

CHAPTER - 29

DECENTRALIZED PARTICIPATORY PLANNING

29.1 The 73rd and 74th Amendments in the constitution has provided the constitutional status to local Self – Governments towards political underpinned, universalized platform for bottom up decentralized planning process.

29.2 The 73rd Amendment of the Constitution of India is a landmark in the History of Panchayati Raj Institutions in India, when “Constitutional Status” was bestowed to Panchayati Raj Institutions as a third stratum of governance, to fulfill the Directive Principles of State Policy enshrined in Article 40 of the Constitution. Requisite powers and authority was given to Village Panchayat, including Gram Sabha to enable them to function as unit of the self –government. This aspect of law became very important while dealing with Panchayat matters.

Decentralized Planning in Rajasthan

29.3 To eradicate poverty and to ensure Rural and Urban development properly along-with optimum use of local resources, participative planning concept was considered in 1988-89 in Rajasthan. To achieve this, Jhalawar district prepared a district plan based on the aforementioned concept during the Financial Year 1988-89. Later District Planning cells headed by Chief Planning Officers (CPO) were set up in all the districts. At the State Level, under the Administrative Control of Planning Department, a District Planning cell was constituted.

29.4 The 73rd and 74th Amendment of constitution enacted in 1993 had provision for establishment of District Planning Committees in each district. After these amendments, "The Panchayati Raj Act, 1994" was passed by the Government of Rajasthan and the municipalities Act was also amended (IInd Amendment called as Rajasthan Municipalities Act, 1994).

29.5 The Rajasthan Government has enacted essential laws and rules to provide for district planning committees as mandated by the constitution. The provisions are made under Panchayati Raj Rules, 1996. In accordance with 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 constitution, election, powers and functions of these committees have been made in Rule 350, 351 and 352 of the Rajasthan Panchayati Raj Rules, 1996.

29.6 Accordingly District Planning Committees to strengthen Decentralized Participatory Planning process, Implementation and monitoring of District Plans have been constituted under the

Chairmanship of Zila Pramukh in all 33 districts of Rajasthan and are functional. As per Acts and Rules of Panchayati Raj there are 25 members in the District Planning committee out of which 20 members are in proportion to the Rural and Urban population of District and are elected from the elected representatives of Zila Parishad and Urban Local Bodies. The last District Planning Committee was constituted during the year 2010-11 for Pratapgarh (newly constituted) District of Rajasthan.

Institutional arrangement of district planning:

- State level coordination committee was constituted in the chairmanship of Additional Chief Secretary (Development).
- District level coordination committees were constituted in all 33 districts in the chairmanship of District Collector.
- Block level committees in all districts were constituted in the chairmanship of SDO.
- District Planning committees are constituted in all 33 districts of Rajasthan

Functions of District Planning Committee (DPC)

29.7 The main function of the District Planning Committee is to collate and consolidate the Annual Plans prepared by the Panchayati Raj Institutions and Municipalities in the District, keeping in view the specific needs and concerns of disadvantaged groups [BPL, Women, SC/ST, Persons with Disabilities (PwD)].

29.8 DPC will look in 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.

29.9 District planning committee will ensure the optimum and best utilization of the available resources whether financial and otherwise in the planning of District Plan and will prepare a Draft Development Plan of the District as a whole for forwarding to the State Government.

29.10 Letters from the Department were issued to strengthen DPC by giving powers concerning to Decentralized participatory planning and execution along with monitoring of the Annual District Plan.

29.11 Annual District Plan 2006-07 was prepared by the District Planning Committees, which was based on the plan allocation of Annual State Plan. This was the first step towards District Planning. The Preparation of District Annual Draft Plan for the year 2012-13 focus on equitable inclusive growth through Convergence, Collaboration and Coordination keeping focus on optimal utilization of the available resources both Human, Financial and other Natural Resources.

29.12 As per guidelines issued by the Planning Commission, Government of India, "District Planning is the process of preparing a decentralized, participatory integrated plan for the Local Government, takes account of the available resources and covers the sectoral activities & schemes assigned to the District level and below as well as those implemented through local Governments in the state".

29.13 The document that personifies the statement of resources and their allocation for various purposes is called a District Plan. The following three aspects are essential for preparation of a District Plan:

- Plan is to be prepared by the Rural Local Bodies for activities assigned to them and National / State Schemes implemented by them through their own resources and funds/ ceiling earmarked for these purposes.
- Plan to be prepared by the urban local bodies for the activities assigned to them and National / State Schemes implemented by them through their own resources and funds/ceiling earmarked for these purposes.
- Physical integration of the plans of rural and urban local bodies with the elements of the State Plan that are physically implemented within the geographical confines of the district.

29.14 All these three aspects are to be considered and consolidated by the District Planning Committee (DPC) into a District Plan.

29.15 In view of the above guidelines for the preparation of decentralized participatory integrated perspective 12th five-year district plans 2012-17 and District Annual Plans 2012-13 were initiated from the grass root level for bottom up planning in Rajasthan 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 can be planned by honoring plans of Rural and Urban bodies.
- Ensures quality service deliveries and efficient use of resources such as Human, Finance or Natural, enhances 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.

Formation of 12th Five Year District Plans

Procedure adopted

29.16 The district annual Plan for the Financial Year 2012-13 is prepared considering 17 sectors as it was followed in preparation of XIth five year plan documents. These sectors are Agriculture, Animal Husbandry, Energy, Ground Water & Drinking Water, Education (Higher, Technical & Elementary), Medical & Health, Rural Development, Sanitation, Industries, Roads and Bridges, Nutrition, Urban Development, Forest, Cooperative, Public Distribution System, Water resources, Youth Affairs, TAD, Others like Banking Sector.

29.17 Based on the recommendations of the Rajasthan State Planning Board, Five Year Plans of the Gram Panchayat and Panchayat Samitis (Block) level will also be prepared for the XIIth Five year Plan period and Separate yearly plans will also be prepared which will be executed and monitored by the concerning tiers of Panchayati Raj Institutions.

29.18 For making Plans decentralized and participatory for identification and inclusions of the local needs of the local people. Orders were issued for organizing Gram Sabha during the month of January 2012. This led to prioritization of identified needs and for forwarding the approved work Plan to higher tiers for approval and incorporation in the district Plan.

29.19 The guidelines and formats were circulated to the Districts for preparation of the five year perspective and annual District Plan.

29.20 Two days Orientation of the Chief Planning Officers along with one subordinate who had experience of decentralized, participatory and integrated planning process or was involved earlier with the preparation of Five years perspective or District Annual Plan of the District was organized at SIRD.

29.21 The concerning officers and personnel were trained to prepare the district plan according to 13 prescribed formats circulated from the state level.

29.22 These trained persons were do the capacity building of the stakeholders, people's representatives and government functionaries for need identification, prioritization and preparation of action plans as per 13 prescribed formats for the Gram Panchayat and Panchayat Samiti Levels. Hand holdings will be done from time to time by trained persons in preparation of realistic action plans.

29.23 A time bound programme was prepared and circulated to all concerned for completion of set activity of District plan within stipulated time frame.

29.24 Wide publicity of Gram/Ward 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.

29.25 Gram/Ward Sabha organized as per schedule provided by the state level. For sectoral schemes and programs integration in the District plan, Village/ ULB level functionaries of the selected key sectors present in the Gram/Ward Sabha and have discussions pertaining to their Program and Schemes with the villagers and PRIs for making it inclusive in Village/ Ward action plan in integrated and converged manner.

29.26 During the discussions the plan objectives and prioritization explained by the Government functionaries and approval of community obtained for the. The community determines the village/urban needs prioritization and linkages.

29.27 The village/ULB plans approved by Gram/Ward Sabhas be integrated into Panchayat/ULB plan at the Gram Panchayat/ ULB Level, for preparation of the Panchayat/ULB plans.

29.28 The services of outside technical experts allowed for preparation of the decentralized, participatory and integrated District Plans of the Districts.

29.29 Infrastructure demands of Panchayat Samiti level assessed by Panchayat Samitis and approved in the General Bodies of the Panchayat Samiti. Similarly the infrastructure demands of ULB level assessed by the Urban Local Bodies and approved in the Boards of the concerning local bodies.

29.30 The Block level sectoral officers on the basis of their departmental norms to do the prioritization and technical vetting of the Panchayat Plans.

29.31 A separate list of the demands which were identified at the Panchayat level but did not fit in the departmental norms, but were otherwise justified, was prepared along with estimated cost of these demands.

29.32 The block level draft plans will be prepared by integrating the Panchayat and ULB plans & Panchayat Samiti level demands will be provided to Chief Planning Officers.

29.33 By integrating the block level plans, the district level plans will be prepared by Chief Planning Officers and get approved by DPCs.

Preparation of Annual Plan 2012-13

29.34 The State Planning Department has conveyed the sectoral plan ceilings to the concerned departments for the preparation of annual plan 2012-13. Since 12th five year plan focus on the equitable growth and inclusion of the excluded sections and communities, the fund allocation was to be bifurcated categories wise i.e. Total, SCSP, TSP. The sectoral activity wise and district wise bifurcation and distribution of this plan

ceiling were prepared by consulting concerned departments and conveyed to the concerned district CPOs and district level officers of concerned department.

29.35 The necessary directions were conveyed by the Rural Development and Panchayati Raj Department to the concern HODs and a meeting schedule also conveyed to the concern department in this regard with request for their desired attention towards preparation of the annual district plan 2012-13.

29.36 By adopting the above procedure, the 12th five year district plans 2012-17 and Annual District Plan 2012-13 will be prepared in 2012-13 for all 33 districts of Rajasthan. Since the 12th five year plan is under progress and finalization stage hence the ceilings received from the Planning department regarding 17 sectors are bifurcated District wise and are distributed to all 33 districts of Rajasthan in respect to norms and guidelines of the concerning department. The annual District Plan 2012 -13 will be prepared on the basis of the ceilings provided by the Panchayati Raj Department by consulting all departments of 17 sectors.

29.37 The draft annual district plans for the year 2012-13 is being prepared in view of conveyed ceilings.

29.38 The annual plans of PRIs and ULBs will be integrated and approved by DPCs.

Draft District Annual Plan (2012-13) : at a Glance

29.39 Total State Plan Outlay indicated by the Planning Department: 33128.00 crore. Proposed State Plan outlay for selected Sectoral Departments for District Plan are as follows :

Table No. 29.1

(Rs. in Crore)

S.No.	Implementing Agencies	Total
1.	Administrative Deptt.	6744.16
2.	PRIs	7472.52
3.	ULBs	796.39
	Total	15013.07

29.40 Summary of the above Table:

(a)	Total Proposed outlay	15013.07Crore
	Percentage to the total State Plan outlay	45.32 %
(b)	Share of PRIs in proposed outlay of Distt.Plan	7472.52 Crore
	Percentage to the total State Plan outlay	22.56 %
(c)	Share of ULBs in proposed outlay of Distt. Plan	796.39 Crore
	Percentage to the total State Plan outlay	2.40 %
(d)	Total Share of PRIs and ULBs in Distt. Plan	8268.91 Crore
	Percentage to the total State Plan outlay	24.96 %

