

CHAPTER – 25

DECENTRALIZED PARTICIPATORY PLANNING

25.1 The need for integrated local area plans, based on the specific endowments and needs of each area was stressed from the beginning of planned development in 1950s. However, despite several reports and studies, there were only sporadic efforts and isolated cases of such planning. Development was made through sectoral schemes and programs of uniform nature, resulting in limited outcomes and wastage of resources. The 73rd and 74th amendments in the Constitution mandated local planning at the village Panchayat, intermediate Panchayat and district level Panchayats as well in urban local governments and their consolidation into a District Plan. The Planning Commission has also directed that the "district plan process" should be an integral part of the process of preparation of State's Five Year as well as Annual Plans.

District Planning:

25.2 District Planning is the process of preparing an integrated plan for the local government sector in a district taking into account all three natural, human and financial resources available and covering the sectoral activities and schemes assigned to the district level and below and those implemented through local governments in the state. The document that embodies this statement of resources and their allocation for various purposes is known as the District Plan. It has the following aspects:

1. Plans are prepared by the Rural Local Bodies for the activities assigned to them and the national/state schemes implemented by them with available resources.
2. Plans are prepared by the Urban Local Bodies for the activities assigned to them and the national/state schemes implemented by them with available resources.
3. Physical integration of the plans of Rural and Urban Local Bodies with the elements of State Plan that are implemented within the geographical limits of the district.

25.3. All the above three aspects are considered and consolidated by District Planning Committee into District Plan. Obviously, the district plans cannot be prepared in isolation and the expected activities of the non-government sector of the local economy are taken into account.

Decentralized Planning in Rajasthan

25.4 In order to eradicate poverty to ensure Rural and Urban Development properly and optimum use of local resources, the

participative planning concept was thought as back as in 1988-89 in the State. The District Planning Cells headed by the Chief Planning Officers were set up in all the districts. The 73rd and 74th Amendments of the Constitution enacted in the State in 1993 as per provisions contained it.

25.5 The State Government has framed necessary laws and rules for constitution & functioning of District Planning Committees as mandated by the Constitution. In accordance with the Article 243 ZD of the Constitution, the provision of District Planning Committee (DPC) has been incorporated in section 121 of the Rajasthan Panchayati Raj Act, 1994 and Rajasthan Municipalities (Second Amendment) Act, 1994. Detailed provisions relating to the constitution, election, powers and functions of these Committees have been made in Rule 350, 351 and 352 respectively of the Rajasthan Panchayati Raj Rules, 1996.

25.6 District Planning Committees have been constituted under the chairmanship of Zila Pramukh in all the 33 districts of the State to strengthen decentralized integrated participatory planning process, implementation and monitoring of District Plans. As per Acts and Rules of Panchayati Raj, there are 25 members in the District Planning Committee. Out of which, 20 members in proportion of the rural and urban population of the district are elected from the elected representatives of Zila Parishad and Urban Local Bodies. The Committee has 3 Government officials and 2 nominated members.

25.7 The Government of India is giving special emphasis on formulation of decentralized, integrated and inclusive District Plans in all the States. Keeping in view the emphasis of the Government of India, the State Government had taken an imperative decision to constitute State Level Coordination Committee under the chairmanship of Secretary incharge of Rural Development & Panchayati Raj to strengthen decentralized, participatory integrated and inclusive planning process in the State.

25.8 District and Block Level Coordination Committees for preparation and monitoring of the District Plan have also been constituted under the chairmanship of District Collector and SDO respectively. These Committees are functional in all the 33 Districts of the State.

Functioning of District Planning Committee (DPC)

25.9 The main function of the District Planning Committee (DPC) is to collate, consolidate and review the Five Year/Annual Plans prepared by the Panchayati Raj Institutions and Municipalities in the District, keeping in view the specific needs and concerns of disadvantaged groups.

25.10 The District Planning Committee has to look into the matters of common interest between the Panchayati Raj Institution and the Municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of the infrastructure and environmental conservation etc.

25.11 The District Planning Committee has to ensure the optimum utilization of the available resources in preparation of District Plan. The Committee prepares a Draft Development Plan of the district as a whole and forwards the same to the State Government.

25.12 For preparation of District Annual Draft Plan, focus is given on inclusive growth through Convergence, Collaboration and Coordination keeping focus on optimal utilization of the available human, financial and other natural resources. Sanitation, health, rural roads, education and energy have been identified as priority areas under rural development schemes.

25.13 In view of the above guidelines, preparation of decentralized, participatory, integrated District Annual Plan is initiated from the grass root level for bottom up planning with the following objectives:

- Decentralized Planning is to arrive at an integrated participatory and coordinated idea of development based on local needs. Each Gram Panchayat/Municipality is treated as a planning unit. District Plans are prepared through collating, consolidation and integration of these plans in panorama with the long term development vision of the district as a whole.
- Ensure optimum and utmost utilization of resources available and allocated at local level & under various schemes to cater the achievable developmental needs of whole district based on the vision document prepared by honoring plans of Rural and Urban Bodies.
- Ensures quality service deliveries and efficient use of resources such as human, financial and natural, enhance the growth rate of the State. Quality improvement will take place since the felt needs of the people are reflected and get satisfied through plans.

Formulation of Annual District Plan 2014-15

- A State Level Core Group was constituted under the chairmanship of Secretary, Panchayati for preparing detailed guidelines for adopting decentralized planning process in the State. The Core Group suggested that the existing guidelines for preparation of decentralized planning in the State are quite elaborate but it has to be implemented in true spirit.
- To begin with, the Core Group decided to adopt the procedure of true decentralized planning with the untied schemes of Rural Development & Panchayati Raj Department.
- Directions were issued to districts to convene meetings of Gram Sabha from February 10 to 25, 2014 throughout the State for preparation of Annual District Plan 2014-15. Tentative allocations for 2014-15 under untied schemes of RD & PR Department were

also communicated to Gram Panchayats, Panchayat Samities and Zila Parishads to priorities their activities accordingly the availability of financial resources.

- Detailed guidelines have also been issued for convening meetings of Mahila Sabha before the meetings of Gram Sabha so that women related issues may be discussed during Gram Sabha meetings.
- In addition to this, tentative allocations of districts under various schemes of 20 other sectors as per plan ceilings indicated by the Planning Department were communicated to districts after discussion with sectoral officers. Same 20 sectors are being considered for the Annual Plan 2014-15 which were considered for preparation of Twelfth Five Year Plan documents. These sectors are Agriculture, Animal Husbandry, Energy, Ground Water, Drinking Water, Elementary Education, Secondary Education, Continuous Literacy, Technical Education, Medical & Health, Rural Development & Panchayati Raj, Sanitation, Industries, Roads and Bridges, Nutrition, Urban Development, Forest, Public Distribution System, Water Resources and Tribal Development.
- For making plans decentralized and participatory by identification and inclusion of local needs of public representative and common man, directions have been issued for identifying gaps which are to be filled by plan activities and forwarding the proposed plan to higher tiers for approval and incorporation in the District Plan.
- Orientation of the Additional Chief Executive Officers of Zila Parishad/Chief Planning Officers along with Progress Extension Officers/Panchayat Extension Officers of Panchayat Samities of all the districts has been conducted and they have been trained as Master Trainers for providing training to the representatives/functionaries of Gram Panchayats.
- Representatives/functionaries of Gram Panchayats were oriented by Master Trainers at block level regarding preparation of decentralized participatory district plan.
- Provision of constitution of Technical Support Group from the interested local people in development activities including NGO representatives for facilitating Gram Sabha in preparation of their plans have also been made. Provision of constitution of Technical Support Groups at block as well as at district level for facilitating the procedure of preparation of plans was kept.
- These trained persons had built the capacities of the stakeholders, people's representatives and Government functionaries for need identification, prioritization and preparation of action plans as per prescribed formats for the Gram Panchayat and Panchayat Samiti

Levels. Hand holdings to be done from time to time by trained persons in preparation of realistic action plans.

- Wide publicity of Gram Sabhas was done to ensure wider participation of the villagers and urban people along with functionaries and public representatives for their contributions towards preparation of the District Plan.
- The village/ULB plans approved by Gram Sabhas/Ward Sabha are to be integrated into Panchayat/ULB plan at the Gram Panchayat/ULB Level and prepared the Panchayat/ULB plans.
- Infrastructure demand of Panchayat Samiti is to be assessed by Panchayat Samiti and approved in the meeting of the General Body of the Panchayat Samiti. Similarly the infrastructure demands of ULB is to be assessed by the Urban Local Bodies and approved in the Boards of the concerning local bodies.
- Two lists of proposals prepared through Gram Sabha have been prepared by Panchayat Samiti. List "A" contains for which adequate funds are available with Panchayats. List "B" contains those works which are proposed by the Gram Sabha but adequate funds are not available with them for implementation of these schemes. Works of "B" list to be sent to Zila Parishad to request DLOs to include these proposals in their plans.
- The development plans of rural and urban areas to be integrated by Zila Parishad and approved by the District Level Coordination Committee chaired by District Collector before placing it to District Planning Committee's approval

Draft District Annual Plan (2014-15): At a Glance

25.14 Total State Plan outlay indicated by the Planning Department is ₹69820.05 crore out of which ₹9178.10 crore and ₹11693.76 crore have been earmarked for TSP & SCSP respectively. Details of the proposed State Plan outlay for selected sectoral departments for District Plan are as follows:

(₹ in crore)				
S. No.	Implementing Agencies	Total	TSP	SCSP
1.	Administrative Department	14045.20	2066.80	2285.98
2.	PRIs	21242.50	3766.92	3824.79
3.	ULBs	802.35	108.32	142.82
	Total	36090.05	5942.04	6253.59

25.15 Summary of the above Table:

(₹ in crore)				
S. N.	Item	Total	TSP	SCSP
1.	Proposed Outlay	36090.05	5942.04	6253.59

	% to total outlay	51.69	64.74	53.48
2.	Share of PRIs of district plan	21242.50	3766.92	3824.79
	% to total outlay	30.42	41.04	32.70
3.	Share of ULBs in district plan	802.35	108.32	142.82
	% to total outlay	1.15	1.18	1.22
4.	Share of PRIs & ULBs in district plan	22044.85	3875.24	3967.61
	% to total outlay	31.57	42.22	33.92

Annexure - 'A'

District Wise Consolidated District Plan 2014-15

(₹ in Lakh)

S.No	District	Total Plan			Total TSP Plan			Total SCSP Plan		
		State Plan	CSS	Total	State Plan	CSS	Total	State Plan	CSS	Total
1	2	3	4	5	6	7	8	9	10	11
1	Ajmer	72415.48	52988.26	125403.74	11341.39	3032.59	14373.98	12643.69	8350.04	20993.73
2	Alwar	90103.66	33203.83	123307.49	11210.87	3753.79	14964.65	18004.04	6436.58	24440.62
3	Banswara	80881.54	58557.48	139439.02	36815.65	32921.18	69736.83	8633.22	3636.65	12269.87
4	Baran	59029.62	17339.51	76369.13	15832.75	1650.94	17483.69	10395.93	3440.71	13836.64
5	Barmer	96239.64	71564.73	167804.37	10855.81	3218.97	14074.79	17427.79	10336.98	27764.77
6	Bharatpur	71382.88	24485.22	95868.10	7407.15	2424.43	9831.58	15304.96	4564.62	19869.58
7	Bhilwara	71278.97	37240.72	108519.69	8802.00	2411.72	11213.71	12995.75	5809.74	18805.49
8	Bikaner	79700.69	36228.23	115928.92	9056.39	2188.76	11245.14	15030.33	5040.52	20070.85
9	Bundi	40136.56	13557.60	53694.16	6113.54	1617.49	7731.03	7485.05	2536.99	10022.03
10	Chittorgarh	54337.15	23951.33	78288.48	8263.51	2268.32	10531.83	10115.19	4036.55	14151.74
11	Churu	58449.88	31673.91	90123.79	7274.57	2045.08	9319.65	11876.26	6697.19	18573.45
12	Dausa	54924.70	17893.04	72817.75	9925.07	2254.92	12179.98	11628.84	2964.88	14593.72
13	Dholpur	40471.06	13944.05	54415.11	4674.92	1453.52	6128.44	8329.79	2502.97	10832.76
14	Dungarpur	70840.43	56890.88	127731.31	31606.01	29707.47	61313.48	7639.67	2938.85	10578.52
15	Ganganagar	53964.77	29376.10	83340.87	5988.15	1820.33	7808.47	11445.43	11003.73	22449.16
16	Hanumangarh	49260.54	26542.00	75802.54	5543.05	1602.10	7145.15	10178.26	8725.89	18904.16
17	Jaipur	175885.02	51856.41	227741.43	21346.47	5722.47	27068.94	30773.83	9022.60	39796.43
18	Jaisalmer	55840.83	24804.24	80645.07	6573.10	1946.50	8519.60	8913.70	3318.47	12232.17

S.No	District	Total Plan			Total TSP Plan			Total SCSP Plan		
		State Plan	CSS	Total	State Plan	CSS	Total	State Plan	CSS	Total
1	2	3	4	5	6	7	8	9	10	11
19	Jalore	55223.22	34052.51	89275.73	6638.52	2520.66	9159.17	10188.72	6585.23	16773.95
20	Jhalawar	59961.86	23428.44	83390.30	6517.74	2251.90	8769.64	9912.31	3852.61	13764.92
21	Jhunjhunu	50308.80	20730.34	71039.14	5859.68	1933.94	7793.62	9225.87	4955.26	14181.13
22	Jodhpur	109870.71	56386.09	166256.80	13790.40	6166.24	19956.64	19870.71	9080.07	28950.79
23	Karauli	52452.55	19136.71	71589.26	8829.58	2067.64	10897.22	11073.63	3423.69	14497.31
24	Kota	87314.59	21318.72	108633.31	8290.91	1793.40	10084.32	12538.47	4524.52	17062.99
25	Nagaur	76633.52	63045.86	139679.38	8740.31	4725.15	13465.46	14460.05	11898.17	26358.22
26	Pali	56079.53	30003.84	86083.38	7119.27	3214.83	10334.10	10440.34	5437.59	15877.93
27	Rajsamand	40673.93	21464.91	62138.85	6952.07	1506.64	8458.71	7704.86	3158.86	10863.72
28	S.Madhapur	51932.01	19055.30	70987.30	8289.42	2202.73	10492.15	9871.90	3260.02	13131.92
29	Sikar	52188.57	26698.14	78886.71	5997.58	2335.41	8332.99	10185.75	5189.63	15375.38
30	Sirohi	49547.09	13952.30	63499.39	12139.33	2378.75	14518.09	8003.85	2656.11	10659.95
31	Tonk	47221.23	15717.17	62938.40	8155.17	1668.34	9823.51	9057.46	2923.41	11980.87
32	Udaipur	103361.32	41892.98	145254.31	38912.03	17741.26	56653.29	12430.82	4094.50	16525.32
33	Partapgrah	57780.22	17806.39	75586.60	22305.92	8035.63	30341.55	8106.55	1977.29	10083.83
34	Undistributed	272441.64	64082.43	336524.08	36139.19	8313.35	44452.54	45752.28	13333.38	59085.66
	Total	2498134.22	1110869.67	3609003.90	423307.49	170896.44	594203.94	437645.31	187714.30	625359.60

**Implementing Agencies
Administrative Departments Plan 2014-15**

(₹ in Lakh)

S. No.	SECTOR	State Plan			CSS			Grand Total		
		Total District Plan	TSP	SCSP	Total District Plan	TSP	SCSP	Total District Plan	TSP	SCSP
1	Horticulture	19727.70	2396.71	3166.31	21701.00	2709.62	3621.19	41428.70	5106.33	6787.49
2	Animal Husbandry	23674.99	3932.29	3345.00	1715.12	0.00	0.00	25390.11	3932.29	3345.00
3	Energy	284300.05	37238.41	52658.43	0.00	0.00	0.00	284300.05	37238.41	52658.43
4	PHED	257500.00	45834.80	34762.50	152375.00	26147.55	19139.20	409875.00	71982.35	53901.70
	Education									
5	Elementary	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
6	Literacy	4291.84	425.75	627.10	7409.52	1171.20	1850.71	11701.36	1596.96	2477.81
7	Secondary	140365.75	17686.10	24704.26	89206.11	11247.84	15698.68	229571.86	28933.94	40402.94
	Total	144657.59	18111.85	25331.36	96615.63	12419.04	17549.39	241273.22	30530.90	42880.75
	4. Technical Education									
8	(1) Polytechnic	5605.89	840.42	1108.10	3819.23	269.91	570.98	9425.12	1110.33	1679.08
9	(2) Training to Craftsmen	9704.96	1115.60	2267.03	274.02	0.00	0.00	9978.98	1115.60	2267.03
	Total	15310.85	1956.02	3375.13	4093.25	269.91	570.98	19404.10	2225.93	3946.11
10	Industries	4456.50	552.63	845.81	1768.87	0.00	0.00	6225.37	552.63	845.81
11	PWD	242367.10	32651.18	43051.89	0.00	0.00	0.00	242367.10	32651.18	43051.89
12	Forest	38812.85	5079.04	6994.99	0.00	0.00	0.00	38812.85	5079.04	6994.99

S. No.	SECTOR	State Plan			CSS			Grand Total		
		Total District Plan	TSP	SCSP	Total District Plan	TSP	SCSP	Total District Plan	TSP	SCSP
13	Food & Supply	37082.20	5191.51	6674.79	0.00	0.00	0.00	37082.20	5191.51	6674.79
14	Water Resources	41500.00	9995.30	4650.25	0.00	0.00	0.00	41500.00	9995.30	4650.25
15	GWD	150.80	20.00	0.00	0.00	0.00	0.00	150.80	20.00	0.00
16	RSLDC	12510.00	1634.00	2148.96	0.00	0.00	0.00	12510.00	1634.00	2148.96
17	Tourism	4000.05	540.00	712.00	200.03	0.00	0.00	4200.08	540.00	712.00
	Grand Total	1126050.67	165133.74	187717.42	278468.91	41546.13	40880.75	1404519.58	206679.87	228598.17

Implementing Agencies
PANCHAYATI RAJ INSTITUTIONS PLAN (RURAL) 2014-15

(₹ in Lakh)

S. NO	SECTOR	State Plan			CSS			Grand Total		
		Total District Plan	TSP	SCSP	Total District Plan	TSP	SCSP	Total District Plan	TSP	SCSP
1	Agriculture	159013.19	18767.46	27492.26	14171.79	1953.52	2085.49	173184.98	20720.98	29577.75
2	Soil Conservation	5000.00	675.00	890.00	0.00	0.00	0.00	5000.00	675.00	890.00
3	Fishries	179.12	49.41	9.00	52.60	20.40	1.50	231.72	69.81	10.50
4	Primary Education	304197.53	42027.79	55317.48	4675.08	666.39	845.21	308872.61	42694.18	56162.69
5	Madical & Health									
I	DMHS & RMSC	115992.79	13890.20	19087.15	0.00	0.00	0.00	115992.79	13890.20	19087.15
II	NRHM	47500.00	6412.50	8455.00	209000.00	28215.00	37202.00	256500.00	34627.50	45657.00
II	FW	10568.81	1307.22	1568.30	49042.85	0.00	0.00	59611.66	1307.22	1568.30
	Total	174061.60	21609.92	29110.45	258042.85	28215.00	37202.00	432104.45	49824.92	66312.45
6	Rural Development	136857.95	25727.16	22555.87	455511.82	79976.20	73069.08	592369.77	105703.36	95624.95
7	MID-Day-Meal	16500.00	3000.00	4000.00	60000.00	10000.00	13000.00	76500.00	13000.00	17000.00
	Total	153357.95	28727.16	26555.87	515511.82	89976.20	86069.08	668869.77	118703.36	112624.95
8	Panchayati Raj	250620.03	40702.99	47019.01	5400.09	729.00	961.20	256020.12	41431.99	47980.21
9	Women & Child Dev.									
I	Nutrition	66605.89	11323.00	23312.10	0.00	0.00	0.00	66605.89	11323.00	23312.10
II	WDP	8933.89	1223.19	1598.13	0.00	0.00	0.00	8933.89	1223.19	1598.13
	Total	75539.78	12546.19	24910.23	0.00	0.00	0.00	75539.78	12546.19	24910.23
10	Social Justice & Emp.	111690.43	21451.88	24875.32	31546.54	7384.80	19135.07	143236.97	28836.68	44010.39
11	TAD	61189.27	61189.27	0.00	0.00	0.00	0.00	61189.27	61189.27	0.00
	Grand Total	1294848.90	247747.07	236179.62	829400.77	128945.31	146299.55	2124249.67	376692.38	382479.17

**Implementing Agencies
URBAN LOCAL BODIES PLAN 2014-15**

(₹ in Lakh)

S. NO.	SECTOR	Local Bodies Own Plan	State Plan			CSS			Grand Total		
			Total District Plan	TSP	SCSP	Total District Plan	TSP	SCSP	Total District Plan	TSP	SCSP
1	Local Self Bodies		77234.65	10426.68	13748.27	3000.00	405.00	534.00	80234.65	10831.68	14282.27
	Total		77234.65	10426.68	13748.27	3000.00	405.00	534.00	80234.65	10831.68	14282.27