

## **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 73<sup>rd</sup> and 74<sup>th</sup> 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.

#### **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 73<sup>rd</sup> and 74<sup>th</sup> 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 in-charge 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 2015-16**

- 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.
- As per plan ceilings indicated by the Planning Department Ceilings were communicated to districts after discussion with sectoral officers. 20 sectors were considered for formulation of the District Annual Plan 2015-16 as per priorities of the 12th Five Year Plan 2012-17 document. 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, Tribal Development, Tourism & Social Justice.
- For preparation of decentralized , participatory & inclusive plan by identifying the 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 same to higher tiers for seeking approval and incorporation in the District Plan.

- 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 and other activities of Panchayat Samiti to be assessed by Panchayat Samiti will be approved in the meeting of the General Body. Similarly the infrastructure demands and other activities of ULB will be assessed by the Urban Local Bodies and approved in the Boards of the concerning local bodies.
- The development plans of rural and urban areas were integrated by Zila Parishad and approved by the District Level Coordination Committee chaired by District Collector before placing it to District Planning Committee for its approval

#### **Draft District Annual Plan (2015-16): At a Glance**

25.14 Total State Plan outlay indicated by the Planning Department is ` 7140578.10 lakh out of which ` 988671.27 lakh and ` 1278519.29 lakh have been earmarked for TSP & SCSP respectively. Details of the proposed State Plan outlay for selected sectoral departments for District Plan are as follows:

**Table No. 25.1**

(` in lakh)

<b>S. No.</b>	<b>Implementing Agencies</b>	<b>Total</b>	<b>TSP</b>	<b>SCSP</b>
1.	Administrative Department	1662243.15	210147.64	263346.94
2.	PRIs	2608746.08	472205.36	468030.43
3.	ULBs	77600.00	10476.01	13811.29
	<b>Total</b>	<b>4348589.23</b>	<b>692829.01</b>	<b>745188.66</b>

25.15 Summary of the above Table:

**Table No. 25.2**

(` in lakh)

<b>S. N.</b>	<b>Item</b>	<b>Total</b>	<b>TSP</b>	<b>SCSP</b>
1.	Proposed Outlay	<b>4348589.23</b>	<b>692829.01</b>	<b>745188.66</b>
	% to total outlay	60.90	70.08	58.29

<b>S. N.</b>	<b>Item</b>	<b>Total</b>	<b>TSP</b>	<b>SCSP</b>
2.	Share of PRIs of district plan	2608746.08	472205.36	468030.43
	% to total outlay	36.53	47.76	36.61
3.	Share of ULBs in district plan	77600.00	10476.01	13811.29
	% to total outlay	1.09	1.06	1.08
4.	Share of PRIs & ULBs in district plan	2686346.08	482681.37	481841.72
	% to total outlay	37.62	48.82	37.69

**Annexure - A**

**District Wise Consolidated District Plan 2015-16**

(₹ 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	73836.97	50809.32	124646.30	8878.41	3334.69	12213.10	14090.23	7604.85	21695.07
2	Alwar	107300.46	39275.65	146576.11	13864.91	4290.00	18154.92	20676.49	7667.96	28344.44
3	Banswara	93856.56	85915.20	179771.76	35721.45	38862.97	74584.42	12722.59	5329.70	18052.29
4	Baran	63102.55	35622.45	98725.00	14790.45	5151.43	19941.88	11101.78	6434.17	17535.95
5	Barmer	123559.98	78841.71	202401.69	15074.98	3952.65	19027.63	23368.81	11708.83	35077.64
6	Bharatpur	85253.14	33017.73	118270.88	10594.91	3120.50	13715.40	16725.46	6042.23	22767.69
7	Bhilwara	86536.91	55353.64	141890.55	11565.20	4307.82	15873.02	16263.61	8008.41	24272.02
8	Bikaner	99148.29	49305.69	148453.99	13152.38	3006.70	16159.08	19199.04	7403.16	26602.20
9	Bundi	45869.14	23820.70	69689.84	5282.95	2297.84	7580.79	8374.33	4214.95	12589.28
10	Chittorgarh	74732.90	33314.04	108046.94	9967.78	4181.95	14149.73	13459.18	5367.99	18827.18
11	Churu	64644.40	32743.09	97387.49	7346.48	2451.24	9797.72	13011.51	7274.73	20286.24
12	Dausa	70936.59	24414.59	95351.17	9354.94	2880.32	12235.25	14825.56	4276.54	19102.10
13	Dholpur	49063.57	35729.85	84793.42	7664.14	1876.53	9540.67	9364.64	4047.15	13411.79
14	Dungarpur	79762.61	78059.92	157822.53	32023.60	36410.75	68434.35	10207.72	3986.99	14194.71
15	Ganganagar	58425.61	30274.91	88700.51	6386.75	2348.42	8735.17	13639.16	8565.33	22204.50
16	Hanumangarh	48712.58	33376.86	82089.44	5226.12	2098.27	7324.39	10834.13	9449.09	20283.22
17	Jaipur	152260.79	63095.05	215355.85	21299.91	6287.86	27587.77	29325.78	9904.83	39230.60

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
18	Jaisalmer	70493.28	24330.56	94823.84	9269.97	1715.32	10985.29	13178.95	3601.02	16779.96
19	Jalore	66808.83	34046.13	100854.96	8080.77	2577.65	10658.42	13235.08	6423.97	19659.04
20	Jhalawar	66184.55	34705.37	100889.92	8178.81	2898.64	11077.45	12229.09	5991.84	18220.93
21	Jhunjhunu	58613.56	27152.09	85765.65	6541.23	2557.31	9098.55	11045.96	5603.66	16649.62
22	Jodhpur	157998.27	56480.73	214478.99	19763.26	4755.07	24518.33	29571.88	9123.24	38695.12
23	Karauli	62240.74	26021.93	88262.66	7544.37	2736.83	10281.19	11926.69	4874.65	16801.35
24	Kota	75880.72	34383.36	110264.07	8609.10	2739.54	11348.64	13214.00	6004.24	19218.24
25	Nagaur	102922.88	54848.70	157771.58	12346.01	3744.10	16090.12	21284.27	11288.75	32573.02
26	Pali	81009.39	39899.23	120908.63	9699.81	4163.01	13862.82	14633.15	7079.86	21713.01
27	Rajsamand	51986.56	28888.83	80875.39	7853.44	3558.22	11411.66	9235.18	3989.67	13224.85
28	S.Madhopur	58453.54	22338.14	80791.68	7517.61	2479.68	9997.29	10974.14	3842.72	14816.86
29	Sikar	70973.65	36070.62	107044.27	8531.11	3327.93	11859.04	14453.47	6982.07	21435.54
30	Sirohi	42160.67	22643.22	64803.89	9034.89	2656.63	11691.53	6536.21	3938.34	10474.55
31	Tonk	53088.62	25366.64	78455.26	8462.55	2924.99	11387.54	9501.39	4677.97	14179.36
32	Udaipur	114545.75	73644.26	188190.01	34965.27	27542.12	62507.39	16519.16	6681.41	23200.57
33	Partapgrah	54914.08	30082.66	84996.74	21309.43	13498.73	34808.16	7065.27	2661.97	9727.24
34	Undistributed	298675.08	130763.13	429438.21	50542.92	15647.38	66190.30	42938.14	20404.34	63342.48
	<b>Total</b>	<b>2863953.21</b>	<b>1484636.02</b>	<b>4348589.23</b>	<b>466445.92</b>	<b>226383.09</b>	<b>692829.01</b>	<b>514732.04</b>	<b>230456.61</b>	<b>745188.66</b>

## Annexure - B-1

**Implementing Agencies**  
**Administrative Department Plan 2015-16**

(₹ 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	35066.74	4194.97	5563.36	9341.54	1099.51	1267.80	44408.28	5294.48	6831.16
2	Animal Husbandry	17624.72	4596.26	3362.81	2956.43	0.00	497.87	20581.15	4596.26	3860.68
3	Energy	379712.52	51261.26	67588.92	0.00	0.00	0.00	379712.52	51261.26	67588.92
4	PHED	344479.05	36427.92	49778.48	40973.51	4419.58	5827.30	385452.56	40847.50	55605.78
5	<b>Education</b>									
i	Elementary	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
ii	Literacy	3216.82	434.27	626.20	4500.00	607.50	900.00	7716.82	1041.77	1526.20
iii	Secondary	169105.09	24322.52	30168.53	110002.17	15846.72	20400.06	279107.26	40169.24	50568.59
	<b>Total</b>	<b>172321.91</b>	<b>24756.79</b>	<b>30794.73</b>	<b>114502.17</b>	<b>16454.22</b>	<b>21300.06</b>	<b>286824.08</b>	<b>41211.01</b>	<b>52094.79</b>
6	<b>Technical Education</b>									
i	Polytechnic	2591.07	308.88	466.81	2759.37	386.32	496.68	5350.44	695.20	963.49
ii	Traning to Craftsmen	13232.37	1406.63	3879.19	374.40	0.00	0.00	13606.77	1406.63	3879.19
	<b>Total</b>	<b>15823.44</b>	<b>1715.51</b>	<b>4346.00</b>	<b>3133.77</b>	<b>386.32</b>	<b>496.68</b>	<b>18957.21</b>	<b>2101.83</b>	<b>4842.68</b>
7	Industries	11765.20	194.53	329.74	981.85	0.00	0.00	12747.05	194.53	329.74
8	PWD	258730.10	34569.88	44384.48	128533.92	6112.49	4895.02	387264.02	40682.37	49279.50
9	Forest	9044.96	1432.15	2110.13	0.00	0.00	0.00	9044.96	1432.15	2110.13
10	Food & Supply	37741.69	5808.73	7320.33	0.00	0.00	0.00	37741.69	5808.73	7320.33
11	Water Resources	65722.21	15064.44	11210.37	0.04	0.01	0.02	65722.25	15064.45	11210.39
12	GWD	140.00	15.00	0.00	0.00	0.00	0.00	140.00	15.00	0.00
13	RSLDC	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
14	Tourism	13647.38	1638.07	2272.85	0.00	0.00	0.00	13647.38	1638.07	2272.85
	<b>Grand Total</b>	<b>1361819.93</b>	<b>181675.52</b>	<b>229062.19</b>	<b>300423.22</b>	<b>28472.12</b>	<b>34284.75</b>	<b>1662243.15</b>	<b>210147.64</b>	<b>263346.94</b>

## Annexure - B-2

**Implementing Agencies**  
**PANCHAYATI RAJ INSTITUTIONS PLAN (RURAL) 2015-16**

(₹ 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	108833.39	13442.60	18003.94	66298.62	8406.74	11397.48	175132.01	21849.34	29401.42
2	Soil Conservation	62987.01	8503.23	11211.70	0.00	0.00	0.00	62987.01	8503.23	11211.70
3	Fishries	343.53	56.00	7.62	49.00	21.80	1.38	392.53	77.80	9.00
4	Primary Education	431883.72	64024.56	83336.69	129168.62	19678.31	26164.08	561052.33	83702.87	109500.77
5	<b>Medical &amp; Health</b>									
I	DMHS & RMSC	155876.58	27375.89	21828.06	0.00	0.00	0.00	155876.58	27375.89	21828.06
II	NRHM	34902.62	4711.85	6212.66	190610.41	25732.38	33928.66	225513.03	30444.23	40141.32
III	FW	19624.02	2505.03	3365.01	54821.61	0.00	0.00	74445.63	2505.03	3365.01
	<b>Total</b>	<b>210403.22</b>	<b>34592.77</b>	<b>31405.73</b>	<b>245432.02</b>	<b>25732.38</b>	<b>33928.66</b>	<b>455835.24</b>	<b>60325.15</b>	<b>65334.39</b>
6	<b>RD &amp; PR</b>									
i	Rural Development	143684.45	32497.51	22964.24	491637.75	106186.64	81844.12	635322.19	138684.15	104808.36
ii	MID-Day-Meal	11692.92	1835.69	2438.98	54252.00	8250.00	10750.00	65944.92	10085.69	13188.98
iii	Panchayati Raj	286772.79	39897.21	53695.74	0.00	0.00	0.00	286772.79	39897.21	53695.74
	<b>Total</b>	<b>442150.16</b>	<b>74230.41</b>	<b>79098.96</b>	<b>545889.75</b>	<b>114436.64</b>	<b>92594.12</b>	<b>988039.90</b>	<b>188667.05</b>	<b>171693.08</b>
7	<b>Women &amp; Child Development</b>									
I	ICDS	108185.77	21659.25	37515.64	51584.82	0.00	0.00	159770.59	21659.25	37515.64
II	WED	7935.36	1046.83	1475.16	0.00	0.00	0.00	7935.36	1046.83	1475.16
	<b>Total</b>	<b>116121.12</b>	<b>22706.08</b>	<b>38990.80</b>	<b>51584.82</b>	<b>0.00</b>	<b>0.00</b>	<b>167705.95</b>	<b>22706.08</b>	<b>38990.80</b>
8	Social Justice & Emp.	51582.66	11038.44	18263.12	72286.47	16681.59	19626.15	123869.12	27720.03	37889.27
9	TAD	52150.31	52150.31	0.00	3503.50	3503.50	0.00	55653.81	55653.81	0.00
10	Child Rights	18078.17	3000.00	4000.00	0.00	0.00	0.00	18078.17	3000.00	4000.00
	<b>Grand Total</b>	<b>1494533.28</b>	<b>283744.39</b>	<b>284318.57</b>	<b>1114212.80</b>	<b>188460.97</b>	<b>183711.86</b>	<b>2608746.08</b>	<b>472205.36</b>	<b>468030.43</b>

## Annexure - B-3

**Implementing Agencies  
URBAN LOCAL BODIES PLAN 2015-16**

(₹ 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 (DLB)		7600.00	1026.01	1351.29	70000.00	9450.00	12460.00	77600.00	10476.01	13811.29
	<b>Total</b>		<b>7600.00</b>	<b>1026.01</b>	<b>1351.29</b>	<b>70000.00</b>	<b>9450.00</b>	<b>12460.00</b>	<b>77600.00</b>	<b>10476.01</b>	<b>13811.29</b>