

**Planning Commission
(State Plans Division)**

Subject: Report of Performance review of flagship programmes implemented in the state of West Bengal

SUMMARY

Adviser (SP-WB) and Director (SP-WB) visited West Bengal during 4th -7th November 2009 to review the implementation of Flagship programmes. They had field visits in the Nadia district to see the on site implementation of programmes. They also talked to beneficiaries and stakeholders besides district level officers. They also had discussions with Concerned Principal Secretaries/Secretaries of State Govt on 6th November at Kolkata.

(1) **General:** It was mentioned that certain border areas/ hill areas and district affected by Left Wing Extremism (LWE), the normal programmes including flagship programmes face implementation problems as staff are unwilling to work due to unsatisfactory working/living conditions. These areas need to have certain incentive structure on the pattern of incentive available to Central Govt employees being posted in North East/ J&K etc.

(2) **National Rural Employment Generation Act ((NREGA)** (a) West Bengal faces some major constraints in implementation of NREGA due to lowest land man ratio in the country, Very high cropping intensity (more than 180%) and High and prolonged rainfall from June to October. Some alternative methods need to be devised so that people can be provided jobs during monsoon season. (b) There is a need to increase the number of financial institutions/post offices so that timely payment is made. (c) State has also demanded that material component of programme be raised from 40%.

(3) **Indira Awas Yojana (IAY)** (a) Under IAY, one major problem that is faced is non availability of homestead plot for the first category of the families, it takes time to organize plots for them (b) The problem is more acute in the area with high population densities, those located in peri-urban areas and those areas facing river erosion where non availability of land has resulted in high increase in land price, which makes it difficult to buy land within allowed limit under IAY or state scheme for the purpose.

(4) **Pradhan Mantri Gram Sadk Yojana (PMGSY)** (a) Non-availability of land and inadequate contracting capacity of the contractors are the most critical impediments in achieving 100% of targets. (b) State Government has requested that funds may be provided for maintenance of the roads to Zila Parishad after the initial period of 5 years under which contractor is responsible for maintenance.

(5) **Sarva Siksha Abhiyan (SSA)** (a) Substantial reduction in out of school children was observed. (b) There were lack of Upper Primary Schools (c) It was also informed that unit cost for school toilets is Rs.27, 650. As toilets also need foundation, tile floors, good drainage system etc; the unit cost is not sufficient. It was suggested that the unit cost be raised to Rs 40,000.

(6) **Mid Day Meal Scheme (MDMS)** (a) It was found that the allotment of fund under MDM for construction of kitchen shed seems to be inadequate in respect to the present market price. (b) Conversion cost at the rate of Rs 2.50 per school day per student needs to be increased at Rs 5.00 per school day per student

(7) National Rural Health Mission (NRHM) (a) Availability of medicines improved. But spending capacity is poor (b) Institutional delivery also improved (c) The non-availability of the lands is the major bottlenecks to construct permanent building for the Sub centre under NRHM.

(8) Accelerated Rural Water Supply Programme (ARWSP): State Government requested that in States like West Bengal where large part of areas are affected by arsenic and iron, the limit of 20% of funds for dealing with quality issues should not be insisted upon.

(9) Accelerated Irrigation Benefit Programme (a). The State Govt requested for the relaxation of the norms under the programme so that Naxal affected zones can also be included under AIBP assistance under 90 % grant pattern.

(10) Jawaharlal Nehru National Urban Renewal Mission (JNNURM) : (a) The entire burden of cost escalation should not be borne by them while implementing JNNURM. It needs to be shared. (b) The State Govt. was of the view that comprehensive water supply schemes for all towns be approved under UIDSSMT. (c) They also requested that for release of second and subsequent instalments, the power should be delegated to them. The State Govt. also requested that certain reforms be made optional such as O&M of water supply projects, and solid waste management

(11) Accelerated Power Development and Reform Programme (APDRP): (a) The State is facing problems in the availability of equipments under APDRP since the manufacturers are overburdened to supply these to different Power Utilities simultaneously for APDRP works. (b) The State is also facing an acute problem in acquisition of lands for 33/11 KV new substations.

(12) National Horticulture Mission (NHM): (a) The cost norm for most of the components is old. (b) The poor off take of PHM projects has been due to lower cost norms and assistance. (c) The staff at field level for implementation of large scale horticultural development under NHM is inadequate.

(13) National Social Assistance Programme (NSAP): (a) One difficulty that is being faced is delay in opening accounts in banks and post offices for payment of pension while implementing NSAP. (b) It was informed that there are questions about correctness of the BPL list. (c) A fresh survey/ BPL Census is needed. It was informed that there is no effective provision for sending pension at home for infirm beneficiaries.

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Undersigned (Shri Harish Chandra, Adviser (SP-WB)) along with Dr. Sharad Pant, Director (SP-WB), Planning Commission visited West Bengal to review the performance of the flagship programmes implemented in the state during 4-7 November, 2009. We reached Kolkata on 4th November, 09 at 10:15 AM and then proceeded to Krishnanagar, the headquarter of Nadia district and reached there around 1:00 PM. This district is situated on Indo Bangladesh Border and has some important centres of pilgrimage and ancient learning like Nabadwip, Santipur and Mayapur, places of historical interest like Ballal Dhipi, Battle ground of Plassey, Krishnanagar Rajbari, Birth place of Poet Krittibas at Fulia and tourist spots like Bethuadahari Forest and Ghurni. It is also known as one of the highest producer of horticultural crops in the State and also famous for its handicraft, handloom products particularly sarees. At Krishna Nagar, a meeting was held in the afternoon with the District Collector and other district level officers dealing with various flagship programmes. The progress of the flagship programmes in the district was reviewed in detail. We have visited the site of construction of overhead tank for Water Supply scheme in the Krishnanagar town being implemented under Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT), JNNURM and also visited few houses constructed under Integrated Housing and Slum Development Programme (IHSDP) of JNNURM and had discussions with the occupants who were allotted these houses to know their reactions. All of them were very happy as they could not have dream to live in such houses without the Govt support.

On 5th November, team had field visits in the district to see the implementation of ICDS, Mid Day Meal, IAY, NRHM, NREGA, PMGSY, ARWSP, NSAP and TSC programmes. Various questions were asked from the beneficiaries and the suggestions and difficulties faced in the implementation of these programmes were noted. In the evening, the team reached Gayeshpur Municipality which falls under Kolkata Municipal Development Area (KMDA) and visited the site of water supply scheme where the construction work was going on. Under the UIG component of JNNURM programme and houses constructed under Basic Services to the Urban Poor (BSUP) of JNNURM. The beneficiaries were interviewed. Team returned to Kolkata at 9:00 PM. On 6th November, a meeting was held at Planning & Development Department, Government of West Bengal along with concerned Principal Secretaries/Secretaries of State Government dealing with flagship programmes. Smt. Jaya Dasgupta, Principal Secretary (Plg & Dev), Govt of West Bengal piloted the discussions.

The concerns, issues and suggestions for improvement of programmes emerged during the discussions held in the meeting and experiences of field visits were shared with the concerned Secretaries. These are summarised programme wise in subsequent paragraphs.

It was also mentioned that certain border areas/ hill areas and district affected by LWE, the normal programmes including flagship programmes face implementation problems as staff are unwilling to work due to unsatisfactory working/living conditions. These areas need to have certain incentive structure on the pattern of incentive available to Central Govt employees being posted in North East/ J&K etc.

1 National Rural Employment Guarantee Scheme Programme

The performance under the programme is as under:

(Rs. crore)

Year	Allocation	Expenditure	Labour Budget	Employment in person days	Total Household	Per HH employment
2008-09	1550.00	940.38	1694.47	786.62	30,23,524	26
2009-10 *	2240.53	706.37	1792.40	615.35	28,38,487	22

* Up to September, 2009.

During the last year, out of 96.66 lakh households registered under NREGA, out of which about one third, i.e. 30.23 lakh applied and given employment. The average number of employment per household works out to 26 which is lower than many States. However, during the first six months of the current year (2009-10), the average number of jobs provided per household was 22 which is expected to rise substantially during the remaining part of the year. It was also mentioned that total person days generated during the current year, till September 2009, was about 73% higher than that of jobs generated during the corresponding period of the previous year. It is felt that in the current year, about 1500 lakh person days of jobs are likely to be generated and employment per household is likely to be more than 40 days per household. It was also mentioned that in many Districts, the percentage of urban area is high and also coupled with high cropping intensity due to which demand as well as scope of providing works remain limited.

It was informed that 1.01 lakh schemes were implemented during the year 2008-09, which is likely to increase by around 20% during this year. Till September 2009, as many as 34,470 numbers of schemes have been completed and another 44,480 numbers of schemes are under implementation. The main emphasis has been on water conservation, rural connectivity, afforestation, flood protection and drainage and development of individual land for more productive use of the same. Effort is also being made on convergence of NREGA with other schemes and making full utilization of the assets created for expanding livelihood of the people and generating employment opportunities over a sustained period by utilization of the assets created. With inclusion of small & marginal farmers for development of their land, there would be more scope to take up land development and irrigation & water harvesting structures as well as development of horticulture.

During the field visit at Krishnanagar block it was informed that due to less demand only 6 families have been provided 100 days of employment so far during 2009-10. The total number 2,460 job cards were made in the block. In the absence of bank branch, all the payments were made through the Post Offices. The nearest bank branch was about 5 km away. Due to limited financial capacity of the post offices both in terms of manpower and capacity of cash handling, the recipients were getting their payments after delayed period of more than 15 days which is violation of Act.

West Bengal also faces some major constraints in implementation of NREGA. These are (1) the lowest land man ratio in the country. (2) Very high cropping intensity (more than 180%) due to which farm land is not free for major period of year. (3) High and prolonged rainfall from June to October. Thus when there is demand for employment large number of families would demand so for relatively less time period, which poses problem of management of works as well as reduction in average employment generation per household. Some alternative methods need to be devised so that people can be provided jobs during monsoon season.

It was also brought to the notice that there is a lack of financial institutions/Post Offices resulting in delay in payment. Therefore, persons are forced to do the job where regular timely payment is assured. There is a need to increase the number of financial institutions/post offices so that timely payment is made.

State has also demanded that material component of programme be raised from 40%. The Standard Schedule of rates particularly of bricks is much lower than the market rate of about Rs.6000 per 1000 bricks including transport cost. This puts hindrance for Panchayats to take up connectivity within the habitations. Therefore, the regular system of upgradation of standard schedule of rates is desirable.

2. Indira Awas Yojna (IAY)

The financial performances of the programme is as under

(Rs. crore)			
Year	Allocation	Expenditure	% of expenditure
2008-09	861.52	452.40	52.63
2009-10 *	822.19	328.15	39.91

* Up to August 2009

As per household survey conducted during 2005 ,out of 113.9 lakh household 5.78 lakh (4.3%)households were houseless and another 57.3 lakh (42.7%) households lived in kuchha houses, which requires improvement. Against that target of 1,53,697 houses for the year 2008-09 under IAY 1,22,057 houses were constructed. . In the current year up to September 2009, 91,818 houses have been constructed so far against a target of constructing 2, 97,564 houses.

It was mentioned that there had been initial delay in finalizing BPL list in the permanent wait list of potential beneficiaries. Election to Panchayats in the year 2008 also slowed down the progress. The problems have been overcome substantially now. Shortfall in achievement in the previous year would be mostly covered up in the current year except in the hill district of Darjeeling.

One major problem that is faced is non availability of homestead plot for the first category of the families, it takes time to organize plots for them and as a result sometimes families with lower priority in the permanent wait list have to be provided with the assistance for construction of houses. The problem is more acute in the area with high population densities, those located in peri-urban areas and those areas facing river erosion where non availability of land has resulted in high increase in land price, which makes it difficult to buy land within allowed limit under IAY or state scheme for the purpose. Provision for bank loan up to Rs.20,000 has been made under IAY at DRI but a general apathy of bankers has made the same difficult to implement.

State Government has also demanded that the cost of IAY house be raised substantially.

3. Prime Minister Gram Sadak Yojna (PMGSY)

The financial performances of the programme are as under

(Rs crore)			
Year	Allocation	Expenditure	% of expenditure
2008-09	4650.90	2353.36	50.60
2009-10 *	2645.28	2530.43	95.66

* Up to August 2009

During the year 2008-09 against a target of constructing 2000 km of road, the achievement has been 1877 km. Number of 1000+ habitations connected had been 1314 against a target of 1704. The target of expenditure was Rs.700 crore against which the achievement was Rs.583 crore. However, this was much higher than construction of 1574 km of road and expenditure of Rs.446 crore achieved during the previous year. During the current year the target is to connect 770 habitations with population of 1000+ and to construct 2083 km of road with an expenditure of Rs.805 crore. Achievement till October has been 39 number of habitations (1000+), 397 km of roads and an expenditure of Rs.222.60 crore. However, progress of construction is picking up only from the month of November onwards, which is more suitable for taking up road construction activities. It is expected to reach the target by the end of the financial year.

Non-availability of land and inadequate contracting capacity of the contractors are the most critical impediments in achieving 100% of targets in the past. Steps have been taken for augmenting capacities of the contractors as well as implementing agencies. Prolonged rain is also a major factor in restricting the progress of construction for around five months of the year. State Government has requested that funds may be provided for maintenance of the roads to Zila Parishad after the initial period of 5 years under which contractor is responsible for maintenance.

It was suggested that DPRs for connecting remaining habitations under Bharat Nirman (rural roads component) need to be expedited soon by the State Govt and all efforts are required to be made in order to ensure that projects for which clearance have been issued by March 2009 are completed within the current year (2009-10). Works in respect of the remaining eligible habitations should be targeted for completion in 2010-11.

4. Total Sanitation Campaign (TSC)

The financial performances of the programme are as under

(Rs crore)			
Year	Allocation/Release	Expenditure	% of expenditure
2008-09	161.81	15.00	9.27
2009-10 *	9.75	28.26	289.85

* Up to August 2009

The target under TSC for State is to construct 91.81,021 household toilets, 134,981 toilets for schools, 50,630 toilets for ICDS centres and to also construct 1290 number of community toilets. By the end of the year 2008-09 as many as 61,00,433 household toilets, which is the largest component of the programme were constructed out of which 4, 48,120 numbers of toilets were constructed during the year 2008-09. During the year 2009-10 total 1,17,219 number of toilets have been constructed taking the cumulative total to 62,17,652 .Progress of construction

of toilets for schools, ICDS centres and community toilets during the year 2008-09 were 9941, 945 and 49 respectively . Construction of such facilities during the first six months of the current year have been 8156, 2434 and 23 respectively. Up to the year 2008-09 as many as 932 out of total 3351 Gram Panchayats have been awarded the Nirmal Gram Puruskar for providing access to sanitary toilets in all households and making the area free from open defecation. It was informed that progress of TSC in some of the district has not been satisfactory and all efforts are being made to improve performances of those districts.

During the field visit it was informed that previously a model with the unit cost of Rs.640 - per unit of Household Latrine was accepted. At present an upgraded model with the unit cost of Rs.2500 is being followed which gives issue to resentment among the people who got the old model. The beneficiaries are of opinion that they are ready to wait further for a better model with an even better price. There is possibility of delay in the implementation of the programme due to this attitude and there is a need to upgrade the old model constructed earlier.

It was also informed that unit cost for school toilets is Rs.27, 650. As toilets also need foundation, tile floors, good drainage system etc; the unit cost is not sufficient. It was suggested that the unit cost be raised to Rs 40,000.

It was suggested by us that State should declare time frame for becoming Nirmal State and work towards the same. The State should aim in completing schools/ anganwadi toilets by March 2010.

5. Sarva Siksha Abhiyan (SSA)

The financial performances of the programme were as under:

Year	Allocation	Expenditure	% of expenditure
2008-09	1698.73	1234.46	72.67
2009-10 *	2138.42	767.03	35.87

* Up to September, 2009

Status of enrolment and out of school children , institutional arrangement , pupil teacher ratio, status of regular teacher under SSA, status of para- teachers are as follows: (As on 31-3-2009):-

Age group	5+ to 8+	9+ to 13+	5+ to 13+
Population	79,33,247	82,02,192	1,61,35,439
Gross Enrolment	96,15,156	72,70,679	1,68,85,835
Net enrolment	785,7,857	6237757	1,40,95,614
Out of School Children	75,390	2,07,136	2,82,526
Net Enrolment Rate (NER) (%)	99.05	76.05	87.35
Gross Enrolment Rate (GER) (%)	121.20	88.64	104.65

Institutional Arrangement:-

No. of Primary education circles	726
No. of Circle Resource Center (CLRC / URC)	713
No. of Cluster Resource Center (CRC) formed	4217
No. of Village Education Committee (VEC) formed	38,254
No. of Ward Education Committee (WEC) formed	3034
No. of Primary Schools (100% Govt. funded)	49,893
No. of Upper primary Schools (Govt. / Govt. aided)	9,528

Pupil Teacher Ratio

Primary level	39.68
Upper Primary Level	55.12
Elementary Level	45.69

Status of Regular Teacher under SSA

Item	2008-09			2009-10		
	Sanctioned	Filled Up	Vacancy	Sanctioned	Filled Up	Vacancy
Upper Primary Regular Teacher	14201	10914	3287	15299	11362	3937
Regular Teacher for Newly set up upper primary schools	14700	0	14700	17028	0	17028
New Teachers for New Primary School				720	0	720

Status of Para-teacher

Item	2008-09			2009-10		
	Sanctioned	Filled Up	Vacancy	Sanctioned	Filled Up	Vacancy
Primary	25781	22065	3716	25781	22000	3781
Upper Primary	37010	32717	4293	37010	33841	3169
Total	62791	54782	8009	62791	55841	6950

Though access to primary level education is fulfilled, there is an acute shortage of upper primary schools. There is an urgent need to construct upper primary and secondary schools in the State.

The team visited schools under Sadhampara Gram Panchayat and observed that all teachers are available in school and records of teachers attendance have been checked. The school has also appointed a blind teacher as a resource person to facilitate all the schools for children with special needs. It was also informed that the district generally receives a significant amount of the allotment of budget approval during last quarter of ongoing financial year. Due to this, the district often cannot utilize its total allotment within the same financial year. The allotment if arranged to reach the District before February of the running financial year will help in better utilization of fund.

During the meeting, it was observed that due to field level problem e.g. land disputes etc there are hindrances to smooth completion of civil works. The issue of engaging teachers in primary schools was pending for a long time before Hon'ble High Court, Kolkata which has adversely affected the quality. The issue has been resolved and it was expected that vacant posts of teachers would be filled soon. During the meeting the following points were highlighted

- i. The contractual employees engaged in the project both at state and district level keeps on leaving the project for better opportunity / permanent service else where. It has affected the performances of project under different activities.
- ii. Land is not easily available for setting up of new school
- iii. Different stakeholders in grass root level, district & state level are involved in setting up of new primary & upper primary schools and the whole process takes much time for coordination among them.
- iv. Teachers are almost engaged throughout the year for continuous comprehensive evaluation and as such for in service teachers training, teachers are not finding time to undergo in service training.

The State Govt. suggested that in NPEGEL there should be a dedicated cluster coordinator with the remuneration of Rs 20001- per month approx. Girls trafficking is prevalent mainly in boarder blocks as such all border blocks may be provided with one KGBV .In all Educationally Backward Blocks (EBBs) 1 Minority blocks may be provided with KGBVs.

6. Mid-day Meal

The financial performances of the programme are as under:

(Rs crore)			
Year	Allocation	Expenditure	% of expenditure
2008-09	200.00	252.80	126.40
2009-10 *	390.00	34.15	8.76

* Up to August 2009

The cooked Mid-Day Meal Programme has gathered its desired level of momentum in the Primary Schools and other schools run by the NGOs like CLPOA, PARIYAR etc. Noticeable improvement has been done in respect of enrollment, attendance, retention and Learning Level of Children. In the last year the provision of State Budget was kept at Rs 200 crore initially and it was augmented to Rs. 309 crore finally. But only Rs. 252.79 crore was utilized.

In respect of Primary Schools the cooking cost was utilized 72.5% of its total available fund in that year and for Upper Primary School it was 50% of it. The percentage coverage of Primary and Upper Primary Schools was 90.12 and 39 respectively; the coverage of the number of students under MDM for 2008-09 at the Primary level is 93.4%. It would appear that Bankura, Uttar Dinajpur & East Medinipur district had the highest coverage.

The major problem of coverage is in the urban areas of Kolkata and other municipalities. The State Govt. has informed that the steps are being taken to increase the coverage in these areas. The total coverage targets in respect to Primary and Upper Primary schools during the current year are 76,71,009 and 36,99,311 respectively.

The team visited number of schools in Sadhanpara Gram Panchayat and inspected the

food served under Mid-day Meal Scheme. The taste of the food was satisfactory .The children were provided food everyday and were satisfied with the quality of food served in the schools. The demand of different menu for different days was made to reduce monotony.

It was found that the allotment of fund for construction of kitchen shed seems to be inadequate in respect to the present market price. Hence, there is inadequate infrastructure like kitchen sheds in the schools. It was requested that cost of utensils also needed to be increased from Rs 5,000 to Rs 10,000 where the roll strength is 300 or even more. In view of recent hike in various commodities including vegetables, condiments, Conversion cost at the rate of Rs 2.50 per school day per student needs to be increased at Rs 5.00 per school day per student and remuneration to the cooks also needs to be increased from Rs 600 per month to Rs 1,200 per month where the roll strength is not above 500.

7. Integrated Child Development Services (ICDS)

The financial performances of the programme are as under:

Year	Allocation	Expenditure	% of expenditure
2008-09	130.00	130.00	100.00
2009-10 *	150.00	41.34	27.56

(Rs crore)

* Up to August 2009

The sanctioned strength of ICDS projects is 416. Under RIDF-VIII, 717 nos. of Anganwadi Centres have already been constructed. Construction of 1707 Anganwadi Centres under RIDF-XIII and RIDF-IV are under progress. Construction of 423 nos. of Anganwadi Centres from Department For International Development (DFID) assistance under Health Sector Development Initiative (HSDI) Programme, construction of 300 centres under DFID is being taken up during 2009-10 along with other programmes.

The Supplementary Nutrition Programme (SNP) is meant for children and expectant and nursing mothers under the ICDS schemes. This scheme provides for the cost of food and other materials for children upto 6 years of age under ICDS projects as well as for pregnant and lactating mothers. The package of services includes supplementary nutrition, immunization, health check up, referral services, nutrition and health education and non-formal pre-school education through the Anganwadi Centres.

The team visited Dhublia and reviewed the ICDS programme. Under these programme, the anganwadi beneficiaries were provided boiled eggs and other nutritious food. They were satisfied with the facilities served under this programme. The regular maintenance of registers was observed. The AW Workers maintain important records (child register, child weight register and growth charts including necessary records) and update in a regular way. Formats are given to CDPOs by DPO to bring about uniformity in the district. Supervisors check the records regularly, guide the AW workers and note their comments in the visit book. The supervisors were also maintaining their respective diary. The CDPO checks up the diaries and comments regarding their activities.

8. National Rural Health Mission (NRHM)

Against the total availability of the funds of Rs.600.38 crore during the period 2005-09, the funds released were only Rs.347.88 crore. The expenditure incurred was Rs.191.17 crore. The unspent balance during the year 2008-09 was reduced to Rs.48.7 crore as compare to

Rs.84.07 crore during the pervious year. However the total unspent balance available with districts and agencies was Rs.157.02 crore. The State need to improve its systems to gear up spending capacity under NHRM.

The Health indicators of the State are relatively better. The MMR was 141, IMR was 35. The State has already achieved TFR of 1.9 against the NRHM target of 2.1.

The State has taken a decision to place second ANM in all the sub-centres. In the first batch of 3527 selected ANM, 2751 have passed the final exam and engaged in respective sub-centres. In the second batch final exam has been held in respect of 969 candidates and they would be deployed soon. In third batch 3010 have been selected and they would be deployed in September 2010. Fourth batch of 1285 ANM would start their training from 30th October 2009.

To fill up the vacant post of Specialists and GDMOs, contractual appointment through walk-in-interview has been permitted. Out of 157 specialists and 201 GDMOs initially engaged only 29 specialists and 28 GDMOs are in position. It is learned that the scale of the payment is not attractive; therefore, GDMOs are not continuing were longer period.

It was informed that meeting of State & District Health Mission have been held regularly. Meetings of State Health Mission were conducted three times and that of District Health Mission were conducted two hundred forty seven times. Merger of societies is completed in eighteen districts. 13312 VHSCs have been constituted & 6670 Joint Accounts have been operationalized. Rogi Kalyan Samities are operational at 15 DH, 346 CHCs & 921 PHCs . Out of 19 districts, 18 districts have started developing their own IDHAP.

It was also informed that a total of 168 PHCs have been strengthened with three Staff Nurses to make them functional for 24x7 work. State has 346 CHC functioning on 24X7 basis & facility survey completed in 163 (including others health institution below district level). A total of 39 SOHs, 15 District Hospitals, 7 CHCs and others equal to and below district level are functioning as FRUs. No Mobile Medical Unit (MMU) in the state.

Against the 42650 Ashas to be selected 21258 has been approved which are about 50% of the strength. It is worth mentioning that only about one third of these completed all five modules of training. Training facilities need to be improved.

Institutional deliveries improved from 7.31 lakhs (2006-07) to 8.33 lakhs (2007 -08) and further 8.85 lakhs Institutional deliveries in the state during the year 2008-09. JSY beneficiaries have increased from 2.25 lakhs (2006-07) to 5.73 lakhs (07 -08). The numbers of JSY beneficiaries were 3.17 lakh during the year 2008-09. Female sterilizations have increased from 1.35 lakh (2006-07) to 2.70 lakh (2007-08) and male sterilizations have increased from 1828 (2006-07) to 20718 (2007-08). During year 2008-09, 83945 female & 16941 male sterilization cases have been reported. 6 districts are implementing IMNCI.

The team visited Dhublia BPHC in the Nadia District and checked the computerised performance reports of the centre. It was found that all the records are in proper order and medicines are being distributed to the patients regularly. No shortage was reported. Some patients were also interacted and they informed that they are visiting the centre and are receiving proper treatments. On an average about 500 patients visits the centre daily. There are 15 numbers of beds and three doctors in the centre. Ambulance services are being provided by the State Govt and are being managed by the NGOs. Other sub centres in the block are in the rented premises. The non- availability of the lands is the major bottlenecks to construct

permanent building for the Sub centre. Two doctors were present and one has gone for training. It was observed that construction of a new building has been completed and the centre would shift to the new building shortly as certain logistics would be supplied by State Headquarters. The post of Specialists also needs to be filled up. It was also mentioned that there is no identified fund for connection of electricity and water supply in newly constructed sub-centres leading to difficulty in utilization of new sub centre building.

9. Accelerated Rural Water Supply Programme (ARWSP) (NRWSP)

The financial performances of the programme are as under:

(Rs crore)

Year	Allocation	Expenditure	% of expenditure
2008-09	130.00	130.00	100.00
2009-10 *	150.00	41.34	27.56

* Up to August 2009

During 2009-10, the programme of rural water supply has been renamed as National Rural Drinking Water Programme (NRDWP) with effect from April, 2009. During this year the available fund up to September, 2009 is Rs. 154.82 crore out of which Rs. 113.37 crore has been released for expenditure. The State Government has also released Rs. 214.18 crore as its share. The target for coverage of habitations during 2009-10 is 9093 vis-à-vis which upto September, 2009, 535 habitations have been covered. The population covered upto September, 2009 is 2.21 lakh against the target of 13.55 lakh.

During the field visit in Nadia District it was found that Nadia district has been declared as an Arsenic affected areas by Arsenic Task Force, Govt. of West Bengal. Now, at the first developing stage of extending network of the rural piped water supply scheme in the district, it has come into serious consideration that the use of ground water in excess will go on adding to its depletion as well as chemical contamination too. The eastern part of the district has sufficient surface water potentiality due to presence of river Bhagirathi, which seems to be the only source of water for the future years considering deterioration in chemical quality of ground water. Over and above, surface water based schemes can only bring the permanent and unique solution so far potable water is concerned.

It has been informed to the State Govt. that for providing alternate safe sources in arsenic affected areas large river based schemes have been taken up, which are taking longer time for completion and may spill over to Twelfth Five Year Plan.

The State PHED is yet to come up with proven technology for removal of arsenic from drinking water source although many of the technologies have been piloted in the field. The issue of reject management is yet to be solved. State Govt clarified that they have tried various alternative technologies developed elsewhere in the World and it would not be difficult to separate sludge which is very low in quantity.

State Government requested that in State like West Bengal where large part of areas are affected by arsenic and iron, the limit of 20% of funds for quality affected should not be insisted upon. We support this demand.

10. Accelerated Irrigation Benefit Programme (AIBP).

The financial performances of the programme are as under:

(Rs crore)

Year	Allocation	Expenditure	% of expenditure
2008-09	167.00	66.44	39.78
2009-10 *	314.00	31.56	10.05

* Up to August 2009

So far, 270 major/medium irrigation projects have been included under AIBP and out of which 109 projects have been completed. Of which three project are in the State of West Bengal, these are namely Kangsabati, Modernization of barrage & Irrigation System of DVC and Hanumanta Projects. The potential creation target under AIBP for the state of West Bengal is 405.0740 th.ha. During the year 2007-08 the potential of 39.60 th ha has been created and up to March 2008 the total cumulative potential of 90.9390 th ha has been created in the state. 32 minor irrigation schemes have been included in AIBP in West Bengal upto October, 2009.

Under the scheme of National projects, 90% grant assistance of the eligible project cost is to be provided by the Government of India. Teesta Barrage project of West Bengal is already approved projects and were being provided with central assistance under AIBP. The State Govt .informed that there has been delay in the progress of the AIBP programme .This was mainly due to delay in land acquisition for dam and canal system; delay in completion of resettlement and rehabilitation work of project affected persons ;escalation in cost of construction material as well as labour ; unsatisfactory infrastructure of States for execution of projects ; Lack of contract management skills and litigations and increased project cost due to payment of NPV of forest land acquired.

During the discussions it was informed that the State Govt. has 53 minor irrigation schemes in districts of Dakshin Dinajpur, Bankura and Purulia of West Bengal. Thus the proposal out of 53 minor irrigation schemes under AIBP which was send to Ministry of Water Resources, 19 minor irrigation schemes were not eligible for inclusion under AIBP during 2009-10. The rest of 34 of the minor irrigation projects that are benefiting DPAP areas are eligible for inclusion under AIBP 2009-10 and the State Govt. was requested to submit a DPR for these projects. The State Government informed that the remaining 19 schemes which are falling in the tribal areas are not being included by the Ministry of Water Resources under AIBP enable the State Government to avail the 90 % grant for these projects. It was requested that the State Govt. to send a detailed report to the Planning Commission so that a decision in consultation with the Ministry of Water resources and Ministry of Tribal Affairs could be taken to include these areas under AIBP assistance under 90 % grant pattern. The State Govt also requested for the relaxation of the norms under the programme so that Naxal affected zones can also be included under AIBP assistance under 90 % grant pattern.

11. Jawaharlal Nehru National Urban Renewal Mission (JNNURM)

The financial performances of the programme are as under:

(Rs crore)

Year	Allocation	Expenditure	% of expenditure
2008-09	1144.00	1024.00	89.51
2009-10 *	1633.00	312.54	19.14

- Up to August 2009

The Government of India has launched the JNNURM in December, 2005 to bring about improvement in the existing service levels in a financially sustainable manner. It has two Sub-Missions- (a) the Urban Infrastructure and Governance, (b) the Basic Services for the Urban

Poor. These two sub-mission are meant for Mission Cities in the State – Kolkata Metropolitan Area covering 41 ULBs and Asansol Urban Area covering 5 ULBs. This part of the programme is implemented through Urban Development Department.

It was informed that one project under UIG regarding Integration of Maheshtala Underground Reservoir with existing supply system was completed in Kolkata and two projects, namely, 7 MGD Water Treatment Plant and Distribution Network for Durgapur and 22.73 MLD Water Supply Project in Jamuria were completed in Asansol. Four projects in Kolkata and one in Asansol are likely to be completed by March 2010. It was also informed that 4 projects which were sanctioned many years ago have now been started. It was also informed that DPRs under appraisal would be got sanctioned so that ACA allocated for the State is committed during the current financial year. Under Sub Mission of BSUP, 77 projects under Kolkata and 13 projects under Asansol were sanctioned. So far 19071 houses were completed out of sanctioned dwelling units of 1,40,113. 19640 houses are under construction.

State Govt. has also requested that entire burden of cost escalation should not be borne by them. It needs to be shared. In case of deep sewer network for Kolkata, the DPRs approved were revised in view of utilizing the latest technology on the basis of international competitive bidding which resulted in escalation of the cost. This needs to be considered and a fresh proposal need to be accepted on the basis of tendered cost.

The remaining ULBs (80 no.) are covered under two schemes viz (a) Urban Infrastructure Development for Small and Medium Towns (UIDSSMT) and (b) Integrated Housing and Slum Development Programme (IHSDP). These two are under the Administrative control of Municipal Affairs Department.

a) Urban Infrastructure Development Scheme for Small and Medium Towns UIDSSMT):

This scheme caters to the infrastructure development for Small and Medium Towns. Up to September, 2009, 34 projects have approved by SLSC out of which 26 projects have received funds, remaining 8 projects are yet to receive funds due to insufficient allocation under the scheme. The total approved project cost is Rs 385.65 crore out of which Rs 133.24 crore has been utilized upto October, 2009 (i.e 43% of the total work has been completed). The total allocation (ACA) under UIDSSMT is Rs 315.25 crore and total allocation covered is Rs 308.52 crore at a cost of Rs. 421.40 crore. It was also suggested by the State Govt. that QPR under UIDSSMT is a cumbersome document which needs to be revised so that ULBs are able to fill up easily.

b) Integrated Housing and Slum Development Programme (IHSDP):

This scheme provides for construction of houses for slum dwellers and provisioning of necessary infrastructures in the identified slums to improve the living environment. The infrastructure work includes improvement of roads, provisioning of water supply, drainage facilities, street lighting and other community facilities like construction of community toilets, community shelters, development of open space etc. Upto March, 2009, 94 projects have been sanctioned for all 80 Non- Mission Urban Local Bodies involving Rs. 925.85 crore. This involves construction of 52591 no. of houses for slum dwellers and requisite infrastructure facilities in the slums. Upto March 2009, the approved project cost for dwelling units is Rs 499.54 crore. The approved project cost for infrastructural development is Rs 426.31 crore. The original central allocation was Rs 271.51 crore which has been enhanced to Rs 681.04 crore. Total amount of ACA received was Rs 392.50 crore. The amount of expenditure incurred is Rs 175.52 crore.

The works are being executed by the Urban Local Bodies directly with the technical support by the Municipal Engineering Directorate.

During the field visit at Krishnanagar Municipality, the houses constructed for BPL under IHSDP has been inspected. The quality of construction was satisfactory. The beneficiaries informed that they have paid Rs 20000 as their contribution by taking loan or from their own resources. For loan advances, Krishnanagar Municipality has become a guarantor and they have not faced any problem in raising the loan from the bank.

It was informed that in the absence of allocation of ACA, no fresh projects could be sanctioned in the year 2009-10 so far.

The State Govt. requested that compared to UIG allocation of Rs 3118 crore , allocation for UIDSSMT is around 10% (Rs 315.25 crore) posing financial constraints in sanctioning additional projects. Enhancement of Central Allocation under UIDSSMT be done so as to cover all ULBs with at least water Supply projects. or reallocation from UIG to UIDSSMT of Rs 500 crore for 8 projects approved in SLSC amounting to Rs 194.27 crore and escalation of price of Rs 105.92 crore . DPR has been prepared for 6 uncovered towns estimating at Rs 202 crore. The State has requested for inclusion of Haldia and Siliguri planning area within mission cities.

The State Govt. was of the view that comprehensive water supply scheme for all towns be approved under UIDSSMT. They also requested that for release of Second and subsequent instalments, the power should be delegated to them.

State government officers informed that in few cases of reforms, it would be difficult to implement due to ideological problem of ruling party (repeal of Urban Land Ceiling Act) and as regards, O& M charges under UIDSSMT/UIG is concerned newly elected ULBs against the raising Water Rates (User Charges) as it was in their manifesto and they think that providing safe drinking water is responsibility of the State whether full recovery of O& M charges are possible or not. They also requested that certain reforms be made optional such as O&M of water supply projects, and solid waste management

12. Accelerated Power Development and Reforms Programme.

The financial performances of the programme are as under:

(Rs crore)			
Year	Allocation	Expenditure	% of expenditure
2008-09	37.60	86.32	229.57
2009-10 *	37.60	16.01	42.58

* Up to August 2009

Restructured Accelerated Power Development and Reforms Programme (APDRP) for Eleventh Five Year Plan was approved on 31.07.09. The focus of the programme is on actual, demonstrable performance in terms of AT&C loss reduction. Projects under the scheme are to be taken up in two parts. Part-A is the projects for establishment of baseline data and IT applications for energy accounting/auditing & IT based consumer service centres and Part-B is regular distribution strengthening projects.

Base-line Data System under Part-A covers consumer indexing, GIS mapping/asset mapping of the entire distribution network, metering (AMR) of distribution transformers & feeders ,automatic data logging for all distribution transformers and feeders and SCADA/DMS system for big cities only. Base-line data system would leverage the scalable modular approach

to augment the drivers in distribution business for revenue management, loss reduction support, demand supply management while improving the reliability and quality of supply.

Part- A and Part- B projects can be implemented simultaneously with a gap of three to six months which is needed to establish the baseline figure of AT&C loss of the project area by installing boundary (import/export) energy meters and collections revenues data for three billing cycle. State Power Utilities have started the activities of ring fencing the project areas by installation of boundary (import/export) energy meters. Only after establishment of base line AT&C loss is completed, the Part B projects under R-APDRP would be taken up for implementation.

In case of West Bengal, the number of project sanctioned is 62 at the cost of Rs 159.98 crore. An amount of Rs 47.99 crore has been released as loan for the projects under Part A of R-APDRP.

The State is facing problems in the availability of equipments under APDRP since the manufacturers are overburdened to supply these to different Power Utilities simultaneously for APDRP works. The State is also facing acute problem in acquisition of lands for 33/11 KV new substations.

13 Rajiv Gandhi Grameen Vidyutikaran Yojana

Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY), a scheme of Rural Electricity Infrastructure was launched by Govt. of India in March, 2005, provides 90% capital subsidy for the projects. Rs. 5000 crore outlay was provided as capital subsidy for the last two years of the Tenth Plan. Government of India approved the continuation of RGGVY in the Eleventh Plan for attaining the goal of providing access to electricity to all households, electrification of about 1.15 lakh un-electrified villages and electricity connections to 2.34 crore BPL households by 2009. The approval has been accorded for capital subsidy of Rs.28,000 crore during the Eleventh Plan period. Rural Electrification Corporation (REC) would be the nodal agency for the scheme. 90 % capital subsidy would be provided towards overall cost of the projects under the scheme, excluding the amount of state or local taxes, which will be borne by the concerned State/ State Utility. The balance 10% of the project cost would be contributed by states through own resources/loan from financial institution.

West Bengal has been the major beneficiary under this scheme. About 22% rural household have been electrified as on September, 2009. The task of electrification of villages under RGGVY has been completed in 86%. About 8.9% of the total cost has been sanctioned under RGGVY and 48.3% of the project sanctioned cost has been disbursed whereas the physical achievement so far is merely 7%for BPL household electrification. Against an amount of Rs 43.18 crore that has been released upto October, 2009, the expenditure incurred is Rs 44.31 crore which is 102.62% of the total amount released.

The team was informed that under the programme, the State could not perform well in the past. There was a delay in the implementation of the programme due to the law order situation in Darjeeling and also due to Lok Sabha Elections. Now The State Govt. is gearing up to meet the target in time. It was also informed that five districts are to be covered under NTPC, NHPC and Power Grid and remaining 14 by the WBSEDCL. In case of district covered by Power Grid, the delay was due to award of contract to MAYTAS. The State has set up a three-tier monitoring system to achieve this target. Under this three-tier monitoring system. A project manager has been recruited at district level, a district level monitoring committee including a MP& MLA and member. A monthly review is being conducted at the State level. WBSEDCL has

adopted GPS survey instead of Conventional survey. In this method latitude and longitude of the proposed poles, DTRs are being captured by GPS machine.

14. National Horticulture Mission

The financial performances of the programme are as under:

(Rs crore)				
Year	Outlay	Release	Expenditure	Unspent balance
2008-09	47.65	6.82	25.01	58.03
2009-10 *	36.27		7.35	28.58

The Annual Action Plan of SHM, West Bengal for 2009-10 has been approved for Rs. 42.67 crore including GOI share of Rs. 36.27 crore. A sum of Rs. 28.58 crore as unspent balance is available with the State Horticulture Mission. Under the Mission, during 2005-06 to 2008-09, an additional area of 24013 ha has been brought under cultivation of various horticulture crops. Besides establishment of 95 nurseries for production of quality planting material, an area of 3493 ha. of senile orchards has been rejuvenated, organic farming was adopted in an area of 4638 ha 1481 numbers of vermi-compost units were established, IPM practices adopted in an area of 15551 ha. 9 IPM/INM infrastructure facilities were created such as leaf / tissue analysis labs, bio-control labs, disease forecasting units and plant health clinics. 56 community water harvesting structures created and 24414 bee colonies with hives were distributed. Under the component of Post Harvest Management, 9 units (1 pack house, 6 cold storages and 2 refrigerated vans) have been established. Apart from this, 3 functional infrastructures for collection, grading etc. have been set up.

The cost norm for most of the components is old. The poor off take of PHM projects has been due to lower cost norms and assistance. The staff at field level for implementation of large scale horticultural development under NHM is inadequate.

The State has been requested to ensure holistic development of horticulture by adopting cluster approach and convergence of schemes of other Departments. The proposals for upward revision of the cost norms and assistance for post harvest management components are under consideration. It is expected that with the enhanced cost norms and assistance, more projects from the private sector will be received under the PHM components.

15. National Social Assistance Programme (NSAP)

The financial performances of the programme are as under

(Rs crore)			
Year	Allocation	Expenditure	% of expenditure
2008-09	491.20	491.20	100
2009-10 *	692.00	440.53	63.66

* Up to August 2009

The National old age pension scheme is the most important component of NSAP. There were 474,106 numbers of beneficiaries at the beginning of eleventh five year plan. From November 2007 the scheme was restructured to give pension to BPL persons with age more than 65 or more as an entitlement. That has resulted in increase in the number of pensioners to 821,033 by the end of the year 2008-09, which has further increased to 10, 33,587 at the end of

September 09. The number of families is likely to increase by 14 lakh on account of inclusion of some more families under BPL category, which is an ongoing process right now as well as increase in life expectancy. Two more pension schemes for BPL persons have been launched one for the widows for the age group of 40-64 and other with 80% disability and in the month of February 09. By the end of September 09 as many as 123419 numbers of widows and 4880 number of disabled persons have been identified and disbursement of pension to them is expected to be started from the month of October, 2009. The remaining beneficiaries are likely to be identified by the month of December'09. In respect many of them do not have certificate for which special drives has been initiated and it may be possible to identify all eligible beneficiaries, who don not have certificates now, by the month of March 2009. Total numbers of widowers for pension scheme is likely to be 3.5 lakh and that of the disabled person to be around fifty thousand.

One difficulty that is being faced is delay in opening accounts in banks and post offices for payment of pension. At the end of September around 55% of the beneficiaries are being paid their pension through banks or post offices and accounts are required to be opened for remaining beneficiaries for which banks and post offices have been approached.

It was informed that there are questions about correctness of the BPL list. The implementing agencies face a problem on this issue at the time of implementation so BPL list should not be the only criteria of selection of beneficiary. A fresh survey/ BPL Census is needed. During the field visit the team was informed that Rs.35,000 per IAY house is not sufficient at the present price .The cost should be escalated suitable. A Govt. approved model for IAY house may be framed which may help as a standard type of construction.

The Panchayat & Rural Development Department of Govt. of West Bengal has developed ORACLE based software designated as SEBA for the purpose of records of IGNOAPS, IGNWPS and IGNDPS beneficiaries and disbursement of pension. The software is able to generate bank-branch wise advises to Branch manager/ Post Managers for disbursement by crediting into the accounts of the beneficiaries. The list of IGNOAPS beneficiaries is already uploaded in the department website. The list of IGNWPS and IGNDPS will also be uploaded after the completion of entry, in SEBA software.

It was informed that there is no effective provision for sending pension at home for infirm beneficiaries. Arrangement for administrative cost is required in order to meet the cost of money order for such beneficiaries. There are no arrangements for life time certificates. Half-yearly life certificate system and organization of camp for issuing such certificate is required. The Gram Panchayat level officials may be empowered to issue such certificate. We have verified distribution of Widow Pension and National Old Age Pension during field visit in Nadia district and checked the passbooks also. Pradhan of Grampanchayat and other beneficiary demanded that Old Age pension should start on completion of age of 60 years.

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