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INTRODUCTION

Introductory Note by Chairman

In the perspective of 25 years the first Five-year Draft Development Plan (DDP) the Nabadwip Municipality is prepared. The West Bengal Municipal Act 1993 intended all Municipalities to formulate DDP for five-year and once every five years. Preparation of DDP is not a single time exercise but to be improved upon continuously. The projects proposed in the DDP are as heuristic as possible which is prepared through involving all segments of people. I am optimistically expecting that the plans are implementable. Nabadwip Municipality has to take the initiative for financial, human resource development and delivery skills. There might be some gaps in socio-economic and infrastructure data sets which could not be entirely addressed through the surveys conducted, which resulting on a major emphasis on the use of secondary data, and sometime absolutely non availability of appropriate data.

I am glad that the DDP document is made available to the public for their valuable suggestions and comments. The document is kept in specified locations for all citizens to review the Plan and give their feedback. The locations are already notified and all citizens are requested to access the DDP document and give their feedback. Feedbacks can be given in forms that are available with all the Councilors, Ward Committee members and at locations where the DDPs were kept for public validation. All comments, observations and feedback have been examined by the DPG and incorporated in the DDP as deemed appropriate.

Chairman

Nabadwip Municipality

The Draft Development Plan (DDP)

The West Bengal Municipal Act 1993 & subsequent Amendment in the year 1998 has set to be in the state to prepare Draft Development Plans (DDP) covering a period of five years in the perspective of 25 years and that addresses a range of municipal functions as laid down in the Act. These assist the process of preparing the DDP guidelines have been provided by the Kolkata Urban Services of the Poor (KUSP) formed by a special Statute by the Government of West Bengal. KUSP generally provided three key staff – an Urban Planner, an Assistant Financial Coordinator and an IT coordinator. The Nabadwip municipality has been undergoing the process of preparing first generation 5-year Draft Development Plans (DDP).

The guiding principles followed for the preparation of DDP are:

- The DDP is a useful instrument for the ULBs for integrated planning and guiding balanced development. The DDP seeks to integrate and balance:
- Needs of various sectors of ULBs functions (basic infrastructure services, primary health, public health, organizational requirements, etc.)
- Needs of different stakeholders (different income and consumer segments, residents across different wards, etc.)
- Financial resources potentially available from all sources with requirements
- Organizational capacity with requirements
- Capital investments versus requirements for improved operations and maintenance
- DDP addresses the entire mandate of the ULBs and avail of the entire basket of financial resources available to them.
- The Act requires ULBs to prepare DDP for five-year tenure, i.e. once every five years. Therefore, the preparation of DDP is not a onetime exercise and thus can be continuously improved upon.

- The plans and projects proposed in the DDP are realistic and implementable, and yet require the ULB to stretch its financial, human resource and delivery capabilities.
- Every stage of the DDP preparation process seeks participation by stakeholders. The process believes that stakeholders are aware of their 'own' problems and issues, and bring an understanding of possible solutions based on intuition and experience. The process backs up such participation with technical analysis and expertise in the process of preparation of the various plans.
- The process of preparation of the DDP is transparent and the document is available to all. Thus, the ULB commits itself to deliver the stated plan and empowers the citizens to participate in the implementation of the plan.

For the purpose of preparing the DDP, the areas of planning have been categorized into 3 components, and divided into 13 sub-components.

The overview of the Components and their development objectives as approved in the Board of Councilors' Meeting.

The Nabadwip Municipality has undertaken a rigorous & serious phase of planning to prepare the Draft Development Plan (DDP) for the next five year. The KUSP guidelines were diligently followed.

Formulation of DDP has gone through various stages and in each stage there were some steps have been followed by the concerned groups.

STAGE 1

STEP-1

⇨ Introducing the DDP in Nabadwip Municipality

STEP-2

⇨ Constituting DDP Policy Group (DPG) in Nabadwip Municipality

STEP-3

⇨ Constituting DDP Technical Groups (DTGs) in Nabadwip Municipality

STEP-4

- ⇨ Conducting Planning Workshop in Nabadwip Municipality for DDP preparation

STAGE 2

STEP-1

- ⇨ Formulation of Municipal Vision and Finalization of Development Objectives for each component
- ⇨ Orientation and Sensitization Workshops in all the Wards
- ⇨ Problem Identification Workshops in all the Wards

STAGE 3

- ⇨ Preparation of the DDP

GUIDING PRINCIPLES FOR THE PREPARATION OF DDP:

It is an instrument for integrated planning and guiding balanced development.

It seeks to integrate and balance:

- Needs of various sectors of ULBs functions
- Needs of different stakeholders
- Financial resources potentially available from all sources with requirements
- Organizational capacity with requirements
- Capital investments versus requirements for improved operations and maintenance

Every stage of the DDP preparation process seeks participation by stakeholders.

The process of preparation of the DDP was transparent and the document is available to all. Nabadwip ULB commits itself to deliver the stated plan and empowers the citizens to participate in the implementation of the plan.

While preparing this DDP, it is important to note that there are likely to be some imperfections in the overall development plans. In recognizing these imperfections, the DDP focused more on the process of preparation of the plans that address short to medium term problems. In addition, the emphasis was on identifying and prioritizing issues in a participatory manner. The important features in the process include:

- Participation by and consultation with the widest range of stakeholders, building on existing grass root structures such as Ward Committees, NHG, NHC and CDS
- Explicit attempts to assess socio-economic needs, especially of the poorest groups living in formal and informal settlements
- Transparent system for prioritization of issues
- Matching plans to projected resources. Financial projections are realistic and affordable, from predictable funding streams.

AREAS OF PLANNING

For the purpose of preparing the DDP, the areas of planning have been categorized into 3 components, and its sub-components.

COMPONENT 1: INFRASTRUCTURE, LAND USE AND ENVIRONMENT DEVELOPMENT

Sub-component 1.1: Slum Infrastructure

- Water Supply
- Sanitation
- Solid Waste Management
- Local drainage
- Access Roads, with adequate street lighting
- Social Infrastructure (e.g. for health, community spaces)

Sub-component 1.2: Intra-municipal Infrastructure

- Water Supply
- Sanitation
- Solid Waste Management
- Area level storm water drainage
- Roads, bridges and traffic management
- Social Infrastructure (e.g. health, education, parks & gardens)
- Markets, Public conveniences

Sub-component 1.3: Trans-municipal Infrastructure

- Water treatment and transmission
- Treatment of sewerage, and area drainage
- Solid waste disposal
- Roads, bridges and traffic management
- Social Infrastructure (e.g. health, education, sports, recreation)

Sub-component 1.4: Environment

- Ambient Air Quality including Noise
- Land contamination
- Water quality of sources like streams, rivers, ponds and lakes
- Biological Diversity – Flora and Fauna, Green cover
- Built and Cultural Heritage

Sub-component 1.5: Land Use Development

- Zoning and development
- Land required for healthcare, education, recreation and public utilities
- Schemes for development and use of land
- Resettlement and rehabilitation of potential evictees from informal settlements

COMPONENT 2: SOCIAL AND LIVELIHOOD DEVELOPMENT

Sub-component 2.1: Livelihood and Poverty

- Schemes and programs related to poverty alleviation and livelihoods improvement

Sub-component 2.2: Local Economic Development

- Regulations related to licensing, taxes and levies on business establishments
- Support to local trade and business associations
- Infrastructure (e.g. markets)

Sub-component 2.3: Healthcare

- Delivery of primary healthcare services
- Delivery of preventive healthcare, disease prevention and public health programs

Sub-component 2.4: Education

- Primary education
- Literacy

COMPONENT 3: MUNICIPAL INSTITUTIONAL STRENGTHENING

Sub-component 3.1: Organization Development

- Organization Structure
- Staffing pattern and job descriptions
- Training and capacity building

Sub-component 3.2: Process and Systems Improvement

- Accounting Systems and Processes
- Procurement Systems and Processes
- Personnel Systems and Processes

Sub-component 3.3: Citizen Interface

- Grievance redressal system, Citizens charter
- Information dissemination and transparency

Sub-component 3.4: Financial

- Revenue improvement, including cost recovery
- Expenditure and asset management
- Long-term financial planning – capital and revenue incomes and expenditures
- Public-private partnerships

DDP PREPARATION GROUPS

Two groups were constituted at municipality level for the DDP preparation process.

These are:

DDP Policy Group (DPG): The DPG provided policy guidance and strategic support for the preparation and implementation of the DDP and coordinated with higher levels of government.

- **Three DDP Technical Groups (DTGs):** The DTGs were responsible for preparing the project proposals and plans for each of the sub-components of the DDP, with the overall guidance from the DPG. Three DTGs were formed for the 3 main components of the DDP.

Three DTGs formed are:

DTG 1: This group will focus on Component 1 (Infrastructure, Land Use and Environment Development)

DTG 2: This group will focus on Component 2 (Social and Livelihood Development)

DTG 3: This group will focus on Component 3 (Municipal Institutional Strengthening)

Vision

The Nabadwip municipality envisioned to uplift socio-economic status of the people provides basic services, create options of economic-development and health, encourage active participation, enrich the cultural heritage, enhance the greenery and arrive at the sustainable development which would be environment and eco friendly.

THE PROCESS OF PLAN PREPARATION

The process of preparation of plans for individual sub-components can broadly be divided into 2 phases.

These are:

- **Situation Assessment Phase** and
- **Planning Phase**.

The **Situation Assessment Phase** can be broken down to the following tasks:

Task 1: Technical Analysis

Under this task, Nabadwip Municipality undertook various technical surveys and reviews as required for a specific Sub-Component in order to assess the current status of services, municipal assets and institutional capacity. Municipalities also reviewed relevant studies and reports which were made available through agencies such as KUSP.

Task 2: Citizen Feedback

Under this task, the Municipality held, primarily, two sets of consultations. These are as follows:

Ward Level Consultations

The individual DTGs organized Ward Level Workshops in order to obtain feedback on deficiencies and issues at a ward level for all the sub-components.

Ward Committees were provided format to submit their proposals. The proposals were addressed to the Chairman of the Municipality.

Inputs from other Stakeholder groups:

This involved focused group discussions with specific stakeholder groups such as local trade associations, slum dwellers, municipal staff etc. to obtain feedback on issues and problems.

Task 3: Workshop on Technical Analysis and Citizens' Feedback

DTG1, DTG2 and DTG3 conducted separate workshops with the DPG to present their findings from the Technical Analysis and Citizens' Feedback.

The objective for each of the three workshops is to obtain consensus on the priority areas which was taken up for preparation of project proposals for each of the Sub-Components.

Task 4: Options for addressing deficiencies and issues

Once a consensus was reached on the areas for planning, options were evaluated by each DTG for addressing the issues identified for each Sub-Component during the Situation Assessment Phase. Based on these evaluations, a single option was identified by the DTGs for each issue and was taken up for preparing a project proposal in task 5.

Task 5: Prepare Project Proposals

Based on the option selected in Task 4, a project proposal was prepared for each issue for all Sub-Components. Project Proposals submitted by the Ward Committees were also considered at this stage.

Once the Project Proposals were prepared for each Sub-Component, they were prioritized within the Sub-Component. The prioritization of project proposals for each sub-component was done in a workshop by the respective DTG.

Quality Assurance

Quality Assurance checklists were used during preparation of plans under each Sub-Component of the DDP.

DETAILS OF PLAN COMPONENTS

COMPONENT 1: INFRASTRUCTURE, LAND USE AND ENVIRONMENT

MANAGEMENT

SLUM INFRASTRUTURE IMPROVEMENT PLAN

The Slum Infrastructure sub-component of the DDP refers to the 'in-slum' infrastructure development and providing linkages of the infrastructure within slums with the main municipal networks in the ULB. It also aims at providing basic minimum services to the informal squatter settlements that include seasonal migrants, recent migrants, street children, rag pickers, etc.

Sub-Component-1.1

The development objective of Slum infrastructure Improvement Plan:-

- To provide basic infrastructure in all slums in order improve the standard of living of the people.
- To provide good quality drinking water to the slum people.
- To provide proper sanitation for individual and also to provide community latrine to maintain pollution free environment.
- To provide housing infrastructure.
- To identify water-logged areas and solve the problem by providing proper drainage system.
- To provide basic health facilities e.g. Immunization etc. to all slum dweller.
- To enhance literacy among the people.
- To improve street light network.
- To ensure community participation in construction, operation and maintenance to infrastructure by creating awareness among the slum dwellers.

INTRA-MUNICIPAL INFRASTRUCTURE IMPROVEMENT PLAN

The Intra-municipal infrastructure sub-component of the DDP refers to planning for infrastructure projects entirely located within the ULB boundaries. Intra-municipal projects are those that benefit a large number of citizens within the ULB. The purpose of preparation of this plan are to provide a realistic and time-bound plan for prioritized ULB-

level infrastructure projects to be implemented in the 5 year DDP tenure; to arrive at this shelf of projects through a technically sound, participatory and transparent process; develop a shelf of projects which the ULB may finance through its own sources, government grants, borrowings or public-private partnerships; and to initiative a set of improvement initiatives in operations and maintenance of municipal assets.

Sub-component 1.2

The Development objectives of Intra-Municipal infrastructure improvement plan:-

- To provide adequate piped water supply to all residents.
- To improve the Solid waste management.
- To enhance proper drainage in areas of the Municipality to avoid water logging.
- To maintain all drainage out falls.
- To convert all municipal kutcha roads to pucca roads.
- To create and conserve open parks and playgrounds to give the children of our municipality area a clean and safe open space to play and also to provide greenery inside the municipal
- Modernization of road signal
- To provide a Fire Station.

TRANS-MUNICIPAL INFRASTUCTURE LINKAGES PLAN

The importance of trans-municipal linkages is particularly relevant in the context of economies of scale and brings in specialized planning requirements and technical skills for managing network infrastructure. Such network infrastructure is referred to as trans-municipal infrastructure. The purpose of planning for trans-municipal infrastructure linkages is to identify trans-municipal linkages that will help service needs of the ULB over the 5 year DDP tenure and beyond; to arrive at a list of infrastructure service proposals through a participatory and transparent process; to make case for increased allocation/priority for existing projects and or accelerated completion of planned projects by concerned agencies; take feedback into their subcomponent plans.

Sub-component 1.3

The Development objectives of Trans Municipal Infrastructure Linkages Plan:-

- To construct a bridge over the Bhagirathi River
- To construct a solid waste ground with help of Panchayat.
- To construct road for communication with rural area.

LAND USE DEVELOPMENT PLAN

Land is a scarce resource and the most important natural resource in a municipality. The relevance of land use planning assumes all the more significance due to increasing pressure of urbanization. The purpose of land use planning is to regulate the use of land to prevent misuse, overuse and abuse of this resource. Thus land use planning is mainly done for meeting the consumption needs of growing population by efficiently using the resource, by identifying the prospective uses of land, conservation and development of land and devising suitable regulatory control over development.

Development objectives for Land Use Development Plan

1 Theme 1- Making land available

- Making available adequate land at appropriate locations for all municipal services
- Providing land for healthcare services, education and recreation according to the norms proposed in UDPFI guidelines and for requirement of all other sub component plans of the DDP.
- Making available adequate land for transport infrastructure such as roads, parking, bus depots, jetties, and modal interchanges.

2 Theme 2 – Development of municipal owned land

- Enhance condition of living in the congested or densely populated areas of the municipality through redevelopment of such areas.
- Planning new areas of human settlement through new development schemes.
- Regular maintenance of public squares, parks, garden or recreation areas.
- Improving the surrounding/environment of the Municipality by initiating projects for beautification and landscaping.

- Resettlement and rehabilitation of squatter settlements and providing basic amenities such that there is an overall improvement of the quality of life of the excluded and marginalized section of the population.

3 Theme 3 – Regulatory controls on development of area under the jurisdiction of the ULB.

Provide Adequate Regulatory Measures For Unauthorized Street Encroachments And Buildings Which Are Unfit For Human Habitation.

Take Adequate Measures For Old, Dilapidated Buildings Which Are Unsafe For Human Habitation And For The Neighborhood.

Providing Regulatory Framework For Disaster Prone Areas, Filling Up Of In-Sanitary Water Courses, Filling Up Of Tanks Etc.

ENVIRONMENT MANAGEMENT PLAN

An Environment Management Plan is important to the municipality because it is very closely linked to the economy, infrastructure, productivity, poverty and environmental health of the people. Environmental degradation in a ULB affects mostly, the poor and other vulnerable groups and many of the environmental damages that are caused are of an irreversible nature. Environmental projects are those that benefit a large number of citizens within the ULB, typically their benefits extending beyond limited number of colonies / slums or settlements. Environment does not follow any administrative boundaries. Nevertheless projects or services selected in the environment plan are typically confined to the boundaries of the ULBs, and will indicate trans-municipal implications where relevant.

Sub.-component 1.4

The Development objectives of Environment Management Plan:-

- To identify the basic environmental problems
- To monitor regularly the environmental parameters and to undertake continuous measures for protection from any adverse effects.
- To create a sustainable and citizen friendly environment with more green over.
- Protecting the wetlands from pollution.
- To collect, dump and treat solid wastes in a scientific manner.
- To constitute disaster management team.
- To aware the people on global warming.

COMPONENT 2: SOCIAL AND LIVELIHOODS DEVELOPMENT

LIVELIHOODS AND POVERTY ALLEVIATION PLAN

Development objectives for Livelihoods and Poverty Alleviation Plan

Sub-com-2.1

Objectives for Livelihoods and Poverty Alleviation Plan:-

- Strengthening and improving existing institutional and community structures in the ULB through the various Govt programs such a SJSRY, PMRY, SSA etc. and increase the network of CDS, NHC, NHG, DWCUA to avail these opportunities for Poverty Alleviation and Livelihood Promotion.
- Enhancing UPE Cell to increase the effectiveness of various government plans.
- Planning livelihood program for the homeless, shelter less who does not receive benefit from existing Govt. schemes.

LOCAL ECONOMIC DEVELOPMENT PLAN

Development objectives for Local Economic Development Plan

- Identify the various problems of local trade and provide basic services to individuals/groups with low-cost modern technology for the development.
- Strengthening the role of ULB to link both organized and unorganized sector with different schemes.
- Creating an enabling environment to develop the interest of people to use local resources and existing infrastructure for their economic development.

HEALTHCARE SERVICES DELIVERY PLAN

Development objectives for Health Care Delivery Improvement Plan

- Minimizing gap between health services provided by health unit of Nabadwip Municipality and the actual requirement of health services by the people.
- Strengthening and developing Health Management Information System

- Enhancing opportunities for public private partnerships for better health care service.
- Establishment of strong referral service through better coordination with district/state Govt. hospitals.
- Enhance involvement of community groups especially the CDS/NHGs to improve the health care services by way of participatory maintenance and monitoring.
- Increased knowledge among the adolescents on general and sexual health through effective awareness program.
- Increased accessibility and availability of family welfare services for permanent and temporary methods of birth control.

PRIMARY EDUCATION IMPROVEMENT PLAN

Objectives for Primary Education Improvement Plan

- Enrich better performance of primary schools, by engaging the skill of teaching and non-teaching staff.
- Ensured Govt. supports for the up gradation of the primary schools within the municipal area.
- Achieving 100% enrolment of the primary schools in the next five years.
- Build healthy relationship among the parents, teachers and students.
- Encourage Community Involvement in the monitoring of the primary schools.
- Accelerate Public Private Partnership in operation and maintenance of the schools.
- Ensure for increasing the literacy rate through SSK program within the municipal area.

COMPONENT 3: MUNICIPAL INSTITUTIONAL STRENGTHENING PLAN

ORGANIZATION DEVELOPMENT PLAN

The OD Plan covers the governance, organization and manpower issues of the Nabadwip ULB. Training needs and capacity building requirements of the existing staff of the municipality were assessed. The objective is to strengthen the existing structure of the ULB and to augment the capacity of its human resources.

The OD Plan covers the following aspects of Organization Development

Theme 1 - Governance

Theme 2 - Organization structure and manpower planning

Theme 3 - Training needs assessment and capacity building.

Development Objectives for Organization Development Plan.

Governance

- Bring transparency in governance of the ULB by decentralization of power & functions along with financial power and liabilities amongst the Municipal Standing Committee.
- Strengthen the Accounts Committee with all available inputs for proper & systematic maintenance of accounts & throw the relative impact on all departments of the ULB.
- Accelerate the activities of the Ward Committees by giving thrust for intensive interaction with the citizens for proper preparation of development scheme.

Organization structure & Manpower

- Utilization of Manpower strength of the ULB in streamlined way so as to impart proper and speedy municipal service to the general public.
- Entrustment of more power along with duties to the Ward Committees to get better feedback for effective municipal development & collection of revenues.
- Speeding up organizational work through introduction of economic media e.g. Computer & e-governance etc.
- Bring transparency in activities of the management of ULB & impart the sense of accountability in the Municipal Organization.

Skill Development & Capacity Building

- Increase the skill of the employees with proper training in their respective sphere along with training in computer education for speeding up the overall function of the ULB.

INTERNAL PROCESS AND SYSTEMS IMPROVEMENT PLAN

A ‘system’ is an organized and coordinated mechanism for undertaking various processes. A ‘process’ is a series of activities related to a specific function. Process and Systems are at the core of any institution and form an important part in the overall municipal governance. Quality process and systems will better enable the Nabadwip ULB in delivering its obligations towards service delivery. The Internal Process and Systems Improvement Plan is prepared for the specific processes as municipal systems e.g. accounting systems, budgeting systems, grievance redressal, solid waste collection, etc

Development Objectives for Internal Process and Systems Improvement Plan

A) Internal Processes

- Switching over to Double Entry Accrual Based Accounting System with a view to prepare an Income and Expenditure Account & Balance Sheet to project the actual position of the ULB.
  Proper identification, comprehensive listing of all assets & evaluating the same for arriving at the actual financial status of the ULB.

B) Service Delivery

- Providing proper information regarding the inflow & outflow of finance to the Management in order to assist them in making suitable decision.
- Considering sophisticate measurement regarding solid waste management and take measures for producing bio-fertilizers.

CITIZEN INTERFACE PLAN

The Citizen Interface Plan of the DDP refers to planning for improvement in areas of contact the Nabadwip ULB has with its citizens, enabling citizens to participate in planning and development, understanding and meeting expectations of citizens, and facilitating citizens to play a role in delivery of services where ever possible. Strengthening Ward Committees (WCs) and achieving higher levels of integration of the WCs in the ULB’s functioning is key element of this plan.

Development objectives for Citizen Interface Plan

- Ward Committees are to be empowered in collecting specific user charges/Fees against services provided by them.
- To create awareness amongst the citizens regarding the service rendered by the ULB & motivate them to realize their rightful demands from the ULB with proper procedure.
- To create sense of accountability in the minds of the Municipal Staff for rendering proper basic municipal services within schedule time as enshrined in Citizens' Charter.
- To introduce a Public Grievance Redressed Cell in the ULB & take effective step for rendering the grievances of the citizens.
- To motivate the citizens, NGOs, Local Clubs, Social Workers & Local Representatives for extending their valuable advice for preparation of all out developmental projects.
- To take step for formation of an internal monitoring cell to ascertain quantum & quality of municipal service being provided to the citizens & take effective measures for rectifying the gap.

FINANCIAL PLAN

Government of West Bengal's fiscal situation limits the potential for large increases in financial support from the state government to ULBs in the future. The demand for better service delivery by ULBs has been increasing due to rapid urbanization and increase in urban population

Development objectives of FP and relevance to it to the ULB

1. Have a long term financial plan to make Nabadwip Municipality self sufficient and servant.
2. Undertake measures to increase (i) The share property Tax income considerably and to enhance collection efficiency for property Tax and (ii) To increase share of Non Tax revenue to total revenue income.

3. Levy under charges on services e.g. W/S. Solid waste collection to achieve full cost recovery to all operating cost over 5 years period.
4. Avoid wasteful expenditure in all areas of operation by better financial control competitive, bidding and planning.
5. Identify assets of Nabadwip Municipality that can be used commercially and can be leased for rental income.