

Composition of District Planning Committee (DPC)

The DPC is generally composed of elected members of the local bodies within the district, both rural and urban, as well as some nominated members. The number of members varies with the population size of the districts. The ratio of members from Panchayats and ULBs is based on the ratio in which the population of the district is divided between rural and urban areas.

An examination of the composition of the DPCs is vital from two perspectives:

- ❖ It reflects the degree of inclusion of marginalised sections in the district planning process;
- ❖ It reflects the degree to which the DPC is actually a body independent of state control and interference.

Details of the various aspects of composition of DPCs:

1. Elections to DPCs

In most of the states elections have been held for the constitution of DPCs. Elections have mostly been supervised by district administration or state government

Table 1: Responsible Agencies for Supervising DPC Elections

Supervising Agency/Officer	States
District Collector	Madhya Pradesh, Andhra Pradesh
State Government	Gujarat, Karnataka, Maharashtra, Gujarat
District Magistrate	Orissa
State Election Commission	Kerala, Bihar, Uttar Pradesh, Uttarakhand
Deputy Commissioner	Haryana, Himachal Pradesh
Secretary, Rural Development Department, Govt. of Sikkim	Sikkim

Source: Various State Acts / Notifications / Status and Functioning of District Planning Committees in India by PRIA

There is no uniformity of agencies supervising DPC elections across states, and this is not desirable if DPCs are to be uniformly elected structures across states. The State Election Commissions (SECs) are the most desirable agencies for conducting DPC elections, as they are expected to be most impartial. In Kerala, in fact, DPC elections are synchronised with local government elections.

2. Composition of elected and nominated members

The DPCs are to have at least four-fifths elected members as per Article 243 ZD. Members should be elected by, and from amongst, the elected members of the Panchayat at the district level and of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district. The actual pattern, however, varies across states.

Nominated members usually represent the State & Central Government agencies (including line departments). A larger proportion of nominated members could imply greater interference and control in DPC functioning by the State and Central administration. This in effect erodes the participative nature of the Committee, reducing it to just another arm of the State administration. It is therefore not desirable that the

proportion of nominated members increase beyond the constitutionally stipulated limit. Table 2 presents a profile of DPC composition across the districts / states for which information was available through primary as well as secondary sources.

Table 2: Profile of DPC Members in some states

State	No. of Members			Chairperson	Other Nominated Members
	Total	Electe d	Nominate d		
Kerala	15	12	3	President of District Panchayat	– Experienced administrator / planner – District Collector (ex-officio)
Chhattisgarh	20	0	20	Minister-in-charge	Mem-Sec: Collector Economic & Statistical Officer CEO (ZP) ERs of Panchayats & ULBs
Bihar	34	34	NA	CEO of ZP	MP, MLAs & MLCs registered as electors in the district.
Rajasthan	25	20	5	CEO of ZP	Collector, ADM, 2 nominations from MLA, MP or CSO
Haryana - up to 10 lakh population - > 10 lakh population (based on relevant notification)	20 25	16 20	4 5	<u>25 member DPC:</u> Commissioner of the concerned division <u>20 member DPC:</u> Commissioner of the concerned division	<u>25 member DPC:</u> Commissioner of the concerned division, ADC of the concerned district, 2 eminent economists/planners and District Town Planner <u>20 member DPC:</u> Commissioner of the concerned division, DC, ADC and District Town Planer
Himachal Pradesh	25	23	2	Minister from State Govt.	MP; Chair of ZP; Mayor / President of towns in the district; MLAs; DC
Andhra Pradesh (based on DPC Ordinance)	30	24	6	Chairperson ZP	DC, 1 member from Minorities & 3 members from subject experts
Gujarat	-	-	-	Minister-in-Charge of the district	Collector, District Development Officer & others
Madhya Pradesh Category 1 Category 2	10 15	10 14	0 1	Minister-in-Charge of the district	Collector (Mem-Sec)

Category (based on population)	3	20	18	2		
Karnataka*		19	16	3	President ZP	Mayor of HQ town; CEO of ZP

Source: *Status and Functioning of District Planning Committees in India by PRIA-2009*

* - taken from a study of Mandya & Mysore DPCs by Ashok S. Sanganal

All states covered in the study, with the exception of Himachal Pradesh and Karnataka, have a ratio of about four fifths (or 20 per cent) nominated members in the DPC – this is in keeping with the Constitutional provision. In HP the ratio of nominated members is only 8 per cent, and in Karnataka it is 15 per cent.

Through nominated members and special invitees officers of district administration as well as members of the Central and State legislatures find representation in the DPC. Special invitees or permanent invitees generally include local MPs and MLAs, district administration officials also representatives from line agencies like District Cooperative Bank / Land Development Banks. These invitees do not have voting rights in the DPC but participate in its deliberations.

Table 3: Permanent / Special Invitees to DPCs

State	Permanent / Special Invitees
Kerala	MP, MLA & MLC (where she/he is registered as voter)
Chhattisgarh	MLAs and MPs of the respective constituencies.
Bihar	District Magistrate and the Chairperson of the District Cooperative Bank / Land Development Bank
Rajasthan	-
Haryana	MLAs, MLCs and MPs from the district (each can be an invitee in only one DPC)
Himachal Pradesh	MLAs whose constituencies lie within the district and who are registered as electors in the District and the Deputy Commissioner and the Representatives of the Cooperative Bank and the Land Development bank
Andhra Pradesh (based on Ordinance to constitute DPCs)	MPs and MLAs whose constituencies lie wholly or partly in the district; MLCs; Chairmen of Municipalities and Mayor of M. Corporation in the district
Madhya Pradesh (based on DPC Act 1995)	Elected MPs and MLAs whose constituencies lie wholly or partly in the district; President of ZP & Mayor of M. Corporation in district (in case they are not elected to the DPC).
Karnataka* ¹	MPs, MLAs, MLCs whose names are registered in the district voter's list; Deputy Commissioner

Source: *Status and Functioning of District Planning Committees in India by PRIA*

• - taken from a study of Mandya & Mysore DPCs by Ashok S. Sanganal

¹ Sanganal, Ashok S. (2005), *District Planning Committees: An analysis of the Roles, Responsibilities, Performance and Strengthening Measures – A Study of Mandya and Mysore District Planning Committees*, Administrative Training Institute, Mysore.

Status of Existing Institutional and Human Capacities of DPC (Based on Government Notification and Information provided by the State Government)

State	Number of elected members in DPC	Assistance from Institutions / organizations / experts	Chairperson
Andhra Pradesh	4/5 th of the total number of members of the committee shall be elected members.	1. Consult such institutions and organizations as the State Government may by order specify. 2. The committee may constitute such sub-committees consisting of members of the committee and the permanent special invitee to discharge one or more of the function entrusted to it.	ZP Chairperson District Collector Member Secretary
Bihar	4/5 th of the total number of members of the committee shall be elected members.	1. Consult voluntary organization during the comprehensive development process. 2. Consult organizations and Institutions identified by the State government. 3. Invite technical officials to attend the meeting. 4. Consult district level officials and institutions namely Vice President of Regional Development Authority, District Planning Officer etc and invite them in meeting. 5. Chairperson of the District Cooperative Bank/Land Development Bank would be invited for meeting.	ZP Chairperson Secretary: CEO of ZP.
Chhattisgarh	All nominated members**	1. SIRD for capacity building 2. Directorate of Economics and Statistics for data collection and reports 3. State Planning Board 4. State NIC Planning Mechanism for SSA 1. Cluster Resource Centre Facilitator 2. Block resource centre facilitator. 3. At urban level assistance of Town Country and Planning	Minister in charge**

		Office (TCPO) would be taken. 4. DPC seeks assistance from consultants and NGOs during planning.	
Gujarat	4/5 th of the total number of members of the committee shall be elected members.	1. May consult institutions and organizations for planning on the suggestion of State government. 2. Person(s) as determined by the State Government having special knowledge in the fields of economics, planning, finance engineering or administration (special invitees).	Chairperson: To be nominated by the State Government. Member Secretary District Planning Officer.
Haryana	4/5 th of the total number of members of the committee shall be elected members.	1. In the case of 25 members' DPC, five members to be nominated by the State Government, DC, ADC of the district concerned, two eminent economist and a district town planner. In case of 20 members 4 will be nominated members.	Elected/nominated by the State Government from amongst the nominated/elected members. Member Secretary: Additional Deputy Commissioner
Himachal Pradesh****	4/5 th of the total number of members of the committee shall be elected members.	1. Consult such institutions and organizations as the State Government may by order specify. 2. The District Planning Institutions (DPI of Planning Department are under the technical control of the concerned ZP. The DPI provides technical assistance in respect of formulation, implementation and monitoring and review of District plan and schemes. The planning institutions at concerned district functions as planning secretariat for ZP.	Cabinet Minister/State Minister Secretary: Deputy Commissioner of the District.
Karnataka*	4/5 th of the total number of members of the committee shall be elected members.	1. May utilize the services of individual experts, academic institutions and research organizations in the preparation of perspective plans, conducting special sectoral studies and in carrying out evaluation of plan programmes.	ZP Chairperson

		<p>2. A technical support group may be constituted in each district to assist the DPC in preparing the vision document.</p> <p>3. The DPC may fund innovative development programme formulated by various departments or the NGOs on the pilot basis.</p>	
Kerala	4/5 th of the total number of members of the committee shall be elected members.	<p>1. The Gram Panchayat plan is scrutinized and vetted by the Block level technical advisory group and submitted to DPC for approval.</p> <p>2. The Block plan and the District Panchayat plan are scrutinised and vetted by the Technical Advisory Group attached to DPC.</p> <p>3. For the consolidation of rural and urban plan a plan preparation support group functions under the overall guidance of the DPC. The group is headed by the government nominated expert member of the DPC.</p> <p>4. District Planning Unit has specialists from Town planning official, Statistical planning and expert with Post graduate in Economics.</p> <p>5. Consult institutions or organizations suggested by the State Government.</p>	ZP Chairperson
Madhya Pradesh	4/5 th of the total number of members of the committee shall be elected members.	1. Consult institutions or organizations suggested by the State Government.	Minister nominated by State Government. District Collector: Member Secretary
Maharashtra	4/5 th of the total number of members of the committee shall be elected members	<p>1. Executive Committee and Sub-Committees may be constituted for carrying out the activities of DPC.</p> <p>2. The State Government in consultation with the Chairperson of the DPCs shall nominate 10, 12 and 15 persons</p>	Minister incharge of the district. District Collector Member Secretary

		ordinarily resident of the DPC having knowledge of district planning (special invitee)	
Orissa	4/5 th of the total number of members of the committee shall be elected members.	1. Persons having knowledge in planning, agriculture, economics, irrigation, industry, education, rural development or social services would be nominated by the Government. 2. Consult such institutions and organizations as the Governor may, by order, specify in that behalf.	Minister in the Council of Ministers. Member Secretary: Collector of the district
Rajasthan	4/5 th of the total number of members of the committee shall be elected members.	1. Consolidation of the plan is carried by the Chief Planning officer of the district. 2. The DPC can also hire experts as consultants.	ZP Chairperson. Secretary: chief planning officer
Sikkim****	35(6)96-97/22/RDD/P, Dated 21 August, 1996	1. An Economist/Senior Administrator appointed by the State Government. 2. Consult such institutions and organization as the Government may, be order.	ZP Chairperson. Member Secretary: District Planning Officer
Uttarakhand	4/5 th of the total number of members of the committee shall be elected members.	1. Consult such institutions and organizations as the Governor may by order. 2. The economic and statistics officer of the district shall assist the committee as may be directed by the committee.	Minister nominated by the State Government. Secretary: Chief Development Officer
West Bengal***	4/5 th of the total number of members of the committee shall be elected members.	1. Every GP has a team of volunteers who interact with the people and facilitate preparation of the plans. Their expertise includes facilitation of PRA exercise in taking stock of the natural resources and assessing the status in respect of the social issues like health, nutrition, water supply and sanitation, education etc. 2. Plans of the local bodies are evaluated appropriately by trained persons. 3. Dedicated team for the GP to provide handholding support for the preparation of a people centred plan.	DPC: ZP's President and Block Planning Committee: PS's President. The Block Development Officer (BDO) and the District Magistrate are the member-secretaries of the BPC and the DPC respectively.

		<p>4. At Block level there is a Block Planning Committee (BPC). The BPC consists of the heads of gram panchayats and the members of the executive committees of panchayat samitis and block-level officials from different departments.</p> <p>5. Support and consultation with Economists, social and political workers of eminence.</p> <p>6. In urban areas Ward Committees have been constituted with the general citizens of the ward and with the representation of women of BPL families. The committees have been entrusted with the work of, inter alia, identifying the problems of the ward area and also fixing priority for implementation of development works.</p>	
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** Taken from PRIA's study on Status of DPC in States (2007).

*** based on Mr M N Roy write-up (2008) and from internet.

**** Devolution of 3 Fs is yet take place. In absence of devolution the Panchayats are unable to prepare plan for onwards submission to the DPC. However, Panchayats at present are preparing plans in respect of untied funds available with them and these plans are approved by the Gram Sabha. It is also decided that the BRGF in two districts namely Chamba and Sirmour will be utilized for augmenting resources for the DPCs and Panchayats Raj Department will be nodal department for BRGF. (Source: letter no PCH-HA(3)3/96-6848, Dated 19th June, 2008, Department of Panchayati Raj, Government of Himachal Pradesh)

*****Source: Letter No 186/RM&DD, Dated 16-6-2008, Government of Sikkim, Rural Management and Development Department, Gangtok.

3. Chairpersons of DPC

The Chairperson of the DPC and the manner in which she/he is appointed is also an indicator of the degree to which the DPC is actually an independent body. In this respect three different patterns are observed among states:

- ❖ In some states the Chairperson / President / CEO of Zila Parishad or District Panchayat is the Chairperson of the DPC as well, for example, Kerala, Bihar, Karnataka, Andhra Pradesh, Rajasthan, Tamil Nadu and West Bengal.

- ❖ In some states the Minister-in-charge of the district or any other State Minister is the Chairperson, for example in Orissa, Gujarat, Madhya Pradesh, Chhattisgarh and Maharashtra. In Himachal Pradesh Cabinet Ministers of the State Government have been nominated as members and Chairpersons of DPCs.
- ❖ In Haryana the Deputy Commissioner (DC) of the District is the Chairperson of the DPC.

4. Secretarial & Support Services

Most states have provided for a nominated Member-Secretary to the DPC, whose function is to maintain the records of the Committee and taking care of other ancillary matters. In some states the DPCs are also provided with secretariat or support departments to help in their functioning, either through new secretariat, or transfer of existing administrative departments to their jurisdiction. Table 4 lists out the nature of support structure provided to DPCs in various states.

Table 4: Nature of Support Structure for DPCs

State	Secretary/Member Secretary	Secretariat	Whether functional
Kerala	- Collector (Sec.) - Dist. Level officers of govt. departments (Joint Secretaries)	District Statistical Office & District Planning Office	Yes. Plan for independent HQ & staff for DPC
Sikkim	District Planning Officer	Rural Development Department	Yes
Uttarakhand	Chief Development Officer		
Gujarat	District Planning Officer(M. Sec)	Arranged by district administration	
Orissa	District Collector (M. Sec)		
Chhattisgarh	- Collector (M. Sec)	-	No
Bihar	-	-	-
Rajasthan	Chief Planning Officer (Sec)	Dist. Planning Cell	Yes
Haryana (based on relevant notification)	Additional Deputy Commissioner (M. Sec)	Dist. Planning Unit headed by Chief Dist. Planning Officer	No
Himachal Pradesh	Sec. of ZP (Sec)	-	-
Andhra Pradesh (based on DPC Ordinance)	Collector (M. Sec)	Not defined	No

Madhya Pradesh (based on DPC Act)	Collector (M. Sec)	Arranged Collector	by -
Maharashtra	District Collector (M. Sec)		
Uttar Pradesh	CEO of ZP (Sec)		
Karnataka*	CEO of ZP (M. Sec)	Dependent on ZP staff	Limited functioning

Source: Information collated at the state-level by PRIA and Partners, notifications

- - taken from a study of Mandya & Mysore DPCs by Ashok S. Sanganal

In some states reservation is provided in DPCs for SC, ST and OBC categories and in some states women have specific proportion of seats reserved for them. In Himachal Pradesh, for example, five seats are reserved out of 25 (or 20 %) for women elected representatives. In Bihar, 50 per cent of seats are reserved for women. Chhattisgarh has reserved 3 seats for women. In Haryana, Rajasthan and Kerala did not have any reservations for women or other reserved categories.