

# **Good Practices for Institutionalization of Decentralized District Planning in Selected States**

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*Making Governance Work*

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**A brief review of the 6 selected States implementing  
decentralized district planning**

**Gol-UN Joint Convergence Programme, Jharkhand**

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# Good Practices of Decentralised District Planning in Selected States

## MAKING GOVERNANCE WORK

Jharkhand has fulfilled the constitutional provisions of holding the Panchayat Raj elections and is in the process of notifying the District Planning Committees (DPCs). The state now faces the daunting task of making decentralized governance work. There are several instruments to do so, however, a well-accepted tool constitutionally provided is the preparation and implementation of decentralized district planning. Before embarking on the approach it would be useful to review the legal framework, institutional arrangements and processes adopted in few of the states where it has yielded results so that based on the good practices of these states Jharkhand is able to put together a roadmap for effectively implementing decentralized district planning.

## MADHYA PRADESH

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### Legal Framework

- Enacted Madhya Pradesh Zila Yojana Samiti Adhiniyam, 1995. The District Planning Committees in the state are headed by the Minister incharge of the District as Chairman, and elected members from the Panchayat and Urban Local Bodies are members of the district Planning Committee.
- The Collector of the district shall be the Secretary of the Committee and shall be responsible for maintaining the record of the Committee, preparing the record of discussions and communication of decisions and all other incidental and ancillary matters.
- Role of District Planning Committee (DPC)
  - Provide leadership to Decentralised District Planning (DDP) & include local expectations, priorities, and play a leading role in participatory vision building.
  - Decide on the development priorities of the district.
  - After approval of the plan, review its implementation.
  - Capacity building of representatives, officials, functionaries of concerned departments.

### *State Level*

#### Institutional Arrangement

- The state constituted a state Steering Committee headed by the honorable Chief Minister to undertake the decentralized district planning which provided overall policy guidelines and direction for its implementation.
- At the state level, State Planning Commission (SPC) is the nodal unit. Within the SPC there is provision of a core group, technical training institutions and experts. The Steering Committee headed by the Chief Minister and expert groups inform the SPC.
- At the State level, 5 working groups have been constituted for examining various sectors of District Plans.

## Planning Process

- The State Government introduced decentralized planning process from the financial year 2001-02.
- The process of distribution of state budget into district budget was introduced in the year 2000-01 so that the resources are available for different schemes of various departments in the district.
- The most important step in the formation of District Plan is to allocate specific plan ceiling for each districts. Therefore, it was decided to earmark a minimum of 31.46% of the proposed State Plan outlay for the annual plan 2007-08 for this purpose.
- The second step was to distribute this outlay to various districts through a formula and local needs of the districts. The formula adopted for this purpose was as follows:

|   |        |
|---|--------|
| Population  | 25.00% |
| Area  | 12.50% |
| No. of agricultural land  | 12.50% |
| Per hector value of agriculture production (Reverse)                              | 12.50% |
| No. of registered industries and No. of employees per lakh of population(Reverse) | 12.50% |
| Per capita electricity consumption  | 12.50% |
| Literacy rate(Reverse)  | 12.50% |

- The plan ceiling for all the Districts of the State is prepared and communicated to the District Planning Committees for formulation of District Plans for the year .It is preceded by a month long meetings in the State Planning Board to finalize the District outlays. During the discussions a thorough examination of schemes of various sectors is undertaken. After finalization, these district Plans are incorporated in to the State Plan's sectoral plan outlays.
- 28 sectors have been identified for purely District sector schemes. These include the development heads of Agriculture and Allied Activities, Rural Development, Minor and Micro Irrigation, Rural Electrification, Industries and Rural Industries Including Handloom, Khadi and Village Industry, Sericulture, Roads, School Education, Sports and Youth Welfare, Public Health, Water Supply and Sanitation, Urban Development Welfare of SC/ST/OBC, Social Justice and Development of Women and Children Welfare.
- State specific operational manual on Integrated District Planning was prepared and replicated in the field.
- Planning software application was developed to facilitate the data entry and analysis of data at each level of planning so that village, panchayat, janpad, district Plan and programme sector/scheme plans can be generated.

## ***District Level***

### **Institutional Arrangement**

- At district level 6 sub committees formed by the DPC represent different sectors. Gram Janpad and gram sabha from the panchayat level and urban bodies are responsible for giving final shape to the schemes
- There are different planning units at the district-:1)Panchayat.2)Janpad Panchayat .3)Gram Panchayat 4)Gram Sabha. 5)Urban Bodies. 6.) Other Planning Bodies(Ward sabha. Mohalla samiti etc)
- Planning groups facilitate in preparing the plans and linking them from one level to the other. TSGs at panchayat level comprising of 5-6 or more members are constituted. It consists of grassroot level officials, functionaries, experienced persons from active NGOs and VOs. These TSGs conduct the planning exercise in 2-3 panchayats. Village Development Committees together with the panchayat level TSG has to complete the process of plan preparation.
- The District Collectors were asked to have extensive consultations with the local bodies.
- Under the Decentralized Planning process in MP plans are prepared at the Gram Sabha level in rural areas and ward level in urban areas. These plans are consolidated to form the DDP. In order to take the plans forward from the lower level to the higher level various institutional arrangements have been made.

## **WEST BENGAL**

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### **Legal Framework**

- Enacted the West Bengal District Planning Committee Act, 1994
- The DPC act specifically delineated three categories of members for the District Planning Committee (section 3 of the Act). These are :
  - Members to be elected by and from amongst the elected members of the Zilla Parishad (ZP). However, Sabhadhipati (head of ZP) would not come in the purview of this section.
  - Members to be elected by and from amongst the elected members of all the municipalities under the jurisdiction of the district and in the case of Siliguri subdivision of Darjeeling district, where there is Siliguri Subdivision Planning Committee, members of all the municipalities within this subdivision. Here also the condition is that the chairpersons of the municipalities cannot be the members under this section, i.e. subsection.
  - Members to be appointed by the State government, but the total number of such members should not exceed one-fifth of the total number of members of DPC. Regarding the members of this category, the DPC Act specifically mentions that the State government will appoint Sabhadhipati of Zilla Parishad and District Magistrate (DM) of the district as members of the committee where the Sabhadhipati will be the chairperson of the DPC and DM the secretary of DPC.

## ***State Level***

### **Institutional Arrangement**

- West Bengal State Planning Board, was constituted in 1972, reconstituted in March 2007 and subsequently modified in March 2007.

- The State Planning Board undertakes interactive discussions with the plan implementing departments at the stage of formulation of Annual Plan.
- All schemes requiring funding from State Plan in excess of Rs. 20 crore have to be cleared by SPB from all angles before being initiated.
- Departments have been assigned to the board.
- Member wise allocations of districts have been done.
- District Planning Committee after preparing the draft development plan for the district as a whole shall forward the draft to the State Government (Planning and Development Dept). On the receipt of the draft plan the State government in consultation with the State planning Board (SPB) will extend approval to the draft plan.

### **Planning Process**

- The State Planning Board assists in the formulation of the Annual Plan of the State. Accordingly, the SPB takes up a series of meetings with the Plan implementing Departments on the plan priorities of the Departments at the formulation stage of the departmental annual plan .
- After due interactions the concerned Members of the SPB give their considered opinion on the draft proposals of the departments. When the plan proposals are finally put up to the MIC of that concerned Department for approval, the concerned Minister is aware of the recommendations of the State Planning Board.
- The Planning Cell of the Development & Planning Department deals with the formulation of the Annual Plan of the State and takes care of all Plan related matters in consonance with the guidelines of the Planning Commission and the State Planning Board and in collaboration with all the other Plan implementing Departments of the State Government.

### ***District Level***

#### **Institutional Arrangement**

- The Planning Cell also provides guidance to the District Planning Committees for preparation of District Plan.
- For strengthening preparation of District Plan, a District Planning Committee Secretariat has been formed.
  - The District Planning Officer shall be the Head of the ‘Secretariat’
  - The functions of the Secretariat shall be to assist the respective District Planning Committee in preparing and finalising the District Plan after examining the Plans of District / Panchayat Samities / Gram Panchayats and Municipalities.
  - The Secretariat shall work in close conjunction with the Natural Resources Data Management System (NRDMS) of the Collectorate.
  - At the ‘Panchayat Samity Level’ in each district, a dedicated set up is also hereby formed at each Block to help the BDO & Executive Officer, Panchayat Samities to finalise the Panchayat Samity Plan
- The District Planning Committee prepares District Plans by consolidating plans prepared by the Panchayats and Municipalities.
- The District Planning Committee also provides various supports to such local bodies including sharing its vision, perception and guidelines for the plan formulation.

## **Legal Framework**

- Enacted The Orissa District Planning Committees Act, 1998 and Rules, 2000 .Accordingly District Planning Committees (DPC) have been constituted & and are functional in all 30 districts since 2003

## ***State Level***

### **Institutional Arrangement**

- State Planning Board reconstituted in December 2006.
- The board provides short term and long term policy guidelines for formulation of five year and annual state and district level plans.
- Constituted Technical Support Institutions which appraised district plans at the state level.

### **Planning Process.**

- State Plan includes district plan summaries since 2010-11

## ***District Level***

- District Planning and Monitoring Unit (DPMU) constituted in each district to strengthen the district planning apparatus and provide secretarial and technical support to the Department of Planning and Coordination (DPC).
- The process of formulation of district plan was to be completed within first week of July and fourth week of August.
- The DPMU has two cells –General Planning Cell and Analytical Cell. The General Planning Cell is headed by the deputy director (planning & statistics).The Analytical Cell in turn comprises of two sub units –Planning wing and Statistical Wing.
- Annual District Plans are being prepared in Orissa since 2008-09 .The process adopted include the following-:
  - A consultative and participatory exercise
  - Engagement of Technical Support Institutions
  - Approved by District Planning Committee
- Since last three years the Government of Orissa has adopted the process of Comprehensive District Planning and identified Technical Support Institution (TSI) for the purpose. Different districts have been allotted different TSIs. The role of TSI is to support the District Administration and facilitate the CDP formulation by organising District Level, Block level & GP Level Consultation. It also provides support to different Elected Local Bodies through secondary data review and analysis.
- At District level there are 13 Sectoral Sub Committees to review the CDP according to their area of expertise before placing it for final approval to District Planning Committee (DPC). The suggestion of Sectoral Sub Committee are incorporated in the CDP and placed for approval of DPC. DPC then discusses and approves it for onward submission.
- The Budget for CDP Formulation is being supported by Planning & Coordination Department Government Orissa for both TSIs and Planning Offices.

## Legal Framework

The District Planning Committee in Kerala is constituted with the District Panchayat President as chairperson and the district collector as secretary. Four-fifth of the members are elected from among the district panchayat and municipalities of the district. The district level heads of departments are the joint secretaries of the DPC. As and when required DPC can constitute sub-committees to prepare plans for different development sectors of the district. They are also mandated to consult experts to improve the quality of planning. The major roles of DPC are:

- Approve plans and projects prepared by all tiers of LSGs after due appraisal by the TAGs.
- Scientifically keep track of the development status of the district.
- Monitor and evaluate the development schemes of all departments and agencies at the district level.
- Integrate and consolidate local level plans prepared by all LGs of the region into a District plan. DPC should also integrate District credit Plan into the District Plan.

Government Order issued in September 2006 by the Local Self Government (P) Department ,for strengthening of District Planning Committee by providing Technical Secretariat.

- i. The Town Planning Office at the district level is brought under the District Planning Committee to provide technical support on spatial planning.
- ii. The District Statistical Office (Office of the Deputy Director) is brought under the District Planning Committee to provide support for monitoring as well as generate and maintain data base required for planning.
- iii. The District Planning Office is brought under DPC to provide overall support for decentralized planning with special focus on socio-economic planning.
- iv. The Town Planning office at District level, the District Statistical office (Office of the Deputy Director), the District Planning Office will be housed in a single office of the DPC for which a type design will be prepared and a modern office built with contribution from all the local Government institutions in the district. Also support from the Ministry of Panchayati Raj and Ministry of Urban Development, Government of India as well as Planning Commission Government of India will be sought for this purpose.

## *State Level*

### **Institutional Arrangement**

Decentralized planning in the State operated mainly through the following institutions and instruments; Grama Sabha (GS): People's participation in decentralization was sought to be ensured mainly through meetings of the GP ward level Grama Sabha, chaired by the ward member. Ten per cent of the voters of the ward constitute the quorum; The officials of GP and implementing departments are required to attend the GS meetings. The Block level Grama Sabha consisting of GP Presidents and Block Samiti members and the District level Grama Sabha consisting of GP presidents, BP Presidents and DP members were meant to vertically integrate plans.

Neighbourhood Groups (NHGs): Envisaged as a sub-system of GS, an NHG (Ayalkoottam) would be formed as an association of 20-25 women members to identify women from among themselves to form Self Help Groups (SHGs) for carrying out the Women Component Plan (WCP).



**Resource Persons:** About 600 Key Resource Persons (KRPs) at the State level, about 10000 district Resource persons (DRPs) at the district level and about one lakh Local Resource Persons (LRPs) at the GP level were recruited both from the Government and outside, representing various disciplines. Resource Persons were to take lead in training programmes and to spearhead the Plan campaign. Kerala Institute of Local Administration (KILA) co-ordinates the training activities of Local governments.

**Development Seminar (DS);** Based on GS recommendations, a one day DS would be held every year at the PRI level to which experts, elected members, representatives nominated by the GSs, to discuss the draft annual plan document of the PRIs, suggest the broad priorities of development projects and select members of Task Forces (Working Groups).

**Task Force;** Presently known as ‘Working Groups’ (at GP, BP and DP levels) were to translate the demands and recommendations of GSs and DSs into viable, technically acceptable projects. For each local body, there were about 8 –12 Task Forces/working groups dealing with different sectors. Each WG would be headed by an elected Member and convened by specified government official.

**Committee System;** All GPs, BPs and ZPs would have Standing Committees (SCs); each assigned with certain subjects. The SCs were to be co-ordinated with a Steering Committee consisting of the President, Vice President of the Panchayat and the chairpersons of the SCs. Panchayats were free to constitute sub-committees to assist the aforesaid committees. There was also provision for Joint Committees between neighbouring Local Governments.

**Expert Committees (ECs);** There would be ECs (evolved from Voluntary Technical Corps) at block and district levels drawing expertise from and outside the Government. ECs would have a three-fold role; providing technical advice to PRIs, technically vetting projects of PRIs and giving technical sanction for works, wherever required.

**District Planning Committee;** All PRI plans in the district would be submitted to DPC, which would give formal approval to them. Neither DPC nor ECs would have the power to alter the priorities fixed by PRIs, but could only ensure that the Guidelines were followed.

**State Level Coordinators;** At the apex level, the SPB, co-ordinates with the Department of Local Self Government and takes the lead in decentralized planning at different tiers by issuing Guidelines and observing compliance and progress. There was a State Level Expert Committee too, to vet the District Panchayat plans.

**State Election Commission:** Apart from the conduct of Local body elections, the State Election Commission has been empowered to delimit the wards of PRIs for elections and to disqualify the defectors.

**State Finance Commissions:** The 1st SFC was constituted in 1994 and the 2nd in 1999. The 1st State Finance Commission (SFC) submitted its report in February 1996. However, the formula used for inter-se distribution of plan fund was not the one given by the SFC, but was evolved by the Working Group of State Planning Board in 1997.

**Ombudsman:** Ombudsman is a high-powered institution consisting of judicial dignitaries formed to check malfeasance in local governments in the discharge of developmental functions.

## ***District Level***

### **Planning Process**

Kerala follows a multi-stage decentralised plan formulation process. The different stages adopted and found successful in this decentralized planning are *environment setting, situation analysis, need identification, vision setting, plan formulation, projectisation, plan vetting, plan approval and plan implementation*. Each stage has a few sub-components too.

### **Environment Setting**

Creation of Working Groups and making them functional for setting the plan process move on, are the twin items coming under this.

### **Constitution of Working Groups**

In Kerala, it was made mandatory for each local government to constitute Working Groups for the sectors, as listed below, at the beginning of every Five Year Plan.

The first activity towards situation analysis is the constitution of Working Groups for important development sectors in Local governments. The local governments have the freedom to constitute as many Working Groups as required in addition to the following mandatory ones.

### **Mandatory Working Groups**

The mandatory working groups are :-

1. Watershed Management including Environment, Agriculture, Irrigation, Animal Husbandry, Dairying, Fisheries and related sectors.
2. Local Economic Development other than agriculture including local industries, promotion of private and community investment and mobilization of credit.
3. Poverty Reduction including housing
4. Development of Scheduled Castes
5. Development of Women and Children
6. Health
7. Water Supply and Sanitation including Solid Waste Management
8. Education, Culture, Sports and Youth
9. Infrastructure
10. Social Security including care of the aged and disabled
11. Energy
12. Governance Plan

The Local Governments having allocation under *Tribal Sub Plan* will have to constitute a separate *Working Group for Development of Scheduled Tribes*, in addition. In Urban Local Governments, the *Working Group on Poverty Reduction* would look after the Slum Development sector too.

### **Working Group: Its Structure**

Each Working Group will have an elected member of the Local Government as its Chairperson. The Working Group on *Development of Scheduled Castes* should be chaired by a Scheduled Caste Member

and the Working Group for *Women and Children* by a women member. The Working Groups on *Watershed Management* and *Anti Poverty Sub Plan* should be headed by the Chairperson of the concerned local government. A leading expert in the sector, who is nominated by the local government has to function as the Vice-Chairman of each Working Group. The Convener of each Working Group in the local government should be the senior most official devolved to the local government in that sector. Other professional officers and Experts capable of contributing to the functioning of Working Groups can be included in the Working Groups as members. The experts from outside the local government jurisdiction who are willing to work voluntarily in the Working Group can also be included. In short any practitioner or professional showing interest and activism in the sector can be included in the Working Group.

At least one member of the Community Development Society of the Kudumbashree should be included in each Working Group and two should be there in the Working Groups on Poverty Reduction, Development of Women & Children and Development of Scheduled Castes. Scheduled Caste Promoters should be nominated to every Working Group. The Working Group has the power to co-opt more member to its fold and to set up *Task Forces* to perform any task devolved on to it.

### **Working Group Meeting: Procedure**

The Working Group has to meet as frequently as possible and keep a brief record of its deliberations. The quorum for the meetings shall be four including the mandatory presence of the Convener. It should be ensured that representatives of commercial banks participate, in the Working Group on Watershed Management and on Local Economic Development, to the extent possible in order to ensure the bank loans for plan projects. In Local Governments having the Forest areas, officers of the Forest Department and the Presidents & the Secretaries of Vanasamrakshana Samithies shall be inducted into the *Working Group on Watershed Management*.

### **Situation Analysis or Status Assessment**

#### **Preparation of status report for every Sector**

Survey of existing resources, analysis of situation, and exploration of development potential come under this. Each Working Group will have to prepare a development status report for each sector with the following items of content for the purpose:

1. List of schemes taken up in the sector in earlier Five Year Plans by the Local Governments.
2. Key indicators of physical and financial achievements of the above schemes.
3. A comprehensive list of beneficiaries of the plan projects for earlier plans in the local government
4. A list of assets created during earlier plans.
5. List out major schemes implemented in the sector by Government or other agencies within the Local Government. area
6. The database relevant to the sector from all available secondary sources
7. A note on issues in the planning, implementation and monitoring aspects in the last ten years.
8. Preparation of development problem matrix for different wards or areas in the local government.
9. A note on key issues facing the sector, existing gaps, local potential for development in the sector, strategies for addressing the issues and achieving the potential for development.
10. Potential projects - for Plan and Maintenance Plan

### **Methodology for Working Group Report Preparation**

The Working Group may verify records, conduct field visits, discuss with selected beneficiaries of previous scheme, interact with key stakeholders, conduct surveys or make studies, for the preparation of the working group report. The Working Groups should maintain frequent interaction or sharing among the key members so as to bring about cross-sectoral linkages but should not remain as watertight compartments.

It is necessary to use services of all officials devolved to the local governments in the functioning of respective Working Groups. A framework of the Working Group Report was also developed in the form of a template to serve as a guide in the preparation of the report. Working groups shall continue to work even after the preparation of annual plan till the final stage of plan implementation.

The Working Group reports containing a microcosm of the plan set the basic framework for local development. The working group reports will be acceptable to people in the next stages, if they are in tune with the people's perception.

### **Need Identification**

Identification of the needs of the people is the next step in the process. The need identification encompasses a wide range of consultations and consolidation of ideas. It starts with holding of stakeholders meeting for gathering their needs.

### **Consultation with Stakeholders**

The next component is holding of consultations with key stakeholders in each local government as enlisted below:

1. Farmers and agricultural workers
2. People engaged in industrial activities and services (both traditional and modern) including workers
3. All the Area Development Societies
4. Headmasters and key PTA office bearers
5. Anganwadi workers and Mothers' Committee Chairpersons
6. All Hospital Management Committee members of the Government Hospitals within the Local Government (of all three streams) and key medical professionals within the Local government from the NGO and private sector.
7. Youth Clubs, youth organizations and activists and functionaries of the literacy and library movements, eminent persons in the field of arts and culture and representatives of disabled groups.
8. Vanasamrakshana Samithies and environmental activists.
9. Political parties and trade unions.

### **Citizens consultation : In the Gram Sabha / Ward Sabha**

The basic purpose of this meeting is to gather development needs. Before holding the meeting of Grama Sabhas / Ward Sabhas there would be sufficient environment creation and information dissemination by using the media. Six Facilitators consisting of three women nominated by the Area Development Society of Kudumbashree and one woman and two men identified unanimously by the Local Government

concerned should be trained for and involved in each Grama Sabha/ Ward Sabha. The agenda for discussion in the Gram Sabha /Ward Sabha should be a semi-structured questionnaire type one covering key development issues within the Local Government as a whole. After the plenary session the participants should divide into break-out groups based on development sectors for deeper discussion and assemble in the summing up session to consolidate the discussion in all the break-out groups..

In the discussion, the Gram Sabhas / Ward Sabhas would be asked to list out development priorities ranked in the descending order of preference. In the case of infrastructure like roads, buildings, irrigation schemes, water supply schemes, electrification the Gram Sabha/Ward Sabha should put forth norms for prioritization of beneficiaries for the whole Village Panchayat/Municipality/ Corporation. The Gram Sabha/Ward Sabha should prepare suggestions on maintenance of assets separately.

The following records shall be collected and maintained by the Secretary of the local government to ensure strict compliance of the instruction.

1. Photographs
2. Attendance register showing details like House No., address, age, whether male or female, whether belonging to SC, whether belonging to ST, occupation etc.
3. Record of discussions of breakout groups on development needs
4. Recommendations of the Gram Sabha/Ward Sabha in a consolidated form

In the case of Block Panchayats, Gram Sabha like sessions would be held with all elected members of Village, Block and District Panchayats within their jurisdiction; in the case of District Panchayats this exercise would be limited to Standing Committee Chairpersons of Gram Panchayats and elected members of Block Panchayats and the District Panchayat.

### **Goal or Vision Setting**

Every plan should be based on a development vision derived after wide discussion and consultation.

### **Preparation of Vision cum development Report**

Next step is preparation of a two-part document Vision and Development Report prepared by a team consisting of officials and resource persons based on the outputs from the Working groups and grama sabha meetings held as above. The report may appear like the City Development Plan under JNNURM. The District Panchayats would not have a separate Development Report and Vision Document. The District Planning Committee would prepare the Development Report and Vision Document for the whole district.

The vision document would set the objectives, output or outcome of planning attempt. The Vision Document part would go beyond five years and give the vision of overall development of the Local Government as well as development in different sectors.

The Development Report would focus on the development situation in the Local Government in respect of different sectors along with an overall assessment of development based on all data available locally and collecting additional data required specially for the purpose. Development Report would summarise the strategies being followed in the local Plan, the key project interventions and their outcomes as assessed by the Working Groups and project beneficiaries.

## **Preparation of Draft Plan**

Each Local Government would estimate the broad allocations for different sectors and call a meeting of Working Groups and arrive at a consensus on key strategies and priority of schemes. The local government should set the priority sector or sectors for the entire plan periods or annually to synchronize the local plan with the state and national plan and to focus on building up necessary pre-requisites. This meeting should finalize the draft project proposals emerged from the Development Report. The draft Five Year Plan document should consist of the following chapters.

1. Development scenario of the local government
2. Efforts during the past ten years
3. Success and failures
4. Physical and Financial achievements and outcomes in the Ninth and Tenth Plan
5. Strategic vision of the local government
6. Summary of possible projects sector wise within each sector giving the existing scenario, the intended scenario, size of the gap and the intended phases of filling up of the gaps with monitorable targets - separately for Plan and Maintenance plan.
7. Allocation of resources sub-sector-wise
8. Write up on Anti-poverty Sub Plan and Destitute Plan, Women Component Plan, Plan for Special Groups and Special Component Plan and Governance Plan only very brief summaries.
9. Maintenance Plan (summary only)
10. Write up on credit linkages.
11. Write up on integration.
12. Write up on monitoring arrangements intended.

The Anti-Poverty Sub Plan, Governance Plan, Maintenance Plan and wherever applicable, the Tribal Sub Plan should be separate documents with full details presented.

## **Consensus Building in Development Seminar**

A Development Seminars of the local government as a whole would be held by involving the key representatives from different walks of life and professionals including two representatives - one male and one female - nominated by each Grama Sabha/Ward Sabha to evolve consensus on development strategy. The Draft Plan and Maintenance Plan would be discussed in these seminars through group discussions. The gist of the Development Report and Vision Document would be circulated. The Development Seminar would thus fine-tune the specific strategies to be followed and will fix the priority. Each Local Government should have a key development theme for the Plan as a whole or for each of the five years in relation to the broad themes for the district developed by the District Planning Committee.

The following records of the development seminar need to be maintained.

1. Photographs
2. Attendance Register showing details like house No., address, age, whether male or female, whether belonging to SC, whether belonging to ST, occupation etc.
3. Record of discussions of breakout groups
4. Recommendations of the Seminar

The elected Councils of local governments would meet along with key members of Working Groups and consider the suggestions and recommendations of the development seminar and make suitable

refinement in the priorities, strategies and allocations.

### **Stakeholder Discussion for Plan Refinement**

A second stake holder discussion of modifying the allocation for each sector, setting sectoral priority and other aspects on the basis of Gram Sapha consultation and Development Seminar Discussions need to be conducted.

### **Preparation of Detailed Projects**

The Working Groups would then prepare detailed projects in the prescribed formats by limiting the estimated expenditure within the pre-determined allocation. The project proposals should be submitted to a web based support system to ensure standardization, easy approval and consolidation at the State level.

The quality of projects is directly related to the quality of functioning of the Working groups. While preparing projects they should have a full understanding of the experience of last ten years. Working Groups would also be responsible for proper technical assessment in matters like suitable type of irrigation projects, mix of measures in watershed management, source sustainability in water supply programmes, technological and managerial soundness in sanitation projects etc. The Working Groups should give accurate assessment of cost as well as environmental implications of projects having such implications. The number of projects should be reduced significantly by completely avoiding small and low-impact projects and thin spread of resources.

### **Plan finalization & Submission for Approval**

Plan finalization would be done by the Local Government. The following documents should be submitted along with the plan for approval by the District Planning Committee.

1. The documents relating to the Grama Sabha/Ward Sabha, Working Groups and Development Seminar
2. Two printed copies of the Development reports and two CDs.
3. Prescribed expenditure statements for the Five Year Plan 2002-07.
4. Eleventh Five-Year (2007-12) Plan Document.
5. Master Plan Document on Watershed development
6. Anti-Poverty Sub Plan
7. Tribal Sub Plan (wherever applicable)
8. Maintenance Plan
9. Governance Plan
10. Statistical Annexes
11. Details of own revenue included in the Plan
12. Resolutions of the Local Government approving the Plan Document Nos. 3 to 9 shall also be given in electronic form to be developed by IKM.

### **Plan Vetting**

The Technical Advisory Groups (TAGs) created at the district and block level will vet the plans. TAGs are constituted at the district level for Block Panchayats and District Panchayat, at the Block level for Village Panchayats and at the Municipality/Corporation level for Municipalities /Corporation. The members are chosen from among the experts from departments, professional colleges, academic

institutions, public/private sector organizations, NGOs, Bankers and from among retired personnel and practitioners as members. The District Collector would be the Chairman and District Planning Officer the Convener and Secretary of district level TAG. The Secretary concerned, would be the Convener and Secretary of other TAGs. The TAGs should have sub groups for different sectors. The Chairpersons of TAGs other than the District and the Chairpersons and Conveners of sub-groups of all TAGs would also be decided by the DPC. DPC would also fix the quorum for the sub groups and it shall not be less than three including one nonofficial.

### **Functions of TAGs**

The functions of the TAGs are:

1. Ensuring that local government plans are in accordance with the mandatory guidelines issued by Government particularly in relation to investment ceilings for the broad sectors, subsidy limits, sectoral guidelines, priorities to various groups, ineligible categories for assistance etc.
2. Ensuring that the plans are in accordance with prevailing technical guidelines.
3. Verifying whether the costing is appropriate and the phasing is reasonable.
4. Giving suggestions for innovative plans and integrated projects, which Local Governments may accept if they so desire.

The TAG does not have any power to change the priority determined by a Local Government or to force a local government to take up a particular scheme or work. Any dispute regarding acceptance of a scheme at the Block / Municipality / Corporation TAG may be referred to the District TAG for decision.

The TAG sub groups should go through every project in detail, visit sites if required and make suitable recommendations to the DPC. A checklist for vetting different kinds of projects would be incorporated into an electronic process of appraisal. In case the TAG identifies any problem with Local Government projects it should hold discussions with the elected head and the implementing officer concerned of the Local Government and sort out matters across the table. No plan, which does not have the required allocation for the mandatory schemes, should be forwarded to DPC.

The appraisal of projects by Technical Advisory Group should be done scrupulously to ensure quality of projects. The District Collectors can initiate penal action against those members of Technical Advisory Group who recommend projects without proper scrutiny.

The Local Governments would submit their plans in one lot to the Secretary of the TAG concerned and obtain receipt. The Secretary of TAG should conduct a quick preliminary scrutiny and then divide the projects among different sub groups of the TAG and pass them on to them for detailed scrutiny. The TAG shall not take more than 10 days for vetting the Plan of a local government.

The draft Plan of District Panchayat and Corporations are to be submitted to a State Level Technical Group after vetting by TAG. Technical Advisory Groups should submit a special report to the DPC on their general assessment of the quality of projects along with suggestions on improving the quality of implementation.

### **Plan Approval**

The projects vetted by the Technical Advisory Groups should be considered in detail by the DPCs. Technical Advisory Groups may be asked to present their assessments before the DPC and a considered decision taken. DPCs should go beyond ensuring adhering guidelines to verifying whether the plans of



local governments match with the priorities outlined in their vision documents as well as the district vision. DPCs cannot give adhoc clearances or conditional clearances. If DPCs view that modification of a Local Government plan is necessary, discussion should be held with key representatives of the Local Government including the elected head. If there is a dispute that cannot be sorted out locally, the matter needs to be referred to the Decentralization Co-ordination Committee at the State level.

A summary of the approved plan in an electronic form containing details like allocation, implementing officer, physical targets, implementation charts etc., would be given to the office of the DPC for approval. An official order containing those details would be issued by the DPC. The order would be used for fund release by treasuries and monitoring purposes by the DPC.

### **Outcomes.**

Widely acknowledged part of the decentralization project of Kerala is the multi-stage process of plan formulation which has widened the avenues of people's participation.

## **JHARKHAND**

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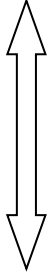
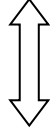

**Initiatives of Planning and Development Department:** Department has issued letter No. 1445 dated 1/11/2008 emphasis to make alternative mechanism for decentralized participatory planning in the State. Department has also signed MoU with Planning commission, GoI to implement GoI-UN Joint convergence programme in five selected districts of the State, which also emphasis to strengthen departmental convergence approach, pilot decentralized district planning process. Planning and Development Dept. has also issued letter to all Dy. Commissioners of 24 districts to use IEC funds of national flagship programmes for integrated village planning process. Recently, Dept. has also led state level consultative process to prepare 12th five year plan approach paper, where apart from Govt.; civil society also participated in the discussion.

**Initiatives of Department of Panchayati Raj, Jharkhand:** Long awaited election of panchayats was accomplished; capacity building of all tiers of PRI members is also on-going. Circulars were issued to constitute district planning committee. This would indicate that with the initiative of Panchayati Raj Dept., district is now geared up to model its first ever integrated and decentralized district planning. Dept. also engages TSIs to prepare BRGS plans.

**Initiatives of UNICEF, Jharkhand:** In the State, UNICEF Office for Jharkhand in collaboration with District Administration, East Singhbhum has demonstrated model of Integrated Village Planning Process (IVPP). The IVPP was launched in early 2005. The package of IVPP consists of five-day Village Planning Exercise (VPE), follow up of problems identified, and community plan' emerged from the VPE; strengthening village volunteer networks, partnership with local NGO partners, establishing Village information system to empower villagers with information. This has impacted in enhancing community led demand creation as well as improvement in service delivery mechanisms. Recently, in consultation with Dept. of Planning and Development, UNICEF and District Administration East

Singhbhum has piloted integrated and decentralized district planning exercise on the lines of Planning Commission, GoI manual on “Integrated district planning”.

**Information Flow Chart followed:**

| Level   | Status         | Main responsibility – Advice, Instruction, Supervision, Approval   | Facilitators (event organizing, data collection, Data entry, report writing etc)  |
|---|----------------|--|---|
| District Level<br><br>         | East Singhbhum | <b>Decentralized Planning Core Group</b> - headed by Dy. Development Commissioner <ul style="list-style-type: none"> <li>• Provide scheme list</li> <li>• Calculate Dept. wise annual district resource kitty</li> <li>• supervise block, panchayat and village planning process</li> <li>• Sector wise plan</li> <li>• Approval of district annual work plan</li> <li>• Issue instructions to BDOs and Panchayat Sevaks for smooth facilitation of Decentralized Planning process at their level.</li> <li>• Any other</li> </ul> | <b>District Planning and Monitoring Unit (DPMU)</b> <ul style="list-style-type: none"> <li>• Organize events ( district, and block level)</li> <li>• Software support</li> <li>• Identify gaps and facilitate for solutions</li> <li>• Technical support as and when required</li> <li>• Data collection formats, Data analysis, generate query based dept./sector wise community demand to officers for their annual work plan,</li> <li>• District profiling and SWOT analysis of district and for each district departments</li> <li>• Prepare consolidated annual district plan</li> <li>• Any other</li> </ul> |
| Block Level<br><br>          | 9              | <b>Block Level Task Force (BLTF)</b> - headed by BDO (provide unit cost of each activities under the schemes, monitoring the process of village planning)  | <b>Block Technical Team and NGO Partner</b> (orientation, data entry of data collected, block profile, SWOT & issues, addition work proposed by Block)  |
| Gram Panchayat Level<br><br> | 231            | <b>Panchayat Support Group (PSG)</b> – headed by Panchayat Sevak   | <b>NGO partner</b> ( orient about village planning processes, presenting the village plans, addition work proposed by Gram Panchayat,   |
| Villages  | 1610           | Pradhan / Mukhiya, and Village volunteers  | NGO partner – Community mobilization, data collection ( village facilities, sectoral blem solution gird, demand schedule), Gram sabha for approval  |

**Data collection tools to be used at village level**– Three simplified tools are used, viz: (1) Baseline survey for Village facilities; (2) Village level problem solution grid (sector wise), and (3) Preference/demand of work mapping. Software Customization for data analysis and query based report. DPMU has provided the software support.

**a) Processes followed before going to the village:**

Before initiating the actual data collection work, it is important to prepare ground for it. The information regarding initiation of such an activity in the village planned by the block coordinator, cluster coordinators and the concerned village volunteers. An overall plan of initiation and completion of the data collection work at the outset needs to be work out by them. On the basis of this plan, prior formal communication was made to Mukiya and Pradhan and village volunteers about the date, time of planning exercise to be carried out by district administration; processes to be followed, roles of standing committees, gram sabha to be held etc.

**b) During the village:** Based on the pre-decided date and time, minimum two days of exercise was carried out in the village.

|   |
|---|
| <p><b>Day One</b></p> <ol style="list-style-type: none"> <li>1. Meeting with prominent villagers, members of Village committees and the youths and sharing information about the Village Planning Exercise</li> <li>2. Meeting village level government workers (Angwanwadi workers, ANM, Gram Sevak, Teachers, etc.)</li> <li>3. Gram Sabha             <ul style="list-style-type: none"> <li>o Introduction and purpose of exercise</li> </ul> </li> <li>4. Orientation on the next day activities including village mapping</li> <li>5. Re-visit village mapping at a prominent location             <ol style="list-style-type: none"> <li>a. Data Collection                 <ul style="list-style-type: none"> <li>Village facility Survey using the format (annexed)</li> <li>Group discussion on village level problems (sector wise) with various categories – women, old aged, SC/ST, Tolla etc. by using problem-solution grid format</li> <li>o Listing all the activities emerged from the village</li> </ul> </li> </ol> </li> </ol> |
| <p><b>Day Two</b></p> <ul style="list-style-type: none"> <li>o Data collation, sharing analysis with the villagers/groups.</li> <li>o Preparation for Gram Sabha meeting and allocating responsibility amongst the facilitators</li> <li>o Gram Sabha – Problem definition, solutions of problem, prioritization to solution, preparing community action plan defining time frame, roles and responsibilities. Complete the preferences schedule. Signature of all the community members. Approval of the plan.</li> </ul>  |

**c) Post Data Collection:**

After data collection at the village level, the data file was submitted to the concerned cluster coordinator. The cluster coordinator compiled all the data at the panchayat level for sharing in the panchayat level meeting. The block coordinator assisted the cluster coordinator/s in this activity. The compilation of problems and possible solutions further shared at panchayat level meeting for preparation of panchayat plan. The same process of authorization and validation presented at different levels of panchayats.

## MAHARASHTRA

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### Legal Framework

Enacted law based on Article 243 ZD called Maharashtra District Planning Committee(Constitutions & Functions) Act 1998. The Act came into force from 15<sup>th</sup> March 1999.

At the State level there are two high level bodies namely, Planning Sub-Committee (PSC) and State Planning Board (SPB). Their functions are generally the same as that of the Planning Commission or the NDC. The Chief Minister is the Chairman of both these bodies and Ministers for Finance and Planning are members of these bodies. Similarly, a few Ministers holding key portfolios and representing various areas of the State are members of the PSC. Though there are no non-official members on PSC, non-official members, representing various fields relating to planning, are appointed on the SPB. While the role of the PSC is to take final decision regarding all aspects of the planning. SPB is an advisory body. Below the PSC, there is an independent Planning Department at Mantralaya level which was created in September 1972. Earlier Planning Department was a part of Finance Department. Its functions are, more or less, similar to that of the Planning Commission. However, the Planning Department in the State has general control over all items relating to planning.

### *State Level*

#### **Institutional Arrangement**

The District Planning Committee shall be constituted at district level in each district to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole.

The Chairperson of every District Planning Committee shall submit the development plan, as recommended by such Committee, to the Government of the State.

The district in-charge Minister was chairman of the district planning committees with legislators, MPs and representatives from the panchayati raj institutions as members and these committees were given powers to fix priorities of development in the respective districts and allocate funds for development work.

It also provides for a district-wise break-up of allocations and expenditures of the plan budget.

#### **Planning Process**

Districts are allotted funds available for district level schemes by taking into consideration the following items: - 1. Total population, 2. Urban population, 3. Backward Class population, 4. Backwardness in agriculture, 5. Backwardness in irrigation, 6. Industrial backwardness, 7. Communication backwardness, 8. Special Problems of Drought Prone Area etc. However, the allocation for General Plan (Non-Tribal), Tribal Sub-Plan and Special Component Plan are decided separately and hence the above items are taking into consideration for General Plan.

A detailed time-table for preparation of the district plan is also communicated to the DPCs along with the guidelines for preparation of the annual plan.

### ***District level***

Steps involved in the preparation of the district plan are as follows :—

The Collector, who is ex-officio member secretary of the DPC gets the consolidated proposals from the Planning Cell in collectorate, which receive the proposals from the Panchayat at District Level and Municipalities. These proposals are broadly classified into three categories, namely (i) continuing schemes or activities (ii) inevitable expansion of schemes, etc. wherever applicable and (iii) entirely new schemes or programmes.

At the District Level, a Planning Cell in the office of the Collector, receive the proposals from the District Implementing Officers, prepared by the Panchayat at District Level and Municipalities and submit it to the DPC through the Collector. An officer of the Planning Department who keeps liaison with the district planning process, is also associated with the work of the Planning Cell. While examining these proposals, the Planning Cell takes into account the financial ceiling indicated by Government, the requirements of continuing schemes and inevitable expansion of programmes and the guidelines issued by the Planning Department as also by the Administrative Departments and Heads of departments as well. As regards the works/programmes like minor irrigation, medium irrigation, roads, water supply, etc. the DPC decides upon the priorities as between different works, which is kept in view by the Collector while examining the feasibility of including new works in the draft Annual Plan. On completion of the initial scrutiny by the Planning Cell at the district Level, these proposals are again discussed by a senior officer of the Planning Department with the Collector and modifications/adjustments required so as to confirm to the guidelines and policies of the Government, are suggested for consideration of the DPC.

The draft Annual Plan so vetted by the senior officer of the Planning Department is then placed before the DPC for approval. Modifications, if any, approved by the DPC are incorporated in the draft Annual Plan which is then submitted by the Collector to the Planning Department and also other Administrative Departments and Heads of Departments. The draft Annual Plans are then examined in the Planning Department with reference to the proposals and their relevance to the policies and priorities of the Government in regard to the State's Annual Plan and scrutiny notes are prepared. These scrutiny notes are discussed in the State level meetings presided over by the Minister (Planning). The draft District Annual Plans so finalized after discussions at the State level meetings are then incorporated in the State's Annual Plan to be submitted to the Planning Commission and the Ministries of Government of India After the Annual Plan of the State finalized in discussion with the Planning Commission,

modifications approved by the Planning Commission are then incorporated in the final District Annual Plan and communicated to the Collector and Member-Secretary.

3.14. Simultaneously, as the district plan process starts, the Planning Department communicates to the various administrative departments the estimated size of their plan and calls for proposals from them. Following are the general steps involved in preparing plan at the State level :—

### **Month Stages**

July-November Preparation of proposals by administrative depts., their scrutiny by the Planning Department followed by discussion with Secretaries of Administrative Departments by the Principal Secretary, P.D. and preparation of tentative Plan frame with reference to Five Year Plan and resources available for the Plan.

September-October

1. Preliminary discussions at officers' level with the GOI regarding resources.
2. Final discussion with regard to resources with the Deputy Chairman of the Planning Commission by the Chief Minister.

December Approval of the Cabinet to the draft Plan, forwarding the draft Plan to the Planning Commission and Central Ministries.

January Discussion with Central Working Groups by the Officers of the State Govt.

February Review of allocation in the light of discussion with the Planning Commission, adjustment in Annual Budget Estimates, preparation of budget-linked-plan.

March Presentation of the Budget to the State Legislature, discussion and voting.

April Communication of final grants to Heads of Departments and discussion by concerned departments and beginning the implementation of the Plan.

In view of the liberalization of economic policy, the Planning Commission has now restricted its role to the “indicative planning” and the State is given freedom to formulate the Plan on the basis of resources available. Discussions at the Chief Minister levels with the Planning Commission takes place at the beginning of Plan formulation.

### **Statutory Development Boards**

There was a persistent demand in the State for removing regional imbalance in the development in the State. In pursuance of unanimous resolution passed by the State Legislature, President of India has authorized Hon. Governor of Maharashtra to establish Development Boards under article 371(2) of the Constitution of India. Accordingly, Development Boards for Vidarbha, Marathwada and the Rest of Maharashtra have been established in the month of May 1994. According to the arrangements under article 371(2) of the Constitution of India the Governor of Maharashtra would ensure to make equitable distribution of Plan funds within the areas of these three boards after taking into account the requirement of the State as a whole. It will be binding on the State Government to make allocations for various

development sectors and schemes as would be directed by the Governor from these funds. This is a new fact in the Planning Process in the entire country.

This arrangement has taken effect from the Annual Plan of 1995-96.

### **Procedure for release of grants**

While the Planning Department ensures that the departmental budgets in respect of the district level schemes would conform to the District Annual Plans, it was observed that while releasing the sanctioned grants certain variations in the district-wise break up of the budgets were made by the Administrative Departments and/or Heads of the Departments. The State Government has issued orders laying a procedure for release of funds in respect of district Plan schemes. These orders are as follows :—

- a) Immediately after the commencement of the financial year, the Administrative Departments are required to communicate directly to the officers responsible for implementing the schemes at the district level, the budget grants placed at their disposal, under intimation to the Heads of Departments instead of channelizing the grants to the district officers through the Heads of Departments.
- b) The release should relate to all individual programme for which provisions have actually been made in the budget and funds duly authorized by the State Legislature and the district-wise break up thereof should strictly be in accordance with the provisions approved for each district and so included in the Annual Plan document.
- c) Simultaneously, the Administrative Departments are required to issue directly such formal administrative sanctions in respect of individual schemes as may be necessary for audit purposes.
- d) For issuing such administrative sanctions, a period of one month following the voting of the demands by the State Legislature is allowed. However, in case these orders are likely to be delayed for some reasons, the Heads of Departments have been empowered to authorize the implementing officers at the district level to continue to implement the schemes included in the Annual Plan for the year upto a maximum period of three months, pending receipt of formal orders from the Administrative Departments, subject to the condition that the provision for the scheme/schemes is retained in the budget for that year. The implementation of this procedure is required to be closely watched at the State level by the Planning Department and at the district level by the Collector and Member-Secretary of the DPC. The Collectors report to the Planning Department instances of delay in respect of release orders as also sanctions and such instances are followed up with the concerned Administrative Departments by the officers of the Planning Department appointed to liaison with the DPCs.

### **Re-appropriation of savings**

As a sequel to the policy of district planning, it is necessary to ensure that the outlays earmarked for each district in accordance with the formula of weightages are utilized within the district during the year. In the implementation of various programmes, occasions arise when additional funds are required for certain programmes while there could be savings under some other programmes. In the normal course, the reappropriation of savings would be done by the Heads of Departments and Controlling Officers

with reference to the total amount voted under a particular major head of account controlled by these officers. The State Government has, therefore, vested the powers of reappropriation of savings in the DPCs, subject to certain conditions. The reappropriation suggested by the DPCs, within the budgeted provision in the approved Plan is required to be taken into account while formulating the revised estimates by the Administrative Departments.

### **Local Development Programme of MLA/MLC**

Another important aspect of Decentralized Planning is the introduction of Local Development Programme from the year 1984-85. The State Government introduced this programme under which a certain amount was allotted to districts on the basis of number of Legislative Assembly constituencies in the district. These funds are required to be spent equally in the Assembly constituency areas for small works which are required to be taken as the felt needs of the people at local level, but which do not generally get place in the normal Plan Process. The Government implements this programme on State Level from 1999-2000. The outlay for Tenth Five Year Plan 2002-2007 is Rs. 1377.00 crores & Annual Plan 2002-2003 is Rs. 275.40 crores.

### **Pattern of allocation of funds to districts :-**

As mentioned earlier, classification of schemes into district level and State level was made at the time of introduction of the District Planning and allocation of funds to both these categories of schemes was done on pragmatic basis i.e. according to the flow of funds to these schemes in the earlier 2-3 years. The allocation of funds then was in the ratio of 60 per cent for district level schemes and 40 per cent for State level schemes. However, during the course of the last 10-12 years, many developments have taken place. Classification of certain district level schemes like Major Irrigation Projects into State level schemes has taken place and this necessitated change in allocation of funds. A variety of schemes named as “State Pool Schemes” has emerged. These were really district level schemes under the purview of the DPCs. However, it was found that DPCs were not able to either initially plan such activities at district level or accommodate their requirement within the ceiling available, e.g.

World Bank Aided Projects, LIC loans, requirement of Employment Guarantee Scheme. These schemes had to be classified as “State Pool Schemes” for which both planning and funding is being done by the Administrative Departments at the State level, and they do not now remain within the purview of the DPCs. Thirdly, inspite of concerted efforts by the State Government, it was not possible to achieve the objective of balanced development of the districts. The State Government had, therefore, appointed a Indicator and Backlog Committee (I&BC) to go into the problem of regional imbalance. The I&BC identified imbalance of the order of Rs. 14006.77 crore in 9 sectors like Irrigation, Communication, Education, Public Health, Water Supply, etc. Considering the actual expenditure incurred on removal of backlog from April 1994 to March 2000 and the outlay provided for the year 2000- 2001, the remaining backlog as on 1st April 2001 comes to Rs. 8379.08 crores. Government is now earmarking specific funds for removal of the identified imbalance in various districts. The outlay for the regional imbalance schemes pertaining to district level schemes is being communicated by the Planning Department.

The Government had also introduced monthly monitoring system by evolving a new software for the



same. This software has been installed in the offices of all district planning officers since June, 1999 and monthly reports are collected by the Directorate of Economic s& Statistics.

The special characteristics of the Maharashtra's Planning Process could be summed up as follows :-

- i. Decentralized Planning,
- ii. Local Development Programme of MLA/MLC
- iii. Independent Tribal Area Sub-Plan by earmarking certain percentage of plan outlay,
- iv. Separate Scheduled Caste Component Plan on the lines of T.S.P.
- v. establishment of Statutory Development Boards under Article 371(2) of the Constitution of India.

## **DISTINGUISHED FEATURES**

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### **Madhya Pradesh**

1. Constituted State Steering Committee headed by Honorable Chief Minister to undertake decentralized district planning which provided overall policy guidelines and direction for its implementation.
2. Constituted 5 working groups for examining various sectors of district planning.
3. Allocated specific plan ceiling for each district.
4. Software developed & used to capture activities of the district plan both level and schemewise.
5. Sub committees formed by DPC to represent different sectors.
6. TSG of 5-6 members constituted at Panchayat level conduct the planning exercise in 2-3 Panchayats.

### **West Bengal**

1. In State planning board – Member wise allocation of districts have been done.
2. Planning Cell of the Development & Planning department provides guidance for preparation of districts plan.
3. For strengthening preparation of district plan, a DPC Secretariat has been formed.
4. A dedicated set up also formed at block level to assist BDO - Executive officer, Panchayat Samities to finalize Panchayat Samity plan .

### **Orissa**

1. SPB reconstituted
2. Constituted Technical Support Institutions which appraised district plans at the state level.
3. DPMU constituted in each district to provide secretarial & technical support.
4. DPMU - has 2 Cells general planning & analytical. The analytical cell has 1) Planning wing 2) Statistical Wing.
5. Has adopted the process of comprehensive district plan and identified - TSIs.
6. At Dist - 13 sectoral sub committees formed to review CDP according to their area of expertise
7. Budget for TSISs & District Planning offices supported by P& D.

### **Kerala**

1. Technical support for DPC by providing technical secretariat composing town planning office, DPO, DSO
2. Enhanced people's participation through various institutions from Gram Sabha up to district (9 committees )
3. Adopted a multistage decentralized plan formulation process different stages- environment setting, situation analysis need identification, vision setting , Plan formulation projectisation, Plan vetting , plan approval & plan implementation.

### **Maharashtra**

1. Two high level bodies at State - Planning sub committee & SPB
2. District incharge member chairman of DPC.
3. State provides district wise break up of allocation of expenditure of plan budget.
4. Government indicates financial ceiling.
5. Planning cell in office of collector receives proposals prepared by Panchayats & Municipalities & submits to DPC through collector.
6. Draft Annual plan of district is vetted by a senior officer of P& D & then placed before DPC.
7. Draft Annual plan is submitted by collector to P&D which examine & prepare scrutiny notes.
8. Simultaneously Planning & Development communicates to the various administrative departments, the estimated size & lengths for proposals.
9. Statutory development board for removing regional imbalance under article 371(2) of the constitution of India formed.
10. P & D ensures that departmental budgets in respect of district level schemes conform to the district Annual Plan.
11. State Govt. issued orders laying procedure for release of funds in respect of district plan schemes.
12. State govt. vested power of reappropriation of savings in the DPCs subject to center conditions.
13. Classification of schemes into district & state level at the time of introduction of District planning.
14. Initially allocation of funds in ratio of 60:40 for District & State.
15. Started State Pool schemes for district level schemes under purview of DPC but was unable to plan or implement them.
16. Introduced monthly monitoring system by evolving a new software for the same. Installed in all offices of DPOs & reports are collected by directorate & Economics & statistics.

### **Areas of Concern**

1. One important aspect relates to making gram sabha a more viable and lively component of decentralized planning and decentralised governance in the states .
2. A glaring weakness of the decentralized planning process is its poor technical support base.

3. Lack of Resource Planning by the local governments.
4. There is lack of coordination between the three tiers of the Panchayats.
5. Probably the worst part is the lack of proper coordination with the state plan. The two do not seem to gel well.

### **Suggestions/Recommendations.**

1. Strengthening gram sabhas- Atleast the following fives initiatives should be taken by the gram sabhas
  - Establish norms/rules as per PESA guidelines.
  - Build community assets consistent with its plan.
  - Have strong women leadership by promoting them as heads of various committees and also including members of PRIs.
  - Effectively conduct social audit.
  - Be able to access resources from district, state and mobilize own resources.
2. Establish District Planning and Monitoring Units in the districts having budget and technically equipped personnel.
3. The State Planning Department and the Department of Panchayat Raj may initiate a discussion paper on how to facilitate coordination in planning in the state.
4. The state guidelines for district planning should be simple, brief and precise and possibly binding for a period of five years, with provision for a mid-year review (2 ½ years) in the light of experience and lessons. It must include vision statement, objectives or targets

### **Conclusion**

Any strategy paper to introduce decentralized district planning in Jharkhand has the distinct advantage of learning from the good practices and drawbacks of the five states ,namely, Madhya Pradesh Maharashtra, Kerala, Orissa and West Bengal dealt in this write-up. Some common features emerge in the method of implementing the planning process. While the dominant theme is peoples participation through elaborate arrangement and process in Kerala & M.P ,it is strengthening DPMU secretariat in Orissa and West Bengal. However, communication of the District wise Sanctioned/Budget outlay for overall plan, with break up into SCSP, TSP, OSP ,established mechanism regarding procedure ,timely release of funds by departments ,monthly monitoring system in planning office through installed software are essential for effectively preparing and implementing the district plan. Simultaneously it is imperative that initiatives for strengthening the gram sabhas be taken so that they are able to access resources from the district and state and also mobilize their own resources.

List of Abbreviations.

|       |  |
|-------|--|
| BDO   | Block Development Officer                |
| CDP   | Comprehensive District Planning          |
| DPC   | District Planning Committees             |
| DDP   | Decentralised District Planning          |
| DM    | District Magistrate                      |
| DPMU  | District Planning and Monitoring Unit    |
| DPO   | District Planning Officer                |
| DSO   | District Statistical Officer             |
| ECs   | Expert Committees                        |
| I&BC  | Indicator and Backlog Committee          |
| KILA  | Kerala Institute of Local Administration |
| KRPs  | Key Resource Persons                     |
| NDC   | National Development Council             |
| LSGs  | Local Self Government                    |
| NGO   | Non Governmental Organisation            |
| NHGs  | Neighbourhood Groups                     |
| NRDMS | Natural Resources Data Management System |
| PSC   | Planning Sub-Committee                   |
| P&D   | Planning & Development                   |
| OBC   | Other Backward Caste                     |
| SPC   | State Planning Commission                |
| SC    | Scheduled Caste                          |
| SC    | Standing Committees                      |
| SCSP  | Scheduled Caste Component Plan           |
| ST    | Scheduled Tribe                          |
| SFC   | State Finance Commission                 |
| SPB   | State planning Board                     |
| TAG   | Technical Advisory Group                 |
| TSG   | Technical Support Group                  |
| TSI   | Technical Support Institution            |
| TSP   | Tribal Sub Plan                          |
| VO    | Voluntary Organisation                   |
| WCP   | Women Component Plan                     |
| ZP    | Zilla Parishad                           |

## References

1. See: [http://www.planningcommission.nic.in/reports/peoreport/peoevalu/peo\\_kerla.pdf](http://www.planningcommission.nic.in/reports/peoreport/peoevalu/peo_kerla.pdf)
2. See: <http://decwatch.org/node/99>
3. See: [http://www.kilaonline.org/site\\_docu/pub200903a.pdf](http://www.kilaonline.org/site_docu/pub200903a.pdf)
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