



Govt. of Orissa

e-Government Road Map for Orissa  
**Vision Document**



# Table of Contents

<b>1. Background &amp; Methodology.....</b>	<b>3</b>
1.1 Background .....	3
1.2 Methodology.....	5
1.3 Document Structure .....	8
1.4 Acknowledgements.....	10
<b>2. State Profile - Orissa.....</b>	<b>11</b>
2.1 Geography & Demography .....	11
2.2 Resource Profile .....	13
2.3 State of Human Development.....	18
2.4 Economy .....	22
2.5 Physical Infrastructure .....	24
2.6 State Finances .....	28
<b>3. SWOT Analysis.....</b>	<b>30</b>
3.1 Strengths & Opportunities .....	30
3.2 Weaknesses & Threats.....	31
<b>4. Stakeholders' Needs &amp; Expectations.....</b>	<b>34</b>
4.1 Citizens.....	34
4.2 Businesses.....	35
4.3 Political Leadership.....	36
4.4 Government Departments .....	36
4.5 Educational Institutions.....	37
4.6 Synthesis of Needs .....	38
<b>5. Good Governance Vision &amp; Agenda.....</b>	<b>40</b>
5.1 Good Governance Vision .....	40
5.2 Good Governance Agenda.....	41
5.3 Strategy .....	42
5.4 Targets & Objectives .....	43
5.5 Transparency & Accountability .....	48
<b>6. e-Government Vision .....</b>	<b>50</b>
6.2 Supporting Facts & Explanations .....	50
6.3 Implications .....	50
6.4 Translation of Vision.....	51
<b>Annexure.....</b>	<b>52</b>
Annexure-1: Bibliography.....	52
Annexure-2: Major Activities proposed under NeGP .....	52
Annexure-3: Components of EGRM, CBRM & DPR.....	52
Annexure-4: Task Force for EGRM & CBRM Preparation.....	53
Annexure-5: MMPs for Orissa.....	53
Annexure-6: Segmentation & Selection Matrix for State MMPs .....	53
Annexure-7: List of Respondents.....	54
Annexure-8: MOM Template.....	54
Annexure-9: Questionnaire - Department Visits.....	55
Annexure-10: Reforms under G-C .....	56

# 1. Background & Methodology

## 1.1 Background

National e-Governance Plan (NeGP) has been approved by the Government of India for implementation during the years 2003-2007 to lay foundation and provide impetus to e-Governance throughout the Country.

Analysis of various technology initiatives, which were undertaken prior to the NeGP, made it evident to policymakers and strategists that Nation's E-Governance Plan needs to mature from creating islands of success to achieve widespread adoption. Majority of investments made in terms of ICT had resulted in a conglomerate of disconnected technologies operating in isolation to each other and rather than layering capabilities on existing technology infrastructures, each new technology created a self-contained island of data and functionality.

It was also established that agencies were evaluating their ICT endeavors according to how well these served parent agency's processes - not on how well would these systems respond to citizens' changing needs. Further, government corporations and agencies were utilizing ICT to either automate or facilitate existing processes and sub-processes, without analyzing or reengineering them.

The funding approach itself had to change and it was imperative to look for short-cycled ROI and proven business-values before initiating any ICT project. The policymakers were unanimous in their recommendations that precise goals be established at outset of every e-Governance initiative and a step-by-step approach to digitization should be adopted.

NeGP was formulated to address essential issues such as these and envisages that government services be optimized and made available to citizens across the

Majority of ICT investments had resulted in technologies operating in isolation to each other

Focus was on simple digitization of processes and not reengineering them to effectively meet citizens' aspirations

Funding approach had to change to look for short-cycled ROI and proven business-values

Country via a network of delivery centers to bring about efficiency, transparency and reliability in governance and to meet the basic needs of common citizens.

The Plan advocates definition of institutional mechanisms and core policies for managing e-governance initiatives across the Country in a cohesive manner and entails that services, having high volume of citizen interactions, with major impact on the national and regional economies or where the service-owners themselves show readiness to optimize, be targeted as Mission Mode Projects (MMPs) at Center, State and Integrated Service levels.

Further, by providing appropriate weightage to quality and speed of optimization and by utilizing full potential of private sector involvement, NeGP aims at creating a citizen-centric and business-centric environment for governance.

Formally stated, the NeGP Approach mandates:

- § Focus on Public Service Delivery and Outcomes
- § Process Re-engineering and Change Management are critical
- § Radically change the way government delivers services
- § Centralized Initiative but Decentralized Implementation
- § Standardize, Localize and Replicate
- § Effective Public-Private Partnership is crucial
- § Think Big, Start Small and Scale Fast

Major activities proposed in the National E-Governance Plan include formulation of core policies, HRD & training need assessment and development of core infrastructure & projects (see [Annexure-2](#) for Major Activities under NeGP).

However, it was observed that most States were inadequately equipped in terms of personnel and skill-sets needed to handle the host of issues involved in effective implementation of NeGP.

NeGP seeks to create institutional mechanisms set up core policies and implement MMPs at various levels

*‘Ministry will implement a comprehensive programme to accelerate E-Governance at all levels of the government to improve efficiency, transparency and accountability at the Government-citizen interface...’ - Hon’ble PM’s Announcement on August 15, 2002*

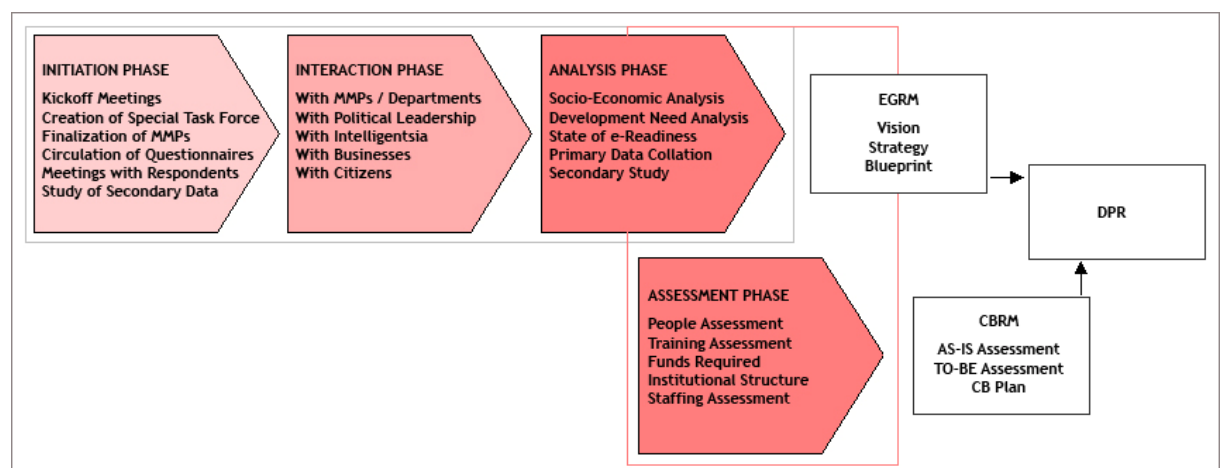
State Governments needed to provide for overall direction, standardization and consistency across initiatives and at the same time, were to have resources and flexibility to drive the Plan in the best-possible manner.

This was identified as the first gap that needed to be addressed at State levels and it is for this reason that the Planning Commission in the current year (2004-05) has allocated funds as Additional Central Assistance (ACA) to all the States for assessing their respective capacity building needs and for preparing e-Governance and Capacity Building Roadmaps.

The State Government of Orissa has initiated the preparation of its e-Governance Roadmap and Capacity Building Roadmap (comprising of e-Government vision, strategy & blueprint and assessment of AS-IS & TO-BE capacities) with assistance from National Institute for Smart Government (NISG) and Wipro Infotech.

This document broadly states the core e-Governance Vision, Strategy & Blueprint for Orissa (see [Annexure-3](#) for major components of EGRM and CBRM documents).

## 1.2 Methodology



Initiation Phase: This marked the formal beginning of the project and major activities conducted during this stage included:

- § Kickoff Meetings: were held with Senior Officials of State Government to explain the context and scope of the whole exercise, including an introduction to NeGP. The aim of these meetings was to make all the stakeholders aware of the purpose of the assignment and also to prepare the ground for future interactions with the same. Further, a special Task Force was created to facilitate and participate in the EGRM and CBRM preparation (see [Annexure-4](#) for main members of this Task Force)
- § Finalization of MMPs: was done in consultation with the Senior Government Officials and the Task Force. In addition to 10 Mission Mode Projects (MMPs) as mandated by the NeGP, 12 State-specific MMPs were selected among various departments (see [Annexure-5](#) for final list of MMPs for Orissa). The selection of these MMPs was done keeping in mind the guidelines as defined by the NeGP and also by categorizing all the State Government Departments into four broad segments (Regulatory, Infrastructure, Production and Welfare Subjects) and selecting those departments which either have considerable impact on the State's economy or on its society and citizens as MMPs (see [Annexure-6](#) for detailed segmentation and selection matrix).
- § List of Respondents: was prepared to include people from various spheres of the State. Respondents were selected from State's political leadership (from Ruling Parties as well as from Opposition Parties), from academicians and intelligentsia (University VCs, Newspaper Editors, etc.), from business enterprises and among common citizens of the State. In addition to these respondents, Senior Officials from various Government Departments were also consulted to get their views on "Where they wish to see Orissa in future and what should be done to achieve that" (see [Annexure-7](#) for list of respondents).
- § Customization of Questionnaires: which were to be utilized for collection of relevant and necessary data from various respondents was also undertaken in the first stage of the assignment. The template as utilized by Wipro Infotech

with respect to CB Projects was revised and an additional Questionnaire was prepared for taking the minutes-of-meetings with various respondents (see [Annexure-8](#) and [Annexure-9](#) for these Questionnaires).

§ Secondary Data: such as books, publications, gazettes, etc. pertaining to the State were also collected from various sources (State Archival Department, CII, etc.). These data-sources included State Human Development Reports, Budget and Economic Survey Documents, etc. and were quite important for getting an understanding of the State, its people and their aspirations.

Interaction Phase: On the basis of Lists of Respondents and MMPs as finalized in the previous stage, meetings were planned with various officials, political leaders, intellectuals and academicians, businesspersons and common citizens. Information was collected from these respondents via Questionnaires as enclosed in [Annexure-8](#) and [Annexure-9](#), and thereafter this information was further enhanced by various secondary data sources.

As a part of the same endeavor, extensive interactions were undertaken with various government departments to:

- § Get an overview of their respective functions, infrastructure and hierarchy
- § Identifying the challenges faced in transacting their mandates efficiently
- § Understanding their perspective on how to improve their respective outputs

Analysis Phase: On the basis of the data collected from different respondents and utilizing various secondary data sources, Orissa's socio-economic and development-need analyses were done to establish the Good Governance Objectives. These Good Governance Objectives were used as an underlying theme to arrive at the e-Government Vision for the State.

During the interactions proper care was taken to capture the e-readiness of the Departments with data like present IT infrastructure of the Department, connectivity issues, IT budget, IT initiatives already taken, present e-Governance

projects running in the Department & their performance and IT related future plans, if any. The above given data was analyzed to ascertain the present capacity of the Department and the potential improvements through ICT intervention. This helped in emergence of the e-Government Architecture of the State.

A Gap analysis was performed with respect to the AS IS IT status of the State and the Applications that need to be made operational towards realization of the e-Government Vision. The completion of the phase saw the emergence of e-Government Strategy and Blueprint for Orissa.

### 1.3 Document Structure

This Document comprises of 12 Main Sections:

- § Section 2 (State Profile): containing State's geography & demography, its resource profile, state of human development and its economy & finances. This section has been constructed utilizing various sources of secondary data and via data gathered during meetings with various Government Officials.
- § Section 3 (SWOT Analysis): containing a synopsis of Orissa's strengths, opportunities, weaknesses and threats. This section directly related to the primary and secondary research and the socio-economic analysis of the State and prepares the ground for subsequent sections, which would indicate how to avail the opportunities and correct the imbalances as made visible herewith.
- § Section 4 (Stakeholders' Needs & Expectations): containing the "wish-list" of each of the five major stakeholders and process participants. Feedbacks have been taken into account from the citizens, businesses, political leadership, government departments and educational establishments and reflect what their perception of current state-of-affairs is and what their aspirations are.
- § Section 5 (Good Governance Agenda): containing the primary goals that would be facilitated via the means described within e-Governance and Capacity Building Roadmaps. This section is directly derived from developmental goals as



set by Central and State Government Agencies (such as Planning Commission), from targets as set at global levels (such as Millennium Development Goals), from speeches and manifestos of various political parties of the state, and from SWOT analysis and Stakeholders' Needs as presented in the previous section.

- § Section 6 (e-Government Vision): containing the e-Governance Vision of the State and its implications. The Vision is a derivative of the Good Governance Agenda as stated in Section 5 and paves the way for the e-governance strategy and blueprint of the State.
- § Section 7 (Realizing the Vision: State of e-Readiness): containing AS-IS Status of e readiness in Orissa. This section includes details of IT infrastructure & connectivity, applications running in the Government, IT education & training programs offered in the State and various e-governance initiatives undertaken so far. This section would ultimately be utilized to ascertain the gaps, which might exist with respect to TO-BE status of e-readiness, as dictated by the State's e-governance vision and strategy.
- § Section 8 (e-Government Strategy): contains the detailed e-Government Strategic Framework. The Sub-Sections are Institutional Framework, Policy & Legal Framework, Capacity Building, Government Process Reengineering, Risk Analysis, Funding Strategy (including PPP) and the State e-Governance Architecture & Framework.
- § Section 9 (Sectoral Strategies): contains the detailed Sector-wise Analysis for all the MMP Sectors of Orissa. The subsections are Sector Description, Goals & Targets, Key Processes (with Corresponding Challenges), Current e-Readiness Status and Proposed e-Government Strategy.
- § Section 10 (Services): contains the details of Government-to-Citizen (G2C), Government-to-Business (G2B) and Government-to-Government (G2C) Services proposed for the State of Orissa.
- § Section 11 (Applications): contains a number of applications proposed for the State. These applications have been placed in 3 Categories, viz. Core Applications, Sectoral Applications and Integrated Applications.

- § Section 12 (Infrastructure): contains the Infrastructure requirements necessitated by the e-Government Strategy in terms of Connectivity (SWAN), State Data Centers and Delivery Infrastructure (Citizen Service Centers, etc.)
- § Section 13 (e-Government Blueprint): containing the Big Picture of the Architecture and Framework of e-Governance in Orissa highlighting the Institutional and Policy Framework. Finally the Prioritization in Implementation has been discussed.

## 1.4 Acknowledgements

The team thanks Government of Orissa for this opportunity to undertake this exercise. The team places on record its appreciation of all senior Government functionaries who shared their valuable views, opinions and information.

The team acknowledges with thanks the support and ideas provided by Shri S.N. Tripathy, IAS, Secretary - Information Technology, Shri Vishal Dev, IAS, Director-Orissa Computer Application Center, Shri Niten Chandra, IAS, Additional Secretary - General Administration, Dr. P.K. Raut, OAS, OSD-OCAC and all NISG Officials for all the support and guidance extended in carrying out this assignment.

The team also acknowledges with thanks opinion and ideas provided by common citizens of the State with respect to what they envisage their government to be.

## 2. State Profile - Orissa

### 2.1 Geography & Demography

Orissa is a maritime State on the East coast of India, between 17 degrees 49 minutes north to twenty-two degrees thirty-four minutes North latitudes and 81 degrees 27 minutes east to 87 degrees 29 minutes East longitudes.

Morphologically, Orissa can be divided into five parts:

- § Coastal Plains: stretch from Subarnarekha in North to Rushikulya in South
- § Middle Mountainous Country: covers about three-fourths of the area of the State
- § Rolling Upland: rich in soil nutrients, are the products of continued river action
- § River Valleys: associated with Brahmani, Mahanadi and Vansadhara rivers
- § Subdued Plateau: monotony of orography is interrupted by the river valleys

Orissa is the tenth largest state (in terms of geographical area) in India and has about 4% of India's population. One of the poorest State of the Indian Union, with more than 40% of the population below poverty line, Orissa has about 87% of its population living in villages and about 38% of people in the State belong to the socially-weak sections (62 tribes accounting for 22% and 93 castes for 16%).

Predominantly rural society with a large percentage of population belonging to socially and economically weaker sections

**Geographic Indicators (Urban/rural Statistics)**

Area (Sq.km)	2001	155707	Number of Subdivisions	58
No of districts	2001	30	Number of Tahasils	171
No of Blocks	1991	314	Number of Gram Panchayats	6234
No of towns (1991)	Statutory towns	102	Number of Tribal Blocks	118
	Census towns	22	Number of Municipal Corporation	2
No of villages (1991)	Inhabited	46989	Number of Municipalities	34
	Uninhabited	4068		
No of households ('000)	1991	5999	Number of Notified Area Councils	67

Among the States in India, only Maharashtra has more number of districts but given the size of the State, the number of Census Towns is considerably low when compared to other States in India. This is supported by the fact that Orissa has the highest number of villages among the states in India.

The State's Infant Mortality Rate (IMR) of 97/1000 remains among the highest in India. Further in terms of core infrastructure, Orissa is relatively impoverished with regards to railways, telecommunication, literacy, and irrigation coverage. Only 20% of the road network is paved and in rural areas more than 65% of the population has no access to safe drinking water, around 96% do not have sanitation facilities, over 82% of families do not have electricity and over 87% live in temporary houses.

To add to the aforesaid, Orissa faces frequent natural disasters such as cyclones, floods, and droughts as a combination of both natural and man-made causes.

States	Population	Density of Population (Per sq km)	Sex Ratio (Females per 1000 Males)	% SC population	% ST population	Projected population (Mn.)	
	2001	2001	2001	2001	2001	2006	2011
Andhra Pradesh	76210007	275	978	16.2	6.6	80.6	84.8
Gujarat	50671017	258	920	7.1	14.8	52.5	56.1
Karnataka	52850562	275	965	16.2	6.6	56.2	59.6
Kerala	31841374	819	1058	9.8	1.1	34.2	35.6
Maharashtra	96878627	314	922	10.2	8.9	97.3	102.6
<b>Orissa</b>	<b>36706920</b>	<b>203</b>	<b>972</b>	<b>16.5</b>	<b>22.1</b>	<b>37.8</b>	<b>39.5</b>
Punjab	24358999	482	876	28.9	0.0	25.3	26.7
Tamil Nadu	62405679	478	987	19.0	1.0	65.0	67.6
West Bengal	80176197	904	934	23.0	5.5	85.4	90.8
<b>ALL INDIA</b>	<b>1028610328</b>	<b>324</b>	<b>933</b>	<b>16.2</b>	<b>8.2</b>	<b>1094.1</b>	<b>1178.9</b>

Source: Statistical Abstract of India, 2003

The density of population is the lowest among the major states of India. Orissa ranks high in terms of sex ratio (972 per 1000 males) and also the percentage of Scheduled Tribe population in the State is one of the highest in India.

Demographic Indicators (Urban/rural Statistics)					
States	No. of Villages	Average Population per Village	No. of Towns	Average Population per Town	Share of Urban population (%)
	2001	2001	2001	2001	2001
Andhra Pradesh	28123	1964	210	97636	7.2
Gujarat	18544	1709	242	78097	6.6
Karnataka	29483	1181	270	66370	6.3
Kerala	1364	17281	159	51995	2.9
Maharashtra	43722	1275	378	108518	14.4
<b>Orissa</b>	<b>51349</b>	<b>608</b>	<b>138</b>	<b>39828</b>	<b>1.9</b>
Punjab	12729	1260	157	52520	2.9
Tamil Nadu	16317	2137	832	32742	9.5
West Bengal	40793	1415	375	59964	7.9
<b>ALL INDIA</b>	<b>638691</b>	<b>1161</b>	<b>5161</b>	<b>55291</b>	<b>27.8</b>

Source: www.censusindia.net

## 2.2 Resource Profile

Mineral Resources: Orissa occupies an important position in India's mineral-map. Reserves of major minerals like Chromite, Nickel, Bauxite, Iron-Ore and Coal in Orissa were approximately 97%, 95%, 49%, 33% and 24% respectively of the total deposits in India during 2003-04. Other minerals like China Clay, Fire Clay, Lime Stone, Quartz, Precious and Semi-Precious Stones, Copper, Manganese, Graphite, Titanium, Vanadium etc. are also available in the State. Total production of minerals and ores in the State during 2003-04 has registered an increase of 23.95% in quantity and 40.72% in value over 2002-03.

Sl. No.	Year	Production (in lakh tonne)	Percentage increase over previous year	Value (Rs. in crore)	Percentage increase over previous year
1	2	3	4	5	6
1	1999-00	644.87	1.66	2605.05	10.12
2	2000-01	689.24	6.88	2776.15	6.57
3	2001-02	749.81	8.79	2910.47	4.84
4	2002-03	873.62	16.51	3694.17	26.93
5	2003-04(P)	1082.83	23.95	5198.53	40.72

Source: Directorate of Mines, Orissa, Bhubaneswar

Recent liberalization policy seeks to expanded the possibilities for large-scale mineral exploration and establishment of mineral-based industries in the State

A number of mineral based industries have been set up in Orissa which include Rourkela Steel Plant (RSP), Aluminium Plants by INDAL and National Aluminium Company (NALCO), and Charge Chrome Plants by Orissa Mining Corporation (OMC), Ferro Alloys Corporation (FACOR) and Indian Charge Chrome Ltd. (ICCL). The other important mineral based industries established include Sponge Iron Plants in Keonjhar district, Refractory in Dhenkanal district and Mineral Sands Separation and Synthetic Rutile Plants in Ganjam district. Several Cement Plants have been set up in the State and three Coal-based Thermal Power Plants also have been set up.

Low rate of utilization of mineral resources needs to be corrected by means such as attracting more external participation

Although Orissa is endowed with rich mineral resources, it has been observed by various studies that Rate of Exploitation, when compared to total reserves, is quite low for most minerals due to resource-constraints. Efficient exploitation of mineral resources also generates large-scale employment avenues. The need to attract greater investment in this sector, so as to increase the rate of exploitation of minerals leading to generation of further employment opportunity, has already been identified.

#### Resource: Production of Minerals and Ores

States	Number of Reporting Mines				Value (Rs. '000), 2002-03			
	All Minerals	Fuel	Metallic	Non Metallic	All minerals	Fuels	Metallic	Non Metallic
Andhra Pradesh	391	70	26	295	55476387	39394885	134506	2744667
Gujarat	412	3	87	322	51769558	48289587	336073	1453059
Karnataka	199	-	80	119	10580363	-	9072472	924533
Kerala	34	-	3	31	1603807	-	2612	883302
Maharashtra	139	50	21	68	28506851	23246427	951163	865355
Orissa	234	22	136	76.0	33560914	20858173	11458832	795561
Tamil Nadu	203	2	4	197	18321754	16121036	27322	1750424
West Bengal	113	99	-	14	23932590	23529561	-	47093
<b>ALL INDIA</b>								

Source: Statistical Abstract, India, 2003

Agriculture Sector contributes more than 20% to Orissa's NSDP and provides employment to more than 60% of total workforce

Agriculture Resources: Agriculture plays a dominant role in the economy of the State like Orissa. Agriculture contributed more than 20% to the Net State Domestic Product of the State in 2003-04 (Q) at 1993-94 prices and provided direct and indirect employment to around 65 percent of the total work force of the State as per the 2001 Census.

However agriculture in Orissa continues to be characterized by low productivity due to antiquated practices, insufficient capitals, inadequate irrigation facilities and uneconomic size of holdings. Nearly 62% of the cultivable land is dependent on Monsoon for irrigation and per-capita availability of cultivated land, which was 0.39 hectare in 1950-51, has declined to 0.15 hectare in 2003-04.

Rice is the principle Food Crop of the State. The average yield rate of rice in Orissa, which was 7.59 quintal/hectare in 2002-03, increased to 14.96 quintal/hectare during 2003-04. The per capita availability of food grains per annum that was 95 kg in 2002-03 has increased to 188 kg in 2003-04. The contribution of Orissa to the food grain basket of the country, which was 2.07% in 2002-03, is estimated at about 3.42% in 2003-2004.

The “Integrated Cereal Development program - Rice” is being implemented in the state since 1994-95 with the objective of augmenting paddy production and enhancing productivity of rice through adoption of a package of scientific practices. A major component of this programme is to increase coverage of area under High Yielding Variety (HYV) seeds.

Despite inadequate irrigation facilities, shortage of HYV seeds, low use of fertilizers and pesticides, there has been significant expansion of area under HYV Crops in the State.

**Food grain Production in Orissa (in Lakh Mt. Tonnes)**

Sl. No.	Food Crop	1999-00	2000-01	2001-02	2002-03	2003-04(P)
1	2	3	4	5	6	7
1	Rice	51.87	46.13	71.49	32.44	67.34
2	Total cereals	53.58	47.67	72.81	33.50	68.86
3	Total pulses	2.44	2.08	2.59	2.05	2.66
Total foodgrains (Sl. 2 +3)		56.02	49.75	75.40	35.55	71.52

Source: Directorate of Economics and Statistics and Directorate of Agriculture and Food Production, Orissa, Bhubaneswar

**Sector : Agriculture**

States	Area under Food Grains (Rice) ('000' Hec)	% Share of food grain production	Yield rate of food grains (qtl/hect.)	Production of Rice ('000' Tonne)	Average Yield of Rice (Qtls/Hec)	Cons of fertiliser per unit gross cropped area(kg/hect)
	2002-2003	2001-02	2001-02	2002-2003	2002-2003	2001-02
Andhra Pradesh	2745	7.00	21.03	7195	26.2	143.46
Gujarat	481	2.31	14.14	596	12.4	85.52
Karnataka	1154	4.14	12.24	2237	19.4	101.48
Kerala	314	0.34	21.40	700	22.3	60.72
Maharashtra	1525	5.28	8.74	1849	12.1	78.24
<b>Orissa</b>	<b>4274</b>	<b>3.56</b>	<b>13.93</b>	<b>3244</b>	<b>7.6</b>	<b>40.84</b>
Punjab	2530	11.74	40.40	8880	35.1	173.38
Tamil Nadu	1704	4.00	22.30	5709	33.5	141.55
West Bengal	5842	7.78	24.24	14389	24.6	126.82
<b>ALL INDIA</b>	<b>40279</b>	<b>100.00</b>	<b>17.40</b>	<b>72653</b>	<b>18</b>	<b>90.12</b>

Source C.M.I.E. Agriculture, February 2004  
Statistical Abstract India, 2002, C.S. O.

The productivity of food grains in Orissa during 2003-04 was 1,327 kg per hectare, which is much lower, compared to some of the more developed States like Andhra Pradesh, Punjab, Haryana, Karnataka, West Bengal and Uttar Pradesh and also below the National Average of 2,108 kg per hectare. The consumption of fertilizers, of about 39 kg per hectare during 2003-04 is also much below the national average of 84.82 kg per hectare.

There is substantial scope for raising agricultural productivity, particularly that of food grains by adopting a multi pronged strategy including expansion of the area under assured irrigation, application of recommended doses of fertilizers, use of HYV seeds, and application of modern technology. Additionally, the varied agro-climatic conditions of the State provide excellent scope for horticulture, cultivation of vegetables, plantation crops, spices, flowers and medicinal herbs.

Suitable cropping patterns have to be developed taking into account the agro-climatic conditions of different zones in the State, both for agricultural and horticultural crops. Agro-based industries have to be set up to absorb unutilized manpower from the agricultural sector and to reduce unemployment, underemployment and disguised unemployment in rural areas.



State has a forest cover of only 48,838 sq Km, which includes 219 sq Km of Mangrove, 5,782 sq Km of Scrub, 27,972 sq Km of Dense and 20,866 sq Km of Open forests

Natural Resources: Coastal districts with higher population density are having comparatively smaller areas of forest and high forest coverage is found in districts of Kandhamal, Sundargarh, Mayurbhanj, Sambalpur, Malkangiri, Gajapati, Deogarh and Keonjhar. National Forest Policy, 1988 has mandated that 33% of the geographical area should be under forest cover, with 60% coverage in hilly tracts and 20% in plains. Against this, the State has 31.4% forest cover according to the Forest Survey of India and there is an need to accelerate efforts for afforestation and regeneration of degraded forests to achieve the mandated 33% forest-covers.

#### Natural Resources

States	Total Forest Area (Sq Km)	% Forest area	Total Livestock ('000)	Poultry ('000)	Production of Egg (Cr.)	Production of Milk ('000 tonnes)
	2001	1999-00	1997	1997	2001-2002	2001-2002
Andhra Pradesh	44637	-	36009	63396	1331.5	5814
Gujarat	15152	9.91	19930	7236	37	5862
Karnataka	36991	16.08	28526	21399	202.7	4747
Kerala	15560	27.85	4292	18397	200.1	2718
Maharashtra	47482	17.44	39630	35392	319.4	6094
<b>Orissa</b>	<b>48838</b>	<b>37.3</b>	<b>23338</b>	<b>18435</b>	<b>83.7</b>	<b>929</b>
Punjab	2432	6.06	9858	11022	334.6	8375
Tamil Nadu	21482	16.43	24126	36511	422.4	4988
West Bengal	10693	13.7	36997	33309	271	3515
<b>ALL INDIA</b>	<b>675538</b>	<b>22.55</b>	<b>485385</b>	<b>347611</b>	<b>3906.9</b>	<b>84754</b>

Source C.M.I.E. Agriculture, February 2004  
Statistical Abstract India, 2002, C.S. O.

Forests are an important source of non-tax revenue for the State Government. During 2003-04, except the revenue collected from Bamboo, revenue collection from all other sources has declined over 2002-03. The total revenue receipt from forest products during 2003-04 has decreased by 60.50% over 2002-03.

Fisheries and Animal Husbandry: Fishery Sector has been gradually drawing attention as an important area for employment and income generation in the State. Orissa being abundant with water resources has enough scope and potentialities for development of fisheries sector. Fishery resources and potentialities have become more and more obvious with introduction of improved technology and rising interest of the public in the fishing activities. Per capita annual consumption of fish from domestic production in the State has increased

State is working towards increasing the scope and potential of the Fishery Sector and also aims at achieving the WHO Recommended Annual Per Capita Fish Consumption Level

from 7.71 kg in 2000-01 to 8.28 kg in 2003-04. State Government aims to raise the per-capita annual consumption of fish in Orissa to WHO Recommended Annual Per Capita Fish Consumption Level, by end of Tenth Plan.

Next to crop production, animal husbandry is the most important income generating activity in rural households. Over 80% of the rural households in Orissa keep livestock of one species or another. With a view to increasing fish production in Orissa, the State Government has formulated the policy for Fishery Development as a part of the Agriculture Policy, 1996, which emphasizes adoption of scientific methods of Pisciculture, provision of assistance to fishermen, intensive fishing operations in deep sea, imparting training to fishermen for culture and capture of fish and for establishment of feed mills.

Poultry Sector in Orissa has made significant progress over the years and there is vast scope for generation of employment in poultry farming. Leasing out of departmental farms to private entrepreneurs is also under consideration. Animal Husbandry and Dairy Development, being important rural oriented income-generating sectors, offer ample opportunities for increased household incomes and employment opportunities.

## 2.3 State of Human Development

States/Union Territories	1981	1991	2001
Andhra Pradesh	0.298 (9)	0.377 (9)	0.416 (10)
Assam	0.272 (10)	0.348 (10)	0.386 (14)
Bihar	0.237 (15)	0.308 (15)	0.367 (15)
Gujrat	0.360 (4)	0.431 (6)	0.479 (6)
Haryana	0.360 (5)	0.443 (5)	0.509 (5)
Karnataka	0.346 (6)	0.412 (7)	0.478 (7)
Kerala	0.500 (1)	0.591 (1)	0.638 (1)
Madhya Pradesh	0.245 (14)	0.328 (13)	0.394 (12)
Maharashtra	0.363 (3)	0.452 (4)	0.523 (4)
<b>Orissa</b>	<b>0.267 (11)</b>	<b>0.345 (12)</b>	<b>0.404 (11)</b>
Punjab	0.411 (2)	0.475 (2)	0.537 (2)
Rajasthan	0.256 (12)	0.347 (11)	0.424 (9)
Tamil Nadu	0.343 (7)	0.466 (3)	0.531 (3)
Uttar Pradesh	0.255 (13)	0.314 (14)	0.388 (13)

West Bengal	0.305 (8)	0.404 (8)	0.472 (8)
All India	0.302	0.381	0.472

Source: Human Development Report 2004

On Human Development Index (HDI), a measure of the people's overall well being based on socio-economic indicators like income, literacy, health, gender issues and access to safe drinking water, Orissa stands at No. 11 among the top 15 states of India and it scores even below the national average. The HDI of the coastal region is lower than the rest of the state. Sixteen districts are below the HDI average of the State, which is a concern to be addressed.

Orissa is plagued with low levels of access to health care services and all indicators suggest unsatisfactory health conditions in the State. Infant Mortality Rate (IMR) continues to be very high and more efforts are needed to improve basic curative and preventive health services. Heavy incidences of poverty and food insecurity are also areas of serious concern.

#### Trend in Crude Death Rate

States/Union Territories	Year		% Decline	Year		% Decline
	1980-82	1987-89		1990-92	1998-2000	
Bihar	13.67	12.60	7.80	10.43	9.10	12.78
Madhya Pradesh	15.57	13.5	13.28	13.10	10.67	18.58
<b>Orissa</b>	<b>13.47</b>	<b>12.70</b>	<b>5.69</b>	<b>12.07</b>	<b>10.73</b>	<b>11.05</b>
Rajasthan	13.27	12.10	8.79	10.07	8.53	15.23
Uttar Pradesh	16.00	13.43	16.04	12.03	10.43	13.30
All India	12.27	10.73	12.50	9.87	8.73	11.49

Source: Human Development Report 2004

Crude Death Rate (CDR) is the number of deaths per 1000 population. The CDR for a single year is calculated as the number of deaths during that year divided by the estimated mid-year population and multiplied by 1000. Crude Death Rate (CDR) in Orissa in 2001 and 2002 was 10.4 and 9.8 respectively and extent of decline in CDR between 2000-02 was about 8.7%. Infant mortality rate (IMR) continues to be the highest in Orissa among all the States.

In terms of the human development index (HDI), Orissa occupied 11<sup>th</sup> position among 15 major Indian states

Percentage decline in mortality has been least in Orissa as compared to other States

Low birth weight is the most important factor in contributing to the high IMR and pre-maturity accounts for 38 percent of infant deaths. It is noteworthy that IMR has come down to 91 (per '000 live births) in 2001 and further to 87 in 2002, which implies annual decline of 5.2%.

### Social Indicators (Mortality and Child Helath)

States	Infant Mortality Rate (per 000), 2001			Annual Infant Mortality Rate, 2002	Birth Rate (per 1000), 2001			Annual Birth Rate (per 1000), 2002	Annual death rate (per 1000 live births), 2002
	Rural	Urban	Total		Rural	Urban	Total		
Andhra Pradesh	74	39	66	62	21.3	19.6	20.8	20.6	8.0
Gujarat	67	42	60	60	26.6	21.5	24.9	24.6	7.6
Karnataka	69	27	58	55	23.6	19.0	22.2	22.0	7.2
Kerala	12	9	11	10	17.4	16.6	17.2	16.8	6.4
Maharashtra	55	27	45	45	21.0	20.1	20.6	20.2	7.3
<b>Orissa</b>	<b>94</b>	<b>60</b>	<b>90</b>	<b>87</b>	<b>23.9</b>	<b>19.6</b>	<b>23.4</b>	<b>23.1</b>	<b>9.8</b>
Punjab	55	37	51	51	22.1	18.7	21.2	20.8	7.1
Tamil Nadu	54	35	49	44	19.6	17.8	19.0	18.5	7.7
West Bengal	53	38	51	49	22.8	13.8	20.5	20.3	6.6
<b>ALL INDIA</b>	<b>72</b>	<b>42</b>	<b>66</b>	<b>64</b>	<b>27.1</b>	<b>20.2</b>	<b>25.4</b>	<b>25.0</b>	<b>8.1</b>

(\*) Based on Sample Registration System

Overall literacy rate in Orissa has increased by 15% between 1991 and 2001, from 49.09 per cent to 63.61 per cent. This increase is roughly the same for India and for states with comparable levels of literacy in 1991. However, as per the 2001 Census, Orissa still ranks a lowly 24th among 35 States/Union Territories.

There is also significant disparity between urban and rural literacy rates, evidently due to better physical and economic access to education in urban areas. The gender disparity is more prominent in the rural areas as compared to the urban areas. Similarly, between the rural and urban areas, the disparity in literacy rate amongst females is more as compared to males.

Areas	Census	Males (%)	Females (%)	All (%)	Gender Disparity
Rural	1981	53.54	21.99	37.77	1.4347
	1991	60.00	30.79	45.46	0.9487
	2001	73.57	47.22	60.44	0.5580
Urban	1981	76.38	50.95	64.81	0.4991
	1991	81.21	61.18	71.99	0.3274
	2001	88.32	72.68	80.95	0.2152
All Areas	1981	56.45	25.14	40.97	1.2454

Significant disparity exists in Orissa between the rural and urban literacy rates

	1991	63.09	34.68	49.09	0.8192
	2001	75.95	50.97	63.61	0.4901
<b>Rural-Urban Disparity</b>					
	1981	0.4266	1.3170	0.7159	
	1991	0.3535	0.9870	0.5836	
	2001	0.2005	0.5392	0.3393	

Source: Human Development Report 2004

Amongst different social groups, Literacy Rate in Orissa is the lowest in the case of Scheduled Tribes and the highest among general castes. Furthermore, the gender disparity in literacy is found to be the highest among the Scheduled Tribes, and lowest in the case of general castes.

#### Human Development Indicators for Orissa

Indicators		Year	Unit	Orissa	All India
Infant mortality Rate		2002	Per '000 live birth	87.0	63.0
Life Expectancy at Birth	Male	1992-1996	Years	59.2	63.8
	Female	1992-1996	Years	61.0	66.9
Death Rate		1998-2000	Per '000 population	10.7	8.7
Literacy Rate	Male	2001	Per cent	76.0	75.9
	Female	2001	Per cent	51.0	54.2
	Person	2001	Per cent	63.0	65.4
Gross Enrolment Ratio (6-14 years)	Boys	2003-2004	Per cent	89.4	97.5
	Girls	2003-2004	Per cent	89.8	93.0
	Total	2003-2004	Per cent	89.6	95.4
Primary Schools		2000-2001	Per Lakh Population	115	63.4
Professional Institutes		2000-2001	Per Lakh Population	2.9	2.5

\* Professional educational institutions include engineering, technology, architecture, medical and teacher training colleges

India's Planning Commission has identified Orissa as having the highest overall poverty ratio of any major Indian State, with around 45% of the people of the State living below the Government of India poverty line. However, it is found that there has been a steady decline in the poverty ratio in Orissa between 1977-78 and 1993-94. Further, in second half of the 1990s, poverty ratio remained almost stationary.

State	Percentage of population below poverty line (1999-00)			Per capita Net State Domestic Product (2002-03)	
	Rural	Urban	Combined	At current prices (Rs.)	At constant prices (Rs.)
Orissa	48.0	42.8	47.2	10208	5665
<b>INDIA</b>	<b>27.1</b>	<b>23.6</b>	<b>26.1</b>	<b>18912</b>	<b>10964</b>

Poverty in Orissa is overwhelmingly a rural phenomenon with 48% of State's rural population below poverty line

The per capita consumption of electricity of Orissa is lowest among the major states in India. The state Government aims to electrify all villages by 2007. The usage of various means of communication, such as television, is quite low compared to the national average. Poverty is the primary reason for this kind of situation and once this concern is taken care of, the flow of information to the rural areas and the resultant awareness would be a direct benefit.

#### Social Indicators (Basic Amenities)

States	Per-capita Consumption of Electricity (KWH)	% of Villages electrified	Pumpsets energised ('000')	No. of Newspapers and Periodicals	T.V - Home Viewers - Urban	T.V - Home Viewers - Rural	ISM and H Doctors per lakh of population	Population per bank('000)	No. of post offices/lakh of population
	2002-2003	2001	2001	2002-2003	(in Million)	(in Million)	2002	2003	2001-02
Andhra Pradesh	673	100	2249894	2651	22.0	24.1	38.6	14.7	21
Gujarat	1193	100	764564	2492	15.6	7.8	44.3	14.2	18
Karnataka	611	99	1402209	2854	15.2	12.1	35.6	11.3	19
Kerala	378	100	417640	1944	6.8	11.2	72.1	9.7	16
Maharashtra	848	92	2417075	6415	40.2	22.4	86.0	15.8	13
<b>Orissa</b>	<b>470</b>	<b>75</b>	<b>74625</b>	<b>997</b>	<b>4.0</b>	<b>5.5</b>	<b>23.9</b>	<b>16.9</b>	<b>22</b>
Punjab	1227	100	835651	1271	7.1	9.6	138.1	9.5	16
Tamil Nadu	815	100	1793948	3093	21.5	21.4	59.7	13.3	20
West Bengal	366	78	112322	3906	17.8	13.9	56.4	18.5	11
<b>ALL INDIA</b>	<b>355</b>	<b>87</b>	<b>13044</b>	<b>55780</b>	<b>229.3</b>	<b>207.0</b>	<b>67.3</b>	<b>15.9</b>	<b>15</b>

Source: Department of ISM & Homeopathy, New Delhi  
 Indian Systems of Medicine & Homoeopathy (ISM&H)  
 Central Electricity Authority: Ministry of power

Beside other inferences, data contained in the table above indicates the absence of a vibrant and growing Middle Class in the State, which is a prerequisite for the long-term and all-round development of any contemporary society.

## 2.4 Economy

The economic state of affairs is not exactly encouraging. The State Per Capita Income is way below the National Average. The difference between per capita income at State and National levels for 2003-04 stood at Rs. 5,185 at 1993-94 prices and difference at current prices has been Rs. 8474 for 2003-04. The difference

between the per capita income between State and National level has gone up from Rs 6139 (in 1999-00) to Rs. 8474 (in 2003-04) at current prices.

#### Economic indicators of the State

Indicators	Year	Unit	Orissa	All India
Per capita NSDP at Constant (1993-94) prices	2002-03	Rs	5665	10964
SDP/GDP per capita	2002-03	Rs	24613	17822.8
Composition of SDP/GDP	Primary	2003-04	Percent	26.28
	Secondary	2003-04	Percent	24.41
	Tertiary	2003-04	Percent	-
	Service	2003-04	Percent	49.31
Average yield of principal crops	Rice	2003-04	Qtl per hectore	19.01
	Autumn Rice	2003-04	Qtl per hectore	-
	Winter Rice	2003-04	Qtl per hectore	-
	Summer Rice	2003-04	Qtl per hectore	-
Cropping Intensity	2003-04	Percent	149	135
Consumption of fertilizers	2003-04	Kg per hectore	39	89.8
Credit Deposit ratio	2004	Per Lakh Population	54.26	59.4

While the Gross State Domestic Product (GSDP) increased from Rs. 18,536.66 Crores in 1993-94 to Rs. 28,685.68 Crores in 2003-04 at 1993-94 prices (registering a compound annual growth rate of 4.46%), the Net State Domestic Product (NSDP) increased from Rs. 16,184.88 Crores in 1993-94 to Rs. 24,613.00 Crores in 2003-04 at 1993-94 prices. The per capita income at 1993-94 prices increased from Rs. 4,896 to Rs. 6,487 during this period.

#### Economic Indicators : Budget

States	Net Domestic Product (Rs Crores)	Revenue Budget (Rs Crores), 2000-01		Capital Budget (Rs Crores), 2000-01	
		Revenue	Expenditure	Receipts	Disbursements
Andhra Pradesh	124443	25675	28157	9678	7263
Gujarat	93601	18349	24165	10174	5060
Karnataka	94635	18799	21404	6845	4295
Kerala	69602	11976	13893	4283	1467
Maharashtra	227893	35750	40152	10756	5326
<b>Orissa</b>	<b>30795</b>	<b>9603</b>	<b>11358</b>	<b>4562</b>	<b>2807</b>
Punjab	60890	12946	15964	5780	3214
Tamil Nadu	130917	21318	26862	8870	3327
West Bengal	128387	17905	25696	13270	5334
<b>ALL INDIA</b>	<b>N.A.</b>	<b>3069431</b>	<b>355166</b>	<b>118812</b>	<b>75768</b>

Source : Banking Statistics Quarterly Hand Out, March 2003

Sample Registration System Bulletin, Oct' 2003

Budget estimates:2001-2002

Orissa will have to raise its level of growth from 3.9% to 5.2% to be in line with State's Poverty Reduction Target

State needs to rectify and manage increasing disequilibrium between revenue receipts and expenditures

Only 40% of villages in the State have all-weather connectivity

Though share of Agricultural Sector in Orissa's NSDP has declined from 38% in 1993-94 to 25% in 2003-04 at 1993-94 prices, yet the sector continues to dominate State economy. Agriculture provides employment to around 65% of workforce directly or indirectly as per 2001 Census and since agriculture is mostly rain-fed, erratic behaviors of the monsoons cause constant fluctuations in agricultural production.

The State has been experiencing serious fiscal stress for several years and is currently facing a serious fiscal crisis. The burgeoning non-Plan expenditure arising out of substantial increase in salaries and pensions and the widening gap between non-Plan revenue expenditure and receipts have necessitated higher borrowing and higher debt servicing liabilities. The increasing disequilibrium between revenue receipts and expenditure needs to be effectively corrected, for the state to be in a position to discharge the social and economic responsibilities.

## 2.5 Physical Infrastructure

**Road Network:** In absence of adequate internal rail linkages, roads are the major means of transportation in the State. Total road length in State was only 2,38,006 km as on 31.03.2004 and it may be noted here that ensuring All-weather Connectivity to every village is necessary for improving quality of life and economic conditions, especially in a State like Orissa.

Rural connectivity has been identified as one of the basic minimum services for development of agriculture and the rural economy and the State Government have accorded high priority to this sector. Further, realizing the importance of rural connectivity, the Govt. of India launched Pradhan Mantri Gram Sadak Yojana (PMGSY) in the year 2000. The primary objective of the PMGSY is to provide connectivity to all habitations with a population of 1000 persons and above in three years (2000-03) and to all unconnected habitations with a population of 500



persons and above by end of the plan period, which definitely would help Orissa achieve satisfactory and competent levels of connectivity.

**Railway Network:** Orissa has remained backward in the development of railways across the State and the existing rail network covers only the fringes of the State, leaving the central areas untouched. This is also one of the factors, which has had an adverse impact on the pace of infrastructural and industrial development in the State. Orissa had 2,287 Km of railway routes including 91 Km of narrow gauge as on 31.03.2004 and railway route length per thousand sq. km of area is only 14.7 Km.

**Ports:** Among 11 major ports of the Country, Paradeep is the only port located in Orissa. Mainly minerals and metallurgical products are exported through this port and in the export list, iron ore and thermal coal are major items. The present policy of State Government aims at building All-Weather Ports, with PPP Approach wherever appropriate, and considering requirement of various industries that are coming up near Gopalpur, State Government has decided to develop it into one.

#### Infrastructure Assessment - Transportation Network

States	Length of Road per 1000 sq km of area (In Km)	Railway Route length per 1000 km of area (In km)	Railway route length per lakh population (in Km)	Registered Motor vehicles per 1000 person	Vehicle density per sq km	% of villages connected by road
	1998-99	2001-02	2001-02	2001-02	2001-02	1996-97
Andhra Pradesh	653	18.94	6.84	57.05	15.8	86
Gujarat	476	27.09	10.36	117.19	30.65	94
Karnataka	798	15.51	5.59	38.35	18.96	100
Kerala	3817	27.02	3.28	72.43	59.58	99
Maharashtra	1241	17.74	5.58	75.81	24.09	71
<b>Orissa</b>	<b>1447</b>	<b>14.9</b>	<b>6.28</b>	<b>32.9</b>	<b>7.8</b>	<b>49.0</b>
Punjab	1282	41.74	8.56	126.41	61.62	97
Tamil Nadu	117.7	32.21	6.71	90.65	43.5	51
West Bengal	893	41.48	4.56	20.92	19.04	49
<b>ALL INDIA</b>	<b>768</b>	<b>19.21</b>	<b>6.08</b>	<b>56.71</b>	<b>17.91</b>	<b>57</b>

Source : C.M.I.E., Infrastructure, March 2004

**Power:** The State of Orissa has the distinction of being the first State in the country for ushering in sweeping reforms in the power sector. The paramount objective of the reforms in power sector is to provide consumers with reasonably cheap, reliable and assured supply of power.

Rail Network in the State needs to expand its reach and operations

Development of All-Weather Ports is on the agenda of the State Government

The existing transmission and distribution system is entrusted to GRID Corporation of Orissa (GRIDCO) and all hydro power stations including projects under construction are under Orissa Hydro Power Corporation (OHPC). The Orissa Power Generation Corporation (OPGC), which was incorporated in 1984, is looking after the thermal power projects in the State.

#### Year wise Installed capacity and Availability of Power from all sources (in MW)

Sl. No	Year	Installed capacity *	Availability of power from all sources **	Percentage of (4) to (3)
1	2	3	4	5
1	1999-00	4540.25	1271.00	27.99
2	2000-01	4540.25	1415.00	31.17
3	2001-02	4621.00	1423.18	30.80
4	2002-03	4695.34	1371.42	29.21
5	2003-04	4815.34	1826.16	41.59

\* Inclusive of installed capacity of State Sector Projects, Captive power plants (CPPs) and State share from Central Sector Projects but excludes CPPs of different industries from which State is not purchasing any power.

\*\* Availability of power from State sector projects, share from Central sector projects and purchase from different CPPs.

Demand for Power in Orissa has been growing steadily due to increasing urbanization and rural electrification and it has increased from 1,270 MW during 1999-00 to 1,500 MW during 2003-04, registering an increase of 18.1%.

#### Infrastructure Assessment : Power

States	Installed Capacity ('000 kw), 02-03					Electricity Generated (Gwh), 02-03		Consumption Gwh	Per capita Consumption kwh
	Hydro	Staem wind	Diesel	Gas	Total	Hydro	Steam		
Andhra Pradesh	3272	3103	130	1112	7616	3470	23032	31345	468
Gujarat	563	4819	184	1757	7323	588	30522	34428	838
Karnataka	2944	1730	303	220	5197	7248	11164	21698	463
Kerala	1807	-	258	174	2239	4845	-	8783	285
Maharashtra	2874	8075	399	1832	13180	5535	52204	49944	539
<b>Orissa</b>	<b>1883</b>	<b>420</b>	<b>1</b>	<b>-</b>	<b>2304</b>	<b>3261</b>	<b>2621</b>	<b>6801</b>	<b>346</b>
Punjab	2403	2130	-	-	4532	8691	13650	21113	870
Tamil Nadu	1995	3220	1270	662	7146	2723	21080	36962	645
West Bengal	165	4506	13	100	4784	510	21468	16764	225
<b>ALL INDIA</b>									

Source: Central Electricity Authority: Ministry of power  
Statistical Abstract, India, 2003

Power is one of the most crucial inputs for development as well as overall well being of the people and keeping this at the center-stage, State Government has been making substantial investment in the energy sector in the successive Plans and has undertaken pioneering steps in reforming the power sector by enacting the Orissa Electricity Reform Act, 1995.

Private investment in power sector is also being encouraged and State Government has been attaching considerable importance to tapping energy from the non-conventional sources that are renewable and environment friendly.

Postal Service: During 2003-04 there were 8,175 post offices in the State, out of which 7,572 post offices were located in rural areas, as against 155618 post offices (including 1,39,081 in rural areas) functioning at all India level. During 2003-04, number of post offices per 100 sq km in Orissa was 5.2 and the average number of post offices available in the State per Lakh population was 22.2, as against all India level of 4.7 and 15.1 respectively. Premium postal services such as Speed Post, Express Parcel Post, Mass Mailing Service, Corporate Money Order Service, etc. are available in the State.

Telecommunication Infrastructure: The telecommunication service network has undergone a major expansion in the State in the 90s. In 1994-95, there were 656 telephone exchanges, 26 Departmental Telegraph Offices and 1,15,520 telephone connections in operation, while by 2003-04, the number of telephone exchanges and telephone connections in the State has increased to 1122 and 9,44,252 respectively. The Subscriber Trunk Dialing (STD) service is now available at 18,858 stations spread over all the 30 districts and internet nodes are available at all the undivided revenue districts of the State, which caters to the Internet subscribers of Orissa on local call basis. 86.72 % of villages have been covered with Telephones as on 31.03.2004. Though the State Government has taken dedicated efforts towards development of telecom infrastructure, Orissa still has to go a long way to catch up with the National Average.

#### Postal & Telecom Infrastructure

State	Post Offices (As on 31.03.2004)		Tele Density (per '000 population as on 31.03.2003)		
	Per 00 sq km	Per Lakh pop.	Urban	Rural	Total
Orissa	5.3	22.2	11.33	0.87	2.22
<b>TOTAL</b>	<b>4.7</b>	<b>15.1</b>	<b>15.16</b>	<b>1.49</b>	<b>5.00</b>

Only 5 States in India have Tele-Density lesser than Orissa and it may be noted here that telephone network and tele-penetration have a direct bearing on ability of the State to remain connected with its remotest parts, facilitating good governance.

## 2.6 State Finances

States	Revenue deficit			Fiscal deficit			Primary Deficit		
	2003-04	2004-05	2005-06	2003-04	2004-05	2005-06	2003-04	2004-05	2005-06
<b>Orissa</b>	<b>5.09</b>	<b>2.08</b>	<b>+0.04</b>	<b>13.8</b>	<b>5.9</b>	<b>3.8</b>	<b>7.1</b>	<b>+0.32</b>	<b>+2.36</b>
<b>ALL INDIA</b>	<b>3.6</b>	<b>2.9</b>	<b>2.7</b>	<b>4.8</b>	<b>4.4</b>	<b>4.3</b>	<b>0.0</b>	<b>0.2</b>	

Orissa faces a severe fiscal crisis. Being a poor agrarian economy, its tax base has been traditionally low and even while the State's own tax revenue has been recently increasing; its non-tax revenue has remained generally low and often volatile. A very high proportion of the State's own resources and assistance available from the Centre are consumed in meeting the committed expenditures for salary, pension and interest payments. Hence there is very little capital available for productive investment and real challenge is to create fiscal space for investment in critical sectors and reducing poverty in a sustainable manner.

### Economic Indicators (Financial Standing)

States	Revenue deficit			Fiscal deficit			Primary Deficit		
	2003-2004	2004-2005	2005-2006	2003-2004	2004-2005	2005-2006	2003-2004	2004-2005	2005-2006
Andhra Pradesh	2961.64 (1.64)	1461.64 (0.72)	1401.38 (0.62)	7450.48(4.12)	6706.88(3.31)	8379.85 (3.72)	594.55 (0.33)	521.34 (+0.25)	456.63 (0.20)
Gujarat	3706.61	3869.24	1,439	433	3439.73			28.82	
Karnataka		+507.67 (+0.34)	+854.46 (+0.52)		4246.64 (2.89)	4714.46 (2.86)		327 (0.22)	
Kerala	3680.30 (4.08)	4707.13	4,565	5539.05 (6.14)	5342.89	5,299	2210.75(2.45)	1631.37	1,650
Maharashtra	8309.54	9199.97	+265.86	15474.29	13775.97	8852.88	7138.81	4883.5	+684.91
<b>Orissa</b>	<b>2465.78 (5.09)</b>	<b>2.08</b>	<b>(+0.04)</b>	<b>6679.42 (13.79)</b>	<b>5.9</b>	<b>3.8</b>	<b>3429.42 (7.08)</b>	<b>(+0.32)</b>	<b>(+2.36)</b>
Punjab		2918.09	2118.46		4832.37	4449.26		961.67	376
Tamil Nadu	1565	1687.58 (0.89)	1404	5591 (3.28)	5447.47 (2.89)	6351 (2.97)		475.62 (0.25)	
<b>ALL INDIA</b>	<b>99860(3.6%)</b>	<b>89860 (2.9%)</b>	<b>95312 (2.7%)</b>	<b>132103 (4.8%)</b>	<b>136452(4.4%)</b>	<b>151144 (4.3 %)</b>	<b>7548 (0.03%)</b>	<b>6952 (0.2%)</b>	

Values in bracket indicate Deficit as % of GSDP

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More than 90% of the State Plan outlay is being financed from borrowing. As a result, the State has acquired a debt stock of Rs. 24,272 Crores as on 31.3.2002. This represents nearly 61% of GSDP as against the all-State average of about 30%. This magnitude of the debt burden is simply unsustainable by any standard.

Because of persistent problem of debt overhang, the gap between Non-Plan receipt and expenditure is growing wider and wider.

10th and 11th Finance Commission recommended the debt relief linked to fiscal performance, but Orissa is not able to get any debt relief because of the very fact that interest payment itself constitutes as high as 32% of total Non-plan revenue expenditure and 24% of total revenue expenditure and this is rising each year.

Secondly, on the revenue side, there is a shortfall in shared taxes compared to the estimates made by the Finance Commission. Further, royalty being a major source of Non-tax revenue, non-revision of the rate of royalty on coal regularly has adversely impacted collection of the State's non-tax revenue. The revisions of royalty made on major minerals other than coal have not, contributed to any significant increase in the Non tax revenue.

## 3. SWOT Analysis

### 3.1 Strengths & Opportunities

The biggest strength of Orissa is its diverse but cohesively interwoven social infrastructure. At the time when democracies all across the World are trying to evolve to next and more effective stage of governance by the means of localized, decentralized but interlinked decision-making mechanisms, Orissa starts with advantage of already having a rich legacy of autonomous but interoperable coexistence among various ethnic groups, tribal sets and regional collections in a predominantly rural society.

This implies that empowerment of institutions of local governance, as envisaged by Government of India, would require considerably less social reengineering in Orissa in comparison to most other regions of the Country. This also implies that in terms of attracting active and long-term participation from various external entities in different domains of its economic and social life, Orissa is among the Best.

Abundant mineral resources make a considerable contribution to Orissa's set-of-strengths and if utilized in an optimized manner (with active participation from the private sector), these resources have the capability to fuel the State's successful transition to the next stage of governance and also aid in the optimization of State's basic infrastructure.

As agriculture contributes more that 20% to Orissa's NSDP and provides employment to more than 60% of total workforce in the State, it is necessary that the State Government accords appropriate resources to this sector to facilitate a Growth Rate of at least 4.5% in conformity with target as set forth by Tenth Plan. Furthermore, Fisheries and Animal Husbandry have the potential to emerge as important areas for employment and income generation in the State and although,

Cohesively interwoven social infrastructure with rich legacy of coexistence among various ethnic groups, tribal sets and regional collections

Abundant mineral resources can fuel the transition to next stage of governance and could aid in optimization of basic infrastructure

the Government has been making efforts in facilitating the development of these sectors, it is necessary that a more focused approach be adopted.

State's unique geographical location, climate and topology make it an ideal place for setting up advanced weather monitoring, meteorological study and marine sciences centers, which can attract participation (in terms of students, trained manpower and funds) from all across South-East Asia and also can make Education as one of primary revenue-sectors, which once achieved translates into a region being categorized as truly developed in terms of its human capital.

Vibrant institutions of democracy also contribute to an entity's set-of-strengths as they help in establishing effective mechanisms of checks and balances. In Orissa's case, regionally and ideologically diverse aspirations mandate that micro perspective be provided to decision-making whereas an institutionalized and efficient administrative setup ensures that implementation is done within a predefined macro framework. And this ensures that State's different stakeholders get their share in governance but in well-regulated manner.

### 3.2 Weaknesses & Threats

Orissa still has a lot of catching-up to do in quite of few areas. The current state of basic infrastructure is not adequate enough to fulfill the needs and aspirations of Orissa's citizens and a significant portion of State's population is still not having sufficient access to many of the basic amenities such as education, healthcare, roads, electricity, drinking water, sanitation, etc.

Orissa is least urbanized of all major States in India, with 85% of the population still living in villages. Furthermore, it is important to note that considerable portion of State's population still lives below levels deemed appropriate by various developmental indices/standards and this is a huge chasm that any future plan for

Orissa is ideal for setting up weather monitoring, meteorological study and marine sciences centers to attract participation from all across South-East Asia

Diverse political leadership mandates micro perspective to decision-making whereas institutionalized administrative setup ensures implementation within a predefined macro framework

Basic infrastructure not adequate enough to fulfill the needs & aspirations of citizens of the State

A considerable portion of State's population is still below the levels deemed appropriate by Developmental Agencies

the State has to really focus upon. Need is to focus at earnest upon reducing Mortality Rates (IMR as well as General), tackling poverty and food insecurity that is prevailing across the State and other human development issues, which continue to make Orissa one of least developed States in the Indian Union.

Orissa is vulnerable to natural disasters including flood, draught and cyclone. And as such external shocks can threaten the overall development of the State, the Government's approach has rightly shifted from relief to long-term emphasis on disaster risk reduction. Further, poverty varies significantly according to region, social group and gender in Orissa. State's high proportions of SC/ST people are particularly likely to be among the long-term poor.

Gaps in planning have resulted in the State not utilizing and reinvesting its Revenues and Resources in the best possible manner. Revisions and fine-tuning of strategy and operating methodologies might be explored in key areas, such as agriculture, rural development & employment generation, education & healthcare, water resource management, consumer welfare, and urban development.

State Government's efforts towards eradication of gender inequality and empowerment of women is laudable but institutional reforms to establish equal rights for men and women, for raising awareness and for female education need to be even more emphasized.

Orissa has been categorized as one of the "severely food insecure regions". Growth process alone is not enough to ensure sustainable long-term food security and there is an urgent need to strengthen Targeted PDS Schemes and Nutritional Interventions, of empowering local communities to manage risks and uncertainties of food-access (through grain-banks run by villagers and other devices), and development of village-level resources like land, water and forests.

State is not utilizing and reinvesting its revenues and resources in best possible manner

Institutional reforms for gender-issues need to be more emphasized

Need is to empower local communities to manage uncertainty of food-access and self-sustenance at village-levels



Optimization of State's human capital by creating diverse avenues for skill acquisition and enhancement is another subject that needs immediate attention in terms of plan and strategy. There is a definite need for realignment of State's human capital developmental strategies and focus needs to be on creating a self-sustainable socio-economic infrastructure where the manpower is developed keeping in mind the contribution they could bring to the State.

Orissa's government has acknowledged it as the most heavily indebted of India's major States, and has stated that the fiscal crisis is incompatible with development. Continued stagnation in Orissa's economic growth rate could threaten all development work in Orissa. However it is highly encouraging to observe the Government's commitment to "equity-oriented growth" - both to accelerate economic growth, and to ensure that it offers opportunities to all.

## 4. Stakeholders' Needs & Expectations

During the process of drafting the vision of the State, needs and expectations of five major stakeholders and process participants were taken into account. These include citizens, businesses, political leadership, government departments and related establishments, and educational institutions. In the subsequent paragraphs, needs and expectations of these five have been highlighted.

### 4.1 Citizens

Common people of Orissa require the health services that are high quality, modern and are accessible, available and affordable to all. They want the education to be available to all, contemporary and skill-centric with strong linkages to changing demands of the regional and global economies.

Citizens want the disaster management systems in the State to be prompt, effective and active all across the State with inbuilt preemptory mechanisms. Specific to State's rich and diverse social fabric, people desire that issue of social welfare be dealt via development plans based on contemporary socio-economic and behavioral studies ensuring maintenance of local identities and autonomies.

People want more work opportunities and avenues, better work conditions and adequate wages. Their assessment of State's existing industrial infrastructure and other businesses is not quite flattering and they would definitely like to have more opportunities for employment available in every sphere.

Citizens are not quite satisfied with the existing performances in quite a few areas of governance. They want better roadways across the State and want the public transport system in the State to become stronger. They want a complete relook

into areas of water resources, civil supplies and urban development, and desire increased involvement of private sector into operations of these domains.

## 4.2 Businesses

Industries and businesses desire the State Government to bring efficiency in its functioning and create a more conducive environment for a competitive and vibrant market in the State. As per representatives of business establishments, State's infrastructure is quite below par when compared to other states in the Country. Improvement and optimization would be quite necessary in road & rail network, energy and power sectors to ensure the growth of State's Industrial Infrastructure and until the State concentrates upon these areas in earnest, the State would continue to be among last choices to start or operate of any business.

The representatives from business establishments would also like the State's Industrial Policy to become more contemporary in its ideology and approach, and further would like State Government to bring transparency in all matters concerned with industries. The general opinion with respect to role and approach of official machinery in dealing with matters concerning the industries is not favorable and representatives from businesses feel that speed at which matters are resolved in various Government Offices is quite slow. Furthermore the procurement of state-specific information and data from different sources in the government is a task that the industries feel amounts to a lot of time and effort.

With respect to the available human capital in the State, the representatives from businesses would like the State to take into consideration the skill-set required by them (at that point of time and in future) while course contents for various technical and semi-technical courses are defined so as to ensure continues supply of manpower in accordance to needs of the industry.

### 4.3 Political Leadership

The political leadership in the State is quite unsatisfied with the quality of plan and policy implementation across various sections of the Government. They feel that the actual benefits and advantages of various plans and policies are not getting across to the common citizens due to various lacuna and shortcomings in the processes and sub-processes of implementation.

### 4.4 Government Departments

Government Departments and related establishments all across the board would like to have access to contemporary and modern tools and technologies to aid in the process of plan and policy implementation, management and monitoring.

As per majority of the respondents, the lack of manpower resources and modern tools to transact the trades are hampering the government officers to effectively manage their respective mandates and this is resulting in common citizens not getting the benefits of various plans and policies.

As per the Government Officers, it is quite imperative that the State's e-Governance strategy provisions adequately for non-traditional ICT tools and that the Government Officials from within different domains are themselves made capable to select the most-appropriate ICT tools and means to transact their respective mandates. This is quite opposite to the traditional top-down approach to the proliferation of ICT tools within a specific domain and would help in ensuring the active participation from more employees at the operational-levels.

Officers feel that majority of IT roadmaps and plans address purely technological perspective of the whole issue of better governance and are not derived on the basis of domain-specific needs and aspirations of the individual departments.

They feel that systems based propositional intelligence and operated on the basis of incremental modernization would be better suited for a State like Orissa where procedural reengineering is also important need for the Government and its various organs and institutions.

#### 4.5 Educational Institutions

Education Institutes desire that the Government collaborate with them to fully understand and incorporate the State-specific context and content into the curriculum and this not being done till now has resulted in quite a few students not finding gainful and relevant employment opportunities within the State.

This existence and operability in complete disjoint with localized contextual conditions has not helped the Educational Institutes in the State and any future planning with respect to education needs to actively seek the participation of the Education Institutes for the curriculum finalization activity.

## 4.6 Synthesis of Needs

In order to arrive at the Good Governance Agenda and Targets, it is necessary that needs and requirements of the State are synthesized and evaluated on the basis of SWOT analysis and Stakeholders' expectations as described in Sections above.

In the following table, Sectoral Needs of the State have been stated as necessitated by SWOT and also as aspired by various stakeholders.

Sector	SWOT necessitates & Stakeholders aspire
Health	<ul style="list-style-type: none"> <li>§ Increase Percentage Decline in Mortality and reduce IMR</li> <li>§ Improve HDI Ranking</li> <li>§ Improve Basic Curative and Preventive Health Services</li> <li>§ Make health services high-quality, modern, accessible, available and affordable</li> <li>§ Ensure coordination at inter-program, intra-department and inter-agency levels</li> </ul>
Education	<ul style="list-style-type: none"> <li>§ Improve literacy levels, especially in rural areas and among socially &amp; economically weaker sections of society</li> <li>§ Take into account localized contextual conditions during planning</li> <li>§ Establish advanced meteorological study and marine sciences centers</li> <li>§ Make education available to all, contemporary and skill-centric with strong linkages to changing demands of the regional and global economies</li> <li>§ Take industry-needs into consideration while finalizing course contents for various technical and semi-technical courses</li> <li>§ Promote education as one of the main Revenue earning sectors</li> </ul>
Disaster Management	<ul style="list-style-type: none"> <li>§ Shift in policy from relief to disaster management, planning and preparedness</li> <li>§ Ensure prompt, effective and active disaster management system all across the State with inbuilt preemptory mechanisms</li> </ul>
SC & ST Development	<ul style="list-style-type: none"> <li>§ Ensure coordination between various agencies, groups and plans</li> <li>§ Improve literacy rate and gender disparity in literacy</li> <li>§ Accelerate speed of social reengineering</li> <li>§ Base development plans on contemporary socio-economic and behavioral studies to ensure maintenance of local identities and autonomies</li> </ul>
Labor & Employment	<ul style="list-style-type: none"> <li>§ Create more opportunities in Mineral Sector</li> <li>§ Reduce unemployment, underemployment and disguised unemployment in rural areas by modernizing agriculture and setting-up agro-based industries</li> <li>§ Facilitate income generation in rural households by developing fisheries &amp; animal husbandry</li> <li>§ Create more work opportunities and ensure better work conditions and adequate wages</li> <li>§ Extend planning beyond the national perspective to acquire a more localized perspective</li> </ul>
Revenue & Finance	<ul style="list-style-type: none"> <li>§ Rectify and manage disequilibrium between revenue receipts and expenditure</li> <li>§ Create fiscal space for investment in critical sectors</li> <li>§ Reduce poverty in a sustainable manner</li> </ul>
Agriculture	<ul style="list-style-type: none"> <li>§ Raise productivity by farmer-facilitation, expansion of the area under assured irrigation, application of recommended doses of fertilizers, use of HYV seeds &amp; modern technology</li> <li>§ Actively participate in various schemes such as Integrated Cereal Development Program</li> <li>§ Encourage horticulture, cultivation of vegetables, plantation crops, spices, flowers and medicinal herbs</li> <li>§ Account for agro-climatic conditions of different zones while developing cropping patterns</li> <li>§ Develop agro-based industries</li> <li>§ Facilitate a Growth Rate of at least 4.5% in conformity with the Tenth Plan</li> </ul>



Rural Development	<ul style="list-style-type: none"><li>§ Empower institutions of local governance</li><li>§ Tackle poverty and food insecurity</li><li>§ Revive/develop village-level productive resources</li></ul>
Water Resources	<ul style="list-style-type: none"><li>§ Manage resources effectively to reduce the risk of droughts, etc.</li><li>§ Implement and monitor various National and State levels schemes</li></ul>
Steel & Mines	<ul style="list-style-type: none"><li>§ Attract greater investment and create more employment opportunities</li><li>§ Aid in the optimization of State's basic infrastructure</li><li>§ Achieve better rate of exploitation of mineral resources</li></ul>
Transport & Communication	<ul style="list-style-type: none"><li>§ Expand the reach and operations of Road Network in the State</li><li>§ Ensure All-weather Connectivity to every village</li><li>§ Develop railway network across the State, especially in the central regions</li><li>§ Develop All-Weather Ports with effective PPPs</li><li>§ Enhance tele-communication infrastructure to match other States</li><li>§ Stronger public transport system</li></ul>
Energy & Power	<ul style="list-style-type: none"><li>§ Aim at increasing per capita consumption of electricity across the State</li><li>§ Electrify all the villages in the State by March 2007</li><li>§ Provide consumers with reasonably cheap, reliable and assured supply of power</li><li>§ Encourage private investment in power sector</li><li>§ Tap energy from the non-conventional sources</li><li>§ Effectively meet the increasing power-demands of businesses and industries</li></ul>
Food & Civil Supplies	<ul style="list-style-type: none"><li>§ Act towards Food Insecurity of the people</li><li>§ Increase the involvement of private sector</li></ul>
Urban Development	<ul style="list-style-type: none"><li>§ Increase the rate of urbanization to effective levels</li><li>§ Launch mega housing projects and develop satellite township</li><li>§ Encourage participation from private sector</li><li>§ Empower Urban Local Bodies</li></ul>
Women & Child Development	<ul style="list-style-type: none"><li>§ Eradicate gender inequality and empower women through institutional reforms</li><li>§ Ensure coordination between various agencies, groups and plans</li><li>§ Encourage effective PPPs</li><li>§ Ensure coordination at inter-program, intra-department and inter-agency levels</li></ul>
Fisheries & Animal Resources	<ul style="list-style-type: none"><li>§ Adopt newer technologies and enhance general awareness among people</li><li>§ Encourage effective PPPs</li><li>§ Achieve WHO Recommended Annual Per Capita Fish Consumption Level</li></ul>
Industrial Development	<ul style="list-style-type: none"><li>§ Increase the rate of industrialization</li><li>§ Create a business climate conducive to accelerated investment in industry and infrastructure projects</li><li>§ Optimize the processes to facilitate the end-users</li></ul>

## 5. Good Governance Vision & Agenda

### 5.1 Good Governance Vision

Good Governance Vision of Orissa is based on the Synthesis of Needs as done in the previous chapter and has also been influenced by various theories and strategies (such as Millennium Development Goals) as prepared by UNDP, Planning Commission and other Developmental Agencies operating on national and international levels.

Redefine, realign and revitalize State Government Institutions  
to evolve to the Next Stage of Governance  
where localized but interlinked decision-making and implementation  
facilitate autonomous but interdependent growth amongst all Citizens.

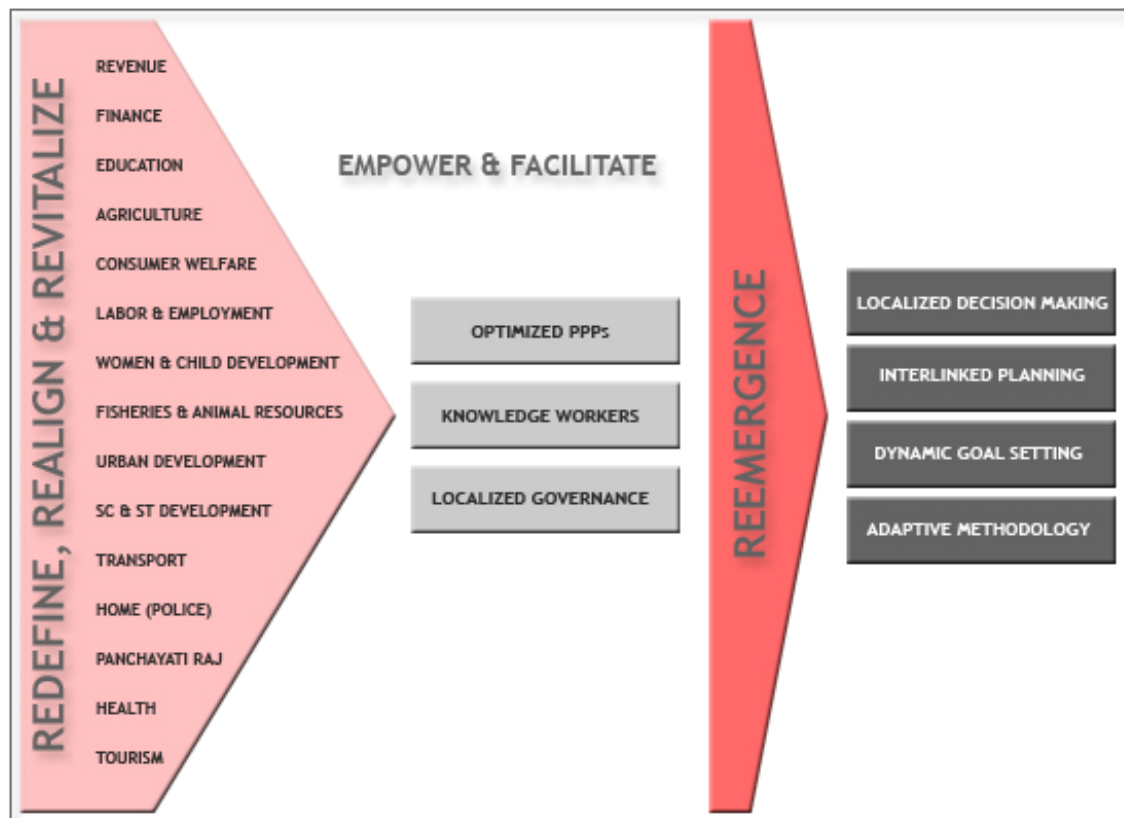
The Government in Orissa needs to redefine, realign and revitalize its various Organs and Institutions to evolve to the Next Stage of Governance, where:

- § Decision-making and implementation would be localized but would also be completely interlinked via a well-defined framework to maintain an optimized system of checks and balances
- § Growth among ethnic, tribal and regional collections would be autonomous to fulfill the individual aspirations but a level of interdependency would be maintained to ensure all-round growth of people of Orissa

State should aim at reducing situational and contextual gaps in planning and implementation in the areas of disaster management, education and healthcare, tribal development, water resource management, civil supplies and consumer welfare and urban development, utilizing administrative reengineering wherever it is required and necessary.



## 5.2 Good Governance Agenda



Good Governance Agenda addresses development of the State in 2 stages:

- § Initiation Stage: where key sectors of the State are redefined (in terms of ideologies, principles, protocols and methodologies as per changed paradigms), realigned (via strategies and plans for achieving targets as previously set and as revised to meet newer challenges) and revitalized (by additional capital, manpower, tool and technologies). This stage would last for 18 to 36 months and would aim at creating optimized PPPs, Knowledge Workers and localization/decentralization of powers of governance.
- § Reemergence Stage: Once the first stage is over, all the functions and organs of State Government should be remodeled on the basis of guiding principals such as Localized Decision Making, Interlinked Planning, Dynamic Goal Setting and Adaptive Methodology to fulfill the needs and aspirations of the people.

## 5.3 Strategy

The government of Orissa has to play a critical role in implementing the agenda for Good Governance, which shall be people -centric and growth-oriented.

<b>Changing Role of Government in the era of “Good Governance”</b>	
<b>From</b>	<b>To</b>
A major operator in many sectors of economy	A prudent facilitator in areas best operated by the private sectors, and provider of services for others
A regulator and controller of most economic decisions in many sectors	An enabler of market based development through conducive, deregulated policy environment
Direct top down administration and centralized decision making	Enabling, empowering and ensuring participation of local administration and decentralizing decision making

The government has to take care of the following aspects:

- § The Government has recognized the role of private sector; however, it has to be appreciated that the private sector may not be interested to the desired extent in certain areas such as Oceanography, etc where they consider the returns are not immediate and adequate. The Government may continue to make investments in such strategic sectors so that the gaps between the requirements of the society as a whole and existing capacity are bridged.
- § The government to act as a facilitator and catalyst of growth and remain sensitive to the need for social equity and well being
- § Decentralization of Governance with effective local-self government to ensure that the people have a decisive say in local administration including delivery of public services.
- § Introducing ‘Electronic Government’, i.e. use IT based services to de-mystify procedures and improve the Government-Citizen interface
- § Becoming a SMART (Simple, Moral, Accountable, Responsive and Transparent) Government
- § Enhancing its capabilities and encourage an ethos of public service to strengthen policy making and performance
- § Taking a leadership role in regulatory and other reforms.

## 5.4 Targets & Objectives

The targets and objectives, which have been set forth in subsequent paragraphs, have been derived from the already-defined visions of several key departments and from the discussions that were held with various officials and other stakeholders of the State. These targets have further been augmented for facilitating realization of proposed Development Vision and Agenda of the State.

**Agriculture:** Recognizing the importance of this sector to the State's economy, the Government has come up with a comprehensive Agriculture Policy according agriculture the status of an industry. The objectives of the above policy shall be pursued vigorously during the Tenth Plan to make Agriculture sector one of the growth engines for accelerating the pace of development of the State. Orissa has vast potential for development of horticulture. The Tenth Plan proposals have been formulated for promoting integrated development of horticulture through area expansion of fruit crops, vegetables, spices, root and tuber crops and floriculture. Emphasis has also been given for dissemination of technology by way of massive training programmes, incentives for production of quality foundation and certified vegetable cultivation.

**Consumer Welfare (Food & Civil Supplies):** An efficient Public Distribution System should ensure availability of essential commodities to the weaker sections of the society all across the state at reasonable prices and to provide insurance against instability when inflationary pressures cannot be controlled. The aim of the State Government is to computerize the accounting system and auditing systems and also to deploy software to deal with the retailers but there is still a lot of work to be done in this specific domain as Orissa still ranks low as compared to other States.

**Economy:** As against the Tenth Plan target growth rate of 6.2%, the growth rates during 2002-03(P) and 2003-04(Q) were respectively (-) 0.07 percent and 14.40

percent. The growth rate during 2002-03 was negative due to drastic fall in agriculture production in view of severe drought and growth rate during 2003-04 was abnormally high due to negative growth during 2002-03 and better performance of all the sectors accompanied with record production of food grain.

Education: MDG 2 mandates that universal Primary Education be achieved by 2015 and in this respect, major components already envisaged include 'Early Childhood Care Education', universalization of elementary education, considerably reducing school dropout rate, and Sarbasiksha Abhiyan. But in Orissa, planning with respect to higher education needs to extend beyond the national perspective as provided by various GoI schemes and needs to acquire a more localized perspective in terms of its context and content - with stress on making Education as one of the primary revenue-sectors of State's economy utilizing contemporary strategies, theories and tools wherever required.

Labor & Employment: Amelioration of poverty and reduction in unemployment continue to be the prime objectives of development planning in the Country. In order to achieve these twin objectives, self-employment and wage-employment programmes have been launched both in rural and urban areas to benefit economically backward and socially vulnerable target groups. The major components envisaged in the plan are eliminating gender bias in recruitment, improving working condition for women employees, organizing women's associations in the form of societies and creating employment avenues for the unskilled laborers of rural areas. However similar to the Education Sector, planning with respect to labor and employment in the State needs to extend beyond the national perspective as provided by various GoI schemes and needs to acquire a more localized perspective. The scheme "Swarnjayanti Gram Swarozgar Yojana" (SGSY) aims to bring every assisted poor family above the poverty line. Under a new scheme "Self-employment through Kiosks" it has been targeted to construct 10,000 kiosks/ shopping units during the current plan period. The state has set a

target of generation of self-employment avenues for 10.07 Lakh persons during the tenth pan period. And based on its performance for last 3 years, it needs to create opportunities for 5.12 Lakh people in 2 years.

Health: As mandated by the Millennium Development Goal (MDG) 4, Child Mortality Rate has to be reduced by two-thirds between 1990 and 2015. Further, MDG 5, which deals with maternal health and MDG 6, which deals with prevention of various diseases, also necessitate that State's health infrastructure become more efficient by additional capital inflow, effective PPPs, etc. Major components already envisaged include controlling communicable and non-communicable diseases, better distribution of health services and effective partnerships with private-providers in comprehensive healthcare delivery through a balance of facilitation and regulation. Besides some special activities in KBK districts are undertaken under Revised Long Term Action Plan (RLTAP). Under this plan, 16 Urban Water Supply schemes in 7 KBK districts in the State have been approved with a Project cost of Rs.56.76 Crores.

Fisheries & Animal Resources: Orissa being abundant with water resources has enough scope and potentialities for development of fisheries sector. The State Government has formulated a Policy for Fishery Development which envisages increasing fish production by adopting contemporary methods, assisting fishermen in more efficient fishing, boosting fishing operations in deep sea, transmitting technology for culture and capture, establishing fish feed mills, etc. The State Government aims to increase the per capita annual consumption of fish from 8.28 kg in 2003-04 to 11kg which is the W.H.O. recommended annual per capita fish consumption level by the end of Tenth Plan. It is targeted to produce 950 TMT of milk with availability of 72 Gm. of milk per day / per head by the end of 2004-05. Also it has been targeted to develop 1,000 hectares of brackish water area and to train 1,050 fish farmers during Tenth Plan period. However, level of digitization is at a nascent stage and the Department aims towards increasing the general

awareness level about computerization and make its employees suitable to harness potential of ICT tools, which assumes all the more significance keeping in mind the targets as set by the Fishery Policy.

**Transport & Communication:** Development of railways, roadways and waterways transportation to make each and every part of the State accessible remains the primary objective of this department. In the same context roping in the private sector is what the State should look for at present. The state government needs to address the issue of spreading the railway network to the central region. The ongoing economic reforms attach high priority to development of transport and communication infrastructure. One of the direct offshoots of a well-networked transportation infrastructure is timely marketing of agricultural products. However in spite of the imperative need for accelerated developments and rapid urbanization, due importance should be attached to the environmental needs. The urban-rural divide so far Tele-density is concerned is staggering and with an overall Tele-density of 2.22, Orissa is way behind the National Average of 5.00. As a footnote - the target as set by New Telecom Policy (NTP) is to achieve the Tele-density of 15 by 2010 at the National Level.

**Women & Child Development:** Millennium Development Goal 3 aims to promote gender equality and empower women but unfortunately, the socio-economic status of women in Orissa is characterized by low literacy rate, distressing health & nutritional deficiencies, low proportion of women employees in the organized sector and declining proportion of the females in the total population. In order to mitigate these problems, women development has already been given a prominent place in the agendas as put forth by various development strategies of the State. Several missions aimed towards women empowerment have been undertaken in last few years through Women's Self Help Groups (WSHG). However there is a need to reexamine basic operative structure to bring more transparency and to manage resources efficiently.

SC & ST Development: Presently 21 Integrated Tribal Development Agencies (ITDAs), 17 Micro Projects for Primitive Tribal Groups, 46 Modified Area Development Approach (MADA) pockets and 14 Cluster Pockets are functioning in the State, with financial support mainly from State Plan (SP) and also from Special Central Assistance (SCA), in the field of SC/ST development. In addition, there is quite considerable participation from the private sector in this specific domain. However as there are a number of issues (insufficient, uncorroborated and unlinked data, etc.) that hamper effective management of these entities and schemes from a macro perspective, need is to reexamine the basic operative structure specific to this domain to bring more transparency to the whole system and to manage funds, infrastructure and other resources in a more professional manner. Efforts have been made by the State Government to provide land to SC, ST and other poor families for agricultural purpose as well as for construction of dwelling houses. Government land up to 0.04 acre is being provided to homestead-less persons for house site and target is to provide house-sites to 25,000 families during 2004-05.

Water Resources: It is a paradox that Orissa is ravaged by occurrence of drought at regular intervals despite its abundant water resources. This needs to be addressed on priority-basis via river-linking plans, etc. Management of all these schemes also assumes considerable importance for the State Government. It has been targeted to create 4.65 Lakh hectares irrigation potential through major and medium irrigation during the Tenth Plan period. Further, to tackle the problem of soil erosion, Soil Conservation Organization is implementing various anti-erosion measures through different schemes funded by the State and Central Government.

Power: The primary objectives in this sector are optimum utilization of the power generated, substantial reduction of transmission and distribution losses, maximizing generation from the existing capacity and further addition of units to generate more power for meeting the increasing demand for power over the coming years. Government of Orissa has to be committed to successfully complete

all these essential objectives and should also aim to electrify all the villages in the State by March 2007 (as per the MOU signed with Government of India) via appropriate programmes of Rural Electrification.

**Industry:** With its abundant mineral resources, long coastline, plentiful inland waters and diverse forest wealth, Orissa has the potential to become an industry-rich State. The State Government has reaffirmed its commitment for transforming Orissa into a vibrant industrial State and has reformulated the Industrial Policy which envisages creating a business climate conducive to accelerate investment in industry and infrastructure projects, raising income and employment levels in the State, reducing regional disparities in economic development and ensuring balance utilization of State's natural resources for sustainable development, and successful implementation of this policy should be primary agenda of the State.

**Steel & Mines:** Abundance of mineral deposits has earned Orissa a prominent place in the country as a mineral rich state. Based on the large resources of Metallurgical grade Iron ore and bauxite, it has been planned to set up a number of iron and steel plants and aluminum complexes. The resources of coal have also invited many industrial houses to set up Thermal Power Projects to cater to the need of electricity for industrial projects. A well-defined and transparent "Mineral Policy of Orissa" is being formulated which will provide a foundation for sustainable development of minerals based on transparency and consistency. Though rich in minerals, Rate of Exploitation is very poor and needs to be improved.

## 5.5 Transparency & Accountability

It is quite imperative that the State Government enhances the levels of transparency and accountability all across to facilitate the achievement of all the targets and objectives that were set forth in previous paragraphs.



In this respect, the State has rightfully realized that the issues of transparency and accountability cannot be ignored or put to the backburner and has taken dedicated efforts to address them explicitly rather than implicitly via an empowered vigilance infrastructure, which needs to be further augmented in terms of capital and plans, and via focused strategies (such as the 9 x 9 Programme), which are taking transparency and accountability as “pre-requisites” to target at efficient delivery of services to citizens across the State.

Further, policies and acts such as RTI (which has been operational in the State since October 2005) can also prove to be an important step towards enhancing the transparency in government functioning.

But all these structures and policies can only “facilitate” the enhancement of transparency and effective public participation is a prerequisite for the success of all such endeavors. And the state of human development in Orissa being what it is at present, there is a definite need for the State Policymakers to address this issue anew and aim towards capacity-building of people to enable them to actively participate in these initiatives (also see [Annexure-10](#) for Reforms under G-C).

## 6. e-Government Vision

Establishing a Networked Government for greater transparency and accountability in delivery of public services to facilitate moral and material progress of all citizens.

### 6.2 Supporting Facts & Explanations

The Good Governance Vision of Orissa aims at remodeling all the functions and organs of State Government on the basis of guiding principals such as localized decision-making, interlinked planning, dynamic goal-setting and adaptive methodology to fulfill all the needs and aspirations of the citizens. And this is what is being reiterated via the e-Government Vision of the State.

The e-Government Vision aims at establishing a truly networked Government that would create all the four pillars of e-Governance in the State, namely:

- § e-Management
- § e-Service
- § e-Democracy
- § e-Commerce

### 6.3 Implications

- § Core infrastructure, which delivers services to the Third Tier of Governance, has to be developed and deployed throughout the State as both, decision-making and implementation, need to be localized in their perspective
- § State should emphasize on managing ICT initiatives as “capital investments” which can be evaluated in terms of pre-defined goals and measurable targets as every rupee spent should directly translate into welfare of Orissa’s people

- § Stakeholders (including State Government departments) should be made capable of conceptualizing, developing and managing e-Governance tools themselves, as they collectively would form the envisaged structure.
- § State should aim at service-oriented approach of Governance through necessary administrative and procedural reengineering as efficiency is the key ingredient as per the e-Government Vision
- § An integrated, modular and scalable framework to inherit all existing systems and also to provide scope for future expansions needs to be created as the State needs to become more adaptive with respect to Stakeholders' needs
- § To bring about transparency in various government functions, the State should utilize policies, structures and frameworks, such as 9 x 9 Program, RTI and empowered Vigilance Department

## 6.4 Translation of Vision

The Vision and all its implied ramifications have to be translated via a consolidated plan or strategy. This Strategy should detail the necessary Strategic Framework, including the institutional, policy & legal, capacity building, process reengineering, risk analysis, funding strategy and architecture frameworks.

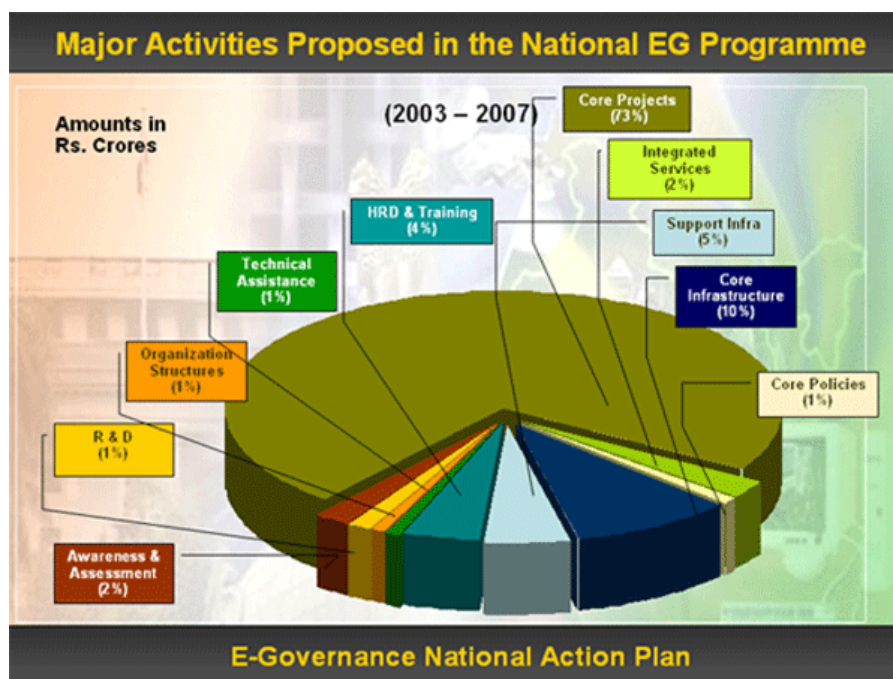
This Strategic Framework would lay down the fundamental principles that would govern e-Government strategies in the National context and would also give directions to the State on implementing its e-Government Vision. Further a Sector-wise analysis and detailing of various Services (G2C, G2B and G2G), Applications (Core, Integrated and Sectoral) and Infrastructure (SWAN, State Data Centers, Delivery Infrastructure and e-Governance Resource Centers) should also be done via this strategy. The ultimate aim of e-Government Strategy has to be devising ways and means of achieving the e-Government Vision, that is - reinforcing good governance and thereby contributing to the realization of economic and human development objectives of the State of Orissa.

# Annexure

## Annexure-1: Bibliography

- § Human Development Report 2003, UNDP
- § India Development Report 2002
- § Economic Survey 2004-2005, Government of Orissa
- § Orissa Budget 2005-2006, Finance Department, Orissa
- § Human Development Report 2004, Government of Orissa
- § The Orissa Government Rules of Business
- § Proceedings of 8th National e-Governance Conference, Bhubaneswar, 2005
- § Official Website of State Government of Orissa ([www.orissagov.nic.in](http://www.orissagov.nic.in))

## Annexure-2: Major Activities proposed under NeGP



Source: DIT, Govt of India

## Annexure-3: Components of EGRM, CBRM & DPR

EGRM comprises of:

- § Vision, Mission and Objectives of E-Government
- § E-Government Strategy
- § E-Governance Blueprint

CBRM comprises of:

- § Assessment of existing capacities (AS-IS)
- § Assessment of capacity needs in tune with State e-Governance Plan (TO-BE)
- § Concrete plans for undertaking CB initiatives in sustainable manner
- § Strategies and methodologies for implementation of CB plan

Detail Project Report (DPR) comprises of:

- § Assessment of resource available including external aid for CB program
- § Assessment of financial requirement from DIT under ACA for implementation of CB Plan

## Annexure-4: Task Force for EGRM & CBRM Preparation

§ Shri Niten Chandra, IAS, Additional Secretary – GAD

§ Shri Vishal Dev, IAS, Director-OCAC

## Annexure-5: MMPs for Orissa

Mandated by NeGP	State-Specific
Transport	Education (Mass Education & Higher Education)
Agriculture	Health
Home (Police)	Consumer Welfare (Food & Civil Supplies)
Finance (Treasury & Commercial Tax)	Women & Child Development
Revenue (Property Registration & Land Records)	SC & ST Development
Panchayati Raj	Fisheries & Animal Resource Development
Urban Development (Municipalities)	Tourism
Labor & Employment	

## Annexure-6: Segmentation & Selection Matrix for State MMPs

Regulatory Subjects	Infrastructure Subjects
Revenue & Finance *	Public Works (Bridges & Roads)
Law	Energy & Power
GAD	Water Resources (Irrigation) *
Excise *	Water Supply & Public Health *
Transport *	Urban Development *
Home (Police) *	Science & Technology
Forest	IT
Labor & Employment *	<b>Welfare Subjects</b>
Parliamentary Affairs	Social Welfare (SC/ST) *
<b>Production Subjects</b>	Panchayati Raj *
Agriculture *	Women & Child Development *
FARD *	Food Supplies & Consumer Welfare *
Textile & Handlooms	PGPA
Tourism *	Education (Mass & Higher) *
Public Enterprises	Health *
Steel & Mines	Sports & Youth Affairs
Industry	Minorities

Note 1: The segmentation as done above is on a high-level only and in quite a few cases the functions of a department were overlapping more than one category or all four categories

Note 2: A number of subjects, as described above, comprise of more than one department of the State Government functioning with each other and if a subject is selected as a MMP, all associated departments are also considered MMPs

Note 3: As per discussions held, all the starred subjects ( \* ) were considered to have high impact on either the State's economy or on its citizens, or on both

## Annexure-7: List of Respondents

Political Leadership	Academician & Intelligentsia
Shri J.B. Pattanaik, Ex-CM *	Shri S.R. Pattanaik, Ex-MP ( <i>Sambad</i> Newspaper)
Shri S.N. Naik, Agriculture Minister *	Shri Tathagata Satpathi, MP ( <i>Dharitri</i> Newspaper)
Shri P.C. Ghadai, Finance Minister *	Shri B. Mahatab, MP ( <i>Prajatantra</i> Newspaper)
Shri S.N. Patra, IT Minister *	Shri A. Samant (KITT, Bhubaneswar)
Shri Arun Dey, MLA *	Shri A.S. Sarangi (Gobandhan Academy of Administration)
Smt. Pramila Mallik, WCD Minister *	Vice Chancellor, BPUT (Bhubaneswar)
Shri R.N. Nanda, Science & Tech Minister *	Shri G.C. Mitra (IIT-K Extension Center, Bhubaneswar) *
Shri Nalini Mohanty (Congress-I)	Senior Government Officials
Shri Joel Oram (BJP)	Chief Secretary
Shri Dharmendra Pradhan (BJP)	Secretary – Information Technology *
Shri Kalpataru Das (BJD)	Secretary – General Administration *
Shri Ranendra Pratap Singh (BJD)	Director-Orissa Computer Application Center *
Shri Sudam Marandi (JMM)	Secretaries & Officers of MMPs *

Note: Meetings have already been held with all the person with Star ( \* )

## Annexure-8: MOM Template

Meeting with.....as held on.....at.....	
General Discussion Points	
Current State-of-Affairs in Orissa	
Problem-Areas of State (with Corresponding Reasons)	
What can be done?	
Challenges Ahead	

## Annexure-9: Questionnaire - Department Visits

### Questionnaire – Department Visits (Govt. of Orissa)

#### General

1. Name of the Department / Directorate
2. Geographic Spread of the Department (No. of Offices (Area wise))
3. Number of Staff in the Department
4. Estimated number of Citizen/ Business directly benefited by the Department

#### Finance

5. Total Budget of the Department (2005-2006)
6. IT budget of the Department (2005-2006)
7. Future expenditure requirement for IT next 5 years (approximate)
8. Revenue generated by the Department
9. Contribution to state economy

#### IT Applications & Technology

10. Is there any IT action plan for the Department? If yes, please provide details
11. Please provide details of Software applications in the department
  - a. Function of the application,
  - b. Technology (e.g. client server VB/SQL working on local LAN or Web enabled 3-tier in J2EE (EJB, XML) Centralized DB in Oracle)
  - c. No of offices in which the software is running,
  - d. Security & Back-up methodology,
  - e. Connectivity
12. Future applications envisaged and their scope

#### Training

13. Is there a Training plan for e-Governance in place? If yes, please provide details
14. Number of people taken advance Training in IT
15. Training Infrastructure within the Department for e-Governance

#### People

16. Number and details (job contents, etc.) of personnel in the Department in the following format:

Secretary	
Special Secretary	
Additional Secretary	
Joint Secretary	
Deputy Secretary	
Under Secretary	
Section Officer	
Assistants	

*Kindly notify the Support Staff to any designation, wherever applicable*

## Annexure-10: Reforms under G-C

### Citizen Centric Reforms

- § Transparency in administrative systems which enable the citizen to assert his rights and accountability mechanisms in the government to establish strong client focus in service delivery by public agencies
- § Value for money, efficiency and productivity in operations through bench marking of services and quality certification
- § Involvement of citizens in delivery of services through consultation, focus groups, and feedback.
- § Citizen empowerment through capacity building program
- § Guaranteeing Right to Information through enactment
- § Introducing change management across various levels
- § Setting up of effective institutional mechanisms like call centers for time bound disposal of requests, applications, etc for citizens along with grievance redress mechanisms

### Rural Decentralization

- § Devolution of functions, funds and functionaries to Panchayati Raj institutions to be expedited
- § To vest Gram Sabha with approving and sanctioning powers as well as monitoring functions to allow Panchayats to become vibrant and dynamic
- § Centrally Sponsored Schemes should be transferred to the Panchayats
- § The State Finance Commissions to work with a fixed time frame. Provisions for raising non-tax revenue through remunerative enterprises should be giving to Panchayats (and Municipalities); these bodies should have independent tax imposing powers.
- § Service cadres should be set up to work in Panchayats. Recruitment through Panchayat Service Commission to be set up.
- § The District Planning Committees (DPCs) being the link between the Panchayats and the Municipalities have to play a very important role in integrating plans prepared by Panchayats and Municipalities.

### Urban Sector Reforms

- § Constitution of the districts and metropolitan Planning Committees to ensure formulation of realistic and effective integrated development plans incorporating Resource Mobilization plans.
- § Tax reforms to be introduced; Self-Assessment of Property tax to be implemented by assigning a unique property tax identification number to all properties and creating a complete database of all taxable properties
- § Adoption of a three tier urban planning system – 20-25 year Perspective Plan, 5 year Development Plan and Annual Action Plan – that integrates the physical, economic and social development components

### Special Issues (Scheduled Castes and Scheduled Tribes)

- § Developing and monitoring of marketing network for handicrafts and other items produced by ST people in the tiny and unrecognized sector
- § Focus on vocational education for economically viable and sustainable skill development for SC/ST
- § Redesigning of the Management Information System for effective monitoring of the efficiency, efficacy of the delivery mechanism for the targeted population.