inadmissible Items**

a) Power and telecommunication works,

b) Rolling stock like buses and trams,

c) Health and educational institutions,

d) Urban Transport (MRTS, LRTS etc.)

e) Wage employment programme and staff component

f) Maintenance works

While sanctioning projects for slum improvement, State Level Sanctioning Committee would ensure that there has not been any duplication of efforts from other sources. For this purpose the implementing agencies are required to submit requisite certificate.

**Financing Pattern**

The sharing of funds would be in the ratio of 80:10 between Central Government & State Government and the balance 10% could be raised by the nodal/implementing agencies from the financial institutions. Implementing agencies may substitute internal resources for funds to be raised from financial institutions. However, in case of cities/towns in North Eastern States and Jammu & Kashmir sharing of funds would be in the ratio of 90:10 between Central & State Government.

The State Level Sanctioning Committee may sanction projects upto 3 times of central share subject to availability of funds. The Committee would assign higher priority to projects of (i) Water Supply (including de-salination plants) and sanitation, (ii)
Sewerage and Solid Waste Management, (iii) Road Network and (iv) Construction and improvement of drains/storm water drains.

Cities/towns/Parastatals will be sanctioned project-based grants/loans which in turn would leverage, to the extent feasible, additional resources from financial institutions/private sector/capital market.

Funds from MPLAD/MLALAD could be used towards project cost and to that extent, the loan component/state share could be suitably reduced.

The scheme will be implemented through a designated State level nodal agency.

**Release Of Central Assistance**

Central assistance (grant) released will go directly to the nodal agencies identified by the State government as Additional Central Assistance.

Release of Central share to nodal agency will be in two instalments and will depend on availability of State share and submission of utilization certificates within 12 months of the closure of the financial year in accordance with the provisions of General Financial Rules.

The criteria for release of funds will be as under:-

- 50% of the Central share will be released on signing of Memorandum of Agreement to the State nodal agency, after ascertaining availability of State share.
- Balance 50% of the central share would be released on submission of Utilisation Certificates by nodal agency for 70% of funds (Central & State grants) released earlier.
- State level nodal agency will, however, release funds in the following manner:
  - 25% of Central grant on ascertaining availability of State share;
  - Balance Central grant after release of State grant and after assessment of progress of implementation of reforms.

**Revolving Fund**

The grant from Government of India and State Government will flow to the nodal agency designated by State Government. The nodal agency will disburse central assistance to ULBs or para-statal agencies as the case may be, as soft loan or grant-cum-loan or grant. However, in case of sanction of loan or grant-cum-loan, the same may be sanctioned in such a manner that 25% of central and state grant put together is recovered and ploughed into Revolving Fund to leverage market funds for financing further investment in infrastructure projects. At the end of the Scheme period, the Revolving Fund may be graduated to a State Urban Infrastructure Fund.

State Level Sanctioning Committee would decide period of plough back of grant into the Revolving Fund.
State Level Sanctioning Committee would sanction projects for infrastructural development of cities and towns out of revolving fund in the same manner as projects are sanctioned out of corpus created out of Central and State grants.

**Incentives**

After due assessment of status of implementation of activities for which incentives are sought, State Level Sanctioning Committee may sanction additional central grant upto a maximum of 5% to incentivise implementing agencies as indicated below:

- 1.5% for preparation of Detailed Project Report
- 1.5% for training and capacity building relating to project/scheme
- 1% for bringing about efficiencies in the projects
- 1% for adoption of innovative approaches and adoption of proven and appropriate technologies

**State Level Nodal Agency**

The State Government may designate any existing institution as nodal agency for implementation of the scheme.

The nodal agency will be responsible for the following:-

(i) Inviting project proposals from ULBs/Para-statal/Implementing agencies;
(ii) Techno-economic appraisal of the projects either through in-house expertise or by outside agencies through outsourcing;
- Management of funds received from Central and State Governments;
- Disbursement of the funds as per the financing pattern given in the guidelines;
(v) Furnishing of utilization certificates within 12 months of the closure of the financial year and quarterly physical & financial progress reports to the Ministry of Urban Development;
(vi) Maintenance of audited accounts of funds released to ULBs and implementing agencies
(vii) Monitoring of implementation of reforms and infrastructure projects

**Project Appraisal**

Urban Local Bodies and implementing agencies including para-statal agencies, will submit detailed project reports to the designated State Level nodal agencies for appraisal.

The State Level nodal agency will forward the appraised projects to MOUD, Planning Commission and TCPO so as to reach at least 15 days before the meeting of State Level Sanctioning Committee for enabling their representatives to offer their comments/views on the projects in the meeting.
State Level Sanctioning Committee (SLSC):
The composition of the State Level Sanctioning Committee (SLSC) may be as follows:
- Secretary, Urban Development/Municipal Admin./Local self Governments - Chairman
- Secretary, Finance - Member
- Secretary, Planning - Member
- Secretary, Works/Engineer-in-Chief of PWD. - Member
- Director (Town & Country Planning)/Chief Town Planner of the state - Member
- Director, Municipal Administration - Member
- Representative of M/o Urban Development - Member
- Representative of I.F. Division, M/o Urban Dev - Member
- Representative of Planning Commission - Member
- Representative of TCPO - Member
- Representative of NCR Planning Board, New Delhi - Member
  (in case of States of Haryana, Uttar Pradesh and Rajasthan)
- Chief Executive of the State Level Nodal Agency - Member-Secretary

SLSC will ensure the following:

a. Examine and approve project reports submitted by the local bodies/implementing agencies including para-statal agencies, taking into account the appraisal reports; The Committee will assign higher priority to projects relating to water supply including sanitation, sewerage, solid waste management, road network and drainage.

b. Periodically monitor the progress of sanctioned projects/schemes including funds mobilization from financial institutions.

c. Review the implementation of the scheme keeping in view its broad objectives and ensure that the programmes taken up are in accordance with the guidelines laid down.

d. Review the progress of urban reforms being undertaken by ULBs/Parastatals/implementing agencies.

e. SLSC shall meet as often as required but shall meet at least thrice in a year without fail and review the progress of ongoing projects and sanction new projects.

Urban Reforms
The main thrust of the revised strategy of urban renewal is to ensure improvement in urban governance so that Urban Local Bodies (ULBs) and para-statal agencies become financially sound with enhanced credit rating and ability to access market capital for undertaking new programmes and expansion of services. In this improved environment, public-private participation models for provisioning of various services would also become feasible. To achieve this objective, State Governments, Urban Local Bodies and
para-statal agencies will be required to accept implementation of an agenda of reforms. The proposed reforms shall broadly fall into two categories:-

i) Mandatory reforms
ii) Optional reforms

All the mandatory and optional reforms shall be implemented by the State/ULB/Para-Statals within the Scheme period.

**Monitoring**

(i) Ministry of Urban Development will periodically monitor the scheme through designated Officer of this Ministry for each State/UT.

(ii) State level nodal agency would send quarterly progress report to the Ministry of Urban Development through TCPO.

(iii) SLSC would ensure quarterly monitoring of various projects sanctioned under the programme.

(iv) A Monitoring Committee under the chairmanship of Joint Secretary (Urban Development) in the Ministry of Urban Development would monitor the progress every quarter.

(v) Secretary (UD) would review progress of the programme twice a year.

(vi) TCPO will be responsible for preparing a status report on the scheme in consultation with MOUD every year (by 31st May). All the mandatory and optional reforms shall be implemented by the State/ULB/Para-Statals within the Scheme period.

**Training and Capacity Building**

The Central and State Governments will make continuous efforts for training and upgradation of the skills of the personnel responsible for the project and the elected representatives. State Government may organize suitable training as well as capacity building programmes through reputed institutions in the field. The same will form part of DPR to be submitted by implementing agency.

**Memorandum of Agreement (MOA)**

Implementation of all mandatory and at least two optional reforms in each year of the Scheme by cities/towns will be a condition precedent to access central grant under the scheme. All the reforms (mandatory as well as optional) shall be required to be implemented during the scheme period i.e seven years. The State Governments/ State level nodal agencies will execute Memorandum of Agreement (MoA) with Government of India indicating their commitment to implement identified reforms. MoA would spell out specific milestones to be achieved for each item of reform. Signing of MoA will be a necessary condition to access Central assistance. ULBs/Para-statals will sign MoA with State Level Nodal Agency. The MoA shall be submitted along with the Detailed Project Report.
Outcomes of The Scheme

On completion of the Scheme period of seven years, it is expected that ULBs/Parastatals will achieve the following outcomes:-

(a) Modern and transparent budgeting, accounting, financial management systems, designed and adopted for all urban services and governance functions

(b) City-wide framework for planning and governance will be established and become operational

(c) All urban residents will be able to obtain access to a basic level of urban services

(d) Financially self-sustaining agencies for urban governance and service delivery will be established, through reforms to major revenue instruments

(e) Local services and governance will be conducted in a manner that is transparent and accountable to citizens

(f) e-Governance applications will be introduced in core functions of ULBs/para-statals resulting in reduced cost and time of service delivery processes.

Miscellaneous

It will be the responsibility of Urban Local Bodies/Para-statals and implementing agencies to keep an inventory of assets created and also to maintain and operate the assets and facilities created.

The implementing agencies at the ULB/Para-statal level will be required to open and maintain separate bank account for each project in a commercial bank for receipt and expenditure of all money to be received and spent. ULBs/Parastatal/implementing agencies should maintain registers for utilization of funds separately for Central and State share and loan from financial institutions.

The nodal agency will maintain institution-wise and project-wise accounts under the scheme.

Projects taken up under the on-going schemes during last five years beginning from 2000-2001 will continue to be funded as per the existing guidelines of IDSMT & AUWSP Schemes till completion of those projects.

Ministry of Urban Development in consultation with Ministry of Finance and Planning Commission may effect changes in the scheme guidelines, other than those affecting the financing pattern as the scheme progress, if such changes are considered necessary.
19. Basic Services to the Urban Poor (BSUP), JNNURM

Need for Sub-Mission on Basic Services to the Urban Poor (BSUP) under Jawahar Lal Nehru National Urban Renewal Mission (JNNURM) As per 2001 population census, 285.35 million people reside in urban areas. It constitutes 27.8% of the total population of the country. In postindependence era while population of India has grown three times, the urban population has grown five times. The rising urban population has also given rise to increase in the number of urban poor. As per 2001 estimates, the slum population is estimated to be 61.8 million. The ever increasing number of slum dwellers causes tremendous pressure on urban basic services and infrastructure. In order to cope with massive problems that have emerged as a result of rapid urban growth, it has become imperative to draw up a coherent urbanization policy/strategy to implement projects in select cities on mission mode.

Mission Statement
Reforms driven, fast track, planned development of identified cities with focus on efficiency in urban infrastructure/services delivery mechanism, community participation and accountability of Urban Local Bodies (ULBs) towards citizens.

Mission Strategy
Planned urban perspective frameworks for a period of 20-25 years (with 5 yearly updates) indicating policies, programmes and strategies of meeting fund requirements would be prepared by every identified city. This perspective plan would be followed by preparation of Development Plans integrating land use with services, urban transport and environment management for every five year plan period. In this context,

- A City Development Plan (CDP) would be required before the city can access Mission funds.
- Cities will be required to prepare Detailed Project Reports for undertaking projects under identified areas.
- Private Sector Participation in development, management and financing of Urban Infrastructure would be clearly delineated.

Funds for identified cities would be released to the designated State Nodal Agency, which in turn would leverage additional resources from the State Govt., their own funds, funds of implementing agencies and funds from the financial institutions/private sector/capital market and External Aid. A revolving fund would be created to take care of operation and maintenance of various assets created under the Mission.

Mission Objectives
- Focused attention to integrated development of Basic Services to the Urban Poor in the cities covered under the Mission.
• Provision of Basic Services to Urban Poor including security of tenure at affordable prices, improved housing, water supply, sanitation and ensuring delivery through convergence of other already existing universal services of the Government for education, health and social security. Care will be taken to see that the urban poor are provided housing near their place of occupation.

• Secure effective linkages between asset creation and asset management so that the Basic Services to the Urban Poor created in the cities, are not only maintained efficiently but also become self-sustaining over time.

• Ensure adequate investment of funds to fulfill deficiencies in the Basic Services to the Urban Poor.

• Scale up delivery of civic amenities and provision of utilities with emphasis on universal access to urban poor.

Duration of the Mission

The duration of the Mission would be seven years beginning from the year 2005-2006. During this period, the Mission will seek to ensure sustainable development of select cities. An evaluation of the experience of implementation of the Mission would be undertaken before the commencement of Eleventh Five Year Plan and if, necessary, the programme calibrated suitably.

Scope of Mission Programme

The main thrust of the sub-Mission on Basic Services to the Urban Poor will be on integrated development of slums through projects for providing shelter, basic services and other related civic amenities with a view to provide utilities to the urban poor.

Mission Components

The sub-Mission on Basic Services to the Urban Poor will cover the following:-

(a) Admissible components:-

i. Integrated development of slums, i.e., housing and development of infrastructure projects in the slums in the identified cities.

ii. Projects involving development/improvement/maintenance of basic services to the urban poor.

iii. Slum improvement and rehabilitation projects.

iv. Projects on water supply/sewerage/drainage, community toilets/baths, etc.

v. Houses at affordable costs for slum dwellers/ urban poor/EWS/LIG categories.

vi. Construction and improvements of drains/storm water drains.

vii. Environmental improvement of slums and solid waste management.

viii. Street lighting.

ix. Civic amenities, like, community halls, child care centers, etc.
x. Operation and maintenance of assets created under this component.

xi. Convergence of health, education and social security schemes for the urban poor

NOTE: Land cost will not be financed except for acquisition of private land for schemes/projects in the North Eastern States & hilly States, viz., Himachal Pradesh, Uttaranchal and Jammu & Kashmir.

(b) Inadmissible Components

Projects pertaining to the following will not be considered:

i) Power

ii) Telecom

iii) Wage employment programme & staff component

iv) Creation of fresh employment opportunities

Note: DPRs will have to be prepared by the implementing agencies for funding under the Mission including specific project components, viz, health, education and social security. However, the schemes of health, education and social security will be funded through convergence of schemes and dovetailing of budgetary provisions available under the programmes of respective sectors (Health, Human Resource Development, Social Justice and Empowerment and Labour, etc.), but will also be monitored by the Ministry of Urban Employment & Poverty Alleviation in so far as urban poor are concerned.

Sub-Mission Coverage

Keeping in view the paucity of resources and administrative constraints in taking up all cities and towns under this Sub-Mission, only selected cities will be taken up, as per norms/criteria mentioned below.

<table>
<thead>
<tr>
<th>Category Number</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>A 07</td>
<td>Cities/UAs with 4 million plus population as per 2001 census</td>
</tr>
<tr>
<td>B 28</td>
<td>Cities/UAs with 1 million plus but less than 4 million population as per 2001 Census</td>
</tr>
<tr>
<td>C 28</td>
<td>Selected Cities/UAs (State Capitals and other cities/UA of religious/historic and touristic importance)</td>
</tr>
</tbody>
</table>

National Steering Group may consider addition or deletion of cities/towns under Category-C (other than state capitals). Total number of cities under the Mission shall, however, remain about the same i.e. 60.

Agenda of Reforms

The main thrust of the revised strategy of urban renewal is to ensure improvement in urban governance so that Urban Local Bodies (ULBs) and para-statal agencies become financially sound with enhanced credit rating and ability to access market capital for
undertaking new programmes and expansion of services. In this improved environment, public-private participation models for provisioning of various services would also become feasible. To achieve this objective, State Governments, Urban Local Bodies and para-statal agencies will be required to accept implementation of an agenda of reforms. The proposed reforms shall broadly fall into two categories:-

i) Mandatory reforms  
ii) Optional reforms

Memorandum of Agreement (MOA)

The State Governments and the ULBs/Parastatals will be required to execute a Memorandum of Agreement (MoA) with Government of India indicating their commitment to implement the identified reforms. MOA would also spell out specific milestones to be achieved for each item of reform. Signing of this tripartite MOA will be a necessary condition to access Central assistance. This tripartite MoA would be submitted along with Detailed Project Reports (DPRs). The Central assistance will be predicated upon the State Governments and the ULBs/Parastatals agreeing to the reforms platform.

National Steering Group under JNNURM

To steer the Mission objectives, a National Steering Group will be constituted. The composition of the National Steering Group will be as follows:

National Steering Group  
Minister for Urban Development — Chairman  
Minister for Urban Employment & Poverty Alleviation — Co-Chairperson  
Secretary (UEPA) — Member  
Secretary, Planning Commission — Member  
Secretary (Expenditure) — Member  
National Technical Adviser — Member  
Secretary (Urban Development) — Member-Convener

National Steering Group may consider addition or deletion of cities/towns under Category C (other than State capitals). The total number of cities under the Mission shall, however, remain around the same.

Under Sub-Mission on BSUP, a high level Committee will be set up under the chairmanship of Minister (UEPA). Mission Directorate There shall be a Mission Directorate under the charge of Joint Secretary under Ministry of Urban Employment & Poverty Alleviation for ensuring effective co-ordination with State Governments and other agencies for expeditious processing of the project proposals. The Joint Secretary in-charge of the Mission Directorate would be designated as Mission Director. The National Technical Adviser would also be kept associated with the Mission Directorate.
Appraisal of Projects

Detailed Project Reports would be scrutinized by the Technical Wing(s) of the Ministry or specialized/technical agencies to be outsourced for the purpose before placing such proposals for sanction by Central Sanctioning and Monitoring Committee.

Depending upon the cost of the projects under the Sub-Mission on BSUP, Ministry of Urban Employment and Poverty Alleviation will ensure approval of competent authorities as envisaged in Ministry of Finance (Department of Expenditure) O.M.No. 1(26)-E.II(A)/2002 dated 21.12.2002 as amended from time to time.

Sanction of projects under the Mission

There would be a Central Sanctioning & Monitoring Committee in the Ministry of Urban Employment & Poverty Alleviation for sanctioning the projects submitted by identified States, which would comprise-

Secretary (UEPA) — Chairman
Secretary (UD) — Member
Principal Adviser (HUD), Planning Commission — Member
Joint Secretary & FA — Member
Chief Planner, TCPO — Member
Adviser, CPHEEO — Member
CMD, HUDCO — Member
Joint Secretary (UEPA) — Member-Secretary

The Committee would assign priority in sanctioning projects of housing and development of infrastructure, basic services and other related civic amenities. Projects with private sector participation will be given priority over projects to be executed by ULBs/Parastatals themselves, as this will help leverage private capital and bring in efficiency.

Advisory Group

In addition, at the National level, an Advisory Group would be constituted for the Mission/sub-Mission. The Group would be headed by a Technical Adviser drawn from civil society with proven experience in mobilizing collective action for reforms in urban governance. The group would enable the Mission to create similar voluntary Technical Corps in each city identified for the Mission/sub-Mission.. It would encourage private sector participation, citizen’s involvement in urban governance at grass root level and transparency in municipal governance.

State Level Steering Committee

In order to decide projects and their priorities for inclusion in the National Urban Renewal Mission Programme, there would be a State Level Steering Committee with following composition:
i. Chief Minister of the State/ — Chairman
Minister for Urban Development/
Minister for Housing of the State
ii. Minister, Urban Development/ — Vice-Chairman
Minister Housing of the State
iii. Concerned Mayors/Chairpersons of ULBs — Member
iv. Concerned MPs/MLAs — Member
v. Secretary, Finance of the State Govt. — Member
vi. Secretary (PHE) of the State Govt. — Member
vi. Secretary (Municipal Administration/Affairs)— Member
vii. Secretary (Housing) of the State Govt. — Member
viii. Secretary (UD)/LSG/Municipal Affairs — Member-Secretary

**Nodal Agency**
The scheme would be implemented through a State Level Nodal Agency designated by the State Government. The nodal agency would, inter-alia, perform following functions:-

a. Appraisal of projects submitted by ULBs/Para-statal agencies;

b. Obtaining sanction of State Level Steering Committee for seeking assistance from Central Government under JNNURM;

c. Management of grants received from Central and State Government;

d. Release of funds to ULBs/Para-statal agencies either as grant, or soft loan or grant cum loan.

e. Management of Revolving Fund.

f. Monitoring physical and financial progress of sanctioned projects;

g. Monitor implementation of reforms as committed in the MoA.

**Revolving Fund**
Under Sub-Mission on Basic Services to the Urban Poor (BSUP), wherever State Level nodal agency releases Central & State funds to the implementing agencies as soft loan or grant-cum-loan, it would ensure that at least 10% of the funds released are recovered and ploughed into the Revolving Fund. This fund will be utilized to meet operation & maintenance expenses of the assets created under the Sub-Mission. At the end of the Mission period, the Revolving Fund may be graduated to State Basic Services to the Urban Poor Fund.

**Financing Pattern**
Financing of projects under the Mission would be as under:-
Grant

<table>
<thead>
<tr>
<th>Category of Cities/Towns/UAs</th>
<th>Grant</th>
<th>ULB or Para-Statal Share/Loan from Financial Institutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cities/UAs with 4 million plus population as per 2001 census</td>
<td>35%</td>
<td>15% 50%</td>
</tr>
<tr>
<td>Cities/UAs with million plus but less than 4 million population as per 2001 census</td>
<td>50%</td>
<td>20% 30%</td>
</tr>
<tr>
<td>Cities/towns/UAs in North Eastern States and Jammu &amp; Kashmir</td>
<td>90%</td>
<td>10% -</td>
</tr>
<tr>
<td>Cities/UAs other than those mentioned above</td>
<td>80%</td>
<td>10% 10%</td>
</tr>
<tr>
<td>For setting up de-salination plants within 20 Kms. from sea-shore and other urban areas predominantly facing water scarcity due to brackish water and non-availability of surface source.</td>
<td>80%</td>
<td>10% 10%</td>
</tr>
</tbody>
</table>

Note: The percentage is on the total project cost.

Central assistance, as aforesaid, would be the maximum assistance available under JNNURM. The Central assistance provided under the Mission can be used to leverage market capital, if and where required. Mobilization of State share If necessary, internal resources of implementing agencies, Member of Parliament Local Area Development and Member of Legislative Assembly Local Area Development funds may be substituted for institutional finance or for State/ULB/Parastatal share. However, MPLAD/MLALAD fund would not substitute beneficiary contribution.

In case any Mission project is also approved as Externally Aided project (EAP), the EAP funds can be passed through as ACA to the State Government as funds contributed by State / ULBs / FIs and Mission funds can be used as Government of India contribution.

**Beneficiary Contribution**

Housing should not be provided free to the beneficiaries by the State Government. A minimum of 12% beneficiary contribution should be stipulated, which in the case of SC/ST/BC/OBC/PH and other weaker sections shall be 10%. In order to enable cities to prepare City Development Plan,

Detailed Project Reports (DPRs), training & capacity building, community participation, information, education and communication (IEC), a provision of 5% of the grant (Central & State) or the actual requirement, whichever is less, would be set apart for cities covered under the Mission. In addition, not more than 5% of the grant (Central and State) or the actual requirement, whichever is less, may be used for Administrative and Other Expenses (A&OE) by the States.

**Release of Funds**

The funds would be released as far as possible in four instalments by Ministry of Urban Employment and Poverty Alleviation as Additional Central Assistance (100% Grant in respect of Central share) to the State Government or its designated State level agencies. The first instalment of 25% will be released on signing of the Memorandum of
Agreement by the State Government/ULB/Parastatal for implementation of JNNURM projects. The balance amount of assistance shall be released as far as possible in three instalments upon receipt of utilization certificates to the extent of 70% of the Central fund and also that of State/ULB/Parastatal share, and subject to achievement of milestones agreed for implementation of mandatory and optional reforms at the State and ULB level as envisaged in the Memorandum of Agreement.

**Outcomes of Jawahar Lal Nehru National Urban Renewal Mission**

On completion of the Mission period of seven years, it is expected that ULBs will achieve the following outcomes:-

a. Modern and transparent budgeting, accounting, financial management systems, designed and adopted for all urban services and governance functions;

b. City-wide framework for planning and governance will be established and become operational;

c. All urban poor people will be able to obtain access to a basic level of urban services;

d. Financially self-sustaining agencies for urban governance and service delivery will be established, through reforms to major revenue instruments;

e. Local services and governance will be conducted in a manner that is transparent and accountable to citizens;

f. e-Governance applications will be introduced in core functions of ULBs resulting in reduced cost and time of service delivery processes.

**Monitoring progress of projects sanctioned under the Mission**

With a view to fine-tuning and calibrating activities, evaluation of experience under the Mission will be carried out before continuation in the 11th Plan. A provision of 5% of the grant will be earmarked under the Ministry’s Budget for undertaking evaluation of the mission.

- Ministry of Urban Employment & Poverty Alleviation will periodically monitor the scheme.
- State level nodal agency would send quarterly progress report to the Ministry of Urban Employment & Poverty Alleviation.
- Upon completion of the project, nodal agency through the State Government, would submit completion report in this regard.
- Central Sanctioning & Monitoring Committee may meet as often as required to sanction and review/monitor the progress of projects sanctioned under the Mission.
- Monitoring of progress of implementation of reforms may be outsourced to specialized/technical agencies.
20. Integrated Housing & Slum Development Programme (IHSDP)

Introduction
Integrated Housing & Slum Development Programme aims at combining the existing schemes of VAMBAY and NSDP under the new IHSDP Scheme for having an integrated approach in ameliorating the conditions of the urban slum dwellers who do not possess adequate shelter and reside in dilapidated conditions.

The scheme is applicable to all cities and towns as per 2001 Census except cities/towns covered under Jawahar Lal Nehru National Urban Renewal Mission (JNNURM)

The scheme seeks to enhance public and private investments in housing and infrastructural development in urban areas.

Objectives
The basic objective of the Scheme is to strive for holistic slum development with a healthy and enabling urban environment by providing adequate shelter and basic infrastructure facilities to the slum dwellers of the identified urban areas.

Coverage
The scheme will apply to all cities/towns, excepting cities/towns covered under JNNURM. The target group under the scheme is slum dwellers from all sections of the community through a cluster approach.

Allocation of funds among States will be on the basis of the States’ urban slum population to total urban slum population in the country.

States may allocate funds to towns/cities basing on similar formula. However, funds would be provided to only those towns and cities where elections to local bodies have been held and elected bodies are in position.

The State Governments may prioritize towns and cities on the basis of their felt-need. While prioritizing towns, States would take into account existing infrastructure, economically and socially disadvantaged sections of the slum population and difficult areas.

Components
The components for assistance under the scheme will include all slum improvement/upgradation/relocation projects including upgradation/new construction of houses and infrastructural facilities, like, water supply and sewerage. Cost of land for such projects will not be provided under the programme and has to be borne by the State Government. In case the project is to be undertaken on private land, which is to be acquired by the State, cost of land may also be part of the project costing only in the case of North Eastern States and the hilly States of Himachal Pradesh, Uttarakhand and Jammu & Kashmir.
Title of the land
Title of the land should preferably be in the name of the wife and alternatively jointly in the names of husband and wife. In exceptional cases, title in the name of male beneficiary may be permitted.

A&OE
Not more than 5% of the total allocation of funds under the scheme for A&OE purposes for preparation of project reports and for administrative purposes which may be distributed among Ministry and States/UTs/Implementing Agencies.

Ceiling Cost for Dwelling Unit will be @ Rs.80,000 per unit for cities other than those covered under the Jawahar Lal Nehru National Urban Renewal Mission (JNNURM). This ceiling cost will, however, be reviewed after one year.
For special category/hilly States and difficult/far flung areas, 12.5% additionality will be permissible over and above the prescribed ceiling cost per dwelling unit.

Selection of Beneficiaries
By SUDA/DUDA/ULBs/Government Nodal Agency authorized by the State Government.

Minimum Floor Area of Dwelling Unit
Not less than 25 sq. mtrs. Area and preferably two room accommodation plus kitchen and toilet should be constructed.

Infrastructure Development and Maintenance in the slums
State Governments should ensure a separate provision for upkeep and maintenance of the public assets created under the scheme.

Beneficiary Contribution
Housing should not be provided free to the beneficiaries by the State Government. A minimum of 12% beneficiary contribution should be stipulated, which in the case of SC/ST/BC/OBC/PH and other weaker sections shall be 10%.

Admissible Components
i) Provision of shelter including upgradation & construction of new houses.

ii) Provision of community toilets.

iii) Provision of physical amenities like water supply, storm water drains, community bath, widening and paving of existing lanes, sewers, community latrines, street lights, etc.

iv) Community Infrastructure like provision of community centres to be used for pre-school education, non-formal education, adult education, recreational activities, etc.

v) Community Primary Health Care Centre Buildings can be provided.
vi) Social Amenities like pre-school education, non-formal education, adult education, maternity, child health and Primary health care including immunization, etc.

vii) Provision of Model Demonstration Projects.

viii) Sites and Services/houses at affordable costs for EWS & LIG categories.

ix) Slum improvement and rehabilitation projects.

x) Land acquisition cost will not be financed except for acquisition of private land for schemes/ projects in the North Eastern States & hilly States, viz., Himachal Pradesh, Uttarakhand and Jammu & Kashmir.

Note: DPRs will have to be prepared by the implementing agencies for funding under IHSDP including specific project components, viz, health, education and social security. However, the schemes of health, education and social security will be funded through convergence of schemes and dovetailing of budgetary provisions available under the programmes of the respective sectors (Health, Human Resource Development, Social Justice and Empowerment and Labour, etc.), but will also be monitored by the Ministry of Urban Employment & Poverty Alleviation in so far as urban poor are concerned.

The scheme may be converged with other State sectoral and departmental programmes relating to achieving social sector goals similar to those envisaged in this scheme.

**Financing Pattern**

The sharing of funds would be in the ratio of 80:20 between Central Government & State Government/ULB/Parastatal. States/Implementing Agencies may raise their contribution from their own resources or from beneficiary contribution/ financial institutions.

For special category States, the funding pattern between Centre and the States will be in the ratio of 90:10.

Funds from MPLAD/MLALAD could be canalized towards project cost and to that extent State share could be suitably reduced. However, MPLAD/MLALAD fund would not substitute beneficiary contribution.

The scheme will be implemented through a designated State level nodal agency.

In case Externally Aided Project (EXP) funds are available, these can be passed through as ACA to the State Govt. as funds contributed by State/ULBs/FIs.

**Release Of Central Assistance**

Central assistance (grant) released will go directly to the nodal agencies identified by the State government as Additional Central Assistance.

Release of Central share to nodal agency will depend on availability of State share and submission of utilization certificates in accordance with the provisions of General Financial Rules (GFRs).
The criteria for release of funds are as under:-
State share has to be deposited in a separate account to become eligible for the Central grant. 50% of the Central grant will be released to the State nodal agency after verification of the State share, and on signing the tripartite Memorandum of Agreement. Second instalment will be released based on the progress.

Incentives
After due assessment of status of implementation of activities for which incentives are sought, Central Sanctioning Committee /State Level Co-ordination Committee may sanction/recommend additional Central grant up to a maximum of 10% to incentivise implementing agencies as indicated below:

- For adoption of innovative approaches and adoption of proven and appropriate technologies.
- For Information, Education and communication (IEC).
- For training and capacity building relating to project/scheme.
- For preparation of Detailed Project Reports.
- For bringing about efficiencies in the projects.

State Level Nodal Agency
The State Government may designate any existing institution as nodal agency for implementation of the scheme.

The nodal agency will be responsible for the following:-

i) Inviting project proposals from ULBs/Implementing agencies;
ii) Techno-economic appraisal of the projects either through in-house expertise or by outside agencies through outsourcing;
iii) Management of funds received from Central and State Governments;
iv) Disbursement of the funds as per the financing pattern given in the guidelines;
v) Furnishing of utilization certificates, in accordance with the provisions of GFRs, and quarterly physical & financial progress reports to the Ministry of Urban Development;
vi) Maintenance of audited accounts of funds released to ULBs and implementing agencies

Project Appraisal
Urban Local Bodies and implementing agencies will submit detailed project reports to the designated State Level nodal agencies for appraisal.

The State Level nodal agency will forward the appraised projects to Ministry of Urban Employment & Poverty Alleviation for consideration of CSC/State Level coordination Committee, as the case may be.
State Level Coordination Committee (SLCC):
The composition of the State Level Coordination Committee (SLCC) will be decided by the States.
SLCC will ensure the following:
   a. Examine and approve project reports submitted by the local bodies/implementing agencies taking into account the appraisal reports;
   b. Periodically monitor the progress of sanctioned projects/ schemes including funds mobilization from financial institutions.
   c. Review the implementation of the scheme keeping in view its broad objectives and ensure that the programmes taken up are in accordance with the guidelines laid down.
   d. Review the progress of urban reforms being undertaken by ULBs/ implementing agencies.
SLCC shall meet as often as required but shall meet quarterly to review the progress of ongoing projects and for sanction new projects.

Central Sanctioning Committee
The composition of Central Sanctioning Committee (CSC) will be as per the VAMBAY Scheme with following composition:-
   i) Secretary, UEPA - Chairperson
   ii) Joint Secretary (UEPA) - Member
   iii) JS&FA - Member
   iv) JS(UD) - Member
   v) CMD, HUDCO - Member
   vi) Director(UPA) - Convener
The CSC will examine and approve the projects relating to Housing and Integrated projects on housing and infrastructure development, submitted by the State Nodal Agencies on the recommendations of the State Level Co-ordination Committee.
The State Level Co-ordination Committee will examine and approve the projects relating to providing only basic amenities/ improvement of infrastructure to the slum dwellers.

Agenda Of Reforms
The main thrust of the revised strategy of urban renewal including providing basic services to the urban poor (BSUP) is to ensure improvement in urban governance so that Urban Local Bodies (ULBs) and para-statal agencies become financially sound with enhanced credit rating and ability to access market capital for undertaking new programmes and expansion of services. In this improved environment, public-private participation models for provisioning of various services would also become feasible. To achieve this objective, State Governments, Urban Local Bodies and para-statal agencies will be required to accept implementation of an agenda of reforms. The proposed reforms shall broadly fall into two categories:-
   i) Mandatory reforms
   ii)Optional reforms
National Steering Group may add additional reforms to the identified reforms. The State Governments, ULBs and para-statal agencies will be required to execute a Memorandum of Agreement (MoA) with the Government of India committing to implement the reform programme. MoA would also spell out specific milestones to be achieved for each item of reform. Signing of this tri-partite MoA will be a necessary condition to access Central assistance.

**Monitoring**

Ministry of Urban Employment & Poverty Alleviation will periodically monitor the scheme through designated Officer of the Ministry for each State/UT.

State level nodal agency would send quarterly progress report to the Ministry of MoUEPA.

SLCC/CSC would ensure quarterly monitoring of various projects recommended/sanctioned under the programme.

**Training And Capacity Building**

The Central and State Governments will make continuous efforts for training and upgradation of the skills of the personnel responsible for the project and the elected representatives. State Government may organize suitable training as well as capacity building programmes through reputed institutions in the field. The same will form part of DPR to be submitted by implementing agency.

**Miscellaneous**

It will be the responsibility of Urban Local Bodies/implementing agencies to keep an inventory of assets created and also to maintain and operate the assets and facilities created.

The implementing agencies at the ULB/implementing agency level will be required to open and maintain separate bank account for each project in a commercial bank for receipt and expenditure of all money to be received and spent. ULBs/implementing agencies should maintain registers for utilization of funds separately for Central and State shares and loan from financial institutions.

The nodal agency will maintain institution-wise and project-wise accounts under the scheme.

Projects taken up under the on-going schemes under VAMBAY during the last five years beginning from 2001-2002 will continue to be funded as per the existing guidelines of VAMBAY Scheme till completion of those projects. Further, till the IHSDP Scheme is put in place, even fresh proposals may be taken up under VAMBAY for the year 2005-06.

Ministry of Urban Employment & Poverty Alleviation, in consultation with Ministry of Finance, may effect changes in the scheme guidelines, other than those affecting the financing pattern as the scheme proceeds, if such changes are considered necessary.
21. JNNURM Reforms

Mandatory Reforms

There will be two sets of mandatory reforms. Core reforms at ULB/Parastatal level aims at process re-engineering through deployment of technology to enable more efficient, reliable and timely services in a transparent manner. The other set of reforms are framework related at State level.

Urban Local Body / Parastatal level 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. Reform of property tax with GIS, so that it becomes major source of revenue for Urban Local Bodies (ULBs) and arrangements for its effective implementation so that collection efficiency reaches at least 85% within next seven years.
3. 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.
4. However, cities/towns in North East and other special category States may recover at least 50% of operation & maintenance charges initially. These cities/towns should graduate to full O&M cost recovery in a phased manner.
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.

State Level Reforms

Implementation of decentralization measures as envisaged in 74Constitution Amendment Act. States should ensure meaningful association/engagement of ULBs in planning function of para-statals as well as delivery of services to the citizens.

ii. * Reform of Rent Control Laws balancing the interests of landlords and tenants.
iii. Rationalisation of Stamp Duty to bring it down to no more than 5% within next seven years.
iv. Enactment of Public Disclosure Law to ensure preparation of medium-term fiscal plan of ULBs/Parastatals and release of quarterly performance information to all stakeholders.

v. Enactment of Community Participation Law to institutionalize citizen participation and introducing the concept of Area Sabha in urban areas.

vi. Assigning or associating elected ULBs with “city planning function”. Over a period of seven years, transferring all special agencies that deliver civic services in urban areas to ULBs and creating accountability platforms for all urban civic service providers in transition.

* Note: In respect of schemes relating to water supply and sanitation, the undermentioned State level mandatory reforms may be taken as optional reforms:- i.e Repeal of Urban Land Ceiling Act ii. Reform of Rent Control Act

2. Optional Reforms (Common to State and ULBs/Para-statals)

i. Revision of bye-laws to streamline the approval process for construction of buildings, development of sites etc.

ii. Simplification of legal and procedural frameworks for conversion of agricultural land for non-agricultural purposes.

iii. Introduction of Property Title Certification System in ULBs.

iv. 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.

v. Introduction of computerized process of registration of land and property.

vi. Revision of bye-laws to make rain water harvesting mandatory in all buildings and adoption of water conservation measures.


viii. 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.

ix. Structural reforms, and

x. Encouraging Public Private Partnership

**NOTE:** Any two optional reforms to be implemented together by State & ULBs/Parastatals in each year.
22. Day today life of Women Representatives

Planning for the meeting
- be clear about the facts of your case. Check what you have been told so that you are confident you are right.
- make notes of any details to help you present the facts clearly.
- decide what you want to get out of the meeting.

Preparing your case
Lobbying often deals with an area where there are conflicts of opinion. Think about how you can demonstrate that others agree with you.
- you can make better progress with well-argued case. Collect the evidence. Check relevant details the numbers involved, the effects and what the law says. Get advice from experts where necessary. By quoting facts, experts and other authorities you will widen and strengthen your case, but don’t overstate it.
- decide the best way to approach the person. Do they want to be popular? Do they want to be respected? Do they have customers, electors, a community, or someone close who is affected? Get them to feel that your issue affects them.
- how will they reply? Be prepared with arguments or facts for their questions. Be prepared to answer awkward counter arguments.
- you will rarely get everything you ask for. Agree a minimum with the rest of your group before you go to the meeting.
- don’t give up too easily, but recognise when you may need to compromise

Inside the meeting
- try to keep the discussion on your agenda, your strong points and your ideas.
- keep your opposite number on the defensive as much as you can.
- be friendly; be polite, but be persistent.
- Behave as if your demands are very reasonable. Make them explain why they disagree.
- be prepared to trade, suggest two or three small steps forward. Press them to say what they are going to do.
- Check any offer straightaway to confirm agreement.
- follow-up with a letter of thanks, answering any points raised in the discussion.
- summarise any commitments made.
**Formal or informal meetings?**

Meetings can be formal or informal. A group can meet to have a general discussion about a topic of mutual interest or the business of a meeting may be more formal, for example, union members may meet to decide how they will bargain with their employers or to hold elections for representatives. Members of an NGO, or women’s group, or community group, may meet to decide a programme of events or to debate and decide matters of policy.

**Setting an agenda**

A regular place and time for meetings should be set. Members should know about a meeting in advance. For more formal meetings it is usual to set an agenda to indicate the items for discussion and the order in which matters will be dealt with. Often papers relating to items on the agenda are sent out in advance. Read these before you go to the meeting to make sure you are fully prepared. Take the agenda and papers with you and a note book so you can write down what is decided.

Meetings need both order and participation. Too much procedure at meetings may limit participation. On the other hand too much participation and no order will be very frustrating for all the members. Whether the meeting is to be formal or informal is a question that members should decide - it will depend on the matters that are to be discussed. In most meetings it is helpful to appoint a secretary and a chairperson.

**As a secretary**

A secretary is chosen by the group to keep a record of who attends the meetings and what has been decided. The secretary also receives and sends letters on behalf of the group, including notices of meetings. Normally the secretary and the chairperson plan the programme for each meeting. But members should have the opportunity to contribute to the agenda. It is usual for a date to be set by which time members should have contacted the secretary with items for the agenda for the forthcoming meeting.

**Think About**

Have you been considering these points? How often have you followed these points before going to meeting?

**As a chairperson**

The chairperson is also chosen by the group. The chair acts as a leader at meetings and is responsible for getting the work of the meeting done. This means introducing the agenda and making sure that the meeting discusses the items listed; moving the discussion along by inviting different people to speak; making sure that decisions are made and that all the members are clear about what has been decided. If you are asked to chair a meeting - your aim is to make sure that everyone participates.
**Chairing meetings - some hints**

- Ask people to introduce themselves - so everyone knows who is speaking. This is especially important in a large meeting where not everyone will be known.

- Ask people to ‘speak through the chair’ - that is, ask your permission to speak. This prevents everyone from speaking at once and allows you to invite ‘quieter’ people to participate. As the chair you must try to ensure that everyone has the opportunity to speak and feels comfortable about contributing. If someone has a lot to say, thank them for their contribution and ask someone who has not spoken if s/he would like to ‘say a few words’

- Summarise from time to time - to ensure that everyone is following the debate. This helps you to move the discussion forward when there are conflicting views and lots of arguments. When you do this you must reflect opposing views - it is important that you do this fairly and do not say which view you think is right or wrong.

- Inform the meeting - for example, in a debate you may need to tell members about previous policy decisions that are relevant.

- Move the meeting through the agenda - once a matter has been decided, clarify what has been agreed and move on to the next item.

- Call for a vote - but only if the meeting cannot reach consensus and the latter has already been fully debated.

- At the end of the meeting thank the members for participating

**As a Speaker: Get yourself prepared to play your role**

At an informal meeting ask the chair when you should speak and for how long. At a more formal meeting check the agenda. This will give you information about when it is your turn to speak. A bit of preparation before you speak will help you to feel less anxious.

**Brainstorming**

- This means thinking freely about your topic and jotting down all your ideas.

- Choosing the good points

- Choose two or three good points - too much to say will confuse your audience and make you sound wooden.
**Conclusion first**

Consider your conclusion first - you want your most important point to be the last thing that people hear. Public speaking is like climbing a mountain. You start low but step by step you take people to the high point.

**Use your feelings**

- Use your feelings to catch your listener’s imagination
- Think and talk in pictures
- Add examples from your experience
- Back up your views with one or two relevant facts and figures and express these as simply as possible. For example, say ‘one in three’ rather than 33 per cent.

**Writing your speech in full?**

- You may be less nervous if you write out your speech in full, also a logical flow and more polished language are possible. This may be the best plan if you do not have the experience. But a fully written speech can encourage you to read your notes. This may mean your presentation is less spontaneous and can mean a poor response from your audience.
- A series of headings on paper, or in your mind can help you to bring your thoughts forward in the right order. It may help you to write the headings in large writing on a series of cards, to which you can refer to make the points in the right order.
- Take a deep breath, it will relax your lungs and voice. Look at your audience, not your notes. Make eye contact with your audience - to engage their attention.

**Participating in Debates**

**Five methods of dominance**

When you are debating with someone else there are a number of ways in which that person can dominate debate by undermining your position. Your opponent can

- make you or your problems seem invisible - actions such as behaving as if you didn’t say anything or saying that they don’t see your problem, would fit into this category. Make yourself heard, collect the information and evidence!
make you seem ridiculous - laughing, or joking or behaving as if you are foolish is another form of dominance. Show that serious or respected people agree with you!

withholding information - telling you no-one else has a problem, or hiding any evidence of the issue would fit into this category. Collect the evidence, show you have support.

double punishment - encouraging you to resolve your own problem when it really is their responsibility is a common response. Resist the temptation to do it yourself.

burdening with guilt and shame - making you feel that it is your fault when it is not your responsibility or not only your responsibility is another tactic. Remind yourself that others have more power than you and probably more responsibility!

If you learn to recognise these tricks and prepare your responses to them, you too can become effective in debate and resist being undermined. Use your fingers to indicate a number to support your friends and colleagues in a meeting by reminding them which number is being used against them.

**Behaviour in Meeting**

<table>
<thead>
<tr>
<th>Useful behaviour</th>
<th>Destructive behaviour</th>
</tr>
</thead>
<tbody>
<tr>
<td>showing enthusiasm for the group’s work</td>
<td>seeming bored or contemptuous</td>
</tr>
<tr>
<td>staying attentive and interested</td>
<td>staying silent</td>
</tr>
<tr>
<td>initiating discussion</td>
<td>dominating the discussion</td>
</tr>
<tr>
<td>contributing relevant information</td>
<td>destroying ideas and proposals</td>
</tr>
<tr>
<td>producing ideas and solutions</td>
<td>denigrating others</td>
</tr>
<tr>
<td>listening to others</td>
<td>personalising differences</td>
</tr>
<tr>
<td>welcoming others’ ideas</td>
<td>accepting any view without challenge</td>
</tr>
<tr>
<td>analysing constructively</td>
<td>wandering from the agenda</td>
</tr>
<tr>
<td>summarizing</td>
<td>trivializing the meeting</td>
</tr>
<tr>
<td>keeping to time and to the agenda</td>
<td>shouting, getting violent or angry</td>
</tr>
<tr>
<td>respecting the Chair</td>
<td>ignoring the Chair</td>
</tr>
</tbody>
</table>

**Preparing the Reports / Proceedings**

Make a clear summary of what was said. In meetings where negotiations are taking place or where programmes of action are being debated it is important to accurately
record points of agreement and disagreement and to note what action is to be taken, and by whom. Whether you are to write up your report or give a spoken report, it is essential to make clear notes. Have your notebook ready.

**Get down the main points**

- Make notes during the discussion
- Record the key points only. It is not necessary to write a word for word account of what was said, or just your own particular view. Make a brief summary of the main points of the debate.

Sometimes it is essential to write things word for word - for example, when you lobby a decision-maker you must have a very accurate record of what was agreed.

**A logical order**

- Put the information you have in a logical order such as the order of importance, or the order in which it was discussed
- Make headings for your notes, underline your headings and number them for easy reference in the future

**Seeing notes clearly when speaking about them**

- Set down your notes so that the main points stand out. Leave plenty of space around your notes and number the points and the pages. This will help you to see them at a glance when speaking about them.
- Highlight important points in your notes, to draw attention to them.

**Keep your report short**

The report is a summary to remind people what was discussed, or what was agreed. You do not need to include all the details

**Dealing with Media**

**Before you appear on the media**

- study the programme in advance
- study role models
- be punctual
- be confident
- focus on 2 or 3 main issues and relate them to daily life stories
- state the facts right
- speak from personal experience
  - don’t be provoked
  - don’t be abrupt and rude
When appearing on TV

- dress appropriately, do not use gaudy make-up.
- don't look directly into the camera, treat the camera as an extension of your eye.

Three Cs are important

Confidence

- keep trying, change approach
- be confident and maintain dignity

Credibility

- give accurate and factual stories
- follow-up - one good story will mean another is accepted

Consistency

- put out good quality material week by week, day by day
- be consistently reliable
  - tell the press and media how to contact you

Writing press releases

Include 5 Ws (WHO, WHAT, WHERE, WHEN AND WHY)

- short and crisp headline
- choose an angle and issue of human interest
- give main points in the first paragraph
- fill with facts, action, quotes and results
  - preferably typed up
  - full name, designation and address of the writer
  - ensure the release is delivered to the right person/department in time

Press conference

- A resume and press note should be given in advance
- discuss the matter in pre-interview chat
- be prepared for supplementary questions

Using Radio as Media

Radio interviews are much shorter than press ones. You cannot waste time getting to the point. An interview of 2 or 3 minutes will probably be cut down to 30 seconds. The editor will choose what to use. It is your job to make those 30 seconds really count by getting over your own main message. Generally speaking you can only put two or three main points in a radio interview.

Getting ready

Follow the general advice about being prepared for a newspaper interview.
• Get a friend to ask you a few short questions and tape it if you can. This will help you see how little time there is to get your message over and how easy it is to waste valuable time.

• Find out
  o is the programme live or pre-recorded?
  o how long will it take?
  o what kind of programme - news or magazine?
  o who else are they interviewing?
  o what angle are they particularly interested in?

In the interview

• Keep it simple. Use the first question to bring the interview round to your main points.

• Be yourself and talk naturally as if you were having a serious chat with a friend. Remember people are listening in their homes or car.

• Be lively - try to show how you feel.

• Challenge the interview politely - if s/he has got it wrong.

• If you lose the thread, forget the question or make a mistake, and the interview is being recorded, you can ask if you can do that bit again - they almost always will.

Using TV as Media

Television interviews are harder but also rarer. The interviewer will either come to you or ask you to the studio. There will be more equipment, especially bright lights, and more people involved in making it happen.

Prepare well, just as you would for a newspaper or radio interview.

Special points for television interviews

• you will have a very bright light shining in your face. Try to imagine looking into one whilst remaining natural.

• dress smartly, but in something in which you feel comfortable. Plain colours are best, though not white which can dazzle in the camera light.

• if the interview is in your premises, you can suggest a background, for example, your campaign poster, or your supporters may be arranged behind you if they are part of a campaign.

• be prepared to wait for ages while they get things ready and then to be rushed into doing the interview very fast.

• keep your eyes on the interviewer unless you are asked to look straight into the camera. If you allow your eyes to dart about you will look shifty.
• look lively and confident, head up, friendly face, relaxed - even when you are not!
• make it simple for the viewers. Remember you are talking to people at home not the interviewer. You should talk as if they know nothing about you or your organisation.

Responsibilities of councillors / Corporators to Children & Women
• knowing the needs/problems of poor, especially women and children
• taking decisions on behalf of people, after a consultation process
• meeting needs of the people
• achieving the National Plan of Action goals
• ensuring people have access to you
• listening to the people

Responsibilities of councilors / Corporators to children
Ensure all children
• have access to a school and it functions properly
• are provided health care
• have access to safe drinking water, toilets, clean environment
• have opportunities for play
• are free from exploitative work/exploitation
• both boys and girls get equal benefits

Responsibilities of councillors / Corporators to women
Ensure all women have access to
• health services
• child care services
• public distribution system
• educational opportunities
• safe drinking water, private toilets and bathing areas, clean environment
• information about their legal rights and sources of help
Your feed back is important to us

1. Name in Full: Dr / Mr / Ms.:__________________________________________
   First                           Middle                           Family/Last

2. City/Organization Represented:__________________________________________

3. Are you or your City / institution a Member of City Managers’ Association Orissa
   Yes or No

4. Would you / your City / institution would like to become member of CMAO
   Yes or No

5. Designation/Title:_______________________________________________________

6. Contact Address:___________________________________________________________
   PIN Code: ___________________ Telephone: _______________ Fax: _______________
   Mobile: ______________________ E-mail:______________________________________

7. Proficiency in English: Spoken: Good Very Good Written: Good Very Good

8. Would this & future document need to be translated in to Oriya for better
   communication  Yes or No

9. How would you rate this Document? Very good       Good            Fair       Poor
   ________________ ________________ ________________ ________________
   Comments:___________________________________________________________________________

10. Do you think more such document to be shared? Yes / No

11. What you have learnt from this document?
   _______________________________________________________________________________
   _______________________________________________________________________________
   _______________________________________________________________________________
   _______________________________________________________________________________

12. What would you like to replicate the lessons learnt in your city?
   _______________________________________________________________________________
   _______________________________________________________________________________
   _______________________________________________________________________________
   _______________________________________________________________________________

13. Any other views would you like to share?
   _______________________________________________________________________________
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   Please send this form to CMAO by Post / Fax / Email etc.
   Thank you for your time. We will thoroughly read through your feedback to improve our
   future activities

   CMAO Secretariat
City Managers’ Association Orissa, is a Network of Local Government & Authorities for Sustainable Urban Management & Human Settlement, a non-profit organization formed to address the changing needs of local government managers & leaders by helping them with appropriate skills and knowledge, raising the profile of local government, and promoting high standards.