

APPROACH TO 11TH FIVE YEAR PLAN

2007-2012



DEPARTMENT OF MUNICIPAL AFFAIRS
DEPARTMENT OF URBAN DEVELOPMENT
GOVERNMENT OF WEST BENGAL



ASOK BHATTACHARYA
Minister-in-Charge
MUNICIPAL AFFAIRS DEPARTMENT &
URBAN DEVELOPMENT DEPARTMENT
GOVERNMENT OF WEST BENGAL
WRITERS' BUILDINGS, KOLKATA 700 001

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FOREWORD

Development of urban areas and urban population has become important like never before. More and more residents of West Bengal are living in cities, towns and periurban areas. Providing a healthy living environment as well as providing attractive infrastructure to attract investments and boost economic growth has become important objectives for the State.

The Departments of Municipal Affairs and Urban Development need to ensure that the urban areas do not witness haphazard growth, the living environment especially of the urban poor is healthy and congenial and the urban areas provide attractive infrastructure and amenities to boost economic development of the State. In this context, the Eleventh Plan period is vital as this Plan period is poised to witness unprecedented urban growth and development. The Departments have brought out this approach paper which spells out the objectives and priorities of the Departments during this Plan period and also sets forth goals and targets which the Departments plan to achieve.

Balanced urbanization, good governance with a pro-poor focus and sustainable development are the key themes on which the approach is based. The Departments are determined to carry out the State Government's pro-poor, pro-weaker and marginalized sections' pro-people policies.

This approach paper will be guiding document for the Departments, Support Organizations, Development Authorities and Urban Local Bodies. The tasks ahead are manifold, wide ranging the call for mobilization of huge resources, both human and material. Achieving the objectives would require committed efforts from all officials and elected representatives and support of the people and all stakeholders.

With the efforts of all, I am sure that we will be able to achieve the vision and goals set forth in this document. Within the next few years we trust that our urban areas will become more livable, environmentally balanced, investor friendly with a dynamic municipal system and will see rapid improvement in the quality of life of the urban poor.


Asok Bhattacharya
Minister-in-Charge

Municipal Affairs & Urban Development Departments



PRINCIPAL SECRETARY
MUNICIPAL AFFAIRS DEPARTMENT
GOVERNMENT OF WEST BENGAL
WRITERS' BUILDINGS • KOLKATA 700 001
Phone : 2214 3678
Fax : 2214 3632

PREFACE

The Eleventh Plan Period is expected to be a period of rapid urbanization. Therefore, it is all the more necessary to ensure that the urbanization takes place in a planned manner, the quality of life of the urban poor improves and cities and towns are healthy and livable. It is in this context that the Departments of Municipal Affairs and Urban Development have articulated their approach towards developing urban areas in the next five years.

There are numerous challenges to be faced in the urban sphere. The Departments have evolved a Vision, spelled out objectives to be met and set some basic goals to be achieved during this Plan period. The task is challenging and the goals set are ambitious. However, the Departments will be putting their best foot forward to ensure that the objectives are fulfilled and the aspirations of the urban citizens are met.

This approach paper will act as the guiding document for all development activities of the Departments, their subsidiary organizations and urban local bodies. Stress has been laid not only on rapid and planned physical and human development, but also on including the voices of all in the developmental process. Transparency, Accountability and Responsiveness form an important part of the approach and the Departments will strive to meet the highest standards.

The poor, weak and marginalized are of special concern. The Departments will be proactive in hearing their voices, include them in the development process and try and uplift the quality of life of the majority of the urban poor within the Plan period.

No doubt there are some constraints in the areas of Finance, Human Resources and Management which are to be overcome so that the goals can be achieved. This would require active support of numerous partners and stakeholders.

Both the Departments of Municipal Affairs and Urban Development Department are determined to carry out the objectives and goals outlined in the report and realize the vision. We hope that this approach paper will be useful to all concerned associated with the urban sector. We look forward to receiving feedback and suggestion, if any, from all.

P. K. Pradhan



Map of West Bengal showing Non-KMA ULBs :



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Map of West Bengal showing KMA ULBs :





1.URBANISATION- THE WEST BENGAL CONTEXT

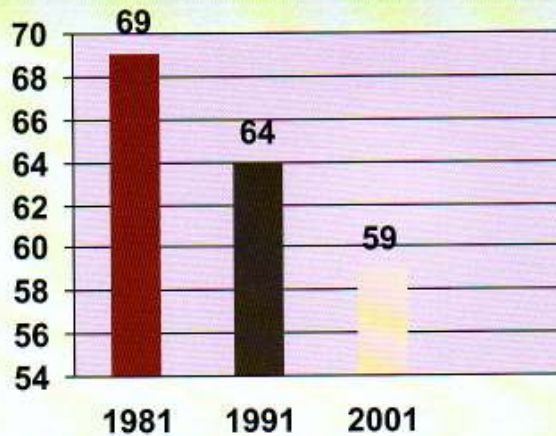
A universal feature of most developing countries is rapid urban growth. The process of urbanization in West Bengal is faster than the average for the country. The urbanization index for West Bengal in 2001 was 28.03%, which is higher than the country average of 27.60%. In absolute terms the urban population of West Bengal increased from 14.45 million in 1981 to 22.5 million in 2001. The decadal growth in the urban population between 1951 and 2001 is shown in the chart below:



The declining growth rate of urban population in the last decade can perhaps be attributed to agrarian prosperity leading to decline in migration from rural to urban areas.

Another feature of urbanization in West Bengal is the high density of urban population. It is the highest in the country, 6798 persons per square kilometer. The urban population of 28.03% is residing in only 2.93% of the land of the State. The urbanization of the State is also spatially skewed with the bulk of the urban population residing in the Kolkata Metropolitan Area. This has, however, shown a declining trend as given in the chart below:





Urban population of KMA as percentage of Urban population of the State

The percentage of urban population living in Class A towns of the State has also declined from 81.7% in 1991 to 75% in 2001. This is perhaps due to dispersal of urban growth, emergence of new towns, outgrowths of existing towns and new settlement areas as a fall of agricultural prosperity.

The urban centres, as in other areas, are the catalyst of economic growth. It is estimated that more than two-thirds of the State's GDP is contributed by the cities and towns.

2. BACKGROUND :

The approach to the 11th Five Year Planning exercise needs to take into account the situational background of the urban areas in the State. West Bengal has the third largest economy in India, with a net State Domestic Product of Rs. 206881 crores in 2004-2005.

The State Domestic Product of West Bengal has shown an average growth of more than 8% for the past few years. The visible manifestation of the growth in economy is more pronounced in the cities and towns of the State. Urban centres play the most important role in economic growth particularly in services and industry.



The rapid urbanization results from overall economic growth and this has posed challenges to create adequate infrastructure and provide basic amenities both to cater to the needs of the increasing urban population as well as to sustain the momentum of economic growth. Urban agglomerations outside the Kolkata Metropolitan Area like Siliguri Jalpaiguri Planning Area, Haldia Planning Area and Medinipur Kharagpur Planning Area have been registering fast growth in the last few years. One undesirable outcome of the growth is the increase in slum settlements which arise due to in-migration of unskilled and semi-skilled workers in search of work in the urban areas.

- ◆ Thus the major tasks of the Departments are to prevent haphazard growth of settlements detrimental to congenial living environment as well as to ensure provision of physical and social infrastructure of sufficiently good quality to keep pace with economic growth and investment as well as to attract and support sufficient investment in industries. Together with this is the need to balance growth between Kolkata Metropolitan Area and non- KMA Urban Areas and to bridge the gap in the living conditions of slum and non-slum areas. Urban poor occupies an important place in the agenda of urban development and the concerns of the poor need to be addressed and heard to ensure development which is inclusive and pro-poor.

3. VISION :

The vision of the Departments for the 11th Plan period is:

To create cities...

- ◆ *that are livable, environmentally balanced and investor friendly*
- ◆ *with dynamic municipal system having efficient service delivery mechanism*
- ◆ *that cater to welfare and upliftment of living standard especially of the urban poor*





4. DEVELOPMENT OBJECTIVES

The development objectives for realizing the vision during the 11th Plan period are :

- ▶ Improvement of standard of living of the urban poor
- ▶ Development of physical and social infrastructure
- ▶ Holistic approach with adequate coverage of health, education and employment aspects
- ▶ Improvement in delivery of civic services
- ▶ Ensuring people's participation in planning, decision making and implementation
- ▶ Empowerment of women, weaker sections and minority groups
- ▶ Facilitating urban-rural integration
- ▶ Reducing disparity between KMA and non-KMA Urban Local Bodies
- ▶ Reducing disparity between slum and non-slum areas





5. APPROACH

To realize the vision and achieve the development objectives, the following guiding principles would form the approach:

- ▶▶ Decentralised and balanced development in a planned manner
- ▶▶ Integrated development of peri-urban areas that are susceptible to unplanned growth
- ▶▶ Development of new townships
- ▶▶ Land Use and Development Control Plans to facilitate planned development
- ▶▶ Holistic and inclusive development addressing the concerns of the urban poor
- ▶▶ Improved municipal governance to ensure sustainable growth and development
- ▶▶ Enabling municipal areas to become economically vibrant so that opportunities for employment are generated
- ▶▶ Enabling municipal bodies to reach a level of development which would attract investment and provide all round support for industrialization





6. URBAN CHALLENGES

The urban centres would encounter some existing and newer challenges which would have to be met in order to achieve the objectives in the 11th Plan period. The major challenges are summarized below:

Provisioning of infrastructure: The major challenge will be to meet the basic infrastructure needs of the substantial and burgeoning urban population. The challenge is the more important in the context of the growth in industrial and service sectors and it is necessary to ensure that the urban areas provide all round support for industrialization and attract investment. The backlog in Urban Local Bodies for providing basic infrastructure like water supply, sewerage, drainage, roads etc. in all areas together with catering to the projected increase in population and sourcing adequate resources and capacity to meet the demand pose a major challenge for the State Government and Urban Local Bodies.

To ensure access to services by the urban poor: Urban poor occupies an important place in the agenda of urban development. For the developmental interventions to be 'inclusive' in nature, the needs of urban poor have to merit priority treatment in design of such interventions. In the existing scenario, a lot of slum dwellers lack basic infrastructure facilities and services. Hence, one of the important challenges will be to target urban poor in ensuring their access to basic services.

Efficient service delivery mechanism : The existing service delivery mechanism in the majority of ULBs suffers from resource and capacity constraints. Consequently, there is considerable scope for improvement in service delivery. Finding resources, improving technical skills and greater involvement of citizens in service delivery pose the challenges for efficiency improvement.





O&M of assets to ensure sustained benefit : Operation and Maintenance of assets has not received due importance in the past. Proper O&M of assets will have to be ensured, if the benefits of the assets are to be available over a long time, repair costs are to be minimized and the assets are to be put to proper use. Finding ways to address this and involve communities in the upkeep of assets poses a challenge.

Preventing marginalization of the poor: The poor are often left behind in the development process. To hear the voices of the poor communities and involve them in planning, decision making and implementation is a major objective of the Departments. At the same time the effort must be to achieve balanced growth and development between poorer and richer areas of the town and between smaller and bigger settlements.

To provide healthy and living environment : The population density in urban West Bengal is the highest in the country. This combined with lack of resources and capacity makes it challenging for Urban Local Bodies to ensure sanitary, hygienic and healthy living environment.

7. SITUATIONAL ANALYSIS - INFRASTRUCTURE

- » **Water supply :** There is a wide variation in per capita availability ranging from as low as 10 litres per capita per day (lpcd) to a high of 225 lpcd. A large portion of many urban local bodies are yet to have the benefit of piped water supply. Water supply sources are mostly ground water based. The supply is intermittent in all the Urban Local Bodies. There are high distribution losses in the water supply system of all Urban Local Bodies.





- ▶ **Drainage** : There is absence of a proper drainage network in almost all Urban Local Bodies. Drainage pumping capacity is inadequate. There is inadequate capacity of most drainage outfalls. Severe water logging in congested city areas and low lying areas during the monsoons are a regular feature.
- ▶ **Sewerage and Sanitation** : Very few Urban Local Bodies have sewerage network with Sewage Treatment Plants. Most of the urban population have onsite sanitation system with either septic tanks or two pits pour flush latrines. Most of the Urban Local Bodies situated on the banks of Hooghly River have Sewage Treatment Plants treating sewage intercepted at various points flowing to the river and diverted to the STPs but have no sewerage lines connecting households. The sewerage situation is worse in Urban Local Bodies outside the Kolkata Metropolitan Area. Though no manual scavenging exists at present, open defecation is still prevalent among a lot of urban residents. Public Toilets are inadequate in many of the Urban Local Bodies.





► **Roads :** The area and carrying capacity of municipal roads is inadequate in almost all the Urban Local Bodies. Unplanned growth of settlements has also resulted in poor road network in these areas. Poor quality of the most roads coupled with inadequate maintenance and encroachments has aggravated the problems. The existing transportation system is also grossly inadequate reaching to severe congestion in most of the roads. There are still kutchra roads in many parts of the urban centres particularly added areas and slums.





► **Solid Waste Management** : The system of collection and transportation of waste in most Urban Local Bodies is poor. There are no very few sanitary landfill sites for disposal of Municipal Solid Waste. Coupled with this is the problem of lack of scientific facilities for disposal of Biomedical and Hazardous wastes.



8. THRUST AREAS DURING THE ELEVENTH PLAN PERIOD

The thrust areas during the eleventh plan period for the Departments shall be the following :

- ◆ Comprehensive Urban Infrastructure Development
- ◆ Planned growth
- ◆ Improvement of urban environment
- ◆ Provisioning of essential services to the urban poor shelter, education, health, livelihood and social security.
- ◆ Participation of all stakeholders in urban governance
- ◆ Improved service delivery
- ◆ Fiscal discipline, transparency and accountability of the urban local bodies and development authorities
- ◆ Strengthening financial health of the Urban Local Bodies



9. INFRASTRUCTURE DEVELOPMENT INITIATIVES

Infrastructure development will be taken up under the following programmes:

- a) Jawaharlal Nehru National Urban Renewal Mission (JNNURM):
 - i) Sub Mission for Urban Infrastructure and Governance
 - ii) Sub Mission for Basic Services to the Urban Poor to be taken up in the Mission Cities of KMA (41 Urban Local Bodies) and Asansol Urban Area (5 Urban Local Bodies)
 - iii) Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT)
 - iv) Integrated Housing and Slum Development Programme (IHSDP) to be taken up in 80 Non-Mission Urban Local Bodies outside KMA and Asansol Urban Area
- b) State Finance Commission Grants - available to all ULBs
- c) 12th Finance Commission Award - available to all ULBs
- d) Grant to Development Authorities - for planning areas of the nine Development Authorities.
- e) Development of Municipal Areas of all ULBs.
- f) Basic Minimum Services of Non-KMA ULBs are not covered under IHSDP.
- g) Externally Aided Projects :
 - i) Kolkata Environmental Improvement Project (loan from Asian Development Bank) in Kolkata Municipal Corporation Area.
 - ii) Italian Government Assistance for Water Supply and Solid Waste Management in sixteen Urban Local Bodies.
 - iii) Japan Bank for International Cooperation soft loan for Municipal Solid Waste Disposal in six Urban Local Bodies of Hooghly district in the Kolkata Metropolitan Area.
 - iv) Kolkata Urban Services for the Poor Programme (grant from Department for International Development, Government of United Kingdom)-Slum Infrastructure upgradation, Intra-Municipal Infrastructure, Trans municipal Infrastructure and infrastructure relating to Municipal Capacity Building, Local Economic Development and strengthening Health system in 40 Urban Local Bodies of KMA.





The focus areas for infrastructure development of the Departments during the Plan period will be the following:

- To cover all urban areas with improved water supply system. Emphasis has been given under JNNURM to this and projects worth Rs. 617.55 crores have already been approved.
- Development of drainage system in all major towns with chronic water logging problem.
- Developing sewerage network in phases. In the first instance towns having Sewer Treatment Plants (STP) constructed under Ganga Action Plan and National River Conservation Plan would be taken up.
- Conversion of all 'kunchha' roads to metalled roads in urban areas.
- Providing of electricity to all areas especially the slums.

10. PLANNED GROWTH AND DEVELOPMENT

Emphasis shall be placed on planned growth and development by Municipal Bodies and Development Authorities. The following planning exercises will be taken up during the Eleventh Plan Period:

Preparation of Perspective Plans and Sectoral Master Plans by KMPC and Development Authorities :

The Kolkata Metropolitan Planning Committee has already finalized its perspective plan Vision 2025 and Sectoral Master Plans for a) Water Supply, (b) Drainage, Sewerage & Sanitation and (c) Traffic & Transportation. City Development Plan (CDP) for Kolkata Metropolitan Area has been prepared on the basis of these plans. CDP for Asansol Urban Area has also been prepared. Siliguri Jalpaiguri Development Authority and Haldia Development Authority have prepared their Perspective Plans.





During the Eleventh Plan period, Development Authorities who have not yet formulated Perspective Plans will take up their preparation. KMPC will take up preparation of Sectoral Master Plans for Environment, Wetlands, Urban Amenities and Heritage as well as for Education, Health, Employment, Bustee and Industry. Other Development Authorities will also take up formulation of Sectoral Master Plans.

Preparation of five year Draft Development Plans by Urban Local Bodies : Forty Urban Local Bodies in the Kolkata Metropolitan Area have formulated five year Draft Development Plans. All the other Urban Local Bodies are in the process of formulating their Draft Development Plans and are expected to complete within the next year. This will form the basis of City Development Plans.



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Preparation of Annual Development Plans : Urban Local Bodies will formulate Annual Development Plans for each financial year based on their Draft Development Plans. Formulation of Annual Development Plans each year by ULBs is expected to be a regular feature throughout the Eleventh Plan period.

Preparation of LUMRs and LUDCPs : Land Use Development and Control Plans (LUDCP) and Land Use Map and Register (LUMR) will be prepared for all towns and will also include fringe areas. LUDCPs and LUMRs will be revised for towns where they were formulated more than ten years back.

Preparation of Sub Plan for Socially Disadvantaged Groups : Sub Plans for socially disadvantaged groups like Scheduled Castes, Scheduled Tribes and Minorities will be prepared so as to place special emphasis on development of the disadvantaged sections.

Preparation of Specific Policies: The Departments would bring out policies in specific areas. Some of them are: Resettlement and Rehabilitation Policy, Urban Strategy for West Bengal, Urban Sanitation Strategy, Slum Development Policy and Poverty Reduction Strategy and Action Plan.



11. IMPROVEMENT OF URBAN ENVIRONMENT

Ensuring hygienic and sanitary urban environment in all urban areas will be an important task during the Eleventh Plan period.

The State Government will facilitate introduction of door to door garbage collection through involvement of self-help groups in all urban local bodies. Sanitary methods of transportation to transfer stations and then to landfill sites will be introduced.



Sanitary Landfill sites are proposed to be developed on a regional basis and each landfill site will serve a few Urban Local Bodies. Scientific management of landfill sites will be important and it is proposed to do this through Public-Private Partnerships.

A special emphasis shall be placed on collection and disposal of bio-medical wastes generated in the urban centres.

The Department will continue the "Clean and Attractive City" campaign to encourage Urban Local Bodies to compete with one another in improving the environment. Restriction of plastics as per environmental rules will be strictly enforced. Rainwater harvesting and waste water recycling together with use of solar energy will be encouraged in multistoried buildings.

Disaster Management : Large urban areas of the State are prone to natural disasters like floods, landslides, earthquakes and cyclones and other disasters like fires and accidents. The Departments will focus on effective disaster preparedness and management by the urban local bodies so as to mitigate the consequences of the disasters. Effective coordination with concerned Departments of the State Government will be made so that the Municipal Bodies are well prepared to tackle disasters and can take effective measures for relief and rehabilitation.

12. ADDRESSING CONCERNS OF URBAN POOR

Urban Poor will be at the forefront of all development strategies for the urban areas. The Department shall bring out a strategy and action plan for mitigating urban poverty. All out efforts shall be made for provisioning of basic services and improving the socio-economic condition of the urban poor. The main focus areas of the strategy for the urban poor will be:



- » Provision of shelter
- » Improvement of living environment
- » Improvement of economic condition
- » Coverage under health, education and social security

Housing : Housing will be addressed holistically during the Eleventh Plan period. Comprehensive housing schemes for all slum dwellers will be taken up under the Sub Mission-Basic Services for the Urban Poor (BSUP) of the JNNURM in 46 Urban Local Bodies. Similarly the Integrated Housing and Slum Development Programme (IHSDP) will cater to housing of slum dwellers in the 80 Non-Mission Urban Local Bodies.

The target will be to construct minimum two lakh houses during the Eleventh Plan Period for the urban poor out of which one lakh houses will be constructed during the next three years. Already sanction has been received for 89743 houses from the BSUP and IHSDP programmes.



It is also proposed to increase availability of affordable housing for the urban poor by making it mandatory in all development of housing complexes to make available at least fifteen percent of the built up space for the EWS housing.



Provide security of land tenure to the urban poor is also a crucial issue in all urban local bodies. All efforts shall be made by the State Government in this direction to enable urban poor to have secured land tenure specifically in the case of slum dwellers residing on land belonging to State and Central Government.

Improvement of living environment : The provision of basic amenities to the poor population in urban local bodies especially those residing in slum areas will be a priority area of activity during the Eleventh Plan period. Implementation of schemes by all Urban Local Bodies for the benefit of urban poor will be ensured by making it mandatory for them to spend at least 25% of their budget for the urban poor.

Slum Infrastructure upgradation will be taken up in a comprehensive way in all Urban Local Bodies. Funds available under BSUP (46 ULBs) and IHSDP (80 ULBs) will be supplemented by resources available under KUSP (40 ULBs), KEIP (1 ULB) and Basic Minimum Services. Water supply, Drainage, Roads, Street Lighting, Toilets and Community Centres will be provided in all slum areas.



Improvement of economic condition : During the Eleventh Plan period thrust will be given to livelihood generation and improvement. Formation of Thrift and Credit Groups by poor women, formation of Development of Women and Children in Urban Areas (DWCUA) groups will be given due importance. A minimum of 75% of Below Poverty Line (BPL) women will be incorporated in such groups. Arrangements for credit linkages and market linkages for these groups will be stressed. The extent of vocational training for skill upgradation will be increased and also oriented towards market demands.

Under the Swarna Jayanti Sahari Rozgar Yojana (SJSRY) of the Government of India,



the provision of wage employment and self employment will be sought to be increased. Government of India shall be moved to restructure the scheme as a National Employment Mission. There shall also need to a component to cater to urban unemployed youth. The Community Development Societies (CDS) will be involved in activities of Urban Local Bodies to a great extent. ULBs will engage them in

community contracting arrangements in Wage Employment Schemes.

Self Help Groups will be given all support to enable poor women to improve their livelihoods. Marketing support, branding and product design improvement support will be given. Together with this an attempt will be made to establish greater credit linkages with banks and financial institutions. Special initiative on the part of the banks shall be attempted through close monitoring by District Level Bankers' Committee, Town Level Bankers' Committee, etc.

A comprehensive database of the urban poor is sought to be created and maintained. The State Government is in the process of finalizing a Poverty Reduction Strategy and Action Plan for the urban areas of the State.



Special attention shall be given on coverage of Scheduled Castes, Scheduled Tribes and Minorities under the livelihood improvement schemes and care shall be taken to ensure that there coverage is at least to the extent of their percentage amongst the BPL population of an ULB. Apart from that safai karmacharis and harijans to be given special attention for their overall livelihood improvement and economic activities.

Improvement in Health, Education and Social Security :

Health : Reproductive and Child Health programme was hitherto functioning in 63 ULBs. During the Eleventh Plan period this shall be extended to remaining 63 Urban Local Bodies with State budgetary support. Door to door community health programme for women and children will be delivered. An Urban Health Policy will be finalized in consultation with the Health Department. Promotive and Preventive Health care will be stressed. There is necessity for having an Urban Health Mission to address the urban health component. The targets during the Eleventh Plan period are shown in the Table below:

Table 1

Parameter	Present status (SRS 2005)	11th Plan Target
IMR	31	17
MMR	NA	50
TFR	2.3	1.6
Malnutrition(<3)	NA	23%
Anaemia(15-49)	NA	30%
Sex Ratio	NA	975
Institutional Delivery	76.5%	100%
Fully immunised children	70.3%	100%
3 Ante Natal check ups	87.3%	100%



Education : Urban Local Bodies will carry out education support programmes of the State Governments Education Departments within their area. The Ward Level Education Committees will be strengthened through capacity building exercises. All learners will be covered under Mid-day Meal Programmes. At present Shishu Shiksha Kendras have been opened in 66 ULBs. Remaining Urban Local Bodies shall open these supplementary primary education schools during the Eleventh Plan period. Neighbourhood Groups (NHG), Neighbourhood Committees (NHC) and the apex Community Development Societies (CDS) will be closely involved in implementation of Health and Education programmes. The three main targets in education during the Eleventh Plan period shall be :



- To bring down drop out rate < 30%
- To increase literacy > 92%
- To increase enrollment ~ 100%

Development of Minorities : The Departments will make special endeavour to reduce the social and economic vulnerabilities of minority groups residing in the urban areas. Benefits of schemes shall be targeted so that the percentage of minority beneficiaries is at least equal to or more than the percentage of minorities among Below Poverty Line population of each Urban Local Body. Slum development works will be adequately covered in minority areas. Adequate coverage of minority population under the housing, livelihood, health and education schemes shall be ensured.



14. FISCAL DISCIPLINE, TRANSPARENCY AND ACCOUNTABILITY

The State Government shall endeavour to develop systems in the Urban Local Bodies and Development Authorities which will ensure fiscal discipline, transparency and accountability. The main initiatives contemplated are as follows:

- **Double Entry Accrual Based Accounting** : The West Bengal Municipal Act and Rules has been amended to introduce double entry accrual accounting in the Municipal Bodies. The Urban Local Bodies in KMA have already switched over to the new system. The rest of the ULBs are in the process of switching over within this financial year. The new system has been instrumental in bringing about greater fiscal discipline and transparency in the Urban Local bodies.



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- **Municipal Accounts Committee** : All Urban Local Bodies will form a Municipal Accounts Committee preferably chaired by the leader of the opposition. The Committees will be activated by building up their capacities and issuance of guidelines. This will provide for financial oversight to the Municipal activities.
- **Internal Audit** : Internal Audit system will be introduced in all Municipal Bodies to bring about greater financial discipline.
- **Accounts Statement** : Accounts Statements are being placed before Ward Committees in every six months. This will bring about greater transparency and accountability.
- **E-governance** : Urban Local Bodies in KMA are moving to an e-governance system for disposal of work. This will be operationalised within the next two years. Other ULBs will also be taken up. This is expected to lead to greater transparency.

14. STAKEHOLDER PARTICIPATION AND IMPROVED SERVICE DELIVERY

Municipal services will have to be more accountable and responsive to the needs of the citizen. The participatory processes will be strengthened during the Plan Period.

The approach of the State Government will be to ensure greater participation of stakeholders in all development work so that ownership is inculcated and efficiency of service delivery improves. Ward Committees will be the fulcrum of citizen involvement and they will strive to include the voices of citizens while rendering different services. The representation and participation of members of Community Development Society in Ward Committees have been made mandatory and it is expected that the Eleventh Plan period will see the poor women in the CDS set up articulate their needs and opinions.

The Draft Development Plan procedure involves extensive consultation with all citizens for problem identification and plan prioritization. Focus Group Discussions with stakeholder



groups on specific aspects of the Plan is also mandatory. The Plan has to go through an extensive public validation before it is finalized. This intensive and extensive plan formulation procedure is expected to make the Plans inclusive, reflect the voices of all citizens and make all citizens own the Plan.

All Urban Local Bodies shall publish Citizen's Charters laying down the standards and quality of services they will deliver. This will lead to greater responsiveness of the ULBs. This has already been done in forty Urban Local bodies. The remaining ULBs shall complete the process during the current year.

E-governance systems being introduced in the KMA ULBs are expected to have a great impact in improving efficiency and service delivery.

An assessment of citizen's satisfaction has been done for forty ULBs in KMA. This helps in pointing out areas where ULBs need to improve their services. This exercise will be taken up at periodic intervals.

An effective grievance redressal system will be put in place in all Urban Local Bodies during this Plan period so that citizens can get their complaints addressed promptly.

15. IMPROVEMENT OF FINANCIAL HEALTH

A major drive will be taken up during the Eleventh Plan period to improve the financial health of the Urban Local Bodies. Augmentation of both Tax and Non Tax revenue will be the focus. Switching over to the Unit Area based property tax system shall be taken up in all ULBs in a gradual manner. It will be attempted in Kolkata Municipal Corporation area to begin with and will be followed in other Urban Local Bodies in a phased manner.

Levy of user charges for recovering Operation and Maintenance costs will be introduced by the Urban Local bodies. Objective shall be to achieve full cost recovery by end of 11th Plan Period while protecting the interest of the urban poor and without subjecting them to any undue hardship. Private sector management in Water supply and Solid Waste Management will also be explored.



Better asset management by Urban Local Bodies will be ensured and land will be used for generating resources. Urban Local Bodies will be credit rated so that they can access the capital market. To support Urban Local Bodies in accessing market funds, a West Bengal Municipal Development Fund will be created.

16. PPP INITIATIVES

One of the major thrust areas during the Eleventh Plan period will be to take up more projects and delivery of services under Private Public Partnership arrangements so as to combine public objectives with private sector efficiency. The resource gap can also be bridged effectively while bringing about improved management.

The Government has already laid down the PPP Policy. Several Projects have already been taken up by various Development Authorities in areas like housing, commercial projects, area development schemes and new townships. However PPP projects in core infrastructure projects have been lacking so far. The Departments will promote an enhanced role for the private sector in development and management of urban infrastructure. A Joint Sector Company has been set up by the State Government to support ULBs in preparing projects that could be considered under Private Public Partnership.

17. ISSUES TO BE ADDRESSED

The ambitious approach of the State Government for the urban sector during the Eleventh Five Year Plan will, however, need resolution of some issues to ensure that the targets are duly achieved within the given timeframe.

Finance :

While JNNURM will be an important source for creating the infrastructure in general and also for the slum including slum houses, the issue of finding adequate resources by State/ULBs to fulfill the investment needs will be a key factor. The JNNURM Projects will need 50-65% funding from the State Government/ULBs. State budgetary sources, use of land as resources, augmentation of revenue by the Development Authorities and ULBs and market funds would be resorted to find the matching requirements. The allocation of JNNURM for West Bengal is Rs. 5690 crores. Projects for Rs. 2813.08 have already been sanctioned. Projects in the pipeline are worth Rs. 1500 crores. Besides, a Mass Rapid Transport Project of Rs. 3245 crores is also being taken up.



Another issue relates to the limited availability of funding under UIDSSMT and IHSDP. With the inadequate allocation, the needs of Non-Mission Towns i.e. towns other than KMA and Asansol Urban Area will be difficult to meet. Government of India will be approached to step up the allocation under UIDSSMT and IHSDP for the Non-Mission Towns.

Since the existing infrastructure in most ULBs is inadequate to meet the requirements of new growth, unless resources are augmented or other funding is found, these areas will continue to lack basic amenities.

Possible sources of funding :

The Departments have identified the following as possible sources of funding for meeting the investment needs:

- ▼ Enhancement in State Fund Allocations
- ▼ Market borrowing (need credit ratings)
- ▼ External funding
- ▼ Enhancement of resources of Development Authorities/ ULBs
- ▼ Land as resource
- ▼ Development fees, tax and non-tax revenues (major problem: non payment of taxes by State and Central Government)
- ▼ Private sector participation in infrastructure and services (problem: lack of interest due to low return on capital)
- ▼ Incentivisation of ULBs to augment resources (subsidies to urban poor necessary)

Human Resources :

Both Development Authorities and ULBs need proper skilled human resources to carry out the increasing responsibilities thrust on them. There is a need for strengthening administrative support. Requisite planning, technical and financial personnel are required to be placed with the ULBs to enable them to carry out the assigned functions effectively. A proper cadre of officers is required in the municipal administration. Already a cadre of Executive Officers is under finalization. Similar cadre for Planning, Finance and Engineering Personnel would also be considered. Skill upgradation of existing officials would be given priority and taken up on a regular basis through appropriate training.



The organizational capacity of ULBs is required to be upgraded by improved design and hardware support. The capacity of the Community Development Societies and Thrift and Credit Groups also need to be built up. During the Eleventh Plan period it is proposed to restructure the District Urban Development Agency (DUDA) so that they can act as the coordinating, monitoring and evaluating agency at District level. It is also proposed to reorient and strengthen the Directorate of Local Bodies (DLB), State Urban Development Agency (SUDA) and Institute of Local Government and Urban Studies (ILGUS).

Together with strengthening of the Administrative set-up, the strengthening of representative bodies and community based organizations will be taken up. Ward Committees will be given new responsibilities and their capacity will be built up. Community Development Societies shall be integrated into the service delivery system of the Urban Local Bodies and will be involved in municipal functioning.

Management Issues :

The State Government will strive to see that the Development Authorities and Urban Local Bodies work in tandem and do not overlap in activities. Introduction of comprehensive e-governance system in ULBs is expected to lead to managerial efficiency. There is also need for greater coordination amongst departments and agencies involved in projects in the urban areas. There is also need for greater commitment from ULBs. Kolkata Metropolitan Planning Committee would play a more proactive role. The decisions of KMPC should be binding on all Departments and agencies and they take up their projects and programmes within the overall strategy and action plan formulated by the KMPC. Similarly, at the District Level, the District Planning Committee and its Urban Sub-Committee should play a proactive role and bring in close coordination between the projects taken up in rural and urban areas.

18. CONCLUSION

The Departments of Urban Development and Municipal Affairs are committed to carry out the agenda outlined in this paper. No doubt, the task will be difficult and painstaking. To fulfill the commitments, it will be necessary for the State to support the Departments by enhancing the plan allocations, securing external funding for meeting investment needs of the non-JNNURM towns, providing additional State budgetary support for JNNURM projects and supporting the capacity building exercises for Development Authorities and Urban Local Bodies. Simultaneously, it will need an all out effort and strong commitment on the part of the Urban Local Bodies to step up their performances.

It is hoped that the implementation of the approach explained above will accelerate growth and development of the State and fulfill the aspirations of the urban residents.



DEPARTMENT OF MUNICIPAL AFFAIRS
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GOVERNMENT OF WEST BENGAL