

# **REPORT OF THE WORKING GROUP ON DISTRICT PLANNING**



**VOLUME-I**

**GOVERNMENT OF INDIA  
PLANNING COMMISSION**

**MAY, 1984**

D.O. No. PC (P)/35(1)/82-MLP



DR. CH HANUMANTHA RAO

सदस्य  
योजना आयोग,  
योजना भवन  
नई दिल्ली-110001

MEMBER  
PLANNING COMMISSION  
YOJANA BHAVAN  
NEW DELHI-110001

May 10, 1984

Dear Shri Chavan,

I have great pleasure in submitting a copy of the report of the working Group on District Planning set up by the Planning Commission in September 1982.

I hope the report will stimulate further thinking on district planning so that district planning can be taken up by all the States from the first year of the Seventh Plan, as part of the decentralization of planning process.

With best regards,

Yours sincerely,

Sd/-

(CH HANUMANTHA RAO)

SHRI S. B. CHAVAN,  
Deputy Chairman,  
Planning Commission,  
New Delhi.

## FOREWORD

The crucial importance of decentralised planning for a balanced, acceptable and meaningful development of our country has been recognised since the beginning of the planning era. But it has not been an easy concept for operationalisation due to various constraints, like the inadequacy of the planning machinery itself and the lack of a uniform enthusiasm on the part of the States who were required to operationalise it. Even though the Planning Commission issued some guidelines on district planning to the States in 1969, the idea could not catch up because many States were not ready to undertake it. But with the changes in the orientation and structure of development planning over the last two decades as would be evident from the large number of beneficiary oriented schemes and area development schemes, decentralisation of planning and decision-making has become urgent. In view of the developments that have taken place since 1969 and as the methodology for local level planning has considerably evolved all over the world, there was need to take a fresh look at the whole matter. This Working Group was, therefore, set up by the Planning Commission for this purpose in September, 1982. This is because the Planning Commission has a special responsibility in this regard, and a definite role to play in the task of assisting the States in formulating and implementing reasonably satisfactory plans following a sound methodology.

The concept of district planning adopted by the Working Group is akin to the concept of integrated area planning. This, however, is the ultimate goal. The Working Group found that the States are at different stages of progress towards decentralised planning. It has, therefore, advocated a gradual step-by-step approach towards this final goal. It is hoped that this report will stimulate district planning activity in the States enabling them to adopt the 'Stages Approach' to district planning and to prepare State-specific guidelines/manuals for district planning. After having done so, the States may take up comprehensive district planning during the Seventh Plan period.

This report represents the common thinking of the Working Group. The Working Group had set up sub-groups to go into the various aspects of district planning in depth. The deliberations of these sub-groups reflected in their reports formed the basis of this report.

In order to take full note of the developments including thinking in respect of decentralised planning in various States, four regional Workshops were held at Gandhinagar, Bangalore; Bhubaneswar and Srinagar. In these workshops, which also included field visits to district centres to study the problems concerned with district planning, besides members of the Working Group and officials of the State Governments concerned, some non-officials connected with State planning, participated. These workshops proved useful experience-sharing forums leading to cross fertilisation of ideas which became vital input for this report.

The Working Group acknowledges with gratitude the work done by the sub-groups under the guidance of their Chairmen—S/Shri M. J. K. Thavaraj, P. R. Dubhashi, T. S. Sankaran, Waheeduddin Khan, K. S. Chandrasekharan and B. D. Sharma.

The Working Group is also indebted to S/Shri M. J. K. Thavaraj, S. Sundararajan and K. V. Sundaram, who formed the Drafting Committee as also the S/Shri P. R. Dubhashi, T. S. Sankaran and D. Bandyopadhyay who did the final editing of the report. Shri S. Sundararajan and Dr. K. V. Sundaram make special case studies in selected States and prepared the first draft of the report. Shri S. Sundararajan, Joint Secretary (State Plans) and Dr. K.V. Sundaram, Deputy Adviser (MLP) with the support and assistance of Shri M. M. Saigal, Senior Research Officer (MLP) and Smt. S. Salhotra, Research Officer shouldered the main burden of planning the meetings of the Working Group and the Regional Workshops. The Working Group would like to express its high appreciation of the work done by these officers.

# REPORT OF THE WORKING GROUP ON DISTRICT PLANNING

## VOLUME—1

### CONTENTS

#### FOREWARD

CHAPTER	1—Conclusions & Recommendations	1
CHAPTER	2—Introduction	17
CHAPTER	3—The Concept and Case for Decentralised District Planning	21
CHAPTER	4—The State of the Art	27
CHAPTER	5—The pre-requisites	41
CHAPTER	6—Planning Methodology	51
CHAPTER	7—Some Special Aspects of District Planning:	61
	(a) Manpower Planning, and	
	(b) Spatial Planning	
CHAPTER	8—Problems of Coordination, Integration, Implementation and Public Participation	75
CHAPTER	9—District Planning for the North Eastern Region	87
CHAPTER	10—Operationalising District Planning in the States	93
ANNEXURES		97

# REPORT OF THE WORKING GROUP ON DISTRICT PLANNING

(VOLUME-1)

## CHAPTER 1

### CONCLUSIONS & RECOMMENDATIONS

1. To make decentralised planning a success, it has to be backed up by sound practices. The capabilities for decentralised planning have to be assiduously built up, the right procedures and suitable structures have to be evolved and necessary technical and administrative changes, including attitudinal changes have to be brought about among the bureaucrats and the politicians. The various initiatives and improvisations necessary should be introduced cautiously and "in steps", providing adequate time for assimilating them, thus paving the way for learning through experience at every stage and making necessary modifications in the process as we go along.

(Para 3.4)

2. For decentralised planning to make headway, institutional mechanisms have to be made more broad-based with the active involvement of local representatives and endowed with a greater degree of autonomy in local decision-making. Simultaneously, several administrative and financial delegations as well as other measures have to be systematically worked out.

(Para 3.8)

#### Concept of District Planning

3. The concept of district planning adopted by the working group is akin to the concept of integrated area planning.

(Para 3.11)

4. At the State level, suitable decisions have to be taken about an appropriate inter-dependency mix and proper function-sharing between the State and District levels taking into account the planning and other capabilities available at the grass roots level.

(Para 3.14)

5. The totality of all planning activities at the level of District which is a sub-system would vest with a single District Planning body who would determine the priorities and allocate funds accordingly among the various development sectors.

(Para 3.15)

6. The district plan should take into account the regional affinities and should be informed by a regional perspective. It will also be necessary to recognise the sub-regions within the district.

[Paras 3.19(1) & 3.19(2)]

7. The Panchayati Raj Institutions and other local government institutions should, play crucial role in the

1-338 PC/84

district planning process. Ultimately district planning will have to be taken over by these bodies. Therefore, it would be necessary to strengthen them right from now onwards, so that they could play their legitimate role in the district planning process in course of time.

[Paras 3.19(3), 5.22, 5.23, 5.32]

8. Though, each district plan must be specific to its own agro-climatic and socio-economic conditions, it must reflect the following basic objectives of the national plan.

- (i) Increasing production;
- (ii) Reducing unemployment; and
- (iii) Alleviating poverty,

(Paras 3.20 & 3.24)

9. With the devolution of more planning functions to the district level the technical planning machinery (both the quality and quantity) will need to be augmented.

(Para 4.26)

9A. It is recommended that the Planning Commission should have a fresh look at the question of staffing the District Planning Cell in the light of this report and suggest a more realistic staffing pattern avoiding duplication of staff between planning cell and line departments.

(Para 4.27)

10. In order to improve upon the system of choosing the right schemes among the numerous suggestions made by several agencies, groups, and individuals, the States could consider the scrutiny of these proposals by a committee of experts before they are placed before the District Planning Body.

(Para 4.30)

11. Raising the levels of persons lower down the administrative hierarchy is one of the basic necessities and this could be tackled by inducting some high calibre technical staff into the district planning machinery and frequently organising training and refresher courses for the lower staff on a regular and continuing basis.

(Para 4.40)

12. Evaluation should be undertaken by an independent agency, and not by the District Planning body. It could be done at the State's level or by any independent agency. Evaluation should not be confined to a project/scheme but the planning act as such should be evaluated on an annual basis.

(Paras 4.46 & 10.11)

(1)

### Prerequisites for District Planning

13. The essential prerequisites for decentralised district planning will include, apart from political commitment, defining the scope and content of a district plan, some measures for the dis-aggregation of allocations, delegations of administrative and financial powers, evolution of new patterns of administrative behaviour, a reorientation of attitudes and relationships, building up of a capabilities and instruments of control, establishment of participatory structures and umbrella mechanisms, and continuous training and retraining of personnel.

(Para 5.2)

14. The Working Group, strongly recommends that there should be no bar for incurring some essential maintenance expenditure from plan funds to revive and rehabilitate some languishing investments.

(Para 5.3)

15. The Working Group commends the adoption of a twofold classification of schemes into district level and state-level schemes by the States.

(Para 5.4)

### Disaggregation of outlays

16. In the allocation of funds between the state and the districts, the guiding principle should be that while local priorities must receive importance in the district plan, they should not be at the cost of overriding national and state priorities. Keeping this in view the disaggregation of plan funds from the State to District level may be done by providing for major State Sector schemes and then derive the District Sector outlay as residuary of this. Alternatively provide for all the District Sector programmes in the first instance, and treat State Sector as residuary. Perhaps the exercise could be conducted from both ends to reconcile the figures. However the proportion thus arrived at should not be made the basis for making future allocations, as this would leave little or no scope for the districts to take up new schemes. Therefore, any proportion arrived at by a State should not be continued on a permanent basis, but should be constantly watched in a dynamic context and revised. The revision may be carried out say every five years.

(Paras 4.12 & 5.8)

17. The Working Group recommends that the divisible plan outlays may be distributed among the districts on the basis of three elements, viz., population, area and level of development. Each state may work out its own criteria for giving weightage for allocation of outlays on account of level of development.

(Para 5.10)

18. Vesting the district planning body with all powers to divide the sectoral allocations in the district is an ideal goal which can be reached only at some distant point of time. In the meantime some special steps must be taken to give some scope to the district planning body to undertake a few local development programmes on its own to meet local aspirations and

requirements. This could be done by making a discretionary allocation to the district planning body.

(Para 5.11)

19. In its allocation formula for the transfer of Plan funds for the district level, Gujarat has set aside a small proportion (5%) as incentive grants to match efforts made at the district level for additional mobilisation of local resources in kind and/or money. The Working Group commends this approach for emulation by other States.

(Para 5.12)

20. So far as the relatively underdeveloped districts in a State are concerned, their cause would be adequately served by giving proper weightage to the various criteria of backwardness in the allocation formula, rather than by treating them on a separate footing.

(Paras 5.14 & 6.40)

21. The reduction of intra-district imbalances should be the aim in the allocation of district resources among the blocks. States should evolve their own methods for this purpose. In districts, where special problems are met within some blocks, some special dispensation may become necessary.

(Para 5.15)

### Organisational Framework

22. The institutional frame work for District Planning should be a social instrument of decision making which would be a happy blend of local autonomy, administrative capability and planning expertise.

(Para 5.16)

23. In District Planning bodies, the collector must play the role of the Chief Coordinator. To enable him to discharge these responsibilities properly and efficiently he must have the necessary status, powers and responsibilities. He should be able to effect the necessary horizontal and vertical coordination in the planning and implementation tasks. In order to move towards this goal, the departmental functionaries must be considered as on deputation from their respective departments and posted to the District Planning bodies. In this way they will be made responsible for implementation of their respective programmes at the district level and will be held accountable for their performance to the District Planning bodies. This is no doubt a major structural re-organisation. But such changes are very necessary if the District Planning process is to be made effective.

(Para 5.21)

24. As regards administrative decentralisation, the Working Group recommends that the procedure for administrative and technical sanctions should be so simplified and streamlined that none of the district level schemes be referred to state headquarters. Powers of reappropriation within minor heads of account should also be vested with the Collector. Only matters beyond the prescribed limits of sanction or reappropriation should be referred to Finance/Planning Department.

In other words, the accent should be on bulk control rather than on detailed control.

(Para 5.24)

25. It is important that district level functionaries are brought under the control of the District Collector who should be the sheet anchor of implementation of district plans. To ensure the compliance of district level departmental functionaries, their confidential reports in respect of district sector performance should be written by the District Collector which should form part of the personal files of concerned officers.

(Para 5.25)

26. Since the Collector's association with the developmental work is a must, it is suggested that a senior officer of the rank of Additional Collector may be provided in each district to assist the Collector and to relieve him of much of the routine responsibilities.

(Para 5.27)

27. The size of the districts should also be made more manageable purely on administrative grounds.

(Para 5.28)

28. The Departmental officers at the district level should not be subjected to frequent transfers. They should normally be kept in one district for a minimum period of three years.

(Para 5.28)

29. Officers serving in remote or inaccessible districts could be paid special pay upto 35% of their salaries. Residential accommodation and other minimum facilities should also be made available in such areas.

(Para 5.28)

30. Suitable adjustments must be made in the budgetary format and Demands for Grant of the state to display district plan outlay to ensure accountability to the legislature. Within each Demand, a Minor Head called 'District Sector Schemes' may be opened.

(Para 5.29)

31. An additional document called the Annual District Plan should be placed before the legislature along with other budget papers. This document should contain district-wise information on annual plan in terms of Minor Heads and subheads. Listing of each individual scheme and the detailed heads may be avoided.

(Para 5.29)

32. Within the framework of multi-level planning, the functions of the District Planning Bodies should be (I) crystallisation of local needs and objectives, (II) taking stock of the natural and human endowments, (III) listing and mapping of amenities, (IV) formulation of district plans, (V) formulation of policies, programmes and priorities, (VI) coordinated implementation and (VII) monitoring and review

of the implementation of district plans and programmes.

(Para 5.30)

33. The District Planning Body should consist of a Chairman, Member-Secretary and a reasonable number of members, say 50. The size and composition of the District Planning Body should be decided by the State Governments.

(Para 5.31)

34. In addition to the District Planning Body, it would be desirable to have a smaller Executive Body which will be in the nature of a Steering Committee.

(Para 5.31)

35. For the District Planning Bodies statutory sanction is not necessary. These bodies may be constituted under an executive order of the State Government as has been done in most states in the country.

(Para 5.33)

36. The District Planning Cell should be headed by a Chief Planning Officer whose status in the district should be next only to that of the District Collector/District Development Commissioner. On recruitment he should be specially trained in regional/area planning methodology and techniques.

(Para 5.35)

37. The Chief Planning Officer should be assisted by an able team of experts drawn from various disciplines like economics, statistics, agronomy, cartography, economic geography, engineering, sociology, banking, etc., as well as from subject areas like agriculture, animal husbandry, horticulture and so on. The actual size and composition of this team should be left to the district.

(Para 5.36)

38. There should also be a Planning Officer of BDO's rank at the block level assisted by two Research Assistants and a Typist and a messenger to help the Chief Planning Officer to coordinate the Block Level Programmes with regard to intra-Block gaps in development and amenities.

(Para 5.37)

39. A competent unit for District Planning should be established at the state level to complement and bolster the planning capacity at the District level.

(Para 5.38)

40. There should be one single planning cadre for the state comprising of the technical planning staff at the block, district and state levels.

(Para 5.39)

#### Training

41. Those who man the District Planning Organisations should be given a more intensive and broad-

based training in relevant areas like Economics, Statistics, concepts and techniques of comprehensive, spatial, sectoral and project planning. They should also be well-grounded in analytical and evaluative techniques.

(Para 5.40)

42. At the Centre, the Department of Personnel (Training Wing) must come forward in a big way not merely to organise the training of trainers in the apex level institutions in the country, but also to assist the state training institutions to equip themselves for the training tasks.

(Para 5.42)

43. We recommend that the Department of Personnel (Training Wing) in collaboration with the Planning Commission should set up a group to work out the curriculum as well as the modalities for a properly conceived training programme for district planning trainees at different levels.

(Para 5.43)

#### Methodology of District Planning

44. The methodology of district planning should be simple and the district plan itself concrete, specific and practical.

(Para 6.2)

45. Following steps in sequence for the formulation of the district plans are suggested. This would in fact be the simple methodology to be adopted for district planning :

- (1) Formulation of the major objectives of the district plan.
- (2) Compilation of data for district planning.
- (3) Bringing out the profile of the district in relation to the basic objectives.
- (4) Formulating the main strategy and thrust of district planning.
- (5) Analysis of the existing programmes and projects with reference to the strategy outlined.
- (6) Assessment of resources for allocation to various programmes and projects.
- (7) Statement of physical and financial components of the district plan.
- (8) Statement of spatial dimensions of the district plan.
- (9) Relationships and links between the district plan and regional and state development plans.

(Para 6.6)

46. The suggested methodology of district planning, which is normative, assumes that the districts will have the freedom to plan for the entire district sector, which may not be true for all the states at present. It is, therefore, necessary to make it clear that all the procedures outlined here would be applicable only at a

stage when fulfilled district planning would be possible.

(Para 6.7)

47. The District Plan must consist of integration of development activities in primary, secondary, tertiary and infrastructure sectors so as to deal with the problem of unemployment and poverty. Full employment is both an objective of planning and also the means of reducing poverty and increasing production. The district plan must essentially provide for expansion and diversification of the economy so as to reduce poverty and increase employment.

(Paras 6.10, 6.13 & 6.14)

48. While dealing with the problem of poverty and unemployment, the district plan must focus on providing gainful employment opportunities to small and marginal farmers, agricultural labourers and artisans.

(Para 6.15)

49. The data for district planning should be in relation to the four sectors of the economy and the various sections of the society which have been mentioned above.

(Para 6.16)

50. Necessary minimum amount of data and information necessary for planning and decision making at the district level should be identified and data should be collected.

(Para 6.17)

51. It is suggested that the collection of data/information by the district planning team must cover all those areas defined as the 'District Sector', including such background information, as may be helpful in their meaningful interpretation. An illustrative list of data/information useful for district planning is shown in Annexure. 6.1

(Para 6.18)

52. States are advised to adjust their data requirements depending on the scope to be given by them for districts planning and taking into account the analytical abilities of their planning teams.

(Para 6.19)

53. The Group feels that regarding income and consumption levels of population and employment and unemployment, to start with, the district planning exercise may incorporate the results of NSS and IRDP Surveys as are readily available duly cross-checked with other information and refined to the extent possible; but gradually the NSS data should be made usable by introducing the required changes in the sampling pattern.

(Para 6.21)

54. On technology and productivity, the information has to be obtained from various sources, including from some spot surveys, if necessary. In order to obtain data relating to inflows and outflows of goods and services, it would be necessary to build up regional



accounts at the district level on a systematic and continuous basis. The Central Statistical Organisation should initiate this process with the active assistance of States. The Group notes that the C.S.O. had set up a Committee on Regional Accounts in 1972 and the report was given in 1976. The recommendations of this Committee should be quickly implemented.

(Para 6.22)

55. The Working Group recommends that District-wise estimation of 'income originating' should be attempted by all States. In the meantime, whatever information is available from various sources should be assembled and used in the planning exercise.

(Para 6.23)

56. The data base could be greatly strengthened by the utilisation of technological tools like aerial photo interpretation and remote-sensing technology. We suggest that for every district in the country, the thematic maps may be prepared.

(Para 6.24)

57. As aerial photographs will be required for an exceedingly important national task, the Defence Ministry should relax their regulations and make them available without delays. The planning Commission should identify suitable educational and other research institutions in the country where such work could be carried out and should provide adequate funds to these institutions to undertake this work.

(Para 6.25)

58. The data collected would then provide what we call the profile of the district and would itself suggest the strategy for development which is particularly relevant to that district. The district planners must have a total and comprehensive perspective of the district and a district profile would only emerge from such a comprehensive perception of the planners of the needs and potentialities of the district.

(Paras 6.26 & 6.27)

59. When District planning becomes a full-fledged and independent operation at the district level, working out the area strategies for the district and its sub-regions will constitute the most important step and the content of the plan must be derived from these strategies.

(Para 6.28)

60. The existing or ongoing schemes must be subjected to very close scrutiny in terms of suitability of these schemes to the specific conditions of the district; and if on scrutiny they need to be modified to suit the requirements of the district they should be suitably modified. The central or centrally sponsored schemes or even State schemes should provide for sufficient flexibility to take note of the varying local requirements and the district planners must have the freedom to suggest local modifications in the schemes on the basis of close scrutiny of how the schemes have actually worked. Also a district plan must provide for replacement of the existing schemes with new

schemes or supplementing existing schemes with new schemes.

(Para 6.29)

61. Interlinkages between various programmes and projects are extremely important though these are overlooked, with the result that individual plan schemes do not fructify in the absence of backup from supporting programmes. Indeed, successful implementation of programmes require that all the forward and backward linkages are properly taken care of.

(Para 6.30)

62. One of the persisting weaknesses of planning in India is the implementation gap between what is aimed at and what is accomplished. It is the specific responsibility of district planning to fill up the implementation gap. District plan should take note of various leakages that prevent the impact of plan programmes being felt. The plan programmes must contain proposals for strengthening organisation and management which should prevent such a leakage.

(Para 6.31)

63. At present the block may be considered as the unit area for eliminating intra-district disparities. To arrive at intra-district variations suitable indicators may be developed.

(Para 6.32)

64. The District Planners' task would be rather focussed on setting priorities among the numerous project schemes ideas thrown up during his resource inventory and other analyses and those that emerged during his discussions with the public as to felt needs. His choice among different candidate projects has to rest on other considerations than the quantified efficiency evaluation.

(Para 6.36)

65. The district planning should be an attempt to dovetail the various resources for different projects and schemes in an integrated manner.

(Para 6.39)

66. While drawing up a programme for the development of specific activities, it would be desirable to look at them not as unrelated or individual items by themselves but in terms of their inter-relationship with other related, subsidiary or supplementary activities and to draw up plans for all the related activities in an integrated manner.

(Paras 6.50 & 6.51)

67. The final plan should contain the tentative cost of each project and programme, summary of the mode of implementation, actions needed by the various agencies, the system of financial control and monitoring methods during the course of implementation and final evaluation. In the District plan, all projects and schemes should be fully reflected, with all their inter-relationships, interdependencies and complementarities duly worked out.

(Para 6.55)

68. It must be ensured that the district plan fits in the frame work of the State Plan and the National Plan. The sectoral allocations as emerging from the various district plans in the States must add with the budgetary allocations made sectorise at the State level.

(Para 6.56)

69. The draft plan drawn up as above should be placed before the District Planning Body (Board or Council, whatever be its nomenclature) and fully discussed and finalised. The district plan emerging in this manner should then be forwarded to the State Government for being dovetailed into the State Plan.

(Para 6.57)

70. There should be a time-table for planning in the State. The District Planning Office should be given adequate time, say about 3 months to formulate the District Plan with some degree of thoroughness. The District Planning Bodies should finalise their annual plans for the ensuing year during the second half of October.

(Para 6.58)

71. In the light of objectives set out for district planning, it could be realistic to think in terms of three kinds of District Plans in relation to different time spans. These would be :

- (a) Perspective Plan-covering 10 to 15 years;
- (b) Five Year Plans;
- (c) Annual Plans

(Para 6.59)

72. A simultaneous movement in all these directions though desirable may not be feasible. The minimum expertise made available for District Planning may be initially directed towards the formulation of a medium term plan coinciding with the Seventh Five Year Plan alongwith its annual break-up. In States, where the pre-requisites for District Planning are already established, the annual plan exercise for the district may commence even from 1984-85 onwards. Other States, where the District Planning infrastructure and the essential pre-requisites have not been established, should start providing for these from 1984-85 onwards so that District Planning could be initiated positively from the beginning of the Seventh Plan in all the States in the country.

(Para 6.60)

73. It is recommended that the experiments made in the States of Maharashtra, Tamil Nadu, Jammu & Kashmir, Karnataka and Andhra Pradesh in respect of Perspective planning may be carefully studied by the States desiring to embark upon district perspective plans so that various pitfalls characterising these exercises could be avoided.

(Para 6.67)

74. The immediate objective should be to attempt district five year plans co-terminus with the 7th Five Year Plan. These district plans should be formulated in all the districts of the country. It would be a time bound task entrusted to the district administration.

The work for the preparation of district plans, we recommend, should be immediately taken on hand because atleast a period of one year would be required for the formulation of the five year district plans.

(Para 6.68)

#### Manpower Planning

75. Man power Planning and budgeting should be for the district as a whole with reference to all the activities (plan, non-plan, developmental and non-developmental) and cannot be confined only to activities included in the District Plan and implemented thereunder.

(Paras 6.42, 7.4 and 7.41)

76. In dealing with manpower and employment problems at the district level it was recognised that those categories of manpower who were specialised and highly technical like Doctors, Engineers and Architects would be outside the purview of the district planning process except for their deployment and utilisation within the district.

(Paras 6.41 and 7.5)

77. The large mass of unskilled manpower would be the main pre-occupation of the planning process at the district level in terms of providing employment and raising their levels of living. It is also recognised that except under special circumstances this mass of work force is not mobile and employment opportunities have, therefore, to be found for them in or near the villages where they reside.

(Para 6.43 and 7.5).

78. In-between highly skilled and unskilled categories lies the intermediate group for occupations requiring a minimum level of education and some training. Although it is not necessary, nor perhaps desirable, to attempt to provide employment to all such persons within the district, there must be skills and occupations which can be wholly confined to the district both in terms of source as well as employment. Every district should be able to identify such categories and make attempts at being self-contained in respect of these by and large.

(Paras 6.41 and 7.6)

79. To encourage employers to provide inplant training not only to their employees but also to others, the feasibility of granting concessions or assistance could be examined.

(Para 7.7)

80. A scheme for the improvement of language among matriculates may perhaps be useful alongwith abolition of degree qualification for such jobs where matriculation or Higher Secondary certificates would, otherwise, be adequate.

(Para 7.7)

81. Successful experiments have been carried out in giving special training to drop-outs at VIIIth Standard stage and enabling them to be absorbed as salaried workers or to set them up as self-employed

workers. Some innovative schemes should be included in the District Plan for this purpose.

(Para 7.8)

82. Where employment of children in occupations prohibited by law continues or where employment of children is considered otherwise hazardous or dangerous, the attempt must be to stop such employment of child labour and at the same time provide alternative employment opportunities, wherever necessary, for such displaced children.

(Para 7.10)

83. While child labour in general should be gradually phased out, this should be done particularly carefully where they are employed to augment the family income and also where they gain skills in traditional occupations.

(Para 7.10)

84. The district level planning process will have to take note of the need for finding employment opportunities for the physically handicapped.

(Para 7.11)

85. It is necessary to identify low wage and/or high unemployment (chronic unemployment) areas within the district and take appropriate investment decisions to enable such areas to come up, both in rates of wages and levels of employment. As departmental budgets may not be adequate to meet the requirements of such pockets, the need for a Free Fund from out of which suitable programmes could be financed for such areas becomes strong. Another way of directing attention to these areas will be to confine expenditure under NREP to such areas; alternatively increased allocation of funds could be made under NREP to these areas.

(Para 6.44 & 7.12)

86. The Working Group recommends that Manpower and Employment Planning exercises should be taken up by all States in the country with whatever data and capabilities that exist.

(Para 7.15 & 7.17)

87. The Working Group recommends that the district level Census figures may be made available without further delay. Apart from this it would be useful if the census authorities could undertake a midterm sample census with special reference to employment and make this data available without delay up to district level.

(Para 7.19)

88. It would be desirable to make effort to increase the size of the sample so that the NSSO is able to generate reliable district level estimates.

(Para 7.20)

89. It is also necessary to devise measures so that results of sample surveys are available at the district

level with minimum delay and, in any event, within 12 to 18 months of the completion of these surveys.

(Para 7.22)

90. It is desirable that NSSO takes up employment surveys annually, on a regional basis; the State should then be requested to work out, making use of the State Samples, employment situation in different spheres.

(Para 7.22)

91. Manpower planning at the district level is essentially directed to those intermediate categories of workers whose functions lie between the level of an unskilled worker on the one hand and an engineer or a technologist or a doctor on the other.

(Para 7.26)

92. The extent of unemployment may be estimated by one of the following methods :—

- (i) NSSO method suitably modified;
- (ii) Family labour budget survey of sample households;
- (iii) Registration method.

The demand, so identified, has to be projected for the next five years. Based on the availability of resources in the District/Block and the potential for new activities, suitable locations (growth centres) into which these jobs may go may be determined.

(Paras 7.27-7.29)

93. All schemes operating in the block or district and directly managed by public sector authorities should be listed, categorised and summed up as on a specific date, so that the bench mark information could be updated.

(Para 7.34)

94. At the village level, it is necessary to build up information on items like housing population, net area sown, the proportion of net area sown to net area irrigated, number of bore wells, number of handlooms, power looms, mat weaving units, artisans, the distance to various locations like railway station, bus stop, post office etc.

(Para 7.34)

95. District Manpower and Employment Generation Councils (DMPEGC) should function as an important arm of the District planning agency and should be responsible to the latter for formulation of proposals for all employment generation activities in a district. It is necessary that the DMPEGCs are constituted as part of the District Planning Authority.

(Para 7.36)

96. To make DMPEGC functionally effective, it should be adequately staffed with experts in different fields. The membership of the Council should also be broad-based and reflect the pressing need for increasing employment opportunities particularly among the relatively more disadvantaged i.e. Scheduled Castes,

Scheduled Tribes, Women, Physically handicapped etc.

(Para 7.36)

97. For working out the manpower and employment policies for the district a cadre of manpower experts is required to be built up either by fresh recruitment and training or by giving intensive training to existing District Employment Officers, at selected institutions.

(Para 7.38)

98. The exercise on the district manpower and employment plan should get initiated atleast two years before the commencement of the plan period.

(Para 7.39)

99. It is also necessary to give some training or at least orientation, to the various departmental functionaries, so that they are able to understand the context in which and the purpose for which information is sought for from them.

(Para 7.41)

100. In an environment of increasing economic activity, it is likely that consequent on the vertical mobility in occupations by way of promotions, there is likely to result a deterioration in the level of the skills all along the line. This becomes accentuated, when there is any sudden expansion of employment opportunities in projects. In such a case, it would be necessary to introduce a suitable system of upgradation of skills to maintain standards at all levels.

(Para 7.44)

101. In respect of the large number of unskilled manpower, it is necessary that the District Manpower Planning and Employment Generation Council in collaboration with other agencies should work out arrangements by which, even in respect of these persons, their capabilities are increased resulting to higher productivity on the kind of jobs that they do. The tendency to import more efficient manpower from outside can also be checked if, in implementation of such programmes at the local level the practice of entrusting the work to contractors is progressively replaced and organisations like labour cooperatives, encouraged to take up these works; alternatively, the works could be executed departmentally. With reference to Scheduled Castes and Scheduled Tribes, specific steps are to be taken to develop entrepreneurial skills among the educated unemployed, so that the employment-oriented schemes are realistically covered and implemented for the benefit of these sections of our population.

(Para 7.45)

102. It is necessary to have a look at the various legislative provisions as well as regulations that may unwittingly come as disincentives to taking up activities which are particularly employment intensive. Contrarywise specific legislative support may be needed in cases where attempts to create additional employment opportunities are thwarted by a recalcitrant minority to take up such programmes.

(Para 7.46)

103. The anxiety for increasing employment opportunities must take account of considerations of ecology and the need, for the protection and improvement of the environment.

(Para 7.47)

104. Existence of established practices of interdistrict and intradistrict migration of working population should be taken note of in drawing up manpower and employment plans.

(Para 7.48)

105. The District Planning authorities should have sizeable funds which they can, in their discretion, utilise subject to broad guidelines that the State Government may issue to these authorities. The guidelines for the use of free fund should give priority for its use in providing missing links and for fulfilment of the programme of minimum needs and such items in the New 20 Point Programme as are relevant at district level. Further, it may be stipulated that free fund should be used on public works and not for liberalising existing patterns of assistance of the schemes. However, where the basic minimum needs are largely met, the funds may be used for increasing the number of beneficiaries under any existing or future, scheme, but conforming to the prescribed pattern of assistance.

(Para 7.49 & 7.50)

106. The endeavour must be to provide full employment to the total working population of the district till the end of the century. Even if this should not become possible, the endeavour should certainly be to increase employment opportunities at a specified percentage during each plan period.

(Para 7.51)

107. Within the programmes in the next ten or fifteen years,, special attention will have to be given to increasing employment opportunities for women at a rate, which is much higher than the average for the district. Likewise, during this period every effort should be taken to ensure a complete elimination of child labour in all these occupations which are prohibited by law, or which are considered hazardous for dangerous.

(Para 7.51)

108. A long term programme of operations relating to, say, expansion of irrigation, desilting of irrigation tanks, deepening of wells, maintenance of soil conservation works, maintenance and upgrading of roads and the like, which are labour-intensive should be drawn up and suitably incorporated in the Five Year Plans and the Annual Plans.

(Para 7.52)

109. Projections of changes in population, as well as in the work force, including their sex distribution, will have to be worked out and a long term plan which would take note of the increasing demands for employment drawn up.

(Para 7.53)

110. A programme for entrepreneurial development, more particularly in the small towns in the rural areas, both among the women and the youth will have to be formulated. An important aspect of self-employment programmes can be the need for providing self-employment opportunities for part of the day particularly for women. An important element of any attempt to improve self-employment activities will be the provision of an adequate and efficient marketing arrangement for the finished/semi finished products.

(Para 7.54)

111. The requirements, both in numbers as well as in categories of skilled and other manpower for any central or state level project that may be implemented in the district, will have to be ascertained and advance action taken, wherever necessary, to make such skilled manpower available.

(Para 7.55)

112. The long-term strategy should, in short, be not merely one of using the available manpower for implementing existing schemes and programmes but to devise such schemes and programmes as would usefully employ the manpower that is available and that would be developed.

(Para 7.57)

#### Spatial Planning

113. A major task to be accomplished through the exercise of spatial planning would be to design a pattern of settlements for human activities.

(Para 7.67)

114. Wherever the physical, social and economic characteristics of a district so require, there should be no hesitation to sub-divide it on the basis of different criteria keeping in view particularly planning objectives.

(Para 7.69)

115. Given the size-distribution of settlements in a district and the population and distance threshold for different functions, there will be three main categories of settlements; those which have, those which do not have but should have the function, and those which do not and need not have it. While it is the task of the planner to ensure that all settlements of the second category have the functions warranted by the accepted norms for their location, it is an equally important task for him to ensure that the last category of settlements has access to such functions. In the first category of settlements there could also be some which have the function though they may not be entitled to have them. In their case the planner will not ordinarily disturb the *status quo* unless he considers relocation desirable and feasible.

(Para 7.89)

116. A distinction should be made between functions which are provided by the State and those provided by the private sector.

(Para 7.90)

117. In ensuring that functional dependence is established between three categories of settlements described in para 7.89, the planner should take into consideration convenience of access in terms of time and cost burdens passed on to the users.

(Para 7.92)

118. The planner should identify *gaps* between *prevailing* and *required* levels of availability of different functions in the district (Functional gap).

(Para 7.94)

119. The planner should also identify settlements where new or additional functions are required to be located to reduce the functional gaps.

(Para 7.95)

120. Apart from existing functional gaps the planner should also anticipate emerging functional gaps.

(Para 7.96)

121. If together the combined population of all settlements in the area can sustain a particular function, the real gap can be eliminated by providing the function at an appropriate location within the area.

(Para 7.97)

122. Information relating to the explicit space preference shown by inhabitants of individual settlements in the study area with regard to their movements to avail different functions may have to be generated through field surveys for the purpose of special planning.

(Para 7.102)

123. The use of maps in spatial planning is indispensable. The basic requirements is the latest available topographical map(s) of the Survey of India of the scale 1 : 50,000- 1 : 2,50,000. The final choice of the scale of the map will depend on the area to be covered and the convenience of use. Another essential map is the revenue map of the Taluk/Sub-division showing village boundaries.

(Para 7.103)

124. It is necessary that before the spatial planning exercise commences, the special planner acquaints himself with the objectives of the District Plan, its priorities—the norms prescribed for different functions and the resource constraints. He should also be acquainted with the general socio-economic conditions the district and with its relationship with other districts in the State.

[Para 7.107(i)]

125. Another important preliminary step is the determinations of spatial units of planning which the planner will consider, that is, cluster of villages, panchayats, parts of blocks, block etc. Likewise, wherever possible spatial planning objective should be quantified and the time frame for planning be defined.

[Para 7.107 (ii)]

126. It is desirable to collect and store data in formats which will help in quick retrieval and updating.

(Para 7.108)

127. While the data are being collected and processed, base maps of the study area can be prepared.

(Para 7.109)

128. After the data have been collected and processed and the base maps are ready, the spatial planner should undertake various analysis including those for planning of hierarchy of centres and service areas.

(Para 7.110-111)

129. The District Plan should incorporate projections, of population, of production levels and of demand for different functions in its proposals. Applying appropriate techniques, future scenarios and terminal states of important sectors should be projected and their spatial planning implications incorporated in the proposed plan.

[Para 7.112 (i)]

130. The requirement of functions in the study area should be expressed both quantitatively and qualitatively, taking into account functions which should exist but are absent, those which are not adequately available, as also units of functions which are due for replacement because of depreciation and obsolescence. These quantitative and qualitative estimates should be expressed in specific spatial terms, that is, for individual villages, clusters of villages, service centres of different levels, etc.

[Para 7.112(ii)]

131. The proposals of the spatial plan regarding expansion of functions in the study area should take into account the requirements of small towns such as those having Nagar Panchayats and Notified Area Committees.

[Para 7.112 (iii)]

132. Where the spatial planner is aware that potentially good alternative proposals exist, it is desirable to indicate the range of choices rather than arbitrarily select only one of them.

[Para 7.112 (iv)]

133. The spatial planner should recommend *inter-se* priorities and phasing of implementation of his proposals.

[Para 7.112 (v)]

134. Detailed costing of alternative proposals should be done in consultation with the concerned subject matter specialists on the district planning team.

[Para 7.112 (vi)]

135. Assessment of the impact of the proposals on the local ecology/environment should be made for those proposals which entail major changes such as in the physiographic, hydrological, geological characteristics.

[Para 7.112 (vii)]

136. To the extent possible, the spatial planning proposals at the district, block, panchayat and village levels should be kept within existing administrative boundaries to minimise jurisdictional overlap and friction in their implementation.

[Para 7.112 (viii)]

137. It is possible to adopt spatial planning in two graduated phases. The first stage may consist of preparation of some maps depicting present level of development blockwise and cartographic depiction of the infrastructure taking village as the unit as well as interblock comparison of the level of facilities of selected items. In the second stage, more sophisticated exercises involving determination of hierarchy of centres and service areas and working out of thresholds and norms etc. can be undertaken.

(Para 7.114-7.117)

### Integrated Planning and Coordinated Implementation

138. Integration has to be worked out carefully and consciously at the stage of plan formulation itself, i.e. at the level at which schemes are formulated, whether at district, block, village or household levels. For integration at the planning stage to come about in the ideal manner the entire planning activity touching on all aspects should be undertaken by one single planning body which will prepare comprehensive plans for all activities at the district level in an objective manner. But this is a long term goal. As we cannot erase the numerous existing structures which are now performing the planning functions for their limited areas, we have to advance towards final goal in some definite stages and sequences. We have to take note of the existing administrative set-up and the different agencies involved in various development tasks and to work out the appropriate modalities for bringing about integration during the planning stage itself.

(Paras 8.7 & 8.8)

139. The role of the Collector in the task of coordination at the District level is very important.

(Paras 5.2 & 8.9)

140. The District Planning Body would essentially function as an umbrella organisation nesting the plans of individual departments and agencies and integrating them into a common and consistent framework, sub-serving a central strategy formulated for the district as a whole.

(Para 8.11)

141. It is particularly emphasised that the Central Ministries should not encourage the emergence of new agencies and all planning functions should, in future, be the responsibility of the District Planning Body. The Working Group would, therefore, like to emphasise that during the 7th Plan, efforts should be directed towards increasingly devolving the planning functions now being performed by different organisations and agencies to the DPBs so that they will ultimately emerge as the Apex Planning Bodies at the District level.

(Para 8.14)

142. The Working Group, recommends that the powers, to allocate funds among the various sectoral departments and to make reappropriation within certain limits should be accorded to the District Planning bodies.

(Para 8.16)

143. Various poverty alleviation programmes if they are to confer anticipated benefit on a sustained basis have to be provided with considerable external support. The concerned departments must be fixed with the responsibilities for providing such support by incorporating the same in their annual plans. Since it is important to provide the necessary inputs at the proper time, the entire exercise of planning for input and infrastructural support must be completed before April/May.

(Para 8.17)

144. The support needed for the poverty alleviation schemes should be worked out in advance for the entire seventh plan period by adopting an incremental approach.

(Para 8.19)

145. The DRDAs should not only do their internal coordination, but also learn to dialogue effectively with the District Planning Bodies, so that the present vacuum in coordination is effectively bridged. The development dialogue between DRDA and DPB could be institutionalised by providing for mutual representation in these bodies.

(Para 8.20)

146. Projects and schemes being implemented in the district have to be coordinated both from the sectoral and locational points of view. Besides, it is also important to harmonise the projects and schemes in time, i.e. to set a coordinated time-schedule for their execution.

(Para 8.21)

147. Integration between the District Plan and plans originating from the lower and higher levels has to be brought about through the introduction of effective development dialogue among the planning bodies at various levels.

(Para 8.22)

148. Block level planning is necessary to ensure the development of pockets of backwardness and to bring about a more balanced development within the district. In order to ensure integration of block plans with the district plan, the block planning should also be entrusted to District Planning Team. Besides, the district plan should also take note of the special programmes like the tribal sub-plan, for the provision of several complementarities i.e. the input and the infrastructural facilities which are required as a back-up support to these plans.

(Para 8.23)

149. For dovetailing the district plans with the State plan the Working Group recommends the following alternatives for the States to consider :—

- (i) The Districts need not wait for indication about resource ceiling and can go ahead with planning on an ad-hoc assumption of a 10% step up. They may also draw up a second short list of schemes that could be considered if more resources become available.
- (ii) The State may take a decision that the District Plan component of the State Plan would be kept in tact whatever be the outcome about outlays after the discussions with the Planning Commission.
- (iii) The district plan may be a composite plan for medium term, i.e., 5-years with clear annual break-up for the five years sectorwise which should be provided for in the State Plan with very little variations. There can be a second look at the provision of funds at District level as a mid-term review to correct any imbalances.

(Para 8.24)

150. In order that the District Credit Plans are realistic, the States should disaggregate the district-wise outlays and present them in State Annual Plans so that the information for the District Credit Plans would become available in November of the previous year.

(Para 8.26)

151. The District Credit Plan should also cover the activities of the private sector and give analysis of bank-wise position of resource deployment. Reconstitution of the District Coordination Committees and Standing Committee into Compact forums should be expedited. Besides it is necessary to ensure up-to-date land records easy availability of non-encumbrance certificates etc.

(Para 8.27)

#### Rural urban Integration

152. The Working Group recommends that towns with a population of less than 10,000 should be treated as an integral part of the district area for purposes of overall planning and implementation of development programmes in the district. With such integration, it is also necessary to ensure that the funds provided at the state level for urban development sector are duly disaggregated on a proportional basis for meeting the cost of the urban services of urban centres thus brought into the rural framework of district plan.

(Paras 8.28 & 8.29)

153. Benefits under programmes like IRD available to the rural poor should be extended to urban poor living in towns up to a population of 10,000.

(Para 8.30)

154. It is necessary to tie up the potential of emerging industrial townships, mining complexes, large irrigation projects and hydel and thermal projects in the midst of rural areas with the development of rural hinterland.

(Para 8.31)

155. Representation should be given to the urban local bodies in the District Planning Boards entrusted with the task of formulation of District Plan.

[Para 8.34 (1)]

156. Urban Local Bodies having a population of over 10,000 should be asked to prepare Annual and Five Year Plans within the framework of the State Plan.

[Para 8.34 (3)]

157. In the case of Urban area which will serve as growth centres the linkages between the needs of these areas and plans for meeting these needs by conscious efforts taken up in the adjoining rural areas should be clearly spelt out.

[Para 8.34(4)]

#### People's Participation

158. Some experiments in local level planning through the local people have been made in different States. The Comprehensive Area Development programme tried in West Bengal, Tilonia experiment in Rajasthan. Maliwada experiment in Maharashtra, the Mafatal Group experiment (Uruli Kanchan etc.) in Maharashtra are some of the examples. A careful study of these experiments would provide useful insights on this subject. We recommend that special studies of these "action Planning" ventures in the country should be undertaken by the Multi-Level Planning Division in the Planning Commission as part of the continuing work programme.

(Para 8.43)

159. People's participation, to be really meaningful, should take place at every stage of planning including preplanning, strategy setting, scheme formulation, monitoring and review and not merely at the time of plan finalisation.

(Para 8.45)

160. Full benefit of the experience and special merits of voluntary agencies should be availed of wherever possible and desirable.

(Para 8.47)

161. In the District Planning Bodies set up in each State, adequate representation should be provided for elected representatives, representatives of economic or occupational groups, social groups, voluntary agencies, etc. as indicated in the Chapter on Pre-requisites in this report.

[Para 8.50 (1)]

162. In order to make people's participation effective, it is necessary to organise it at every stage of planning and implementation including the stage of evaluation monitoring and review.

[Para 8.50 (2)]

163. During the pre-planning stage, involving collection of data and conduct of surveys, the local leaders of the community, teachers, students and others, as necessary, may be associated.

[Para 8.50 (3)]

164. At the scheme formulation stage, meaningful public participation would require: (a) interaction with "people" in their village settings and with their representative organisations, (b) purposeful consultation with beneficiary groups and (c) consultation with different categories of "people" such as landless labour, tribals, scheduled castes, artisans.

[Para 8.50 (4)]

165. At the stage of formulation of strategies and determination of schemes priorities the people may be involved to assist the planning team in assessing the relative response of the people to alternative strategies. The method would be to discuss in "open forums", where representatives of various local agencies at the Block and Tahsil levels and the representatives of various interest groups could be invited to express their views.

[Paras 8.50 (5) 8.50(6)]

166. Certain aspects of decision-making, particularly those relating to locations of various community schemes like drinking water, school construction, feeder road construction, health centres etc. would be greatly facilitated through discussions in open assemblies in villages.

[Para 8.50(7)]

167. Decision-making in regard to all vital planning matters may be done through the District Planning Bodies, in which elected representatives and various other interests are duly represented.

[Para 8.50(8)]

168. Local people can be encouraged to participate in the implementation aspects of a project by (i) making contribution of resources, (ii) assisting administration and coordination efforts and (iii) enlisting themselves in programme activities for possible benefits.

[Para 8.50(9)]

169. Involvement of people may also be secured in monitoring and evaluation of projects/programmes.

[Para 8.50 (10)]

170. People's involvement may be secured with great advantage in the running, maintenance and management of various completed projects by constituting suitable organisations of people like Irrigation (wateruse) Committees etc.

[Para 8.50 (11)]

171. The Working Group also recommends another aspect of public participation in local level planning by associating universities/academic institutions located in the district, for various tasks of plan formulation including collection of data, conduct of surveys, analyses of data, evaluation and review of on-going schemes etc. It is recommended that the District Planning Bodies should, in this manner, enlist all available talents and skills in the district.

[Para 8.50 (12)]



172. The Working Group recommends that public participation in centrally directed intervention strategies in rural development, should be improved by associating people's representatives in these agencies and placing the plans prepared by them before the people's organisations, like the PRI's for clearance.

[Para 8.50 (13)]

173. As the scope of district Planning will have to gradually enlarge so is the scope of people's participation. For instance, to begin with, participation through representation in District Planning Bodies may be the only feasible method of inducting popular participation. In the "Stages approach" that we have visualised, this could be first stage of transition.

(Para 8.51)

174. In the programmes like the Minimum Needs Programme, the Special Component Plan for Scheduled Castes and the plan for the tribal people, the State Govts. should strive to achieve some degree of public participation by involving the target groups in the decision making as well as in the implementation process. In States, where some "free or united funds" are provided to the District Planning Body for its discretionary spending, public participation should be encouraged in the exercise of choice of schemes and determination of their priorities.

(Para 8.52)

175. There are various beneficiary-oriented schemes forming part of the IRD Programme, in which some States have already used public participation method as a means to identify beneficiaries and to evaluate the success of this programme. This method could be emulated by all the States in the country.

(Para 8.53)

176. It is recommended that States should draw up their own appropriate strategies for public participation in tune with the sequence of decentralised development envisaged by them.

(Para 8.54)

177. The detailed and rigorous kind of public participation that we have advocated running, through the phases of plan programme/project formulation, implementation, monitoring and evaluation is possible only for medium term and perspective plans. So far as Annual Plans are concerned, the nature of public participation will be confined to what obtains in the District Planning Bodies in which the public will be represented.

(Para 8.55)

#### District Planning in North Eastern Region

178. The Working Group is of the view that while working out the new frame for district-level planning, it will be necessary that the special elements relating to the various constitutional and statutory obligations prevalent in different states as also the special feature of the tribal sub-plans should be in the nature of a com-

prehensive frame having a clear objective accommodating a variety of other sub-goals.

(Para 9.9)

179. As regards the scope and content of the District Plan, and the broad division of all plan programmes into district sector and state sector, the observations contained in the relevant chapter of this report also hold good for the North-East Region. Similarly for the distribution of divisible plan outlays among the districts, the objective mentioned viz., population, area and level of development are also equally applicable to the North-eastern Region. Taking into account the special peculiarities of this region however, we recommend that as far as possible, not less than 70% of the outlay may be assigned for population, not more than 20% for area and not less than 10% for other elements including level of backwardness.

(Para 9.10)

180. The districts where the level of investments may be lower than their entitlements could be given a greater step up in successive annual plans compared to these districts which may be better provided.

(Para 9.11)

181. An ideal district plan such as the one elaborated in the chapter on Planning Methodology in this report may be difficult to carry out in these states in respect of the Seventh Five Year Plan in view of the shortage of time. The preparations for making perspective plan for each district, however, should be taken in hand immediately, so that district plans can be prepared at least from the Eighth Five Year Plan.

(Para 9.12)

182. Another aspect of district level planning is to influence the on-going programmes and to take up new programmes on a year to year basis, as also for the Seventh Plan period as a whole. In this case, the first disaggregated plan for the district referred to earlier should be considered at the district level and suitably adapted to the local needs. In this regard, an incremental approach could be adopted since the on-going programmes have a logic of their own and changes should be effected with great care and caution.

(Para 9.13)

183. The District Plan exercise should be started each year well ahead of the State Plan exercise so that the State Plan can be built up on the basis of the District Plans. The work on the District Plans for the following years can be started on the premise that the total outlay for the District Plan will be of the order of, say 15% over and above the current year's figure. In accordance with the incremental approach, the District authorities may prepare their plans keeping the inter-sectoral priorities, as they are. They could, however, make marginal sectoral changes upto 10%.

(Para 9.14)

184. After the State Plans have been approved by the Planning Commission, the District Authorities may be indicated the Plan size and their plan propo-

sals may be finally approved subject to such variations as may be necessary in different sectors on the basis of observations of the Planning Commission and discussions with the District level Authorities and Heads of the Departments if any. This exercise could be taken up for the year 1984-85 immediately.

(Para 9.16)

185. An exercise for the preparation of the Seventh Five Year Plan for each district may also be taken up. The methodology for the preparation of the Seventh Five Year Plan for the district may be the same as suggested for the Annual Plan.

(Para 9.17)

186. The Working Group, suggests that the plan outlay for each district may have a 5% nucleus fund. The nucleus fund should be available to the District Planning and Executive authorities for utilisation at their discretion. Detailed guidelines should be formulated by the States for utilisation of this fund. The nucleus fund should cover schemes upto a certain financial limit, say Rs. 50,000 or less. These programmes should not have a large recurring component. The scheme taken up, within the nucleus fund, should normally be expected to be completed within a couple of years.

(Paras 9.18 & 9.19)

187. The nucleus fund could also be used for the general sector programmes suitably adopted to the local needs if necessary. The nucleus fund should not be available for subsidy programmes which should be catered in the general sectoral programmes.

(Para 9.20)

188. The schemes covered under the nucleus fund could be of any description including those which may normally fall in the category of non-plan activity. It could be of any description including those which may district plan as a whole or a general scheme. It may also be used to adapt any of the ongoing programmes.

(Para 9.21)

189. It is, necessary that the district plan programmes should be adequately reflected in the State budgets in a formal way. It will, however be useful, if a budget supplement is prepared in which District level programmes in different sectors are consolidated and presented district-wise.

(Para 9.22)

190. All District level programmes should be brought within the purview of the District Planning authority for the purposes of planning.

(Para 9.23)

191. We consider the block-wise investment should be aggregated and carefully reviewed although full-fledged block-level planning exercise could be taken up at a later stage, once the process of district-level planning has been stabilised.

(Para 9.25)

192. The Integrated Tribal Development Project should be accepted as an integral part of the district level plan and, to that extent, the district plan will comprise two comprehensive plans; one for the tribal areas and the other for the non-tribal areas with mutually reinforcing elements provided in the district plan. Since our final goal is to carry planning process to the block and even a group of villages level, in the Integrated Tribal Development Project areas which already have a suitable plan frame, planning at the block level may be initiated.

(Para 9.26)

193. The allocation for various target group programmes from the National and the State levels should give weightage to area and population as well even when the allocation is made blockwise or district-wise.

(Para 9.27)

194. The sponsoring authorities of individual programmes should accept the district or the sub-district level comprehensive plans as the reference point for their programmes as well and should be satisfied with ensuring that adequate programmes have been built in for the appropriate target groups within the comprehensive plan and that the investment for that target group is not less than the contribution by the sponsoring authority. They should accept reporting of the overall programme including that for the target group for the purposes of their own programme which may be of comparatively limited coverage.

(Para 9.28)

195. In those states where the districts are of bigger size, the unit for implementation could be smaller than the district as the ITDPs or a block. In Assam the sub-division is traditionally a strong unit of administration. In some other States, on the other hand, the major implementation responsibilities may continue to be at the state-level where the district technical heads may function directly under the state department heads even though the district is taken as the unit of planning. Any ad-hoc and precipitate change in the administrative system in a hurry on a priori consideration just because district level planning is being initiated must be avoided at all costs.

(Para 9.29)

196. The Group is of the view that as large a part of developmental programmes as possible envisaged under the district level plans should be assigned to the village authorities, so that they can further consolidate their position in the changing situation and become effective units of planning and implementation in the modern system in due course. The village authorities or a group of these authorities should be provided necessary technical support for the purpose.

(Para 9.30)

197. The powers for according administrative, technical and financial sanction of schemes should rest with an appropriate district-level body or officials

working in the district as the case may be. While most of the powers should vest with concerned departments, the residuary powers in respect of implementation of the district plans may vest in a committee of district heads of various departments with Deputy Commissioner as the Chairman. The District Planning Authority should be responsible for monitoring of implementation of programmes in the district.

(Para 9.31)

198. Keeping in view the size of the districts in the region, it may not be necessary even at a later stage to have the full-fledged technical planning unit at the district level. The Group, therefore, suggest that a strong district level planning unit may be established at the state level in all States and Units other than Assam. In Assam, the district level planning unit may be established at the regional level and function under the Divisional Commissioners.

(Para 9.32)

199. The main thrust of development in each unit should determine the composition of the technical team. We recommend that the team must comprise experts in rural development planning, agriculture/horticulture/forestry, animal production/pisciculture/village industries/cooperation and a social scientist. Two other experts could be added depending upon the need of each area. The North Eastern Council may obtain services of experts in rural development planning and other fields on contract basis from other areas which could be placed at the disposal of the District Planning units in the region.

(Para 9.33)

200. It will be necessary to take up programmes for building up manpower for the Planning Team within the region. The work of building up manpower may be taken up in right earnest in the region. A Regional Centre for Multi-level Planning may be set up under the aegis of the North Eastern Hill University.

(Para 9.34 & 9.35)

### Operationalising District Planning

201. District Planning process is to be conceived as a "Stages" or "Sequence" approach. This implies that decentralised development is a continuum and different stages of it are to be crossed before reaching the final stage. This is an evolutionary process and some transitional phases in this context have to be recognised. These phases are : Stage-I will be phase of "initiation", Stage-II will be one of "Limited Decentralisation" and Stage III would represent "Final Stage".

(Para 10.3)

202. In this step-by-step approach even the first step must be sufficiently backed up by political and bureaucratic will as well as effective implementation measures. Also, the planning levels above (the State Planning Boards and the Central Planning Commission) must constantly provide to the districts, techni-

cal and other assistance to stimulate and sustain this progress.

(Para 10.4)

203. In order to operationalised the decentralised district planning concept in this manner from the Seventh Five Year Plan onwards, the State Governments should crystallise their thinking during 1984-85 and must prepare an "Approach Paper for Decentralised District Planning for the Seventh Plan 'for their States in which they should set out these' Action proposals". This Approach Paper will be considered by the Planning Commission during the Annual Plan discussions in its Working Group on District Planning. Later, this paper should be incorporated as a chapter into the Seventh Plan document of the State. Simultaneously the States should start taking several steps to implement the 'Action Proposals, so that implementation could proceed in a systematic manner in line with the action sequence envisaged. The District Planning Unit that we have proposed at the State level should undertake these jobs.

(Para 10.5)

204. It is felt that the task of monitoring a better done by a smaller Committee called "Executive Committee".

(Para 10.8)

205. It would become necessary to entrust the monitoring function specifically to one of the members of the planning team.

(Para 10.9)

206. To look into efficient sequencing of projects/schemes at the district level during the implementation process, a separate monitoring cell in the District Planning machinery is required. A Monitoring Unit located in the State Planning Department will be its counterpart at the State level.

(Para 10.9)

207. The use of modern cartographic methods through thematic maps portraying the development profile in a visually appealing manner is proving to be a useful aid for understanding plan progress. The States that are making a beginning to develop their monitoring mechanism at the district and the State levels are well advised to take note of these developments.

(Para 10.10)

208. For success in decentralisation programmes it is not merely that ~~functions, finances and powers~~ must be deconcentrated, but also certain attitudinal, behavioural and cultural conditions conducive to decentralisation have to be built up. This 'culture of decentralisation' has to grow in strength and take deep roots in the country to successfully resist the pressures for centralisation and to sustain the march towards this goal. This is, of course, a matter of evolution through time. But action i.e. planned and purposeful action—has to proceed much ahead of the times.

(Para 10.12)

## CHAPTER 2

### INTRODUCTION

2.1 The concept of decentralised planning is not new to our country. It has been accepted in principle since the beginning of the planning era. Nevertheless it is a fact that decentralised planning, worked out in a systematic manner, is yet to be operationalised. This is in spite of the fact that several disjointed efforts were made in the 50s, 60s, and even in the 70s in this direction by the governments both at the Centre and at the State, and the Planning Commission had issued comprehensive guidelines for District Planning in 1969. Many factors explain this tardy, hesitant and halting progress. The States were not ready and equipped for this task at that time. Many essential prerequisites were absent; the planning machinery even at the State level was weak, not to speak of the district level; the data base was weak; Development administration was not fully geared to the task. The institutional mechanisms at the district level were either absent or weak. During the past one and a half decades or so after these guidelines were issued, some of the pre-requisites have been met. Apart from this reason, due to the important changes that occurred in the orientation and structure of development planning in recent times (i.e. since the Fourth Plan), there is now a greater degree of awareness than ever, for the need for local resource-based and area specific district planning. We now seem to be more favourably poised for launching a more successful effort towards Decentralised District Planning.

2.2 Since the seventies, some attempts have been made to induct decentralised planning. Since the building up of capabilities for planning was recognised as one of the crucial stages in this direction, a central scheme of strengthening of planning machinery at the State level was introduced in 1972 by the Planning Commission on a sharing basis, between the Centre and the States. This has now been extended to cover the district level also. In 1982, the then Member-Secretary of the Planning Commission addressed a letter to the States to ascertain their state of preparedness for decentralised planning. The response was wholehearted and overwhelming, except in the case of two States who had some reservations on account of their own practical problems. Even these States have now revised their stand and are preparing themselves for a progressive introduction of decentralised planning and decision-making at the district level. What strikes us as important is that times have changed; so also our needs with the times. All these changes now demand a fresh look at the whole gamut of issues concerning decentralised district planning and to evolve a new set of guidelines to assist the States in this direction. It is in this context that this Working Group has been set up by the Planning Commission.

2.3 This Working Group was set up in September 1982 (See Annexure 2.1 to 2.1E for the original notification, subsequent additions to its composition extension of its time and dates of the various meetings). The specific terms of reference given to this working group are :—

- (a) To define the precise scope and content of District Planning in the context of State Planning;
- (b) to delineate the procedure for decentralised planning at the State level to make the concept of District Planning Operational;
- (c) to devise the various steps in District Planning and indicate methodology for each step;
- (d) to suggest the methodology for integrating block level planning with district planning; and
- (e) to recommend the procedure for nesting the district plans into the State Plans.

2.4 Apart from the above terms of reference, handed down to us, the Planning Commission has also requested us to examine the specific recommendations relating to District Planning made in the Report of the National Committee on the Development of Backward Areas and to give our considered views on them. We have accordingly considered these recommendation and given our views in the appropriate places in this report.

2.5 The task that has been entrusted to us is one of stupendous magnitude as it raises a whole host of issues which are not only critical to development but are also difficult to handle technically, administratively and politically. We have to see these issues not merely in relation to District Planning per se, but also in relation to its linkages with planning at the other levels. To grasp these issues systematically and in-depth, a number of Sub-groups were set up each with certain terms of reference (See Annexure 2.2 to 2.2S for Official Notification and extension of time and for the dates of the meetings.)

2.6 Initially six sub-groups were set up for different aspects as follows :

- (a) Prerequisites for District Planning;
- (b) Methodology for District Planning;
- (c) Manpower Planning and Employment;
- (d) Spatial Planning;

(e) Target Group Planning and for Considering Integration and Coordination issues;

(f) Institutional Arrangements for District Planning.

2.7 To the above sub-groups, one more was added subsequently, to prepare guidelines for the States in the North Eastern Region, since it was felt that the unique features and regional peculiarities characterising the States in this region, demanded certain separate and special considerations. The Sub-Group completed their work in September, 1983.

2.8 The States in our country are in different stages of development in regard to decentralised district planning. In order to take full note of the current state of the art in this respect, the present developmental trends in the States as well as their future thinking about decentralisation. It became necessary to hold intense consultations and discussions with them. This was done by holding four Regional Workshops in different parts of the country, viz., Gandhinagar, Bangalore, Bhubaneswar and Srinagar. To these Regional Workshops, both officials and some non-officials in the States from different regions were invited to participate. The dates of these workshops and the States who participated in each of them are given below :

Dates	States participated	Venue
27-29 April, 1983	Western Region : Gujarat, Maharashtra, Madhya Pradesh, Rajasthan	Gandhi Nagar
21-22 July, 1983	Southern Region Karnataka, Kerala, Tamil Nadu, Andhra Pradesh	Bangalore
30th Sept. & 1st Oct. 1983	Eastern Region : Uttar Pradesh, Bihar, West Bengal, Orissa, Sikkim	Bhubaneswar
21-22 Oct. 1983	Northern Region : Punjab, Haryana, Himachal Pradesh, Jammu & Kashmir	Srinagar

2.9 A list of officials and non-officials who participated in these Regional Workshops may be seen at Annexures 2.3 to 2.3C. These Regional Workshops proved to be useful experience—sharing forums and an arena for objective assessment stocktaking and discussions leading to cross fertilisation of ideas.

2.10 Thus, with the basic ideas generated through the seven Sub-Groups and the four Regional Workshops, the Working Group has been able to firm up its thinking on the various issues discussed here. During the functioning of the Working Group and the Sub-Groups, the Multi-level Planning Section in the Planning Commission prepared a number of notes, discussion-points, back-ground papers and extracts from various relevant reports and thus assisted the main Working Group and the different Sub-Groups

in coming to grips with the several issues and problems on the subject. Members of the Working Group and the Sub-Groups also prepared papers on various aspects of District Planning. A list of these papers may be seen in Annexure 2.4. This rich literature supplemented with the proceedings of the various meetings and Regional Workshops, provided the basic raw material for fashioning the present report of the Working Group. In order to sift the maze of ideas and viewpoints that had emerged and to synthesise them and to systematically present a cogent thinking before the Working Group, a Drafting Committee was constituted with Prof. M. J. K. Thavaraj, Shri S. Sundararajan and Dr. K. V. Sundaram as members. The first draft of the report prepared by this Committee was considered by the Working Group in its meeting held on 10th December, 1983. Taking note of the suggestions made by members, the draft was further revised. An Editorial Committee consisting of Sarvashree P. R. Dubhashi, T. S. Sankaran and D. Bandyopadhyay gave final touches, and the report, presented here, incorporates all these suggestions and improvements.

2.11 The Working Group would like to gratefully acknowledge the assistance received from the members of the Working Group and the Chairman and members of the Sub-Groups and all those who participated in the four Regional Workshops, (both officials and non-officials), who contributed the leading ideas that have found expression in this report. An endeavour of this type could not have been completed successfully without their assistance and contribution. Our grateful acknowledgements are also due to all the States in the country who evinced keen and active interest in the work of the Working Group and assisted it in several ways. The States of Gujarat, Karnataka, Orissa and Jammu & Kashmir shouldered the major responsibility for organising the Regional Workshops. These Regional Workshops were respectively inaugurated and addressed by Shri Sanat Mehta, Minister for Planning and Finance, Gujarat, Shri Ramakrishna Hegde, Chief Minister of Karnataka, Shri J. B. Patnaik, Chief Minister of Orissa and Shri Farooq Abdullah, Chief Minister of Jammu & Kashmir. The Working Group is specially grateful to them for providing a lead to the discussions in the Regional Workshops with their stimulating ideas.

2.12 While framing its recommendations, the Working Group also took note of the thinking of some of the important committees on related subjects and whose reports are available. Particular mention may be made in this respect to the Report of the National Committee on the Development of Backward areas, the Report of the Working Group on Block Level Planning and the Report of the Committee on Panchayati Raj Institutions. Note was also taken of the recommendations of a Seminar on 'Administrative Aspects of District Planning' held during October 19-22, 1983 in the National Institute of Rural Development, Hyderabad.

2.13 In order to gain some insight into the District Planning process in some States which had innovated

with some multi-level planning procedures, two members of our Working Groups specially undertook studies in selected districts in the States of Gujarat, Karnataka, Uttar Pradesh and Jammu & Kashmir and prepared critical papers which are included in Vol. II of the report.

2.14 Our report is in two volumes. Volume I, consists of our analysis and recommendations running into ten chapters. Volume II consists of the Status Papers prepared by the various State Governments reflecting the State of the art of district planning in their respective States; the critical papers prepared by two members of the Working Group, the proceedings of all Working Group meetings (including the Regional Workshops), the guidelines on District Planning issued by the Planning Commission in 1969 and a Report of the Workshop on "Administrative aspects of District Planning" held by the National Institute of Rural Development during October 19-22, 1983.

2.15 Decentralised district planning has yet to go a long way in our country. The Working Group has only attempted to charter a course and to indicate some directions in which we can start thinking. The choices of the directions of change and accepting the challenges which go along with such changes will be that of the States—to implement these choices successfully, political and bureaucratic will of a high order as well as vital administrative changes are needed. The years to follow will show how and

to what extent, we would be able to accept these challenges and reach the goal we have set for us.

2.16 Lastly, a word about what this report offers. This is a report addressed to the States and is in the nature of guidelines on a subject in which the state has complete jurisdiction. The purpose here is to bring to notice certain concepts and principles in local level planning that are gaining currency not only in our country, but all the world over, and to indicate certain alternative methodologies, illustrative approaches, analytical tools and implementable procedures that the States may consider for their use. Our whole accent is on simplicity, flexibility and implementability and to build on existing structures without pulling them down. Each State must decide its own individual approach, ~~method, organisation, staffing,~~ training, administrative procedures, systems of contact and communication between different area levels and other arrangements that may be necessary and come to its own reasoned decisions on these topics. Because of the diversity of conditions in our country, we have refrained from making any grid-iron or rigid recommendations. However, the Working Group has spelt out different alternatives and approaches for operationalising district planning, the insights for which have been derived from the experiences of the States themselves. It is for the States to decide upon their approach with reference to local conditions and issue more detailed guidelines to their districts.

## CHAPTER 3

### THE CONCEPT AND CASE FOR DECENTRALISED PLANNING

3.1 Although the idea of decentralised planning is as old as Gandhian economic thought, attempts at figuring out what it is and how it should be brought about may be said to be recent. Both during the Constitution-making process and thereafter since the inception of the planning process in the country, certain hard choices had to be made between the needs of national security, national unity and economic growth on the one hand and considerations for achieving a measure of re-distribution with growth on the other, so as to bring about the widest distribution of the benefits of development among the masses and with a view to making an impact on the people below the poverty line. In the initial years, this choice has had to be made in favour of requirements of growth. Whether we agree that this was an acceptance of the inevitable or as now, with the wisdom of hind sight, call it the 'top-down approach', it was true that the planning and decision-making functions remained centralised and vertical around the two political levels, namely the Union and the States whose spheres of responsibility had been defined in our Constitution. Urban local bodies like the Municipalities or rural institutions such as the Village Panchayats are not only a State subject but have also, by and large, functioned as agencies of civic functioning and not as instruments of micro level-planning and development. Thus this design of the political and developmental set up in the country had left a near vacuum so far as planning at the sub-State levels was concerned.

3.2 The thinking about decentralised planning was however, not lacking. The Second Five Year Plan discussed in great detail, the concept of a local horizontal plan. The Third Five Year Plan explained a methodology of preparing State Plan for rural development on the basis of the District and Block plans. Attempts were also made to develop the 3-tier Panchayati Raj system based on the Balwant Rai Mehta Committee recommendations and with it the idea of "planning from below" gained some currency. But these ideas did not pick up nor were these operationalised as the PRIs except in some states stagnated and declined after the initial enthusiasm in their growth. The inadequacy of planning capabilities was recognised as a major weak link in the chain and the Fourth Plan underlined the need for strengthening the planning machinery at different levels. A scheme for strengthening the Planning machinery at the State level was launched by the Planning commission in 1972. The Planning Commission also issued guidelines for District Planning in 1969.

3.3 Since the Fifth Five Year Plan, a number of special area programmes came to be undertaken with some specialised agencies for their implementation. With the emphasis on anti-poverty programmes for the rural areas with their thrust on the provision of basic minimum needs, employment opportunities and the household-oriented beneficiary programmes the need for decentralising planning efforts came to be increasingly recognised. The removal of unemployment and significant under-employment together with an appreciable rise in the standard of living of the masses within a period of *ten* years was stated as a major objective of the draft plan 1978—83. At this stage, Block level planning was conceived to complement the rural development effort through fuller utilisation of local resources for full employment on the one hand, and a quick attention to the local problems on the other. In November 1977, the planning commission appointed a working Group under the Chairmanship of prof. M. L. Dantwala to draw up guidelines for Block level planning. Another Committee on Panchayati Raj headed by Shri Ashok Mehta was appointed in December, 1977. Both the Committees submitted their reports to the Government around July-August 1978. In implementation, block level planning confining itself to the IRD Programme, tended to become an 'isolated exercise' without developing adequate 'links' with higher level of planning.

3.4 The experience gained in the country during the last more than 30 years of planning has demonstrated that merely wishing for decentralized planning would not be enough; to be successful, it has to be backed up by sound practices. The capabilities for decentralised planning have to be assiduously built up, the right procedures and suitable structures have to be evolved and necessary technical and administrative changes, including attitudinal changes have to be brought about among the bureaucrats and the politicians. All these take time. The preparations for such changes must start with clear thinking. They have to be persevered through time with determination and implemented with care and dedication. The various initiatives and improvisations necessary should be introduced cautiously and "in steps", providing adequate time for assimilating them, thus paving the way for learning through experience at every stage and making necessary modifications in the process as we go along.

3.5 During the Sixth Plan period, the Planning Commission has laid some ground-work for these changes. The procedures for effecting functional, financial and

administrative decentralisation to the districts have been outlined to the States. A Central scheme of strengthening the Planning Machinery at the district level on a sharing basis has been launched. (Annexure 3.1). Training programmes on 'District and Block Level Planning' have been organised under a Central scheme administered by the Department of Personnel (Training Wing). The setting up of the present Working group is the latest in this chain of events.

3.6 The imperatives for decentralised planning at the present stage of our development are obvious. However, they may be re-stated here so that we may understand why a fresh set of guidelines is necessary. Decentralisation enables a better perception of the needs of local areas, makes better informed decision-making possible, gives people a greater voice in decisions concerning their development and welfare, serves to achieve better coordination and integration among programmes enables the felt needs of the people to be taken into account, ensures effective participation of the people serves to build up a measure of self-reliance by mobilising resources of the community in kind or money, making development self-sustaining and enables better exploitation of local resources and growth potentials of the local area for improving productivity and increasing production. While the above mentioned advantages of decentralisation constitute the general rationale for taking planning to the lower levels, the immediate imperatives for decentralisation at the present time are to be traced to certain important changes in the orientation and structure of planning that have taken place in recent times. This historical context is indicated below.

3.7 Since the Fourth-Five Year Plan, we have been in search of appropriate and viable alternative strategies for development largely motivated by the concern that the development strategies pursued earlier did neither result in any ostensible benefits to the majority of the people below the poverty line nor involved them actively in the development process. In the new approach to development that has been under implementation since the Fifth Plan, poverty, unemployment, and social inequality have received greater attention and have, in fact, become the central themes in our various rural development programmes. With the adoption of such programmes "management by objectives", i.e. the management of development programmes and projects for the stated objectives of total development, has become a relevant and crucial issue. If this management or administration of development is to be effective and successful, the mechanisms of planning and decision-making should descend to levels, where they can come to grips with the people and their problems, and where they can organise an appropriate package of programme activities with a measure of active community support. All these would be possible only if the planning and decision-making processes are decentralised to the regional and local levels, particularly to the districts and the blocks in the country.

3.8 Although we have been talking about district and block level planning in the previous plans too, and have taken some initiatives, in this direction, what has

happened generally is a certain deconcentration of administration from the State to the district levels, with the planning and decision-making functions mostly confined to the higher echelons of administration and with the local population only marginally, if at all, associated with the activities that concern their development and welfare. Institutions like District Development Boards or Councils have been constituted in many States. But they are functioning with little or no autonomy in local decision-making. The position of course varies from State to State. If decentralised planning is to make any head-way, these institutional mechanisms have to be made broad based with the active involvement of local representatives and endowed with a greater degree of autonomy in local decision-making. Simultaneously, several administrative and financial delegations as well as other measures have to be systematically worked out. Above all, the planning methodology for local level planning has to be firmed up and planning capabilities at the local levels strengthened.

3.9 The Working Group would be discussing in detail all the above changes that have to be brought about, in order to make decentralised district planning effective. Although one realises that all these changes are necessary, the start is not easy, as decentralisation is a hard policy prescription and has to come up against many constraints inherent in our system.

#### Concept of District Planning

3.10 Before we go into the various issues connected with the terms of reference of our Working Group, it is necessary to be quite clear about our concept of District planning. Obviously no exercise can be undertaken without a specificity and clarity of objectives. It must have some theoretical or conceptual moorings, a reference point to which performance can always be related.

3.11 District planning, in our view, is a kind of area based sub-state planning and arises from the need to supplement the national and state plans with a more detailed examination of the resources, problems and potentials of local areas (i.e. districts), so that investment programmes more specifically tailored to the particular needs of each district could be evolved and implemented. In other words, district planning implies evolving a developmental scenario at the district level consistent with the specific needs of the people, the growth potentials of the area and budgetary allocations available. Thus the concept of district planning adopted by the Working Group is akin to this concept of integrated area planning. It assumes that the district is a sub-state decision-making unit within the system of multi-level planning. In contrast to the national and State plans, the District plan would represent a distinct multisectoral package of area specific investment proposals and institutional arrangements suited in this context.

3.12 There are, of course, several constraints in our situation in moving towards this ideal concept of district planning. We have pointed to these constraints in several places in this report. It is also recognised by



us that at present there is a wide gap between our concept of district planning and the practices in this regard that prevail in the various States, the States differ widely in their levels of decentralisation of development administration. Therefore, it is necessary to build into the District planning process, considerable flexibility, whereby adjustments and modifications could be gradually introduced, while working within the conceptual framework visualised by this working Group.

3.13 We are of the view that District planning should primarily be a creative response to a particular set of prevailing circumstances in the States. It should therefore, taken due note of the existing constraints in the administrative system and in respect of socio-economic conditions, time factor availability, the absorptive capacity, the paucity of the required basic data and qualified personnel to undertake planning on systematic lines.

3.14 Decentralisation of planning and development activities to the district level poses another critical issue of proper inter-dependency mix between devolution of authority *vis-a-vis* Centralised Coordination-cum-financial allocation authority, in order to achieve better harmony in developmental activities. District planning bodies, of course, would naturally want greater autonomy to them. However, at the State level suitable decisions have to be taken about an appropriate inter-dependency mix and proper function-sharing between the State and the District levels taking into account the planning and other capabilities available at the grass roots level. The decision in this regard being a political one, the situation in the different States is bound to be different. No uniformity among the States can be expected in this regard. It would, therefore, be realistic to assume that the kind of District planning that we have in mind has to evolve simultaneously with cumulative experience building over time.

3.15 In our concept of District planning, the District is seen as a sub-system of multi level planning. The totality of all planning activities at the level of this sub-system would vest with a single District planning body who would determine the priorities and allocate funds accordingly among the various development sectors. Thus in this concept, the planning function will not be fragmented among numerous departments and agencies. The scope of planning activities that would fall within this sub-system has, of course, to be decided in the first instance. It is also recognised that this sub-system is not a perfectly closed one but recognises the openness of the District economy. Thus the planning activities earmarked for this sub-system will recognise their linkages beyond it and in fact they would flow into the main system and would get integrated into it. The method of operationalising these concepts have been elaborated elsewhere in this report.

3.16 The integration aspect referred to above is a crucial one as it is necessary to dovetail the district plan with the plans at the higher as well as the lower levels. In order to bring about this integration between area levels, effective information flows have to be organised e.g. between the District and the State

and District and the Block. This is an important prerequisite and how to bring this about through appropriate institutional mechanisms has been discussed in this report elsewhere.

3.17 The District planning concept, as we have envisaged here, would require all planning activities earmarked for the district to devolve on a *single* planning agency at the District level. But as organised today, the districts would find it difficult to implement this idea as there is an element of fundamental dysfunctionality today between the requirements of District planning and the existing structure of the administration. If this is to be corrected, it would require a very bold attempt at administrative reorganisation from the State level downwards, which may not be easy to bring about, atleast in the short run. One way of eliminating the dysfunctionality is to increase the autonomy for planning given to the District planning bodies gradually, so that over a period of time, they would be able to graduate to the planning levels. When this change has been effected, a large part of the public resources would be mobilised and controlled by the district itself. It would also imply that the district will have the largest say in the utilisation of resources allocated to it by the State. In such a concept of district planning, the district set up will have its own decision making authority and control over the whole range of developmental functions assigned to the district level. Admittedly, this is an ideal stage and would be difficult to reach all of a sudden in the context of the existing situation in the States. We have recognised this difficulty and have, therefore indicated a practical graduated approach. This approach has been fully elaborated in the chapter on "Operationalising the District Plan." (Chapter 10).

3.18 In the way district administration has grown in our country and in the context of the various poverty alleviation programmes that are being undertaken for achieving redistribution with growth, considerable functional fragmentation has occurred at the district level. This has been particularly accentuated since the Fifth Five Year Plan period due to the proliferation of a large complement of planning activities (with their own organisational structures) limited to specific problems or sectors of activity e.g. command Area Development Programme, D.P.A.P., Tribal Area Development Programme etc. Separate guidelines for these area programmes exist and each programme carries with it, its own rigidities, staffing pattern and pattern of financial allocations and implementation. In this context, the task of district planning is to co-ordinate these disparate efforts into a consistent framework. As these individual area programmes are already entrenched in the district area, at this stage, it would be difficult to hand over their individual planning functions to a common district planning body. The best that could be done under the present circumstances and in the short run, is to *nest* their planning activities into the overall district planning framework, ensuring necessary linkages and infra-structural support needed for these programmes. Admittedly this kind of ex-post facto integration of small area plans into the overall district plan is a difficult and strictly, speaking not a very satisfactory solution. However, in the existing circumstances, this is the only practical way of making a beginning

administrative decentralisation to the districts have been outlined to the States. A Central scheme of strengthening the Planning Machinery at the district level on a sharing basis has been launched. (Annexure 3.1). Training programmes on 'District and Block Level Planning' have been organised under a Central scheme administered by the Department of Personnel (Training Wing). The setting up of the present Working group is the latest in this chain of events.

3.6 The imperatives for decentralised planning at the present stage of our development are obvious. However, they may be re-stated here so that we may understand why a fresh set of guidelines is necessary. Decentralisation enables a better perception of the needs of local areas, makes better informed decision-making possible, gives people a greater voice in decisions concerning their development and welfare, serves to achieve better coordination and integration among programmes enables the felt needs of the people to be taken into account, ensures effective participation of the people serves to build up a measure of self-reliance by mobilising resources of the community in kind or money, making development self-sustaining and enables better exploitation of local resources and growth potentials of the local area for improving productivity and increasing production. While the above mentioned advantages of decentralisation constitute the general rationale for taking planning to the lower levels, the immediate imperatives for decentralisation at the present time are to be traced to certain important changes in the orientation and structure of planning that have taken place in recent times. This historical context is indicated below.

3.7 Since the Fourth-Five Year Plan, we have been in search of appropriate and viable alternative strategies for development largely motivated by the concern that the development strategies pursued earlier did neither result in any ostensible benefits to the majority of the people below the poverty line nor involved them actively in the development process. In the new approach to development that has been under implementation since the Fifth Plan, poverty, unemployment, and social inequality have received greater attention and have, in fact, become the central themes in our various rural development programmes. With the adoption of such programmes "management by objectives", i.e. the management of development programmes and projects for the stated objectives of total development, has become a relevant and crucial issue. If this management or administration of development is to be effective and successful, the mechanisms of planning and decision-making should descend to levels, where they can come to grips with the people and their problems, and where they can organise an appropriate package of programme activities with a measure of active community support. All these would be possible only if the planning and decision-making processes are decentralised to the regional and local levels, particularly to the districts and the blocks in the country.

3.8 Although we have been talking about district and block level planning in the previous plans too, and have taken some initiatives, in this direction, what has

happened generally is a certain deconcentration of administration from the State to the district levels, with the planning and decision-making functions mostly confined to the higher echelons of administration and with the local population only marginally, if at all, associated with the activities that concern their development and welfare. Institutions like District Development Boards or Councils have been constituted in many States. But they are functioning with little or no autonomy in local decision-making. The position of course varies from State to State. If decentralised planning is to make any head-way, these institutional mechanisms have to be made broad based with the active involvement of local representatives and endowed with a greater degree of autonomy in local decision-making. Simultaneously, several administrative and financial delegations as well as other measures have to be systematically worked out. Above all, the planning methodology for local level planning has to be firmed up and planning capabilities at the local levels strengthened.

3.9 The Working Group would be discussing in detail all the above changes that have to be brought about, in order to make decentralised district planning effective. Although one realises that all these changes are necessary, the start is not easy, as decentralisation is a hard policy prescription and has to come up against many constraints inherent in our system.

#### Concept of District Planning

3.10 Before we go into the various issues connected with the terms of reference of our Working Group, it is necessary to be quite clear about our concept of District planning. Obviously no exercise can be undertaken without a specificity and clarity of objectives. It must have some theoretical or conceptual moorings, a reference point to which performance can always be related.

3.11 District planning, in our view, is a kind of area based sub-state planning and arises from the need to supplement the national and state plans with a more detailed examination of the resources, problems and potentials of local areas (i.e. districts), so that investment programmes more specifically tailored to the particular needs of each district could be evolved and implemented. In other words, district planning implies evolving a developmental scenario at the district level consistent with the specific needs of the people, the growth potentials of the area and budgetary allocations available. Thus the concept of district planning adopted by the Working Group is akin to this concept of integrated area planning. It assumes that the district is a sub-state decision-making unit within the system of multi-level planning. In contrast to the national and State plans, the District plan would represent a distinct multisectoral package of area specific investment proposals and institutional arrangements suited in this context.

3.12 There are, of course, several constraints in our situation in moving towards this ideal concept of district planning. We have pointed to these constraints in several places in this report. It is also recognised by

us that at present there is a wide gap between our concept of district planning and the practices in this regard that prevail in the various States, the States differ widely in their levels of decentralisation of development administration. Therefore, it is necessary to build into the District planning process, considerable flexibility, whereby adjustments and modifications could be gradually introduced, while working within the conceptual framework visualised by this working Group.

3.13 We are of the view that District planning should primarily be a creative response to a particular set of prevailing circumstances in the States. It should therefore, taken due note of the existing constraints in the administrative system and in respect of socio-economic conditions, time factor availability, the absorptive capacity, the paucity of the required basic data and qualified personnel to undertake planning on systematic lines.

3.14 Decentralisation of planning and development activities to the district level poses another critical issue of proper inter-dependency mix between devolution of authority *vis-a-vis* Centralised Co-ordination-cum-financial allocation authority, in order to achieve better harmony in developmental activities. District planning bodies, of course, would naturally want greater autonomy to them. However, at the State level suitable decisions have to be taken about an appropriate inter-dependency mix and proper function-sharing between the State and the District levels taking into account the planning and other capabilities available at the grass roots level. The decision in this regard being a political one, the situation in the different States is bound to be different. No uniformity among the States can be expected in this regard. It would, therefore, be realistic to assume that the kind of District planning that we have in mind has to evolve simultaneously with cumulative experience building over time.

3.15 In our concept of District planning, the District is seen as a sub-system of multi level planning. The totality of all planning activities at the level of this sub-system would vest with a single District planning body who would determine the priorities and allocate funds accordingly among the various development sectors. Thus in this concept, the planning function will not be fragmented among numerous departments and agencies. The scope of planning activities that would fall within this sub-system has, of course, to be decided in the first instance. It is also recognised that this sub-system is not a perfectly closed one but recognises the openness of the District economy. Thus the planning activities earmarked for this sub-system will recognise their linkages beyond it and in fact they would flow into the main system and would get integrated into it. The method of operationalising these concepts have been elaborated elsewhere in this report.

3.16 The integration aspect referred to above is a crucial one as it is necessary to dovetail the district plan with the plans at the higher as well as the lower levels. In order to bring about this integration between area levels, effective information flows have to be organised e.g. between the District and the State

and District and the Block. This is an important prerequisite and how to bring this about through appropriate institutional mechanisms has been discussed in this report elsewhere.

3.17 The District planning concept, as we have envisaged here, would require all planning activities earmarked for the district to devolve on a *single* planning agency at the District level. But as organised today, the districts would find it difficult to implement this idea as there is an element of fundamental dysfunctionality today between the requirements of District planning and the existing structure of the administration. If this is to be corrected, it would require a very bold attempt at administrative reorganisation from the State level downwards, which may not be easy to bring about, atleast in the short run. One way of eliminating the dysfunctionality is to increase the autonomy for planning given to the District planning bodies gradually, so that over a period of time, they would be able to graduate to the planning levels. When this change has been effected, a large part of the public resources would be mobilised and controlled by the district itself. It would also imply that the district will have the largest say in the utilisation of resources allocated to it by the State. In such a concept of district planning, the district set up will have its own decision making authority and control over the whole range of developmental functions assigned to the district level. Admittedly, this is an ideal stage and would be difficult to reach all of a sudden in the context of the existing situation in the States. We have recognised this difficulty and have, therefore indicated a practical graduated approach. This approach has been fully elaborated in the chapter on "Operationalising the District Plan." (Chapter 10).

3.18 In the way district administration has grown in our country and in the context of the various poverty alleviation programmes that are being undertaken for achieving redistribution with growth, considerable functional fragmentation has occurred at the district level. This has been particularly accentuated since the Fifth Five Year Plan period due to the proliferation of a large complement of planning activities (with their own organisational structures) limited to specific problems or sectors of activity e.g. command Area Development Programme, D.P.A.P., Tribal Area Development Programme etc. Separate guidelines for these area programmes exist and each programme carries with it, its own rigidities, staffing pattern and pattern of financial allocations and implementation. In this context, the task of district planning is to co-ordinate these disparate efforts into a consistent framework. As these individual area programmes are already entrenched in the district area, at this stage, it would be difficult to hand over their individual planning functions to a common district planning body. The best that could be done under the present circumstances and in the short run, is to nest their planning activities into the overall district planning framework, ensuring necessary linkages and infra-structural support needed for these programmes. Admittedly this kind of ex-post facto integration of small area plans into the overall district plan is a difficult and strictly speaking not a very satisfactory solution. However, in the existing circumstances, this is the only practical way of making a beginning

towards integrated district planning. In due course, the planning undertaken for such small areas in a fragmented fashion must disappear and all planning activities at the district level must be unified. It is only in this way that effective establishment of appropriate inter-sectoral complementarities could be ensured. However, this is a development which can come about only in the long run.

3.19 Before we conclude this discussion on the 'Concept of District Planning', we may note a few important points that should be kept in view in order to render district planning meaningful, purposeful and effective :

- (1) It is well known that the administrative boundaries of a district do not correspond to natural geographic regions. The rationalisation of district boundaries is a problem that has to be taken care of by the States in due course. This cannot be brought about immediately. Sometimes, as in the case of Bastar in Madhya Pradesh, the largeness of the district is cited as the problem. In any case, whatever, be the size of the district and the degree of its homogeneity for planning purposes, it is necessary that the district plan should take into account the regional affinities and should be informed by a regional perspective. How this should be done is a matter on which the States should take their own decisions. Establishing an intermediate tier (corresponding to region or division) may be desirable in the case of some large sized state. It may also be done, as the Government of Andhra Pradesh attempted to do by preparing regional plans for the major regions in the State and attempting to prepare district plans within such regional frame.
- (2) It will also be necessary, in order to achieve more balanced development within the district, to recognise sub-regions within the district, so that realistic sub-regionalised strategies could be worked out to correct intra-district imbalance in development. It is, however, necessary in the interest of effective implementation to retain the integrity of the blocks within the district by suitably adjusting the boundaries of sub-regions to the boundaries of blocks.
- (3) District planning implies the building up of capability and authority equal to the task of district planning. The capabilities in this respect concern not only technical and professional skills but also political and economic power, on the basis of which planning decisions could be made and executed. The Panchayati Raj Institutions and other local government institutions should, therefore, play a crucial role in the district planning process. Ultimately district planning will have to be taken over by these bodies. Therefore, it would be necessary to strengthen them right from now onwards, so that they could play their legitimate role in the district planning process in course of time.

### Objectives of local level planning

3.20 When we approach the problem of formulating a District Plan, our objectives must be clear. In the absence of a clearcut statement of objectives, district plans have often remained only a bundle of statistics and schemes, lacking coherence, direction and integration. Plans of this sort have led to expenditure under various schemes or even mechanical reporting of achievement of targets but without having the desired impact on socio-economic conditions of people or the attainment of objectives which the national plan has set forth. Indeed, it is through the medium of the district plan that the plans at the higher level, namely national and state level, reach the people. Though each district plan must be specific to its own agro-climatic and socio-economic conditions, it must, reflect the basic objectives of the national plan. The district planners before they embark upon their task, must themselves first clearly grasp the implications of the state and national planning and relate the local plan to these objectives. Unfortunately, this has not happened in the past. Most district offices do not even possess a copy of the national plan. This has led to lack of perception of national objectives of planning at the local level. It is high time that this gap is filled up. It is only then that the district plan would fit into the framework of the state and national level planning.

3.21 The distinction between national objectives and local level objectives must be clearly understood. The former are those ultimate objectives which cover the whole of the activities of the nation. The local level objectives are derived from them. It should be noted that they may include or exclude some of the national objectives, depending on whether they are feasible or relevant at the district level.

3.22 The National Objectives set out in the Sixth Plan Document are as follows :—

- (i) a significant step-up in the rate of growth of the economy, the promotion of efficiency in the use of resources and improved productivity;
- (ii) strengthening the impulses of modernisation for the achievement of economic and technological self-reliance;
- (iii) a progressive reduction in the incidence of poverty and unemployment;
- (iv) a speedy development of indigenous sources of energy, with proper emphasis on conservation and efficiency in energy use;
- (v) improving the quality of life of the people in general with special reference to the economically and socially handicapped population, through a minimum needs programme whose coverage is so designed as to ensure that all parts of the country attain within a prescribed period nationally accepted standards;
- (vi) strengthening the redistributive bias of public policies and services in favour of the poor

contributing to a reduction in inequalities of income and wealth;

- (vii) a progressive reduction in regional inequalities in the pace of development and in the diffusion of technological benefits;
- (viii) promoting policies for controlling the growth of population through voluntary acceptance of the small family norm;
- (ix) bringing about harmony between the short and the long term goals of development by promoting the protection and improvement of ecological and environmental assets; and
- (x) promoting the active involvement of all sections of the people in the process of development through appropriate education, communication and institutional strategies.

3.23 Among the above, the objectives which are relevant at the local level are :—

- (i) Increasing productivity and growth in output.
- (ii) Equitable distribution of the benefits of development.
- (iii) Provision of basic human needs to the target population.

(iv) Provision of gainful employment.—

- (v) Effective participation in decision-making, especially by the poor.
- (vi) Self-reliance, so that development could be self-sustaining.
- (vii) Maintenance of an ecological balance, without this, development of the present will be at the cost of development in the future.

3.24 This formulation helps to emphasise the component elements of a local development strategy and their inter-relations. A less simplified but limited construction of the objectives at the local level would be :—

- (i) Increasing production;
- (ii) Reducing unemployment; and
- (iii) Alleviation of poverty.

3.25 It is recommended that the whole process of formulation of district plans must focus on the attainment of these objectives.

## CHAPTER 4

### DISTRICT PLANNING: THE STATE OF THE ART

4.1 As already explained in Chapter-2, the four Regional Workshops organised by the Working Group served as discussion forums for status finding, problem identification, experience sharing and solution seeking. The discussions in these workshops proved to be a rewarding experience and enabled the Working Group to pool information on the state of the art of District planning in the country. It also enabled the Working Group to take note of the achievements and failures as well as the problems generally encountered, while attempting to operationalise decentralised District planning in the States. This chapter seeks to provide a highly condensed analysis of this experience. A more elaborate State-wise account of District planning experience is contained in the individual status papers included in Volume II of this report.

4.2 The approach adopted in this chapter is not so much to go into the details of experience State by State, but to broadly attempt a cross-state analysis to bring out the ~~various initiatives, approaches and practices in decentralised planning adopted by the States and to highlight certain proven methods and tested patterns that strike us as important in our search for methodologies.~~ Therefore our emphasis here is on a critical and constructive analysis on selected aspects of decentralisation to gain some practical insights into the methodology of district planning. It should be underlined in this context that the States differ widely in their experiences along a centralisation—decentralisation continuum. Their experiences have also crystallised over different time durations. For some States, the experience is very limited, confined at best to only one or two years, and decentralisation procedures and methodologies are still evolving.

4.3 As we seek to classify the States in the country according to their levels of decentralisation, the most disturbing conclusion that we come to is that most of them are at the beginning of the scale of decentralisation. Some have moved a little more along this scale, having devised certain measures of deconcentration (partial decentralisation). In fact only five of the 22 states in the country—Maharashtra, Gujarat, Jammu & Kashmir, U.P. and Karnataka can be said to have made some strides and they are to be regarded as exceptions. These exceptions have provided us some major insights into some positive aspects and to gauge the responsiveness to certain approaches. Some of the other states, who have made small beginnings and (in some instances) even innvated with new experiments have also provided us valuable lessons. Lastly, those states who could not advance significantly towards decentralised district planning have been

equally relevant for our study, as they have revealed to us the various operational constraints that inhibit the moves towards decentralisation. These wide-ranging experiences of the 22 states and the lessons derived therefrom have been sought to be pooled together in this chapter. This has provided the basis for projecting our thinking on various issues.

4.4 The slow and uneven pace towards decentralised planning among the States only underscores the fact that there are several constraints in the system making the transformation difficult. The problem is much greater than merely overcoming the stresses and attitudinal barriers involved in developing planning functions within district administration functioning within the context of age-old traditional roles and patterns. A whole new set of relationships is demanded, a new pattern of rationality that takes into account not only new functions, but new technology, new time frames, new space dimensions and new orders of magnitude. As we examine the current state of the art in the States, all these points and several inadequacies as well as the state of unpreparedness among many states for these changes strike us as a stark reality.

4.5 We may now comment on some of the key aspects of decentralised District planning and the methodologies that have been evolved in the various States. Taking the above five States i.e. the States of Maharashtra, Gujarat, Jammu & Kashmir, Uttar Pradesh and Karnataka, some broad commonalities in their approaches strike us in the first instance. These refer to the approaches followed by them for making allocations to the Districts, for defining the scope of District Planning, in the general pattern and composition of the District planning bodies and also in regard to the methodologies adopted for delegation of powers, budgeting procedures etc. However, it is necessary to sufficiently qualify this generalised statement, because there are many unique features as well as subtle differences in their patterns. Some of the details in the pattern are so unique that they cannot be treated as identical models.

4.6 In view of the importance of the methodologies adopted by these States, two of the members of our Working Group visited some districts in these States and made an indepth analysis and critical evaluation of these experiences. These critical commentaries may be seen in volume II of this report. It should be emphasised that these notes are not meant as criticisms in a spurious sense, but as an attempt to bring out certain shortcomings and pitfalls in their approaches and to point out some possible alternative methods and procedures.

### Identification of District Sector Scheme

4.7 In the operationalisation of District Planning, the identification of district sector schemes is a crucial pre-requisite. This serves to clarify the planning functions to be performed at the District level and avoids overlapping of functions with other area levels. The principle for identification is based on the location of the schemes and the coverage of the benefits which should be confined mainly to the district. The States of Gujarat, Maharashtra, Karnataka and U. P. have classified the schemes in this way. While making such classification, the placement of a number of schemes may not pose problems of functional jurisdiction; however, there will be always some grey areas, which may present some difficulties. Some of these difficulties were pointed out during our discussions. The difficulties here mainly arise on account of the unwillingness of some State Departments to part with their traditional functions. A concrete instance that was brought to our notice was with reference to Kerala where a District Administration Act exists. While attempting to frame rules under this Act relating to transfer of some subjects to the District level (specified in the Act), difficulties arose because subjects as a whole could not be fully handed over to the District but only specific schemes.

### Pattern of Allocation of Funds

4.8 As is mentioned in the chapter on pre-requisites to District planning, the disaggregation of plan funds from the State level to the district is an important aspect of District planning methodology. On the basis of the work done in Maharashtra, Gujarat, Karnataka, Uttar Pradesh, and J & K one may generalise that roughly between 30-45% of the State Plan funds (it is 30% in U.P., 35% in Gujarat, 40% in Maharashtra and 45% in J & K) go towards funding the District level schemes. Further allocation of the divisible funds among the districts is a problem that has been tackled by devising a rational formula which attempts to give weightages to certain relevant factors like population, level of development and special problems of the district. A comparative statement showing the various criteria used in the States of Maharashtra, Gujarat, Uttar Pradesh and Karnataka alongwith the weightages adopted for each criterion may be seen in the Annexure 4.1. As may be seen from this statement, while the weightage accorded to population is 60% in Maharashtra, it is 50% each in Karnataka and U.P. and 40% in Gujarat, Gujarat and U.P. have accorded a higher proportion of weightage to the backwardness of weaker sections which is 15% while it is only 5% in the case of Karnataka and Maharashtra. Gujarat has also accorded higher weightage to backwardness in various aspects including agricultural, irrigational, industrial, roads and drinking water and backwardness in respect of the targets of other selected minimum needs. In Maharashtra, Karnataka and U. P., the cumulative weightage to all factors of backwardness is around 20%. States like Maharashtra and Karnataka have provided some weightage to special problems. In Maharashtra, an unallocated

amount upto 5% has been kept aside for meeting special problems. In J & K, some multiple criteria for determining outlays for districts have been mentioned, but there appears to be no standard system for giving weightages to each criterion. The criteria mentioned are: Population; relative backwardness; number and size of identified backward pockets; and development potential and needs. However, it was pointed out during discussions that as many as 63 indicators were used for determining the relative levels of development among the districts and on that basis the percentage shares of different districts were determined.

4.9 In Gujarat, the District plan outlays consist of three parts viz. (i) outlay for normal district level schemes; (ii) discretionary outlay against which the District Planning Boards can select the schemes which they consider useful having regard to local importance; and (iii) incentive outlay to be allocated against some matching funds raised by the District. This is meant to arouse popular enthusiasm and secure public participation. Out of the total amount available for a District plan, 80% is disaggregated and apportioned among the departments at the State level itself. The balance of 20% is given for discretionary (15%) and incentive (5%) outlays. The discretionary and incentive outlays placed at the disposal of the District Planning Boards are in the nature of "free funds" or "un-tied funds", which provide discretion to the districts to take up schemes of local importance. The District Planning Boards can finance projects on 100% basis from the discretionary portion of the District plan outlay, while the incentive outlay requires a matching contribution, of either 50% or 25%, depending upon the pattern prescribed for the taluka. While the relatively advanced districts will have to provide a matching contribution of 50%, certain categories of relatively backward districts in the State have been required to contribute only 25% matching contribution. It was mentioned to the Working Group that this practice of placing discretionary and incentive outlays at the disposal of the District Planning Boards, with total discretion in the selection of schemes granted to them, had evoked considerable popular enthusiasm at the District level. This is certainly to be regarded as a unique innovation.

4.10 The State of Karnataka has also provided discretionary outlay to the districts from 1983-84, called in this State as 'outlay for District level sub-plan'. It is a lumpsum provision and is not in the nature of a fixed percentage of the total divisible outlay. It is to be used for taking up programmes of local importance and programmes reflecting the felt needs of the people. There is no insistence on a matching contribution from the local community.

4.11 In the other States in the country, no definite criteria for allocation of funds to the district level as well as for defining the scope and content of District planning have emerged. However, some of these States are contemplating changes on the lines of the relatively advanced States, with such modifications as may be necessary in their contexts.

4.12 The question of allocation of funds between the State and the District is of course fraught with many problems, as pulls and pressures always operate to gain control over funds. The contenders here are the State Departments and the local authorities, Maharashtra, which pioneered the idea of "Divisible pool" of funds for district schemes, has now created a "State pool for District Schemes", as the experience showed that certain priorities tended to get neglected in the District Plan and intervention at the State level became necessary to provide for some correctives. This argument for constituting a "State Pool of District Schemes" is on the analogy of Centrally sponsored schemes. The Working Group notes that in multi-level planning, certain conflicts of this kind tend to arise, particularly in regard to determination of priorities. In resolving such conflicts, the guiding principle should be that while local priorities must receive their due importance in the District Plan, they should not be at the cost of certain over-riding national and State priorities. A District Plan should balance the various considerations. This is always a difficult exercise when competing claims are advanced. Some lacunae may come to the surface only during a second scrutiny of the plan. But it is possible to take care of certain omissions through certain procedures of consultation and exchange of information. In a fully developed multi-level planning system, structural and communication linkages between different levels in the system, will be so advanced, that it would be possible to constantly manipulate changes in the plan through a cooperative rather than a confrontationist mode. The development of the multi-planning system in this manner may take a long time and may be realised only after considerable experimentations and trials. Most of the possible conflicts could be resolved by the States issuing clear and detailed guidelines for the preparation of the District Plan, indicating the national and State priorities and ensuring a constant dialogue between the Districts and the State at every stage of plan formulation and finalisation. This Working Group, therefore, would place great emphasis on encouraging a system of planning based on a dialectic mode.

#### Planning machinery

4.13 The nature of the planning machinery available at the district level in the various States may now be examined. So far as the Panchayati Raj Institutions at the District level are concerned, which are known as Zilla Parishads or District Panchayats, these have not been given the task of Planning in any of the States, although many of the legislations in the States provide for this function. In Maharashtra and Gujarat, who were pioneers in setting up these bodies at the District level, the planning function was entrusted to them during the initial stage of the experiment. The situation, however, underwent a change later. These State Governments, for various reasons, found it desirable to entrust the planning function to other newly created bodies. Thus in Maharashtra, the District Planning and Development Councils and in Gujarat the District Planning Boards, have taken over the planning functions although representatives of the PRIs are associated with these bodies. In other

States too, Planning is mentioned as one of the functions in the PRI Acts only in a formal sense. In actual practice, they are not performing this function. In a number of States, these District level PRI's have been superseded and elections to them have been delayed. Thus, as the system has developed now, the district planning function in all the States is centred around other 'decision-centres' in the district. It is unfortunate that the existing constraints do not allow the PRI's to exercise the planning function. In the contemplated Panchayati Raj legislation in Karnataka, the Zilla Parishads are proposed to be entrusted with all planning functions, and it was informed during our discussions that all other agencies would cease to exist once it was established. Madhya Pradesh is another state which is contemplating to allocate district planning functions to Panchayati Raj institutions after they have become fully operational in the state and settle down to effective functioning. In West Bengal also the State Government is contemplating to entrust Distt. Planning to the Zilla Parishads.

4.14 Having commented on the present role of PRI's in planning, we may note that there is some form of District Planning Body in most of the States today, though they are called by various names. The following table shows the variety of nomenclature obtaining in the different states :

Table A : Planning Machinery at the district Level

Name given to the apex Planning body at District level	States which have this type of bodies
1. District Planning Board	Gujarat, Madhya Pradesh, Meghalaya, Nagaland, Punjab
2. District Planning Committee	Manipur, Rajasthan, Sikkim
3. District Planning Council	Karnataka
4. Zilla Development Board	Andhra Pradesh
5. District Development Committee	Assam, Himachal Pradesh
6. District Development Board	Jammu & Kashmir, Orissa
7. District Development Council	Kerala, Tamil Nadu
8. District Planning and Development Council	Maharashtra, Bihar
9. District Planning and Monitoring Committee	Uttar Pradesh

4.15 From the above table, the following broad structures are distinguishable.

- (1) District Planning Board|Committee|Council.
- (2) District Development Board|Committee|Council.
- (3) District Planning and Development Council.
- (4) District Planning and Monitoring Committee.

Of course, the names are not sacrosanct; it is the functions which they perform that really matter. The functions performed by these bodies in each State are indicated in a statement in Annexure 4.2. The statement shows that there are variations. The common functions appear to be coordination, monitoring, review, finalisation of annual and five year plans and data feeding to the higher levels.



4.16 The composition of the District Planning bodies in the various states is indicated in a statement in Annexure 4.3. Four patterns are distinguishable :

- (i) The Minister Chairman Model : Where a Minister of State Government is the Chairman of the Body. This obtains in Gujarat, Maharashtra, U. P. and Bihar.
- (ii) The Deputy Commissioner|District Collector Chairman Model : Where the Deputy Commissioner or District Collector is the Chairman of this body. This pattern is prevalent in Assam, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Manipur, Nagaland, Orissa, Punjab, Rajasthan, Tamil Nadu and West Bengal.
- (iii) The Non-official Chairman Model : This is prevalent in two states viz. Madhya Pradesh and Meghalaya. In Madhya Pradesh, the Chairman is nominated by the State Government from out of the three prominent social workers nominated to the District Planning Boards.
- (iv) The M. L. A. Chairman Model : This is prevalent only in Sikkim, where one of the MLA's is made the Chairman of the District Planning Committee on a rotation basis.

4.17 The Working Group considered the various models of organisation for District Planning obtaining in the States. Different view points were noted on this subject. It was observed that the Minister-Chairman Model would provide for effective coordination at the district level and would also establish adequate linkages with the Secretariat. In this context, it was also observed that the Minister should not belong to the same district. Another view expressed was that the Minister normally finds little time to attend the meetings of the District Planning Bodies, which consequently get frequently postponed. This argument, it was noted, applied particularly to States with a large number of districts, where sometimes one Minister has to function as Chairman of more than one District Planning Body. Similarly about the association of the District Collector with the District Planning Body, different view points were expressed. We have discussed this issue elsewhere in some detail and expressed our considered view on this subject.

4.18 In regard to the general composition of the bodies, it is found that only in Assam, it appears to be purely official body. In other States various representations exist. Elected representatives (MLA's MLC's and MP's) find representation in Andhra Pradesh, Bihar, Gujarat, J & K, Karnataka, Nagaland, Orissa, Rajasthan, Sikkim, Tamil Nadu, Himachal Pradesh, and U.P. The only five states in which PRIs are represented are: Gujarat, Maharashtra, J & K, Madhya Pradesh and Andhra Pradesh. In Gujarat, the President of the District Panchayat and the District Collector have been designated as Co-Chairman of the District Planning Board. In J & K, where a district level PRI does not exist, one Sarpanch from every block elected by the Block Development Board from among

the elected members is made an ordinary member of the District Development Board. In Madhya Pradesh, both the Presidents of District Panchayats as well as the Presidents of Janpad Panchayats are ordinary members. In Andhra Pradesh and Maharashtra, the President of the Zilla Parishad is an ordinary member and in Maharashtra the Chairman of Taluka Panchayat Samitis attend the meetings of the District Planning and Development Councils by special invitation. In a number of other States, the representation of PRIs in the District Planning bodies is not clear, either because they are not functioning or such representations are not provided for.

4.19 Where the Minister happens to be the Chairman, varying practices exist as regards the office of the Vice Chairman. In Gujarat, both the District Collector as well as the President of the District Panchayat have been designated as Co-Vice-Chairman. In Maharashtra, the Divisional Commissioner is the Vice-Chairman and the District Collector is the Member-Secretary of the District Planning and Development Council while in Andhra Pradesh District Collector is the Vice-Chairman. In J & K, the District Superintending Engineer has been designated as the Vice-Chairman of the District Development Board.

4.20 As regards the Office of Member-Secretary also the position obtaining in the various States is different. Thus the District Collector (Maharashtra, Madhya Pradesh) Assistant Development Commissioner (J&K, and Nagaland), Chief Development Officer or ADM or District Development Officer (U.P.) have been designated as Member-Secretary. In many other states, the District Planning Officer happens to be the Member-Secretary. The nomination of representations belonging to the weaker sections of the society has been specifically provided for in J&K. Experts association has been provided for in Gujarat. Andhra Pradesh provides for the nomination of experts in activities relating to development and specifies chief executives of semi-autonomous bodies like Urban Development bodies, DRDA/TDA/Banks etc. as invitites. Madhya Pradesh provides for the nomination of prominent social workers.

4.21 So far as representation of officials is concerned, all the District Level Bodies provide for the various Development Officers at the District level. Some States like Nagaland have also provided for the representation of the heads of Departments at the State Level in the District Planning Body.

4.22 In most of the States, where the District Planning Bodies have been constituted, their membership is quite large. They are literally the counterpart of State Assemblies. Their main functions are to approve the annual plan and the five year plan and to undertake regular review of all District level schemes and programmes implemented in the District. They no doubt contribute local information which is important in making policy choices and partly in influencing the programme content. Beyond that, they have severe constraints which inevitably limit their role in District Planning. This point came to our notice several times during our discussions with the States. Of course, much depends on both the intelligence and

integrity of purpose of members and upon the way in which decisions are made. In order to perform the role which such large assemblies are unable to do, and in a way to assist them to perform these tasks, a smaller group in the nature of a Standing Committee has been considered to be essential in many States. This smaller group may attend to various planning functions such as identifying the problems, suggesting targets, proposing inter-sectoral or intra-sectoral transfers as necessary and supervising budgetary allocation and expenditure. These smaller Second Level Committees constituted in the various states are known by different names such as the Executive Committee in Gujarat and Maharashtra, District Planning and Implementation Committee in Bihar, District Development Committee in Karnataka, District Planning Committee in Madhya Pradesh, District Development Committee in Orissa and District Plan Coordination and Action Committee in U.P. In the revised arrangements for District Planning contemplated in Rajasthan, a "District Planning and Executive Committee" has been proposed at the second level. Our discussions revealed that the second level committees usually hold monthly or bi-monthly meetings.

4.23 In order to ensure that some kind of functional linkages with the lower areas levels (sub-District level i.e. block, taluka) are established, some State Governments have institutionalised the arrangements. In Assam, there are Sub-Divisional Development Committees presided over by the S.D.O. In Gujarat, our discussions revealed that informal taluka level mechanisms were emerging for deciding the choice of new development works. In one of the districts visited, there was an informal taluka level committee consisting of (i) the President of Taluka Panchayat; (ii) M.L.A. from the area; (iii) Chairman of the Social Justice Committee constituted under the Gujarat Panchayats Act 1961; and (iv) the Taluka Development Officer. In Kerala, Block Level Planning Committees have been constituted. In Tripura, Block Development Committees have been constituted with MLAs as Chairman. But there are no committees at District level. In Nagaland, there are sub-Divisional Planning Boards under the Chairmanship of an Assistant Development Commissioner. In Tamil Nadu, Panchayat Union Councils exist which are only implementing agencies for the community development programme. They do not seem to have planning linkages with District Development Councils. Our discussions with the States also revealed that planning linkages between the District Planning body and the bodies at Sub-District levels were somewhat tenuous. It is hoped that more effective linkages will come about in course of time. The Gujarat experiment is a pointer in this regard.

4.24 The only State which has an institutional arrangement at the Divisional level is U.P. which has constituted a Divisional Committee with a Cabinet Minister of the State as Chairman and the Divisional Commissioner as Deputy Chairman. The functions that have been accorded to this Committee are to review and approve the District Plan. This Divisional Committee does not have representation of elected representatives. The setting up of this Committee must be seen as an attempt to introduce an intermediate

tier for planning between the District and the State. The usual argument for advancing decentralisation to an additional tier is that it would increase the efficiency at the State level by relieving top management of routine, repetitive tasks and allowing the latter more time for monitoring and evaluation of programmes that require Central direction or control. However, the Working Group's discussion with the State did not reveal that such re-orientation has come about so far.

#### The Technical Planning Machinery at the District Level

4.25 The success of planning would depend on the type of technical planning machinery available at the District level. Unfortunately, good planners are a rare commodity and to locate the right people at the District level would be even more difficult. Added to these are the problems of career paths and mobility for the personnel who will be recruited.

4.26 As we look at the state of affairs today at the district level, we do not get a very rosy picture. Probably at this stage of evolution, when real planning functions have not percolated to the district levels and only a limited job of assembling departmental schemes within the district frame is now being attempted, the existing staffing arrangements perhaps seem adequate. With the devolution of more planning functions, however, the staff strength (both in quantity as well as quality) will need to be augmented.

4.27 To give some concrete idea of the nature of planning personnel available in Districts in the various States, we have appended a statement in the *Annexure 4.4*. From an examination of this statement, it may be seen that the number (not to speak about quality) of purely technical personnel available in the States range from 2—6 officers. They are not necessarily multi-disciplinary in composition. They have been usually seconded from other departments and do not seem to possess any particular planning qualifications. The Bureau of Statistics and Economics in many States provided the personnel to man the position equivalent to the District Planning Officer. He is from the discipline of either economics or statistics. Our discussions also proved that no attempts have been made in the States to systematically build up a cadre of planners from the grass root levels to the State level. However it is understood that States like Maharashtra are already thinking on these lines. The Planning Commission had recently constituted a Working Group to look into the number and disciplines of experts and other staff required for a district planning set-up for operationalising the scheme of sharing of expenditure between the Centre and the States. The guidelines issued to the States on the basis of the Report of his Working Group may be seen in *Annexure 3.1*. It may, however, be clarified that no State has as yet fully adopted the staffing pattern suggested in these guidelines. This Working Group is of the view that Planning Commission should have a fresh look at the question of staffing the District Planning Cell in the light of this Report and suggest a more realistic staffing pattern avoiding

duplication of staff between the planning cell and line departments.

### District Planning Process in the States

4.28 From the discussions held in the regional workshops, the Working Group noted that the District Planning process in most of the States follows a similar pattern with minor variations. It seems to be a case of diverse structures and common characteristics. Usually, after the State budget is voted in the Assembly, the different heads of departments are requested to make a districtwise break up of the outlays provided in the Plan budget. This is then communicated to the districts either by sectoral departments or by the Planning Department of the State. This usually takes 4-5 months after the commencement of the financial year. After this communication is received, the district attempts to incorporate a write up for the districtwise outlay and a document called "District Plan" emerges in this manner, which is ~~purely an aggregation of departmental schemes~~. It should be noted that the choice of projects to be included in the sectoral outlays communicated to the districts, in most states is a matter of State level initiative with district level support. There are of course, some variations here. In Jammu & Kashmir, for instance, it is stated that the detailed plan proposals are prepared in the district in consultation with the concerned heads of departments and placed before the D.P.B. for approval. In Maharashtra, the DPDCs have been given freedom to suggest the schemes they want to be incorporated into the district plan within the framework of guidelines provided by the State Government. But even here, the plan emerges only as an aggregation of the various schemes formulated by sectoral departments. Very little planning in the real sense takes place at the district level.

4.29 In the case of those States where a small discretionary outlay has been provided to the districts, the task of planning is attempted at the District level. In this process of planning (limited to the small provision of "Un-tied funds"), local participation plays an important role. More often than not, the plan for this limited district sector is a product of local pressures. Wherever this kind of planning for "Un-tied funds" is practiced, it is stated that suggestions for numerous schemes pour into the District planning offices and the District Planning team does some ordering of priorities. Later the suggestions are placed before the District Planning Body and finalised after discussions. In order to bring about a measure of spatial equity in this process, one state viz. Gujarat has attempted to disaggregate the funds further taluka-wise based on some rationale criteria and thus earmark funds for each taluka within the district. This is a sophistication introduced in the District planning process. The Gujarat experiment in the planning for "Un-tied funds" has shown that people when they are given opportunities to plan do not necessarily misuse those opportunities and that people's perception of needs are not always distorted. It is of course, necessary that a culture for planning has to grow at the District level so that the people can exercise the autonomy given to them in decision making with discretion and understanding.

4.30 In order to improve upon the system of choosing the right schemes among the numerous suggestions made by several agencies, groups and individuals, the State could consider the scrutiny of these proposals by a Committee of experts before they are placed before the District Planning Body. This will confer some authenticity to the selection and will also serve to minimise controversies in the meetings and thus facilitate decision-making approval.

### Innovation and unique features introduced in District Planning in the States

4.31 Notwithstanding the limited local autonomy available for District planning in the States in the country, some States have been innovating or adopting some unique methods and making some significant experiments. We may take note of some of these unique features. The innovations adopted in regard to the procedures for allocation of plan funds to the District level and definition of District Sector Schemes in States like Maharashtra, Gujarat, U.P., Jammu and Kashmir and Karnataka were referred to earlier. In Andhra Pradesh, the experiment of inventorisation of resource-related problems and potentialities using interpretation of aerial photos and remote sensing techniques may be noted as a unique feature. This has been done for four districts and it has been proposed to follow up this exercise with the formulation of perspective and operational plans for these districts. In Gujarat, apart from other innovations mentioned earlier, certain sophistications in the planning exercise are also being attempted. The village amenities data have been computerised and it is now proposed to computerise the physical performance for monitoring. The State has also experimented with cartographic analyses and preparation of District atlases. The incentive outlays introduced in the State has generated considerable popular enthusiasm and in order to encourage the districts further, the State has instituted prizes to districts who raise maximum local resources. In the Jammu & Kashmir system of district planning, apart from the single line administration and the joint meeting with the Cabinet, special attention is being given to notified backward pockets in the State. Kerala State which is yet to embark on District planning on a fullfledged basis has, however, attempted a Pilot District Planning Project for one District (Quilon District), and on that basis evolved guidelines for District planning. Some State Governments (particularly those who have made some advance already in District planning) are now proposing to decentralise planning to the block level. In Jammu & Kashmir, Block Development Boards have been constituted and certain specific sectors have been delegated to these boards. They include (a) Community Development and National Extension Service; (b) IRDP and NREP; (c) location of schools dispensaries, animal husbandry centres and tiny industrial units and (d) construction of schools with local contribution. In Maharashtra, it is proposed to introduce block level planning and distribute 75 per cent of the district level allocation to the blocks on the basis of population and area on 50 : 50 basis. In Madhya Pradesh, which is a state yet to embark on District planning on systematic lines, a Village Information System has been developed and a perspective plan for Bastar District is under preparation. In some of the North East-

ern States e.g. Manipur, Nagaland, the village authorities are functioning as 'mini republics' though effective linkages of the planning at the village level with block development committees and district councils have not emerged. Also there are no linkages between District councils and District administration and planning. Tripura is experimenting with Block Development Committees with MLAs as chairman. Thus it may be noted that even in the limited experiences available in the States, there have been some innovations here and there. It cannot be denied that the lessons from these experiences are very useful and have a lot of demonstration value to other States.

#### Administrative aspects of District Planning

4.32 There are four important aspects which we may consider in the context of establishing conditions conducive to smooth functioning of the planning process at the District level. These are (1) setting up of appropriate mechanisms for co-ordination and implementation of the plan; (2) introducing procedural innovations for release of funds, issue of administrative and technical sanctions, reappropriation procedures and procedures for effecting inter-sectoral and intra-sectoral transfers; (3) establishing suitable procedures for the dovetailing of the district plan with the sectoral outlays at the State level, and (4) establishing procedures for monitoring and review of schemes.

4.33 As may be expected, the States in the country, which differ widely in the decentralised District planning process, have adopted different procedures. Coordination has been recognised as the most important problem to be tackled at the District level. In a multi-level planning system, coordination at higher levels cannot succeed unless we ensure coordination at the lower levels as well.

4.34 The problem of coordination arises because the perception of the same problem by different agencies or persons is very different. In the present structure and functioning of sectoral functionaries at the District level today, these functionaries are technically responsible to their vertical departments and are not made accountable to the administration at the district level. Coordination also becomes a very important issue because there are plural planning structures operating in the district for performing separate planning functions, thus contributing to fragmented policies. There are also some non-official agencies involved in the development effort, engaged in planning restricted to their activities. The special programmes (Centrally sponsored) have also brought into-existence several agencies e.g. DRDA, ITDP, CADA etc. which are directed and controlled from above. The Lead Banks are also doing credit planning; so also the cooperative lending institutions in the district. The District Industries Centre is planning for the Cottage, Village and Small Industries and for the artisan groups. There are also the women's welfare agencies and municipalities with their own limited roles in planning. The various agencies operating in the districts for planning, implementing and monitoring are graphically illustrated in three charts which are appended to this chapter. One

may see that at the district level, one has to contend with different styles and approaches of work, different procedures, different hierarchical structures etc. The task of District Planning is, therefore, a very complex one; it is a task of bringing about effective functional linkages and coordination among the numerous planning and implementation tasks performed by a multiplicity of agencies.

4.35 An argument which was repeatedly made during our discussions was that better coordination can be achieved if authority is given to one official. Within the facts of the Indian system, the Collector happens to be the person who can be given this authority. We found during our stock-taking of the State of the art of district planning, that the powers of delegation of administrative and financial powers given to the District Collector were varying widely from State to State. The State which is most advanced in this regard is the State of Jammu & Kashmir, which needs a special mention in this context. The Deputy Commissioner of the District in this State is also Ex-Officio District Development Commissioner. He is in overall in-charge of different Departments in the District and exercises the powers of a major head of department for all development functions. For technical approval, similar powers have been given to the District Superintending Engineer who exercises the powers of the Chief Engineer who is in overall and unified charge of the Public Works Programme including roads and bridges, irrigation and public health engineering. The latter official exercises the power of a Chief Engineer in respect of all programmes and works of each of the above branches relating to the district. The District Development Commissioner as well as the District Superintending Engineer are competent to accord sanctions upto a limit of Rs. 10 lakhs for works. The district set up here is virtually a unified single line administration and the procedures evolved have enabled these officers to issue the bulk of administrative approvals and technical and financial sanctions that are involved in respect of the District plan at the district level itself, instead of losing time in making references to Provincial or State headquarters to seek such sanctions. We also heard arguments about some negative aspects in this arrangement. It was stated that the achievement of speed in decision-making has been at the cost of the quality of the decision and that this system, had contributed to a certain extent to erosion of specialisation. We were informed that the State Government were contemplating some suitable changes. Without going into the details of the generalist Vs specialist controversy, we may note that both the systems have certain advantages and disadvantages. One has to balance various considerations. In our view, the system obtaining in J & K has definitely certain merits over other systems operating in the other States.

4.36 In other States in the country, coordination at the district level is attempted through the District Collector either with the help of Coordination Committee or, as it happens in some States, with an Executive Committee. But what goes by the name of Coordination here is really the coordination of the programme of the Departments at the implementation stage. By virtue of this position, the District

Collector is able to sort out matters when problems of an inter-departmental nature arise. Here too, he is fettered by absence of freedom to make allocations. The budgetary allocation within which each development department has to operate is decided at the State level. At the time of deciding budgetary allocations for different sectors, the complementarities and linkages of the schemes of one department with the other are not carefully and consciously taken into account. This sometimes results in certain maldistribution in budget provisions, the effects of which would be felt only at the implementing level i.e. in the district, at the Collector level. But he can do nothing about it. In a situation like this, no amount of Coordination Committee meetings or circulars will be able to do what is required to be done. Thus it should be noted that however under the planning procedures prevailing in the States even the institution of the District Collector may not serve as an effective instrument of coordination. Elsewhere in this report, we have urged that the Collector's position in the district should be strengthened. It should be noted that even such strengthening would be of no avail when planning procedures adopted in the States run counter to effective coordination. Here we would like to emphasise that the tackling of serious problems of this nature with minor modifications here and there will not help. Such tinkering with problems in a casual manner could be counter productive and may yield adverse results.

4.37 We may now refer to the usual arrangement followed in most States to tackle the problem of coordination at the district level. This is a system of appointing, what are known as "Coordination Committees". In States which are relatively advanced in regard to district planning like Maharashtra and Gujarat, the second level small Committee known as the "Executive Committee" seems to be exercising this function through its monthly/bi-monthly meetings, in which appropriate sequencing and linkages of various programmes are discussed and appropriate directions are given. In States, where this type of arrangement does not exist, Coordinating Committees have multiplied. At one stage, in Rajasthan, there were as many as eighty or ninety committees and the Collector had to be present in all these committees. As it became very difficult another committee was appointed to rationalise and decrease the number of committees. In Orissa also, we found that there are numerous Committees functioning. It is said that very often the work of these committees is not taken very seriously and the deliberations end up by being a waste of time. After studying these patterns, it was found that where a single line administration is not possible, the alternative method of effecting coordination could be through the single 'Executive Committee' system. Where the 'Minister-Chairman' model of district planning system is operating, we were told that coordination between the district and the State level was facilitated. This is a point worth mentioning.

4.38 In the Jammu & Kashmir system, the whole Cabinet and the heads of Departments of States play a coordinating role while reviewing the District plan. The entire Cabinet meets with the District Develop-

ment Board of each District either at the District Headquarter or at some other place in the district by rotation, to review the performance of the district plan and to consider inter-departmental and other specific problems of the district. Senior officers of the State Government including the Chief Secretary, Commissioner for Planning and Development, Agricultural Production Commissioner along with head of Departments and Chief Engineers participate in this joint meeting while all District Level Officers remain in attendance problems are resolved on the spot and decisions taken immediately. This is of course, a unique system.

4.39 Another approach usually mentioned in the context of coordination is that if operating procedures could be defined meticulously and in great detail, it would avoid several frictions. This, in our view, is a simplistic solution, because simply defining operating procedures does not solve many problems, because the challenges involved in the coordination of district planning and implementation are so many and so complex that new situations arise frequently. It is just not possible to define everything in detail and to foresee every possible problem that may arise. When confronted with all these alternatives, one cannot help observing that the organisational structure and administrative pattern that has evolved has a crucial bearing on this issue. But we cannot fail to make one observation and that is: What really matters at the implementing levels is (a) the endowment of authority and (b) the quality of leadership. If we take these two vital points into account, we cannot help observing that the powers of the District Collector (particularly in those States where his position is relatively weak) needs strengthening. We have argued this point elsewhere in this report. It would also be pertinent to add that mere authority is not always a solution. What is important is, how the person wielding authority is able to use it. Here the quality of leadership matters.

4.40 A least observation that we would like to make after studying the state of art of district planning in the various States is that both in Planning as well as in implementation, coordination will improve only if the quality of staff at the lower levels improves. Raising the levels of persons lower down the administrative hierarchy is one of the basic necessities and this could be tackled by inducting some high calibre technical staff into the district planning machinery and frequently organising training and refresher courses to the lower staff on a regular and continuing basis. We have discussed these issues elsewhere in this report.

#### Procedural innovations

4.41 There are different aspects here which we may consider separately :

(i) *Release of funds* : The usual system followed by most States who have not introduced significant decentralisation measures is as follows : The funds are provided in the budget against various sectoral heads. After the budget is voted in the assembly, the funds are channelled to the respective departments who, in turn, work out their break-down by field office and then communicate outlays to field officers. The funds are then released to various projects/

schemes after according administrative and technical sanctions. This has proved, in practice, to be a rather lengthy and cumbersome process causing excessive delays and impeding plan implementation. Some States have adopted somewhat simplified procedures aimed at cutting down such delays. Particular mention may be made of the procedural changes introduced in this respect in the States of Maharashtra, U.P., Jammu & Kashmir. In U.P. and Maharashtra, the plan funds are directly placed at the disposal of District Level Officers without channelling the same through the Heads of Departments. This procedure has cut down remarkably the delays usually caused by the approval at multiple levels of higher administration. The Government of Jammu & Kashmir has gone still further in this respect, providing substantially enhanced delegations to the District Development Commissioner (Deputy Commissioner of the District) and the Superintending Engineer of each district to enable them to issue the bulk of administrative approvals and technical/financial sanctions that are involved. In Karnataka, a time table has been set for the issue of sanctions even before the financial year.

(ii) *Reappropriation procedures*: In Maharashtra, the DPDCs have been given the freedom to recommend reappropriation of savings within the district itself, subject to certain limitations, relating to the programmes in the core sector. However the reappropriation proposals must be sanctioned by the State Government. In U.P. it is understood that the State Government is considering delegation of powers of reappropriation upto a certain amount to the Divisional Commissioner. In Jammu & Kashmir, the District Planning body is authorised to make on its own intra-sectoral transfers, as may be desired. But inter-sectoral transfers need the sanction of the State Government. In other States in the country, there are no delegations in this respect to the District Planning bodies.

(iii) *Dovetailing of the district plan with the State plan*: This has been identified as one of the important problems faced by the States even in those states where a certain measure of decentralised planning procedures have been evolved. The districts have been given the freedom to propose new schemes for incorporation into the sectoral plans prepared by the Heads of Departments; but there is no guarantee that these will find a place in the plan as finalised by the State Governments. It is claimed that in the District-Minister system, this works better.

4.42 The experience of decentralisation in Karnataka during the first phase (1978-82) as well as the experience of U.P. bring out clearly several weak spots inherent in the integration and coordination of district plans with the State plan. In spite of certain guidelines given to the district level, the District Plan worked out by the District planning bodies could not be integrated into the State plan for the following reasons:—

(a) The sectoral priorities determined by the districts did not coincide with the sectoral priorities decided at the State and national levels.

- (b) Within the sectors, the budgeted outlays did not accord with the outlays decided upon by the DDC for different schemes.
- (c) The locations proposed in the district plan could not be adhered to at the Government level, since the locational decisions were taken without reference to district plans.
- (d) The District Planning Committees did not take care to scrutinise the proposals thoroughly. The proposals contained not only the district sector programmes but also the State sector and non-plan programmes. Hence, at the time of scrutiny at the state level, all these proposals had to be either dropped or modified.
- (e) A closer understanding between the State Heads of Departments and the concerned District level officers in regard to the mechanism of District planning was lacking.

4.43 The solutions devised to overcome these shortcomings are equally instructive. In Karnataka, a lumpsum provision (without any sectoral earmarking) had been made to the districts and they had been given the freedom to propose the schemes for inclusion in the sectoral plans. In view of the difficulties mentioned above, they have now 'earmarked' the sectoral and sub-sectoral outlays and the districts have been given freedom only in respect of making transfers within minor headwise-outlays. This has greatly circumscribed the freedom to plan. In U.P., a Committee constituted at the State level does the necessary pruning to bring the district level plan in conformity with the State budget. In Maharashtra, a method of very detailed plan discussions between the members of the District Executive Committee and Planning Department takes place to finalise the district plan and incorporate it into the state budget. It was mentioned to the Working Group that the time table presently followed for the planning process at the State and national levels has been a serious limiting factor and the State Government does not find time left for discussions with the Executive Committees of the DPDCs. It was stated that mainly for this reason, the procedure of annual District Plan discussions could not take place in the State of Maharashtra during the last 3-4 years. In order to overcome this problem, it was suggested to the Working Group that the resources discussions with the Government of India which are now held during September/October should be advanced and should take place in July itself. However, it is understood that the Planning Commission may find it difficult to change the time schedule for various reasons. The Working Group has discussed the various alternatives possible in this context in Chapter 6 Planning Methodology.

#### Monitoring, review and evaluation

4.44 These functions are essential in any planning process to understand the progress to institute timely checks and revisions and to replan as necessary. The arrangements for monitoring that exist in the various states have been reviewed in Chapter 8.

4.45 As for review, this is being done monthly|bi-monthly in almost all the States under some arrangements. Wherever 'Executive Committees' have been constituted, reviews of plan performance are being undertaken more systematically. We observed in some States however, that these are undertaken as ritualistic exercises with periodicity, but much attention is not given to delve deep into the real reasons for good or bad performance and ensure follow up action. Also in such reviews, expenditure is treated as the primary measure of efficiency. We need not point out that this is an exceedingly misleading indicator of performance. Some States, however, have developed good formats for reporting. In Maharashtra, for example, detailed formats have been prescribed for use by the District Development Officers to record the progress of every scheme in a systematic manner. In Karnataka also we found such formats being used for the purpose. Probably other states have also developed their own formats for systematic reporting. We could not however make a comparative study of the formats used by the various States.

4.46 In regard to evaluation, we are of the view that evaluation should be undertaken by an independent agency, and not by the District Planning body. It could be done at the State's level or by any independent agency. Normally the evaluations that are undertaken are confined to a project|scheme. The planning activity as a whole is rarely being evaluated systematically except when some researcher undertakes a study or when the State Government contemplates some changes. As we envisage that the next decade will be one during which the States will be introducing far-reaching innovative methods and procedures for district planning, the planning activity, as such should be evaluated on an annual basis. Such evaluations should obviously be undertaken by the Planning Department who can apply necessary correctives and issue revised guidelines to the States from time to time.

#### Problems and Constraints in District Planning

4.47 The experiences in District Planning have certainly enabled us to take stock of certain problems experienced and to understand the constraints that are inherent in the District planning process. Some of these problems and constraints have already been referred to in this report in different contexts. In this chapter we may do no more than a mere listing of these problems and constraints :

- (i) The difficulty in getting the District level schemes (proposed by the District Planning Bodies) fully reflected in the State Plans (budget).
- (ii) The small lee-way available for new schemes in the District Plan as the outlays are largely used up for on-going schemes.
- (iii) Mounting pressures from the public for the addition of more and more new schemes, the tendency to make some token provision for such schemes and the resulting thinner spread of resources.

- (iv) Difficulties in integration of District Plan into the overall State plan.
- (v) Conflict of authority and control between the District Chiefs and the Heads of Departments at State level (this has been experienced in J & K).
- (vi) Difficulties in the transfer of functions to District Level because of opposition from the departments. (e.g. Kerala).
- (vii) Insufficient time available to the District Planning bodies to prepare their annual plan proposals and to submit the same to the State Government in time before the finalisation of the State Plans proposal by the Planning Commission.
- (viii) Demand for special attention to backward areas within the District by carving out separate sub-plans for such areas (e.g. Maharashtra).
- (ix) Inadequate technical planning machinery at the District level.
- (x) Inadequate data based on certain aspects (e.g. employment, income distribution).
- (xi) Difficulty in disaggregating plan funds to the District level in view of the heavy liabilities of the State for major projects (e.g. Haryana, Punjab, Rajasthan).
- (xii) Non-accountability of the executing agencies at the District level to the district planning bodies.
- (xiii) Delays in the sanction of schemes.

4.48 The above problems were repeatedly brought to the notice of the Working Group during the discussions. They have been considered in their appropriate context in this report.

#### Next Phase in District Planning : Views of the State Governments

4.49 Our discussions with the States showed their total willingness to introduce District Planning on a systematic basis; but the discussions also brought out very clearly that it cannot be introduced at one stroke with all refinements and sophistications of the planning techniques on the one hand and with the adoption of total decentralisation measures on the other. Only a step by step improvement will be possible. The next phase of development in regard to District Planning in the States therefore cannot assume a uniform pattern. During our discussions, some states have provided indications as to how they propose to approach the next phase. Bihar proposes to work out the necessary pre-requisites for District Planning such as allocation criteria etc. during the remaining period of the Sixth Plan and to embark on District Planning on a more systematic basis from the Seventh Plan onwards. Gujarat proposes to refine its District Planning Process further and to

introduce perspective planning from the Seventh Plan onwards. States like Haryana and Punjab desire to experiment with District Planning in a limited manner during the Seventh Plan. Himachal Pradesh proposes to introduce District Planning during the Seventh Plan period incorporating some features of the Gujarat pattern. J & K proposes to introduce greater spatial considerations in District planning and to induct more specialists as well as to introduce mechanical computational facilities in the districts. Kerala, whose achievement in District Planning so far has been confined to the preparation of the special component plan for scheduled Castes, proposes to enlarge the scope of District Planning to agriculture and small industries sectors. Maharashtra proposes to take effective steps for the induction of planning at block level in order to ensure balanced development in all parts of the district. Madhya Pradesh proposes to revitalise the Panchayati Raj Institutions and to allocate the district planning functions to them after they become fully operational. Orissa, Rajasthan, Tamil Nadu and some of the States in the North Eastern region propose to introduce district planning from Seventh Plan onwards. West Bengal and Karnataka propose to entrust district planning to Zilla Parishads.

4.50 Thus it may be seen that the different States are envisaging progressive steps towards district planning. The Working Group feels gratified that sincere efforts are in the offing during the next plan period.

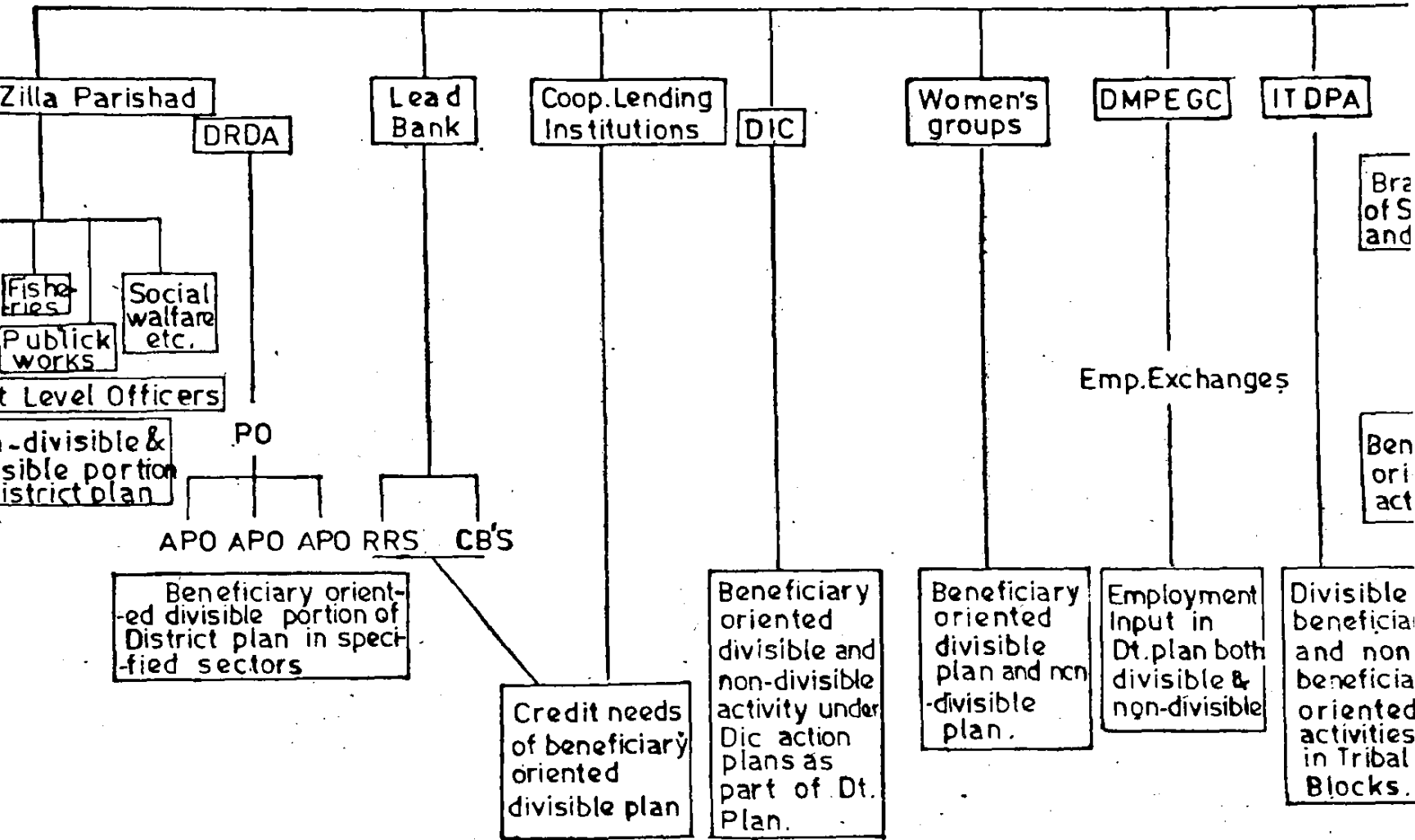
4.51 District Planning is not merely positioning of some personnel and creating of some structures. It

is infusing skills, weaponry and tactics into them, endowing the structures with functions, finances, powers and authority, evolving procedures, methods and techniques and organising flows communication, reciprocal interactions and exchange. The elements that we referred to above constitute the life and blood in a planning system. They are as much important for District Planning, as for planning at any other level—national, regional or state. Without these ingredients, District planning is bound to degenerate into a truncated, compartmentalised and anaemic activity, resulting in what may be called 'asphyxiated' or 'ghost' Planning i.e. infrastructure building without activity, or *vice versa*. How to make District Planning function as part of a "systematic" framework with all the ingredients incorporated into it is the task that we have to address ourselves to in this exercise. Our survey of the present state of art of District planning in the country clearly shows that this activity has remained a non-starter all along because all the essential elements or ingredients that we referred to did not exist as a total package; somewhere the structures existed; the personnel were not there; or personnel existed but skills, powers or authority were lacking; somewhere the district planning process got choked on the way and could not flow; somewhere the flow began but directions were not clear and so on. All these weaknesses are now apparent from our analysis here. There are several remedial measures—alternatives, as we call them. Our task is to choose the right ones among them suited to the context and seek to re-build on whatever that exists, so that we might invigorate district planning and make it function in an organised manner. This is rightly a challenge in multi-level planning.



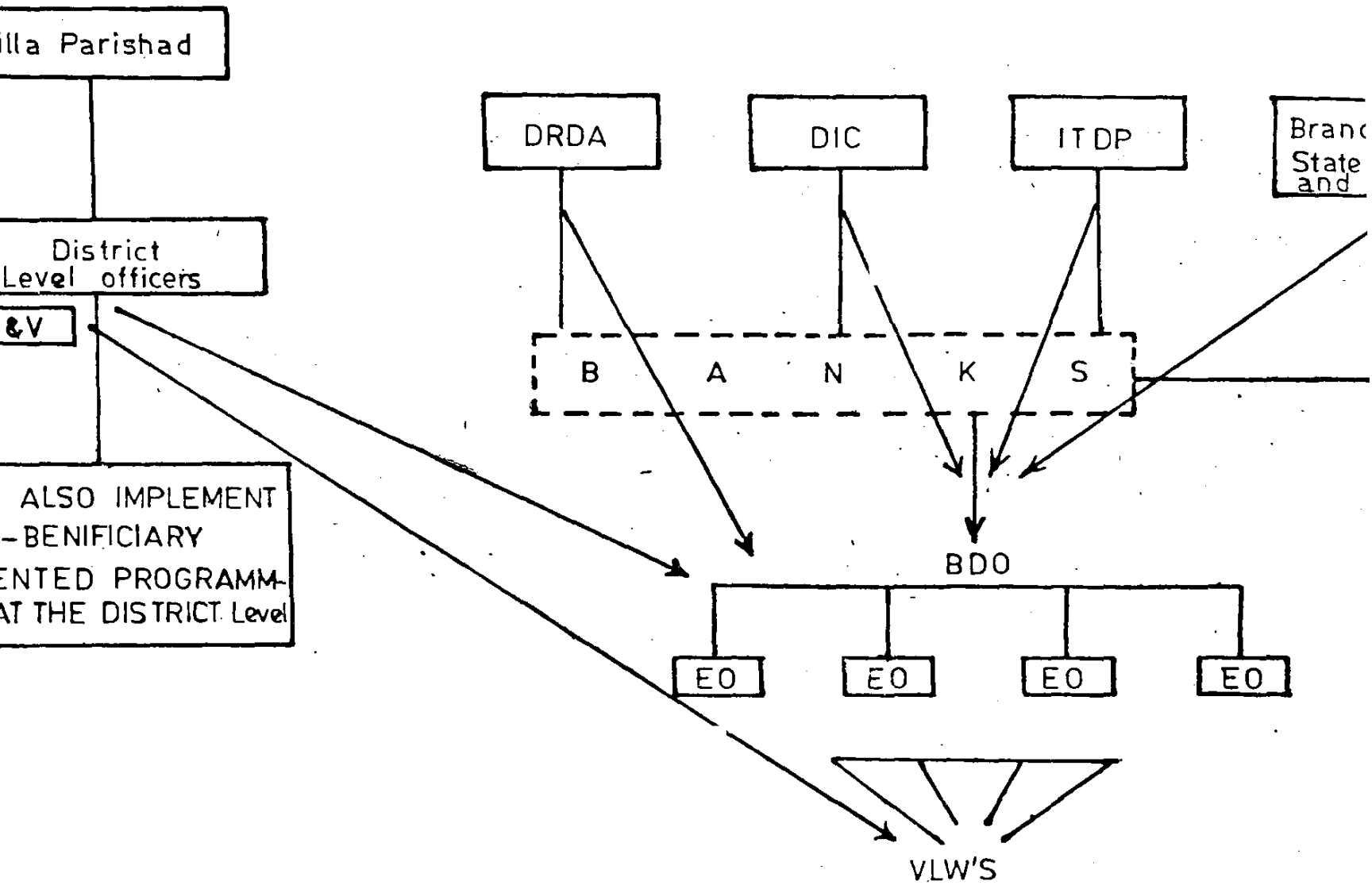
# DISTRICT PLANNING AGENCIES AND THEIR ROLES

## DISTRICT PLANNING BODY - (DISTRICT PLANNING BOARD OR ZILA PARISHAD)



# IMPLEMENTING AGENCIES

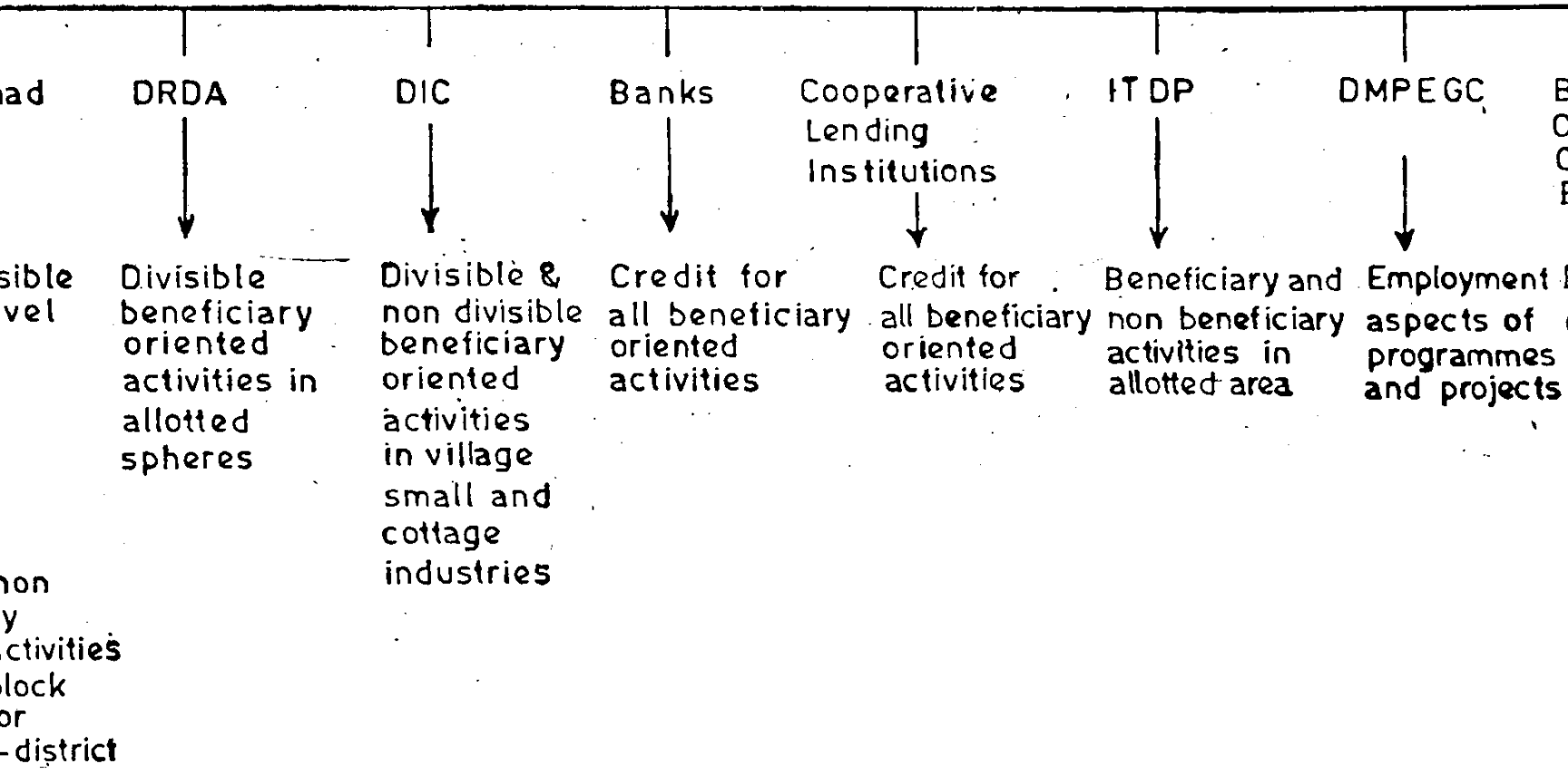
## BENEFICIARY-ORIENTED ACTIVITIES



# MONITORING AGENCIES

## DISTRICT PLANNING BODY

ASSISTED BY THE DISTRICT PLANNING CELL OF THE DISTRICT PLANNING BOARD OR BY THE PLAN IMPLEMENTATION CELL OF ZILLA PARISHAD.



## CHAPTER 5

### DISTRICT PLANNING—THE PREREQUISITES

5.1 Decentralisation, though attractive as a policy is a hard prescription and presents many problems, difficulties and constraints during implementation. In order that it may be effectively implemented, a number of prerequisites have to be fulfilled, which will include, not merely the evolution of certain important multi-level planning procedures and practices, but also a whole range of administrative or organisational devices that may improve the efficiency, effectiveness and responsiveness of various levels of administration. Therefore it cannot be overemphasised that decentralisation efforts must be thoroughly prepared and carefully implemented.

5.2 Most of the essential prerequisites for decentralised district planning would call for sustained action from the State-level. They must include apart from political commitment, some measures for the dis-aggregation of allocations, delegation of administrative and financial powers, evolution of new patterns of administrative behaviour, a reorientation of attitudes and relationships, building up of capabilities and instruments of control, establishment of participatory structures and umbrella mechanisms, and continuous training and retraining of personnel. The Working Group considers the following prerequisites in this Chapter :—

- (i) Defining the scope and content of a District Plan;
- (ii) Disaggregation of Plan funds from the State to the District level on appropriate criteria;
- (iii) Establishing a suitable organisational framework for District Planning;
- (iv) Effecting certain Administrative Decentralisation Measures;
- (v) Establishing a proper District Planning Machinery;
- (vi) Establishing a District Planning Unit at the State-level; and
- (vii) Making arrangements for the training of personnel.

#### The Scope and content of the District Plan

5.3 In any District Plan exercise, the first step is to define what precisely should constitute a district plan. Planning in a complex socio-economic situation should ideally cover all aspects of the social and economic life of the community living in the area and also the management of all the natural resources. This would mean all activities of all organisations and

individuals in relevant area. This, however, is an ideal frame. In operational terms, it may be necessary for us to limit our attention to what would technically come to be recognised as a plan at the local levels. These plans formally exclude a number of important activities like general administration, management of many of the resources and even those institutions and activities relating to development which have been formally transferred to the non-plan side of the State. While the planning exercise may limit itself to the formally ascribed plan, it will be necessary that in a district plan, note is taken of all important activities outside the formal plan frame, particularly those elements which have a direct bearing on the formal development plan. For example, activities like the maintenance of educational institutions or the irrigation projects completed earlier are a part of non-plan activity; but if they are not adequately taken care of, investment on their further extension cannot but be infructuous. A comprehensive plan of the total situation at the district level would help in correcting steps being taken on the planning frame itself being suitably modified to avoid such anomalies and for achieving optimum results with the limited resources. Several representations were made to the Working Group during their visits to the States urging that plan funds should be permitted to be used towards some essential maintenance of development works, which were suffering for want of adequate funds for this purpose from the non-plan sides. This is an aspect which cannot be ignored. Some States like Gujarat are using the funds from the incentive grant component of the District Plan funds for undertaking some urgently needed repairs. The Working Group, therefore, strongly recommends that there should be no bar for incurring some essential maintenance expenditure from plan funds to revive and rehabilitate some languishing investments. This would go a long way towards the consolidation of our development gains.

5.4 The formal plan would cover a large spectrum of activities with widely varying coverage. Some schemes may be relevant to a village, some to a group of villages or a block, the district or the States as a whole. In the first instance, therefore, all the plan programmes have to be broadly divided into two groups, viz., those which are relevant to the district or the sub-district unit and those which are relevant to more than one district. The former may be termed as district level programme and the latter as State level programme. This principle of differentiating planning functions in relation to different geographical levels on the basis of specific incidence of benefit has a distinct advantage in planning. It lends precision to the planning methodology and avoids overlapping

of functions. It also enables the broad quantification of total plan outlays to the districts. The State Governments of Maharashtra, Gujarat, Karnataka and U.P. have sought to operationalise their district plans by adopting such classification. Our discussions showed that though the underlying rationale for this division is sound and easy to understand, this is not a simple task to accomplish. It has been achieved in states against considerable resistance from the departments. A close examination of the function allocated to the districts by these states also showed that the system has not yet been perfected, and that anomalies do exist and revisions are continually being made. This is not surprising, as perfection in multi-level planning procedures will take a long-time to be achieved. At one stage in Maharashtra the categorisation of schemes into three groups, namely State-level schemes, Divisional level schemes and District level schemes was considered. Later on, it was decided to abandon the Divisional level schemes in view of the complexities in administration and planning which it entailed. The rationale behind this decision was to reduce the levels of administration through which activities have to pass; multiple levels normally create delays and tend to stifle the initiative from below. In big States, perhaps the need for an intermediate tier may arise. But it has to evolve cautiously, after building up the necessary institutional structures and procedures for this purpose. Uttar Pradesh for instance is now experimenting with an intermediate tier, but has not yet devised satisfactory structures and procedures for this purpose. The Working Group is in favour of a cautious approach in this regard. It commends the adoption of a two-fold classification of schemes into District level and State-level schemes by the States. We have worked out an illustrative list of the State-level and district level programmes which may be adopted with suitable modifications by different states in the country. (See Appendix 5.1)

5.5 Sometimes it is suggested that the Constitution should be suitably amended :

- (a) to include a new entry in the Seventh Schedule to provide for a District List; and
- (b) to provide a concurrent list for State and District levels.

These are in the nature of fundamental changes in the federal structure. Experience among the States has shown that the same purpose could be achieved through executive orders by the State. The Working Group therefore advocates this comparatively simple procedure.

#### **The dis-aggregation of plan funds from the State to The District-level**

5.6 As a wholesome process, decentralisation should pervade all levels of government. This implies the levels endowed with stronger fiscal base should devolve large resources to levels having weaker fiscal base. Earmarking of tax heads, enlargement of share-

able pools of revenues and loans and enhanced grants-in-aid are some of the important instruments of resource transfer envisaged under the fiscal federal framework. Mobilisation of larger resources at all levels should augment plan resources. Mobilisation does not depend merely on raising of rates. Plugging of tax evasion and arrears, curbing waste and inefficiency would also increase the flow of resources from stronger to weaker levels of government. Of course, there must be a commitment towards devolution and decentralisation of resources at all levels i.e. from Centre to State, State to District, District to Block and Block to Village. Such transfers should be reasonably adequate taking note of the functions and responsibilities assigned to each level. In the case of the transfer of funds from the State to the district, the objective is to nourish the grass-roots planning and decision-making at the district level and must be based on sound principles.

5.7 The laying down of principles for the dis-aggregation of plan funds from the State to the districts is a difficult problem. There is an absence of well-established guidelines for decision-making in this field.

5.8 For tackling this problem in a practical manner, one must proceed from a consideration of the planning functions entrusted to the districts. Thus the district-level programmes which are culled out from the State plan on the basis of their geographical location and spread of benefit, as described earlier, would also form the basis for determining the "divisible outlays" available to the districts. One method of deriving this is to calculate the proportion of outlay which would be appropriated by the major state sector schemes and then to derive the district sector outlay as a residuary of this. Thus in the study conducted in UP, it was revealed that 53% of the total allocation was appropriated by the power and large and medium irrigation sectors. Besides, there were sectors like land reforms, roads and bridges, higher technical institutions (e.g. medical colleges) etc. which accounted for another 17% thus making a total 70% allocation to the State sector scheme. Thus the residuary 30% was found to be available for district level schemes. Similarly, it is understood that 40% proportion was arrived at for the district allocation was appropriated by the power and large sector schemes in Maharashtra. It should be understood that the relative proportions of the outlay between State and district sectors for any State would depend on the structure of schemes. For example, if a State is concentrating on building up of basic infrastructure like power projects, irrigation industries etc. the share of State level plan outlay will be much higher. Similarly, even within the same sector, relative emphasis on bigger projects may increase the proportion of State level outlays. In Punjab and Haryana, it was mentioned that the divisible proportion of outlay available to districts would be considerably less, as a major slice of investment goes towards financing the big power and irrigation projects. An alternative procedure could be to provide for all the district sector schemes in the first instance and to treat the State Sector as residuary.

Perhaps the exercise could be conducted from both ends and the figures ultimately reconciled. It should be understood that the proportions yielded in these types of analysis represent a static situation, as they relate to the priorities assigned to different sectors in a State, at a particular time. If these proportions are also accepted as the basis for making future allocations, they may leave little or no scope for the districts to take up new schemes. This aspect should be borne in mind and the State should ensure that some cushion is left for districts to formulate at least some new schemes. In this context, it would be necessary to institute some test checks to judge the adequacy of the allocations. It was mentioned that UP carried out a test to find out the degree of satisfaction derived by the districts in the matter of allocation. This test revealed that the backward districts had larger surplus for discretionary schemes. From all these experiences, the Working Group feels that for practical planning purposes, the allocation principles stated above would be and large, be adequate. But any proportion arrived at by a State should not be continued on a permanent basis, but should be constantly watched in a dynamic context and revised. The revision may be carried out say every five years. This could be done by the Planning Department in the State as a normal and routine planning function with the concurrence of the State legislature. This has been done so by the State Governments of Gujarat, Maharashtra, Karnataka and Uttar Pradesh. They have not experienced any difficulty in following this method.

5.9 Sometimes a suggestion is made for appointing a statutory Local Finance Commission to deal with transfer of resources from state to the district level. A provision in this regard is contained in the Kerala District Administration Act. Of course, it is for the State Governments to decide upon their own procedures. The Working Group feels that the proven method followed in Gujarat, Maharashtra etc. has in it an inherent advantage of adequate flexibility, as revisions or corrections in the allowance formula could be applied at any point of time i.e. even within a period of five years, if need be.

5.10 The next question, is about determining the share of different districts in the divisible pool of funds according to certain objective criteria. We understand that broadly three features have been taken into account for this purpose in different states where district level planning has been started as also in the tribal sub-plans for the purpose of distribution of outlays project-wise. These are population, area and the level of development. The level of development itself is to be clearly defined. A number of parameters have been used for this purpose like level of double cropped areas, irrigation, literacy, roads as per hundred sq. kilometres, etc. We find that it will be difficult to work out a unique combination of these parameters applicable to all the States. Moreover, it may be difficult to get the statistical base for all the items to work-out the index of the level of development. Each State, therefore, may work out its own criteria for giving weightage on account of level of development. A comparative statement showing the criteria and the relative

weightage given to each component in the criteria adopted for the States of Maharashtra, Gujarat, Karnataka and U.P. which was mentioned in Chapter 4 may be seen in Annexure 4.1. In some cases, it may be possible for those who know these areas well to come to an agreed conclusion on the basis of their experience which may not be distinctly quantifiable. In the absence of reliable data, judgement based on experience will be the best guide. We recommend the divisible plan outlays may be distributed among the districts on the basis of three elements, viz., population, area and level of development.

5.11 Effecting financial decentralisation by determining the divisible outlay at the state level and then dividing this among the districts on some rational criteria no doubt ensures a proper share of allocation or plan funds to the districts. This does not however, automatically confer autonomy on the districts to utilise these funds according to their discretion. This is because most of the allocations indicated to the districts are already pre-empted for various departmental schemes and are provided in the budgets of the sectoral departments. The actual Decision-making powers in regard to the utilisation of these funds vests with the departmental heads and not with the district planning body. Vesting the district planning body with all powers to decide the sectoral allocations in the district is an ideal goal which can be reached only at some distant point of time. In the mean time some special steps must be taken to give some scope to the district planning body to undertake a few local development programmes on its own to meet the local aspirations and requirements. This could be done by making a discretionary allocation to the district planning body. In this way, some degree of localism in planning could be built into the district planning process. This will initiate a learning process at the district level and gradually equip the district planning bodies to tackle the planning tasks. This is implied in the concept of 'free or united funds'. It has to come about gradually in the states perhaps starting with 10% and progressively enlarging this proportion every year. The State of Gujarat, for instance, has provided for 20% discretionary outlay to the District Planning Bodies. The National Committee on the Development of Backward Areas has also advocated this approach. We also recommend that the State Govts. should adopt this approach.

5.12 The scheme of division of resources to local levels from above must also provide for some impetus to the local community to generate some resources on its own, howsoever, small it may be. This would lead to a sense of participation among the people and would increase their motivational levels to help themselves to the extent possible. In this way, it is possible to expand the resources available for district planning. If the idea of mobilisation of local resources by the people catches in a big way, it could become the key factor in increasing local productivity and self-reliance. Self-reliance in the sense of mobilising local resources to supplement the external resources is a goal worthy of emulation at the local level. In applying this concept to district planning the State of Gujarat has shown the way. In this allo-

caution formula for the transfer of plan funds for the State level, this State has set aside a small proportion (5%) as incentive grant to match efforts made at the district level for additional mobilisation of local resources in kind and/or money. This has had a very salutary effect on the entire planning process. It has brought about the people's involvement and made district planning a participatory endeavour. The Working Group commends this approach for emulation by other States.

5.13 A question was raised during our discussions whether the principle of matching assistance by the local community should be applied uniformly to all districts alike or in a differential manner providing for a lesser contribution from the most backward district whose ability to mobilise local resources will be comparatively less. The Working Group, having carefully considered this question, felt that it is not the quantum of resources that a community is able to mobilise which is important. It is the principle which matters. The principle here is to motivate the community towards a measure of self-reliance and thus to bring about an attitudinal change. For communities which are in a relatively backward state and where there would be genuine difficulties initially for mobilising internal resources, a differential rate of contribution may be fixed over a certain interim period which may be clearly specified. Thus in Gujarat, the proportion of community contribution has been lowered to 25% for certain categories of relatively backward talukas in the district. The States may consider similar arrangements for areas, which in their opinion may need a differential approach to motivate local communities in relatively backward areas.

5.14 Another question considered by the Working Group was whether the backward districts in the States could be deemed 'Special category areas' for preferential allocation of funds and thus could be preempted from the application of the normal formula for allocation among districts decided by the State. It was argued that such a procedure may lead to the accelerated development of such areas. The method followed by the Centre for 'Special category States' for whom the Gadgil formula does not apply was cited in this connection. The Working Group, having considered this question carefully, felt that the application of such principle in the States will cause considerable confusion and will lead to constant pressures for inclusion of more areas under the special category. It was noted that the case for special category States in the Centre arose in a different historical context. It was felt that so far as the relatively underdeveloped districts in a State are concerned their cause would be adequately served by giving proper weightage to the various criteria of backwardness in the allocation formula, rather than by treating them on a separate footing.

5.15 The resources available at the district level have also to be allocated among the blocks on some rational basis. The reduction of intra-district imbalances should be the aim in this context. Gujarat has already devised an equitable criteria based on some indices of backwardness. Other States should evolve

their own methods for this purpose. In districts, where special problems are met within some blocks, some special dispensation may become necessary.

#### Organisational framework for District Planning

5.16 With decentralisation must go institution-building, by which we mean the formation of mechanisms that afford a continuous and sustained forum for people to discuss the issues and problems that concern them, to decide ways and means to meet such problems and to plan activities that reflect their needs and aspirations. Traditionally, the district has been a territorial level of field administration primarily concerned with law and order and land revenue. Despite several changes in the scope of district administration, it has yet to become a competent tool of development administration. Besides, there is no all embracing government at the district level which combines political and administrative set up which is made accountable to the electorate. The Constitution recognises only two levels of government viz., the Union and the States with separate lists of powers and responsibilities along with areas of concurrent jurisdiction. The statutory bodies functioning in the districts have either meagre powers and responsibilities and/or limited territorial jurisdiction. Under these circumstances clothing district administration with enlarged developmental responsibilities and powers without the requisite political control would pose problems of accountability. We would, therefore, emphasise that what we want at the district level is a social instrument of decision-making which would be a happy blend of local autonomy, administrative capability and planning expertise. Such an institutional framework should be able to generate thinking as to alternative values, preferences and aspirations for the local plan, to function as the channel through which the conditions and needs of the local communities are articulated and made known to the planning levels above and to assist in mobilising local resources for promoting development from the "bottom up".

5.17 In the chapter on "District Planning : The State of the Art", we referred to the various organisational patterns that have evolved in the different states for district planning. These include the Minister Chairman Model, the District Collector model and the non-official chairman model. The Working Group's analysis of the functioning of these structures showed that the twin problems faced by them in common are the problem of horizontal and vertical coordination and integration of the political and administrative systems at the district level. An ideal institutional framework at the district level must ensure the following :—

- (a) It must offer an integration of the political, district, administrative and local institutions for determining the programme of development for the district and the manner in which it can be implemented, thus enabling direct interaction among, Panchayati Raj bodies, non-official agencies like co-operatives and implementing agencies;

- (b) It must bring together all the administrative operations at the district level under effective coordination and control of a single agency. The system devised must be able to effectively counteract the powerful forces of centralisation and fragmented decision-making associated with vertical administrative hierarchies dealing with separate segments of the country;
- (c) It must provide an effective mechanism for formulating a programme of development based upon the local resources, needs and expectations of the people;
- (d) It must clearly lay down a programme of work for the participating agencies which could be made responsible for the proper execution of their respective assignments; and it should effectively oversee the implementation of the district plan.

5.18 While evolving an appropriate organisational framework which could achieve the above objectives, three important issues must receive careful consideration viz. :

- I. The role of the District Collector;
- II The inter-relationship with the Panchayat Raj institution at the district level; and
- III. Administrative decentralisation.

#### The role of the District Collector

5.19 Traditionally, the Collector was the kingpin of the district machinery. An institution in himself, he was expected to provide both the vision and drive to make the district progress. The people of the district looked up to him for solving their problems and difficulties. He was accepted by the heads of all the functional services in the district as their natural leader and approached by them for advice, guidance and positive assistance in the achievement of their respective programmatic goals. So far as the State Governments were concerned he was the man on the spot responsible for keeping the peace and ensuring good administration including timely and effective action in emergencies.

5.20 This position has greatly changed in recent years. The number and size, variety and complexity of promotional/developmental activities and problems connected with them have made it impossible for the Collector to "manage", as he was doing before. New Departments have been set up at district level for specific areas of activity and in all departments the lines of functional control have been strengthened. The bifurcation of the Collector's functions into regulatory and developmental and entrustment of the latter to panchayati raj institutions as in the case of Maharashtra and Gujarat have further eroded his position of leadership in the district administration. His writ does not run in the district with the same speed, vigour and certainty as before. This has inevitably led to a deterioration in the standards of administrative management and poor achievement of plan results.

5.21 The experience with the implementation of PRIs in both Maharashtra and Gujarat has revealed that the development programmes of a district cannot really take-off without the active participation of the District Collector. For instance, it is not possible to implement an urgent construction programme without an adequate supply of cement, nor is it possible to go ahead with an irrigation project without expeditious disposal of land acquisition cases. Similarly a Collector cannot be expected effectively to maintain law and order, unless he understands the needs and aspirations of the people and can ensure timely formulation and implementation of development programmes meant for them. Therefore, in District Planning bodies, the Collector must play the ~~role of the Chief Coordinator~~. To enable him to discharge these responsibilities properly and efficiently, he must have the necessary status, powers and responsibilities. He should be able to effect the necessary horizontal and vertical coordination in the planning and implementation tasks. The J & K experience has demonstrated that the single line administration has considerable merit. But it is doubtful if the well established line departments which have taken deep roots of their vertical hierarchy into the district set-up will allow such a change to come about. In view of this hierarchical growth of line departments, it is difficult to ensure smooth implementation of district level schemes. The only way to counter this is to make the district level officers rally round the Collector as the Head of the District. In order to move towards this goal, the departmental functionaries must be considered as on deputation from their respective departments and posted to the District Planning bodies. In this way they will be made responsible for implementation of their respective programmes at the district level and will be held *accountable* for their performance to the District Planning bodies. This is no doubt a major structural re-organisation. But such changes are very necessary if the District Planning process is to be made effective.

#### Inter-relationships with the PRIs

5.22 The active involvement of the PRIs in the district planning process cannot be wished away. Decentralisation implies progressive devolution of decision-making functions to people's institutions. The District administration and the political authority at the district level have to interact and mutually come to terms. The very objective of democratic decentralisation is to reduce the alienation between the two. The Working Group on Block level Planning set up in 1977 had examined this question and observed as follows :

"All said and done, there is no getting away from the reality that the political authority has to have a decisive voice on all major issues pertaining to planning. After all, in a democracy, the elected representatives of the people at the national and state levels take the major decisions on public policy, the form and content of planning, sectoral allocations and their priorities and the mode of resource mobilisation. The civil servants and technical experts, whether in



the national Planning Commission and State Planning Boards or professional institutes, can at best spell out the implications of various policy options and work out internal consistencies."

5.23 We find ourselves in alignment with the above views expressed by the Block level Planning Group. The involvement of the citizen and the elected representatives should be ultimately built into the administrative system. Suitable institutional structures which can bring about such integration must evolve in due course, as more and more experience is gained in this direction.

#### Administrative Decentralisation

5.24 Matching commensurate power with responsibilities is a ticklish problem in public administration. Functional approach to this problem is difficult to come by. Apart from the problem of accountability, willingness to part with power is found wanting both at political and administrative levels. The problem is complicated by dual responsibility of district level functionaries in spite of state sector departmental schemes and district sector schemes which will come under the purview of district planning. Though enhanced delegation of powers to district level officers is important for both sets of schemes, it is of special importance to district sector schemes. The procedure for administrative and technical sanction should be so simplified and streamlined that none of the district level schemes be referred to state head-quarters. Once a scheme is included in the annual plan which is authorised by the legislature as part of the state budget it should not normally be necessary to refer matters to Finance|Planning Department for according financial sanction. The District Collector|Deputy Commissioner should be empowered to exercise some of these powers especially those of financial|expenditure sanction within broad limits. Powers of reappropriation within minor heads of account should also be vested with the Collector. Only matters beyond the prescribed limits of sanction or reappropriation should be referred to Finance|Planning Department. In other words, the accept should be on bulk control rather than on detailed control.

5.25 If there were district governments, it may become necessary to bifurcate district level functionaries from departmental officers operating at the district level. In the absence of such fundamental changes, such bifurcation would throw up knotty cadre problems for district administration. However, it is important that district level functionaries are brought under the control of the Collector and District Magistrate who should be the sheet-anchor of implementation of district plans. To ensure the compliance of district level departmental functionaries, their Confidential Reports in respect of district sector performance should be written by the District Collector which should form part of the personal files of concerned officers.

5.26 Following the recommendations of the Balwant Rai Committee, Administrative Reforms Commission and Ashok Mehta Committee etc., it is

argued that, in view of the increasing developmental responsibilities devolved on the District Collector, it is necessary to bifurcate the functions performed by the Dist. Collector into 'regulatory' and 'developmental' and entrust the latter to an equally senior officer well-versed in developmental activities.

5.27 The Sixth Plan document has also recommended the appointment of District Development Officers to shoulder the responsibilities of Development Administration. Since the Collector's association with the developmental work is a must for reasons which we elaborated earlier, it is suggested that a senior officer of the rank of Additional Collector may be provided in each district to assist the Collector and to relieve him of much of the routine responsibilities. The National Committee on the Development of Backward Areas has also made a similar recommendation. In this way, the Collector can concentrate on planning and implementation of the development schemes and the programmes. It is understood that some States have already provided some assistance to the District Collector. Those who have not provided such assistance are well advised to do so before the Seventh Five Year Plan.

5.28 The size of the districts should also be made more manageable purely on Administrative grounds. Departmental Officers at the district level should not be subjected to frequent transfers. They should normally be kept in one district for a minimum period of three years. Officers serving in remote or inaccessible districts could be paid special pay of upto 35% of their salaries. Residential accommodation and other minimum facilities should also be made available in such areas.

5.29 Suitable adjustment must be made in the budgetary format and Demands for Grant of the state to display district plan outlay to ensure accountability to the legislature. Within each Demand, a Minor Head called 'District Sector Schemes' may be opened. This is necessary for purpose of financial control, accounting and audit. An additional document called the Annual District Plan should be placed before the legislature along with other budget papers. This document should contain district-wise information on annual plan in terms of Minor Heads and Sub-heads. Listing of each individual scheme and the detailed—heads may be avoided. This should serve the broad purposes of legislative, executive and audit control.

#### 5.30 District Planning Organisation and Process

(a) *Functions of the District Planning Authority*— Within the framework of Multi-level planning, the District Planning Authority should be entrusted with the following functions :

- (i) crystallisation of local needs and objectives within the broad framework of national and state-level objectives;
- (ii) taking stock of the natural and human endowments of the district and the regions within the district as well as the level and pattern of development attained so far;
- (iii) listing and mapping of amenities at the village, block and district levels;
- (iv) formulation of district plans in their socio-economic, temporal and spatial dimensions

along with their linkages with the rest of the economy;

- (v) formulation of policies, programmes and priorities relevant for the district;
- (vi) coordinate implementation of the district plans;
- (vii) monitoring and review of implementation of district plan and programmes with due regard to their linkages and dependencies;

#### District Planning Body

5.31 The District Planning Board should consist of a Chairman, Member-Secretary and a reasonable number of members say 50. This would make it a fairly representative body.

We feel that the size and composition of the District Planning Body should be decided by the State Governments. In the guidelines drawn up at the National level, we would only like to indicate some essentials. The question of who should be its Chairman would depend on the model proposed to be adopted by the State. If the Minister model is preferred, it would be desirable that the Minister does not belong to the district. In order to give fair representation to the Zilla Parishad, it would be desirable to make the Chairman of the Zilla Parishad as Co-Chairman. The designation of a Co-Chairman would be helpful, as the Minister often finds it difficult to attend all meetings of the District Planning Body. The Chief Planning Officer of the District may be its Member Secretary. But he could be a Member of the DPB if the Collector is its Member-Secretary. The role of the Collector in the District Planning Body is an important one. It is immaterial whether he is the Chairman, Vice-Chairman, or the Member-Secretary of the district level institution for development, which is the position obtaining in different states at present, built is he and he alone who should be the Chief Executive of this institution. The Chief Executive Officer of Zilla Parishad may also be a member. Other members may comprise of the following :

- (i) Chairman of Subject-Committees in the Zilla Parishad,
- (ii) Municipalities/Corporation (Three municipalities may be given representation by rotation),
- (iii) Chairmen of Panchayat Samities (two Panchayat Samities may be represented by rotation),
- (iv) M.L.A.s representing the district,
- (v) M.P's representing the district,
- (vi) Lead Bank representative,
- (vii) Representative of cooperative credit bank,
- (viii) Representative of Khadi and Village Industries Commission,
- (ix) Representative of DIC,
- (x) Social Workers,
- (xi) Educationists,
- (xii) Chambers of Commerce and Industry and Trade Unions,
- (xiii) Associations of Farmers/Agricultural workers/Artisan groups, and

#### (xiv) Representatives of Women, SC/ST.

In addition to the above authority, it would be desirable to have a smaller Executive Body which will be in the nature of a Steering Committee. District Development Commissioner/District Collector may be the Chairman of this Committee and the Chief Planning Officer may be its Member-Secretary. Other members may be important officers drawn from the developmental departments and agencies. The number should not normally exceed 25.

5.32 The above kind of set-up for district planning has been preferred by the Working Group at the present stage of our development. The Working Group is aware of the argument which advocates that peoples institutions like the Zilla Parishad should become the planning bodies at the district level. They should not merely plan but also allocate resources and have supervisory powers over the bureaucracy and in this way, the organisational distance between the point of decision and the point of implementation should be rendered minimum. However, it should be noted that under the prevailing arrangements, the Zilla Parishads wherever they exist are functioning within a limited field and do not handle all the functions envisaged for the District Planning Authority. But this is not an argument for divesting them of planning functions. The Working Group feels that ultimately the Zilla Parishads should assume all the planning functions at the district level. Till they develop the capacities to plan, other arrangements may prevail.

5.33 Another question that is raised sometimes is whether an institutionalised system for District Planning should have a statutory sanction. Among the States in the country, we have a solitary instance of a statutory model for district planning in Kerala State, which has provided for the constitution of District Councils. But these institutions have not yet taken off, for various reasons. We have also in our country the experience of Panchayati Raj Institutions, which also enjoy a statutory status. From their performance and experience, we may conclude that statutory sanction is not a guarantee against institutional decay and functional deterioration. Our view is that for the district planning bodies, statutory sanction is not necessary. These bodies may be constituted under an executive order of the State Government, as has been done in most states in our country.

5.34 The Divisional Committees introduced in U.P. raised questions in the Working Group about the utility of an intermediate tier for planning in our country at this point of time. It was felt that the only relevance of an intermediate tier would be for the formulation of schemes that over-spilled the district boundaries. However, in view of the fact that such schemes will be very few in number, the utility of an intermediate tier was questionable. In this context, the experience of Maharashtra during the formative stages of operationalising the District Plan was also noted. This State had originally considered the possibility of introducing a three tier planning set up, with the District, the Division and the State as the three tiers; but since functional jurisdictional issues posed serious problems, as well as problems of organisational

structure, it was decided to drop the idea. Some of the members of the Working Group felt that multiple levels of review and approval would only create delays, cause uncertainty and perplexity among the lower level District Planning Bodies and even choke enthusiastic participation from below. However, it cannot be denied that ours is a vast country, with some of the States being bigger than individual nations in some continents like Western Europe. For atleast such of those bigger States in the country an intermediate tier may, perhaps, be necessary. But this has to come as an evolution over time, after the requisite administrative and other capabilities at the various levels have been built up. This is an important consideration because, as we see now, even the administration at district level (which have had a long history) is yet to gear and adapt itself to the complex tasks of development administration. We, however, do not propose to foreclose the issue relating to an intermediate tier for planning, especially in bigger states. We are of the view that the States, in their wisdom, should decide about it. In any case, we would emphasise the point that any State which would like to introduce an intermediate tier between the District and the State should do so only after making considerable preparations and building up effective organisational structure as well as communication channels and procedures. Besides, such a start to constitute an intermediate tier must not impinge on the decentralisation contemplated to district level. The intermediate tier should attempt to bring the State Government nearer to district and not the other way about. Otherwise, it is likely to result in compartmentalised planning, overlaps and conflicts in administration and may even inhibit the healthy growth of grass roots level planning.

#### District Planning Office

5.35 Planning is a technical job irrespective of the level at which it is performed, it will require a full complement of expertise ranging from planning technology to subject specialisation. To make District Planning effective, the necessary complement of staff should be patiently built up over the years. The head of the District Planning Office should be the Chief Planning Officer who should be next to the Collector in rank. He should have considerable experience in developmental work and should be conversant with techniques of socio-economic planning, spatial planning, project planning and analysis, programme evaluation and so on. He could be drawn from any stream of service so long as he has the requisite background and experience. His status in the district should only be next to that of the District Collector/District Development Commissioner. On recruitment he should be specially trained in regional area planning methodology and techniques.

5.36 The Chief Planning Officer should be assisted by an able team of experts drawn from various disciplines like economics, statistics, agronomy, cartography/economic geography, engineering, sociology, banking etc. as well as from subject areas like agriculture, animal husbandry, horticulture and so on. The actual size and composition of this team should be left to the district. There should be flexibility here depending on the socio-economic and ecological characteristics of the district. The technical staff should be assisted by a

modicum of supporting staff, office equipment such as typewriters, cyclostyling equipment, calculators (including micro-processors wherever possible) and so on. At least one vehicle should be provided to enable the planning staff to be mobile and conversant with realities in the field.

5.37 There should also be a Planning Officer of BDO's rank at the block level assisted by two Research Assistants and a Typist and messenger to help the Chief Planning Officer to coordinate the block level programmes with due regard for intrablock gaps in development and amenities.

#### District Planning Unit at the State Level

5.38 To complement and bolster the planning capacity at the district levels, the State Government should also make some arrangements. A competent unit for District Planning should be established at the State level which should :

- (i) develop studies in respect of inter-district variations within the State,
- (ii) develop suitable criteria for distribution of plan grants to the districts,
- (iii) develop criteria for earmarking funds for the blocks,
- (iv) help the District Planning Offices in the initial years as a peripatetic team to develop technically sound comprehensive district plans,
- (v) evaluate and develop district planning methodologies and practices, and
- (vi) integrate the district plans with that of the state.

#### Planning Cadre

5.39 There should be one single planning cadre for the state comprising of the technical planning staff at the block, district and state levels. Initially, a part of staff having the requisite experience and background may be drawn on deputation from other developmental departments or as short-term consultants from professional and technical bodies. Universities and Colleges. Though there should be provision for lateral entry at any level of the planning staff, the effort should be to develop a self-contained state cadre for planning to man all levels of planning in the state.

#### Training

5.40 Planning is neither a theoretical exercise nor decision-making by hunch. In most cases, planning taught in the Universities is highly theoretical and abstract. Similarly, courses in regional planning run by the Architecture and Planning Schools in the country lay more emphasis on spatial aspects and less on socio-economic aspects of planning. This is so far as academic learning is concerned. On the other hand, the functionaries actually engaged in planning are not quite familiar with the concepts, methodologies and techniques of planning. At the technical level therefore, there ought to be a happy blend of spatial and socio-economic dimensions of planning with

due understanding of grass-root level problems of development and administration. Such orientation could be ensured only through carefully designed training programmes. In general, programme agencies should develop an appreciation for comprehensive planning and deeper understanding of techniques of cost-benefit analysis as well as sectoral and project planning. They should also be made familiar with techniques of data gathering and analysis. On the other hand, those who man the District Planning Organisations should be given a more intensive and broad-based training in relevant areas like Economics Statistics, concepts and techniques of comprehensive, spatial, sectoral and project planning. They should also be well-grounded in analytical and evaluative techniques.

5.41 Since it has been envisaged to commence district planning in a big way during the Seventh Plan period, a massive programme of training should be initiated by the Centre and the State Governments for capability building among the personnel. Suitable institutions for this purpose should be identified. Some apex level institutions in the country should concentrate on the training of trainers. Such training should accord specific attention not only to the formulation of local level plans, but also to monitoring and evaluation techniques, and impact assessments. Each State Government should identify a few selected model institutions in their area for running training courses for District Planning functionaries. The institution selected for this purpose should be equipped adequately for this purpose. A research component should be

built into such training programmes to render the training courses empirically relevant and operationally valid. For this purpose, the training institution would choose a district and would undertake some continuing action-oriented research in close association with the District administration. This will provide the data base for the exercise to be undertaken during the training programmes. Such an arrangement would also afford testing facilities for new ideas. In this way, the possibilities of better district planning can be tested during such programmes.

5.42 At the Centre, the Department of Personnel (Training Wing) must come forward in a big way not merely to organise the training of trainers in the apex level institutions in the country, but also to assist the State Training Institutions to equip themselves for the training tasks. If training programmes can be organised on action-research basis as envisaged here, it would help to evolve simplified planning techniques for district planning, assist in improving the consistency in the content of local level plans in relation to the objectives and in the development of simplified systems of monitoring and evaluation of rural projects with the participation of local functionaries and the local people.

5.43 We recommend that the Department of Personnel (Training Wing) in collaboration with the Planning Commission should set up a group to work out the curriculum as well as the modalities for a properly conceived training programme for district planning for trainees at different levels.

## CHAPTER 6

### PLANNING METHODOLOGY FOR DISTRICT PLANNING

6.1 As mentioned earlier, the Planning Commission issued certain guidelines for District Planning in 1969. These guidelines are reproduced in Volume II for facility of reference. After issue of these guidelines, the Planning Commission attempted some experiments to formulate an integrated development plan for a few selected districts, e.g. Karnal, Hoshiarpur and Mysore. But unfortunately, these attempts given up due to various difficulties and so the guidelines have not been followed by the State Governments to operationalise the concept of district planning. The opportunity to demonstrate the applicability of these guidelines through pilot experimentation has been lost. The reasons for this failure were stated in chapter 2 of this report. This Working Group would like to emphasise that the prescription of guidelines is one thing and applying these guidelines for operationalising the district planning process is quite another. The present attempt in producing a fresh set of guidelines after considerable effort may meet with the same fate, if not followed up by suitable measures to operationalise this concept. The Planning Commission has a special responsibility and definite role in this task of assisting the States in preparing and implementing reasonably satisfactory district plans following a sound methodology.

6.2 On the question of methodology itself, we would like to make some pertinent observation. The central problem in District Planning, as we see it, is that of the state of theory and practice of decentralised planning. The more elaborate and complicated theoretical concepts and comprehensive planning methods that can be suggested for preparing district plans do not necessarily resolve all the problems of specifications and integration of objectives and policies which the planner is likely to face any more satisfactorily than simpler methods which are often resorted to. At the same time, the former call for a higher input of human resources and time. Above all, the very 'best' analysis is not worth the while if it comes too late for the decision and at a very high cost. But this is not to suggest that very simple methods be used when better alternative methods are known and can be applied. It is therefore, recommended that the methodology of district planning should be simple without sacrificing rigour. It should suffice for decision-making if the planning team at the district level can prepare a broad district profile drawing attention to the resource potentials and problems of development of the district and give detailed proposals which are concrete, practicable, feasible from the financial point of view and in line with the accepted goals for the local level. The methodology of district planning should be simple and the district plan itself concrete, specific and practical. This is

essential to ensure that district planning takes off the ground at least during the 7th Five Year Plan.

6.3 We may now address ourselves to more substantive issues in the methodology for district planning and to the planning process in general.

6.4 The process of development planning may be viewed in terms of a number of phases. These are :

- Pre-planning phase;
- Planning phase;
- Implementation phase; and
- Monitoring and evaluation phase.

Although in practice, these phases are not mutually exclusive operations and are often partly overlapping, it makes sense to characterise each of them separately, for the sake of identifying the numerous planning tasks to be performed.

6.5 The various actions to be taken prior to the introduction of district planning were set out in the chapter on Pre-requisites for District Planning.

6.6 In the Planning Phase, we would suggest the following steps in sequence for the formulation of the district plans. This would in fact be the simple methodology to be adopted for district planning :

- (1) Formulation of the major objectives of the district plan.
- (2) Compilation of data for district planning.
- (3) Bringing out the profile of the district in relation to the basic objectives.
- (4) Formulating the main strategy and thrust of district planning.
- (5) Analysis of the existing programmes and projects with reference to the strategy outlined above and proposals regarding--
  - (a) modification of the ongoing programmes and projects.
  - (b) proposals for removal of inter-block disparities.
  - (c) Assessment of unemployment|under employment and proposals for manpower planning and budgeting.
  - (d) inclusion of new projects and plans.
  - (e) interlinkages between various projects and programmes.
  - (f) organisation and management to ensure that no implementation gap exists.

- (6) Assessment of resources for allocation to various programmes and projects.
- (7) A statement of physical and financial components of the district plan.
- (8) Statement of spatial dimensions of the district plan.
- (9) Relationships and links between the district plan and regional and state development plans.

6.7 The methodology of district planning elaborated in this Chapter is normative. It seeks to describe a process as it ought to be. It assumes that the districts will have the freedom to plan for the entire districts sector, which may not be true for all the states at present. It is, therefore, necessary to make it clear that all the procedures outlined here would be applicable only at a stage when full-fledged district planning would be possible.

#### Formulation of the objectives of the District Plan

6.8 As stated in Chapter 3 of this report, there have been three basic national objectives in the past and these still continue to be relevant to planning in the years to come. These are :

- (i) increasing production;
- (ii) reducing unemployment; and
- (iii) alleviating poverty.

The whole process of formulation of district plans must focus on the attainment of these objectives. All the subsequent stages which we have suggested for district planning, such as collection of data, preparation of profile of the district, formulation of programmes and projects, allocation and deployment of resources, and organisation and management of district plan must aim at realisation of these objectives. Gathering of extensive data or formulation of a plethora of schemes without close relation to these objectives would serve very little purpose.

6.9 These objectives must be articulated with reference to the different sectors of the economy and the different sections of the society.

6.10 The economy is customarily demarcated into three sectors viz: (a) primary sector, (b) secondary sector and (c) tertiary sector. Of these, the primary sector at present is of the greatest importance. The primary sector mainly consists of agriculture and related activities such as dairy and animal husbandry, fishery, sheep and goat rearing, horticulture, sericulture etc.

6.11 The secondary sector consists of manufacturing activities related to agriculture, that is, agro-processing enterprises such as sugar factories and rice mills, the production of consumer goods, village and cottage industries and the handicrafts.

6.12 The tertiary sector consists of organisation and supply of inputs for agricultural and rural industry, marketing rural credit and banking and crop and general insurance.

6.13 To these three sectors may be added the infrastructure sector consisting of drinking water, health and education facilities, irrigation, electrification, construction of network of roads, transport facilities, etc.

6.14 The district plan must consist of integration of developmental activities in all these four sectors so as to deal with the problems of unemployment and poverty. Full employment is both an objective of planning and also the means of reducing poverty and increasing production. It is only through expansion and diversification of economy that the problem of poverty and unemployment could be solved. The district plan must essentially provide for expansion and diversification of the economy so as to reduce poverty and increase employment.

6.15 Except for a few towns which serve as central places, district economy in most cases is essentially a rural economy and in such a rural economy the population consists of (a) farmers—large, medium, small and marginal, (b) landless labourers, and (c) artisans. The rest of the people in villages or towns belong to trade and service sectors. While dealing with the problem of poverty and unemployment, the district plan must focus on providing gainful employment opportunities to small and marginal farmers, agricultural labourers and artisans.

#### Compilation of data for district planning

6.16 It is with reference to these objectives that the data has to be collected. The data for district planning should be in relation to the four sectors of the economy and the various sections of the society which have been mentioned above.

6.17 As we noted earlier, the States in the country differ widely in regard to decentralisation of planning to the district level. Accordingly, the freedom to plan and decide issues at the local level is varyingly limited in the different States. Keeping this in view, one should try to identify the necessary minimum amount of data and information necessary for planning and decision making at the district level. Very often data are grossly over-collected and not put to use. There is, therefore, a real need for collecting only such data that can be put to use. As an UNRISD report points out "Data grave yards should be avoided". It appears therefore, necessary to delimit what minimal data should be collected.

6.18 In an attempt to develop a hierarchy of priorities for data/information at *district level*, it will stand to reason that the district planner should go in for collection of indepth data and information only for the areas regarded as district planning functions (We referred to these functions in the earlier chapter as "District Sector functions"). This Working Group, therefore, suggests that the collection of data/information by the district planning team must cover all those areas defined as the "District Sector", including such background

information, as may be helpful in their meaningful interpretation. Many States are already collecting such data at the district level. Some are also bringing out District Handbooks. In Karnataka, we found that even at Taluka level, such handbooks are being brought out and that they also contain some partially processed data, such as selected indicators of development. Gujarat has village amenities record. Madhya Pradesh has developed its own format for collecting village-level information. The State Planning Institute in U.P. has brought out elaborate district-wise information including 'levels of development indicators'. Andhra Pradesh is engaged in developing a Computerised Resource Information System. All these are useful attempts and would greatly assist the District/Block planner in the task of preparation of local, level plans. The present Working Group would broadly indicate the data/information useful for district planning and some analyses that are necessary. The Working Group not propose to prescribe any rigid frame for data/information needed for district planning. It feels that in this, as in many other aspects of district planning, there is scope for each State to carry out innovations, as warranted by individual circumstances. Nevertheless, some delimitation for collecting minimal information may be useful. With this idea, an illustrative list of data/information useful for district planning is shown in Annexure 6.1. This data/information is structured under the following data sets :

- (a) Ressource
- (b) Demographic.
- (c) Agro-economic
- (d) Socio-economic
- (e) Infrastructure and
- (f) Sectoral

6.19 States are advised to adjust their data requirements depending on the scope to be given by them for district planning and taking into account the analytical abilities of their planning teams.

6.20 Coming to the question of lack of data/information for planning, we may point to various areas of deficiency which are noticed at the district as well as State level relating to (a) income and consumption levels of the population, (b) employment and unemployment, (c) technology and productivity, (d) inflows and outflows of goods and services and (e) district income estimates. The extent of the data/information gaps may not be the same in all district/States because of historical reasons. But we would like to emphasise that due attention need to be given to the problem of availability and reliability of data/information.

6.21 On the first two items, some information is available from two sources. One of them is the data thrown up by some NSS rounds and the other is the data collected during the primary surveys conducted at the micro level for implementing the IRD Programme. However, both these sources have certain limitations. The sampling pattern of the NSS data is such that we do not get adequate coverage for building up districtwise information from this data. There-

fore, this data has serious limitations for use in district planning. The data collected through primary surveys under IRD, on the other hand, are of varying degrees of reliability, as the surveys have not always been designed systematically. With more experience, it is hoped that these surveys will be better designed and would yield better quality information. The alternative to these two sources of information would only be that of conducting of fresh primary surveys at the district level. Necessarily, such surveys would be costly and time-consuming. Under such circumstances, the Group feels that to start with, the district planning exercise may incorporate the results of such surveys as are readily available, duly cross-checked with other information and refined to the extent possible; but gradually the NSS data should be made usable by introducing the required changes in the sampling pattern.

6.22 On technology and productivity, the information has to be obtained from various sources, including from some spot surveys, if necessary. In order to obtain data relating to inflows and outflows of goods and services, it would be necessary to build up regional accounts at the district level on a systematic and continuous basis. The Central Statistical Organisation should initiate this process with the active assistance of States. The Group notes that the C.S.O. had set up a Committee on Regional Accounts in 1972 and the report was given in 1976. The recommendations of this Committee should be quickly implemented.

6.23 The lack of data on District income and its break-down by sectors and blocks is yet another deficiency. Even though the methodology for calculating income accrued is quite complicated, it is possible to compute the income generated by the commodity producing sectors. This 'income originating' will be a useful indicator for district planning in many ways. Already the Bureau of Statistics and Economics in some states such as Karnataka are computing such figures. The Working Group recommends that District-wise estimation of 'Income Originating' should be attempted by all States. In the meantime, whatever information is available from various sources should be assembled and used in the planning exercise.

6.24 The data base could be greatly strengthened by the utilisation of technological tools like aerial photo interpretation and remote-sensing technology. The Group was greatly impressed by the presentation of the multi-disciplinary resource survey undertaken by the officers of the Indian Photo Interpretation Institute, Dehradun. We suggest that for every district in the country, the following thematic maps may be prepared :

- (i) Geological;
- (ii) Groundwater;
- (iii) Soil;
- (iv) Forest;
- (v) Land use;
- (vi) Optimal land utilisation; and
- (vii) Integrated Resource.

6.25 For undertaking the above exercises, aerial photographs will be needed. It is understood that obtaining aerial photographs is a lengthy process requiring clearance by the Defence Ministry. In the present context, as these aerial photographs will be required for an exceedingly important national task, the Defence Ministry should relax their regulations and make them available without delays. The Planning Commission should identify suitable educational and other research institutions in the country where such work could be carried out and should provide adequate funds to these institutions to undertake this work. If this work could be undertaken as a crash programme, during the next two years, it would be possible to equip each district in the country, before the commencement of the Seventh Plan, with up-to-date natural resource information. This will give a great fillip to District Planning strategies for development.

#### **Bringing out the profile of the district in relation to the basic objectives**

6.26 This is the stage at which the insights gained through the analyses of data should be brought together in relation to the basic objectives. This would then provide what we call the profile of the district and would itself suggest the strategy for development which is particularly relevant to that district. Thus the profile of one district may be of predominant dependence on dry land farming i.e. a drought prone district. The profile of another may be one of extensive irrigation potentialities some of which have already been developed and the rest are in the process of development. A third district may be one of an urban hinterland which can provide inputs for a major industrial centre. Clearly, these different profiles would call for different strategies for development. Often the process of district planning has been one of mechanical application of uniform guidelines without having regard to the unique profiles of individual districts. District plans have essentially to be tailor made and not picked up from the peg. Without deterrent to these basic ideas, in *Annexure 6.2* is given a list of items under which the profile of the district may be prepared.

#### **Formulating the main strategy and thrust of district planning**

6.27 As stated above, the thrust on the strategy of planning for every district is derived from its socio-economic conditions. Thus if the profile is one of a drought prone district, then the bulk of the plan must concentrate on conservation of soil and water, afforestation, and other such investments. On the other hand, if the profile is one of a district with irrigation potential, then the plan should concentrate on the development of that potential either of sub-soil or surface water. This can be done through a programme of construction of wells or water conveyance under a major irrigation project. In the third case, where a large part of the district is a hinterland for a major industrial centre and where the district could provide inputs to the Centre, the plan may well concentrate on skill formation and provision of workshop facilities. The main point which is of import-

ance in the formulation of the district plan is that it is not a routine operation which overlooks the obvious potentialities of a district. Our district development machinery suffers from its division into water tight compartments where the left hand does not know what the right hand is doing! This becomes a serious limitation on the process of district planning. The district planners must have a total and comprehensive perspective of the district and a district profile would only emerge from such a comprehensive perception of the planners of the needs and potentialities of the district.

6.28 At present, since district planning is not based on a meticulous assessment of local resource potentials, needs and problems, there is no attempt to formulate the basic strategy for the district and its sub-regions and then make the individual programmes and schemes of development to conform to it. As practised now, the strategy/strategies for the plan are vertically compiled, each sectoral department working out its own strategy which may not be area specific. When District planning becomes a full-fledged and independent operation at the district level, this procedure will have to change. In this context, working out the area strategies for the district and its sub-regions will constitute the most important step and the content of the plan must be derived from these strategies. Taking note of the progress made by States towards District planning and the procedures that have been followed over the years, it is realised by the Working Group that the change that is contemplated here will take a long time to materialise. But it is necessary to project our thinking on the subject in right channels so that the change could be steered appropriately.

#### **Analysis of the existing programmes and projects and proposals for their modification and expansion and introduction of new ones**

6.29 It is in the context of profile and strategy of district plan as outlined above, that various programmes may have to be analysed. Several ongoing programmes do not succeed because they do not match the requirements of the districts. The programmes may be all right in general concepts but in details they may fail. Thus a programme like TRYSEM may be all right in terms of training for development of skills for employment but if the skills for which training is given have no market or are not suitable to the socio-economic background of the people, then the scheme is bound to fail; another scheme like rural credit for milch cows for the poor people may utterly fail, if there is no arrangement for collection and sale of milk or organisation of a dairy or provision of veterinary aids. Increased production in the wake of creation of irrigation facilities may be counter-productive if infrastructure facilities are lacking. Hence the existing or ongoing schemes must be subjected to very close scrutiny in terms of suitability of these schemes to the specific conditions of a district; and if on scrutiny they need to be modified to suit the requirements of the district they should be suitably modified. Often the approach is one of imposing the central schemes as a straight jacket which does not fit the varying local requirements.



The central or centrally sponsored schemes or even State schemes should provide for sufficient flexibility to take note of the varying local requirements and the district planners must have the freedom to suggest local modifications in the schemes on the basis of close scrutiny of how the schemes have actually worked. Such flexibility is the very essence of the district level planning. Also a district plan must provide for replacement of the existing schemes with new schemes or supplementing existing schemes with new schemes. The approach should be that Central or State schemes do not have a prior sanctity and must be tested in the crucible of experience of every district.

6.30 Interlinkages between various programmes and projects are extremely important though these are over looked, with the result that individual plan schemes do not fructify in the absence of backup from supporting programmes. Thus for example, credit might be available for the purchase of milch animals but milch animals of good quality may not be available. In that case, credit may be disbursed and figures regarding disbursement of credit by institutions may go up; but the objective of greater production and gainful employment may not be realised. Indeed, successful implementation of programmes require that all the forward and backward linkages are properly taken care of. Providing interlinkages for the successful conclusion of a programme would itself be a successful method of district planning. Empirical studies have shown that such linkages have been absent. Providing for these interlinkages goes to the very heart of district planning.

6.31 Finally, one of the persisting weaknesses of planning in India is the implementation gap between what is aimed at and what is accomplished. It is the specific responsibility of district planning to fill up the implementation gap. Planning has been successful in those countries where such a gap is bridged. District plan should take note of various leakages that prevent the impact of plan programmes being felt. Thus it is said that very often the subsidies under various plan schemes do not reach the beneficiaries but are swallowed up by some intermediaries. The plan programmes must contain proposals for strengthening organisation and management which should prevent such a leakage. (In *Annexure 6.3* is given a list of various programmes in various sectors of the district plan).

#### Determination of Intra-District Disparities

6.32 Reduction in existing imbalances between various economic and planning areas and between various segments of society is a priority item in the district planning exercise. The Working Group would suggest that at present the block may be considered as the unit area for eliminating intra-district disparities. To arrive at intra-district variations suitable indicators may be developed.

6.33 Analysis based on these indicators would enable the relative ranking of the respective blocks as developed or under developed within the district.

6.34 Many methods exist to arrive at inter-block variations and related backwardness of the areas.

The methodology adopted for this purpose generally includes consideration of a number of indicators and a certain amount of normalisation of values, before arriving at some form of cumulative indices. Such analysis could be conducted by the planning team with the assistance of economists and statisticians.

6.36 While projects schemes are planned actions be considered for adoption are presented in *Annexure 6.4*.

#### Formulation of programme|project|scheme

6.36 While projects|schemes are planned actions involving investments such as building a road, a hospital, a school etc., programmes imply a combination of inter-linked schemes conforming to a specific objective. In micro level planning, this distinction is particularly important, as a package approach consisting of relevant schemes and projects would lead to a greater impact at the local level. At the district level, sectoral programmes conceived on the basis of perceived National|State needs and priorities mingle with small schemes and projects identified on the basis of local needs and potentials. While the former type of sectoral programmes would emanate from the concerned departments, the latter type of small projects|schemes will be formulated at the district level. Normally these small projects|schemes at the district level will not need extensive project formulation exercises. As it obtains today (this trend may be expected to continue for a long time to come), bulk of the project|scheme formulation exercise will be done in the concerned departments by technical experts who have knowledge of project appraisal techniques. The relatively small sphere of planning that may be assigned to the district level planning team, may not make heavy demands on the knowledge of sophisticated techniques for project appraisal. The District Planner's task would be rather focused on setting priorities among the numerous project|scheme ideas thrown up during his resource inventory and other analyses and those that emerged during his discussions with the public as to felt needs. His choice among different candidate projects has to rest on other considerations than the quantified efficiency evaluation.

6.37 Some guide points for making such projects scheme choice are provided in *Annexure 6.5*. These should be consulted by the District Planners.

#### Assessment of resources for allocation to various programmes and projects

6.38 The resources for district plan could be raised as follows :

- (i) Resources available from State Plan for particular projects;
- (ii) Resources available from State for schemes of general nature not tied to specific projects;
- (iii) Resources of local bodies;
- (iv) Funds emanating from credit institutions;
- (v) Resources available through voluntary efforts and non-governmental agencies.

6.39 The district planning should be an attempt to dovetail the various resources for different projects and schemes in an integrated manner.

6.40 In some States resources in addition to those available under projects and schemes are allocated for district planning. We reiterate our earlier suggestion made in Chapter 5 that while allocating resources to districts, an attempt should be made to give weightage in favour of backward districts in the State.

#### Manpower and Employment Planning

6.41 One of the important objectives of district planning is to ensure that the problem of unemployment and under-unemployment which is plaguing the planners from plan to plan is tackled more effectively and systematically at the grass-root level. It would be easier to get an idea of the extent of unemployment and under-employment at micro levels than at a macro-level. While the projects/schemes to be formulated in the district plan within the available financial resources will be mainly aiming at the optimal utilisation of the natural endowments of the district, the fact that human resources are also part of natural endowment cannot be lost sight of. Where, therefore, in a district there is availability of a particular type of human skill, it stands to reason that the projects/schemes to be formulated must provide full scope for the utilisation and efflorescence of that skill. But in most cases, it may so turn out that the human resources available will need to be trained to meet the requirement of the plan projects/schemes. In such a situation, it is necessary for the planner to determine the requirements of various skilled manpower for the projects/schemes and after assessing the availability of the skilled manpower of the district make a provision for training of additional manpower to meet the requirement of the plan over a period of time. Even in regard to skilled manpower, the district planner may not be required to go into highly skilled categories like doctors, engineers, architects etc. beyond merely stating the demand for his projects/schemes. The planning for this highly skilled manpower should be undertaken at the State level, as we do not, in the present state of our development, envisage that it would be possible for taking up the planning for medical colleges and engineering colleges and the like in the district sector. It is, however, necessary for the district planner to determine the demand for intermediate categories of manpower and make adequate provision to train the manpower to meet the requirement for the district sector projects/schemes. Again it may so happen that in some intermediate categories, the planning cannot be confined to the requirement of one district totally, as adequate manpower may not be available in that district or there may be a surplus of it. In such circumstances, he should take into account the outflow or inflow of manpower into or from the neighbouring districts for his plan.

6.42 While determining the extent of unemployment and under-employment in the intermediate categories it is necessary for the district planner to forget the difference between the expenditure under non-plan on the one hand and plan on the other hand

because employment can be the outcome of either. He has to take a total look at the employment picture both under non-plan and plan for assessing the gap.

6.43 However, the most stupendous task of the district planner is to ensure that the vast majority of unskilled labour in the district is provided with employment. Even if the employment in the projects/schemes of the district as formulated is taken into account, there will still be a huge backlog to be catered for. It is only in this context that national schemes like NREP etc. have been formulated. He may have to consider specific labour-intensive schemes/projects to provide for full employment and for this he may require provision of some free funds at the district level, apart from whatever is available under the national level schemes like NREP. In determining the type of projects/schemes, he should take up for employing this vast army of unskilled labour in the district, he should keep in mind that the additional wage earnings that accrue to the people does not result in heavy inflation and increase in the price of wage goods, as it will work contrary to the purpose of planning itself. In other words, these projects/schemes should be directed in wage goods production sectors like agriculture, animal husbandry, forestry, horticulture, etc.

6.44 Since the degree of unemployment/under-employment is not the same everywhere, it is necessary to adopt a differentiated approach to employment planning for different types of areas. Three types of areas may be distinguished for this purpose. These are :

- (a) Areas where more financial resources for investment are available than manpower;
- (b) Areas where resources (investment) and manpower availability are equal; and
- (c) Areas where availability of resources are much less than availability of manpower. These are areas of chronic unemployment.

6.45 It is in the case of category (c) areas that employment guarantee for the unskilled becomes a basic issue and larger funds are to be provided. The Working Group recommends that programmes like NREP may be confined to such areas only and may not be operated uniformly in all areas.

6.46 Further details of the methodology of manpower planning are discussed in Chapter 7 separately.

#### A statement of physical and financial components of the district plan

6.47 This would flow from various projects and schemes worked out for the districts and the financial allocation of resources to these projects and schemes. This would be nothing but a mere statement of what has been worked out earlier.

#### Statement of spatial dimensions of the District plan including blockwise breakup as well as Central places or growth centres

6.48 In the past, planning has been sectoral rather than spatial. In recent times, the importance of

spatial dimension of planning has been recognised. Development planning has been looked upon as a hierarchy of growth centres. Implicit in this are proper locational decisions which could contribute to the maximum of advantages to the people in the area. The pilot projects in growth centres initiated during the Fourth Plan by the Ministry of Agriculture, Government of India, experimented with various techniques. A simple methodology for spatial planning is indicated in the appendix to Chapter 7, where the subject of spatial planning is dealt with in detail.

#### Task adoption

6.49 Once a plan on the above lines has been worked out within a scheme of priorities, the next step to be taken would be to recast the plan in accordance with the departmental structure by allotting tasks and responsibilities to the various departments and agencies, suggesting the order priorities and time schedule to be followed in the implementation of the various programmes.

6.50 While drawing up a programme for the development of specific activities, it would be desirable to keep two things in view. The first is always to look at specific activities, not as unrelated or individual items by themselves but in terms of their inter-relationship with other related, subsidiary or supplementary activities and to draw up plans for all the related activities, in an integrated manner.

6.51 The second point to be borne in mind is that at economic activity cannot be seen in its true perspective unless it is seen in a dynamic context, that is, in the context of a situation in which for a variety of reasons, changes are constantly taking place in respect not only of other economic activities but also in respect of the availability of natural resources, infra-structural facilities and the administrative structure. The developments in respect of these factors will be influenced and will also affect the developments under various economic activities.

6.52 The manner of formulating the programmes suggested here implies an intense interaction with departments involving a relay and re-relay process. This is the essence of a multi-level planning process which will lead to an interlinked programme package for the area. Only some examples will make this clear:

- (a) If a cold storage is established in an area, there may immediately be a sizeable expansion of the area under certain crops like potatoes or horticultural crops, increase in the area under irrigation and in the consumption of fertilizers.
- (b) If there is a large-scale expansion of sheen rearing in a particular area, it might lead in the long run to an increase in the tempo of activity in carding, spinning as well as weaving industries;
- (c) If the distribution network for power is extended to a new area, it may result very soon in a sizeable increase in minor irrigation facilities and consequently in agricultural production, which would in turn give rise to the demand for the improvement of facilities for communication, marketing, credit, etc.

- (d) If a rural hinterland is integrated with the marketing complex by the construction of a bridge or a link road, the entire cropping pattern of the area might change and supplementary programmes like dairying, poultry etc. may also receive a considerable fillip.

6.53 Thus it should be noted that programme and project formulation in various sectors cannot be seen as isolated exercises, but must be attempted by carefully taking into account their various complementaries and linkages with other activities which may lie in the same sector or in other sectors.

#### Drawing up the Plan

6.54 In the methodology described above, there are two streams from which project proposals emerge. One is the range of proposals projected by the people themselves. More often than not, these are in the nature of a basic need or something of immediate concern to the people. Sometimes, they may also include certain development-oriented proposals (as revealed from the experience from some States especially Gujarat), like those meant to provide avenues of employment. At the other end, the resource inventory and other analysis serve to provide basic information in regard to the special resource endowments of the areas and throw up some meaningful projects and programmes. The project ideas emerging from the two sources have then to be assigned their appropriate priorities and the plan then drawn up. The following 'Project profile' feasible in the context of a district plan is illustrative and indicates an approach to a district plan drawn up from the perspective of local development:

- (i) tank restoration, new constructions and water supply schemes; improvements in land and water management;
- (ii) infrastructure projects like access roads, culverts and bridges over prepared tracks and rural electrification schemes;
- (iii) employment generating schemes including farm development, live-stock development, small industry, handicrafts production and the processing of local raw materials;
- (iv) schemes to provide certain essential needs of the community with the larger objective of conservation of non-renewable resources e.g. social forestry, bio-gas, organic manure etc.
- (v) schemes of social services like schools, health centres, community halls etc.; and
- (vi) special schemes for target groups including employment of young men and women, marginal farmers and landless labour.

6.55 All the above range of options and possibilities requiring multi-level sections have to be detailed out with their tentative estimates, priorities, year of construction or commencement, employment potential the local resource mobilisation position, the available skills for the purpose, the extent to which voluntary labour and self-help that may be

obtained for the projects from the local area etc. The final plan should contain the tentative cost of each project and programme, summary of the mode of implementation, actions needed by the various agencies, the system of financial control and monitoring methods during the course of implementation and final evaluation. It should be noted that in the plan finalised in this manner, some will be entirely implemented with local resources and labour, whilst there will be certain other schemes which may have both a self-help component as well as some external financing in the shape of incentive grant from government. Then there will be a set of projects and schemes entirely funded by Central and State Government agencies and departments. In the District Plan, all projects and schemes should be fully reflected, so that the plan is seen as the total development effort undertaken by the numerous agencies at the district level with all their inter-relationships, interdependencies and complementarities duly worked out.

#### **Programme integration and consistency in the District Plan**

6.56 After the projects/schemes have been appropriately chosen, these have to be put together in the Plan framework for the district in accordance with the sectoral priorities and allocations already decided upon. While doing so, certain important points should be kept in view, in order to ensure that the individual district plans emerge as integrated and balanced plans and satisfy the necessary inter-sectoral consistency conditions. The following broad guidelines are indicated for this purpose :

- (i) It must be ensured that the district plan fits in the framework of the State Plan and the National Plan. This is because the District Plan must reflect the main thrust of the National Plan and also embody the priorities indicated in the State Plans.
- (ii) The sectoral allocation as emerging from the various district plans in the States must add with the budgetary allocations made sectorwise at the State level. Certain difficulties in this regard were brought to the notice of the Working Group during its deliberations. In Karnataka, the non-conformity of the district plan allocations with the State budget led the State Government to change the district plans. Similarly, in U.P. certain essential programmes were left out in the District Plan and the State had to make necessary changes in the district plans. These distortions tend to result during the planning process and some adjustments will always become necessary either in the State plan/sectoral plan outlays or in the District Plan themselves. The best way of covering these problems would be to establish effective multi-level planning procedures between the State and the district levels so that there would be constant communication, consultation, relay and re-relay of information leading to necessary adjustments during the planning process. In this way, conflicts could be avoided between the State and the districts.

- (iii) The task of preparing integrated and balanced district plans is not an easy process. Despite the efforts of the planners, certain imbalances are likely to be present in the plan. Therefore, it would be necessary to apply some essential checks, so as to examine whether certain vital inter-relationships and closer mutual dependence of different programmes have been maintained in the Plan.

6.57 The draft plan drawn up as above should then be placed before the District Planning Body (Board or Council, whatever be its nomenclature) and fully discussed and finalised. Thus the district plan must be finally decided through the existing democratic process and modified as necessary. Some changes here may be marginal, some may be significant; whatever they may be, these changes should be incorporated into the final plan. The procedures described here would ultimately lead to a development scenario at the district level which will be consistent with the specific needs of the people, growth potential of the area and budget allocations available. The district plan emerging in this manner should then be forwarded to the State Government for being dovetailed into the State Plan.

6.58 There should be a time-table for planning in the State, so that planning at the district level could be smoothly dovetailed with planning exercises at the state-level. The District Planning Office should be given adequate time, say about 3 months, to formulate the District Plan with some degree of thoroughness. It would be desirable to begin the annual planning in the district by 1st July. This would necessitate that the state government should give a tentative indication of resources by that date. The final figure about State resources should be communicated to the districts by the 1st week of October. This would imply that the Central Planning Commission should assess the resource availability to the states by the end of September itself every year. The District Planning Boards should finalise their annual plans for the ensuing year during the second half of October. This would enable the State Planning Boards to finalise the annual plans of the state by the end of November when the states would begin their discussions with the Central Planning Commission to finalise their respective state plans. Delay in indicating the resources position sufficiently in advance will result in crashing of the Planning cycle and jeopardise the quality of multi-level planning.

#### **Temporal Frame for District Plans**

6.59 In the light of objectives set out for district planning, it would be realistic to think in terms of three kinds of District Plans in relation to different time spans. These would be:

- (a) A Perspective Plan—covering 10 to 15 years—which will be mainly in the nature of Resources Development plan with the primary objective of reducing regional disparities in development in the long-run. More specifically, it should aim at bringing up the level of development of the district on par with the most developed districts of the state.

- (b) Five Year Plans which would take into account the long-term perspective, but would be based on the availability of financial resources and a certain ordering of priorities;
- (c) An Annual Plan which would be an operational programme linked with the annual plan and budget at the state level. It should spell out what is to be done when, where, by whom and at what cost. It should work out the spatial dimension as well as the horizontal and vertical linkages of programmes envisaged at the district level.

6.60 A simultaneous movement in all these directions, though desirable may not be feasible. The minimum expertise made available for District Planning may, therefore, be initially directed towards the formulation of a medium term plan coinciding with the Seventh Five Year Plan along with its annual break-up. In States, where the pre-requisites for District Planning are already established, the annual plan exercise for the district may commence even from 1984-85 onwards. Other States, where the District Planning infrastructure and the essential pre-requisites have not been established, should start providing for these from 1984-85 onwards so that District Planning could be initiated positively from the beginning of the Seventh Plan in all the States in the country. Once these Five Year Plans are formulated, the preparation of annual plans would be a comparatively simpler exercise requiring no more than one to two months.

6.61 The Working Group considered at length the question of preparing District Perspective Plans. The logic of preparing perspective district plans is unexceptionable, as it would provide a systematic frame of thinking to tackle the problem of reducing the inequalities in the development of different districts in the State over a definite time frame. The Working Group noted that some experience in perspective planning for districts is available atleast in four States in the country viz. Maharashtra, Tamil Nadu, Jammu & Kashmir and Karnataka. The State of Andhra Pradesh experimented with Regional Perspective plans for its three regions.

6.62 Maharashtra visualised a 15 year perspective plan commencing from 1970-71 and made some preparations. It collected available statistics on various aspects of the district economy in a standard format. It also set up some Technical Resources Survey Teams at the State level, which prepared the status reports on Agriculture, Livestock, Dairy and Poultry Development in each district. After these preparatory exercises, the actual task of preparation of the perspective plans was somehow not pursued further.

6.63 The State Planning Commission of Tamil Nadu conducted an exercise in District Perspective Plans for a twelve year period i.e. 1972-84, intended as major input for the State Perspective Plan.

6.64 These District Plans are based on a three-stage methodology outlined by the State Planning Commission in its guidelines. These guidelines

could be usefully consulted by the State Governments proposing to prepare District Perspective Plans. The Tamil Nadu Government District Perspective plans contain the following essential elements :

- (a) Computation of district and/or sub-regional income by sector and its rate of growth during the years 1972-84;
- (b) The financial resources likely to be available;
- (c) The main agricultural and manufacturing activities to be intensified or initiated and the inputs and infrastructure that they will need;
- (d) The supplementary activities by priority that are to be intensified or initiated and their required inputs;
- (e) The locations of (c) and (d); and
- (f) The social services and cultural promotion to be provided.

The discussions with the State Government, however, revealed that these district plans did not become operational documents.

6.65 The Government of Jammu & Kashmir entrusted the preparation of District Plans to a consultancy firm. The exercises that resulted from this experiment also contain some lessons in methodology, although discussions with the State Government revealed that the line departments were not fully involved in this process and that the estimations and projections made in these plans have proceeded from a weak data base.

6.66 In Karnataka, perspective plans for each district keeping a time horizon of 10 years (1974-84) were prepared with a view to providing a long term frame work. Though these perspective plans covered the present level of development, resource potential and the problems of the districts in various fields, the programme/scheme formulation aspect was weak in the sense that the programmes/schemes suggested did not take full cognisance of the problems highlighted. Again the departmental approach was continued without recognising proper linkages. So ultimately the perspective planning ended as an exercise in futility.

6.67 The Working Group recommends that the experiments made in the above mentioned states should be carefully studied by the State desiring to embark on District Perspective Plans, so that the various pitfalls characterising these exercises could be avoided and the perspective plans prepared in future could become useful 'work' documents' to guide the medium term and annual plans.

6.68 While District Perspective Planning may be attempted over a period of time after collecting all required information, the immediate objective should be to attempt district five year plans co-terminus with the 7th Five Year Plan. These district plans co-terminus with the 7th National Plan should be formulated in all the districts of the country. It would

be a time bound task entrusted to the district administration. Since these would be the first operational district plans, they would also serve as benchmark plans and provide the perspective for district planning in the years to come. The work for the preparation of district plans, we recommend, should

be immediately taken on hand because atleast a period of one year would be required for the formulation of the five year district plans. Once these five year plans are formulated, the preparation of annual plans would be a comparatively simpler exercise requiring no more than 1 to 2 months.

## CHAPTER 7

### SOME SPECIAL ASPECTS OF DISTRICT PLANNING

7.1 In the logic and implicit methodology of district planning on a systematic basis, there are *three* components, which may be construed as the 'core' of district planning. These are :

- (i) Project/scheme planning,
- (ii) Manpower and Employment Planning, and
- (iii) Spatial planning.

7.2 All the above three components require a modicum of skills on the part of the planner, as they involve use of various techniques. These techniques could be varied in terms of their degree of sophistication; they may range from simple to complex and from rule of thumb methods to statistical and computer analysis. We have dealt with the methodology for Project/Scheme planning in the earlier Chapter. In this Chapter, we deal with the techniques for Manpower and Employment Planning and Spatial Planning. At the present stage of our development, we advocate only simple and pragmatic methods, in keeping with the capability and skills available or likely to be available in the immediate future with the District Planning teams in various States in the country.

#### I—SOME SPECIAL ASPECTS OF DISTRICT PLANNING.

##### Approach

7.3 The principal objective of the planning process being the progressive reduction of unemployment and the major goal in employment policy during the 6th Plan being a reduction of under-employment for the majority of the labour force and the cutting down of long term unemployment, the approach of the District Planning process will have to be in terms of increasing employment opportunities in the District as a whole, with particular reference to those areas of the District and sections of population where the incidence of unemployment is particularly acute. The Working Group is of the view that the time is now ripe for implementing an active manpower policy and towards this end recognises the need for adequate provision of 'Free Fund' that should be made available to District level planning agency so that such programmes could be initiated and implemented as would fully utilise manpower and skills locally available and developed. While it is recognised that this calls for a considerable amount of planning expertise and administrative, Budgetary and financial resilience it is considered necessary that this should be the objective with which the entire district planning process should be informed. The subject of 'Free Fund' has been dealt with earlier in this report.

7.4 The above immediately predicates the need for very close working relationship as well as continuous exchange of information and views among the agencies within the District dealing with various activities in the districts. For this purpose, no distinction can be made between the non-plan and plan activities/or non-developmental and developmental activities, in so far as each one of these activities uses manpower and has in it the scope for increased and/or better use of manpower. Manpower planning and budgeting should therefore be for the District as a whole with reference to all the activities and cannot be confined only to activities included in the plan and implemented thereunder.

7.5 In dealing with manpower and employment problems at the District Level it was recognised that those categories of manpower who were specialised and highly technical like Doctors, Engineers and Architects would be outside the purview of the District Planning Process except for their deployment and utilisation within the district. At the other extreme, would be the problem of the large mass of un-skilled manpower, particularly those engaged in agricultural and allied occupations which would legitimately be the responsibility of the District Planning agencies and which in fact would be the main pre-occupation of the planning process at the District level in terms of providing employment and raising their levels of living. It is also recognised that except under special circumstances this mass of workforce is not mobile and employment opportunities have therefore to be found for them in or near the villages where they reside. The incidence of seasonal unemployment among them is also a matter that will have to be taken note of.

7.6 In between the two extremes lies the varied intermediate group of the workforce; these cover occupations which may require a minimum level of education and some training institutionally or informally and would include categories like primary school teachers, surveyors, artisans, clerical workers etc. Institutional arrangements for the imparting of and for the upgradation of their skills may or may not be available within the district and even where they are available within a District is not such necessary not perhaps desirable to attempt to provide employment to all such persons coming out of the institutions within the district concerned. Even, so, there must be within this intermediate category, skills and occupations which can be wholly confined to the District both in terms of source as well as employment. These could be categories like elementary school teachers, nursing orderlies, attendants in the maternity and child care centres, lower grade clerical employees,

repair mechanics, electricians and the like in respect of whom training arrangements as well as avenues of employment could be within the District. Every District should be able to identify such categories and make attempts at being self-contained in respect of these by and large. This does not rule out the possibility or the need for working out arrangements jointly for two or more adjoining districts, or for a region in respect of selected categories of manpower.

7.7 To encourage employers to provide inplant training not only to their employees but also to others, the feasibility of granting concessions or assistance could be examined. Such a measure may increase the total number of employable persons with appropriate skills. The Government of Gujarat have already such a proposal under consideration, based on a similar scheme introduced in the United Kingdom. A major deficiency among matriculates seems to be their lack of command over language and this often results in higher educational qualifications like graduation being prescribed for certain kinds of salaried jobs which do not require such higher education. A scheme for improvement of language among matriculates may perhaps be useful alongwith abolition of degree qualification for such jobs where matriculation or Higher Secondary certificates would, otherwise, be adequate. Such a measure may also help in enlarging the job opportunities for educated youth within the District itself.

7.8 In-between matriculates and unskilled workers there is a category of workers comprising of the drop outs at the VIIIth standard stage. In tribal areas they constitute a large number. Successful experiments have been carried out in giving special training and enabling to absorb them as salaries workers or to set them up as self-employed workers. Some innovative schemes should be included in the District Plan for this purpose.

7.9 Special attention will have to be given to employment of women and those programmes and activities as would provide increasing work opportunities for women will have to be identified and implemented. Special attention may also have to be given for opportunities for self-employment, atleast part time, to women.

7.10 Child labour constitutes an important component of manpower in India. However, where employment of children in occupations prohibited by law continues or where employment of children is considered otherwise hazardous or dangerous, the attempt must be to stop such employment of child labour and at the same time provide alternative employment opportunities, wherever necessary, for such displaced children. At the same time, it is recognised that while child labour in general should be gradually phased out, this should be done particularly carefully where they are employed to augment the family income and also where they gain skills in traditional occupations.

7.11 The need to promote employment opportunities for the disabled and the provision of skill development among them so as to facilitate employment

promotion has been receiving increasing attention. The role of voluntary organisations in this task is also commendably significant. The District Level Planning process will have to take note of the need for finding employment opportunities for the physically handicapped.

7.12 It is necessary to identify low wage and/or high unemployment areas within the District and take appropriate investment decisions to enable such areas to come up, both in rates of wages and levels of employment. Some of the indicators for identifying such areas could be the extent to which prevailing wages fall below the level of minimum wages notified under law, extent of migration if any, the level of attendance in public works, percentage of agricultural labour and marginal farmers to the total population, proportion of irrigated land to total and available for cultivation etc. As departmental budgets may not be adequate to meet the requirements of such pockets, the need for a Free Fund from out of which suitable programmes could be financed for such areas becomes strong. Another way of directing attention to those areas will be to confine expenditure under NREP to such areas; alternatively increased allocation of funds could be made under NREP to these areas.

7.13 The programmes for expansion of the NREP and for self-employment among educated youth recently announced by the Prime Minister, augers well for tackling problems of unemployment at the district level and below.

#### The Present State

7.14 The analysis of the State of the art of district planning which we discussed in Chapter-4 clearly revealed that notwithstanding the progress made in at least some States in the area of District level planning, it would appear that these have been exercises mainly undertaken at the State level. The schemes formulated have no reference to the employment needs of the district or to the nature of manpower available etc. In the district. At the district level, there has often been no attempt at doing any kind of manpower budgeting or devising or taking up activities with particular reference to increasing employment. This is not to minimise the progress made in this area in some States where District planning has had a beginning.

7.15 The district manpower and employment generation councils do not also appear to have got off the ground in most States and districts. A more detailed reference to this subject is made later in this chapter.

7.16 A few years ago, an exercise for drawing up block level plans for full employment in certain selected blocks in each state was taken up. Likewise, there have been other attempts like the Employment Guarantee Scheme of Maharashtra, the Land Army Scheme of Madhya Pradesh, the recently announced one job-one family scheme of Tamil Nadu etc. It has not been possible for the Working Group to assess how far these programmes can throw leads which will be of use to manpower and employment



planning in other States in the country. • However, a cursory look at these exercises seems to indicate that these schemes have thrown up only data that are of limited use in drawing up a manpower and employment plan, atleast in respect of that block. It would therefore appear that the district manpower and employment planning exercise will have to be taken up from scratch almost throughout the country.

7.17 Notwithstanding the fact that district planning experience in the country varies from State to State and that some States are better equipped than the others for undertaking this exercise in a fairly sophisticated manner this Working Group recommends that Manpower and Employment Planning exercises should be taken up by all States in the country with whatever data and capabilities that exist. The quality of planning can be improved, as we go along. The Working Group feels that there is no alternative to 'learning by doing' and that it is only in this manner that a proper beginning can be made in this direction.

7.18 Apart from the three recognised data bases, namely the decennial census, NSS and Employment Market Information and also the currently emerging Economic Census, there are a large number of other sources of information available even at the district level and below which can form the data base not merely for manpower planning but for other activities as well. These latter include information available with District Industries Centres, with the District Rural Development Agencies relating to NREP, IRDP, DPAP, CADA and the like, District Credit Plans, techno-economic surveys, area skill surveys, the District vocational skill surveys, data collected for block level planning on full employment in certain blocks, information available with the lead banks, co-operatives etc. as also the general statistical data available in the district in respect of physical and human resources. The Scheduled Castes Development Finance Corporations in the States could be a source of information and data in respect of scheduled castes. A complete list of various training institutions and facilities available at the district level in respect of different kinds of occupations should be easy to compile. So should be data on output in various skill categories. In some of the States like Karnataka, and Madhya Pradesh statistical data exists at the village level, result of household surveys of the type planning in Tamil Nadu may also be available. In addition to these, it is also likely that other agencies, including academic institutions, might have made studies which may also contain data useful for our purpose.

7.19 Despite the above seemingly abundant sources of information, it is to be noted that the three basic sources, i.e. Decennial Census, NSS and Employment Market Information, suffer from one defect or another in terms of delays, reliability or coverage. Even data currently available for the 1981 Census at the District Level consists only of those contained in the supplement to Paper 1 of 1981, which gives total numbers (males and females in rural and urban areas separately) of main workers in four categories (cultivators, agricultural labourers, household industry and other workers) and the marginal workers (i.e. those workers who have engaged themselves in economically productive work for some part of the previous year,

but not as main work i.e. for less than six months). Further classification as well as age-wise grouping of these categories is not likely to be available for quite some time. That being the case, excepting for a broad indication of the sizes involved, the Census data may not be of great use for detailed operational planning. The need for expediting the availability of District level figures is obvious and it is hoped that speedy action will be taken to make these available without further delay. Apart from this, if the Census authorities could also undertake a mid-term sample Census, with special reference to employment and have this data made available without delay upto the District level, the District Man-power Planning agencies can make intelligent use of the data for firming up the supply side. The Working Group strongly recommends this approach to be adopted by the Census Organisation.

7.20 As far as the NSS data are concerned, the reports brought out by the NSSO are based on the Central Sample. Those relating to the State samples are not available in respect of all the States. The results of the survey based on the Central Sample may not be directly applicable at the district level and it may become necessary to adopt the regional rates of labour force participation as well as regional un-employment rates available from the Central Sample for arriving at district level estimates, as reliable district level estimates are not available from NSS. This can at best be only an approximation. It would be desirable to make efforts to increase the size of the sample so that the NSSO is able to generate reliable district level estimates.

7.21 So far as the State samples are concerned, it would appear that while the villages may be different from those selected for the Central sample, the schedule canvassed is the same as the one in the Central sample. That being so, it may be desirable to work out a coordinated approach by which the sample size is increased under these 2 samples in such a way as to make the district level figures accurate enough for planning purposes. An easier cost effective alternative is to either combine the Central and State samples and distribute the field work among the Central and State staff through interdependent sub-samples or retain the identity of the Central and State samples as at present and take steps to arrive at pooled estimates. This would ensure full utilisation of the information collected and larger returns on the resources expended in canvassing two samples and increase the effective size of the sample and thereby increase the provisions of the estimate. An optimum size of the total sample at District level as would be adequate for purposes of District level planning will have to be determined and steps taken to reach this size progressively.

7.22 Apart from this, it is also necessary to devise measures so that results of these surveys are available at the district level with minimum delay and, in any event, within 12 to 18 months of completion of these surveys. In addition, to make the District level Planning a reality based on reliable and recent data,

it is desirable that NSSO takes up employment surveys annually. On a regional basis, the State should then be requested to work out, making use of the State Samples, employment situation in different spheres.

7.23 As regards the employment market information figures, delay is not one of its defects. These figures, collected quarterly are available at the All India level within a period of 8 to 9 months after the completion of the quarter. However, this data which relates to all public sector establishments and non-agricultural corporate establishments, employing 25 or more persons and voluntarily to non-agricultural private sector establishments employing between 10 to 24 persons except in the Metropolitan cities of Bombay and Calcutta suffer from two main defects, one relating to lack of comprehensiveness in coverage in so far as defunct units are not deleted and new units are not brought on to the register on a regular and systematic basis, and the second, the lack of uniformity of response, making comparability of these data, over a period of time, not very reliable.

7.24 It is appropriate to close this part of the report with a reference to the 'Key informants' approach. Without going into any great detail about the merits or otherwise of this approach, it is to be pointed out that a proper selection of such informants will facilitate the obtaining, on an informal and qualitative basis, of information particularly of local needs, local possibilities and local problems and constraints; they could also be useful in following up and monitoring local impact of employment creation and vocational training programmes. It should, however, be recognised that the very nature of their information being informal and qualitative, it cannot be a substitute for sample surveys and the like for assessing impact of programmes.

7.25 Despite these drawbacks and shortcomings, it would appear that there is sufficient information at the District level if an intelligent and imaginative use is made of these for making a beginning with the task of manpower and employment planning at the district level and making improvements, additions and refinements as we go on. The technical officer at the District Level, in charge of Manpower planning, must be able, with suitable training, to locate the sources of relevant information, collect and collate them for planning purposes.

## Methodology

### Identification and Scope

7.26 Manpower planning at the district level is essentially directed to those intermediate categories of workers whose functions lie between the level of an un-skilled worker on the one hand and an engineer or a technologist or a doctor on the other. Provision of employment opportunities namely wage employment and salaried employment in a district could be restricted to categories where the mobility of persons would be less. Many of these categories of manpower are at relatively low wage levels. These include categories like blacksmith, carpenter, fitter,

binder, lady health visitor, para medical workers, field assistants, sericulture demonstrators, dairy assistants, primary school teachers, physical instructors and artisans.

### Problems of Measurement

7.27 A major connotation of employment would be work, whether it is mental or manual. It is difficult to measure the duration of work. Depending upon the purpose for which the measurement is made, duration is measured in terms of hours, days, weeks, months and years. The degree of the employment one individual gets is termed as the *intensity of employment*. The intensity of employment could be determined by a sample survey. In this, the persons covered in the sample of the population are enquired about the status of their employment including self-employment, over a reference period preceding the date of surveys. This reference period could be a year, a month, a week or a day preceding the date of the survey. The extent of employment varies with the reference period. The rate of unemployment, which is the ratio of persons seeking or available for work to those working|seeking|available for work, increases varies with the reference period. The NSSO adopts three reference periods, the year, the week, the day in the week preceding the date of survey, and get at three different estimates of unemployment. One method of getting at the extent of unemployment in a district|block is to adopt the NSSO method of survey modified to suit the local conditions and to estimate unemployment and under-employment at the district level. This method has the advantage of utilising the considerable experience and expertise gained in the past at National and State levels in this regard. But this would involve four sub-rounds of inquiry. It is time-consuming and the results are not available in time for purposes of planning, if the survey has not been taken up sufficiently in advance of the exact date of the plan. Instead, one could also conduct a family labour budget survey of sample households in the block for getting at the extent of unemployment. The data so collected could be used for arriving at block level employment and unemployment estimates. The detailed balance sheets of labour time of the members of the sample families and their disposition in the various types of activities prepared for a typical day and repeated at suitable intervals, say once a month, through the year could be prepared. In this method, family members are classified by age, sex, education and skill. At the same time, this method yield information on the qualitative aspects of labour. Given the work-time norm of full employment in income yielding activities, the sample data could be used for preparation of district|block level estimates of types of chronic unemployment and various degrees of under-employment including their various dimensions. Besides revealing the labour situation at the typical family level in its various dimensions, this method is more objective than most survey methods, as it relies the least on the subjective responses of the respondents. These estimates are based upon observations and detailed recording of labour time disposition of the sample household.

7.28 As an alternative, one could have an idea of the open unemployment by the registration method as followed by the employment exchanges to have a reasonably good idea of the number and kind of the regular job seekers. The details that could be collected are age, sex, education, qualification, waiting time, placement in jobs etc. This again is likely to have the problems of duplication in registration and lack of reporting of placements. Duplication, however, cannot be overcome by merely refusing to register a person outside his block, as this is against the existing procedures and may also lead to legal difficulties. The extent of duplication can be, if necessary, determined by periodic surveys, personal knowledge of the village level workers could be utilised to strengthen periodically the placement record of the registered persons. Yet another shortcut would be to go by number of persons who are willing to take jobs in public works. The number of persons who report for jobs does provide an index of the effective demand for additional work at the stipulated wage rate. The data thrown up provides a good basis for planning the volume of public works.

7.29 What is stressed here is that it is necessary to have an idea of the number and characteristics of persons who are seeking jobs at the district/block level as a first step for employment promotion and planning at the district level. After this, it is a question of planning for finding suitable opportunities to meet this need. The demand, so identified, has to be projected for the next five years. Based on the availability of natural resources in a District/Block and the potential for new activities, suitable locations (growth centres), into which these jobs may go may be determined.

7.30 Once the locations of these centres are identified, one has to work out the investment implications. There are two ways of working out the resource requirements. One is to take the total resources available and distribute them among various activities and among various lines of activities within the sectors, and finally on the techniques adopted for carrying out production and capital formation. Taking note of some scope for choice in respect of all the sectors, the planners exercise the choice in such a manner as to maximise plan supply of work in order to meet the demand determined exogenously for work. After this, given the activities in which investment is to be made, try to work out the number of persons required and the type of persons required and the location in which they are required and match this requirement to the number of persons who have already been identified as those who are in need of employment, by following one of the methods of measurement of employment.

7.31 Some typical methods of assessing requirement of say, certain intermediate categories of manpower, which are relevant to District level planning, could be assessed on the basis of teacher-pupil ratios which are considered desirable or attainable from the point of view of quality of education at different stages by the District Education Officer and applying these ratios on the projected levels of enrolment at different stages of education—primary, secondary

and higher secondary. Such exercises can also give specific attention to science and mathematics teachers as well as to the needs of teachers in different vocational subjects at the +2 stage. Similar ratio could be made use of for estimating certain other categories of manpower also. For instance, estimates of requirements of para-medical manpower could be attempted with the help of norms like nurse-hospital bed ratio, nurse-doctor ratio, community health worker-population ratio in respect of both urban and rural areas. These norms at the block level would also help in identifying areas within the district which require special attention. Norms like cattle population veterinary doctor ratio or cattle population-veterinary assistant ratio, can be used in the animal husbandry sector to estimate requirements of these manpower categories.

7.32 The other approach would be to make a list of the type of persons for whom the district plan is intended, namely unskilled workers and persons whose services are needed within the district like matriculates/ITIs standards and those with some skill of the intermediate work. After working out a list of available persons who are in need of a job, the next step is to find out as to what would be the resources required and where the investment has to be made if employment of the order envisaged is to be generated. In reality, the planner is not in a position to make available the resources required of the order needed to provide employment to all those who are in need of it. But working out the resource requirement in the manner described in the second method would involve knowledge of the likely shortfall in employment generation (i.e. the back-log) as a result of shortfall in allocation of resources.

7.33 Once the gap is known and the plans are formulated, the stage of implementation of the schemes comes. Here, there will be the difficulty of obtaining different types of data, particularly relating to current employment generation, investment and the like. Many of the schemes that are to be implemented would be time-bound programmes. For instance, in one scheme the objective is to lift a given number of households below the poverty line, above that line in each block. For this type of a programme to be operated, a comprehensive list of village level beneficiaries eligible and below the poverty line is to be prepared. The information required has to include break up of the intended beneficiaries sex wise, persons belonging to SCs and STs, women, agricultural labourers and the like. This could be secured either by a comprehensive bench mark survey or by identification of beneficiaries through meeting of the Gram Sabhas. This is a choice for the programme operator to decide.

7.34 It is necessary to have a complete picture of the employment generation of the schemes in operation at the district/block level. As a first step in this direction, all schemes operating in the block of district and directly managed by public sector authorities should be listed, categorised and summed up as on a specific date, so that the bench mark information could be updated. Utilising this information, the plans that are implemented with the objective of employment generation are to be dovetailed to other objecti-

ves of the plan schemes like provisions of housing, nutrition and increase in literacy rate etc. At the village level; it is necessary to built up information on items like housing, population, net area sown, the proportion of net area sown to net area irrigated, number of bor wells, number of handlooms, power-looms, mat weaving units, rural artisans, the distance to various locations like railway stations, state bus stops, post office and telegraph office, agricultural credit cooperative societies, primary schools, adult education centres and the status of persons employed, unemployed levels of literacy etc. shall have to be collected. These can be collected by introducing a village card which could be got filled in for a bench mark year, at the beginning of say, the third year, of a Five Year Plan and updated periodically.

7.35 District Manpower Planning and Employment Generation Councils are agencies for manpower planning at district level. The problem of unemployment up to 6th Five Year Plan had been dealt with at macro level and a disaggregated approach had not been adopted. These Councils are expected to collect data on demand and supply situation in regard to wage and salaried employment, prepare portfolios of economically viable investment opportunities in the self-employment sector relating to land and water based occupations, small, medium and large industries and services, render self-employment assistance to all those who need it and make special efforts to assist landless labour families, women and the educated unemployed and prepare a manpower budget for the district. Wherever they have been constituted, the Councils include representatives of development departments in the district, nationalised banks, local MLAs and MPs as well as the local technical and professional institutions and presided over by the district collector. Under this scheme, very little has been achieved. The expectation that these councils would prepare a manpower budget for the district, organise skill upgradation and training programmes and design a suitable strategy for launching the 'one job for family' programmes still remains to be fulfilled in several states.

7.36 It is necessary that the District Councils should function as an important arm of the District planning agency and should be responsible to the latter for formulation of proposals for all employment generation activities in a district. Conduct of surveys, to find out the number who are in need of employment by skill levels upto matriculation|ITIs standard and unskilled jobs, planning for creation of employment opportunities and monitoring of the progress, are some of the areas where the council is to be active. Provision of facilities and dissemination of information for those who are willing to take to self-employment and solving the problems, if any, posed by those who are already in self-employment ventures, are also to be the functions of these councils. Many of the areas of operation of these councils require effective coordination with DRDAs, DICs and the lead banks. The present set up of these councils as an independent agency from other related agencies has not been of much use, nor is such an arrangement desirable in the conduct of District Level Planning. The councils have to arrange training programme,

wherever necessary for upgrading skills, both for salaried employment as well as to equip the beneficiary for self-employment. It is necessary that the district manpower councils are constituted as part of the district planning|District Development Councils. The progress achieved by these councils and the problems faced, if any, in the day-to-day operations, have to be brought before the district development councils. In the District, DDCs are in charge of the function of formulating programmes for promotion of developmental activities in various sectors, DMPEGCs should be a part of the DDCs, as has been done in Gujarat and Orissa. Such a close linkage of the development activities of the district with the activities of the district manpower councils would be necessary for establishing a proper coordination among these agencies at the district, which is lacking at present. Above all, to make the District Manpower Councils functionally effective, it should not only be adequately staffed with experts in different fields, the membership of the council should be broad-based and reflect the pressing need for increasing employment opportunities particularly among the relatively more disadvantaged i.e. Scheduled Castes, Scheduled Tribes, Women, Physically handicapped etc.

7.37 Based on the above broad directions of the Working Group, it will be necessary for detailed guidelines indicating different steps, to be worked out by each State, keeping in view the local conditions and state of availability of data.

#### Constraints

7.38 Paradoxically, the first major constraint in successfully working out the manpower and employment policy for the district stems from lack of adequate manpower for this purpose. It is, therefore, necessary to plan straightaway for the identification of suitable persons and their training so that we have, in each district, adequate number of persons of different specialisation who can take on these jobs. Feasibility of obtaining suitable persons from other State Governments, General Governments, academic and other institutions should be explored. Manpower planning is a highly technical job and calls for a high degree of expertise. If the ordinary run of District Employment Officer, is, as is likely, designated as the manpower expert without specialised training and suitable orientation, the planning exercise is bound to suffer. A cadre of manpower experts is required to be built up, either by fresh recruitment and training or by giving intensive training to existing District Employment Officers, at selected institutions.

7.39 The timing of the operations relating to district manpower planning calls for considerable amount of advance planning, particularly because the district manpower and employment plan must be one of the important basis on which the district plan itself will have to be formulated, and considering that the district planning exercise itself cannot be taken up till a certain indication of outlays and programmes are made available to the district from the State. It is clear that advance planning would demand that the exercise on the district manpower and employment plan should get initiated at least two years before the commencement of the plan period.

7.40 The present distinction obtaining in administration between plan schemes and non-plan schemes will have to be done away with, particularly for purposes of manpower budgeting and employment planning. Likewise, the distinction between developmental and non-developmental activities should also be abolished for this purpose. The investment of all these agencies and a recognition on their part that they are all actively involved in the total planning process for the district will considerably facilitate the task of the district manpower and employment planning agency in getting complete and timely response to requests for information made on these various agencies.

7.41 Even as the persons actively involved in manpower and employment planning exercise are to be trained, it is also necessary to give some training or atleast orientation, to the various departmental functionaries, so that they are able to understand the context in which and the purpose for which information is sought for from them. The Departmental functionaries at the District level and below must be instructed about procedures for ensuring that each district functionary; does the employment exercise relating to the schemes implemented by him. They should also, as a result of such training and orientation, be in a position to suitably adapt their departmental programmes and evolve new programmes which would subserve the need for generating additional employment opportunities within the given resources.

7.42 It is not unlikely that the enthusiasm generated by district level planning may result in parochialism of a type which may seek to restrict all employment opportunities in the district to the 'Sons of the Soil' of the district concerned. Inter-district mobility, atleast between adjacent districts and of categories of the intermediate or even of the unskilled type cannot be prevented by artificial restrictions. It is expected that to the extent that each district tries to mobilise employment opportunities within its own jurisdiction, the problem will not become very acute.

7.43 In our enthusiasm and anxiety to generate additional employment, the need for simultaneously increasing productivity should not be lost sight of, particularly in the context of likely increase in demand generated by additional employment, and consequent increase in prices of wage goods. All these would imply the need for planning accelerated growth particularly in the agricultural sector so that inflation is contained.

7.44 In an environment of increasing economic activity, it is likely that consequent on the vertical mobility in occupations by way of promotions, there is likely to result a deterioration in the level of the skills all along the line. This becomes accentuated, when there is any sudden expansion of employment opportunities in projects. In such cases, it would be necessary to introduce a suitable system of upgradation of skills to maintain standards at all levels. Employment generation councils, the district industries centres and similar agencies and the training institutions have to keep a close watch on this kind of development and institute appropriate changes and introduce fresh training programmes to meet this.

7.45 In respect of the large numbers of unskilled manpower, it is necessary that the district manpower planning and employment council in collaboration with other agencies should work-out arrangements by which, even in respect of these persons, their capabilities are increased resulting in higher productivity on the kind of jobs that they do. Unless this is done, atleast over a period of time, the likelihood of local manpower being utilised may be less on the ground that the local people have neither the aptitude nor the capability that labour from other areas have. In this context it is to be noted that, for example, in forestry operations local tribals do not get employment on the ground that their skills are lower than that of imported labour. Similar situation may obtain in respect of even relief works. Limited block level surveys or information gathered through key informants may help in supplementing the available data base on aspects like job preferences, local social taboos and types of skills possessed by those available and seeking employment. These factors should be kept in view while drawing up the shelf of projects and schemes which can be implemented by utilising local manpower. The tendency to import more efficient manpower from outside can also be checked if, in implementation of such programmes at the local level, the practice of entrusting the work to contractors is progressively replaced and organisations like labour cooperatives encouraged to take up these works, alternatively, the work could be executed departmentally. This will not merely accelerate the pace of work, but also ensure that the wages meant to be paid are fully paid to the workers. With reference to Scheduled Castes and Scheduled Tribes, specific steps are to be taken to develop entrepreneurial skills among these weaker sections particularly among the educated unemployed, so that the employment-oriented schemes are realistically covered and implemented for the benefit of these sections of our population.

7.46 It is necessary to have a look at the various legislative provisions as well as regulations that may unwittingly come as disincentives to taking up activities which are particularly employment intensive. Contrariwise, in a situation where a large share of additional employment opportunities in the rural sector will have to come from the unorganised private sector, particularly in agriculture and allied activities, and where creation of employment opportunity through massive programmes of soil conservation, land development, land reclamation, digging of field channels etc. could be thwarted by a recalcitrant minority, there should be specific legislative support to take up such programmes, backed by incentives through subsidies and institutional finance.

7.47 The anxiety for increasing employment opportunities must equally take account of considerations of ecology and the need for the protection and improvement of the environment.

7.48 Existence of established practices of inter-district and intra-district migration of working population should be taken note of in drawing up manpower and employment plans.

### Free Fund

7.49 The success of planning particularly at the local planning levels, can and will be judged only by the extent to which these processes have resulted in raising the levels of living of the large mass of the population, and, this increase in their levels of living can only be achieved meaningfully by providing for productive employment opportunities all the year round. The provisions of such employment opportunities will therefore require large investment of funds on a variety of programmes, not all of which could be expected to be built into the regular departmental development programme as part of the State Plan. The District Planning authorities should have sizable funds which they can, in their discretion, utilise for the above mentioned purpose, subject to broad guidelines that the State Government may issue to these authorities. The proportion of this fund to the total public expenditure in the District need not be uniform for all districts it may have to vary from district to district depending upon the opportunities available within a district for raising additional resources. The guidelines for the use of free fund should give priority for its use in providing missing links and for fulfilment of the programmes of minimum needs and such items in the New 20 Point Programme as are relevant at district level. Further, it may be stipulated that free funds should be used on public works and not for liberalising existing patterns of assistance of the schemes. However where the basic minimum needs are largely met, the funds may be used for increasing the number of beneficiaries under any existing or future scheme, but conforming to the prescribed pattern of assistance.

7.50 It is only to the extent that the discretionary or the free fund is adequate enough for meeting the local demands can local planning be effective. It may be possible to think of devising a pattern by which these discretionary funds may be required to be matched equally or in some proportion by locally-raised resources at the initiative of the district planning agencies. For a meaningfully using the locally-raised resources in the District Planning process, the constitution of a District Development Fund, as in Nagaland, could be thought of. It is only to the extent that these local planning agencies are given both the funds and the discretion to apply them that local initiative and local expertise get built up. It is, therefore, necessary that a good proportion of the total plan outlay must be in the form of a discretionary free fund.

### Perspective

7.51 It may be desirable, though ambitious, to have a time perspective, say till the end of the century, during which the endeavour must be to provide full employment to the total working population of the district. Even if this should not become possible, the endeavour should certainly be to increase employment opportunities at a specified percentage during each plan period. These percentages will of course have to be determined with reference to the resource endowments of the district, including the size of unemployment and with reference to national and State objectives. Within the programmes in the next ten

or fifteen years, special attention will have to be given to increasing employment opportunities for women at a rate, which is much higher than the average for the district. Such a programme will necessarily involve advance arrangements for training and imparting new skills in occupations in which women employment could be stepped up. Likewise, during this period of 10-15 years, every effort should be made to ensure a complete elimination of child labour in all those occupations which are prohibited by law, or which are considered hazardous or dangerous.

7.52 A long term programme of operations relating to, say, expansion of irrigation, desilting of irrigation tanks, deepening of wells, maintenance of soil conservation works, maintenance and upgrading of roads and the like, which are labour-intensive should be drawn up and suitably incorporated in the Five Year Plans and the Annual Plans.

7.53 Projections over this period of changes in population, as well as in the work force, including their sex distribution, will have to be worked out and a long term plan which would take note of the increasing demands for employment drawn up.

7.54 To the extent that self-employment will have to increasingly provide the bulk of the additional employment opportunities required, different types of self-employment opportunities will have to be formulated, taking into account the resources endowments, skills locally available the local demand for products as well as possibilities for export of such products outside the district etc. A programme for entrepreneurial development, more particularly in the small towns in the rural areas, both among the women and the youth will have to be formulated. An important aspect of self-employment can be the need for providing self-employment opportunities for part of the day; this is particularly relevant to the need for providing gainful employment opportunities to women, both in rural and urban areas, who, because of their domestic responsibilities, can afford to take on only part-time activities. An important element of any attempt to improve self-employment activities will be the provision of an adequate and efficient marketing arrangement for the finished/semi-finished products.

7.55 The requirements both in numbers as well as in categories of skilled and other manpower for any central or state level project that may be implemented in the district, will have to be ascertained and advance action taken, wherever necessary, to make such skilled manpower available.

7.56 Activities, which have in them the possibility of generating large-scale employment should be encouraged. These may include housing, transport, nutrition child-care and allied programmes, literacy, and education, forestry, minor irrigation, sericulture, petty trades, shops etc.

7.57 The long-term strategy should, in short be not merely one of using the available manpower for implementing existing schemes and programmes but to devise such schemes and programmes as would usefully employ the manpower that is available and that would be developed.

## II. SPATIAL PLANNING

### 1. Meaning and Scope

7.58 Spatial planning is generally regarded as concerned with the identification and choice of locations in a region from where a wide range of socio-economic infrastructure and service facilities are to be provided effectively. This view, however, does not adequately convey the full connotation of the term, nor does it fully reflect the various tasks and concerns of spatial planning.

7.59 In its fullest scope, spatial planning covers all spatial manifestations including those arising out of human activities, both economic and social. As such, a complete or comprehensive spatial planning exercise will take into consideration the physical resources, land-uses and all human settlements in a region right from the smallest settlement to the sprawling city. It will also be concerned with all types of flows of people, resources, communications and goods and services which are relevant for planning the levels of economic and social activities in the region. Thus, it will be seen that identification and choice of locations is just one among several concerns of spatial planning.

7.60 The planner may not always be called upon to do comprehensive spatial planning exercises of the sort just mentioned. At times, in view of operational needs, he may be asked to focus on only a certain category of settlements and or a certain type of infrastructure.

7.61 Whether or not the spatial planning exercise is comprehensive, in order to be meaningful it has to derive its parameters from the larger social and economic development objectives.

### 2. Functions

7.62 It is obvious that most programmes now being implemented at the district level require locational guidance. For example, for provision of facilities covered under the MNP and for delivery of inputs under the schemes of IRDP, locations are required to be identified. Experience shows that these programmes will be more effective if their locations are carefully selected. And in the choice of locations the district planner has a greater degree of freedom than in other aspects of planning.

7.63 Spatial planning as a part of a District Plan has three important functions: it must guide the development programmes through a locational blue-print, while doing so, it must ensure that the objective of distributive justice in respect of access to consumption and production facilities for the weaker sections of society is realised; and, it must bring about rural-urban integration and continuum. It is essential that all these functions are performed without causing any adverse effects on the ecology of the area.

### 3. Tasks

7.64 In most districts, an important task of Spatial planning will be to identify requirements of support infrastructure to improve the quality of life and to pro-

mote economic activities such that desired levels can be attained.

7.65 Another important task of spatial planning will be to identify and correct imbalances in availability of infrastructural facilities in a district as a whole or in any part of it. In this sense, spatial planning is concerned with identification of areas where additional or totally new infrastructure will have to be created so that the gap between availability and requirement can be progressively narrowed down.

7.66 The type of infrastructural facilities with which spatial planning is concerned can be broadly classified as: (a) point-bound, e.g., school, hospital etc., and (b) connective, e.g., road, canal, power lines etc. (For a typical list see *Annexure-7.1*).

7.67 Thus, one of the major tasks to be accomplished through the exercise of spatial planning would be to design a pattern of settlements for human activities. This pattern should be able not only to fulfil the present needs of the district in terms of socio-economic support infrastructure but also to fulfil the projected needs in a long-term perspective already evolved for the development of the district. The settlement pattern so devised becomes an instrument of development of the district.

### 4. Sub-regionalisation

7.68 A district may be too large in area, or too diverse in topographical, economic and social features to serve as a single spatial planning unit. It may become necessary to divide a district into smaller spatial units which will reflect these diversities and make the planning task manageable.

7.69 In all districts, administrative/organisational units such as blocks, taluks etc. already exist. While these units are important from the point of view of spatial planning, they may not fulfil all criteria of a planning units because they have been created keeping particular administrative requirements in view. Hence, wherever the physical, social and economic characteristics of a district so require, there should be no hesitation to sub-divide it on the basis of different criteria keeping in view particular planning objectives.

7.70 The number of sub-regions to be identified, their sizes and the criteria to be used in their delineation, will depend on the objective of the exercise.

7.71 There are different possible approaches to sub-regionalisation. Basically, one may use as criteria either physical features, or variable factors such as cropping pattern, or behavioural factors such as movement patterns. At times, the set of criteria used in carving-out sub-regions may have elements of both fixed and variable features.

7.72 Thus, for example, sub-regions can be identified on the basis of terrain characteristics (e.g. hilly tracts and flood-prone areas); or on the basis of land-use (e.g. forest areas, irrigated zones and rainfed

agricultural areas); or on the basis of movement of people and goods (e.g. catchment area of markets).

7.73 One useful sub-regionalisation from the point of view of spatial planning is to delimit extensive, contiguous areas on the basis of similarity of cropping patterns. For the delineation of such sub-region, the planner may consider the major crops grown in the district. Through this exercise, distinct crop zones can be identified such as, for example, paddy-sugarcane; millet-pulses, fodder-millet etc. Even in wellknown mono-crop districts it is sometimes possible to identify areas with relatively distinct cropping patterns. Such areas may not show up if only the traditional main crops of the district are considered in the sub-regionalisation exercise.

7.74 Another useful sub-regionalisation for spatial planning is to delimit extensive areas comprising contiguous villages which have shown similar trend growth rates either of the major economic activities or of population or of both. In this manner, the planner will be able to identify within a district areas of growth, decline, and stagnation, each with its specific problems and policy requirements.

7.75 Delimitation of sub-regions on the basis of already known or easily identifiable problems arising out of natural factors such as terrain (e.g. inaccessibility, incidence of malaria, flood-proneness) or economic factors such as depletion of the resource base (e.g. exhaustion of mines, deforestation) may be important for spatial planning purpose in particular districts.

7.76 It is also possible to adopt a dynamic approach to sub-regionalisation based on projected trends of the major economic activities over a finite time horizon. In this manner, the planner can identify and categorise areas with high or low growth potentialities, along with their concomitant problems and policy requirements.

7.77 Another important criterion for sub-regionalisation can be the spatial concentration of a particular social group in a district. In practice, for example, areas of high concentration of Scheduled Tribe population are already considered as special planning areas for the ITDP sub-plan. Similarly, in some districts it may be possible to identify areas with relatively high concentration of Scheduled Caste population or of landless agricultural labourers, so as to qualify to be considered as planning sub-regions for purposes of special attention under various programmes such as the Special, Component plan and the Integrated Rural Development Programmes.

7.78 One of the most meaningful sub-regionalisation for spatial planning purposes is the one based on linkages and contacts, both economic and social, among a group of settlements. Such sub-regions are based on the principle of functional inter-dependence, and are commonly observed in any district. Some examples of such functional sub-regions are those formed around markets and trading centres, or areas served by specialised health services. The procedures for their identification are discussed in another section.

7.79 It is generally observed that sub-regionalisation guided merely by technical considerations may conflict with the existing, administrative boundaries and territorial-organisational jurisdictions. There are many instances of groups of settlements located on the boundary of an administrative unit which are dependent on the services and facilities located in the neighbouring administrative unit. This may also happen in the case of specially delineated sub-regions such as watersheds or regulated market zones. It is advisable that the spatial planner resolves such potential conflicts through a process of consultation with the concerned administrative and client bodies, keeping in view the consideration that a pragmatic reconciliation is normally a better option.

## 5. Some Basic Concepts and Considerations

7.80 As understanding of the process of mutual inter-dependence between settlements as described in para 7.78 above is essential for spatial planning. It is the pattern of the physical distribution of infrastructure and service facilities (for illustrative list, see *Annexure 7.1*) which determines the nature and degree of the inter-dependence between settlements. For convenience of expression, infrastructural and service facilities may be called functions, and the relationship between settlements based on these may be called functional inter-dependence.

7.81 All settlements in a district need the support of infrastructural and service facilities in the course of production activities and to meet consumption requirements of their populations. The range of functions required will of course vary from one district to another because of physical, economic and social factors. It is commonly observed that while some of the functions may be locally available in all or most settlements, some others may be located only in a few. In a few extreme cases, some of the functions essential for production/consumption may not be located in any of the settlements in a district.

7.82 The reasons why all functions cannot be located in each settlement should be obvious. For the effective utilisation of any functions, a certain minimum number of users is essential. Thus, for example, for a given type of medical facility such as a 30 bed hospital, the unit cost of service will be unreasonably high if the number of potential users in a settlement and its neighbourhood is less than a certain minimum. Therefore, the settlement will not normally qualify to have that type of medical facility. Similarly, the scale of operation of a commercial enterprise, such as an eating place or the shop will depend on the expected number of customers, if the expected number of customers in a settlement falls short of the viable minimum, the eating place or the shop will not be set up in that settlement. As will be readily seen from the above, an important consideration in the location of functions is the expected intensity of their use. This is the meaning of the concept of *population threshold*.

7.83 It is on the consideration of population threshold that minimum population norms have been laid-down for the provision of some functions by the State.



7.84 It should also be clear from this that functions which have higher population thresholds are located in larger settlements or in settlements which along with others in their neighbourhood will have a larger aggregate number of users.

7.85 A related concept is that of the *distance threshold*. Its operational meaning will be clear from the following. It is observed that inhabitants of a settlement which cannot sustain a function because of inadequate local population do not mind going some distance to a neighbouring settlement to avail it. The distance over which they are normally willing to travel for this purpose can be one basis for determining *distance norms* for different functions.

7.86 Most functions are available at more than one level and have varying scales of operations. For example, functions as education, medical services and marketing facilities are available at different levels. At the apex of the educational systems are universities and institutions of higher learning, while at the base there are primary schools, and in-between there are different types of educational facilities such as high schools, polytechnics etc. Medical services and marketing facilities are similarly structured. A higher population threshold must be satisfied for the higher level of functions to be located in a settlement. The tiered structure of a function from the apex to the base, emerging as above, is called its *functional hierarchy*.

7.87 Those levels of a functional hierarchy which, for reasons given above can be located only in a few settlements are called central functions. A distinctive characteristic of a central function is that it is made use of not only by the population of the settlement where it is located but also by inhabitants of other neighbouring settlements.

7.88 Thus the main reason for the functional dependence of one set of settlements in a district on another is the prevailing distribution of central functions.

7.89 Given the size-distribution of settlements in a district and the population and distance thresholds for different functions, there will be three main categories of settlements; those which have, those which do not have but should have the function, and those which do not and need not have it. While it is the task of the planner to ensure that all settlements of the second category have the functions warranted by the accepted norms for their location, it is an equally important task for him to ensure that the last category of settlements has access to such functions. In the first category of settlements there could also be some which have the function though they may not be entitled to have them. In their case the planner will not ordinarily disturb the *status quo* unless he considers relocation desirable and feasible.

7.90 One should make a distinction between functions which are provided by the State and those provided by the private sector. The former may be called *policy* functions because they can be directly influenced by the planner; the latter may be called *non-policy* functions because they can be only indirectly influenced by the planner.

7.91 It is the location of central functions that imparts inter-se importance to settlements in a district. Settlements in which higher level central functions more central functions are located have *greater functional importance*. This reasoning is the basis of the concept of *centrality* of a settlement. It will be readily seen that corresponding to the hierarchy of functions there is an hierarchy of settlements. One implication of this is that settlements at a given level in the settlement hierarchy must possess the functions indicated in the corresponding functional hierarchy if other necessary conditions are met. But it must be clearly understood that the hierarchies of functions and settlements obtaining in a district are parts of larger functional and settlement hierarchies prevailing in the State of which the district is a component unit. (The methods used in determining functional and settlement hierarchies in a district are discussed in *Annexure 7.2*).

7.92 In ensuring that functional dependence is established between the three categories of settlements described in para 7.89 above, the planner should take into consideration convenience of access in terms of time and cost burdens passed on to the users. For this purpose norms are required. For some policy functions such as education and medical facilities distance norms exist; for others they may have to be derived. Some methods in use in this connection are described in *Annexure 7.3*.

7.93 The concepts of *thresholds* and *norms* are important in that they indicate whether the function in question is being used fully; also they will indicate whether more units of a function are required at a particular location. A function may be under-utilised or over utilised at a given location. Neither instances are satisfactory from the cost or effect points of view.

7.94 Through the process described above, the planner can identify gaps between *prevailing* and *required* levels of availability of different functions in the district. Identified difference between *assessed requirement* and *existing availability* can be called the *functional gap*. Functional gaps can be expressed both in *quantitative* and *qualitative* terms.

7.95 Following this method, the planner can also identify settlements where new or additional functions are required to be located to reduce the functional gaps.

7.96 Apart from existing functional gaps, the planner can also anticipate emerging function gaps. For example, in an area which is about to receive irrigation water the absence of fertilizer and seed sale outlets are inadequacy of marketing facilities would be instances of an emerging functional gap.

7.97 One important application of the concept of distance norm is in the identification of larger areas comprising contiguous settlements which individually cannot sustain a function because of inadequate population and, at the same time, whose inhabitants

have to travel a longer distance to avail it than is reasonable by the distance norm. In such instances an areal gap can be said to exist. If together the combined population of all settlements in the area can sustain the function in question, the real gap can be eliminated by providing the function at an appropriate location within the area.

7.98 The total area of all settlements depending for one or more central functions upon a settlement having them is called the service area of the function(s). Likewise, the combined population of such settlements is called the *service population*.

7.99 In the process of delimiting services areas of different functions, functional sub-regions of the type mentioned in para 7.78 above are identified. Such sub-regions are variously described as *service area, clusters, command area, catchment area etc.*, and can be of different sizes. Their common feature is the existence of a clearly identifiable central settlement, described variously as a *nodal village, focal point, service centre, central place, growth centre etc.* and a number of functionally dependent settlements.

## 6. Information for Spatial Planning

7.100 For preparing a district plan, information on all aspects of the district's resource endowment, resource utilisation levels, growth trends and social structure are required. Data relating to these aspects would be collected by the district planning team from secondary sources or through field surveys. That part of the district's overall data inventory which is of direct relevance to the spatial planning exercise is shown in *Annexure 7.4*.

7.101 In the case of coastal districts or districts with dense forests or high altitudes, the local planning team and the spatial planner would know from experience any special feature of the study area for which data is required to be collected.

7.102 However, one particular item of data may have to be generated through field survey for the exclusive purpose of spatial planning. This information will relate to the explicit space preference shown by inhabitants of individual settlements in the study area with regard to their movements to avail different functions. Such an enquiry is usually conducted before the spatial planning exercises are taken up. It is, however, felt that a similar enquiry may also be conducted subsequently to ascertain whether the location pattern of facilities as proposed in the district plan prepared by the team conforms to the space preference of the area's population.

7.103 The use of maps in spatial planning is indispensable. The basic requirement is the latest available topographical map(s) of the Survey of India of the scale 1 : 50,000 | 1 : 2,50,000. The final choice of the scale of the map will depend on the area to be covered and the convenience of use. Another essential map is the revenue map of the Taluk | Sub-division showing village boundaries.

7.104 The topographical map and the map showing village boundaries serve as the base for preparing various analytical and thematic maps. A list of such maps is given in *Annexure 7.5*.

7.105 The formats | proformae for collecting data can be devised by the project team in consultation with the statistician of the project team. Where data are to be collected on sample basis, the sampling design will also be decided in consultation with the team's statistician.

## 7. Steps in the Formulation of a Spatial Plan

7.106 Some applications of the procedure in spatial planning discussed so far are illustrated in the case given in *Annexure 7.6*. The salient steps in the formulation of a spatial plan are indicated below:

### 7.107 Preliminaries

(i) It has been emphasized earlier that a spatial plan has meaning only in the context of the District Plan of which it is a part. Therefore it is necessary that before the spatial planning exercise commences, the spatial planner acquaints himself with the objectives of the District Plan, its priorities, the norms prescribed for different functions and the resource constraints. He should also be acquainted with the general socio-economic conditions of the district and with its relationship with other districts in the State. These preliminaries are required so that the spatial planning exercise conforms to the District Plan strategies.

(ii) Another important preliminary step is the determination of spatial units of planning which the planner will consider, that is, cluster of villages, panchayats, parts of blocks, blocks etc. Likewise, wherever possible spatial planning objectives should be quantified and the time frame for planning be defined.

## 8. Collection of Data

7.108 With the above preliminaries serving as guidelines, the spatial planner begins his exercise with the compilation, collection and sifting of data required by him. An illustrative list of the data required is given in *Annexure 7.4*. Most of the data, as mentioned earlier, will be obtained from different departments and agencies; the space preference data will have to be generated through field surveys. At this stage, the spatial planner will also identify data gaps and devise methods to fill these gaps, if necessary by primary data collection on census or sampling basis adopting appropriate techniques. It is desirable to collect and store data in formats which will help in quick retrieval and updating.

## 9. Preparation of Base Maps

7.109 While the data are being collected and processed, base maps of the study area can be prepared. The essential base maps are mentioned in paras 7.103 and 7.104.

## 10. Analyses

7.110 After the data have been collected and processed and the base maps are ready, the spatial planner undertakes various analyses as described below :

(i) The data relating to different physical and behavioural characteristics should be analysed by identified spatial units, that is, individual villages, clusters of villages, panchayats etc., as considered appropriate by the spatial planner. This may be in tabular or map form, or both.

(ii) All characteristics which can be mapped should be depicted on maps singly or in combinations. An illustrative list of individual maps which should be useful in the spatial planning exercise are shown in *Annexure 7.5*. It may also be possible in some districts to take the help of aerial photo-interpretation and remote-sensing imagery for detailed analyses of hydrology, soils, geology, cropping pattern etc.

(iii) Other detailed analyses can follow from the above exercises to identify problems and development potentials of the study area. At this stage, the spatial planner will assess the spatial planning requirements of the study area in detail for individual sectors of activity and individual functions.

(iv) Based on selected fixed and behavioural characteristics, as explained in Section 2 above, the study area is to be divided into sub-regions. One useful and simple technique for this purpose is to overlay or super-impose thematic maps for identifying contiguous villages with maximum degree of homogeneity of the selected features.

(v) Using the procedure explained in *Annexure-7.2*, the spatial planner will determine functional and settlement hierarchies existing in the study area. For this analysis all settlements in the study area need not be considered; experience shows that the first 15-20 percent large settlements in the study area are a good starting point, and more settlements can be considered later on, if necessary.

### 7.111 Plan for Hierarchy of Centres and Service Areas

(i) The planner will determine the service population thresholds and travel distance norms for various central functions as illustrated in *Annexure 7.3*.

(ii) Appropriate hierarchical levels for different central functions can now be determined using the thresholds and distance norms. An illustrative example is given in *Annexure 7.6*. Taking the existing hierarchy of settlements in the study area,—see para 7.110 (v) above—the spatial planner will search out for candidate settlements which can be considered for locating additional functions which are proposed to be provided in the plan. This spatial search process should be done systematically for each level of centrality. The search can begin taking the district headquarter and other large settlements in the district; large settlements in the adjoining districts may also be considered, if in the opinion of the planner they have relevance given the movement behaviour of the population of the study area. Having identified the highest level centres through this process, the spatial planner can continue his space-search for the next level centres, and so on.

(iii) The service area of each level of centre should be demarcated on equal-distance basis, as described in *Annexures 7.2* and *7.6*, subject to physical barriers, behavioural choices and administrative boundaries.

(iv) The proposed plan for hierarchy of centres along with their service areas emerging from the previous step, should be depicted on one map.

### 7.112 Further Considerations

(i) The District Plan, like any other development plan, contains section proposals over a time horizon starting from the present; therefore, it should incorporate projections of population, of production levels and of demand for different functions in its proposals. Applying appropriate techniques, future scenarios and terminal states of important sectors should be projected and their spatial planning implications incorporated in the proposed plan.

(ii) The requirement of functions in the study area should be expressed both quantitatively and qualitatively, taking into account functions which should exist but are absent, those which are not adequately available, as also units of functions which are due for replacement because of depreciation and obsolescence. These quantitative and qualitative estimates should be expressed in specific spatial terms, that is, for individual villages, clusters of villages service centres of different levels, etc.

(iii) Recognising the desirability of ensuring rural-urban continuum at the district level, the proposals of the spatial plan regarding expansion of functions in the study area should take into account the requirements of small towns such as those having Nagar Panchayats and Notified Area Committees.

(iv) Where the spatial planner is aware that potentially good alternative proposals exist, it is desirable to indicate the range of choices rather arbitrarily select only one of them.

(v) Taking into consideration the most pressing functional requirements of the study area, the complementarity and inter-dependence of sectoral development works in progress, and the intensity of the catalytic effects of the functions proposed to be provided on the economy of the study area, the spatial planner should recommend inter-se priorities and phasing of implementation of his proposals.

(vi) Detailed costing of alternative proposals should be done in consultation with the concerned subject matters specialists on the district planning team.

(vii) Assessment of the impact of the proposals on the local ecology/environment should be made for those proposals which entail major changes such as in the physiographic, hydrological, geological characteristics.

(viii) To the extent possible, the spatial planning proposals at the district, block, panchayat and village levels should be kept within existing administrative boundaries to minimise jurisdictional overlap and friction in their implementation.

(ix) Experience shows that population and distance norms for different functions which have been suggested for areas with average population densities or regular topographical features may be far too stringent for sparsely populated desert, forest and high altitude areas. If the stipulated norms are applied in their case the location of many a function may not be possible. Therefore, the stipulated norms of minimum population thresholds or distance thresholds, or both, would have to be relaxed if such areas are to be provided with these functions. The relaxation of norms will obviously mean allowing for a higher unit cost for providing the function in question. This is a matter on which a decision will have to be taken at the higher policy level. The spatial planner's role in this case will be to identify areas for which relaxation in norms will be necessary; at the same time, the spatial planner can suggest whether the function in question should be provided from a fixed location or by means of ambulatory or mobile service units.

(x) Location decisions are often mutually exclusive and irreversible. Because of this specific feature, location decisions should be taken only after due deliberation. The spatial planner should not make specific proposals regarding location of functions unless he has convinced himself about their appropriateness now and in future. In all doubtful cases, it will be better to indicate the best two or three alternatives.

#### **The Need for a graduated approach**

7.113 The spatial planning methodology described in this chapter admittedly needs some technical skills which have to be built up in the district planning team over a period of time. Under the Centre's scheme of strengthening of planning machinery at the district level, the appointment of one geographer/cartographer has been suggested. This officer, with some training, would be able to undertake this exercise. Alternatively, the spatial planning exercise could also be entrusted to the universities, administrative training colleges, tribal research institutes and other specialised agencies. However, it would be desirable that in the long run, the planning team at the district level acquires sufficient expertise to carry out all planning tasks, including that of spatial planning.

7.114 It is possible to adopt spatial planning in two graduated phases. In the first phase, a very simple methodology could be adopted. Since the

major problem in spatial planning is locational decision-making for provision of various items of infrastructure including minimum needs, the spatial planner can facilitate this decision-making process by making two kinds of simple analyses.

(i) Comparison of the inter-block disparities within the district for major items of the infrastructure, like agriculture, irrigation, electricity, roads, health, drinking water and education. This analysis would facilitate allocation of infrastructure amongst blocks. Thus, the blocks with the least percentage of existing provision in regard to say, a particular item of infrastructure, could be given the first priority. For example, if three villages have to be electrified, the block with the least percentage of electrified villages, could be chosen. In this way, correct spatial priorities may be ensured in intra-district planning.

(ii) The second decision is for determining the point location of the infrastructure facility within the block chosen. To facilitate this decision, a simple cartographic depiction of the coverage of the particular item of infrastructure, taking the village as the unit may be made, in which the gaps would be highlighted. This method would serve to narrow down the choice of point locations (i.e. villages). In this way, the departmental officials/non-officials can make a better-informed selection of the proper village for the location of the particular infrastructure facility.

7.115 The above simple procedure which involves the collection of facts, their simple analyses and presentation in the manner explained above would constitute a fairly rational basis for facilitating a reasonably right decision to be taken on locations. It may also be emphasised that the presentation of the facts in an open meeting also checks personal interests from being pressed too far.

7.116 Thus, the first stage of spatial planning may consist of preparation of some maps depicting present level of development blockwise and cartographic depiction of the infrastructure taking village as the unit as well as inter-block comparison of the level of facilities of selected items.

7.117 In the second stage, more sophisticated exercises involving determination of hierarchy of centres and service areas and working out of thresholds and norms etc. can be undertaken, as indicated in this chapter.

## PROBLEMS OF COORDINATION, INTEGRATION, IMPLEMENTATION AND PUBLIC PARTICIPATION

### Integration Planning and Coordinated Implementation

8.1 In district planning, the essential problem is how to translate the project and sectoral approach to planning into an area approach. This involves a shift of decision making powers from today's mainly functional or vertical (sectoral) manner of functioning into an increasingly horizontal mode of functioning at the local (i.e. the district) level. The success of this translation would depend on the satisfactory accomplishment of integration in planning and coordination in implementation at the district level.

8.2 Coordination is sometimes referred to as the 'Achilles heel of planning'. In countries like India, where institutional mechanisms and administrative adaptations have not kept pace with the expansion in developmental activities in the public sector, coordination has become a highly persistent and nagging problem. While coordination is a problem faced at all levels of planning, its complexity and intricacy is particularly acute at the district level. Many who have critically studied District Administration have come to the demoralising conclusion that "nothing can be done". We do not subscribe to this view. In our view many things could and should be done by the different agencies at the district level.

8.3 Integration and coordination issues have been touched upon in several places in this report in different contexts. In this Chapter, we may be repeating some of the arguments stated elsewhere. This is being done mainly for the sake of a coherent presentation of the subject.

8.4 The complexity of the Integration—coordination issue at the district level arises because a multiplicity of institutions and processes are operating in the district in the planning and development context and they criss-cross each other, causing considerable confusion in their working. Further, both functional and spatial integration have to be achieved. A number of steps are therefore necessary.

8.5 In Chapter-4 we drew attention to the multiplicity of organisations operating at the district level, each performing certain planning functions restricted to various activities. Some aspects of coordination attempted at the block and district levels in various States were also outlined. On the whole, our analysis of the State of the art as obtaining today in the different States, shows that the existing arrangements for integration of planning and coordination of implementation at the grass root level leave very much to be desired.

8.6 In order to clarify our thinking on this complex problem, it is necessary in the first instance to distin-

guish between the two expressions that we are using here viz. *integration in planning and coordination in implementation*. The first refers to an ex-ante approach. The second refers to an ex-post approach. What is currently attempted at the district level today is mostly an ex-post approach i.e. coordinated review of departmentally monitored progress of development activities at the implementation stage. Since the district planning bodies in the country today have only limited planning functions, the ex-ante approach (i.e. integration at the planning stage) has not materialised to any significant extent. But it must be underlined that the ex-ante considerations are very important and it is this approach that is going to play a crucial role in future in the concept of district planning that we are advocating in this report.

#### (i) Integration at the planning stage

8.7 In the ex-ante approach, integration has to be worked out carefully and consciously at the stage of *plan formulation* itself, i.e. at the level at which schemes are formulated, whether at district, block, village or household levels. If grass roots level planning could be worked out in this manner, it would be possible to take care of the backward and forward linkages of the projects and schemes envisaged in various sectors of activities and ensure all inter-dependencies and complementarities. In this way, particular schemes would inter-relate their activities with others, so that maximum benefit would accrue to the community from the planning process. There are, however, serious constraints here and as in several other issues in planning it is more easily said than done. The problem therefore is : how to make integration in planning, a reality in our development administration ?

8.8 For integration at the planning stage to come about in the ideal manner, the entire planning activity touching on all aspects should be undertaken by one single planning body, which will prepare comprehensive plans for all activities at the district level in an objective manner, untrampled by the vested interests of sectoral departments and others. If planning is to be undertaken in this manner within our existing framework, it would mean that all the existing planning agencies within the district should hand over their planning functions to a single organisation designated for this purpose and also place their funds for planning coming from different sources at the disposal of this body. This organisation would then undertake the necessary analyses, formulate the strategy and determine the priorities for future plan of action for the area. This plan would then be translated into individual schemes. The various tasks for implementation of these schemes would then be assigned to different departments and

agencies in the district. This would mean that planning for the district would be attempted without any overlapping or duplication of functions, thus ensuring that the integration that is desired comes about in a relatively easy and meaningful manner. But this is a theoretical concept and a long-term goal. However, as we cannot erase the numerous existing structures which are now performing the planning functions for their limited areas, it is necessary to visualise the attainment of this goal in a practical and feasible manner. This would mean that we have to advance towards this goal in some definite stages and sequences, preparing ourselves at every step for the next stage and making several adjustments in the process. In this view, we have to take note of the existing administrative set-up and the different agencies involved in various development tasks and to work out the appropriate modalities for bringing about integration during the planning stage itself.

8.9 Developmental administration has some features of uniformity in the States with, of course some differences as well, the main difference being perhaps only in the structure and role of the Panchayati Raj Institutions at the district level. In the rural areas, apart from the PRIs, the DRDA, the DIC, the financing institutions, special authorities like the IIDP, the Corporation for SC/ST/CADA/HADA etc., are some of the agencies involved in planning and development at the district level. For urban areas in the district, the Municipal bodies, Housing Boards, Slum Clearance Boards, Improvement Trusts, Urban Development Authorities, etc., are responsible to look after the various specialised problems of urban development. If the scope of district planning is to cover all the developmental activities, including those of the developmental activities of the urban areas, it is obvious that these agencies (because of their competing and even conflicting interests) would not be competent to take on the role of planning for all the developmental activities in the district. The question therefore arises: What should be the coordinating mechanism for planning at the district level? This question has been discussed at length by the National Committee on Development of Backward Areas and the Ashoka Mehta Committee on Panchayati Raj Institutions. While the National Committee on Backward Areas have recommended this role to be performed basically by the District Collector (DC), The Ashoka Mehta Committee recommended it to be taken away from the DC by assigning it to the DPRI and its Chief Executive Officer. The main reason given for taking away this role from the Collector is that he is a very busy official and that there is no time left for him to devote his personal attention to the preparation of District Plan and then to monitor it during the implementation. We have elsewhere argued the need for strengthening the institution of the District Collector and endowing him with greater powers and authority in respect of developmental activities. Our discussions with the States revealed that this is absolutely necessary. Thus, the role of the Collector in the task of coordination at the district level is very important. In one State, we were even informed that Institutions like Commercial Banks are reluctant to accept anyone else except the DC as the Coordinator at the district level. We are, therefore, inclined to agree with the National Committee on the Deve-

lopment of Backward Areas and recommend the continuation of the Deputy Commissioner as the Coordinator at the District level for purposes of development activities, even after fully appreciating his heavy and onerous responsibilities in respect of revenue and law and order matters.

8.10. The recent developments in the State of Gujarat and Maharashtra also indicate that the DPRIs have not proved to be effective for purposes of plan coordination. The earlier thinking of these States was that the DPRIs would not only be responsible for implementation of developmental activities in the district, but would also be able to plan and monitor developmental activities in the district by having effective coordination with other agencies in the district. However on account of certain inherent weaknesses of these bodies, the experience has been that an outside and independent agency is necessary for the purpose of integrating planning and coordinating development among the development agencies including the DPRI at the district level. This outside agency has come in these States in the form of a Committee (called in Maharashtra as the District Planning and Development Council and in Gujarat as the District Planning Board) headed by a Minister. The Collector of the district is expected to play an effective role in the task of coordination through these Committees. He is also the Chairman of an Executive Committee constituted under this main Committee. The Chief District Planning Officer, provides the necessary secretarial and technical assistance to the DC in his work. Perhaps, in our country, the DC has to play a major role in the planning and development in the district, at least till such time as may be required for the emergence of enlightened and motivated non-official agencies who can then take over these functions not merely at the district level, but even going right upto the village level.

8.11 From what has been stated above, one may safely conclude that while it is necessary to introduce effective Panchayat Raj system for developmental activities at the District level, it is also equally important to create an effective machinery for coordination among the various agencies involved in the developmental activities at the district level by involving the Collector of the District with this task in order to ensure voluntary and smooth acceptance of the authority of the District Level Planning Body. As we mentioned elsewhere in this report, the exact nature of the body to be constituted for this purpose should be decided by the State. Several alternative models were pointed out. Thus in our view, the best way of going about this task of plan coordination is by constituting an overall body at the district level (call it by whatever name), which will be vested with all planning functions. This body would essentially function as an umbrella organisation nesting the plans of individual departments and agencies and integrating them into a common and consistent framework, subserving to a central strategy formulated for the district as a whole. In this context, the various departments and agencies operating in the district will provide the necessary inputs and sectoral support to this organisation. This body will order all their schemes and projects in accordance with some pre-determined

priorities into a consistent district plan. Thus, the schemes of various departments and agencies will fall in their appropriate places in the overall comprehensive plan worked out for the district by the district planning body. It should be understood that this organisation is not meant as a substitute for detailing the schemes or doing project planning, which will continue to be done by the different technical officers in the sectoral departments. It will function essentially as an integrator. However, in discharging this integrating function, it would not seek merely to mechanically aggregate the individual schemes and projects of the various departments and agencies. This will be no planning at all. The task that this District Planning Body will perform is one of 'integration' i.e. synthesis, taking all linkages and complementarities into account and ensuring the proper timing and efficient sequencing of the different schemes during the implementation stage and presenting a coherent plan within the resource ceiling indicated to it by the State Government. Thus assessment of the resource potential of the district, formulation of appropriate strategy, determination of priorities and nesting of the individual plans of the various departments and agencies in a consistent framework will be its main functions. In this framework of planning, the individual departments and agencies operating in the district will have their respective roles, viz. detailing out their individual plan schemes/projects in all their technical and financial details.

8.12 The kind of planning arrangements that we have visualised here can come about only in a graduated manner. In this frame of thinking, the roles of the various departments and agencies could be identified somewhat on the following lines :

- (1) DRDA : They would provide the basis for that component of the Plan based on 'beneficiary-oriented activities'—the I.R.D. Programme.
- (2) District Level Departmental Officers could provide support for 'non-beneficiary-oriented activities' of infrastructural or Community oriented nature in the district plans.
- (3) The DMPEGC could undertake the employment budgeting with reference to the total plan of the district, suggest manpower training programmes to mesh with the beneficiary oriented approach of the DRDA and analyse the employment impact of alternative schemes and programmes.
- (4) The Lead Banks could help in drawing up the credit needs for various types of activities in the district and also attempt spatial distribution of the credit through various banks and cooperative institutions.
- (5) The District Industries Centres would, in conjunction with DRDA, provide the sectoral development plan in the sphere of village, small and cottage industries and artisan activity.
- (6) Other bodies such as ITDP, Women's welfare agencies, municipalities and the backward block project authority recommended

by the National Committee on the Development of Backward Area (if actually constituted) will all make their contribution in drawing up the district plan.

8.13 The Chief Planning Officer and his staff will provide the full-time administrative and technical staff support to the district planning body.

8.14 Since a unified approach to development at the district level is our ultimate goal, steps should be taken to bring about gradually a shift of all planning functions to the district planning body. The Working Group notes that a large number of agencies are now operating at the district level. Unless immediate steps are taken to merge their planning functions with those of the DPBs, these agencies will strike deeper roots and make integrated district planning impossible. It is particularly emphasised that the central ministries should not encourage the emergence of new agencies and all planning functions should in future, be the responsibility of the DPBs. The fusion of several independent structures and the emergence of unified planning at the district level will confer several advantages. Among these, it will result in the release of considerable spare capacity in the district, leading to the integration of personnel and their optimum utilisation. The Working Group would therefore like to emphasise that during the 7th Plan, efforts should be directed towards increasingly devolving the planning functions now being performed by different organisations and agencies to the DPBs so that they will ultimately emerge as the apex planning body at the district level.

#### Coordination in implementation

8.15 Coordination in implementation implies making the optimum use of funds available from different sources. Because of the rigidity of the several agencies operating different schemes at the district level, the funds really cannot mix. Thus financial integration is a serious problem at the district level. This is especially so in our present context, when a number of special programmes are operating in the district, which are controlled and directed from above. In this context, one way of making the optimum use of funds available under different schemes could be by breaking down a scheme into its several components and utilising the funds from different agencies for different aspects of the same programme. This can be done, for instance, in road programmes, where the funds from different schemes can be utilised for different work components of the scheme like black-topping, construction of culverts, bridges etc. This however, is a cumbersome procedure. Nevertheless it is one way to get a maximum number of schemes completed without spill over and the consequent escalation of costs etc. If this could be done it will be a major breakthrough in our efforts at integrating the efforts of multiple agencies.

8.16 The real problem in coordination at the district level arises because the organisation which has to establish horizontal linkages has no powers to make alterations in resource allocations (which are all pre-determined at some other level) or take appropriate locational decisions and to issue fresh sanc-

tions wherever it becomes necessary. If any changes are to be made in the above directions, the District Planning Body has to approach the concerned heads of departments and the State Govt. This is a very time consuming process. The Working Group feels that in the present context, where several constraints of this kind operate, the coordination that could be effected would be of a very limited nature. The Working Group therefore recommends that the powers to allocate funds among the various sectoral departments and to make reappropriations within certain limits should be accorded to the District Planning bodies.

#### **Integration of Regular Plan Programmes with Special Programmes**

8.17 With the growing concern of the State to improve the lot of vulnerable and deprived people of society and the large number of people below the poverty line through various special programmes interventions such as the minimum needs programme, the IRD, NREP, DPAP etc., the problem of coordination at the district level has truly assumed gigantic proportions. These poverty alleviation programmes are, in fact, to be treated as priority programmes in a District Plan. If they are to confer the anticipated benefits on a sustained basis, they have to be provided with considerable external support. Our experience during the last few years of their implementation has revealed that the necessary degree of infrastructural support which they need is not forthcoming from external sources. To improve this state of affairs, meticulous planning as well as a high degree of inter-agency coordination are needed. All details for implementing such programmes to the minutest detail, including the linkages and input support that are necessary from different external sources have to be identified and worked out. The following is an illustrative list of certain exogenous elements needed as support from other levels which would impart the energy needed for developmental change in the rural areas of the district.

- Land redistribution, land reforms.
- Provision of various material inputs e.g. cement for construction Fertilisers, HYV, energy etc.
- Access to financing capital.
- Access to marketing facilities.
- Appropriate technology.
- Labour intensive production techniques.
- Infrastructure of various kinds needed in every sector of activity.

8.18 The concerned departments must be fixed with responsibilities for providing such support by incorporating the same in their Annual Plans. Simultaneously, necessary action required at the State level, as regards the provision of such inputs must also be taken. Since time is an important factor and some of the necessary inputs should be provided at the proper time, this entire exercise of planning for the input and infrastructural support must be completed before April or May, so that the implementing officers will have all the details before them

and a full ten month period available to them for implementing the activities that become their share of performance in a district plan.

8.19 Thus it is apparent that the special programmes for poverty alleviation introduced in recent years and are operating the district space cannot function in an isolated manner and have to be carefully meshed with the normal programmes which will give them the necessary input and infrastructural support. The support needed for the poverty alleviation schemes should be worked out in advance for the entire seventh plan period by adopting an incremental approach.

8.20 Thus Planning for an 'exogenous strategy component' is one of the most important functions that the district planning body should perform in the context of special programmes. In the loose and uncoordinated arrangements, prevailing today, the proper planning for these complementary functions tend to get neglected. In the race for achieving expenditure targets, money somehow gets spent, but the results are never achieved. Now that the DARDAs have been constituted, they should not only do their internal coordination, but also learn to dialogue effectively with the District Planning bodies, so that the present vacuum in coordination is effectively bridged. The development dialogue between DRDA & DPB could be institutionalised by providing for mutual representations in these bodies.

#### **Project/Scheme Coordination**

8.21 Projects and schemes being implemented in the district have to be coordinated both from the sectoral and locational points of view. We have already discussed this issue in the Chapter on Planning Methodology, but some points are worth repeating. Sectoral coordination would imply ensuring necessary inter-relationships with the complementary activities in the different sectors. Locational coordination would imply that the concerned project or scheme goes into the appropriate settlement in the hierarchy of central places worked out for the district in accordance with the procedures described in the Chapter on Spatial Planning, so that maximum impact in space could result. Besides, it is also important to harmonise the projects and schemes in time, i.e. to set a coordinated time-schedule for their execution. If the output of one project is to serve as an input for another, the former cannot start after the latter. In most cases in District Planning, the time scheduling of development schemes will not require any complicated techniques of coordination. Logical reasoning may be sufficient to guarantee the appropriate time sequence of projects included in district planning. Wherever there are a large number of projects to be combined into a single set of coherent development programme, some of the sophisticated methods like Net Work Analysis (PERT) CPM might be applied.

#### **Coordination between and among area levels**

8.22 The District plan represents on the one hand, the apex of the local planning system, embodying the plan proposals from the sub-District level (e.g. block, groups of blocks as in ITDP, villages and the house-



hold) and on the other it is part of the multi-level planning and sectoral planning machinery at the higher levels of the system, which will include the State and the nation. It is the meeting point of national and State sectoral development policies and the needs and development intentions expressed in the plans originating from the grass-root levels. From what is stated here, it is apparent that the District plan has to integrate the plans originating from the lower levels; at the same time, it must also integrate with the plans that are formulated at the higher levels. The method for bringing about this integration that is usually advocated in a multi-level planning process is the introduction of effective *development dialogue* between and among the planning bodies at the various levels. Such a development dialogue has to be a continuous and dynamic activity. It must have an iterative character going down to the last layer of planning activity. In this way, vigorous interaction, exchange of information and periodic adjustments and revisions in plans could be constantly effected resulting in progressive integration. This is the basic principle in multi-level planning. We may consider some special ways of bringing about such coordination and integration between and among the various levels.

8.23 At the sub-District level, the block is an important unit. Comprehensive block level planning for various defined sectors of activity was advocated by the Working Group on Block Level Planning; but such comprehensive block level planning exercises have not materialised so far. With the introduction of the new concept of District Planning that we are advocating in this report, it would become necessary to study the levels of development obtaining in the various blocks within the district and to appropriately provide for various ameliorative measures in the form of certain additive schemes at the block level to tackle the special problems in the blocks with a view to achieve balanced development within the district as a whole. Most districts have pockets of backwardness, where the level of development is lower than the average for the district in terms of various development indicators. It is important for the district planning and implementation authorities to pull these areas up, in the first instance, at least to the average level of the district, by which process the average development of the district itself will be elevated. Therefore, block level planning is necessary to ensure the development of pockets of backwardness and to bring about a more balanced development within the district. This aspect of block level planning has to be taken note of by the planning team at the district level. The Dantawala Working Group conceived of the district planning machinery as a peripatetic team, who will also go to the blocks and prepare the block plans. We are also of the view that it is the District Planning Team which should also be entrusted with block level planning also. In fact, block level planning is a part of the district planning methodology itself. In this manner, the integration of block plans with the district plans will be automatically secured far as special programmes like the tribal sub-plan is concerned, detailed methodology and guidelines have been prepared by the concerned Central Ministries and the proposals have to be framed in accordance with the methodology and the guidelines provided

for this purpose. These special plans have to be duly taken note of in the district plan for the provision of several complementarities i.e. the inputs and infra-structural facilities which are required as a back-up support to those plans. We have earlier given some suggestions as to how this may be done. The Scheduled Caste component plan has also to be incorporated into the district plan. The guidelines have been issued for this purpose by the Ministry of Home Affairs. Also the guidelines issued for the IRD and NREP specifically provide for certain minimum percentage of benefits going to members of Scheduled Castes/Scheduled Tribes. One of the States in the country (Kerala) has utilised the District planning machinery to prepare the Scheduled Caste component plans district-wise. The methodology used in this regard could be usefully taken note of by other States also.

8.24 Regarding the question of dovetailing the district plans with the State plan, it was mentioned to the Working Group that the time-table presently followed for the planning process at the State and national levels has been a serious limiting factor and the State Government does not find time left for discussions with the district planning bodies after the discussions with the Planning Commission. Advancing the latter schedule of discussions with the State Governments has its own limitations. In this context the Working Group recommends the following other alternative for States to consider :

- (i) The districts need not wait for indication about resource ceiling and can go ahead with planning on an adhoc assumption of a 10% step up. They may also draw up a second short list of schemes that could be considered if more resources became available.
- (ii) The State may take a decision that the District plan component of the State plan would be kept in tact whatever be the outcome about outlays after the discussions with the Planning Commission. Here the implication will be that any cut in outlays proposed by the Planning Commission will be absorbed in the State sector and will not be passed on the district sector.
- (iii) The district plan may be a composite plan for medium term i.e. 5 years with clear annual break-up for the five years sector-wise, which should be provided for in the State plan with very little variations. There can be a second look at the provision of funds at District level as a mid-term review to correct any imbalances.

It would be seen that the right answer for coordination in district planning could lie somewhere between total freedom and total control. The Working Group feels that through a process of vigorous interaction i.e. Development Dialogue at different levels, it would be possible to find a fairly satisfactory solution in the context of circumstances prevailing in each State.

#### **Integration of District Credit Plan with District Plan**

8.25 The increasing focus on programmes aimed at alleviation of poverty and economic upliftment of

poorer sections of the society has made credit planning an important and integral part of our planning at the grass roots level. The Lead Bank Scheme was evolved to provide an appropriate organisational framework for ensuring participation in a coordinated manner by the various financial institutions alongwith the concerned governmental agencies in assisting developmental efforts undertaken on an area basis, with the district as the unit and needing credit support. In order to facilitate this task, a coordinating machinery called District Consultative Committee and its Standing Committee, State Level Bankers Committee and State Level Coordination Committee emerged for effective implementation of the scheme.

8.26 With the above organisational base, the lead Banks made a beginning since 1973 to prepare District Credit Plans. Two rounds have already been completed and the third round of the District Credit Plan exercise covering the period January 1983 to March 1985 is currently in progress. A lot of experience has been gained in the preparation of District Credit Plans and the methodologies are still evolving. The performance of the Lead Bank authorities, however, has been uneven in the different districts. During the working, some deficiencies have surfaced. One of these deficiencies is the lack of integration of the District Credit Plan with the District Plan. This deficiency was brought to the notice of Planning Commission and some steps were taken to pave the way for better integration. For the preparation of the District Credit Plans, R.B.I. had devised certain formats for the collection of essential data. The Planning Commission advised the State Governments to furnish the information in these formats to the Lead Bank. This is only one aspect of the methodology relating to preparation of the District Credit Plans. The other and more important requirement for the preparation of the Annual Action Plans (AAP) is a correct knowledge about the various schemes that are included in the District Plan. The Districtwise disaggregations of sectoral allocations made at the state level are usually available only by about August/September. If the formation of A.A.P. is to proceed strictly on the basis of such data, there would be hardly any time left for the implementation of the A.A.P. Added to this, there is another issue in regard to the time span of the A.A.P. which relates to the calendar year, while the District planning exercise conform to the financial year. This problem can be sorted out by arranging to give quarterly break-ups in the credit plan which would make matching possible. But still, since the District Plans are not prepared systematically in the States in the country, the Lead Banks, are unable to obtain correct information about the programme and scheme content of the District Plans in right time. The Planning Commission has, in its guidelines for the preparation of Annual Plans since the year 1981, been insisting on the States to disaggregate the districtwise outlays and present them in the State Plans. This is gradually picking up. The Working Group was gratified to note that some States in the country have already done this in the current annual plan for 1984-85. Many States have indicated complete sectorwise details districtwise. Elsewhere we have recommended that the District plan compo-

nent of the State Plan should not be subject to any alterations after the discussions in the Planning Commission. If this suggestion is followed by the States and all States in the country indicate the districtwise scheme details in the State Plans while bringing their plans to the Planning Commission for discussion in the month of November, the required information for the District Credit Plans would become available in November of the previous year. This would facilitate drawing up a more realistic District Credit Plan. We strongly recommend this approach to the States.

8.27 Apart from the above important recommendation, we would also like to suggest the following aspects relating to the integration of the District Credit Plan with the District Plans :

- (1) The economic activities supported by credit without subsidy represent a sizeable part of the activities of the private sector. It will be useful to present this separately. Planning at the district level in the primary, secondary and tertiary sectors will be incomplete without projections for private sector which are not supported by Government assistance and do not, therefore, directly come under the purview of District Plan. The data about loans provided for these activities can provide a starting point for this exercise.
- (2) The guidelines issued by the Reserve Bank of India have indicated that the various banks should equip themselves with necessary resources and staff for meeting their commitments under the District Credit Plan. The District Credit Plan will become more realistic if it would give a detailed analysis of the bankwise position of resources deployment in the district, and indicate the proposed time bound plan of action for deploying additional resources if the available resources do not match the estimated credit demand. Simultaneously, it is also necessary to strengthen the organisational set-up for district credit planning.
- (3) The District Development Officers and the officers of the banks should adopt a constructive approach and avoid the tendency to use the forum of District Coordination Committee (D.C.C.) for mutual fault finding. This calls for reorientation of the attitudes which can be brought about through training, seminars, workshops, etc.
- (4) Reconstitution of D.C.C. and Standing Committee into compact forums as recommended by the Working Group on Lead Bank Scheme should be affected without delay so that detailed examination of important schemes is facilitated.
- (5) The best of the Credit Plan will have no chance of success unless the essential prerequisite like up-to-date land records, easy availability of non-encumbrance certificates, etc. are ensured. Some of these relate to the field of administration and may not

come within the purview of district planning. This brings into focus the fact that the District Plan cannot confine itself only to selected plan programmes. The Plan schemes may have to be integrated with the Non-Plan schemes and linkages will have to be established between planning and administrative arrangements which are required for effective implementation.

### Rural-Urban Integration

8.28 Lastly we refer to an aspect of integration which is relatively a neglected dimension in District Planning viz. Rural-Urban Integration. The District Plans so far have been conceived as rural plans only. With the introduction of the Integrated Rural Development Programme and the new orientation in planning that has emerged since the Fifth Five Year Plan, the need to integrate the rural activities particularly with the small and medium towns has become a crucial issue. The small and medium towns have to function as focal points for agricultural activities and for the provision of higher order services and amenities such as marketing facilities, banking services, warehousing, repair workshops, recreation and the like. The Working Group, therefore, recommends that towns with a population of less than 10 000 should be treated as an integral part of the District area for purposes of overall planning and implementation of development programmes in the District.

8.29 With such integration, it is also necessary to ensure that the funds provided at the State level for urban development sector are duly disaggregated on a proportional basis for meeting the cost of urban services of urban centres thus brought into the rural framework of the District Plan. However, in the case of larger cities and metropolitan areas—municipalities and corporations—it would be better to treat them as separate entities for planning and development, except for some limited coordination of development activities in peripheral areas involving extension of services and the like. Such coordination could be brought about by providing for mutual representation in the District as well as urban planning bodies as has been done in Maharashtra and Gujarat. The point to be noted is that limited coordination through mutual representation will meet the needs of rural-urban integration in the case of large towns and cities; on the other hand, in the context of smaller towns, closer linking in planning allocation of resources and local administration will be needed. This is best accomplished through spatial planning which seeks to provide the services of all kinds necessary for economic growth in their appropriate locations.

8.30 Small towns and urban local bodies are left out of the scope of programmes like IRD with the result, the poorer classes belonging to the groups of agricultural labourers, marginal farmers and small artisans, as well as other categories of the urban poor etc., are denied the benefits of subsidies available to their brethren living in adjoining villages. On the other hand,

they derive very little benefit from the urban local bodies. Taking note of this, Gujarat has already extended the scheme of incentive grant to benefit urban areas. Since this Working Group has recommended that small town of less than 10,000 population should be treated as an integral part of the District area, it is necessary to extend the benefits available to the rural poor also to the urban poor.

8.31 Another aspect of rural-urban integration relates to the emergence of a number of industrial townships and mining complexes, large irrigation projects and Hydel and Thermal projects in the midst of rural areas. The spin-off effects of such large projects generate a tremendous potential for development. The National Committee on the development of Backward Areas has studied this problem with reference to a specific project viz. Indravati Project in Orissa. This case study has revealed the various aspects of the planning and implementation process that are important for tying up the potential of new growth centres with the development of their rural hinterlands.

8.32 In the case of such projects, large employment potential, both direct and indirect exists. Therefore, besides the usual project plan, a secondary, plan for training and employment and its absorption has also to be made. The NCDBA report has recommended that the responsibility for doing this must rest with the District Planning unit working in association with the Project.

8.33 The Working Group endorses the recommendations of the National Committee on the Development of Backward Areas.

8.34 The Working Group would also like to make the following recommendations for bringing about coordination and integration of the plans of urban local bodies with the District Plan :

- (i) Representation should be given to the urban local bodies in the District Planning Council or the agency entrusted with the task of formulation of District Plan.
- (ii) Urban areas having a population upto 10,000 should be treated as a part of the rural areas and planning development for these areas should form part of the District plan. They should be represented in the Panchayat Samities.
- (iii) Urban Local Bodies having a population of over 10,000 should be asked to prepare Annual and Five Year Plans within the framework of the State Plan.
- (iv) In the case of Urban areas which will serve as growth centres the linkages between the needs of these areas and plans for meeting these needs by conscious efforts taken up in the adjoining rural areas should be clearly spelt out.

### Public Participation

8.35 Development planning may be envisaged as a three-way model, the three components here being the scheme, the machinery and the people. The scheme postulates something to be done by a

*machinery* for, with and to the people, who are both the objects and subjects of planning. For the successful operation of this three-way model, the schemes must be well conceived, the machinery must be adequate in quality and quantity and the people must be alive to their rights and obligations. Public participation in planning is an area where the divergence between theory and practice, rhetoric and reality has been the most striking as revealed from a critical study of our plans at the various levels.

8.36 To start our discussion on this most important subject, it must be realised that public participation means one thing at the national and the State levels and another at the local levels. We would like to underline this difference in the first instance. At the local (District) levels, it is both an important *tool* and *goal* of development. It is also the medium of social transformation and a means to bridge the distance between government and the people. In short, it is a pre-condition for authentic development and as such, must be regarded as a policy instrument for development. By ensuring public participation in District plans, we take into account the diversity and local specificity and build into local level planning the concepts of self-management and self-reliance. According to a U.N. document, in local level planning, public participation is a basic human right. Indeed, one may say that the touch-stone of grass-roots level planning is public participation. How effectively this could be brought about is the crucial question.

8.37 By people's participation, it is meant that the policies and programmes included in the plan should enlist not only the support of the masses, but also their whole-hearted participation at the stages of formulation and implementation. Planning in our country has been conscious of this all-important fact from its inception and this has been often stated in various plan documents as an important aim of planning and a condition for its success. The following passage from India's First Five Year Plan is significant:—

"Democratic planning will not succeed unless the sanction of an awakened public opinion operates powerfully and the force of public action in pursuit of constructive ends, continually grows. A democracy working for social ends has to base itself on the willing assent of the people and not the coercive power of the State. Other conditions have to be fulfilled before the full flow of the people's energy for the task of national reconstruction can be assured. The ignorance and apathy of large numbers have to be overcome. A clear understanding of the conditions and problems and of the appropriate remedies has to be carried to the people at all levels. Their own views about their needs and difficulties and the correct solutions must be elicited and given the fullest weight in making the plans, in the execution of which they will be called upon to assist. The initial interest aroused by the prospect of better things for themselves can be sustained only by the sight of achievement, however moderate, and the consciousness of a share in it, however indirect. Means have, therefore, to be devised to bring the people into association both at the stage of for-

mulation of the plans and in their implementation from stage to stage."

8.38 Although the proposition that development requires popular participation is well understood, it should be noted that popular participation is still an ill-defined normative concept. How to transform this concept into viable policy guidelines for practical implementation is the problem with which we are concerned. Also once we have operationalised it in some manner, we should also generate suitable indicators for measuring it for purposes of monitoring. These two issues appear to be critical in our view when dealing with this somewhat ambiguous, but most important, subject of participation in planning and development.

8.39 In this report, we are confining ourselves to public participation at the district and other levels below it. The first question in this context is: why is such participation necessary? People's participation at the local levels is necessary primarily to reduce the unequal distribution of power in the rural areas. Studies on poverty in the developing countries have revealed that the generation of poverty is a function of the concentration of power and the monopolisation of resources by the rural elite. People's participation at the local level would, therefore, help bring about a redistribution of both control of resources and of power in favour of the rural poor. We may note that in the context of our present day objective in planning, it is this participation of the rural poor which is of the greatest concern at the district and other local levels. The rural poor, however, are a large heterogeneous group of people differing in occupation, location, sex, status, caste, religion and so on and are difficult to capture in any single and simple method for ensuring their effective participation in planning and development. The crucial question in district and other local levels of planning is therefore: how are we to draw the worker, the ordinary citizen, the share cropper, the tenant, the agricultural labourer, the tribal, the Scheduled Caste, the small and marginal farmer, the artisan and the fishermen into the planning and decision-making process so that their voices could be heard? Our experience so far in development at the local level has been that those who have the least power obtain the least benefit from planned development. How are we to change this situation, so that an organised participation of these "excluded" and "marginalised" categories of people would be possible? Thus the central issue here is one of power structure. We cannot evade this issue in local level planning. In other words, popular participation in local level planning would mean how the "excluded" and the "marginalised" in society can be made to participate so as to solve their objective problems and to contribute subjectively to the enhancement of their sociocultural and political awareness. When the power structure is altered at the local level in favour of the social categories mentioned above, they will naturally get a new deal, which would ensure a pattern of access to resources, services and in the amenities in their favour. The central point in the question of public participation in local level planning is therefore: how to bring about a change in the

power structure in the various peoples institutions in favour of the majority that is poor ?

8.40 There are various other reasons why public participation is needed at the local level. One may list the following six reasons :

- (a) To take note of the felt needs of the population;
- (b) To mobilise local resources for plan implementation, including people's labour;
- (c) To decrease the level of conflict during the planning and implementation stages;
- (d) To increase the speed of implementation by securing the cooperation of the people;
- (e) To increase the legitimacy of authority; and
- (f) To reduce popular resistance to decisions.

8.41 Broadly participation may be identified as of four different kinds : (1) participation in *decision making*; (2) participation in *implementation*; (3) participation in *benefits*; and (4) participation in *evaluation*. All these together may be considered as a consistent cycle of participatory activities in the context of planning and development.

8.42 It is also instructive to think in terms of three dimensions of participation: (i) *What kind of participation is under consideration ?* (ii) *Who should participate it ?* (iii) *How should the participation occur ?*

8.43 In considering what kind of participation is necessary in local development, we may note that there is a view that all local level planning should be totally entrusted to the local people on the basis of the dictum "people plan and the Government supports". An approach approximating to this idea has been tried here and there in the country particularly in the context of preparation of village level plans by dedicated voluntary agencies who have tried to mobilise the local community for planned development. The comprehensive area development programme tried by the West Bengal Comprehensive Area Development Corporation is an instance of this kind, which attempted to develop a band of local workers as a cadre of local self-reliant, people's organisation and to use it as a tool for local planning and socio-economic restructuring. There are also other instances e.g. the Tilonia experiment in Rajasthan, the Maliwada experiment in Maharashtra, the Mafatlal Group experiments in Maharashtra (Uruli Kanchan etc.) all of which are in the nature of "action planning" experiments intended to generate a process of conscientisation and internal motivation of the local people to help themselves with some external aid. Ingrained in these few experiments or "success stories" are certain proven methodologies for bringing about active public participation in local level planning and development. A careful study of these experiments would provide useful insights on this subject but the Working Group could not undertake such studies on account of time and other constraints. We recommend that special studies of these "action planning" ventures in the country should be undertaken by the Multi-Level Planning Division in the Planning Commission as part of its continuing work programme. We are of the view that such studies would help devise appropriate

methodologies for public participation in local level planning. In this context, we would like to emphasise that participation cannot be inserted as a "missing ingredient". But participatory local level planning should emerge as a distinct *style of development*, in which participation will be woven like warp and woof in every stage of planning, in every scheme of activity that is formulated and in every stage of the implementation of the plan. It is to this style of participation that we are using the expression "participation in local level planning" in this report.

8.44 We have already dealt with the question as to *who* should participate in local level planning? The third dimension mentioned by us viz. *how* the participation should occur is the most important question. This refers to the 'weaponry and tactics' that should be used for public participation in local level planning. Before answering this question, it would be necessary to examine critically the present efforts at public participation in local level planning in our country. The present practices of district planning in our country leave little or practically no (as in some States) autonomy of action to the local people, with the result that they impose conditions that greatly restrict or make only little provision for popular participation. There are, of course, variations from State to State in the current practices of district planning to which we have drawn attention in another chapter.

#### Participation through district planning bodies

8.45 In the current practices, participation has been seen mainly in the light of "representation" in the district planning bodies which have been set up in the different States. In the composition of these bodies, provision has been made to associate elected representatives. In some states, there is also provision to associate representatives of social workers, occupation groups, women etc. There are also a number of States where such representations do not exist. We have recommended in another chapter a desirable composition for District Planning bodies in which certain aspects of representation have been emphasised, such as those by occupation categories interest groups or "excluded" and "marginalised" groups in society. We would, however, like to point out that participation through representation in such forums *alone* does not constitute total and effective participation by the local community for the purposes in view. This is because, an organisation like a District planning body is not the "real" planning arena. It is primarily a forum, where the District level functionaries explain the rationale for their proposals and actions, and the people's representatives make some minor modifications and adjustments and also advocate their pet schemes. Thus, it is a forum for negotiations and plan finalisation. Peoples' participation, to be really meaningful, should take place at every stage of planning including pre-planning, strategy setting, scheme formulation, monitoring and review and not merely at the time of plan finalisation. Therefore, participation has to take several other forms, besides mere representation in planning bodies.

#### Participation through Panchayati Raj Bodies

8.46 In a broad sense, the issue of popular participation is basically identical with the issue of demo-

cracy. Our experience, however, has revealed that democratic decentralisation experiments have fallen a prey to power monopolisation by the rural elite and have given rise to what may be called certain "Inner limits" to public participation. Thus, the formal channels of participation through the Panchayati Raj Institutions with a view to adhering to democratic principles, has not guaranteed actual people's participation in the running of the affairs at the local level. The crucial question, therefore is: how to promote active mass participation as a central feature of our policy for local level development? The answer lies in developing new forum of popular participation through all kinds of spontaneous action groups. We shall be discussing this subject at a latter stage in this Chapter.

#### Voluntary Agencies Participation

8.47 Voluntary agency participation in local level planning is also an important aspect which cannot be ignored. Voluntary agencies with the requisite competence can contribute both in the sphere of planning and implementation and we are of the view that the full benefit of their experience and special merits should be availed of wherever possible and desirable. There are, however, limitations in regard to entrusting District planning and implementation activities to voluntary agencies. The Working Group on Block Level Planning set up in 1977 under the Chairmanship of Prof. M. L. Dantawala has gone into this question in depth. We quote the following sentences from this report:

"Since the competence and public relations skills of the voluntary agency, the reactions of the official agencies and the attitudes and approaches of political leadership at the State level are likely to vary a great deal, it would not be proper to lay down, so to say, an inviolable principle on the question of entrusting the preparation of a block plan to a voluntary agency. Our general view is that the preparation of a development plan at any level must remain the primary responsibility of the Government. However, a State Government, if it so wishes, may invite a voluntary agency whose bona fides and competence are well established, to prepare a certain number (2 to 3 in total) of block plans in each State, preferably in collaboration with the (District level) planning team."

8.48 The observations made above in regard to Block level planning apply with equal force to District Planning also. We, therefore, endorse the above view.

#### Participative approach through organisations of the poor

8.49 Since traditional local government institutions do not represent a majority of the rural people, particularly the rural poor, a strategy of decentralised institution building for the rural poor is vigorously being advocated in all developing countries. This is particularly relevant to our country where one finds a great many stratifications in rural society. That the poor can be organised into viable economic groups with great success has been proved by some concrete instances such as the Anand Milk Producers Cooperative in Gujarat or Land Army in Karnataka. Thus organisations based on interest groups such as small

farmers cooperatives, landless workers union, women's associations, rural youth brigades etc. have to be nurtured with some external assistance as part of local planning effort.

#### Recommendations of the Working Group

8.50 In the light of the above observations, this Working Group would like to make the following recommendations:

- (1) In District Planning Bodies set up in each State, adequate representation should be provided for elected representatives, representatives of economic or occupational groups, social groups, voluntary agencies etc. as indicated in the Chapter on 'Pre-requisites' in this report. The idea here is that if real participation in planning is to emerge, it should come not merely from formal organisations but from several informal organisations as well as various interest groups at the local level.
- (2) Representation, as a means of participation, in planning and implementation activities at the local level, is only a partial method of achieving real participation. In order to make participation effective, it is necessary to organise it at every stage of planning and implementation including the stage of evaluation, monitoring and review.
- (3) During the pre-planning stage, involving collection of data and conduct of surveys, the local leaders of the community, teachers, students and others as necessary may be associated both to facilitate the task as well as a means of contacting the local community through locally known people so as to reduce any possible resistance from the public in parting willingly with such information as may be required and to instil confidence in them that the information they provide is in public interest. Hopefully, this procedure will also ensure the authenticity of the data collected through such surveys. In fact, one of the methods of collection of data, known as the "key-informant system" is based on this principle.
- (4) At the scheme formulation stage, meaningful public participation would require:
  - (a) interaction with "people" in their village settings and with their representative organisations at the stages of (i) ascertaining their felt needs and their perception of problems and potentials; (ii) adoption of strategies and schemes evolved (but not finalised), (iii) identification of beneficiaries, such as the poorest, of the poor etc.;
  - (b) purposeful consultation with beneficiary groups in respect of the relevance and efficacy of ongoing programmes; and
  - (c) consultation with different categories of 'people' such as landless labour, tribals, Scheduled Castes, artisans, engaged in different trades and specially organized voluntary groups or organi-

sations on various programmes/projects proposed to be undertaken.

- (5) At the stage of formulation of strategies, the people may be involved to assist the planning team in assessing the relative response of the people to alternative strategies. The method of involving the people here would be to discuss in "open forums", where representatives of various local agencies at the Block and Tehsil levels and the representatives of various interest groups could be invited to express their views.
- (6) At the stage of determination of scheme priorities also, people may be consulted in open forums. This would greatly assist the planner in identifying the felt needs of the people and in hierarchising their priorities.
- (7) Certain aspects of decision-making, particularly those relating to locations of various community schemes like drinking water, school construction, health centre etc. would be greatly facilitated through discussions in open assemblies in villages. This procedure of public participation would help resolve the controversies associated with such decisions. The open assembly form of public participation will cut across class interests, will put "leaders" on the alert against suggesting irrational decisions and by and large, will work in favour of the poor majority.
- (8) Decision-making in regard to all vital planning matters like budgetary allocation to different sectors and blocks within the district, the choice of programmes and projects for development and the finalisation of the annual and five year plans may be done through the District Planning Bodies, in which elected representatives, and various other interests are duly represented.
- (9) Local people can be encouraged to participate in the implementation aspects of a project in three principal ways : (i) By making contribution of resources; (ii) By assisting administration and co-ordination efforts; and (iii) By enlisting themselves in programme activities for possible benefits. Contribution of resources can take a variety of forms such as the provision of labour, cash material goods and information. All such inputs are vital to projects seeking to incorporate local resources in any development enterprise. In administration and coordination efforts, people can participate either as locally hired employees or as members of various project advisory or decision-making bodies. They can also be members of voluntary associations that coordinate activities with the project. Having local people help administer and coordinate a project not only increases their self-reliance, but also gives officials valuable insights into information on local problems and constraints affecting the project. Finally the form of participation through enlistment

in programmes confers three kinds of possible benefits viz., material, social and personal. The various beneficiary-oriented programmes operating at the local level have this form of public participation.

- (10) Involvement of people may also be secured in monitoring and evaluation of projects/programmes. This will help to identify not only how many, but also *who* benefits from a particular investment and whether any leakages/corruption has been noticed. The information provided by the people on the progress of a project would also help in identifying the problems and constraints in implementation.
- (11) People's involvement may be secured with great advantage in the running, maintenance and management of various completed projects by constituting suitable organisations of people like Irrigation (water use) Committees etc. This will not only give them a certain pride of ownership but will also contribute to "wise management".
- (12) The Working Group also recommends another aspect of public participation in local level planning by associating universities, academic institutions located in the district, for various tasks of plan formulation including collection of data, conduct of surveys, analyses of data, evaluation and review of on-going schemes etc. It is recommended that the District Planning Bodies should, in this manner, enlist all available talents and skills in the district. This will not merely result in economy in costs, ensure the necessary intellectual support to the District Plan but will also increase the acceptability of the plan.
- (13) In some of the Centrally directed intervention strategies in rural development operating at the district level, public participation is rather weak. These programmes are managed by special agencies created for the purpose. The Working Group recommends that public participation here should be improved by associating people's representatives in these agencies and placing the plans prepared by them before the people's organisations like the PRIs, for clearance.

8.51 The above represents a catalogue of recommendations to harness the participation of the public in multifarious planning, implementation, monitoring and evaluation activities. Taken as a package, they constitute an ideal set to which the States should strive to reach. There are a number of components that we have mentioned in this context and all of these cannot be simultaneously put into practice for various reasons. As we emphasised in chapters 3 and 4 the scope of District Planning will have to be *gradually* enlarged. In keeping with such evolution, the style of development will also change gradually from a highly bureaucratic technocratic approach to an increasingly participative approach. This statement requires some elaboration. For instance, to begin with, participation

through representation in District Planning Bodies may be the only feasible method of inducting popular participation. Inasmuch as the District Planning Bodies that have been constituted in many States today are official dominated bodies with marginal or no representation of non-officials, their restructuring on the lines that we have proposed in this report itself will be one big step forward towards securing public participation. In the "Stages approach" that we have visualised, this could be the first stage of transition.

8.52 Then there is the crucial question of participation during the actual stage of plan formulation. In the guidelines issued by the Planning Commission in 1969, a sequence of discussions of the "Preliminary Framework" with progressive farmers, small farmers, other entrepreneurs and interest groups was recommended. This would be quite relevant when the total plan is formulated at the district level. In the departmentally conceived programmes, mostly a top-down approach prevails and public participation is almost nil. This state of affairs will change only very gradually, with the handing down of project formulation functions also to the District Planning Bodies, which in turn, will be possible only after adequate capability building at these levels has taken place. But there are certain planning activities which we expect to be handled at the local levels e.g. the Planning for the Minimum Needs Programme, the special component programme for Scheduled Castes and the plan for the tribal people. In these types of programme, the State Governments should strive to achieve some degree of public participation by involving the target-groups in the decision making as well as in the implementation process. In States like Gujarat and Karnataka where some "Free or un-tied funds" are provided to the District Planning Body for its discretionary spending, public participation should be encouraged in the exercise of choice of schemes and determination of their priorities. The Working Group was informed that such participation exists in Gujarat. Also in the incentive grant provided on a matching basis to the District Plan-

ning Bodies in Gujarat, it was noted that this method has encouraged a large degree of voluntary public involvement.

8.53 There are the various beneficiary-oriented schemes forming part of the IRD Programme, in which some States have already used the public participation methods as a means to identify beneficiaries and to evaluate the success of this programme. This method could be emulated by all the States in the country.

8.54 There are many other components of public participation which we have outlined in the earlier paragraphs which could be introduced only gradually, as planning functions themselves descend gradually to the District level. This will include the institutionalisation of "other people's organisations" (by which we mean various apolitical institutions other than PRIs) which have to be built up from the scratch. This will take a long time. There is also the question of making the PRIs more broad-based. This is also a change that will come about only slowly. Thus it should be noted that in the various methods of public participation that we have catalogued in this Chapter, a number of them can materialise only with the change in the very style of development, which is a long term process. Keeping these in view, it is recommended that States should draw up their own appropriate strategies for public participation in tune with the sequence of decentralised development envisaged by them.

8.55 It should also be noted that the nature and extent of public participation will also differ with District Plans with different time frames. The detailed and rigorous kind of public participation that have advocated running through the phases of plan|programme|project formulation, implementation, monitoring and evaluation is possible only for medium-term and perspective plans. So far as Annual Plans are concerned, the nature of public participation will be confined to what obtains in the District Planning Bodies in which the public will be represented.



## CHAPTER 9

### DISTRICT PLANNING FOR THE NORTH-EASTERN REGION

9.1 The North-Eastern Region of the country has some special features which calls for some departures in the methodology of district planning. This chapter highlights those special aspects. It has to be noted that even within the North-Eastern Region itself, there is considerable diversity in relation to the social and economic conditions, the natural resources, level of development of economic infrastructure, man-power resources and the administrative systems. Moreover, there are hill areas and the valleys, the former being predominantly tribal in character. Many of these areas had the distinct administrative frame by virtue of their being included in the Sixth Schedule. In Manipur and Nagaland which are not included in the Sixth Schedule, special constitutional provisions have been made. Statutory provisions have also been made for the tribal areas in Tripura by the State incorporating some of the elements of the Sixth Schedule.

9.2 Four of the seven units in the North-Eastern Region are predominantly tribal. In the other three units, viz., Assam, Tripura and Manipur, there are substantial areas of tribal concentration. In pursuance of the strategy for tribal development initiated during its Fifth Five Year Plan, separate sub-plans have been prepared for these areas. These projects in some cases are co-terminus with districts, while in other cases they may comprise a group of blocks or even parts thereof. Since the size of the districts is comparatively small in this region, all areas of tribal concentration in a district have been covered under an Integrated Tribal Development Project. Thus, for the purposes of planning, some of the districts are clearly divided into two parts, viz., predominantly tribal areas and the rest with separate planning systems.

9.3 Under the Sixth Schedule, the District Councils have been accorded specific legislative authority and administrative responsibilities. Thus they represent a third tier in the constitutional frame besides the Union and the States. The State budgets exhibit separately the budgetary provisions relating to the areas under the Sixth Schedule. This is a constitutional obligation. Thus, there is, in a way, separate budget for these areas. The convention about associating district councils in preparation of these budgets, however, varies in different States.

9.4 Within this broad frame in relation to the Sixth Schedule areas, different practices have developed in different parts of the region. The State of Meghalaya was earlier a Sixth Schedule area within Assam with three District Councils. The State budget is divided into two parts, viz., the General area items and the autonomous district-level items, which broadly correspond to State sector and district sector items.

The autonomous District Council budget is sub-divided into the budget for three District Council areas. After the State budget is prepared, the budget relating to the concerned District Council area is referred to the respective District Council which deliberate on it and send it back to the State Government with their observations. The State Legislature takes into account these observations when the budget is voted. However, the District Council is responsible for execution of only those programmes which fall under the District Council Sector which presently consists of a small portion of the total budget. The bulk of the programmes included in the district level budget are implemented by the State departments. The district level budget comprises both the plan and non-plan parts of the State budget.

9.5 Assam has two districts under the Sixth Schedule, viz., Karbi Anglong and North Cachar Hills. The practice of formal presentation of budget for these areas separately is being followed. In their case, a further important step has been taken in relation to planning. A separate plan for the Sixth Schedule area is prepared within the State Plan. This plan comprises total plan activity within the Sixth Schedule area. The District Councils are not only responsible for preparation of these plans but they have also been given the responsibility for their implementation. Besides these Sixth Schedule areas in Assam, there are substantial predominantly tribal areas in the State. A separate sub-plan for these areas is prepared.

9.6 In Manipur, five of the six districts comprise the hill areas in that State. There is a special constitutional provision for the administration of the hill areas of Manipur. There is a separate hill area plan within the State Plan for these areas which is also presented separately in the budget. These hill areas also happen to be the predominantly tribal areas of the State. The hill area plan of Manipur, therefore, is also the tribal sub-plan of the State.

9.7 No area in Tripura has a special constitutional status. However, the State Legislature enacted 'The Tripura Tribal Area Autonomous District Council Act' in 1979. The jurisdiction of the Tribal District Council extends to tehsils and villages which are predominantly tribal. These Councils have been given administrative functions similar to those of the District Councils in other units in the region. As with other predominantly tribal areas, a separate tribal sub-plan is prepared for the predominantly tribal areas in Tripura.

9.8 Thus, tribal sub-plans are being prepared for all predominantly tribal areas in the region except the Sixth Schedule areas. These sub-plans comprise the

total State Plan effort for these areas. These sub-plans are sub-divided into Integrated Tribal Development Projects, which generally cover the tribal majority areas within a district. These projects comprise the total plan effort at their level.

9.9 All the Units in the region have generally accepted district-level planning as the desirable goal. The formal frame for district planning, however, remains to be evolved. The Working Group are of the view that while working out the new frame for district-level planning, it will be necessary that the special elements relating to the various constitutional and statutory obligations prevalent in different States as also the special features of the tribal sub-plans should be preserved. To that extent, the District plan should be in the nature of a comprehensive frame having a clear objective accommodating a variety of other sub-goals.

9.10 As regards the scope and content of the District plan, and the broad division of all plan programmes into district sector and State sector, the observations contained in the relevant chapter of this report also hold good for the North-Eastern Region. Similarly for the distribution of divisible plan outlays among the districts, the objective earlier mentioned viz. population, area and level of development are also equally applicable to the North-Eastern Region. Taking into account the special peculiarities of this region, however, we would recommend that as far as possible, not less than 70% of the outlay may be assigned for population, not more than 20% for area and not less than 10% for other elements including level of backwardness.

9.11 When applying an allocation formula on the above lines to States in this region, some practical difficulties may arise in some states on account of administrative unpreparedness, low absorptive capacity etc. for example the actual level of investment based on quantification of the district level programmes for each district from the State plan and the outlay which a district may be entitled to in pursuance of the above principles may be significantly different in the first exercise. The districts where the level of investments may be lower than their entitlements could be given a greater step-up in successive annual plans compared to those districts which may be given better provided so that the distribution amongst different districts conforms to the distribution according to principles within a reasonable period say 2 to 3 years, depending on the absorptive capacity preparedness, etc.

9.12 The above exercise will essentially be in the nature of disaggregation of the state plan programmes district-wise and gradual step-up in deficient areas by the State planning authorities. The district planning, however, is a wider concept and should concern with detailed planning at the district level where the people's representatives and technical personnel together decide about the priorities and programmes keeping in view the requirements of the area. There are two aspects of this issue. An ideal district plan such as the one elaborated in the chapter on Planning methodology in this report may be difficult to carry out in these States in respect of the Seventh Five Year Plan in view of the shortage of time. The preparations

for making perspective plan for each district on the above lines however should be taken in hand immediately, so that district plans with reference to the resource potential, socio-economic situation etc. of the area can be prepared at least from the Eighth Five Year Plan. The time available for this exercise for the Eighth Plan itself is sufficient; but any delay will mean that even the opportunity for the Eighth Plan may be lost.

9.13 The second aspect of district level planning is to influence the on-going programmes and to take up new programmes on a year to year basis, as also for the Seventh Plan period as a whole. In this case, the first disaggregated plan for the district referred to earlier should be considered at the district level and suitably adapted to the local needs. In this regard, an incremental approach could be adopted since the on-going programmes have a logic of their own and changes should be effected with great care and caution.

9.14 The District Plan exercise should be started each year well ahead of the State Plan exercise, so that the State Plan can be built up on the basis of the District Plans. At present the drafts of the State plans are to be finalised by the end of October so that they could be discussed at the national level between November and January. The preparation of district plans, therefore, should be initiated in the month of May every year. By this time the Annual State plan for the current year would have been finalised and the programmes in each district would have been quantified in accordance with the procedure earlier discussed. Experience shows that the Annual Plans for the successive years has an escalation of about 10 to 15%. The work on the District Plans for the following years can be started on the premise that the total outlay for the District Plan will be of the order of, say, 15% over and above the current year's figure. In accordance with the incremental approach, the District authorities may be requested to prepare their plans keeping the inter-sectoral priorities, as they are. They could, however, be allowed to make marginal sectoral changes upto 10%. Thus, if the overall outlay for the District Annual Plan for the next year is to be kept at 15% above the current year's level, the proposed outlays for each sector would comprise two parts viz. the general increment of 15%, special priority increment of 10%. The District Planning Authority may decide to keep the level of investment in a sector at the current year's outlay and 25% above the current year's outlay. In sectors of low priority for the district there will be no step-up and in sectors of high priority, the outlays could be increased upto 25%, maintaining the overall outlays at 15% above the current year stipulated. Such marginal changes in the sectoral programmes over the years will help in bringing about full consonance between the needs of the area and the plans of the area. The District Planning authorities may also make suggestions for changes in the priorities, weightage, structure etc. of the individual schemes within the overall sectoral outlays as well.

9.15 The District Plan may be forwarded to the State Planning authority with a copy of the sectoral

plans to the concerned Heads of the Departments. The Heads of the Departments may review the district plan proposals and if they have any suggestions to make, the district plans may be returned to the District authorities for their consideration. The District Planning authority may reconsider their proposals and make such changes as they may consider necessary and submit the revised plan to the State Planning Authority. The State Planning Authority may then finalise the State Plans incorporating the District proposals to the extent necessary. The decision of the State Planning Authority in this regard may be final.

9.16 After the State Plans have been approved by the Planning Commission the District Authorities may be indicated the Plan size and their plan proposals may be finally approved subject to such variations as may be necessary in different sectors on the basis of observations of the Planning Commission and discussions with the District level authorities and Heads of the Departments if any. This exercise could be taken up for the year 1984-85 immediately, though it may not be possible to adhere to the time schedule and the first exercise may overlap the State Plan exercise. It will, however, give an opportunity to test the techniques of planning besides having a plan for the District for the year 1984-85 which will be largely in the nature of a disaggregation exercise; but marginal changes at the District level may be possible even at a late stage. It will provide a firm base for the preparation of the Annual District Plan for the year 1985-86.

9.17 As the preparation of the Seventh Five Year Plan has already been initiated in the States, a concurrent exercise for the preparation of the Seventh Five Year Plan for each district may also be taken up. The methodology for the preparation of the Seventh Five Year Plan for the districts may be the same as suggested for the Annual Plans. This exercise will have to be distinguished from the perspective plans suggested for the Eighth Five Year Plan and the Plans thereafter. The Seventh Five Year District Plan will have to be largely in the nature of disaggregation of the State's Seventh Plan with suitable adaptations wherever possible. It will, however, be useful that some flexibility is kept within the Seventh Plan for adaptation of annual District Plans, as we gain experience.

9.18 The discretion to make appropriate variation in the sectoral programmes by itself may not be adequate in this regard. The District Planning Authority may find that some important programmes relevant to their respective areas may not have been adequately reflected in the State Plan priorities and programmes. The Working Group, therefore, suggests that the plan outlay for each district may have a 5% nucleus fund. This fund could be culled out from the sectoral plan outlays on pro-rata basis. For example if the annual district plan for the current year is Rs. 400 lakhs and they are indicated a ceiling of Rs. 460 lakhs for the next year anticipating a step-up of 15%. If the District Planning Authority decides that this outlay should be allocated to different sectors as in the table 1 below, the sectoral authorities may be given a ceiling with a out of 5% which will go towards the formation of the nucleus fund.

13-338PC/84

In this case nucleus fund will amount to Rs. 23 lakhs.

TABLE 1  
Nucleus Fund in District Annual Plan

Sector	1983-84		1984-85			
	1	2	3	4	5	6
1. Agriculture and allied Sector		200	230	215	10.75	204.25
2. Road etc.		100	115	125	6.25	118.75
3. Social Services		60	69	80	4.0	76.00
4. Other Services		40	46	40	2.0	38.00
5. Nucleus Fund		—	—	—	—	23.00
TOTAL		400	470	460	23.00	460.00

Col. 3 Allocation on the basis of 15% uniform step-up in all sectors.

Col. 4 Allocation determined by the District Planning Authority using discretion of step-up to 10% on individual sector keeping the current year's outlay intact.

Col. 5 5% pro rate deduction for nucleus-fund

Col. 6 Allocation actually given to different sectors for preparing their programmes

9.19 The Nucleus fund should be available to the District Planning and Executive authorities for utilisation at their discretion. Detailed guidelines should be formulated by the state for utilisation of this fund. The planning of programmes in respect of the nucleus fund, their approval and implementation should be entirely within the jurisdiction of the district authorities. The nucleus fund should cover schemes upto a certain financial limit, say Rs. 50,000 or less. These programmes should not have a large recurring component. The schemes taken up, within the nucleus fund should normally be expected to be completed within a couple of years. As far as possible, the schemes from the nucleus funds should be incorporated in the concerned sectoral plan programmes of the following years so that the entire nucleus fund for the next year becomes available for unforeseen programmes at the discretion of the District Planning Authority.

9.20 The nucleus fund could also be used for the general sector programmes suitably adapted to the local needs if necessary. In such a eventuality the procedures applicable to the sanction and implementation of the concerned programmes will be applicable to the additional programmes as well. We consider that if District Planning Authority proposed to use a part or the whole of nucleus fund in this way, this should be incorporated in the plan ceiling of the concerned Department and should become an indistinguishable part of its activities. However, this portion will not be taken into account while working out the plan ceiling for the subsequent year since the District Planning Authority will have full discretion about the use of nucleus fund in the successive years. We also consider that the nucleus fund should not be available for subsidy programmes which should be catered in the general sectoral programmes.

9.21 Full discretion to the Planning Authority in respect of the nucleus fund should mean that they should be able to prepare an entirely new scheme, if they consider it necessary, and accord administrative

and financial sanction for these schemes. These schemes could be of any description including those which may normally fall in the category of non-plan activity of the State. The nucleus fund could also be used to fill certain critical gaps in the district plan as a whole or a general scheme. It may also be used to adapt any of the ongoing programmes. The District Planning Authority, however, is not an executing body and the Group does not envisage that they should be allowed to execute the programmes pertaining to the nucleus funds themselves. The execution of all these programmes should rest exclusively with the concerned departmental authorities.

9.22 The State budget represents the final authorisation by the legislature for execution of plan programmes. It is, therefore, necessary that the district plan programmes should be adequately reflected in the State budgets in a formal way. In the first instance all plan programmes in each sector may be divided into two parts, viz. State level programmes and district level programmes. This will lead to automatic accounting of expenditure under these two broad headings. It should be possible to monitor the district-wise expenditure of district level programmes from the concerned-districts. It will, however, be useful if a budget supplement is proposed in which all District level programmes in different sectors are consolidated and presented district-wise. Even though this supplement will not be voted formally as separate item, all its constituent units would have been voted by the State Legislature as parts as concerned departmental demand. This will provide a blue print for the implementation of the Annual Plan Programmes for each district.

9.23 The group noted that a variety of programmes may qualify for being included in the District plan, which may differ in respect of their sponsoring authority, source of funding and authorities for implementation. It was agreed that All District level programmes should be brought within the purview of the District Planning authority for the purposes of planning. The District Plan should give a total comprehensive picture of all developmental activities in the District even though implementation etc., may remain the responsibility of different organisations. The District Plan will represent the first step towards the evolution of an organic programme, fully integrated and internally consistent.

9.24 The district plan will be the first important step towards achieving the final goal of planning from below. We note that in some states like Nagaland, important steps have been taken to involve village authorities in planning and implementation of certain programmes relevant at that level. The Village Development Boards have enthusiastically responded. These village-level programmes of modest size may become the nuclei of comprehensive planning at the village-level and widening circles with village as a centre covering groups of villages, blocks and districts.

9.25 One of the most important objective of district level planning is to work out a frame for balanced regional development and to remove inter-district disparities as early as possible. A similar situation may

obtain even within a district or within a block. The Development tends to be localised around growth centres or along the lines of communication. Usually difficult terrain is difficult to be negotiated and may be left out. The final goal of national planning is to achieve optimum development of all peoples living in all parts of the country. The district-level planning is the first important step in this direction. We consider that even while taking this first step block-wise investment should be aggregated and carefully reviewed. A full-fledged block-level planning exercise could be taken up at a later stage, once the process of district-level planning has been established.

9.26 We have also referred to the preparation of integrated tribal development projects in those districts which have areas of tribal concentration. The district level plan and the Integrated Tribal Development Projects conceptually are equally comprehensive within their respective jurisdictions. The Integrated Tribal Development Project, therefore, should be accepted as an integral part of the district level plan and, to that extent, the district plan will comprise two comprehensive plans, one for the tribal areas and the other for the non-tribal areas with mutually reinforcing elements provided in the district plan. As a matter of abundant caution, it may be ensured that the district plan frame in such districts fully accommodates the Integrated Tribal Development Projects and does not in any way disturb the planning as well as the administrative frame at the project level. Since the Integrated Tribal Development Projects have been in existence for some time, advantage could be taken of their experience so that pitfalls in the way of integration, which is now being attempted at the district level, may be avoided. Since our final goal is to carry planning process to the block and even a group of village level, in the Integrated Tribal Development Project areas, which already have a suitable plan frame, planning at the block level may be initiated. This will provide valuable experience for similar exercise at a later stage in other areas as well where district planning will be started in the Seventh Plan.

9.27 It may also be necessary at this stage to consider the target group-oriented programme which have been taken up by the various organisations at the State and the national level. The Unit for these programmes may be a block or a district. Sometimes, the allocation of funds is made on the basis of a certain amount per block or per district. This results in anomalous situations in so far as a big block and a small block may get the same amount. This anomaly may be apparent even within the same state. This has resulted in a tendency to create larger number of such units only on that consideration, even though they may not be strictly justified. The allocation for various target group programmes from the national and the State level should give weightage to areas and population as well even when the allocation is made block-wise or district-wise.

9.28 The sponsoring authorities sometimes insist on a rigid uniformity even in respect of organisational patterns and complete insularity of their programmes from the overall dynamics of development in the con-

cerned area. This creates avoidable problems in reporting, evaluation. It also results, in duplication of administrative structures, overlapping jurisdictions and an element of confusion in the people's mind. If the planning and implementation at the district level is to acquire an organic character, which it must, the sponsoring authorities of individual programmes should accept the district or the sub-district level comprehensive plans as the reference point for their programmes as well and should be satisfied with ensuring that adequate programmes have been built in for the appropriate target groups within the comprehensive plan and that the investment for that target group is not less than the contribution by the sponsoring authority. They should accept reporting of the overall programme including that for the target group for the purposes of their own programme which may be of comparatively limited coverage.

9.29 The preparation of the district level plan does not necessarily imply the establishment of a single executive authority for the district. The administrative set-up in different units of the region also varies considerably. That district is to be an important unit for planning and administration particularly in the hill areas is quite clear. In these states, the districts are quite manageable and except for the distances involved; the population threshold is also quite moderate. The districts, therefore, can gradually provide the necessary technical infrastructure for implementation of the developmental programmes in the area. In those states where the districts are of bigger size, the unit for implementation could be smaller than the district as the ITDPs or a block. In Assam the sub-division is traditionally a strong unit of administration. In some other States, on the other hand, the major implementation responsibilities may continue to be at the state level where the district technical heads may function directly under the state department heads even though the result of the special department heads even though the district is taken as the unit of planning. All these variations are the result of the special circumstances in an area and sometimes a matter of historical evolution. It will be worthwhile for the states to consider the question of administrative structure also when they introduce district-level planning and implementation at the district level more effectively. It is, however, not necessary that the administrative restructuring must go hand in hand with district level planning. It may follow the adoption of district level planning and the present system may be gradually adopted to the needs of effective planning and implementation at the grass roots levels. Any *ad-hoc* and precipitate change in the administrative system in a hurry on *a priori* considerations, just because district level planning is being initiated must be avoided at all costs.

9.30 Having said this, the group would like to underline some of the important features in the North Eastern Region which have to be taken note of in working out the administrative structure for implementation of district-level plan. A substantial part of this region has had the tradition of a single-line administration, with Deputy Commissioner as the pivot. The Deputy Commissioner enjoys not only the formal authority but continues to be trusted by

the people. He can claim allegiance with a natural cause from his other colleagues in different departments working in the district. Moreover, it may also be noted that there is a tradition of 'light' administration in the region particularly in the hill and tribal areas covered under special constitutional provision. The District Councils have legislative authority in respect of a large part of day-to-day life of the common man which is also the main concern of district-level planning. The District Council, in their turn, have preferred not to formalise much of the legal authority vested in them under the Constitution. But these matters have continued to be taken care of by the traditional tribal councils at the village or a group of villages level simulating the function of a comprehensive administrative system. Here the Group is of the view that as large a part of developmental programmes as possible envisaged under the district level plans should be assigned to the village authorities, so that they can further consolidate their position in the changing situation and become effective units of Planning and implementation in the modern system in due course. The village authorities or a group of these authorities should be provided necessary technical support for the purpose.

#### Delegation of Powers

9.31 Delegation of authority for implementation of programmes should be a natural concomitant of district-level planning. The powers for according administrative, technical and financial sanction of schemes should rest with an appropriate district-level body or officials working in the district as the case may be. These powers should be reviewed and rationalised so that the district becomes the cut-off level for all matters in relation to programmes in the district plan. All possible scrutiny and caution should be exercised by the concerned authorities before the district level plan is formulated and finalised. Once the Plan has been finalised, the initiative should rest with the District and they should not be required to refer the matter to any higher level authority. While most of the powers should vest with concerned departments, the residuary powers in respect of implementation of the District plans may vest in a Committee of District Heads of various departments with Deputy Commissioner as the Chairman. The District Planning Authority should be responsible for monitoring of implementation of programmes in the district.

9.32 The preparation of district plans, particularly the perspective plans, will require strong technical support. It may be difficult to get at this the necessary personnel for manning technical planning units at the district level particularly in the North-Eastern Region. Keeping in view the size of the districts in the region, it may not be necessary even at a later stage to have the full-fledged technical planning units at the district level. The constraint of qualified personnel is a real one at the moment. The Group would strongly advise against creating units with indifferent personnel, since any hurry in establishing these crucial institutions may jeopardise the basic objectives in the long run. The Group, therefore, suggests that a strong district level planning unit may be established at the state level in all States and Units other than Assam. In Assam, the district level planning unit

may be established at the regional level and function under the divisional commissioners.

9.33 The Planning Commission have recommended the set-up of technical personnel for district planning units. The requirements of the units in the North-Eastern Region may be significantly different. The main thrust of development in each unit should determine the composition of the technical team. We recommended that the team must comprise experts in Rural Development Planning, agriculture|horticulture|forestry, animal production|pisciculture, village industries|co-operation and a social scientist. Two other experts could be added depending upon the need of each area. This technical group should be officer-oriented and supported by only a group of statistical assistants so that they do not grow into bureaucratic hierarchies. The level of experts may be kept flexible and the main consideration should be the suitability of person rather than the rank assigned to him. The planning units should be made attractive enough and persons could be drafted in these units at one stage higher from their parent department grades. The North-Eastern Council may obtain services of experts in rural development planning and other fields on contract basis from other areas which could be placed at the disposal of the district planning units in the region.

9.34 Even though we have kept the technical requirement of district planning units at the lowest, it will be necessary to take up programmes for building up even this quantum of manpower within the region. Rural development planning is not a well-established discipline as yet. Most of the area planners are from economics, geography or statistics background and they are not fully familiar with the rural scene particularly of the North-Eastern Region. An urgent programme of giving short-term courses of training to selected persons with background in agri-

culture, forestry etc. and having experience of working in the area will be necessary. The need for this expertise will be substantial in the coming years and will be crucial for the development of the region.

9.35 We consider that the work of building up manpower may be taken up in right earnest in the region. Regional Centre for Multi-level planning may be set-up under the aegis of the North Eastern Hill University. This Centre should take up a programme of action research in multi-level planning in the region taking into account the special features of the region and the wide variations within the region. The Centre should be responsible for training of technical personnel needed for district-level planning immediately and planning at other levels in the long run. The Centre should take up a massive programme of re-orienting the personnel in different departments so that they can appreciate the basic philosophy of multi-level planning and the pre-requisites for successful implementation of plans which should be gradually built up from below. The Centre should organise seminars and symposia bringing together the academicians, administrators and political leaders so that they are able to appreciate their respective roles in this new phase of our planning in consonance with its spirit. A body of knowledge should be gradually built up by the Centre and a full-fledged course on rural development planning, which is the central issue in multi-level planning, should be started in the Universities so that trained personnel are available for this important task on a continuing basis. The Planning Commission or the North Eastern Council may provide financial support for the establishment of this Centre. This Centre may be established urgently so that the remaining period of the Sixth Plan can be used for training of personnel for taking up district-level planning in the entire region without any loss of time.

## CHAPTER 10

### OPERATIONALISING DISTRICT PLANNING IN THE STATES

10.1 In the previous chapters, various aspects of decentralised District planning and its methodologies were discussed. The discussion has proved very clearly that the task is not easy. A combination of political administrative and technical pre-requisites have to be fulfilled to spur the movement towards decentralisation. It calls for changes in the role of government, increased responsibility for the planning of economic and social development at various levels and establishment of appropriate structures and more effective mechanisms to relate to and carry out a number of new functions that would devolve on the district level. The various alternatives for this purpose relating to structure and functions, personnel, planning procedure and participation were outlined in this context. It was also mentioned that the various States in the country could be placed at different points in a centralisation-decentralisation continuum. In a comparative sense, the States of Maharashtra, Gujarat, Uttar Pradesh, Jammu & Kashmir and Karnataka, have already taken some bold steps towards decentralised district planning. A number of other States including Rajasthan, Madhya Pradesh, Bihar, Orissa, West Bengal, Kerala, Andhra Pradesh, Himachal Pradesh and Tamil Nadu are already contemplating important changes. The States of Haryana and Punjab who were not quite eager to decentralise earlier have also come forward now and propose to prepare themselves for this change during the Seventh Plan period. The North Eastern States of the country, where some kind of decentralisation already exists are also prepared to effect necessary changes in this direction in accordance with the system of democratic values and developmental ethos prevailing in these States. Thus the idea of decentralised district planning has been accepted by all the States and the present climate in the country seems favourable towards this approach. Obviously since the different States have to move in this direction at varying pace, a progressive approach seems essential.

10.2 The progressive transformation that is proposed here will, no doubt, take a long time to materialize. Nevertheless, it is a path to sure progress. It is, therefore, better to give the process of decentralised planning the necessary initial impetus and expand progressively over the Seventh Plan period by developing the requisite administrative and technical skills. In this manner, when decentralised district planning is cautiously introduced "in steps", it becomes an action-learning process. The district bodies will gradually learn how to prepare a project design, reflecting the true priorities of the area and with a sensitivity to the needs of the local population, and a knowledge of how to manage a budget, how to organise participative planning and how to execute plans.

10.3 In accordance with our thinking, this whole progress is to be conceived as a "stages" or "Sequence" approach. This implies that decentralised development is a continuum and different stages of it are to be crossed before reaching the final stage. Some States may telescope their efforts and reach this final stage in a shorter span of time; others may take a relatively longer period. Nevertheless, all of them will be going through a process of transition continuously. Thus, this is an evolutionary process and some transitional phases in this context have to be recognised. We propose three transitional phases for this purpose. Stage-I will be a phase of "Initiation". Stage-II will be one of "Limited Decentralisation" and Stage-III would represent the "final" stage. We envisage that all States in the country should reach the final phase by the year 2000 A.D. As far as possible, the States should try to reach the goal even before the time span indicated here. For instance, the stages-I and II could be compressed and completed by the end of Seventh Plan itself. This is our basic thinking. The States, depending upon their levels of development should determine the extent and content of their decentralised planning during this period and introduce the necessary ingredients for this purpose in a phased manner. Each stage will prepare for the next stage of transition. In this way, a systematic transformation would be made possible. Action proposals for each stage of transformation have to be formulated by the respective districts in accordance with their levels of development and development capabilities. A basic conceptual framework of the scenario of decentralisation desired to be brought about by the year 2000 A.D. is illustrated in the chart appended. It should be noted that the content of this development scenario as indicated in the chart is illustrative.

10.4 In advocating a "stages approach" to decentralised planning, we have been persuaded by what in Public Administration is called "the art of the possible". A more ambitious approach involving radical changes at this point of time, would be asking for too much i.e. asking for the impossible. In short, we would be rocking the boat to the extent of capsizing it. We are convinced that under the approach recommended by us in this report, we would be able to achieve reasonable transition with stability and the States in varying degrees of progress would be enabled to start adopting the 'steps' relevant to the existing state of their capabilities and march ahead. As a Chinese proverb says "The journey of a thousand miles must start with a single step". But in our present context, even for this so-called 'single step' to be taken, it must be sufficiently backed up by political and bureaucratic will as well as effective implementation measures. Also, the planning levels

may be established at the regional level and function under the divisional commissioners.

9.33 The Planning Commission have recommended the set-up of technical personnel for district planning units. The requirements of the units in the North-Eastern Region may be significantly different. The main thrust of development in each unit should determine the composition of the technical team. We recommended that the team must comprise experts in Rural Development Planning, agriculture|horticulture|forestry, animal production|pisciculture, village industries|co-operation and a social scientist. Two other experts could be added depending upon the need of each area. This technical group should be officer-oriented and supported by only a group of statistical assistants so that they do not grow into bureaucratic hierarchies. The level of experts may be kept flexible and the main consideration should be the suitability of person rather than the rank assigned to him. The planning units should be made attractive enough and persons could be drafted in these units at one stage higher from their parent department grades. The North-Eastern Council may obtain services of experts in rural development planning and other fields on contract basis from other areas which could be placed at the disposal of the district planning units in the region.

9.34 Even though we have kept the technical requirement of district planning units at the lowest, it will be necessary to take up programmes for building up even this quantum of manpower within the region. Rural development planning is not a well-established discipline as yet. Most of the area planners are from economics, geography or statistics background and they are not fully familiar with the rural scene particularly of the North-Eastern Region. An urgent programme of giving short-term courses of training to selected persons with background in agri-

culture, forestry etc. and having experience of working in the area will be necessary. The need for this expertise will be substantial in the coming years and will be crucial for the development of the region.

9.35 We consider that the work of building up manpower may be taken up in right earnest in the region. Regional Centre for Multi-level planning may be set-up under the aegis of the North Eastern Hill University. This Centre should take up a programme of action research in multi-level planning in the region taking into account the special features of the region and the wide variations within the region. The Centre should be responsible for training of technical personnel needed for district-level planning immediately and planning at other levels in the long run. The Centre should take up a massive programme of re-orienting the personnel in different departments so that they can appreciate the basic philosophy of multi-level planning and the pre-requisites for successful implementation of plans which should be gradually built up from below. The Centre should organise seminars and symposia bringing together the academicians, administrators and political leaders so that they are able to appreciate their respective roles in this new phase of our planning in consonance with its spirit. A body of knowledge should be gradually built up by the Centre and a full-fledged course on rural development planning, which is the Central issue in multi-level planning, should be started in the Universities so that trained personnel are available for this important task on a continuing basis. The Planning Commission or the North Eastern Council may provide financial support for the establishment of this Centre. This Centre may be established urgently so that the remaining period of the Sixth Plan can be used for training of personnel for taking up district-level planning in the entire region without any loss of time.



## CHAPTER 10

### OPERATIONALISING DISTRICT PLANNING IN THE STATES

10.1 In the previous chapters, various aspects of decentralised District planning and its methodologies were discussed. The discussion has proved very clearly that the task is not easy. A combination of political administrative and technical pre-requisites have to be fulfilled to spur the movement towards decentralisation. It calls for changes in the role of government, increased responsibility for the planning of economic and social development at various levels and establishment of appropriate structures and more effective mechanisms to relate to and carry out a number of new functions that would devolve on the district level. The various alternatives for this purpose relating to structure and functions, personnel, planning procedure and participation were outlined in this context. It was also mentioned that the various States in the country could be placed at different points in a centralisation-decentralisation continuum. In a comparative sense, the States of Maharashtra, Gujarat, Uttar Pradesh, Jammu & Kashmir and Karnataka, have already taken some bold steps towards decentralised district planning. A number of other States including Rajasthan, Madhya Pradesh, Bihar, Orissa, West Bengal, Kerala, Andhra Pradesh, Himachal Pradesh and Tamil Nadu are already contemplating important changes. The States of Haryana and Punjab who were not quite eager to decentralise earlier have also come forward now and propose to prepare themselves for this change during the Seventh Plan period. The North Eastern States of the country, where some kind of decentralisation already exists are also prepared to effect necessary changes in this direction in accordance with the system of democratic values and developmental ethos prevailing in these States. Thus the idea of decentralised district planning has been accepted by all the States and the present climate in the country seems favourable towards this approach. Obviously since the different States have to move in this direction at varying pace, a progressive approach seems essential.

10.2 The progressive transformation that is proposed here will, no doubt, take a long time to materialize. Nevertheless, it is a path to sure progress. It is, therefore, better to give the process of decentralised planning the necessary initial impetus and expand progressively over the Seventh Plan period by developing the requisite administrative and technical skills. In this manner, when decentralised district planning is cautiously introduced "in steps", it becomes an action-learning process. The district bodies will gradually learn how to prepare a project design, reflecting the true priorities of the area and with a sensitivity to the needs of the local population, and a knowledge of how to manage a budget, how to organise participative planning and how to execute plans.

10.3 In accordance with our thinking, this whole progress is to be conceived as a "stages" or "Sequence" approach. This implies that decentralised development is a continuum and different stages of it are to be crossed before reaching the final stage. Some States may telescope their efforts and reach this final stage in a shorter span of time; others may take a relatively longer period. Nevertheless, all of them will be going through a process of transition continuously. Thus, this is an evolutionary process and some transitional phases in this context have to be recognised. We propose three transitional phases for this purpose. Stage-I will be a phase of "Initiation". Stage-II will be one of "Limited Decentralisation" and Stage-III would represent the "final" stage. We envisage that all States in the country should reach the final phase by the year 2000 A.D. As far as possible, the States should try to reach the goal even before the time span indicated here. For instance, the stages-I and II could be compressed and completed by the end of Seventh Plan itself. This is our basic thinking. The States, depending upon their levels of development should determine the extent and content of their decentralised planning during this period and introduce the necessary ingredients for this purpose in a phased manner. Each stage will prepare for the next stage of transition. In this way, a systematic transformation would be made possible. Action proposals for each stage of transformation have to be formulated by the respective districts in accordance with their levels of development and development capabilities. A basic conceptual framework of the scenario of decentralisation desired to be brought about by the year 2000 A.D. is illustrated in the chart appended. It should be noted that the content of this development scenario as indicated in the chart is illustrative.

10.4 In advocating a "stages approach" to decentralised planning, we have been persuaded by what in Public Administration is called "the art of the possible". A more ambitious approach involving radical changes at this point of time, would be asking for too much i.e. asking for the impossible. In short, we would be rocking the boat to the extent of capsizing it. We are convinced that under the approach recommended by us in this report, we would be able to achieve reasonable transition with stability and the States in varying degrees of progress would be enabled to start adopting the 'steps' relevant to the existing state of their capabilities and march ahead. As a Chinese proverb says "The journey of a thousand miles must start with a single step". But in our present context, even for this so-called 'single step' to be taken, it must be sufficiently backed up by political and bureaucratic will as well as effective implementation measures. Also, the planning levels

above (the State Planning Boards and the Central Planning Commission) must constantly provide to the districts technical and other assistance to stimulate and sustain this progress. Without these measures, no policy of decentralisation can take off the ground.

10.5 The chart illustrates how the local autonomy for district planning will be progressively enlarged in accordance with pre-determined thinking. It is intended as a practical decision aid for certain 'action sequences' to assist the States in determining their approach and in defining the content or action-proposals for realising this approach as a logical extension during each stage of transition. They will constitute the operational strategies proposed to be pursued by the State in a phased manner for each time segment upto the year 2000 A.D. In order to operationalise the Decentralised District Planning concept in this manner from the Seventh Five Year Plan onwards, the State Governments should crystallise their thinking during 1984-85 and must prepare an 'Approach Paper for Decentralised District Planning for the Seventh Plan' for their States in which they should set out these 'Action Proposals'. This Approach Paper will be considered by the Planning Commission during the Annual Plan discussions in its Working Group on District Planning. Later, this paper should be incorporated as a chapter into the Seventh Plan document of the State. Simultaneously, the State should start taking several steps to implement the 'Action-proposals', so that implementation could proceed in a systematic manner and in line with the action sequences envisaged. Acceptance of the approach indicated here would mean setting in motion certain continuous efforts for a goal-oriented and time-bound activity. The success will depend on how well these efforts are conceived and executed. The District Planning unit that we have proposed at the State level should undertake these jobs.

#### *Other aspects of Implementation Planning*

10.6 Apart from the need for systematic advance thinking about the various actions desired in a 'master plan framework' (which is what the 'Stages of Sequence' model approach proposed here implies), the States should also take some other operational steps towards implementation planning. Two of these activities will be discussed here. These relate to Monitoring and Evaluation. These tasks demand a high priority and arrangements for their proper execution should be made irrespective of the manner in which we approach decentralised district planning. They would involve evolving the requisite machinery for this purpose and laying down appropriate procedures. These are discussed in the following paragraphs.

#### *Monitoring arrangements at the District Level*

10.7 As the District Plan is implemented by the State departments and other agencies, it is necessary to monitor its process to see whether the projects/schemes included in it are being implemented on the lines it has been formulated or designed. Monitoring not only keeps a watch on the implementation schedule, but also enables the taking of timely corrective measures so as to avoid cost and time over-runs. Moni-

toring of the plan helps identify difficulties and bottlenecks which can lead to finding solutions to overcome the difficulties being faced in plan implementation. Monitoring also helps to correct a tendency in several departments to exceed their plan outlays; at the same time, it helps identify the reasons for shortfalls in both physical and financial terms in those departments which find it difficult to utilise their plan outlays.

10.8 In many States, a separate monitoring unit exists only at the State level. There is no machinery for this purpose at the district level. Nevertheless, some sort of monitoring is organised in the departments. It is done by the heads of departments and their regional and district officers. There is a great need to define the scope of monitoring at different administrative levels and to organise the flow of information as well as corrective actions following from their study and review on systematic lines so as to render the implementation of the plan more effective. The Statement in *Annexure 10.1* shows the arrangements made by the various States for monitoring at the district level. A careful study of the table shows that wherever some district planning/development bodies have been created, the task of reviewing the progress of implementation of plan programmes has been specifically entrusted to these bodies. The frequency of these reviews is either monthly, bi-monthly or once in a quarter. As some of these bodies are quite unwieldy in size, the review of performance is more effectively done in some State Governments by constituting a smaller committee, called "Executive Committee" (e.g. Maharashtra, Gujarat). This is a better arrangement and is commended by this Working Group. States like Gujarat have also set up Taluka (Block) Level Committees to make such reviews at taluka level. A unique system has evolved in the State of J & K where the review of the plan programmes at the district level is done in a joint meeting of the Cabinet, heads of departments at State level and members of the District Development Board. Such meeting is arranged at least once a year at some place in the district. This has enabled problems requiring attention at the higher levels to be resolved on the spot and also taking of decisions immediately.

10.9 At present, there is no separate monitoring machinery at the district level. The District Planning Officer or the District Statistical Officer usually compiles the progress reports from development functionaries at the district level and assists the Collector in making periodical reviews. This is at present the major function performed by the DPO/DSO, as he now does very little of purely planning functions. When the preparation of the district plan involving systematic resource inventory and analysis becomes his essential function, it would become necessary to entrust the monitoring function specifically to one of the members of the planning team whose job would be to collect the progress reports from concerned departments and agencies and analyse them to bring out the various shortfalls in implementation. Usually, the argument for not setting up a separate monitoring machinery at the district level is that monitoring is, in any case, done by every department. This is true; but what the departments now do in regard to monitoring is in respect of individual projects and schemes imple-

mented by them. While they monitor the performance of these projects/schemes they do not monitor how efficiently they are sequenced in relation to the achievements materialising in related sectors of activity. This juxtapositioning of sectoral achievements could be attempted only at the horizontal (e.g. District) level. To look into his aspect of efficient sequencing of projects/schemes at the district level during the implementation process, a separate monitoring cell in the District Planning machinery is required. The current scheme for strengthening of the planning machinery at the district level sponsored by the Planning Commission lists monitoring as one of the functions of the Chief Planning Officer, but does not identify a separate functionary in the planning team for this purpose. In order to streamline the collection and compilation of basic information on progress in expenditure and achievement of physical targets, to analyse developmental performance on the basis of this information and to arrange for the prompt transmission of this information to the higher level authorities (e.g. State Planning Department and heads of departments at State level), it is necessary to have a small monitoring machinery at the District level. This may consist of a District Statistical Officer assisted by a Development Assistant. A Monitoring Unit located in the State Planning Department will be its counterpart at the State level. The latter will evolve the formats etc. for reporting and will provide necessary guidance to the District planning unit. It will also establish communication channels with the other State departments to initiate timely corrective actions on the basis of the reports received from districts. In this way, proper linkages have to be established between the district and State levels to make the multilevel planning process effective.

10.10 Before we conclude this discussion, we may note that several innovations are possible in District level monitoring by introducing modern concepts in management, computer based information systems and cartographic presentation. The 'Operations Room' and the 'Red Book' technique of monitoring followed in Malaysia at the district level are well known. In our own country, certain sophisticated methods are evolving. Gujarat State is encouraging the use of computers to monitor their plans. Recently, the Baroda District Panchayat has developed a computerised District Information System, the details of which are given in *Annexure 10.2*. The use of modern cartographic methods through thematic maps portraying the development profile in a visually appealing manner is proving to be a useful aid

for understanding plan progress. The States that are making a beginning to develop their monitoring mechanisms at the district and State levels are well advised to take note of these developments.

#### *Evaluation*

10.11 Evaluation of district level programmes should be undertaken from time to time; but for evaluation purposes, the evaluation agency should be an independent unit. The Working Group recommends that evaluation should be done at the State level. The District level planning unit should provide all the necessary information for this purpose. The programme evaluation undertaken at the State level should necessarily assess the district-wise performance and identify the peculiar problems of the district that have contributed to poor performance.

#### *Evolution of Multi-level Planning and a "Culture of Decentralisation"*

10.12 District Planning is not an isolated operation. It has to be conceived in a multi-level planning framework, with all the necessary linkages and relay and re-relay processes firmly established. The various ways of bringing about this evolution have been stated at several places in our Report. Yet, at the risk of repetition, we would like to emphasise that the establishment of organisational structures and communication channels to provide the necessary mechanisms for constant inter-action among different level of planning is an important pre-requisite to the success of district planning. Further, it should be understood that such inter-actions and the revisions and adjustments following therefrom in Plans prepared at various levels are not an one-time operation. It is an iterative process and has to be organised in this manner. Lastly, we would like to emphasise that for success in decentralisation programmes, it is not merely that functions, finances and powers must be de-concentrated, but also certain attitudinal, behavioural and cultural conditions conducive to decentralisation have to be built up. This "culture of decentralisation" has to grow in strength and take deep roots in the country to successfully resist the pressures for centralisation and to sustain the march towards this goal. This is, of course, a matter of evolution through time. But action i.e. planned and purposeful action—has to precede much ahead of the times.

SCENARIO TOWARDS DECENTRALISED DISTRICT PLANNING BY YEAR 2000 -  
THE BASIC CONCEPTUAL FRAMEWORK

4:  
of District planning:  
Schemes.  
plan funds to the  
criteria for inter-district  
of plan funds.  
scope of district planning:  
line of district sector and  
sector schemes.  
has planning capability  
District Planning  
and organising training  
district planning personnel)  
horizontal monitoring machinery  
district level and linking it vertically  
other monitoring mechanisms at  
levels.  
district planning board/council  
with representation from the  
planning procedure for FYP and APB.  
the concept of free (un-tied)  
initiate planning for the free funds

*Stage-II (Limited Decentralisation)*

Bring limited sectors of activity e.g. MNP, Agriculture and allied activities and all target-group planning within the purview of planning at district level. Limited localism in District Planning. Improvement of multi-level resource allocation for development budgeting. Granting extensive delegation of powers to District-level including powers of reappropriation. Streamlining of procedure for dovetailing district plan into the State Plan and for deriving APB from FYP.

*Stage-III (Final)*

Enlarge localism to cover decision-making in all district Sector activities. Administrative Reform to delegate of decision-making powers to the district level. High level popular participation. Adopt budgetary practices that encourage local initiative. Render functionaries of Department accountable to the District Planner. Establishment of Integrated Resource Information. Prepare Forward Integrated Perspective Plans to and APB. Improve personnel/Planning capability and strengthen local governments. Evolve harmonious relationships between the political executive and the Government system.

## ANNEXURES

ANNEXURE No.	CONTENTS	PAGE No.
2.1—2.1B	Notification regarding setting up the Working Group, subsequent addition to its composition, extension of its term and dates of the meetings . . . . .	99—101
2.2—2.2S	Notification regarding setting up the Sub -Groups, subsequent amendments, extension of their terms and dates of the meetings of various sub-groups . . . . .	102—114
2.3—2.3C	List of officials and non officials who attended the Regional Workshops . . . . .	115—118
2.4	List of papers circulated in the Working Group and Sub-Groups . . . . .	119
3.1	Scheme for strengthening of Planning Machinery at the District Level—Guide lines . . . . .	122
4.1	Comparative Statement—Formula for Disaggregation of Plan funds . . . . .	133
4.2	Statement showing the functions performed by District Planning Bodies in various States . . . . .	133
4.3	Statement showing District Planning Bodies in the States and their composition . . . . .	134
4.4	Statement showing Technical Planning Machinery available in some States . . . . .	140
5.1	An illustrative list of District Sector Schemes . . . . .	141
6.1	Illustrative list of Data/Information useful for District Planning . . . . .	142
6.2	List of items for preparation of District Profile . . . . .	143
6.3	List of Programmes in various sectors of District Plan . . . . .	144
6.4	List of Indicators of Development . . . . .	145
6.5	Some guide points for Project Formulation for District Planning . . . . .	146
7.1	Illustrative list of Infrastructural and service facilities considered for spatial planning . . . . .	147
7.2	Methods for determining functional hierarchy . . . . .	148
7.3	Methods in use for determination of norms for location of functions . . . . .	150
7.4	Illustrative list of information required for spatial planning . . . . .	151
7.5	Illustrative list of maps to be prepared . . . . .	151
7.6	Growth Centres in Raichur: An Integrated Area Development Plan for a district in Karnataka . . . . .	152
<b>MAPS</b>		<b>155—164</b>
10.1	Arrangements made by States for Monitoring of the District level . . . . .	165
10.2	District Information System (launched by Jilla Panchayat, Vadodara . . . . .	167

No. PC (P) 35/1/82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING SECTION)  
New Delhi, the 22nd September 1982  
OFFICE MEMORANDUM

It has been decided to set up a Working Group to prepare guidelines for Planning at District-Level.

*Chairman*

1. Dr. C. H. Hanumanth Rao,  
Member Planning Commission,  
New Delhi.

*Members*

2. Dr. C. T. Kurion,  
Director, Madras Institute of Development  
Studies, Madras.
3. Prof. V.M. Rao,  
Institute of Social and Economic Change,  
Bangalore.
4. Dr. Wahbeed-Uddin Khan  
Director,  
Centre for Economic and Social Studies,  
Hyderabad.
5. Dr. S.N. Misra  
Institute of Economic Growth,  
Delhi.
6. Dr. R. N. Tripathy,  
Director, Area Development Division,  
National Institute of Rural Development,  
Hyderabad.
7. Shri K.A. Ramasubramanyam,  
Deputy Chairman, State Planning Board,  
Bihar, Patna.
8. Shri Anand Swarup,  
Vice-Chancellor  
Pant University of Agriculture and Technology,  
Pant Nagar, U.P.
9. Secretary (Planning)  
Government of Maharashtra, Bombay.
10. Secretary (Planning)  
Government of Gujarat, Gandhinagar,
11. Secretary (Planning)  
Government of Madhya Pradesh, Bhopal.
12. Secretary and Commissioner for  
Planning, Government of Tamil Nadu,  
Madras.
13. Shri S. Sundararajan,  
Joint Secretary (State Plan),  
Planning Commission, New Delhi.

*Convenor*

14. Dr. K. V. Sundaram  
Deputy Adviser,  
(Multi-Level Planning Section)  
Planning Commission, New Delhi.

The terms of reference of the working Group will be as follows:

- (a) to define the precise scope and content of District Planning in the context of State Planning;
- (b) to delineate the procedure for decentralised Planning at the State-Level to make the concept of District Planning operational;
- (c) to devise the various steps in District planning and indicate methodology for each step.
- (d) to suggest the methodology for intergrating block level planning with district planning; and
- (e) to recommend the procedure for nesting the District-Plans into the State Plan.

3. The Chairman of the Working Group will have the powers to constitute sub-groups, co-opt members or invite any one as a special invitee to any of the meetings of the Working Group.

4. The expenses towards TA/DA of the official members will be met by the respective Departments/Organisations to which they belong. TA/DA of non-official members or any co-opted non-officials and of non-official members co-opted non-officials members of sub-groups or non-official invitees will be met by the Planning Commission. They will be entitled to draw TA/DA as admissible to Grade I officers of the Government of India.

5. The meetings of the group will be held in New Delhi or any other place as desired by the Chairman.

6. The Working Group will submit its report to the Planning Commission on or before the 31st March, 1983.

Ed-  
(K. C. AGARWAL)  
Director (Administration)

Copy to :

1. Chairman of the Working Group.
2. Members of the Working Group.
3. Accounts I Branch of the Planning Commission.
4. Pay and Accounts Officer of the Planning Commission.
5. I.F.A. Cell, Planning Commission.
6. P.C. Division, Planning Commission.

Copy for information to :

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)35|1|82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
New Delhi, the 22nd January, 1983  
OFFICE MEMORANDUM

In partial modification of this Office OM of even number dated the 22nd September, 1982, setting up a Working Group to prepare guidelines for Planning at District Level, It has been decided that its composition will include the following members also :—

- |   |  |
|---|--|
| <ol style="list-style-type: none"> <li>1. Professor M. J. K. Thavaraj,<br/>Indian Institute of Public Administration,<br/>New Delhi.</li> <li>2. Adviser (Rural Development),<br/>Planning Commission, New Delhi.</li> <li>3. Adviser (Labour Employment and Man-Power),<br/>Planning Commission, New Delhi.</li> <li>4. Adviser (Backward Classes),<br/>Planning Commission, New Delhi.</li> <li>5. Shri G. L. Bailur,<br/>Jt. Secretary,<br/>Ministry of Rural Reconstruction,<br/>Krishi Bhavan, New Delhi.</li> <li>6. Dr. Bhupinder Singh,<br/>Jt. Secretary (Tribal Development),<br/>Ministry of Home Affairs,<br/>New Delhi.</li> <li>7. Shri B. K. Sarkar,<br/>Jt. Secretary,<br/>Ministry of Home Affairs,<br/>New Delhi.</li> <li>8. Joint Secretary (Training),<br/>Department of Personnel,<br/>North Block, New Delhi.</li> </ol> | <ol style="list-style-type: none"> <li>9. Shri K. S. Chandrasekharan,<br/>Relief Commissioner, Orissa,<br/>Bhubaneswar.</li> <li>10. Shri K. H. Ahmed,<br/>Planning Secretary,<br/>Government of Andhra Pradesh,<br/>Hyderabad.</li> <li>11. Shri S. D. Phene,<br/>Tribal Development Commissioner,<br/>Dispur (Assam).</li> <li>12. A representative of Reserve Bank of India.</li> </ol> |
|---|--|

Sd/-  
(K. C. AGARWAL)  
Director (Administration)

Copy to :

1. Chairman of the Working Group.
2. Members of the Working Group.
3. Accounts I Branch of the Planning Commission.
4. Pay and Accounts Officer of the Planning Commission.
5. I.F.A. Cell, Planning Commission.
6. P.C. Division, Planning Commission.

Copy for information to :

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)35|1|82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI -LEVEL PLANNING SECTION)  
New Delhi, the 17th March 1983  
OFFICE MEMORANDUM

In continuation of this Office Memorandum No. PC(P)35|1|82-MLP dated the 22nd September, 1982, regarding the constitution of a Working Group to prepare Guidelines for Planning at District Level, it has been decided to include Shri T. S. Sankaran, Special Commissioner, Tamil Nadu House, Chankayapuri, New Delhi as a co-opted member of the Working Group.

[C. J.]

Sd/-  
(K. C. AGARWAL)  
Director (Administration)

Copy to :

1. Chairman of the Working Group.
2. Members of the Working Group.
3. Accounts I Branch of the Planning Commission.
4. Pay and Accounts Office of the Planning Commission.
5. I.F.A. Cell, Planning Commission.
6. P.C. Division, Planning Commission.

Copy for information to :

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)35182-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING DIVISION)  
New Delhi-110001, the 19th May 1983  
OFFICE MEMORANDUM

**SUBJECT—Working Group to prepare guidelines for District Planning**

It has been decided to include following as members in the Working Group to prepare guidelines for District Planning constituted vide Office Memorandum of even number dated the 22nd September, 1982.

1. Shri P. R. Dubhasi,  
Director,  
Indian Institute of Public Administration,  
Indraprastha Estate, New Delhi-110002.
2. Shri Baldev Singh,  
C-II105, Moti Bagh-1,  
New Delhi.
3. Shri A. V. R. Char,  
25, Patalamagudi,  
South End Circle,  
Bangalore-560004.

4. Shri K. G. Paranjpe,  
Secretary (Revenue),  
Govt. of Maharashtra,  
Mantralaya, Bombay.

Sd/-  
(K. C. AGARWAL)  
Director (Administration)

Copy to :

1. Chairman of the Working Group.
2. Members of the Working Group.
3. Accounts I Branch of the Planning Commission.
4. Pay and Accounts Officer of the Planning Commission.
5. IFA Cell.
6. P.C. Division, Planning Commission.

Copy for information to :

JS to Prime Minister's Secretariat,  
South Block, New Delhi.

ANNEXURE 2.1D  
(Para 2.3)

No. PC(P)35182-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING SECTION)  
New Delhi, the 19th March, 1983  
OFFICE MEMORANDUM

The Working Group to prepare the guidelines for Planning at District Level set up vide Office Memorandum of even number dated the 22nd September, 1982, was expected to submit its report on or before the 31st March, 1983. As the work of the Working Group is likely to take more time, its term is extended upto 31st December, 1983.

Sd/-  
(K. C. AGARWAL)  
Director (Administration)

Copy to :

1. Chairman of the Working Group.
2. Members of the Working Group.
3. Accounts I Branch of the Planning Commission.
4. Pay and Accounts Office of the Planning Commission.
5. I.F.A. Cell, Planning Commission.
6. P.C. Division, Planning Commission.

Copy for information to :

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

ANNEXURE 2.1E  
(Para 2.3)

PROGRAMME OF MEETINGS OF WORKING GROUP

- |  |                          |   |                               |
|--|--------------------------|---|-------------------------------|
| 1. First Meeting at New Delhi . . . . .                    | 19-2-1983                | 4. Regional Workshop, Eastern Zone at Bhubaneswar . . . . . | 30-9-83 and 1-10-1983)        |
| 2. Regional Workshop, Western Zone, Gandhinagar . . . . .  | 27-29th<br>April, 1983   | 5. Regional Workshop, Northern Zone at Srinagar . . . . .   | 21st—22nd<br>October,<br>1983 |
| 3. Regional Workshop, Southern Zone at Bangalore . . . . . | 21st-23rd<br>July, 1983. | 6. Second Meeting at New Delhi . . . . .                    | 10-12-1983                    |



No. PC(P)35[1(1)]82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING SECTION)  
New Delhi-110001, the 17th March 1983  
OFFICE MEMORANDUM

**SUBJECT :—***Constitution of a Sub-group to consider Pre-requisites for District Planning.*

It has been decided to set up a Sub-group to consider the pre-requisites for District Planning under the Working Group to prepare guidelines for District-Planning constituted by Planning Commission vide O.M. No. PC(P)35[1]82-MLP dated 22-9-82.

The composition of the Sub-Group will be as follows :—

*Chairman*

1. Prof. M. J. K. Thavaraj,  
Indian Institute of Public  
Administration, L. P. Estate,  
Mahatma Gandhi Marg,  
Delhi-110002.

*Members*

2. Dr. S. N. Misra,  
Institute of Economic Growth,  
University Enclave,  
Delhi-110007.
3. Secretary (Planning)  
Government of Maharashtra,  
Masturaya, Bombay.
4. Joint Secretary (Training),  
Department of Personnel,  
North Block, New Delhi.
5. Dr. J. P. Singh,  
Secretary Planning,  
Government of Uttar Pradesh,  
Lucknow, U.P.
6. Shri S. Chandrasekhar,  
Deputy Secretary (Planning),  
Government of Gujarat,  
Gandhinagar, Gujarat.
7. Shri V. Vasudeva Raju,  
Director, Planning and Research  
Department,  
Government of Pondicherry,  
Pondicherry.
8. Shri Brahm Datt,  
Collector, Mysore,  
(Karnataka).

The Terms of Reference of the Sub-Group will be as follows :—

- (1) To set out the various pre-requisites for District-planning both at the State and District levels.

- (2) To outline the objectives and scope for District-Planning in the context of the emerging approaches to planning below the State-level.
- (3) To specify the extent of decentralisation—functional, financial and administrative—necessary to make District-planning effective.
- (4) To specify the financing and budgeting procedures necessary to make District-planning operational.
- (5) To suggest the various administrative adaptations necessary to render District-planning operational and effective.
- (6) To outline a training programme for District Planners (including a curriculum for training) in the light of the changes in the staffing pattern visualised at the District-level and to suggest how the training programme should be organised and which institutions could be developed as key centres for training.

The meetings of the Sub-group will be ordinarily held in New Delhi, or in any other place, as decided by the Chairman of the Sub-Group.

The Chairman of the Sub-group may coopt additional members, if necessary or invite any expert as a special invitee for any meeting.

Official members of the Sub-group will draw their TA/DA from their respective Governments/offices to which they belong. Non-official members and special invitees of the Sub-group will be paid TA/DA by the Planning Commission as admissible to Grade-I officers of the Government of India.

The Sub-group may submit its report by 30th June, 1983.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

Copy to :—

1. Chairman of the Sub-group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA Cell, Planning Commission.
8. P. C. Division, Planning Commission.

Copy for information to :—

Joint Secretary, Prime Minister's Secretariat, South Block New Delhi.

No. PC(P)35|1(1)|82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING DIVISION)  
New Delhi-110001, the 19th May 1983

## OFFICE MEMORANDUM

**SUBJECT:**—*Constitution of a Sub-Group to consider pre-requisites for District Planning.*

It has been decided to include Shri K. G. Paranjpe, Secretary, (Revenue), Government of Maharashtra, Mantralaya, Bombay in the Sub-Group to consider the pre-requisites for District Planning under the Working Group to prepare guidelines for District Planning. The sub-group was constituted vide O.M. of even number dated the 17th March, 1983.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

Copy to :—

- (1) Chairman of the Sub-Group
- (2) Members of the Sub-Group
- (3) Chairman of the Working Group
- (4) Members of the Working Group
- (5) Accounts I Branch
- (6) Pay and Accounts Office
- (7) IFA Cell
- (8) P. C. Division.

Copy for information to :

JS to the Prime Minister, P.M.'s Secretariat, South Block, New Delhi.

No. PC(P)35|1(1)|82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
YOJANA BHAWAN, PARLIAMENT STREET  
New Delhi, the 30th June 1983

## OFFICE MEMORANDUM

The Sub-Group to consider Pre-requisites for District Planning was set up under the Working Group to prepare guidelines for District Planning. The Sub-Group constituted vide Office Memorandum of even number dated the 17th March, 1983, was expected to submit its report by 30th June, 1983. As the work of the Sub-Group is likely to take more time, its term is extended upto 31st August, 1983.

(Sd/-)

(K. C. AGARWAL)  
Director (Administration)

Copy to :

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. I.F.A. Cell, Planning Commission.
8. P. C. Division, Planning Commission.

Copy for information to :

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)351(2)82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING DIVISION)  
New Delhi-110001, the 17th March 1983

**OFFICE MEMORANDUM**

**SUBJECT**—*Constitution of a Sub-group to consider some aspects of planning methodology for District-planning.*

It has been decided to set up a Sub-group to consider some aspects of planning methodology for District Planning under the Working Group to prepare guidelines for District Planning constituted by Planning Commission vide O.M. No. PC(P)-351182-MLP dated 22-9-1982.

The Composition of the Sub-group will be as follows:—

**Chairman**

1. Shri K. A. Ramasubramaniam,  
Deputy Chairman,  
State Planning Board,  
Bihar, Patna.

**Members**

2. Advisor (Backward Classes),  
Planning Commission,  
New Delhi.
3. Shri K. M. Ahmed,  
Planning Secretary,  
Government of Andhra Pradesh,  
Hyderabad.
4. Dr. Bhupender Singh,  
Joint Secretary,  
(Tribal Development),  
Ministry of Home Affairs,  
New Delhi.
5. Shri B. K. Sarkar,  
Joint Secretary,  
Ministry of Home Affairs,  
New Delhi.
6. Dr. C. T. Kurian,  
Director,  
Madras Institute of Development Studies,  
74, Second Main Road,  
Gandhinagar, Adyar,  
Madras-20.
7. Dr. R. V. Rama Rao,  
Prof. Geo-Engineering Department Visakhapatnam,  
(Andhra Pradesh).
8. Shri Mukul Sanwal,  
District Collector,  
Agra (UP).
9. Shri J. C. Budhraja,  
Director,  
Area Planning Division,  
State Planning Institute,  
Government of U.P.  
Lucknow.

10. Dr. Indira Hirway,  
Sardar Patel Institute of  
Economic and Social Research,  
Ahmedabad.

The Terms of Reference of the Sub-group will be as follows:—

1. To outline a planning methodology for District Planning, taking note of the objectives and scope of District-planning visualised by the Working Group.
2. To outline the various steps for District Planning, including resource inventory and analysis, determination of sectoral priorities, strategy formulation and project identification.

The Chairmen of the Sub-group may co-opt additional members, if necessary, or invite any, expert as a special invitee for any meeting.

The meetings of the Sub-group will be ordinarily held in New Delhi or in any other place as decided by the Chairman of the Sub-group.

Official members of the Sub-group will draw their TA/DA from their respective Governments/offices to which they belong. Non-official members and special invitees of the Sub-group will be paid TA/DA by the Planning Commission as admissible to Grade-I Officers of the Government of India.

The Sub-group is requested to submit its report by 30th June, 1983.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

**Copy to :**

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. I.F.A. Cell, Planning Commission.
8. P.C. Division, Planning Commission.

**Copy for information to :**

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)|35(1)|(2)|82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING DIVISION)  
New Delhi, the 19th May 1983  
OFFICE MEMORANDUM

SUBJECT—*Constitution of Sub-Group to consider some aspects of Planning Methodology for District Planning.*

It has been decided to include Shri Baldev Singh, C-II|105, Moti Bagh-I, New Delhi as a non-official member in the Sub-Group to consider some aspects of Planning Methodology for District Planning under the Working Group to prepare Guidelines for District Planning. The sub-group was constituted vide Office Memorandum of even number dated the 17th March, 1983.

Sd|

(K. C. AGARWAL)  
Director (Administration)

Copy to :

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch
6. Pay and Accounts Office.
7. IFA Cell.
8. P.C. Division.

Copy for information to :

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)|35|1(2)|82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
New Delhi, the 13th June, 1983  
OFFICE MEMORANDUM

SUBJECT—*Sub-Group to consider some aspects of Planning Methodology for District Planning.*

It has been decided to nominate Shri P. R. Dubhashi, Director, Indian Institute of Public Administration, New Delhi as Chairman in place of Shri K. A. Ramasubramaniam of the Sub-Group to consider some aspects of Planning Methodology for District Planning constituted vide Office Memorandum of even number dated the 17th March, 1983.

(Sd|-)

(K. C. AGARWAL)  
Director (Administration)

Copy to :

1. Chairman of the Sub-Group.
2. Members of the sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA Cell, Planning Commission.
8. P. C. Division, Planning Commission.

Copy for information to :

Joint Secretary, Prime Minister's Office,  
South Block, New Delhi.

No. PC(P)35|1|(2)|82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
YOJANA BHAVAN PARLIAMENT STREET  
New Delhi, the 30th June, 1983  
OFFICE MEMORANDUM

The Sub-Group to consider some aspects of Planning Methodology for District Planning was set up under the Working Group to prepare guidelines for District Planning. The Sub-Group constituted vide Office Memorandum of even number dated the 17th March, 1983, was expected to submit its report by 30th June, 1983. As the work of the Sub-Group is likely to take more time, its term is extended upto 31st August, 1983.

Copy to :

1. Chairman of the Sub-Group.
2. Members of the sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA Cell, Planning Commission.
8. PC Division, Planning Commission.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

Copy for information to :

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)|35(1)(3)|82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING DIVISION)  
New Delhi-110001, the 17th March, 1983  
OFFICE MEMORANDUM

**SUBJECT—***Constitution of a Sub-group to Manpower Planning and Employment*

It has been decided to set up a Sub-group for Manpower Planning and Employment under the Working Group to prepare guidelines for District-planning constituted by Planning Commission vide O.M. No. PC(P)|35|1|82-MLP dated 22-9-1982.

The composition of the Sub-group will be as follows :—

*Chairman*

1. Shri T. S. Sankaran,  
Special Commissioner,  
Tamil Nadu House,  
6, Kautilaya Marg,  
Chanakyapuri,  
New Delhi.

*Member*

2. Adviser (Labour, Employment & Manpower),  
Planning Commission,  
New Delhi.

3. Secretary (Planning),  
Government of Gujarat,  
Gandhinagar,  
Gujarat.
4. Secretary (Planning),  
Government of Madhya Pradesh,  
Bhopal.
5. Secretary & Commissioner for Planning,  
Government of Tamil Nadu,  
Madras.
6. Dr. M. A. Srinivas,  
Joint Director,  
(Manpower & Employment),  
Planning Department,  
Government of Karnataka,  
Bangalore.
7. Shri Shahaz Bahadur,  
Special Secretary,  
Government of Uttar Pradesh,  
Niyojan Anubhag,  
Lucknow (U.P.).

8. Dr. C. S. Misra,  
Head of the Department of Economics,  
Raipur University,  
Raipur (M.P.).
9. Director (Employment Exchange),  
Ministry of Labour & Employment,  
Government of India,  
New Delhi.
10. Shri S. K. Pachauri,  
Deputy Secretary,  
Ministry of Home Affairs,  
New Delhi.

The Terms of Reference of the Sub-group will be as follows :—

1. To provide guidance as to how the Districts can assess their manpower requirements in the light of the available data base and how they can analyse such data.
2. To provide guidelines for working out the Manpower budget at the District-level.

The meetings of the sub-group will be ordinarily held in New Delhi, or any other place, as the Chairman of the Sub-group may decide.

The Chairman of the Sub-group may coopt additional members, if necessary or invite any expert as a special invitee for any meeting.

Official members of the Sub-group will draw TA/DA from their respective Governments/ offices to which they belong. Non-official members and special invitees of the Sub-group will be paid TA/DA by the Planning Commission as admissible to Grade-I Officers of the Government of India.

The Sub-group may submit its report by 30th June, 1983.

Sd/-  
(K. C. AGARWAL)  
Director (Administration)

Copy to :

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA Cell, Planning Commission.
8. PC Division, Planning Commission.

Copy for information to :

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

ANNEXURE 2.2H  
(Para 2.5)

No. PC(P)351(3)82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION

(MULTI-LEVEL PLANNING DIVISION)

New Delhi-110001, the 19th May, 1983

OFFICE MEMORANDUM

**SUBJECT—***Constitution of a Sub-Group for Manpower Planning and Employment.*

It has been decided to include Shri A. V. R. Char. 25 Patalamagudi, South End Circle, Bangalore-560004 as non-official member in the Sub-Group for Manpower Planning and Employment under the Working Group to prepare guidelines for District Planning. The sub-group was constituted vide office Memorandum of even number dated the 17th March, 1983.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

Copy to :

1. Chairman of the Sub-Group.
2. Members of the sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch.
6. Pay and Accounts Office.
7. IFA Cell.
8. P.C. Division.

Copy for information to :

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)35|1|(3)|82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
YOJANA BHAVAN, PARLIAMENT STREET

New Delhi, the 30th June, 1983

OFFICE MEMORANDUM

The Sub-Group for Manpower Planning and Employment was set up under the Working Group to prepare guidelines for District Planning : The Sub-Group constituted vide Office Memorandum of even number dated the 17th March, 1983 was expected to submit its report by 30th June, 1983. As the work of the Sub-Group is likely to take more time, its term is expanded upto 31st August, 1983.

Copy to :

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA Cell, Planning Commission.
8. PC Division, Planning Commission.

Sd/-  
(K. C. AGARWAL)  
Director (Administration)

Copy for information to :

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)35(1)(4)-82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING DIVISION)  
New Delhi-110001, the 17th March, 1983

OFFICE MEMORANDUM

SUBJECT—*Constitution of a Sub-group for Spatial Planning.*

It has been decided to set up a Sub-group for Spatial Planning under the Working Group to prepare guidelines for District-Planning constituted by Planning Commission vide O.M. No. PC(P)35|1|82-MLP dated 22-9-1982.

The composition of the sub-group will be as follows :—

*Chairman*

1. Dr. Vaheed-uddin Khan  
Director,  
Centre for Economic & Social Studies,  
26/A, Nagarjuna Hills,  
Punja Kutta,  
Hyderabad-500004.

*Members*

2. Shri J. D. Kunthe,  
Member-Secretary,  
Planning Board,  
Government of Bihar,  
Patna (Bihar).

3. Shri R. N. Shelat,  
Managing Director,  
Gujarat State Rural Development Corporation Limited,  
Gandhinagar, Gujarat.
4. Dr. R. N. Tripathy,  
Director,  
Area Development Division,  
National Institute of Rural  
Development, Rajindra Nagar,  
Hyderabad-500030.
5. Dr. M. B. Goud,  
Joint Director (District Planning),  
Government of Karnataka,  
Bangalore.
6. Prof. N. S. Saini,  
School of Planning & Architecture  
I.P. Estate,  
New Delhi.
7. Shri S. D. Thapar,  
AVARD  
1st Floor, 5D,  
Upadhaya Marg, New Delhi-2.

8. Dr. P. N. Sharma,  
U.P. Development Systems Corporation,  
Habibullah Estate, Hazaratganj,  
Lucknow (U.P.)

The Terms of reference of the Sub-group will be as follows: —

1. To provide guidelines for the Planning of social and economic inputs.
2. To outline a simple method of Spatial Planning for the allocation of the various inputs and services in the District.
3. To provide guidance for arranging proper organisation of the delivery and receiving systems for various inputs and services.

The meetings of the Sub-group will be ordinarily held in New Delhi or any other place as the Chairman of the Sub-Group may decide.

The Chairman of the Sub-Group may co-opt additional members, if necessary, or invite any expert as a special invitees for any meeting.

Official members of the Sub-group will draw their TA/DA from their respective Governments/Offices to which they belong. Non official members and special invitees of the Sub-group will be paid TA/DA by the Planning Commission as admissible to Grade-I Officers of the Government of India.

The Sub-group may submit its report by 30th June, 1983.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

Copy to:—

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA Cell, Planning Commission.
8. PC Division, Planning Commission.

Copy for information to:—

Joint Secretary, Prime Minister's Secretariat, South Block, New Delhi.

ANNEXURE 2.2K  
(Para 2.5)

No. PC(P)35|1(4)|82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
YOJANA BHAVAN, PARLIAMENT STREET  
New Delhi, the 30th June, 1983  
OFFICE MEMORANDUM

The Sub-Group for Spatial Planning was set up under the Working Group to prepare guidelines for District Planning. The Sub-Group constituted vide Office Memorandum of even number dated the 17th March 1983, was expected to submit its report by 30th June 1983. As the Work of the Sub-Group is likely to take more time, its term is extended upto 31st August, 1983.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

Copy to:

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA cell, Planning Commission.
8. PC Division, Planning Commission.

Copy for information to:

Joint Secretary, Prime Minister's Secretariat, South Block, New Delhi.



No. PC(P)35(1)(5)-82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING DIVISION)

New Delhi-110001, the 17th March, 1983

OFFICE MEMORANDUM

SUBJECT—*Constitution of a Sub group for Target Group Planning and Considering issues relating to integration and coordination.*

It has been decided to set up a sub-group for Target Group planning and for considering integration and coordination issues under the Working Group to prepare guidelines for District Planning Constituted by Planning Commission vide O.M. No. PC(P)35(1)82-MLP dated 22-9-82.

The composition of the sub-group will be as follows :—

*Chairman*

1. Shri K. S. Chandrasekharan,  
Special Relief Commissioner,  
Government of Orissa,  
Bhubaneswar.

*Members*

2. Adviser (Rural Development),  
Planning Commission  
New Delhi.
3. Adviser (Backward Classes)  
Planning Commission,  
New Delhi.
4. Shri G. L. Bailur,  
Joint Secretary,  
Ministry of Rural Development,  
Krishi Bhavan, New Delhi.
5. Dr. Bhupender Singh  
Joint Secretary (Tribal Dev.)  
Ministry of Home Affairs,  
New Delhi.
6. Shri H. B. Shivamaggi,  
Executive Director,  
Reserve Bank of India,  
Rural Planning & Credit Deptt.,  
Central Office, Bombay-400 023.
7. Shri J. Gopala Rao,  
Director,  
Scheduled Caste Finance  
Corporation,  
5-10174, 3rd Floor,  
Satch Maidan Road, Hyderabad,  
Andhra Pradesh.

The terms of Reference of the Sub-group will be as follows :—

1. To suggest methods of co-ordinating and integrating plans for the Target Groups into the District Plan.
2. To suggest how the District-Credit Plan and the District Plan should be dovetailed.

The meetings of the sub-group will be ordinarily held in New Delhi or any other place as the Chairman of the Sub-group may decide.

The Chairman of the Sub-group may coopt additional members, if necessary or invite any expert as a special invitee for any meeting.

Official members of the Sub-group will draw their TA/DA from their respective Governments/Offices to which they belong. Non-official members and special invitees of the Sub-group will be paid TA/DA by the Planning Commission as admissible to Grade-I officers of the Government of India.

The sub-group may submit its report by the 30th June, 1983.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

Copy to :—

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA Cell, Planning Commission.
8. P.C. Division, Planning Commission.

Copy for information to :—

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)35|(1)(5)-82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING DIVISION)

New Delhi, the 14th April 1983

OFFICE MEMORANDUM

In continuation of this office Memorandum of even number dated the 17th March, 1983, regarding the constitution of a Sub-Group for Target Group Planning and for considering integration and co-ordination issues under the Working Group to prepare guidelines for Planning at the District Level, it has been decided to include Shri B. K. Sarkar, Joint Secretary, Ministry of Home Affairs, New Delhi and Miss K. Dutt, Deputy Adviser, Backward Classes, Planning Commission, as co-opted members of the Working Group.

Sd/-

(N. K. AGGARWAL)  
Deputy Secretary (Administration)

Copy to :—

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA Cell, Planning Commission.
8. P. C. Division, Planning Commission.

Copy for information to :—

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)35|(1)(5)-82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
New Delhi, the 19th May, 1983

OFFICE MEMORANDUM

**SUBJECT—***Constitution of a Sub-group for Target Group Planning and considering issues relating to integration and coordination.*

It has been decided to include Shri Baldev Singh, CII/105, Moti-Bagh-I, New Delhi as non-official member in the Sub-group for Target Group Planning and for considering issues relating to integration and coordination, under the Working Group to prepare guidelines for District Planning. The sub-group was constituted vide office memorandum of even number dated the 17th March, 1983.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

Copy to :—

- (1) Chairman of the Sub-Group.
- (2) Members of the Sub-Group.
- (3) Chairman of the Working Group.
- (4) Members of the Working Group.
- (5) Accounts I Branch.
- (6) Pay and Accounts Office.
- (7) IFA Cell.
- (8) P. C. Division.

Copy for information to :—

Joint Secretary to Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)35|(1)(5)-82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
YOJANA BHAVAN, PARLIAMENT STREET  
New Delhi, the 30th June 1983

## OFFICE MEMORANDUM

The Sub-Group for Target Group Planning and considering issues relating to integration and coordination was set up under the Working Group to prepare guidelines for District Planning. The Sub-Group constituted vide Office Memorandum of even number dated the 17th March, 1983, was expected to submit its report by 30th June, 1983. As the work of the Sub-Group is likely to take more time, its term is extended upto 31st August, 1983.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

Copy to :—

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA Cell, Planning Commission.
8. PC Division, Planning Commission.

Copy for information to :—

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)35|(1)(6)-82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(MULTI-LEVEL PLANNING DIVISION)  
New Delhi-110001, the 17th March 1983

## OFFICE MEMORANDUM

**SUBJECT—***Constitution of a Sub-Group to consider Institutional Arrangements for District Planning*

It has been decided to set up a Sub-Group to consider Institutional Arrangements for District Planning under the Working Group to prepare guidelines for District Planning constituted by Planning Commission vide O.M. No. PC(P)35|1|82-MLP, dated 22-9-1982.

The composition of the Sub-group will be as follows :—

*Chairman*

1. Shri Anand Swarup,  
Adviser (PEO),  
Planning Commission,  
New Delhi.

*Members*

2. Shri U. K. Kohli,  
Joint Adviser (Monitoring)  
Planning Commission,  
New Delhi.
3. Dr. K. G. Krishnamurthi,  
Joint Adviser  
(Social Welfare),  
Planning Commission,  
New Delhi.

4. Shri N. Perumal,  
Director,  
Directorate of Extension,  
Ministry of Agriculture,  
Sastri Bhavan,  
New Delhi.
5. Prof. V. M. Rao,  
Institute of Social and  
Economic Change,  
Nagarbhavi,  
Bangalore-72.
6. Dr. D. Paul Chowdhry,  
Director, National Institute of  
Public Cooperation and Child Development,  
5, Siri Industrial Area,  
Hauz khas, New Delhi-16.
7. Mrs. Devaki Jain,  
Institute of Social Trust,  
M-8 Kanchanjunga Building,  
18, Barakhamba Road,  
New Delhi.
8. Shri A. P. Saha,  
District Collector,  
Thane (Maharashtra),

The Terms of Reference of the Sub-group will be as follows :—

1. To examine the various issues relating to public participation in District Planning including the role of voluntary agencies.
2. To consider what institutional arrangements will be necessary at the district level both for plan deliberations as well as for their acceptance.
3. To suggest institutional arrangements and procedures for Plan implementation, including monitoring and evaluation.

The meetings of the Sub-group will be ordinarily held in New Delhi or any other place as the Chairman of the Sub-group may decide.

The Chairman of the Sub-group may coopt additional members, if necessary or invite any expert as a special invitee for any meeting.

Official members of the Sub-group will draw TA/DA from their respective governments/offices to which they belong. Non-official members and special invitees of the sub-group will be

paid TA/DA by the Planning Commission as admissible to Grade-I officers of the Government of India.

The Sub-group may submit its report by 30th June, 1983.

Sd/-  
(K. C. AGARWAL)  
Director (Administration)

Copy to :—

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA Cell, Planning Commission.
8. P. C. Division, Planning Commission.

Copy for information to :—

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

ANNEXURE 2.2Q  
(Para 2.5)

No. PC(P)35(1)(6)-82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
YOJANA BHAVAN, PARLIAMENT STREET

New Delhi, the 30th June 1983

OFFICE MEMORANDUM

The Sub-Group to consider Institutional Arrangements for District Planning was set up under the Working Group to prepare guidelines for District Planning. The Sub-Group constituted vide Office Memorandum of even number, dated the 17th March, 1983 was expected to submit its report by 30th June, 1983. As the work of the Sub-Group is likely to take more time, its terms extended upto 31st August, 1983.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

Copy to :—

1. Chairman of the Sub-Group.
2. Members of the Sub-Group.
3. Chairman of the Working Group.
4. Members of the Working Group.
5. Accounts I Branch of the Planning Commission.
6. Pay and Accounts Office of the Planning Commission.
7. IFA Cell, Planning Commission.
8. P. C. Division, Planning Commission.

Copy for information to :—

Joint Secretary, Prime Minister's Secretariat,  
South Block, New Delhi.

No. PC(P)|35|1(7)|82-MLP  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
YOJANA BHAVAN, PARLIAMENT STREET  
New Delhi, the 17th June 1983

## OFFICE MEMORANDUM

It has been decided to set up a Sub-Group to prepare guidelines for District Planning for the States/UTs of the North-Eastern Region keeping in view their peculiar characteristics and special problems. This Sub-Group is being set up under the Working Group for preparing guidelines for District Planning already constituted by the Planning Commission vide Office Memorandum No. PC(P)|35|1|82-MLP dated the 22nd September, 1982.

The composition of the Group will be as follows :

*Chairman*

1. Dr. B. D. Sharma,  
Vice Chancellor,  
NEHU, Shillong.

*Members*

2. Commissioner for Hill Areas,  
Assam, Dispur.
3. Special Secretary and Development Commissioner,  
Planning Department,  
Government of Meghalaya,  
Shillong.
4. Planning Secretary,  
Government of Nagaland,  
Kohima.
5. Planning Secretary,  
Manipur, Imphal.
6. Planning Secretary,  
Govt. of Tripura,  
Agartala.
7. Planning Secretary,  
Govt. of Arunachal Pradesh,  
Itanagar.
8. Planning Secretary,  
Govt. of Mizoram,  
Aizawl.

9. Shri A. S. Gokhale,  
Secretary,  
Education,  
Govt. of Nagaland,  
Kohima.

The meetings of the Sub-Group may be held in Shillong or any other place as the Chairman of the Sub-Group may decide.

The Chairman of the Sub-Group may co-opt additional members or invite any expert as a special invitee, if necessary for any meeting.

Official members of the Sub-Group will draw their TA/DA from their respective Governments/offices to which they belong. Non-Official members and Special Invitees will be paid TA/DA by the Planning Commission as admissible to Grade I Officers of the Government of India. The Sub-Group may submit its report by the end of August, 1983.

Sd/-

(K. C. AGARWAL)  
Director (Administration)

Copy to :

1. Chairman and Members of the Sub-Group with a copy of the Guide points.
2. Chairman and members of the Working Group.
3. Accounts I Branch of the Planning Commission.
4. Pay and Accounts Office, Planning Commission.
5. IFA Cell, Planning Commission.
6. PC Division, Planning Commission.

Copy for information to :

Joint Secretary, Prime Minister's Office, South Block,  
New Delhi.

## PROGRAMME OF MEETINGS OF SUB-GROUPS

ANNEXURE 2.2S,  
(Para 2.5)

Name of Sub-Group	Dates of Meetings	Venue	Name of Sub-Group	Dates of Meetings	Venue	
1. Prerequisites for District Planning	7-4-83	New Delhi	4. Spatial Planning	2-5-83	New Delhi	
	13-6-83	New Delhi		7-8-6-83	New Delhi	
	23-8-83	New Delhi		9-10-7-83	Hyderabad	
2. Planning Methodology for District Planning	7-5-83	New Delhi		27-8-83	New Delhi	
	24-6-83	New Delhi		Target Group Planning and considering issues relating to integration and co-ordination	15-4-83	New Delhi
	26-8-83	New Delhi		30-7-83	New Delhi	
3. Manpower Planning and Employment	23-4-83	New Delhi		8-8-83	New Delhi	
	28-5-83	New Delhi	22-8-83	New Delhi		
	18-7-83	New Delhi	6. Institutional Arrangements etc.	17-5-83	New Delhi	
	25-8-83	New Delhi	7. North Eastern Region	27-7-83	New Delhi	
				29-8-83	Shillong	
				3-9-83	Imphal	

REGIONAL WORKSHOP ON DISTRICT PLANNING HELD ON 27TH TO 29TH  
APRIL, 1983 AT GANDHI NAGAR (GUJARAT)

LIST OF PARTICIPANTS

I. Members of Working Group

1. Dr. C. H. Hanumanth Rao (Chairman)  
Member, Planning Commission,  
New Delhi.
2. Shri S. Sundararajan,  
Jt. Secretary, Planning Commission,  
New Delhi.
3. Prof. M. J. K. Thavaraj,  
Prof. of Financial Administration,  
Indian Institute of Public Admn.,  
New Delhi.
4. Dr. K. V. Sundaram,  
Dy. Adviser, Planning Commission,  
New Delhi.

II. States Representation

Gujarat (Official)

1. Shri V. R. S. Cowlagi,  
Secretary (Planning)
2. Shri S. Chandrasekhar,  
Dy. Secretary (Planning)
3. Shri S. B. Maru,  
Deputy Secretary
4. Shri C. R. Samtani  
Deputy Secretary
5. Shri P. J. Bhatt,  
Deputy Secretary
6. Shri A. K. Luka,  
Collector, Gandhinagar
7. Shri M. P. Bhatt,  
OSD (Planning)
8. Shri A. M. Thakar,  
Dist. Planning Officer
9. Shri U. L. Raje Shirke,  
Dist. Planning Officer  
Nadiad.
10. Shri U. D. Vohra  
Joint Director,  
Bureau of Economics and Statistics
11. Shri K. N. Joshi,  
PS to Minister  
(Plg. & Finance)

Gujarat (Non-officials)

1. Dr. Dinesh Mehta,  
Prof. School of Planning

2. Dr. B. B. Patel,  
Associate Prof.  
Sardar Patel Institute of  
Economic and Social Research,  
Ahmedabad.

Maharashtra (Official)

1. Sh. Lalit Doshi,  
Secretary (Planning).
2. Shri K. G. Paranjpe,  
Secretary (Revenue)

Maharashtra (Non-official)

1. Sh. V. G. Prabhugonkar,  
Member, State Planning Board.

Madhya Pradesh (Official)

1. Sh. M. R. S. Sivaraman,  
Secretary (Fin. & Planning)
2. Shri G. N. Arora,  
Adviser, State Planning Board.
3. Shri L. B. More,  
Under Secretary,  
Eco. & Statistics Deptt.

Madhya Pradesh (Non-Official)

1. Shri R. C. Singh Deo,  
Member, State Planning Board.
2. Shri G. P. Khare,  
Member, State Planning Board.

Rajasthan

1. Shri P. Thakur,  
Special Secretary (Planning).
2. Shri S. P. Garg,  
OSD.
3. Shri L. S. Tanwar,  
Deputy Secretary (Plan Finance)
4. Shri N. P. Bhatt,  
Deputy Secretary (Planning)

Tamil Nadu

1. Shri Naresh Gupta  
Jt. Secretary (Planning &  
Development)

III. Others

- Shri M. M. Saigal,  
Senior Research Officer,  
Planning Commission,  
New Delhi.

REGIONAL WORKSHOP ON DISTRICT PLANNING  
HELD AT BANGALORE ON 21-23 JULY, 1983

## LIST OF PARTICIPANTS

## I. Members of Working Group

1. Dr. C. H. Hanumantha Rao (*Chairman*)  
Member, Planning Commission,  
New Delhi.
2. Shri P. R. Dubhashi,  
Director,  
Indian Institute of Public Administration,  
New Delhi.
3. Shri K. S. Chandrashekar,  
Principal Liaison Commissioner,  
Government of Orissa,  
4, Kautilaya Lane,  
Chankayapuri, New Delhi.
4. Shri S. Sundararajan,  
Joint Secretary (State Plans),  
Planning Commission,  
New Delhi.
5. Dr. M. J. K. Thavaraj,  
Prof. of Financial Administration,  
Indian Institute of Public Administration,  
New Delhi.
6. Dr. Waheeduddin Khan,  
Director,  
Centre for Economic and Social Studies,  
Hyderabad.
7. Prof. S. N. Mishra,  
Institute of Economic Growth,  
New Delhi.
8. Dr. K. V. Sundaram,  
Deputy Adviser (MLP)  
Planning Commission,  
New Delhi.

## II. State's Representatives

## Karnataka (Officials)

1. Shri M. K. Venkatesan  
Addl. Chief Secretary to Government.
2. Shri P. R. Nayak,  
Development Commissioner
3. Dr. K. Puttaswamaiah,  
Senior Director, Planning Department.
4. Shri Brahm Dutt,  
Dy. Commissioner, Mysore.

5. Shri M. B. Goud,  
Director, District & Regional Planning Division,  
Planning Department.

## Karnataka (Non-Official)

- Father Jacob, MLA  
Dr. V. S. ACHAR; MLA

## Tamil Nadu (Official)

1. Smt. Anjani Dayanand,  
Commissioner & Secretary  
to Government,  
Planning Department.
2. Shri G. Chidambaram,  
Director of Evaluation.
3. Shri Nagarajan,  
Member-Secretary  
State Planning Commission.
4. Shri H. Narayanan,  
Collector, North Arcot District.

## Tamil Nadu (Non-officials)

1. Prof. Neelakanthan,  
Barotidasan University  
Tiruchirapalli.
2. Dr. Shanmuga Sundaram  
Prof. of Economics,  
Madras University.

## Andhra Pradesh (Officials)

1. Shri A. K. Goyal,  
Deputy Secretary to Government  
Planning Department.

## Kerala (Official)

1. Shri Ramalingam,  
Chief (District Planning),  
State Planning Board..

## Pondicherry (Official)

1. Shri V. Vasudevaraju,  
Director,  
Planning and Research Department.

## Madhya Pradesh (Official)

1. Shri M. R. Sivaraman,  
Secretary, Finance & Planning.

WORKSHOP ON DISTRICT PLANNING HELD IN  
BHUBANESWAR ON 30-9-1983 AND 1-10-1983

## LIST OF PARTICIPANTS

## I Members of the Working Group

1. Dr. C. H. Hanumantha Rao (*Chairman*)  
Member, Planning Commission,  
New Delhi.

2. Shri K. S. Chandrasekharan,  
Principal Liaison Commissioner,  
Government of Orissa,  
4, Kautilaya Lane,  
Chankayapuri,  
New Delhi.

3. Shri S. Sundararajan,  
Joint Secretary (State Plan),  
Planning Commission, New Delhi.
4. Shri Premananda Tripathy,  
Joint Secretary, Ministry of Home Affairs,  
New Delhi.
5. Shri B. K. Sarkar,  
Joint Secretary  
Ministry of Home Affairs  
New Delhi.
6. Shri M. J. K. Thavaraj  
Prof. of Financial Administration  
Indian Institute of Public Administration,  
New Delhi.
7. Prof. S. N. Mishra,  
Institute of Economic Growth,  
Delhi.
8. Dr. K. V. Sundaram,  
Dy. Adviser,  
Planning Commission,  
New Delhi.

## II. State's Representatives

### Orissa (Officials)

1. Shri C. Venkataramani,  
Additional Development Commissioner  
and Secretary,  
Planning & Coordination Department.
2. Shri K. Srinivasan,  
Commissioner,  
Agriculture & Rural Development Department.
3. Dr. P. K. Nayak  
Commissioner-cum-Secretary,  
Community Development &  
Panchayati Raj Department.
4. Shri P. M. Mohapatra,  
Commissioner-cum-Secretary,  
Revenue Department.
5. Shri R. K. Mishra,  
Commissioner-cum-Secretary,  
H&T.W Department.
6. Shri Sitakanta Mohapatra  
Commissioner-cum-Secretary,  
Education & Youth Services, Department.
7. Shri R. K. Bhujabal,  
Commissioner-cum-Secretary,  
Finance Department.
8. Dr. D. P. Bagchi,  
Commissioner-cum-Registrar,  
Cooperatives Department.
9. Dr. C. Mishra,  
Director & Special Secretary  
Planning & Coordination Department.
10. Smt. C. Narayanaswamy,  
Special Secretary  
General Administration Department.
11. Shri P. K. Mohanty,  
Additional Secretary,  
Irrigation & Power Department.
12. Shri J. N. Poddar,  
Director & Additional Secretary,  
H & TW Department.
13. Shri S. B. Mishra,  
Secretary to Chief Minister,
14. Shri D. N. Padhi,  
Additional Secretary,  
CD & PR Department.
15. Shri F. C. Panigrahi,  
Additional Secretary,  
Agriculture & Cooperation Department.
16. Shri J. N. Panda,  
Joint Secretary  
Planning & Coordination Department.
17. Shri L. Tunga,  
Director (Employment).
18. Dr. R. N. Panigarhi,  
Director,  
(Health Services).
19. Shri B. Das,  
Director,  
(Bureau of Statistics).
20. Dr. T. Kahi,  
Director,  
(Elementary & Adult Education)
21. Shri R. N. Pujari,  
Director of Technical Education  
and Training.
22. Shri N. C. Kar,  
Joint Director,  
Planning & Coordination Department.
23. Shri S. Rajangam,  
Dy. Secretary,  
Planning & Coordination Department.
24. Shri Ch. R. K. Nanda,  
Dy. Secretary,  
Planning & Coordination Department.
25. Shri Paramanand Panda,  
Dy. Secretary,  
Planning & Coordination Department.
26. Shri N. Patri,  
Dy. Secretary,  
Planning & Coordination Department.
27. Shri H. Pattnaik,  
Collector,  
Cuttack.
28. Shri S. C. Dash,  
Dy. Director  
Planning & Coordination Department.
29. Shri B. Pati,  
Assistant Director,  
Planning & Coordination Department.
30. Shri S. Sahoo,  
Assistant Director,  
Planning & Coordination Department.
31. Shri S. V. Rao,  
Assistant Director  
Planning & Coordination Department.

### (Non-Officials)

1. Shri Prahallad Mallick,  
Ex. Minister.
2. Shri Dambarudhar Ulaka,  
MLA.

### Bihar (Officials)

1. Shri P. S. Mukhopadhyaya,  
Planning Commissioner,
2. Shri J. G. Kunte,  
Member-Secretary,  
State Planning Board.

### Uttar Pradesh (Officials)

1. Shri J. P. Singh,  
Secretary (Planning).
2. Shri Lakshmi Narain,  
Joint Secretary Planning.
3. Shri J. C. Bhudraja,  
Director,  
Area Planning.

### Non-Officials

Dr. A. K. Singh  
Reader in Economics,  
University of Lucknow.

### West Bengal

1. Shri V. Mishra,  
Secretary Planning.
2. Shri Amit Kumar Deb,  
District Magistrate and Collector  
Midnapore.



3. Shri D. N. Mandal,  
Dy. Secretary, Planning.

*Non-Official*

Dr. S. K. Mishra,  
Sabbadhipati,  
Midnapore Zila Parishad.

*Madhya Pradesh (Officials)*

1. Dr. G. N. Arora,  
Adviser,  
State Planning Board.

*Pondicherry*

1. Shri V. A. Vasudevaraju,  
Director  
Planning & Research Department.

*III. Others*

Shri M. M. Saigal,  
Senior Research Officer  
Planning Commission  
New Delhi.

ANNEXURE 2.3C

(Para 2.9)

REGIONAL WORKSHOP ON DISTRICT PLANNING  
HELD AT SRINAGAR ON 21-22- OCTOBER, 1983

LIST OF PARTICIPANTS

1. Dr. C. H. Hanumantha Rao (Chairman)  
Member, Planning Commission  
New Delhi.

2. Shri K. A. Ramasubramaniam  
Secretary, Commission on  
Centre-State Relations,  
Ministry of Home Affairs,  
New Delhi.

3. Shri K. G. Paranjpe,  
Secretary (Revenue),  
Government of Maharashtra

4. Shri Lalit N. Doshi  
Secretary (Planning)  
Government of Gujarat,  
Gandhi Nagar.

5. Shri V. R. S. Gowlagi,  
Secretary (Planning),  
Government of Gujarat,  
Gandhi Nagar.

6. Dr. Y. Venugopal Reddy,  
Secretary (Planning),  
Government of Andhra Pradesh,  
Hyderabad.

7. Shri S. Sundararajan,  
Joint Secretary (State Plans),  
Planning Commission,  
New Delhi.

8. Shri B. K. Sarkar,  
Joint Secretary,  
Ministry of Home Affairs,  
New Delhi.

9. Dr. M. J. K. Thavaraj,  
Prof. of Financial Administration,  
Indian Institute of Public Administration,  
New Delhi.

10. Dr. C. T. Kurian,  
Director,  
Madras Institute of Development Studies,  
Madras.

11. Shri Waheed-Uddin Khan,  
Director,  
Centre for Economic and Social Studies,  
Hyderabad.

12. Prof. S. N. Misra,  
Institute of Economic Growth,  
New Delhi.

13. Dr. K. V. Sundaram,  
Dy. Adviser (MAP),  
Planning Commission,  
New Delhi.

*II. State Representatives*

*Punjab (Officials)*

1. Mrs. S. Mann,  
Secretary (Planning).  
2. Shri V. P. Sharma,  
Economic Adviser.

3. Shri Rakesh Singh,  
Deputy Secretary (Industry).

*Haryana (Officials)*

1. Shri Kulwant Singh,  
Financial Commissioner &  
Secretary Planning.  
2. Shri V. P. Sharma,  
Economic & Statistical Adviser.  
3. Shri S. K. Nanda,  
Deputy Secretary, Planning.

*(Non-Officials)*

1. Shri Khurshid Ahmed,  
Deputy Chairman,  
Planning Board.

*Himachal Pradesh (Officials)*

1. Smt. C. P. Sujaya,  
Secretary (Planning).  
2. Shri R. S. Bhatnagar,  
Director (Planning).  
3. Smt. Parminder Bhatia,  
Commissioner, Bilaspur.  
4. Shri D. K. Sharma,  
Deputy Director (Planning).

*(Non-Officials)*

1. Shri Kaul Singh Thakur,  
Deputy Chairman,  
State Planning Board.

*Jammu and Kashmir (Officials)*

1. Shri Ashok Jaitly,  
Planning Commissioner.  
2. Shri V. M. Gupta,  
Special Secretary (Planning).  
3. Shri G. M. Zargar,  
Director,  
Area Planning.  
4. Qazi Nizam Ahmed,  
Chief Engineer (Irrigation).  
5. Shri B. A. Zargar,  
Asstt. Manpower Planning Officer.  
6. Shri P. N. Razdan,  
Director,  
Perspective Planning.

*III. Others*

1. Dr. Ravi Zutshi,  
Senior Consultant,  
Planning Commission,  
New Delhi.  
2. Shri M. M. Saigal,  
Senior Research Officer,  
Planning Commission,  
New Delhi.  
3. Smt. S. Salhotra,  
Research Officer,  
Planning Commission,  
New Delhi.

I. PAPERS CIRCULATED TO THE MEMBERS OF THE WORKING GROUP

Subject	Authors/Institutions
1. Planning at the District Level	Shri G. V. Ramakrishna
2. District Planning for Integrated Development—A Discussion Paper (1972)	Shri Anand Sarup
3. Organisational Frame Work	Mr. S. N. Misra
4. Patterns of Regional Planning in Bulsar District (1973)	Shri Hans Schenk
5. Sub-National approaches to Development Planning in India—Implications for Training	Shri P. H. Vaishnav
6. Development Planning at District Level in Sri Lanka	Shri W. A. L. Wijayapala
7. District Planning and the Sixth Five Year Plan	Dr. D. Bright Singh
8. Decentralisation—Special reliance for the North Eastern Region	Shri L. C. Jain
9. Decentralised Planning in Jammu & Kashmir	Shri S. Sundarajan & Dr. K. V. Sundaram
10. Planning Below the State Level—Policies, Strategies and Methodologies	Dr. K. V. Sundaram
11. District Planning—The Case Study of Maharashtra	Dr. K. V. Sundaram
12. Multi-Level Planning—Indian Experience	Dr. K. V. Sundaram
13. Decentralisation—Uttar Pradesh Experiment	Dr. K. V. Sundaram
14. Macro-Micro Links in Planning—A Project proposal	Centre for Development Studies & Activities—Poona.
15. Some aspects of Planning and Implementation (An extract from structure and intervention study)	Madras Institute of Development Studies.
16. Training and Development—The Development of a Planning Cadre for Maharashtra State	Centre for Development Studies and Activities—Poona.
17. Working Paper on District Planning—Some basic issues for consideration	MLP Division—Planning Commission
18. Scheme for Strengthening of Planning Machinery at District-Level—Guidelines	MLP Division—Planning Commission
19. Disaggregation of State Plan outlays for District Planning—Methodology adopted in some States	MLP Division—Planning Commission
20. Status of Planning Machinery at District Level in States . (Based as information available with the Planning Commission as on 1-4-1981)	MLP Division—Planning Commission
21. Steps taken by State Governments for Decentralisation of Planning (based on latest information (1982) available with the Planning Commission)	MLP Division Planning Commission
22. Extracts from the Report of the Committee on Panchayati Raj Institutions	MLP Division—Planning Commission
23. District Planning Gujarat—Theory and Practice	MLP Division—Planning Commission
24. Decentralise Planning in Karnataka—An Experiment in Transition	MLP Division—Planning Division
25. Approach to District Planning in the Five Year Plans—Extracts from Plan Documents	MLP Division—Planning Commission

II. PAPERS CIRCULATED TO VARIOUS SUB-GROUPS

Subject	Author/Institutions
1. Note on issues for consideration of the Sub-group on Pre-requisition for District Planning	Shri K. A. Ramasubramaniam
2. Some aspects of District Planning	Shri T. S. Sankaran
3. Aspects of Public Participation in Rural Development Planning and Implementation	Shri Anand Sarup
4. Some issues relevant to Institutional Arrangements for District Planning—A paper for discussion	Shri Anand Sarup
5. General Strategy for Development of North Eastern Region	Dr. B. D. Sharma
6. District and Local Planning	Shri P. R. Lubhashi
7. Linking of District Plan with Block and State Plans	Shri J. P. Singh
8. Villages information systems in Madhya Pradesh	Shri M. R. Sivaraman
9. Some issues in block level manpower planning	Smt. J. Anjani Dayanand
10. District Manpower Budgeting	Shri Shahzad Bahadur
11. Integration of Manpower Planning with annual and five year plans	Do.
12. Manpower approach to district level planning	Shri M. S. Praksa Rao
13. Guidelines for assessment of Manpower and guidelines for preparation of Manpower—budget for a district	Dr. M. A. Sreenivas
14. Data requirements and Analysis for Manpower Planning for different models	Do.
15. Manpower Planning at district level—Rationale and scope	Shri M. C. Verma
16. Constraints of Manpower Planning in the context of District Planning	Shri C. S. Misra
17. Training aspects of Manpower Planning	Dr. A. K. Dasgupta
18. National Rural Employment Programme	Shri J. C. Jetli
19. Points for discussion at the meetings of the sub-group	Dr. Waheed Uddin Khan
20. Guidelines for Spatial Planning—AVARD experience	Shri S. D. Thapar
21. Points for considering Spatial Planning	Shri J. C. Kunte
22. Planning for Rural Development—Gujarat Experience	Shri K. N. Shelot
23. A note on the Methodology of Spatial Planning adopted in the context of Social Development programmes in Uttar Pradesh	Shri P. N. Sharma
24. Employment and Manpower information for Rural Employment Planning in India. (Published in Manpower Journal—1979)	Shri M. S. Ramanujan & M. C. Goel
25. Pre-requisites for District Planning in India	Shri V. A. Vasudevaraju
26. Note on pre-requisites for District Planning	Shri Brahm Dutt
27. A note on Delimitation of functions—District Planning	Do.
28. Note on Machinery for Co-ordination at District level	Do.
29. Organisational requirements for Block Level Planning & Project Formulation	Shri J. C. Budhiraja
30. Suggested outline for the formulation of Integrated District/Block Plan	Do.
31. District Credit Plans	Shri H. B. Shivamaggi
32. District Planning	Dr.
33. Integrated Rural Development Programme—A review note	Shri G. L. Bailur
34. CAD Programmes and Coordination aspects	Shri R. S. Saksena
35. Note for the Sub-Group on pre-requisites of District Planning	Indira Hirway
36. Note on critical minimum information needed for District Planning	Do.
37. Information system for Rural Plan Implementation (ISY-RUPD)—A proposal	Shri V. M. Rao
38. Integrated Planning at District level—A Methodology and approaches	Dr. R. V. Rama Rao
39. Methodology adopted in Agri district for district plan 1983-84	Shri Mukul Sanwal
40. The concept of cluster and cluster Formulation Extract from Village clusters and Rural Development	Shri H. Ramachandran
41. Approach to District Planning—A note on Methodology	Dr. D. Bright Singh
42. Steps for formulation of Spatial District Plan	Shri N. S. Saini
43. Institutional Arrangements for District Planning—Some Issues	Dr. Uddesh Kohli

Subject	Author/Institutions
44. Review note of the programmes of special component plan for development of Scheduled Castes	Shri Bikram Sarkar
45. Recommendations regarding development of scheduled castes—Target Group	Shri B. K. Sarkar
46. Coordination in District Planning and Administration	Dr. Bhupinder Singh
47. Some Points for consideration by the Sub-Group on Prerequisites for District Planning	Shri S. Sundararajan & Dr. K. V. Sundaram
48. Experience of Area Development Planning in India Alternative Methodology	Dr. K. V. Sundaram
49. Growth Centre approach to development	Do.
50. Note on Institutional Aspects of Local Level Planning in Rural Areas	Do.
51. Rural-Urban Integration in the context of District Planning	Do.
52. Procedures for drawing up a hierarchical rural centre plan. Extract from 'Guidelines for Rural Centre Planning.	Economic & Social Commission for Asia and Pacific 79.
53. Planning Methodology for natural resource survey and their optimal utilisation	Indian Photo-Interpretation Institute NRSA, Dehradun.
54. Approaches to local level planning (Extract from the process of Local Level Development)	Staff paper by UN Centre for Regional Dev. (Nagoya Japan).
55. Clustering of villages—Identification of Basic Planning Units (Extract from Planning for Integrated Rural Development Programmes—Amalapuram Block (East Godavari District Andhra Pradesh).	National Institute of Rural Development, Hyderabad.
56. Methodology for District Perspective plan—Guidelines issued by State Planning Commission, Government of Tamil Nadu	State Planning Commission, Govt of Tamil Nadu.
57. Methodology and approach adopted for Regional Development Planning at District level in the States of Jammu & Kashmir, Uttar Pradesh, Madhya Pradesh	Haq Consultant. State Planning Institute U. P.
58. Experience of Decentralised Planning in U.P.	Do.
59. Formula for Working out district-wise entitlement of Divisible outlay followed in U.P.	Reserve Bank of India.
60. District Credit Planning—Linkage with District Development Plans	'Extract from' A Report on the Working of West Bengal Comprehensive Area Dev., Corporation. Ministry of Rural Development
61. A participatory Approach to local Development—A case of comprehensive Area Development Programme—West Bengal	Manpower & Employment Division, Planning Commission. Rural Development Division, Planning Commission. MLP Division, Planning Commission.
62. Planning for Target Groups—Methodology and Linkages	Do.
63. Summary records of the first & second meeting of the National Level Guidance Committee for self-employment and First & Second meetings of the Central Committee on Employment	INCOR—Andhra Pradesh University, Vishakhapatnam.
64. Status Paper on Panchayati Raj Institutions	Min. of Home Affairs.
65. Some Guide points for Sub-Groups	Do.
66. Hill Area Development Programme—Some aspects of co-ordination & integration	Do.
67. Formats for Integrated Data Base General at District Level	Ministry of Rural Development
68. Tribal Development in the Fifth Plan—Some Basic Policy papers Vol. I	Do.
69. Tribal Development in the Fifth Plan—Some Basic Policy Papers Vol. II	Ministry of Rural Development
70. Report of the Working Group on Tribal Development during Sixth Plan 1980—85	Planning Commission
71. Important Circulars on Integrated Rural Development Programmes July 1982	Do.
72. Operational Guidelines on Block level Plans for Integrated Rural Development Programmes April 1982	Do.
73. National Rural Employment Programme—A guideline April, 1983	Do.
74. Operational Guidelines for Block Level Planning—September, 1979	Do.
75. Reports of the Working Group on Block Level Planning—1979	Do.
76. Report on organisation of Administrative and Financial structures by NCDDB—1980	Do.
77. Report on Tribal Development by NCDDB—1981	Do.

**SCHEME FOR STRENGTHENING OF PLANNING MACHINERY  
AT THE DISTRICT LEVEL—GUIDELINES**

**I. Objective of the Scheme**

After reviewing the requirements of the Planning Machinery of the States, Planning Commission have come to the conclusion that in order to introduce Multi-level Planning, it is not sufficient if the Planning machinery is strengthened only at the State-level. In most States, although there is District Planning in some form, its substance and true content are yet to take a satisfactory shape. It is therefore necessary to create a suitable planning machinery at the district level which would be capable of drawing up integrated (not merely aggregated) District Plans. The present scheme for strengthening of the planning machinery at the district level addresses itself to this task. It proposes to induct some essential multi-disciplinary talents into the planning team at the district level. This Planning Team will : (i) collect essential data, analyse the district's resources, identify local resource based projects, determine their priorities and draw up District plans (i.e. Perspective, Five Year and Annual Plans). In this effort, they will also seek to effectively harmonise and co-ordinate the development efforts of the numerous agencies, organisations and departments functioning at the district level. (ii) monitor and periodically review the implementation of the various schemes and (iii) undertake selective evaluation studies, in order to provide appropriate feed-back to the State level, Planning Department and the implementing bodies at the district and State levels.

**II. Brief Description of the Scheme**

2. The broad details of the proposed scheme of the Planning Machinery at the district level are as follows :

(i) The scheme envisages the induction of technical personnel with knowledge and skills required for scientific district planning with minimum supporting staff. The package of staffing suggested consist of one Chief Planning Officer and one Economist working with a team of five other specialists chosen from a suggested list of six specialists viz.

- (1) Specialist (Area or Programme Specific);
- (2) Planning Officer (Social Development);
- (3) Agronomist;
- (4) Engineer (Irrigation/Civil);
- (5) Credit Planning Officer;
- (6) Geographer/Cartographer.

(The District may choose any five out of the above six specialists depending on the need). This Planning Team will be supported by 2 Research Assistants, one of whom will be a statistician, 3 Steno-typists and 3 peons/Orderly/Dalayats.

(ii) The pattern of sharing of expenditure between the Centre and the States is proposed as 50 : 50.

**III. Conditions for Eligibility**

3. The scheme comes into force from 1982-83 and all States are eligible to seek assistance from the current year onwards. The scheme will be in force during the remaining period of the Sixth Plan and is also likely to be continued during the Seventh Plan.

4. "The scheme will be extended to those States which accept an approach of decentralised District level planning with suitable financial allocations being met for district plans out of the State Plan resources."

5. This would imply that the State seeking assistance under the scheme should either already have a certain decentralised district level set-up conducive to District Planning or propose to establish such a set-up. Four important aspects of a decentralised district level planning set up were recognised by the Planning Commission in a letter addressed by Member-Secretary to the Chief Secretaries of States (vide D.O. No. PC(P)27/1/81-MLP dated June 2, 1982). These are reproduced below :

- (a) *Effecting Functional Decentralisation*, which involves identification of the exclusive functions that must be planned and implemented at the district level. This procedure will help in defining the role of the District Planner in the Multi-level Planning structure.
- (b) *Effecting Financial Decentralisation*, which is necessary in order that District Planner will be clearly aware of the funds likely to be available for district development. This would call for an exercise in disaggregation on the basis of well-defined criteria.
- (c) *The Establishment of Appropriate Planning Mechanisms at the District Level*. These would include the setting up of District Planning Boards/Councils with appropriate composition and strengthening of the Planning Machinery at the district level so as to enable it to perform the planning functions effectively.
- (d) Establishment of appropriate budgeting and reappropriation procedures.

5. More recently, the guidelines sent to the States in the context of the formulation of Annual Plans 1983-84 have further emphasised the necessity for taking the needed steps for district-wise disaggregation of the divisible outlays of the State Plans. It says, "There is, however, no time to be lost in implementing this first step towards decentralisation of the planning process... There is no more effective solution to the problem of regional imbalance than to plan out development from the unit level. This is the Central theme of multi-level planning. The district planning and block planning would, therefore, have to receive greater attention."

6. However, mere disaggregation of funds to the district level and showing a 'district budget' alone will not amount to true decentralisation of the planning process, if the powers to plan for these funds are all concentrated at the State level with the various heads of departments. The real touch-stone of decentralisation would be the freedom available at the district level to plan according to its local needs, local potentials and local priorities. It is in this context that some States e.g. Gujarat, Maharashtra, Karnataka and U.P. have evolved certain procedures enabling the districts to have some 'discretionary outlay, at their disposal with which they may supplement the normal planning. There can be no hard and fast rules about these procedures.

The procedures of decentralisation which any particular State would like to adopt will depend on the present level of development of the State in the scale of decentralisation, the pace at which it proposes to move further in the direction and consequently build up its planning and development machinery to cope with the new responsibilities which decentralisation of the Planning process entails. The States proposing to avail themselves of the assistance under this scheme must therefore make a clear statement of (a) the steps so far taken; (b) those proposed to be taken during the next two years of the Sixth Plan period and (c) those proposed to be taken during the Seventh Plan period in this direction. These measures may be highlighted against the four steps to-

wards decentralisation outlined in the letter of Member-Secretary, Planning Commission and reproduced here.

#### IV. The Composition and Functions of the proposed Planning Cell at the District Level

7. The central purpose of this scheme is to provide assistance for establishing a Planning Cell at the district level. The departure envisaged here is vital for it is towards inducting a medium of technical talents into a planning team, which already exists in every district in some form and which is sought to be supplemented and strengthened in a substantial manner through the present scheme. Accordingly, the proposed District Planning Team will be composed of a Chief Planning Officer and an Economist and five other specialists; together with their supporting staff, consisting of 2 Research Assistants one of whom will be a statistician, 3 Steno typists and 3 Orderlies. These five specialists may be chosen from out of a list of six specialists indicated in the scheme. The States have sufficient flexibility in deciding on the specialisations in accordance with their own needs and circumstances. While choosing these specialisations, States are advised to go by considerations of existing functional gaps in their teams. In order to identify such gaps, the different functions that will be performed by the various members of the Planning team are elaborated in the following statement. It must be emphasised that notwithstanding their individual specialisations and the functions indicated against them, the individual specialists will not function in water-tight compartments, but as members of a homogeneous team under the Chief Planning Officer, vigorously inter-acting among themselves, each supplementing and complementing the other's efforts and contributing to a unified and integrated planning endeavour.

Planning Team	Functions
1	2
1. Chief Planning Officer	<p>(1) To draw up district plans and places them before the appropriate authority for approval. District Plan will include Annual Plans, Five Year Plans and long terms Perspective Plans for the district and such activity will comprise the tasks of allocation of resources among different sectors, identification of development schemes and ordering of priorities of projects and programmes.</p> <p>(2) To study inter-block variations in natural resource endowments and development levels and to reflect these in the District Plan proposals and block allocations.</p> <p>(3) To assist the subject matter departments in the formulation of meaningful and imaginative schemes in accordance with the local needs and local resource endowments and also to formulate schemes designed to promote the welfare of the underprivileged.</p> <p>(4) To assist the appropriate authority of the district in initiating a series of ad-hoc or continuous surveys, specific project studies in accordance with the guidelines that may be issued from time to time by the State Government.</p>

1	2
	<p>(5) To undertake monitoring of the progress of implementation of the District Plan including the achievement of targets, maintenance of time schedules, initiating corrective action and reviewing the corrective action.</p> <p>(6) To undertake evaluation studies on a selective basis of various district sector schemes.</p>
2. Economists	<p>(1) To build up a data bank and feed the information to the others levels as and when needed.</p> <p>(2) To update the data periodically.</p> <p>(3) To assist the Chief District Planning Officer as required and undertake surveys, specific project studies, economic analysis and projections, estimates and selective evaluation studies.</p>
3. Specialist (Area or Programme Specific)	<p>The Officers should preferably be a specialist in manpower/ Employment Planning to conduct studies on employment/manpower and to undertake other Technical work including manpower budgeting in the context of manpower planning and employment generation at the district level. He would impart necessary operational content to NREP. He would also monitor the programmes with significant employment content, including self-employment promotion programmes. Where the specialist belongs to any other discipline the functions will be as assigned by the Chief Planning Officer in addition to the above.</p>
4. Planning Officer (Social Development)	<p>To plan all social services for women and child welfare and the development of Scheduled Castes and Scheduled Tribes. To work in close collaboration with the Chief Planning Officer. He would also assist in the work of manpower Budgeting.</p>
5. Engineer (Irrigation/ Civil)	<p>To survey and prepare Project reports for minor irrigation and roads along with costs and estimation, to assist the Chief Planning Officer in drawing up a shelf of projects and a road master plan for the district.</p>
6. Agronomist	<p>(1) To study the existing land use, cropping patterns and agronomic practices, propose suitable cropping patterns and agronomic practices under irrigated and un irrigated agriculture, adoption of high yielding varieties, estimates of production and yield of various crops.</p>

1	2
	<p>(2) To study water use and management; assessment of likely extension of irrigation facilities through flow irrigation and exploitation of ground water etc.</p> <p>(3) To prepare plans for appropriate land and water use management in the district.</p>
7. Credit Planning Officer	To formulate and appraise bankable projects/programmes and ensure mobilisation of institutional credit, effective liaison with commercial banks, lead-banks and institutional financing agencies like ARDC. Assist Employment Planning Officer and Planning Officer (Social Development).
8. Geographer Cartographer	To prepare resource inventory and mopping of local resources; to do land use planning in collaboration with Agronomist, Locational Planning of economic infrastructure and social services; to prepare essential maps and charts and arrange for their display.

#### V. Status, Qualifications, Scale of Pay of Personnels in the Planning Team and their recruitment

8. In the scheme, the Chief Planning Officer is envisaged as the kingpin of the planning machinery. The success of District Planning would depend on his knowledge, experience and ability to direct and coordinate and generally command the respect and cooperation of his colleagues in the Planning Team as well as of the District heads of Departments. He must combine both technical and managerial skills. Since such a combination is generally scarce, great care must be exercised in the selection of this officer. He should enjoy a suitable status in the District Hierarchy to be able to coordinate the task of formulation and implementation of the plans effectively. Qualification-wise, he may be a qualified Economist/Social Scientist, Physical Planner, Management Specialist or an experienced development administrator.

9. In regard to other posts in the Planning Team, the minimum qualification would be a Master's degree in the concerned specialisation and at least five years of experience in planning activities.

10. The scales of pay and allowances for the various categories of posts should be regulated according to the scales of pay in force in the State/Centre for similar categories of officers.

11. As planning expertise is scarce, special recruitment procedures have to be adopted in order to recruit the right type of personnel and to position them in the quickest possible time. The States may consider suitable procedures for recruitment of the specialists to ensure quick and fair selection. In this context, it may be stated that the Government of Karnataka followed a special procedure for making selections to posts created for strengthening their State level planning machinery.

#### VI. Flexibility to appoint Consultants etc.

12. The composition of the Planning Team mentioned in the scheme is only suggestive. The State Government have the option of choosing any five out of the six specialists suggested. If, for specially valid reasons, any district would like to have a totally different type of expert or experts in the team they may do so with the prior approval of the Planning Commission.

13. It is not suggested that all the specialist personnel listed in the scheme should be necessarily appointed in every district. In fact, the Planning Team mentioned here repre-

sents an upper limit to the size of a District Planning Team. If, for any reason including difficulty in obtaining specialists on a regular basis, a district takes the view that it could manage the planning activity with some permanent core staff assisted by short-term consultants, the position may be explained in the proposals to be sent to the Planning Commission by the State Government. Consultants could be appointed on a fixed remuneration basis and may be in the fields of (a) Perspective Planning; (b) Economic Analysis; (c) Project Formulation and Appraisal; (d) Information System, Monitoring and Evaluation; (e) Employment/Manpower Planning; and (f) Regional Planning.

#### VII. Tasks Envisaged; Some Essential Pre-requisites

14. The assistance under this scheme is provided to stimulate scientifically formulated district planning activity as part of a multi-level planning process. In order to ensure that this happens, the Planning Team must be constantly guided in its activities by experts and knowledgeable persons in the area. It is, therefore, suggested that relevant experts in the district/region/State may be associated with the task of plan preparation. As soon as the planning team is in position and before the planning activity starts, a Technical Advisory Committee under the Chief Planning Officer may be constituted with non-official experts as members. These non-official experts may be drawn from Universities or Colleges in the area and may be academic experts in Social Science disciplines e.g. Economics, Commerce, Geography, Sociology, Business Management, etc. They may be also eminent persons in the area, who are deeply interested in the problems of the district or persons who have made notable contributions for the development of the district.

15. Besides the local Advisory Technical Committee proposed as above, the Planning Commission and the State will also be assisting the districts from time to time through guidelines. Planning Commission has already set up a Working Group to draft broad guidelines for this purpose. The Planning Commission's guidelines supplemented by detailed instructions of the State Governments will serve to explain the methodology for these exercises. While these guidelines will take some time to become available, the districts may start the data collection and resource inventory analysis operations and conduct the essential reviews, surveys, and studies needed as preliminary exercises. In the present context, the sequence of tasks to be attempted by the districts would be:—

- (i) To collect the essential planning data at district level—both geo-data and socio-economic information—and establish a Data Bank in the District;
- (ii) To analyse the resource inventory data, to conduct necessary preliminary surveys and studies and to prepare a two-year plan for the District for the next two years of the Sixth Plan i.e. 1983-84 and 1984-85.
- (iii) To initiate advance studies and projections necessary for preparation of the District's next Five Year Plan.

16. The following work programme and phasing of activities for the years 1983-84 and 1984-85 are suggested for this purpose:

- (i) During 1983-84, the district will concentrate on collection, compilation and updating of the essential planning data at district level. Since this function will not require all the specialist staff, it is suggested that the Chief Planning Officer with the assistance of the Economist and Geographer/Cartographer will get this task done. During this phase all other preparatory work for recruiting the full complement of the Planning Team etc., may also be done.
- (ii) During 1984-85, the Planning Team, with the full complement of specialists, undertake the necessary studies and prepare the district plans for 1984-85. Simultaneously, they will also initiate advance studies and projections necessary for the preparation of Five Year Plan of the district for the next Seventh Plan period.

The above activity phasing will generally apply to States which are commencing the district planning activity on a regular basis for the first time where building up of a data

and information system and other pre-requisites for district planning have not been attempted so far. States which have advanced far enough in this direction can however start District Planning activity even from 1983-84 onwards.

#### VIII. Scope for experimentation on Pilot basis

17. As the ultimate aim is to have a refined planning methodology for local level planning, it is proposed to provide under the scheme, incentives for undertaking innovative exercises that are likely to effect a break-through in our current methodologies. States wanting to undertake innovative exercises of various kinds may formulate such proposals and forward them to the Planning Commission. They could be considered for funding under the present scheme, depending on their individual merits.

#### IX. Procedures

18. Procedure for submitting proposals: (i) States intending to avail themselves of assistance under the present scheme should submit their proposals to the Planning Commission by the 15th of April, every year.

(ii) While projecting their proposals for assistance the States should—

- (a) Give a brief note explaining the extent of decentralisation of planning already attained at the district level in the State and the instrumentalities for district planning already established, providing copies of the relevant G.O's on the subject. This is referred to here as *Note-A*.
- (b) Give a brief note on the proposed measures of decentralisation of the planning process at the District level and the instrumentalities for district planning proposed to be established during the next two years of the Sixth Plan period and during the next Seventh Five Year Plan period. This is referred to here as *Note-B*.
- (c) Provide for each district the following details—
  - (i) The set-up of the existing District Planning Cell as in *Statement-1*.
  - (ii) The new post proposed to be added, their scales of pay and allowances, qualifications laid down for the posts and justification for these as in *Statement-2*.
  - (iii) A note indicating how the personnel will be recruited. This will be called as *Note-C*.
  - (iv) A work-time Chart indicating the time-bound assignment of the District Planning Team for the next two years of the Sixth Plan period. This is called here as *Statement-3*.
  - (v) A note indicating any departure made in the scheme giving details of justification. This will be called as *Note-D*.

(vi) Full Budget Estimates for the District Planning Team. This is called here as *Statement-4*.

19. Thus the full proposals containing Notes A—D and Statements 1—4 should be submitted to the Planning Commission before the 16th April of each year. After considering the proposals of the State Government, the Planning Commission will communicate its sanction to the proposals with or without modifications, as the case may be. For the current year, (i.e.) 1982-83, however, the State Governments may send their proposals by 31st of January, 1983.

20. Procedures relating to release of funds and returns and other documents to be submitted by the State Government to the Planning Commission—(i) At the beginning of every year, say by the 15th of April, the State Government should forward its proposals to the Planning Commission setting out details of personnel recruited/proposed to be recruited under the scheme along with their qualifications, salary etc. and the details of work done/proposed to be done on the technical front including data collection, analysis, surveys and studies, supported in each case by relevant documents. On acceptance of the proposal by the Planning Commission with or without modifications, advance assistance amounted to the share of Government of India for the first two quarters will be released as the first instalment for grant.

(ii) Around the 10th of March every year, the State Government send a statement of anticipated expenditure as on 31st March. On this basis Planning Commission would make the second instalment of release. The State Government's statement should indicate expenditure under four broad heads viz. expenditure towards staff salary, travelling allowance, contingencies and Pilot Studies. As soon as the final audited statement of expenditure is available, this should be sent to the Planning Commission for reconciliation and final settlement.

(iii) The State Government should make available to the Planning Commission copies of all data collected by the Planning Cell and reports on studies made and the plans prepared.

#### X. Other Conditions

21. The assistance is limited only to the new technical staff recruited to the District Planning Cell after 1st April, 1979, who fall in line with the provisions made under this scheme. But the Central share for this staff expenditure will be given only from 1982-83.

22. Besides the expenditure on staff (i.e. salary and allowances), expenditure incurred on travelling allowances to staff upto a maximum of Rs. 10,000 for each district and for contingencies including expenditure incurred towards essential equipment and stationery upto a maximum of Rs. 15,000 is also eligible for assistance under this scheme. Under the category 'equipment', calculators, typewriters and the like may be allowed but no items like computers.

23. The costs of computer analysis and special pilot projects studies of an innovative nature, wherever proposed, will also be considered for assistance under this scheme.



**SCHEME FOR STRENGTHENING OF PLANNING  
MACHINERY AT DISTRICT-LEVEL**

**NOTES AND STATEMENTS TO ACCOMPANY THE PROPOSALS**

**DECEMBER 1982  
PLANNING COMMISSION  
MLP DIVISION  
NEW DELHI**

**NOTE A**

Brief note explaining the extent of decentralisation of planning already attained at the district level in the State and instrumentalities already established.

**NOTE B**

Brief note on the proposed measures of decentralisation of the planning process at district level and the instrumentalities for district planning proposed to be established during the next two years of the Sixth Plan period and during the next Seventh Five Year Plan period.

**NOTE :** Please provide relevant G.Os on the subject.

**NOTE C**

**NOTE D**

Brief note indicating how the personnel is proposed to be recruited.

Brief note indicating the departures made in the scheme from the Guidelines along with full details of justification.

## EXISTING PERSONNEL AND OTHER DETAILS

Sl. No.	Designation of the existing post	Educational qualifications	Pay Scale	Date of creation of the post	Present functions of the Officers
1	2	3	4	5	6

\*NOTE : Please enclose the relevant Government Orders.

Sl. No.	Designation of the proposed post	Educational Qualifications	No. of years of experience in planning	Pay Scale	Justification
---------	----------------------------------	----------------------------	--	-----------	---------------

**WORK-TIME CHART**

**NOTE:** Please indicate the job-time chart of the various personnel in the District Planning Team for the next two years of the Sixth Plan period.

Please indicate the full budget estimates for the District Planning Team for the current year as well as for 1983-85.

**PLANNING COMMISSION  
1982**

COMPARATIVE STATEMENT—Formula for Disaggregation of plan funds to the District level

(Weightages %)

Criteria	STATES			
	Maharashtra	Gujarat	Karnataka	Uttar Pradesh
<b>1. Population</b>				
(a) Total Population	60.0	40.0@	50.0	50.0
(b) Urban Population	5.0	—	—	—
<b>2. Backwardness of Weaker Sections</b>				
(a) Population of Scheduled Castes and Scheduled Tribes	5.0	15.0	2.5	5.0
(b) Small and Marginal Farmers and Population of Agriculture labourers	—	2.5	2.5	10.0
<b>3. Backwardness in respect of</b>				
(a) Agriculture Production/value of output	5.0	10.0	5.0	5.0
(b) Irrigation	4.0	10.0	5.0	—
(c) Industrial Output	5.0	5.0	5.0	5.0
(d) Communications	5.0	10.0	2.5	5.0
(e) Drinking Water	—	—	—	5.0
(f) Financial infrastructure as measured by the size of population served by each commercial & Cooperative Bank	—	—	2.5	—
(g) Medical and health facilities (No. of hospital beds)	—	—	5.0	5.0
(h) Power Supply	—	—	5.0	5.0
<b>4. Backwardness in respect of the targets of other selected Minimum needs</b>		5.0	—	—
<b>5. Special Problems</b>				5.0
(a) Drought Prone Area	3.0	—	2.5	—
(b) Coastal Areas	1.5	—	—	—
(c) Forest Areas	1.5	—	2.5	—
<b>6 Local Tax Effort</b>			5.0	—
<b>7 Incidence of unemployment as measured by the proportion of registrants at the Employment Exchange</b>			5.0	—
<b>8 Unallocated amount for meeting Special Problems</b>	5.0	—	—	—
<b>9. Incentive Provision</b>		5.0	—	—
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

@For computing the population for the purpose of the formulae in Gujarat only rural population and population of towns with less than 50,000 people were taken into account.

STATEMENT SHOWING THE FUNCTIONS PERFORMED BY DISTRICT PLANNING BODIES IN THE VARIOUS STATES.

Andhra Pradesh	—	Orissa	M; R; C
Assam	AP; M; I; C	Punjab	R; C
Bihar	AP; I; C	Rajasthan	M; C
Gujarat	AP; FYP; P; M; R; E; C	Sikkim	R; C
Haryana	—	Tamil Nadu	—
Himachal Pradesh	—	Uttar Pradesh	AP; M; R; C
Jammu & Kashmir	AP; M; R; I; C	West Bengal	—
Karnataka	AP; M; C		
Kerala*	AP@	Notes:—	AP
Madhya Pradesh	AP; FYP; P; M; R; E; C		FYP
			P
			C
			M.
			R
			E.
			I.
			•
			⊙.
Maharashtra	AP; M; R; E; I; C		Annual Plan
Manipur	AP; M; R; E; C		Five Year Plans
Meghalaya	I		Perspective Plan
Nagaland	AP; FYP; C		Coordination
			Monitoring
			Review
			Evaluation
			Implementation
			Proposed
			On a pilot basis for one district

## STATEMENT SHOWING DISTRICT PLANNING BODIES IN THE STATES AND THEIR COMPOSITION

Name of the District Planning Body	Chairman	Vice Chairman	Member-Secretary/ convener	Other Members	Representation to PRIS
2	3	4	5	6	7
Zilla Development Board	Minister (nominated)	District Collector	District Planning Officer	(i) All M Ps/MLAs/MLC, from the district (ii) Exports concerned with development activities Invities. (i) District level offices dealing with development activities. (i) Chief Executives of semi autonomous bodies like Urban Development Authorities/DRDA/ITDA/Banks.	Chairman Zilla Parishad (member)
<b>Apex level Body</b>					
District Development Committee	Deputy Commissioner	—	—	District Heads of all the development Departments.	—
<b>Bodies at other levels</b>					
(i) Sub-Divisional Development Committees.	S. D. O.	—	—	All the local heads of Deptts. in the Sub-Division.	—
(ii) Review Boards in each Sub-Division set up under the Mahkama Parishad by Panchayat Department under Panchayat Raj Act.	Nominated (from among non-official members)	—	—	(i) All elected representatives of the Sub-Division. (ii) Local heads of the Development - Deptts. (iii) DC/ SDOs Ex-officio members.	—
<b>Apex level bodies</b>					
District Planning and Development Councils. (constituted in 1981 & reconstituted 1982)	Minister of State Govt.	—	—	(a) Govt. Officials (b) Elected Representatives	—
<b>Second level bodies</b>					
District Planning and Implementation Committee.	Divisional Commissioner.	—	—	—	—
<b>Apex Level Body</b>					
District Planning Board.	A Minister of State Government	District Collector and President of the District Panchayat is Co-Vice Chairman.	District Planning Officer & District Statistical Officer (Addl. Member-Secretary)	(1) All elected representatives from the Distt. (2) President of Municipality, Mayor of Municipal Corporation, Municipal Commissioner. (3) A member of State Planning Board	(1) President of District Panchayat is Co-Vice Chairman. (2) Taluka Panchayat Presidents (Members) (3) President of one of the Nagar Panchayat the District (Member

					<ul style="list-style-type: none"> <li>(4) Chairman, Distt. Central Cooperative Bank.</li> <li>(5) An Expert from a research Institution.</li> <li>(6) Distt. Development officer.</li> <li>(7) Project Administrator of Tribal Area Sub-Plan.</li> <li>(8) Chairman of the Social Justice C'ttee of the District and Officer of the G. A. D. (Plg. Division) Observer</li> </ul>	(4) Vigilant Female Member of Zilla Panchayat (Co-opt member)
	<b>Second level body Executive Planning Committee</b>	District Collector		District Planning Officer and District Statistical Officer (Addl. Member-Secretary)	<ul style="list-style-type: none"> <li>(1) Three MLAs of the Distt. (appointed by rotation).</li> <li>(2) District Development Officer</li> <li>(3) Project Administrator Tribal Area Sub-Plan</li> </ul>	President of the District Panchayat (Co-Chairman)
		<b>No Planning Machinery at District Level</b>				
	<b>Apex Level Body District Development Committees</b>	Deputy Commissioners				
	<b>Apex Level Body District Development Board</b>	District Development Commissioner	District Superintending Engineer	Assistant Commissioner (Development)	<ul style="list-style-type: none"> <li>(1) All MPs, MLAs/MLCs from the district.</li> <li>(2) Not More than three nominated members to give representation to the weaker Sections of population, backward areas of the District and women.</li> </ul>	One Sarpanch from Block elected by Block Development Board from amongst elected members (Members)
	<b>Apex Level Body District Planning Council</b>	Deputy Commissioner			<ul style="list-style-type: none"> <li>(1) All elected representatives of the District (MPs MLAs/MLCs)</li> <li>(2) TDB Presidents</li> <li>(3) All officers of the District.</li> </ul>	
	<b>Second Level Body District Development Committee.</b>	Do.		District Planning Officer	<ul style="list-style-type: none"> <li>(1) Project Director, District Rural Dev. Society.</li> <li>(2) General Manager, DIC</li> <li>(3) District Development Assistant</li> <li>(4) District Publicity Officer</li> <li>(5) District Statistical Officer.</li> </ul>	



	2	3	4	5	6	7
<b>Apex Level Body</b> District Development Councils		District Collector	—			—
<b>Second Level Body</b> District Planning Committees		Collector	—	District Plg. Officer	Some of the District Officers.	
<b>Sub-Divisional Level Body.</b> Block Planning Committee		—	—		(1) Presidents of all Panchayats (2) Chairman of Block Dev. Committee. and (3) Officials of Development Department.	
<b>Pradesh Apex Level Body</b> District Planning Board. (1st constituted in 1973, revised three times in 1975, 1979 and 1980)		Nominated (out of the three prominent social workers)	—	Collector (Secretary) and Distt. Planning Officer (Dy. Secy.)	(1) All the MPs and MLAs of the District. (2) President of biggest urban body. (3) Manager of Lead Bank. (4) President of Distt. Coop Bank and Distt. Land Dev. Bank. (5) Three prominent Social workers including a Woman social worker of the district nominated by State Government.	(1) Presidents of Distt. Panchayats (Members) (2) Presidents of Janp. Panchayats (Members)
<b>Second Level Body</b> District Planning Committee.		Collector	—	—	(1) Dy. Director (Agri.) (2) Distt. Officer Coop. Societies (3) Divisional Engineer (Electricity) (4) Divnl. Forest Officer (5) Industries Officer, (6) Executive Engineer; Irrigation. (7) Executive Engineer, PWD (8) Executive Engineer, P.H.E. (9) Distt. Statistical Officer. (10) Distt. Planning Officer.	(i) Chief Executive Officer of the Distt. Panchayat if any. (Member).
<b>Apex Level Body</b> District Planning and Development Council.		Designated Minister of the District	Commissioner	Collector of the Division	(1) Representatives of the people (MPS/MLAs) (2) Representatives of urban bodies and rural local bodies (3) Representatives of various Development Corporations set up by the State Govt. as non-official/members (13) nominated by the Government.	(1) President of the Parishad (Member) (2) Chief Executive Officer of Zilla Parishad & man of Taluka Panchayat Samitis invited for DPDCs.
<b>Second Level Body</b> Executive Committee		Designated Minister of the District				

ur	<b>Apex level Body</b> District Planning Committee (for Plains)	District Magistrate	—	District Planning officer	(1) Representatives of the different sections of the people. (2) Financial Institutions.
	Autonomous Hill District Councils (represented in the District Planning Committee by the District Magistrate.)				
alava	<b>Apex Level Body</b> District Planning Board.	Eminent non-Official; Non-Official (Dy. Chairman)		District Planning	1. People's representatives (MLAs/MDC) 2. Prominent members of the Community. 3. Deputy Commissioner
	<b>Second Level Body</b> Coordination Committees	Coordination Committees.		Deputy Commissioners	
	Autonomous District Councils (To take up various develop- ment activities)				
land	<b>Apex Level Body</b> District Planning Boards (constituted in 1975 and reconstituted in 1980)	Deputy Commissioner	—	Distt. Planning Officer now upgraded to Addl. Dy. Commis- sioner	(1) Addl. Dy. Commissioners in the Distt. Heads of offices of various Deptts. at dist. Level. (3) All the Block Dev. Officers. (4) All MLAs. (5) Chairmen of Area Coun- cils. (6) Heads of the Deptts. at State Level.
	<b>Sub-District Level Bodies</b> Village Development Boards				
land (contd.)	<b>Sub-District Level</b> Sub-Divisional Planning Boards.	A. D. C.	—	B. D. O. or Such Officer nominated by the Chairman.	(1) All Heads of the Departments (2) All BDOs (3) MLAs (4) Chariman of Area Coun- cils
sa	<b>Apex Level Body</b> District Development Board (1953 & reconstituted in 1974)	Collector	—	—	Official/non-official including MLAs/MPs of the district.
	<b>Second level Body</b> District Development Committee	District Development Officer	—	—	only officials
	<b>Other bodies</b> Sub-Committees of the District Development Commit- tee. (i) Sub-committee for pre- servation of Forest wealth.	} Collector			

(ii) Sub-Committee to Monitor Agriculture Programmes  
 Sub-Committee of the District Dev. Board  
 Man power Planning and Employment Generation.

**Committees on Specified Programmes**

- (i) Committee to Review the 20-Point Programme at District Sub-Divisional and Block level.
- (ii) Works Supervision Committees for NREP at Block level.

State	Apex Level Body	Chairman	Members	Other Officers	Other Members
Punjab	Apex Level Body District Planning Board. (1972)	District Officer	---	District Statistical Officer	Peoples representatives
Uttar Pradesh	Apex Level Body District Planning Committee (Existing)	District Collector	---	District Development Officer	(i) All the MLAs of the District (ii) District Level Officers concerned with MNP sectors.
	District Planning Council (Proposed) Second Level Body District Planning & Executive Committee (proposed.)	Minister in-Charge of the District.	---	---	
Uttarakhand	Apex Level Body District Planning Committees.	MLAs (on rotation basis)	---	---	(i) District level representatives of various development Departments. (ii) Local MLAs
Tamil Nadu	Apex Level Body (i) District Development Councils (Under DDC Act of 1958, functioning as advisory bodies to the Government)	District Collector	---	---	Elected Representatives of the people at District Level.
	Sub-district level Body Panchayat Union Council (implementing agency for Community Development Programme)	One of the Presidents of the Panchayats (elected)	---	B.D.O. (Secretary)	Presidents of all the Panchayats

There is no District Planning Body in the State.

Uttar Pradesh	<b>Apex Level Body at District level</b> District Planning and Monitoring Committee.	Minister	—	Chief Development Officer/A.D.M. (Dev. District Development Officer).	(1) All elected representatives (MPs, MLAs) from the District (2) District Magistrate (3) Any district level officer can be invited.
	<b>Second level body at Distt. Level</b>				
	(i) District Plan Coordination & Action Committee	District Magistrate	—	Do. and Economic Officer (Jt. Secretary)	All District level officers of Development Departments.
	(ii) Executive Committee at institutional finance for IRD and other schemes assisted by institutional finance)	District Magistrate	—	C.D.O./A.D.M. (D)/D.D.O.	(i) Senior most Officers of Dev. Department (ii) Representative of Lead Bank in the Distt.
	<b>Divisional Level Body</b> Divisional Committee	Cabinet Minister	Divisional Commissioner.	Deputy Dev. Commissioner Dy. Director. Eco. & Statistics (Jt. Secretary)	(1) All District Magistrates of Division. All officers of Dev. Depts. at Divisional level (3) Rep. of Lead Bank of Division
West Bengal	District Coordination Committee.	District Magistrate	—	—	District Level Officers of all Departments.

STATEMENT SHOWING TECHNICAL PLANNING  
MACHINERY AVAILABLE IN SOME STATES

1. ANDHRA PRADESH

A. Planning Staff :

Deputy Director	1
Statistical Officer	4
Senior Investigators	

B. Supporting Staff :

Not specified

2. ASSAM

For Plain Areas :

A. Planning Staff :

Additional Deputy Commissioner	1
Research Assistant	2

B. Supporting Staff :

Stenographer	1
Lower Division Clerk-cum-Typist	1
Peon	1

For Hill Areas :

Principal Secretaries of the District Councils look after this work in the hill areas.

3. GUJARAT

A. Planning Staff

District Planning Officer (Class I) (Works under direct supervision of the collector and is drawn from the Gujarat Administrative Service or Gujarat Statistical Service or Gujarat Agriculture Service with considerable experience in the development work).	1
Research Officer (Class II)	1
Research Assistant (Class III)	1
Deputy Mamlatdar (Class III)	1
Statistical Assistant (Class III)	2

B. Supporting Staff :

Sub-Auditor (Class III)	1
Clerk (Class III)	1
Typist (Class III)	1
Jeep Driver (Class III)	1

4. Jammu & Kashmir

A. Planning Staff :

Deputy Director (Statistics)	1
Statistical Assistant	1
Junior Assistant	1

B. Supporting Staff :

Section Officer	1
Accountant Clerk	1
Steno-typist	1
Jr. Asstt.-cum-typist	1
Orderly	1

5. KERALA

A. Planning Staff :

District Planning Officer	1
Research Officer	2
Research Assistant	1

B. Supporting Staff :

Confidential Assistant	1
U. D. Clerk	1
L. D. Typist	1
Peon	1

6. MAHARASHTRA

A. Planning Staff :

District Planning Officer (belonging to the cadre of Deputy Director of Economics & Statistics).	1
Research Assistants	2
Planning Assistant	1

B. Supporting Staff :

Clerk-cum-typists	2
Peon	1

7. MANIPUR

A. Planning Staff :

District Planning Officer	1
Research Assistant	1

B. Supporting Staff :

Upper Division Clerk	1
Steno-typist	1
Grade IV staff	1

8. MEGHALAYA

A. Planning Staff :

District Planning Officer (Drawn from IAS/Meghalaya Civil Service)	1
Research Assistant	1

B. Supporting Staff

Not specified.

Note : Information in regard to other States have not been furnished.

AN ILLUSTRATIVE LIST OF DISTRICT  
SECTOR SCHEMES (BASED ON GUJARAT MODEL)

1. *Agriculture & Allied Services :*

Crop Husbandry.  
Extension and Farmers' Training.  
Storage of warehouses.  
Development of small marginal and agricultural labourers.  
Drought Prone area Programme.  
Land reforms.  
Minor Irrigation.  
Soil and Water Conservation.  
Command Area Development—Works/pilot projects/ayacut development programme at the district level.  
Animal husbandry.  
Dairying and milk supply.  
Fisheries (including education & training).  
Forest.  
Community Development.  
Panchayats and Rural Works Programmes.

2. *Water Resource Development Medium projects falling within the District).*

Flood Control Works.  
Prevention of Salinity ingress.

3. *Small Scale Industries*

Village and Cottage Industries.

4. *Roads—District & Village Roads.*

5. *General Education*

Primary.

Secondary,

Adult,

Technical High school,

Polytechnic (including industrial training at diploma level).

6. *Medical Relief*

District Hospitals

Primary Health Centres

Sub-Centres etc.

Public Health.

7. *Minimum Needs Programme*

8. *Urban Development*

9. *Nutrition*

10. *Information and Publicity*

11. *Welfare of Backward Classes and Social Welfare*

12. *Labour and Labour Welfare*

ILLUSTRATIVE LIST OF DATA|INFORMATION USEFUL FOR DISTRICT PLANNING

Various attributes that are to form the integrated data base are follows :—

1. *Natural Resource Data Set : (Resource Agencies)*

Geographical area  
Forest area  
Barren land  
Land put to non-agricultural use  
Permanent pastures and grazing lands  
Area under miscellaneous crops and trees  
Area under cash crops  
Area under food crops  
Culturable waste  
Other fallows  
Current fallows  
Area with shallow waterable  
Rainfall  
Surface water quantity  
Ground water recharge  
Thickness of topsoil  
Area requiring soil conservation  
Area under marginal lands  
Area under saline lands  
Mineral resources

2. *Demographic Data Set : (Source : Census Reports)*

Number of children within age group of 6-15  
Number of people with age above 60  
Scheduled Caste male  
Scheduled Caste female  
Scheduled Tribe male  
Scheduled Tribe female  
Male population  
Female population  
Rural male  
Rural Female  
Literates male  
Literates female  
Main workers male  
Main workers female  
Number of workers other than household  
Number of agriculture workers  
Number of cultivators  
Number of marginal workers  
Number of industrial workers in registered factories  
Functional categorization of villages

3. *Agro-Economic Data Set : (Agricultural Census report and Taluk Office Record)*

Net area sown  
Total cropped area  
Total irrigated area  
Area under high yielding variety  
Area more than once irrigated  
Gross value of agriculture output  
Land holding classification  
Area under wells  
Cattle male  
Cattle female  
Cattle young stock  
Buffaloes male  
Buffaloes female  
Buffaloes young stock  
Fertilizer used in Kharif (MTS).  
Fertilizer used in rabi (MTS)  
Total fertilizer used (MTS).

4. *Socio-Economic Data Set : (IRD/SC-ST Corporation Lead Bank)*

Total number of beneficiaries in small farmers  
Total number of beneficiaries in marginal farmers  
Total number of beneficiaries in agricultural labourers  
Total loan outlay  
Total loan sanction  
Total loan subsidy

5. *Infrastructure data set : (Sectorial Offices at District Headquarters).*

Number of villages with primary school facility  
Number of villages with upper primary schools  
Number of villages with high schools  
Number of villages with colleges  
Number of commercial banks  
Number of district cooperative central banks  
Number of primary credit agriculture development bank  
Number of primary agriculture credit society  
Number of sub-post offices  
Number of telegraph offices  
Number of villages with medical facilities  
Number of villages with drinking water facilities  
Number of villages with veterinary services  
Number of oil engines in the block  
Number of electric motors in the block  
Number of villages connected with bus facilities  
Total road length  
Number of villages electrified  
Population covered by electrified villages  
Domestic usage of power ('000 KWH)  
Commercial usage of power ('000 KWH)  
Industrial usage of power ('000 KWH)  
Agricultural usage of power ('000 KWH)  
Value added by industry  
Number of major, medium and small scale industries

6. *Data inputs from primary survey*

Total income—Household—categorywise  
Total indebtedness—Household—categorywise  
Total employment primary and secondary  
Total fuel energy consumption  
Mirgrant population

The above data base is to be established by adopting the standardised formats, supplemented by information obtained from utilisation of technological tools Like aerial photointerpretation and Satellite technology. Most of the data is available from secondary sources. The data collection formats have been designed for household village and block level so as to have an integrated data base. The household level data formats are to be completed through primary surveys in pre-selected villages so as to provide a spatial mode for the data generated.

For building up interrelated data system on sophisticated lines, the natural resource, data set may also be compiled on a spatial mode (i.e. a unit area corresponding to grid or polygon on a common basis) and this could be rapidly made with application of technological tools. A grid based data collection storage and retrieval system designed on lat-long, configuration may be envisaged as a visible proposition in this regard.

In addition to the primary surveys, the data from the NSS and other surveys carried out for the implementation of IRD and BLD exercises could also be considered particularly in regard to poverty and consumption levels of population, un-employment and inflows-out-flows of goods and services.

## LIST OF ITEMS FOR PREPARATION OF DISTRICT PROFILE

In order to appreciate the status level of the district in its regional setting as well as in its developmental level vis-a-vis the State and the country the following methodology may be adopted in preparation of the District Profile which could give to the planner the status position in regard to potentialities, problems and constraints.

Profile of the District may be prepared under the following titles :

- Location;
- Historical perspectives;
- Administrative divisions of the District-Taluks, Blocks and settlements;
- Political climate of the district;
- Level of leadership at district, taluk/block;
- Climate and environmental setting;
- Natural resource endowment—Geology, Soils, Minerals Resources, Drainage, Hydrology, Groundwater, land use and land cover;
- Demography|Income distribution;
- Agriculture|Irrigation|Water Supply;
- Industry|Employment;
- Electricity|Additional Sources of Energy
- Transportation|Communication;

- Institutional finance and cooperative societies :
- Education;
- Medical;
- Livestock and Veterinary services;
- Social Welfare;
- Women Welfare;
- State level projects in operation; and
- Central projects in operation.

Analyses and processing through these indicators could enable the ranking of the respective blocks as developed or under developed within the district.

There were many attempts to develop procedures to arrive at interblock variations and relative backwardness of the areas. The methodology adopted in this includes consideration of a number of indicators and certain amount of normalization of value before arriving at the cumulative indices.

Software has been developed to create a data base and process it to arrive at the developmental and potentiality indicators. This package is operational on small micro-processor based computer system. This has been developed at the Department of Geo-Engineering & Resource Development Technology, Andhra University, Waltair. The programme also contains possible interaction with the spatially referred data base maintained at the centre.



## LIST OF PROGRAMMES IN VARIOUS SECTORS OF DISTRICT PLAN

The following could be the tentative list of shelf of projects and schemes. The respective outlays including the district segments, spatial components, plan allotment and institutionalized credit have to be worked out :—

### *Agriculture :*

1. Four per cent increase in agricultural productivity.
2. Covering 50% of the area under high yielding varieties.
3. Increasing per hectare yield for better arrangement.
4. Replacing drought crops and insect prone varieties completely.
5. Reorientation of extension agencies.
6. Intensifying soil testing agencies and better fertiliser application.
7. Increasing the production of vegetables, and development of orchards.
8. Linkage programme
  - (a) Improvement of agricultural marketing
  - (b) Improvement of storage and transport facilities
  - (c) Establishment of regularised marketing.

### *Rural Development :*

1. Land Development
  - (a) Supply of plough bullocks, carts, vegetable cultivation and cash crop development.
2. Siri Culture
3. Social Forestry
4. Minor Irrigation
  - (a) Energization
  - (b) Community wells and community farm facilities.
5. Animal Husbandry
6. Fisheries
7. TRYSEM  
Training trade and follow up action.
8. Industrial services

### *Urban Development :*

1. Development of basic services
2. Environmental improvement

### *Animal Husbandry :*

1. Fodder Development
2. Improvement of Veterinary cover
3. Dairy programme

### *Forests :*

1. Soil conservation
2. Plantations
3. Nurseries
4. Density cover

### *Fisheries :*

1. Inland fisheries
2. Brackish water fisheries
3. Community farms
4. Improvement of marketing fisheries
5. Provision of technical assistance.

### *Cooperatives :*

1. Establishment of consumers cooperative
2. Establishment of Farm Cooperative
3. Weaker Section Cooperative

### *Irrigation :*

1. Desilting of tanks
2. Improvement of well system
3. Ayacut development
4. Lift irrigation schemes.

### *Electrification :*

1. Rural Electrification Programme.
2. Energization of agricultural pump sets.
3. Additional sources of energy programme.

### *Handloom and Textiles :*

1. Formation of cooperatives
2. Modernisation of handloom
3. Cooperative spinning mills

### *Transport :*

1. Completion of missing-links
2. Extension of rural net work.

### *Education :*

1. Filling up of gap in Primary education
2. Programme for crop outs
3. Adult Education Programme.

### *Medical and Health facilities :*

1. Covering of gaps in primary health centres.

### *Drinking water :*

1. 100% coverage of settlements.
2. Decentralised water system

### *Social Welfare :*

1. Economic Programme
2. Special education facilities
3. Woman and child welfare facilities.

### *INDUSTRIES :*

1. Promotion of Ancillary industries.
2. Creation of infrastructure facility.
3. Training Programme for Local Youth.

## INDICATORS OF DEVELOPMENT

The indicators chosen to arrive at the relative level of development in each data set are the following :

### *Demographic indicators :*

1. Percentage of scheduled castes and scheduled tribes population to total population.
2. Percentage of agricultural workers to total workers.
3. Percentage of workers in manufacturing other than household industry to total workers.
4. Percentage of literacy.
5. Percentage of urban population to total population.
6. Dependency ratio calculated as  
$$Dr = \frac{\text{Population 5 to 14} + \text{Population above 60}}{\text{Population between 15 to 59}}$$
7. Percentage of small farmers below poverty line.

### *Agro-Economic Indicators :*

1. Gross value of agricultural production per hectare.
2. Percentage of area under commercial crop to total cultivated area.
3. Working cattle per Sq. km.
4. Percentage of milch cattle to total Bovine.
5. Fertiliser (in kg.) used per hectare of gross cultivated area.

6. Value of agricultural produce per agricultural worker in Rs.
7. Percentage of gross irrigated area to gross sown area.
8. Percentage of net sown area to total geographical area.
9. Number of agricultural pumpsets energised per lakh hectare of net cultivated area.
10. Percentage of irrigated area under wells to total area.

### *Infrastructure indicators :*

1. Percentage of electrified villages.
2. Number of co-operative societies per lakh of population.
3. Percentage of villages having primary schools.
4. Percentage of villages having medical facilities.
5. Per capita consumption of electricity.
6. Percentage of consumption of electricity by the industrial sector.
7. Number of banks per lakh rural population in rural area.
8. Percentage of villages having drinking water facility.
9. Value of industrial output per employee.
10. Percentage of villages connected by bus service.
11. Value added per industrial worker.
12. Length of pucca roads|1000 Sq. Kms.
13. Length of pucca roads|1 lakh population.

## SOME GUIDE POINTS FOR PROJECT FORMULATION FOR DISTRICT PLANNING

1. The highest priority must be accorded to schemes that are likely to generate a large volume of employment. From this standpoint, a practical consideration would be to devise schemes/programmes which would help augment the duration of employment of various categories of persons—men, women, self-employed, wage labourers—in their existing occupations. So the first task is to study the existing occupations in the area, identify the constraints for their growth and seek the removal of such constraints. In this manner, it would be possible to maximise the amount of productive employment per unit of investment outlay. For example, in the agricultural sector, if irrigation potential exists, the durations of employment of all persons engaged in cultivation can be augmented through increase in the intensity of cropping. There are several examples of minor irrigation ventures whose full potentials have not yet been exploited. The resources inventory is designed to bring about all such cases of under-utilisation, so that the planner may take note of them in the first phase for priority treatment so as to obtain quick results with minimum investment. Consistent with this policy, it is also necessary that the planner must ensure that more than a proportionate share of additional water availability accrues to the lands of the poorer farmers. This may pose special problems in some areas and may call for some special ingenuity. In a valley tract, for instance, it may be that most valley lanes are owned by the richer sections and the catchment fringe areas only are owned by the poorer sections. In such cases, as a measure of social justice, it is necessary to conceive of a programme of water use involving a flow-cum-lift irrigation scheme, so that it would give sufficient benefit to lands of the poorer sections.
2. The next choice would lie in certain complementary and supplementary investments that are likely to maximise the yield potential of past investments. In this manner, the fuller and better utilisation of a potential already created in the area would be ensured. The complementary investments may be a small infrastructure provision like the 'Milk road', or those that may provide the necessary forward (through outputs) or backward (through inputs) linkages to an existing key programme in the area. For example, in the case of animal husbandry programme, such linkages could be in the form of fodder development, cattle feed units chilling and processing plants for milk and dairy products and dairy marketing cooperation. Similarly, based on a careful study of the existing occupations in the area and the skills of the people, suitable supplementary occupations may be identified and bankable schemes may be worked out. In all such cases, the selected programmes will have to be suitably tied to credit planning. This kind of intensive local-knowledge-based planning has great potential at the district and block levels and it can be extended eventually to an individual family-based approach. Thus only after fully exploiting the "stretch potential" available in the existing schemes to the maximum limit and doing all that is possible to supplement the income of the people in their existing occupations, should the search be directed towards new schemes.
3. A third kind of choice would lie in bringing into productive use, certain resources which had remained neglected, because they were considered to be unproductive. A special mention may be made in this context to certain common assets available to the community e.g. land in the hands of Government or the Panchayats. In some districts, there may be large areas of such land, usually envisaged to be unproductive. This may also include the scrub jungle under the forest department. All such land should be considered for their proper resource use. This is a very important aspect of local level planning. Such lands may become the base for a fodder tree or a horticulture programme which can be of help to the poorer families through the animal husbandry programme. Similarly, the brackish waters under the control of public authorities can be planned to benefit a large number of poor fishermen families. Thus the land and water resources available to the community can be made the capital base for mounting suitable programmes that may benefit the poorer families. Similarly, the renovation of existing tanks will be another relevant programme. Some cost benefit studies of tank renovation programmes have revealed that the expenditure is worth the effort. Further, by proper control of the renovated tank, large areas can be brought under command.
4. Whenever a new scheme is chosen, the beneficiary group or groups for whom it has been prepared must be clearly identified, and such schemes should be related to their special problems, level of development and availability of skills among them. Where most of the rural labour happens to be unskilled, the schemes should be so designed that they demand little skill and can utilise the locally available labour. Where more numbers with a particular skill are required for the exploitation of a particular resource or new skills will have to be developed, suitable training schemes should be formulated to provide for such skill formation.
5. Another important consideration while selecting the schemes will be their location with respect to labour. Labour should have easy access to the place of work. In our rural situation, the majority of labour like to work within 4-5 kms. distance from their residences and movement beyond such a distance involves transfer costs which have to be compensated. The district plan should see that the schemes identified for the area are as far as possible in close proximity to labour concentrations in the district area, so that large scale transfers and inconvenience to labour are avoided.
6. The procedure for identifying the new schemes will be to first identify one or more lead sectors in the district and within them some key schemes having large employment potential. Projects like minor and medium irrigation, land development and reclamation, specially with labour intensive methods, programmes in forestry, animal husbandry and fisheries have such potential. Whenever a new scheme is planned for the area, it should be conceived as a 'programme package'—the key and support activities being planned together. Such support activities may not always involve much investment; nevertheless they are important for the success of the project. Thus when a 'dairying scheme' is undertaken, arrangements for marketing should be part of the project. In another context, the support activity may be the establishment of cooperatives or strengthening certain Organisational activities or simply campaigns aimed at mass education or popularising the scheme etc. All such activities should be identified and the plan should describe in detail what, when, how and by whom such activities will be performed.
7. The various components of the Minimum Needs Programme such as provision of education, public health facilities, drinking water, all-weather roads, housesites for landless labour and rural electrification must be given due consideration while proposing employment-oriented schemes.

8. Whatever new schemes|programmes are identified, it is necessary that they should be coordinated with the on-going and the completed ones. In this manner, it should be ensured that the new schemes are a natural extension of existing economic activity in the area.
9. In the district situation, what is envisaged are simple *small* schemes, which will locally relevant and benefit the local communities. Local relevance being the chief criterion in their formulation, they do not need extensive feasibility studies or demand complex appraisal and evaluation exercises. Therefore, provided a locally relevant scheme of special significance to the target groups in the area has been identified, it is enough that some minimum details are provided in the Plan. These minimum details may include :
- (a) Description of the scheme and its significance to the area;
  - (b) Its location,
  - (c) Raw materials and inputs, if required and how they will be obtained,
  - (d) Volume and value of output resulting from it,
  - (e) Number of beneficiaries of the scheme and
  - (f) The volume of employment likely to be generated.
- In the case of schemes like minor irrigation, simple cost benefit may also be indicated.
10. In district level planning, it is not envisaged that complex problems will arise in decision-making. The basic

considerations on priorities noted above would, by and large enable investment choices to be made quite early. Where the evaluation poses some problems, it may be left to trained project planners at the State level.

11. Several on-going programmes do not succeed because they do not match the requirements of the districts. The programme may be all right in general concept but in details they may fail. Thus a programme like TRYSEM may be all right in terms of training for development of skills for employment but if the skills for which training is given have no market or are not suitable to the socio-economic background of the people, then the scheme is bound to fail; another scheme like rural credit for milch cows for the poor people may utterly fail if there is no arrangement for collection and sale of milk or organisation of a dairy or provision of veterinary aid. Increased production in the wake of creation of irrigation facilities may be counter-productive if infrastructure facilities are lacking. Hence the existing or on-going schemes must be subject to very close scrutiny in terms of suitability of these schemes to the specific conditions of a district; and if on scrutiny they need to be modified to suit the requirements of the district, they should be suitably modified.
12. It was mentioned during our deliberations that some of the central or centrally sponsored schemes or even state-schemes tended to be quite rigid and did not provide for sufficient flexibility to take note of the varying local requirements. The Working Group recommends that the District Planners must have the freedom to suggest local modifications in the schemes on the basis of local peculiarities.

ANNEXURE 7.1  
(Para 7.66 & 7.80)

#### ILLUSTRATIVE LIST OF INFRASTRUCTURAL AND SERVICE FACILITIES CONSIDERED FOR SPATIAL PLANNING

1. District roads, link roads and village roads; railways; navigational canals; forest roads; bus station|bus stops.
2. Post-office, sub-post office, telephone and telegraph facilities.
3. Banks and other financial institutions and co-operatives.
4. Educational facilities: primary, middle, high school and other higher level and technical institutions both public and private.
5. Medical and health services including sub-centres, Primary Health Centres, hospitals, specialised hospitals, private nursing homes, dispensaries, ayurvedic, unani and homoeopathic dispensaries and private medical practitioners.
6. Veterinary services including stockmen Centre, A.I. sub-centre, veterinary hospital.
7. Distribution centres for seed, fertiliser and pesticides.
8. Public distribution system—network for essential commodities.
9. Agro-industrial and processing units.
10. Agricultural implements repair workshops and custom service centres.
11. Power distribution network.
12. Police station and police out-post.
13. Markets, regulated markets, *hats* and bazars.
14. Cold strages, warehouses and godowns.
15. Cinema hall, Restaurant etc.
16. Retail outlet for diesel and kerosene.
17. Agricultural advisory services.
18. Information centres, libraries.
19. Demonstration centres|exhibition centres.
20. VLW headquarters.

## METHODS FOR DETERMINING FUNCTIONAL HIERARCHY

To start with, it is essential to have complete information of the nature and number of functions present in each settlement in the study area. Once these data are collected and processed it is possible to assign *weights* (relative importance) to each level of a function. There are different methods available for this exercise. Avoiding the very crude and the very sophisticated methods in use, a robust and practicable procedure for this purpose is suggested below :

*Weighting Method*

The weight (or relative importance) of different levels of a function is determined by dividing the total number of settlements in the study area by the number of settlements having that level of functions. If, for example, there are 500 settlements in the study area and, in all, 250 settlements have primary schools, 50 have junior high-schools and 10 have

high schools, then, the weights of the three types of educational facilities can be computed thus:

Function	Weight
1. Primary school . . . . .	$\frac{500}{250} = 2$
2. Junior High school . . . . .	$\frac{500}{50} = 10$
3. High school . . . . .	$\frac{500}{10} = 50$

For other functions such as health, communication, commerce, finance etc., relative weights can be obtained. These weights are in fact the *centrality scores* of individual levels of functions.

Having derived the weight of each level of a function by the above procedure, the functional hierarchy of settlements in respect of that function as a whole can be determined in the next round, as follows :

Settlement	Type and No. of educational facility	Weight	Total Weight
A	1 Primary school . . . . .	2	2
B	3 Primary schools . . . . .	2	16
	1 Junior High school . . . . .	10	
C	4 Primary schools . . . . .	2	58
	1 High school . . . . .	50	

Likewise, for every function which a settlement has, it will be assigned a total weight. The aggregate weight of a settlement for all the functions that it has will be its total functional weight which will indicate its place or importance in the functional hierarchy of settlements in the study area. In

this way the centrality of a settlement is said to be derived from the centrality of the functions it has. This is illustrated in the following example where CFI stands for *Composite Functional Index*.

**Settlement A**

Functions	Number of Units	Weights	CFI
(1)	(2)	(3)	(4)
Primary school . . . . .	1	2	$1 \times 2 = 2$
Stockmen centre . . . . .	1	10	$1 \times 10 = 10$
Bus-stop . . . . .	1	10	$1 \times 10 = 10$
			22

**Settlement B**

Functions	Number of Units	Weights	CFI
Primary school . . . . .	4	2	$4 \times 2 = 8$
Junior High school . . . . .	1	5	$1 \times 5 = 5$
High school . . . . .	1	15	$1 \times 15 = 15$
Stockmen centre . . . . .	1	10	$1 \times 10 = 10$
Bus-stop . . . . .	1	10	$1 \times 10 = 10$
Health sub-centre . . . . .	1	50	$1 \times 50 = 50$
			98

## Settlement C

(1)	(2)	(3)	(4)
<b>Functions</b>			
Primary schools . . . . .	10	2	10 × 2 = 20
Junior High schools . . . . .	3	5	3 × 5 = 15
High schools . . . . .	2	15	2 × 15 = 30
College . . . . .	1	50	1 × 50 = 50
Veterinary hospital . . . . .	1	50	1 × 50 = 50
Primary health centre . . . . .	1	100	1 × 100 = 100
Bus terminus . . . . .	1	100	1 × 100 = 100
Bank . . . . .	2	100	2 × 100 = 200
			565

*Functional Hierarchy of Settlements*

Based on the hierarchy of functions, an hierarchy of settlements in the study area can be identified using the following procedure :—

First a matrix is to be prepared in which all settlements are arranged in the first column in ascending or descending order of population size and the weights of all functions located in each settlement are shown individually in rows order of population size and the weights of all functions opposite the settlements. Thus, the matrix shows the population size and the CFI of each settlement in the study area.

From such a matrix it will be observed that some functions are found in all settlements, while some are found only in a few. The population size at which a function appears for the first time in the matrix is known as the *population threshold* or *entry-point* of the function.

It will also be observed that some functions are distributed continuously in the matrix, while in the case of some others there may be clear discontinuities. For example, if there are 100 settlements in the matrix and each one of them has the function in question located in it, it is a case of continuous distribution. If only the first 10 settlements have the function and the other 90 do not, it is again a case of continuous distribution upto a particular population size. However, if the first 10 have, the next 10 do not have, yet the next two have and the remaining 88 do not have, then, it is a case of discontinuous distribution.

In the earlier example the population size above which every settlement has the function in question is known as the *saturation point*. As mentioned earlier, between the *saturation point* and the *entry-point* (the population size at which the function appears in the matrix for the first time) there may be settlements which do not have the function in question. This interval between the entry-point and the saturation point is known as the *entry-zone*. Taking the entry-zone as a basis, Median Population Threshold (MPT) has to be first derived using the following formula :

$$100. P_s$$

$$P_s \times A_g$$

Where  $P_s$  indicates the number of settlements below a certain population size which have the function, and  $A_g$  represents the number of settlements above the population size where the function is absent.

The MPT stands for the point or population size where 50 percent settlements above it will have the function and 50 percent settlements below it will not have the function. From the planning point of view,\* the MPT which do not have the function associated with that population size should have it.

\*The MPT is an important concept. It indicates that those settlements above.

As briefly mentioned earlier while discussing the method for deriving functional weights, a ranking of settlements in the study area can be done on the basis of the total weight of all the functions which individual settlements have. It was seen that the Composite Functional Index (CFI) of a settlement is the total functional weight of that settlement. In our example the CFI of settlement A is less than that of settlement B; and of A and B is less than that of C. Hence of the

three settlements, C is more important in terms of the functions it performs.

If a ranking of settlements is done in descending order of their CFIs, it becomes possible to group settlements in distinct ranges. For example, the first 2 settlements in an area may have CFIs ranging between 3000 and 2000. The next 13 settlements may have CFIs ranging between 1400 and 600. Below this group, another 40 settlements may have CFIs of between 400 and 150. And below this group another 40 settlements may have CFIs in the range of 60 to 15. Thus, the 100 settlements in the study area can be grouped into 4 levels on the basis of their CFIs as follows :—

2 settlements . . . . .	3000—2000
18 settlements . . . . .	1400—600
40 settlements . . . . .	400—150
40 settlements . . . . .	60—15

Each of the above range represents the position of the settlements in the functional hierarchy of the study area, starting from the highest level to the lowest level. There is a distinct and sharp break between the CFI range of each successive level, which helps in deciding the levels.

Associated with each CFI range, or corresponding to it, is a range of population size of settlements. The higher the CFI of a settlement, generally speaking, the higher will be the corresponding population. This knowledge helps the planner in deciding the type and number of functions which typically go with different population size of settlements.

Both the methods discussed earlier suffer from their implicit static approach in which only the existing distribution of functions, that is, the number and types of functions available in the study area and their current spatial distribution alone are considered. However, this weakness of the two approaches can be partly corrected if the planner consciously introduces norms for at least some important functions. For example in the norm for a health sub-centre is a service population of 5000, or that for a college is 30,000, these accepted norms can be used in assigning functional weights irrespective of the prevailing pattern in the study area. The MPT value also serves this purpose.

*Demarcation of Service Areas*

In the illustration given earlier, of the four levels of settlements grouped on the basis of "breaks" in the CFI ranges, the first three levels represent Service Centres of different order of importance. The highest order centres in our example (which are two in number and have CFIs in the range of 3000—2000) have more central functions than the next eighteen service centres with CFIs in the range of 1400—600. The next forty settlements are service centres of third order. Each level of service centre has a service area or hinterland. Generally speaking higher order service centres have larger service areas.

In a spatial plan, it is necessary to identify the service area of each service centre. The service area of any individual centre can be demarcated on the basis of space preference data collected through surveys. Apart from this method, a theoretical model can also be used for demarcating the service areas of different levels of service centres. This theoretical model known as Reilly's Law and its application are described in the Annexure 7.6.

METHODS IN USE FOR DETERMINATION OF NORMS  
FOR LOCATION OF FUNCTIONS

1. For assessing the adequacy of availability of a function in the study area and for estimating its additional requirements, a *standard* or *norm* is necessary. For each function, and for the different levels at which it is performed, there will be separate norms. For example, in the health sector there will be different norms for health sub-centre, primary health centre, general hospital etc. Likewise, in the education sector

there will be separate norms for primary, middle and high schools and for junior and degree colleges.

2. For quite a few policy functions norms has been suggested by the Planning Commission in the Sixth Five Year Plan. These are listed below :—

Facilities	Distance	Other norms
1 Regulated market . . . . .	16-20 km	—
2 Godown . . . . .	"	—
3 Cold storage . . . . .	"	—
4 Technical college . . . . .	16-20 km	—
5 Hospital . . . . .	"	One for each taluk
6 Primary Health Centre . . . . .	—	One per 30,000 population in plain and 20,000 in hill/tribal areas.
7 Veterinary hospital . . . . .	—	same as above
8 Bank facility . . . . .	—	One per 17,000 population
9 College . . . . .	—	One per 30,000 population in plains and 20,000 in hill/tribal areas.
10 Vocational training . . . . .	12-16 km	—
11 Dispensary . . . . .	8-12 km	One per 20,000-25,000 population
12 High School . . . . .	8-12 km	Same as above
13 Sub-post office with telegraph facility . . . . .	8-12 km	—
14 Health sub-centre . . . . .	4-5 km	One per 5,000 population in plain and 3,000 in tribal/hill areas.
15 Veterinary key centre . . . . .	"	—
16 Middle school . . . . .	"	—
17 Branch post-office . . . . .	"	—
18 Bus stop . . . . .	"	—
19 Fair price shop . . . . .	2-4 km	—
20 Link road . . . . .	—	All villages with more than 1,000 population
21 Community Health worker . . . . .	—	Some as above
22 Primary school . . . . .	1.5 km.	—

3. For functions in respect of which norms have not been stipulated, the following procedures can be adopted for deriving them :—

- (i) Assume the best level of availability of the functions in question prevailing in any part of the study area as the standard.
- (ii) Adopt as the standard, the best level of availability prevailing in an area adjacent to the study area.
- (iii) Take the overall standard prevailing in the study area as a whole, or alternatively the average standard prevailing in an adjacent area if it happens to be better than that of the study area.

4. There are, as will be clear from the discussion so far, two types of norms, namely *service population* norms and *area or distance* norms.

5. For computing the inadequacy of a function as measured by service population norm the standard procedure would be to divide total population served by the total number of units of the function. The difference between this value and the value of the stipulated norm will indicate the shortfall in the availability of the function.

6. The inadequacy of a function in terms of area|distance norm is to be judged by dividing the total area served by the function by the number of units of the function.

7. Both these procedures are only first approximations. The spatial planner will use them as starting points for determining the functions which are not adequately provided in the study area.

ILLUSTRATIVE LIST OF INFORMATION REQUIRED  
FOR SPATIAL PLANNING

1. Population and settlement pattern—List of villages with Census Code numbers, with total and S|C, S|T population; occupational characteristics; literacy; urban population for all urban centres. (Data to be obtained for the last two censuses).
2. Accessibility of services and facilities to different settlements, i.e., number and names of villages having the facility within the village, within 1 km, 1 to 3 km, 3 to 5 km, 5 km and above. This data should be compiled for facilities of different type and order; Education; Medical and Health; Animal Husbandry; Post and Telegraph; Telecommunication; Road network; Power transmission; Delivery of agricultural inputs and implements; Godowns and Warehouses; Regulated Markets, and Bazars; Railway station; Bus stop and terminus; Commercial banks and other financial institutions; Fair-price shops; Police stations and outposts; Extension services; Any other important facility or service existing in the area.
3. Land-use statistics for the entire area at reasonable interval of time.
4. Soil types.
5. Minerals : their pockets of concentration and details of commercial use.
6. Groundwater availability by hydrological strata.
7. Major, medium and minor irrigation works; their locations and command areas.
8. Cropping pattern of the entire area by Taluks|Blocks for the last ten years, and village-wise cropping pattern for the latest year giving area and per hectare production.
9. Livestock ; latest available census ; working and milch stock ; sheep and goats.
10. Industrial units of all sizes and categories with locations and details of employment, output etc.
11. Number and location of facilities such as cold storage, cinema hall, commercial establishments, custom service centres, workshop for repair of agricultural implements etc., etc.

ILLUSTRATIVE LIST OF MAPS TO BE PREPARED

1. Topographical characteristics including elevations by suitable contours ; rainfall distribution-monthly and seasonal; rivers; forest types; predominant soil types; depth of underground water, water strata.
2. Problem areas that are liable to flooding, water logging, soil erosion|alkalinity, recurrent drought.
3. Land-use pattern.
4. Cropping pattern.
5. Sources, location and command of existing irrigation works both private and public.
6. Transport and communication network.
7. Power distribution network.
8. Separate maps showing location of—
  - (a) educational facilities.
  - (b) health facilities.
  - (c) veterinary facilities.
  - (d) hats and bazars and agro-service centres.
  - (e) seed|fertilizer distribution, cooperatives, fair.
  - (f) banking and credit facilities.
  - (g) flour mills, rice mills, oil expellers and other industrial units.
  - (h) minerals.
9. Drinking water facility showing the sources and quality of water available.
10. Concentration of scheduled castes|tribes and landless agricultural labourers.
11. Distribution of settlements by population size.
12. Separate maps showing projected values of
  - (a) population;
  - (b) agricultural production
  - (c) other production levels



GROWTH CENTRES IN RAICHUR: AN INTEGRATED AREA DEVELOPMENT  
PLAN FOR A DISTRICT IN KARNATAKA  
(A Case Illustration in Spatial Planning)

The National Institute of Rural Development (earlier, National Institute of Community Development) formulated a plan for Raichur district in Karnataka State in 1972. The need for a plan for the district arose out of the emerging disparity between the irrigated and the non-irrigated areas into which it was clearly divided, irrigation water having been supplied to almost half the area from the Tungabhadra project located in the district. The non-irrigated part of the district, practised, by and large, dryland agriculture and suffered from heavy migration of workers to the irrigated part, further accentuating its already depressed economy. The consequences of such a migration to the irrigated area was the tremendous pressure it exerted on the facilities and employment and income available in this part called the Tungabhadra (TBP) command area. The objective of the Government of Karnataka was, therefore, to develop the dry land areas of the district, ultimately, to forge more and more socio-economic links between the two parts which, in course of time, would integrate them within an overall regional development framework.

In formulating a plan for the district, an integrated area development approach was adopted with growth centre as the concept underlying this approach. It was considered appropriate that central places as focal points at different hierarchical levels would provide an optimum service region at respective levels for various types of socio-economic functions and infrastructure and thus initiate a balanced growth process in the district.

Although the Raichur district plan is comprehensive in nature, in this case illustration, only the spatial planning aspect has been discussed. Sectoral development programmes such as, agriculture, industry, social facilities and transportation have been left out of account.

1. Objective of the Development Plan for the District

The objectives were: (i) to delineate basic units of planning and to identify growth centres, service centres and central villages for the location of specific investments; (ii) to estimate and project for such unit, agriculture production, consumption of foodgrains and marketable surplus; (iii) to estimate and project for each unit, requirements of agricultural inputs, marketing and storage facilities and to recommend optimum locations for provision of these facilities; (iv) to assess the industrial potential of the district in the light of its mineral resources and agricultural potential and to make recommendations for establishing new industries in appropriate locations in the various planning units; (v) to assess the future requirements of educational and health facilities for each planning unit and to recommend locations to establish these facilities, and (vi) to recommend an optimum transportation system for integrating the agricultural, industrial, educational, health and administrative activities.

2. Objectives of spatial planning within the overall development plan

The broad objective of the spatial planning within the overall development plan for the district was to delineate basic units of planning and to identify growth centres, service centres and central villages in these units for locating socio-economic facilities. The specific objectives of the spatial planning were as follows:

(i) Disaggregation of the region (district) into smaller spatial units of planning so that the planning process could be brought down to the grass-roots level and the local needs, priorities and unique advantages and constraints of the socio-economic conditions and resource endowment of the area could be properly utilised in plan formulation, and identifi-

cation of centres at various levels in each unit for developing an optimum spatial network for the provision of investment on production infrastructure, economic activities and social facilities so that a balanced growth can be achieved in the district as a whole.

3. Process of spatial planning

Logically, the micro-level planning process should start with delineation of basic planning units and then identify a hierarchy of focal points or centres of various levels of importance. In this regard, the 'central place theory' provides a useful conceptual framework through which first rural growth centres of different levels are identified and then for each level their respective zone of influence is delineated. The hinterland of the lowest order centre or focal point is considered to be the basic planning unit. The methodology of delineating basic planning units as followed in this plan is indicated below:

3.1 Compilation of inventory for spatial planning from secondary sources

The relative importance of each settlement is adjudged by the number and type of the functions relating to socio-economic activities available in it. The occurrence of a function in any settlement is not always governed by chance factors although sometimes function do occur by accident. It has a close relation with population. Hence, it is necessary to have information on number, size and location of each function as well as the population of all settlements having the functions. In total, 52 functions were included in the inventory. Based on this information an inventory of all settlements in ascending order of their population was prepared and against each settlement the available functions were listed. For visual presentation, location maps for different types of functions were prepared as follows:

1. Existing road network.
2. Existing power lines.
3. Major and minor industries.
4. Distribution of extension services.
5. Distribution of financial institutions.
6. Distribution of post and telegraph facilities.
7. Distribution of educational facilities.
8. Distribution of medical facilities.
9. Distribution of markets.

For the sake of illustration, two maps showing existing road network and extension services are presented in figures 1 and 2.

3.2 Collection of space-preference data

The space preference data provide the socio-economic movement patterns of the people in an area and are most useful to identify the people's choice for availing of services/opportunities at different locations. These data were collected by asking the people as to what facilities were available in their village and people from what other villages come to their villages to avail themselves of the facilities; and where do people from their villages go to avail themselves of the facilities not found in these. These two questions were asked for each function. To collect this information, a village questionnaire specifically designed for the purpose was used. Generally, this information should be collected for all villages. However, in the case of a district where number of villages is quite large, a sample of villages could be selected as has been done in the case of this study. Of the total 1526 settlements including 10 towns, 374 sample settlements includ-

ing 10 towns, all having population more than 1000, were selected as shown in figure 3. It was assumed that villages with 1000 or more population would have a variety of functions present in them. Villages left out of survey were small in terms of population without any central function.

### 3.3 Hierarchy analysis

Functional hierarchy: The hierarchy of functions was determined on the basis of population threshold. The functional hierarchy obtained thus had two distinct breaks which provided the criterion to group all functions under consideration into three levels as shown in table below:

Table: Functions at three hierarchic levels in Raichur district

#### First level functions (threshold population upto 1628)

1. Branch post office.
2. Bus stop.
3. Higher primary school.
4. High school.
5. Ayurvedic dispensary.
6. Sub-post office.
7. Public call office.
8. Rural Veterinary Dispensary.
9. Primary health centre.
10. Dispensary.
11. Blacksmith.
12. Carpenter.
13. Kirana store.
14. Tailor.
15. Pan-beedi shop.
16. Tea-coffee stall.
17. Laundry.
18. Retail cloth store.
19. Bakery.
20. General provisions store.
21. Brick selling centre.
22. Hardware shop.
23. Electrical goods shop.
24. Cycle repair shop.
25. Cement selling centre.
26. Hair-cutting saloon.
27. Shoe-repairing shop.
28. Cool-drink stall.
29. Sweet stall.

#### Second level functions (threshold population 2099—8688)

30. Artificial insemination centre.
31. Civil dispensary.
32. Footwear selling shop.
33. Wooden furniture shop.
34. Stationery shop.
35. Lumber yard.
36. Chemist and druggist store.
37. Auto repairs.
38. Restaurant.
39. Foodgrains selling shop.
40. Readymade garments selling shop.
41. Glassware and pottery shop.
42. Seed distribution centre.
43. Petrol-diesel filling stations.
44. Book store.
45. Dry cleaners.
46. Household utensils selling shop.
47. Higher secondary school.
48. Veterinary dispensary.

#### Third level functions (threshold population 13,909 and above)

49. Veterinary hospital.
50. Agricultural implements selling & service shops.
51. Steel furniture selling shop.
52. College.

After grouping all functions into three hierarchic levels, the centres of corresponding levels were identified by using space-preferences data. For each level of functions, people's choices for centres in all the 374 selected study settlements were analysed and a space-matrix was prepared. If a village preferred a centre for more than 50 per cent of the functions considered at a particular level, that provided the cut-off point between the village and the centre showing the inter-dependency. This was done for all the selected villages with respect to all the functions at the three hierarchic levels as illustrated in figures 4, 5 and 6.

Through this process, 43 centres were identified of which 24 had the first level functions. These were designated as central villages, 10 having first and second level functions as service centres, and the remaining 9 with functions of all levels as growth centres. Of the 24 central villages, 6 were outside the district. The location of all these centres are shown in figure 7.

### 3.4 Identification of hinterland

If the space preference data is available for all settlements, the identification of zone of influence (hinterland) of each centre for the functions of a particular hierarchic level can easily be identified. But in this case, space-preference data were available only for selected villages. Hence, a theoretical model known as Reilly's law for retail gravitation was used. The model is described as:

$$P = \frac{d}{1 + \sqrt{\frac{MA}{MB}}}$$

where P=Common point where boundaries of two hinterlands meet, when measured from the smaller centre.

MA=Mass of centre A which is bigger of the two centres.

MB=Mass of centre B which is smaller of the two centres.

d=Distance between the two centres.

To apply this model, all the centres for each level of functional hierarchy were plotted on the map. For each centre, centrality score was computed. To measure centrality score the (1) population size of the centre, (2) the degree of functional complexity of each centre, and (3) the population served by each centre were considered.

The scores thus obtained were combined to get a single score for each centre. Following this procedure, hinterland of each centre at each level of functional hierarchy was delineated as illustrated in figures 8, 9 and 10.

### 4. Planning implications

The smallest unit, the hinterland of central village provides a spatial framework for designing agricultural infrastructure and social facilities. The average farmer will travel only short distances for buying agricultural inputs and selling farm produce. Similarly, children can only travel short distances to go to school and the sick needs medical facilities within easy reach of his village. The first-level units provide the optimum territorial expense for such purposes. It may be stressed here again that these units were delineated on the basis of actual movement patterns of the people for services as can be provided at this level. The central villages provide the actual locations for new investments. As the dependent villages are linked with their central villages, planning new investments in the central villages will strengthen the spatial linkages which already exist. The lowest-level planning unit consisting of a few dependent villages and their central villages has been utilised in this study for the planning of agricultural infrastructure and social facilities. The unit has been called 'cluster'.

The two major projections done in this study are those of agricultural production and population. These have been made in respect of each 'cluster' instead of villages. For the purpose of this study, the 'clusters' are the most important basic planning units in the district. It may be noted again that the size and area of the basic planning unit varies with the level of development in the area. The less developed an area, the bigger are the units and vice versa.

For industrial planning, the unit has to be enlarged. Here the focus is on the service centre, growth centre and their hinterlands. A groundnut oil extraction plant, for example, needs the support of a number of decortication plants. A viable location for an oil extraction plant must, therefore, be at a higher order centre with a larger hinterland.

In district planning, therefore, there is no single unit of planning. The size of the unit will depend entirely on the

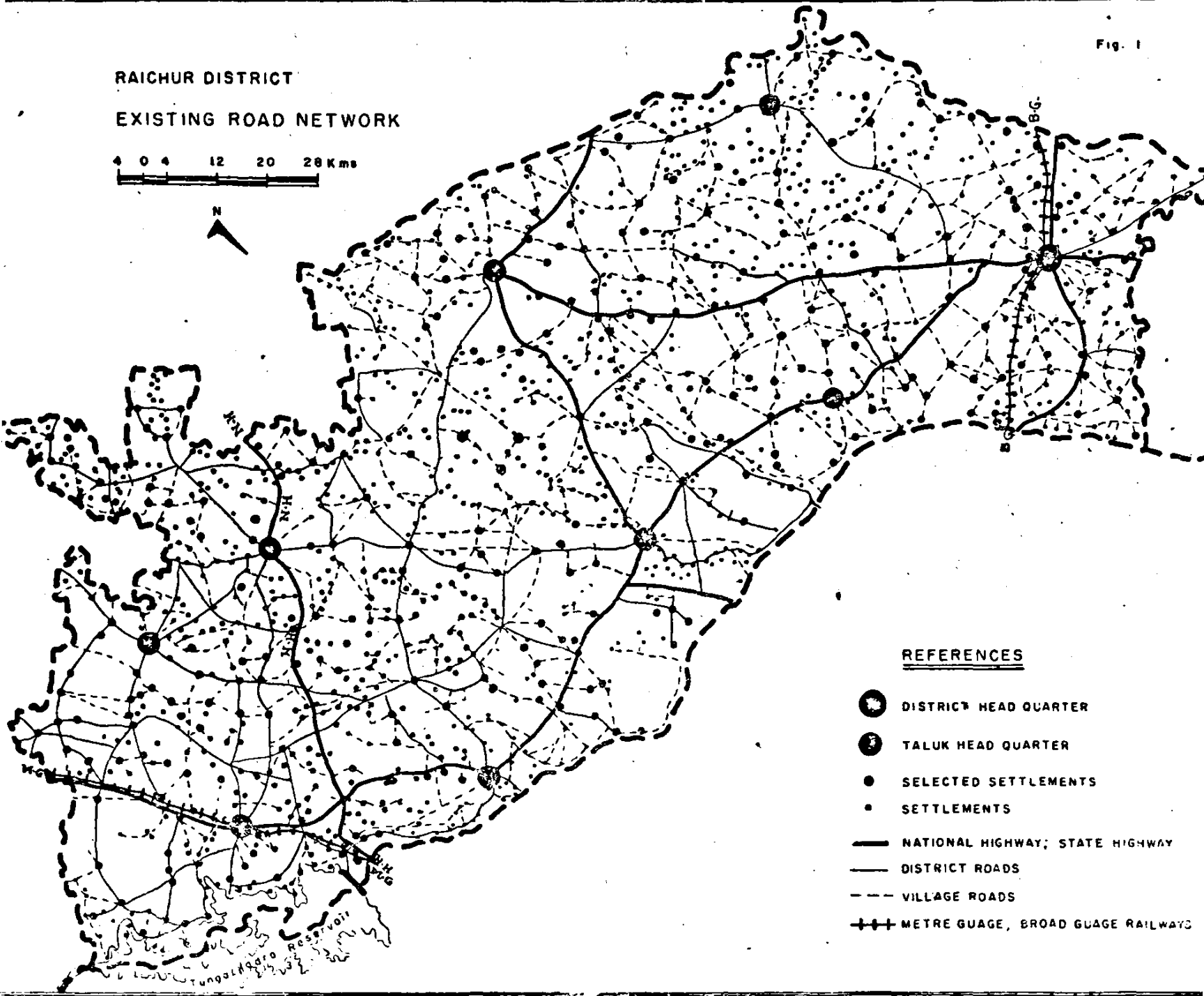
sector of planning and on the magnitude of investment. In backward areas, where even the basic infrastructure is absent, the smallest unit, the 'cluster' will naturally provide the most important base for planning. As development gets underway, the planning units would also have to be enlarged.

Thus, it can be seen from the above analysis that the district has been disaggregated into service regions at three hierarchic levels of the functions. This has been done by using the principle of sub-regionalisation based on space preference. The centres and their hinterlands at different levels of functional hierarchy help determining the number and size of the infrastructural facilities and production activities and therefore, the scale of investment which can be sustained by the respective hinterlands to achieve an integrated development of the entire district.









Fig. 1

RAICHUR DISTRICT  
EXISTING ROAD NETWORK

0 4 12 20 28 Kms

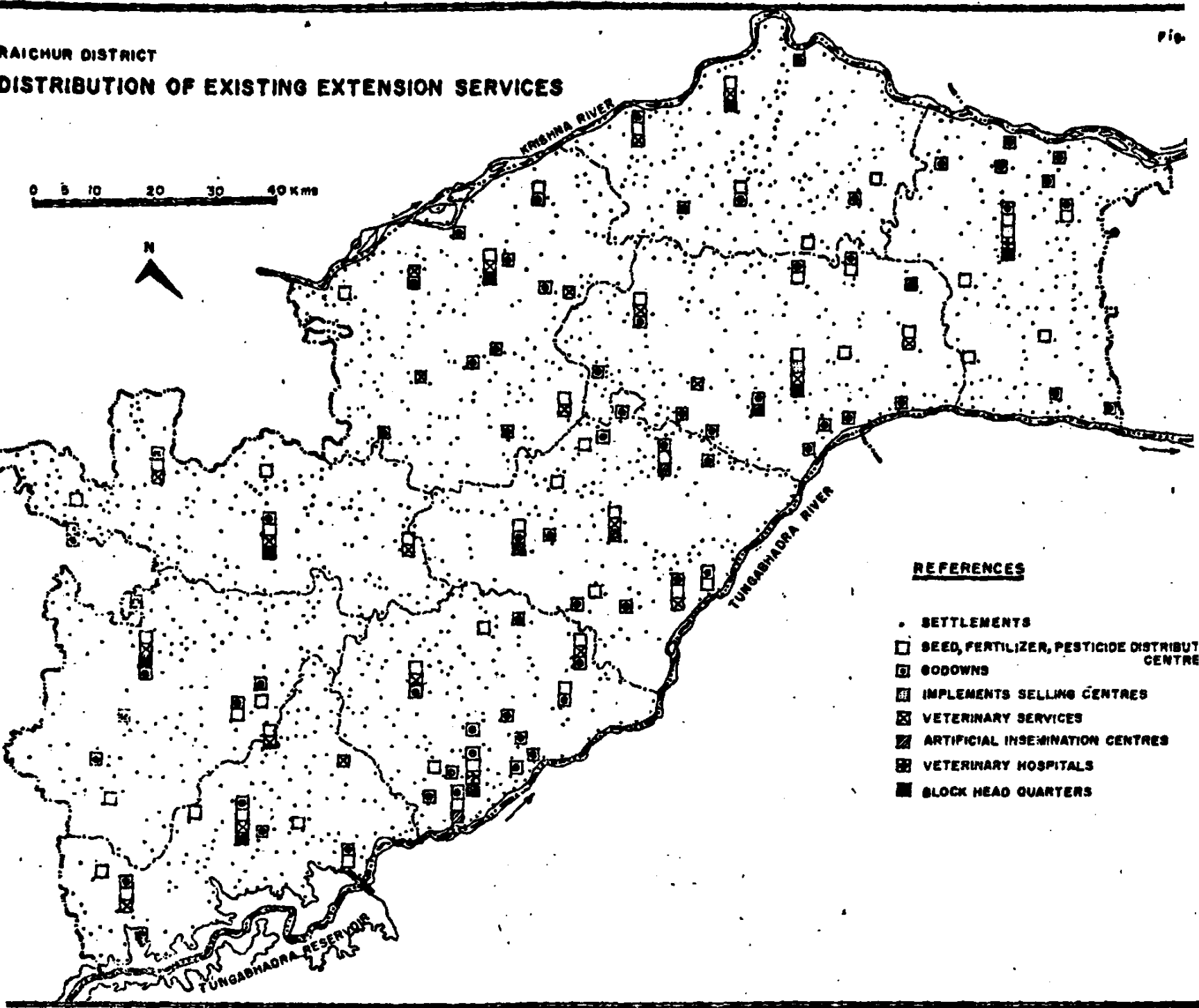


REFERENCES

-  DISTRICT HEAD QUARTER
-  TALUK HEAD QUARTER
-  SELECTED SETTLEMENTS
-  SETTLEMENTS
-  NATIONAL HIGHWAY; STATE HIGHWAY
-  DISTRICT ROADS
-  VILLAGE ROADS
-  METRE GAUGE, BROAD GAUGE RAILWAYS

**RAICHUR DISTRICT  
DISTRIBUTION OF EXISTING EXTENSION SERVICES**

0 5 10 20 30 40 kms



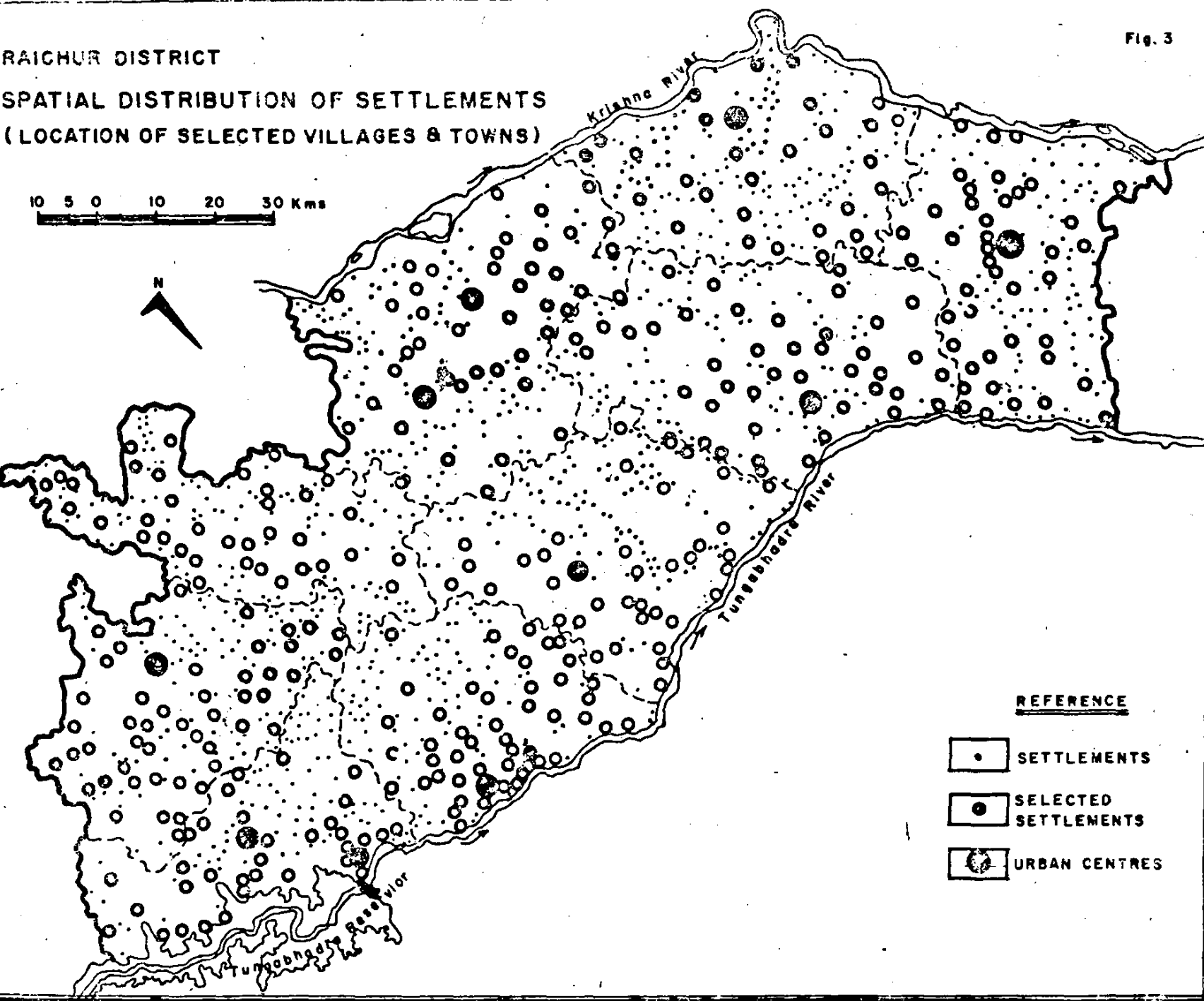
**REFERENCES**

- SETTLEMENTS
- SEED, FERTILIZER, PESTICIDE DISTRIBUTION CENTRE
- ◻ BODOWNS
- ▣ IMPLEMENTS SELLING CENTRES
- ⊠ VETERINARY SERVICES
- ▤ ARTIFICIAL INSEMINATION CENTRES
- ⊞ VETERINARY HOSPITALS
- BLOCK HEAD QUARTERS




Fig. 3

RAICHUR DISTRICT  
SPATIAL DISTRIBUTION OF SETTLEMENTS  
(LOCATION OF SELECTED VILLAGES & TOWNS)

10 5 0 10 20 30 Kms



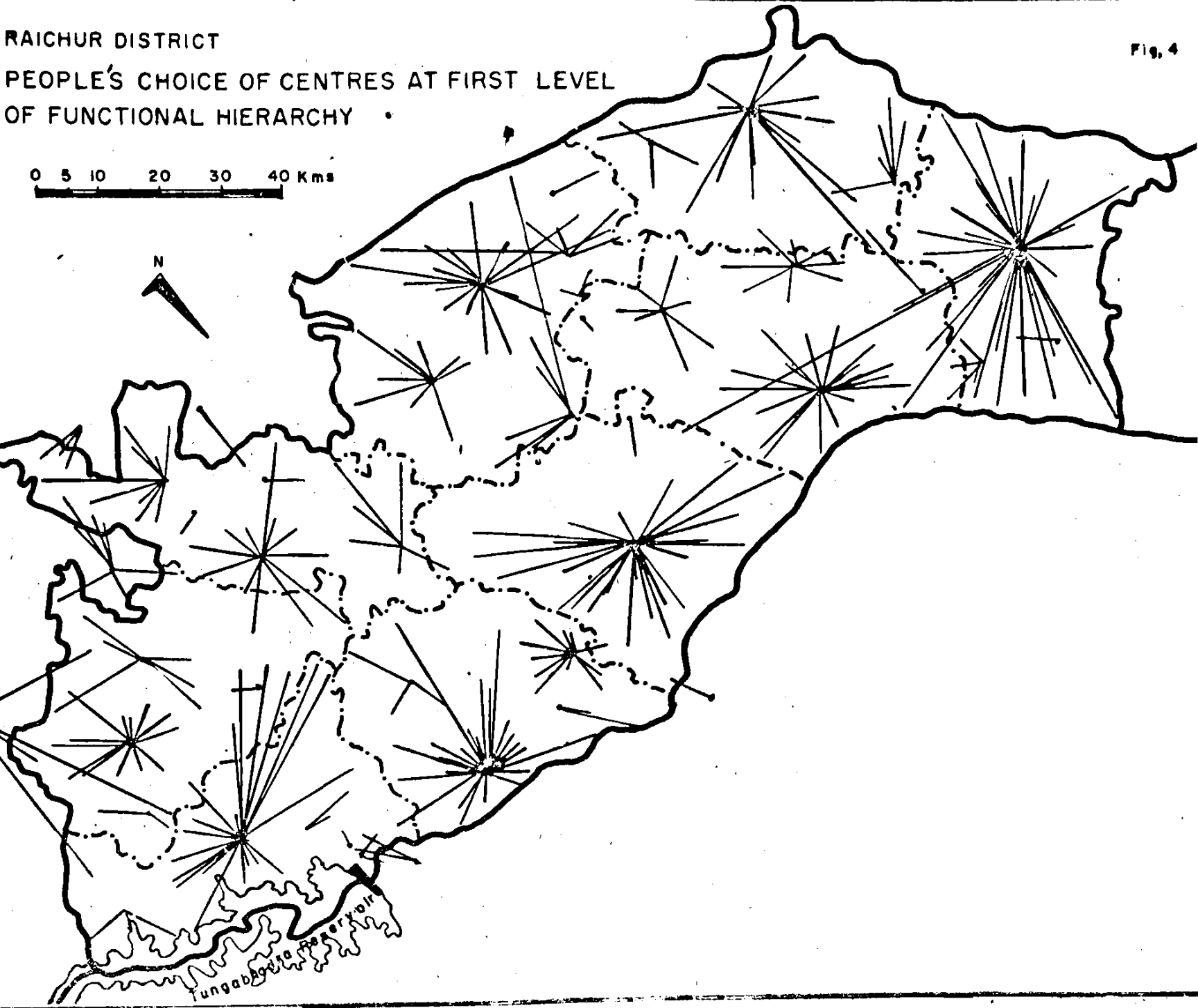
REFERENCE

-  SETTLEMENTS
-  SELECTED SETTLEMENTS
-  URBAN CENTRES

RAICHUR DISTRICT  
PEOPLE'S CHOICE OF CENTRES AT FIRST LEVEL  
OF FUNCTIONAL HIERARCHY

Fig. 4

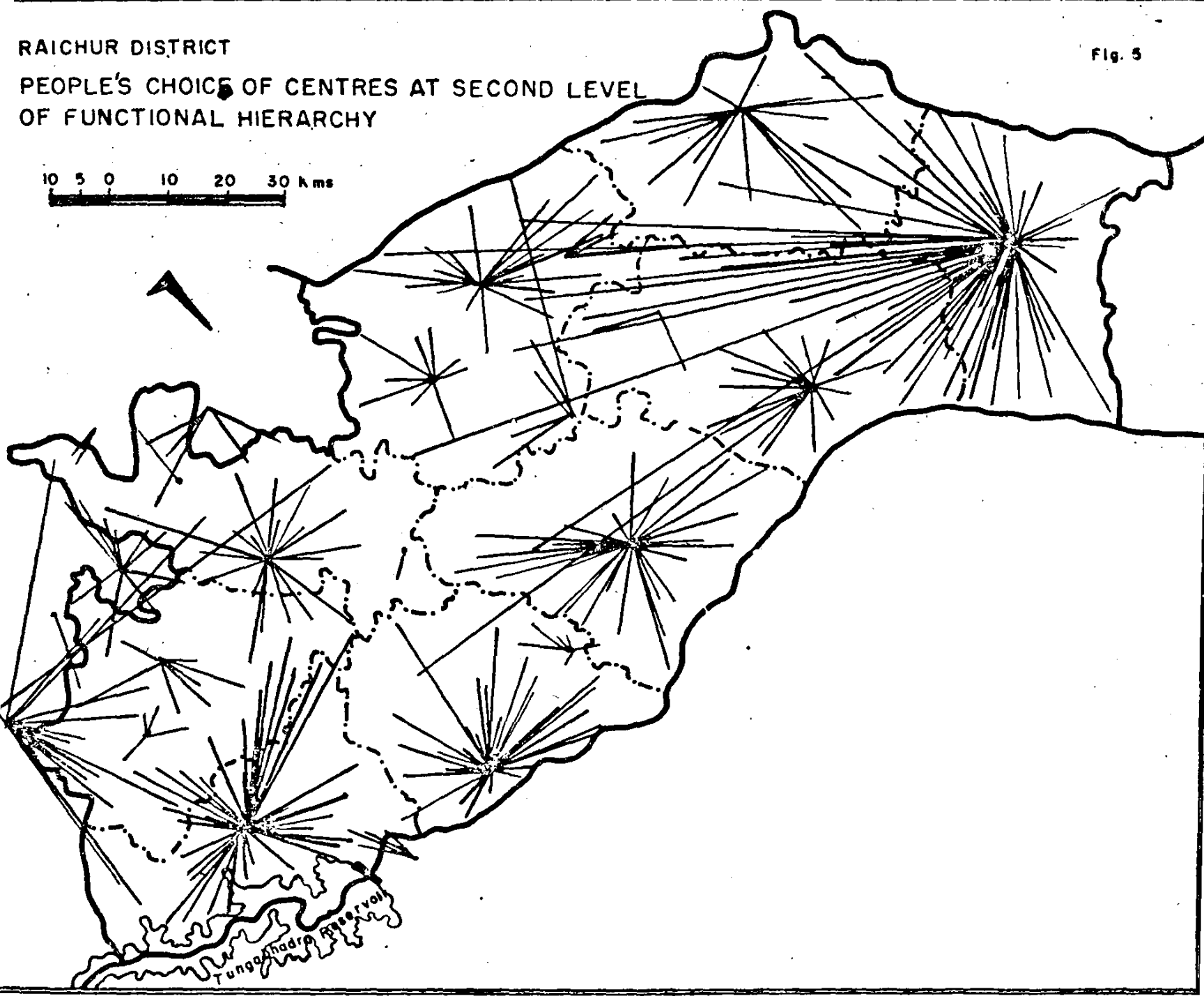
0 5 10 20 30 40 Kms



RAICHUR DISTRICT  
PEOPLE'S CHOICE OF CENTRES AT SECOND LEVEL  
OF FUNCTIONAL HIERARCHY

Fig. 5

10 5 0 10 20 30 kms





RAICHUR DISTRICT  
PEOPLES CHOICE OF CENTRES AT THIRD LEVEL  
OF FUNCTIONAL HIERARCHY

10 5 0 10 20 30 Kms

N

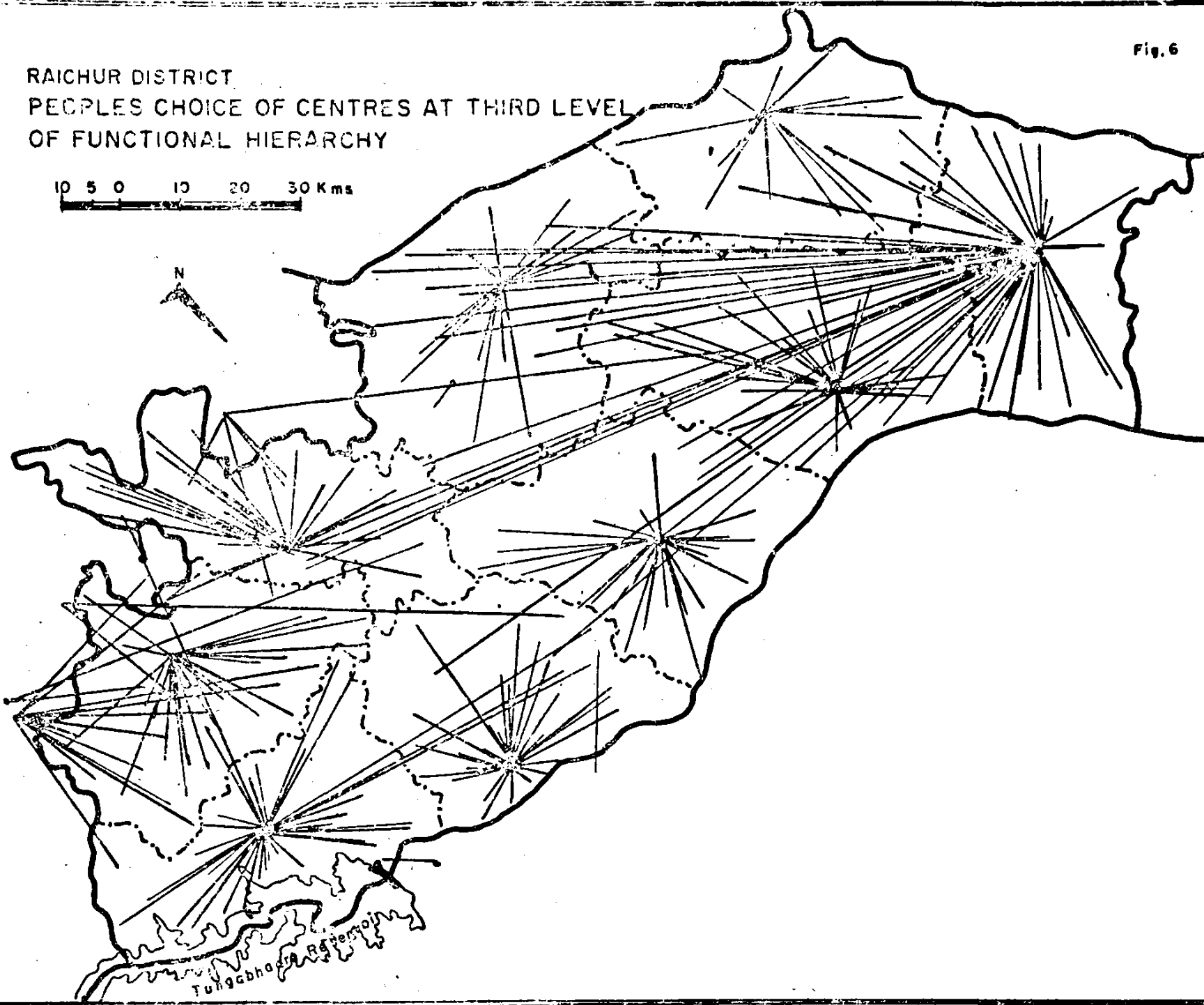
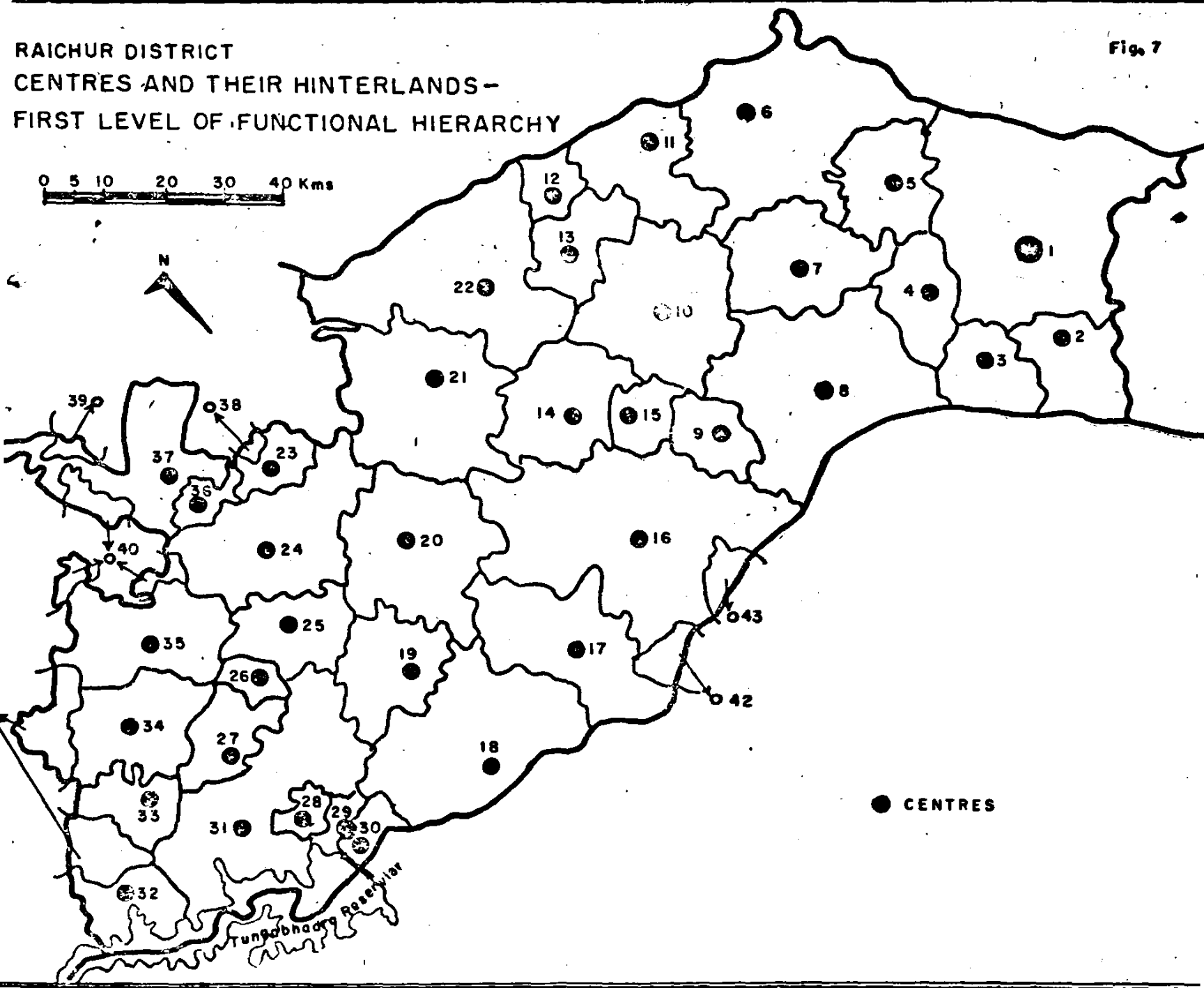
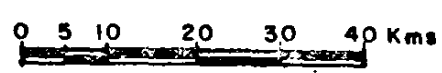


Fig. 7

RAICHUR DISTRICT  
CENTRES AND THEIR HINTERLANDS -  
FIRST LEVEL OF FUNCTIONAL HIERARCHY

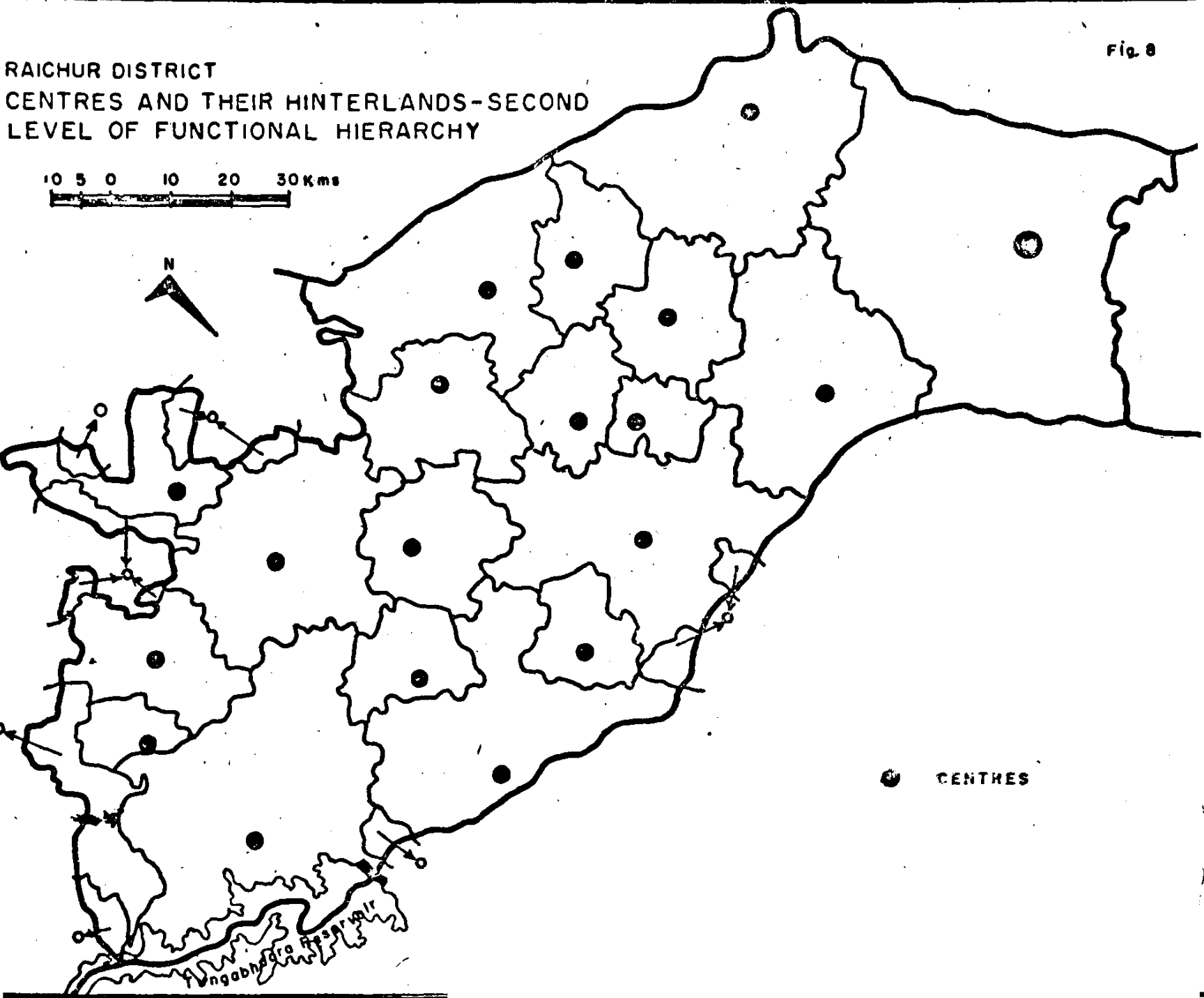


● CENTRES

Fig. 8

RAICHUR DISTRICT  
CENTRES AND THEIR HINTERLANDS-SECOND  
LEVEL OF FUNCTIONAL HIERARCHY

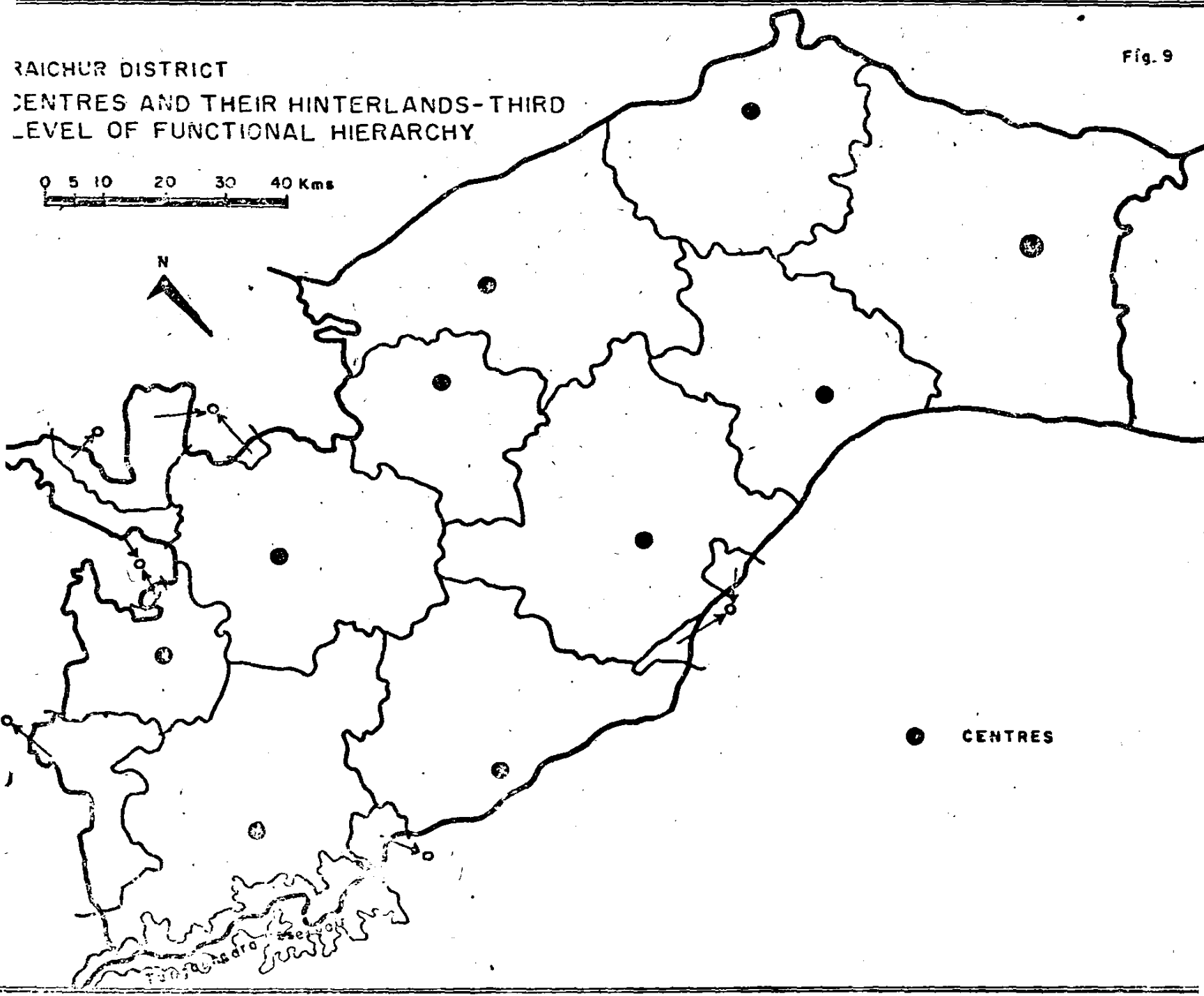
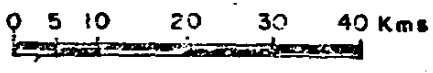
10 5 0 10 20 30Kms



● CENTRES

Fig. 9

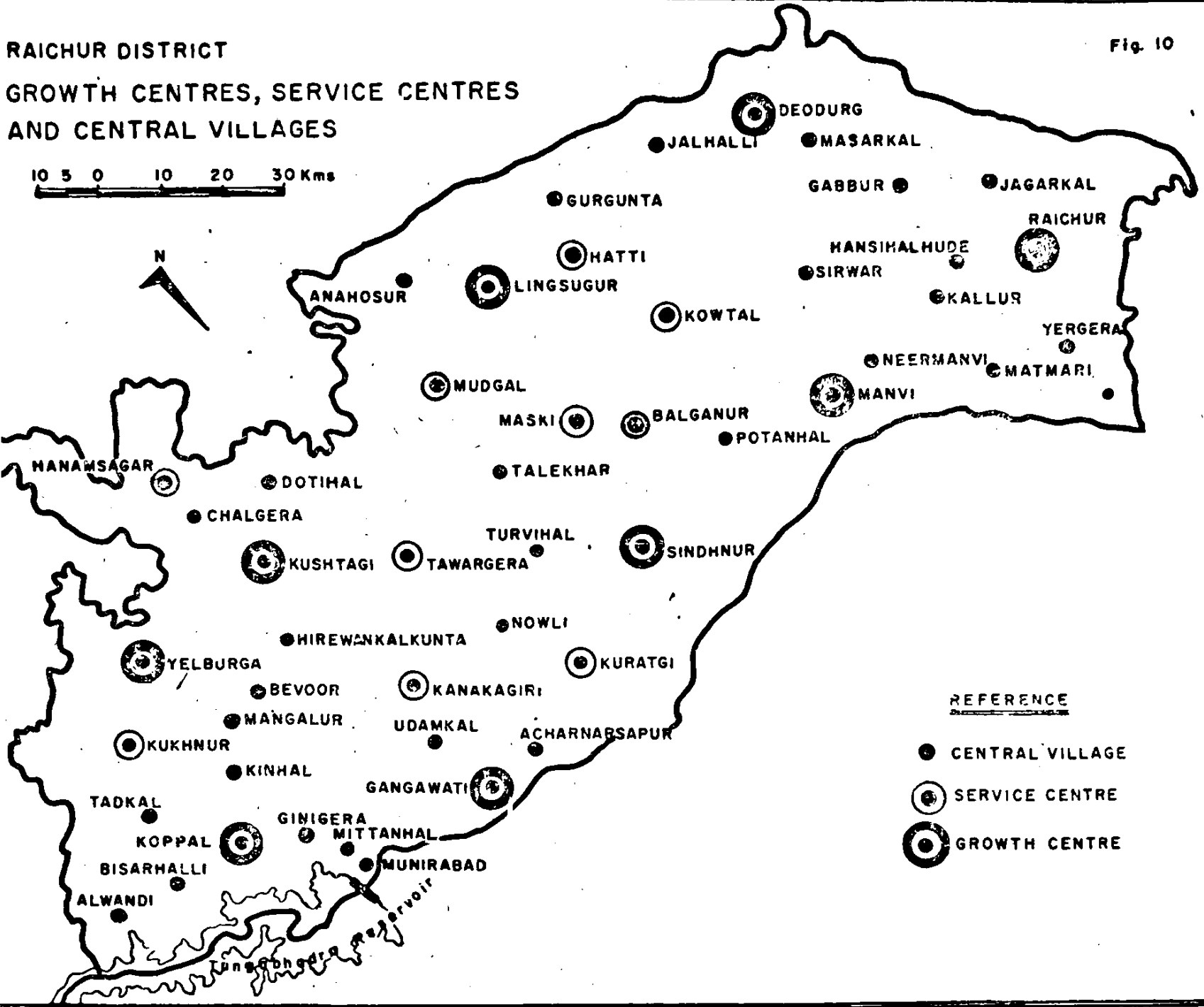
RAICHUR DISTRICT  
CENTRES AND THEIR HINTERLANDS-THIRD  
LEVEL OF FUNCTIONAL HIERARCHY



● CENTRES

# RAICHUR DISTRICT GROWTH CENTRES, SERVICE CENTRES AND CENTRAL VILLAGES

10 5 0 10 20 30 Kms



## ARRANGEMENTS MADE BY STATES FOR MONITORING DISTRICT PLANNING

### ANDHRA PRADESH

Dy. Director (Planning & Statistics).

- (1) Prepares Review of 20 Point Programme and 15 Point Core Programme.
- (2) Assists Collector in reviewing the implementation of plan programmes and in identifying problems of implementation.
- (3) Prepares Progress Reports on plan schemes for review at the Zilla Parishad.

### ASSAM

Dist. Dev. Committee (DDC)

Under Chairmanship of Dy. Commissioner.

- (1) Reviews progress of implementation of plan programmes proposed to post a Dy. Director (Eco. & Stat.) to compile progress reports at district level.
- (2) Decisions taken in the DDC forwarded to Planning & Dev. Department. Implementation of decision by Development Department monitored by Planning and Development Deptt.

### BIHAR

Dt. Planning & Dev. Council set up under a Minister.

One of the functions of DPDC is to review the financial and physical progress of all development schemes under implementation in the District. There is a proposal to have a small monitoring cell under the Dt. Planning Officer to help the DPDC in proper monitoring of the projects and programmes under implementation at district level.

### GUJARAT

Dt. Plg. Boards under Minister.

Meets atleast once in a quarter and reviews both physical & financial progress.

Executive Planning Committee.

Expected to meet every month and monitor the implementation of the schemes sanctioned by the District Planning Board.

Taluka level Committee being set up not only to formulate proposals for the Taluka but also to review the physical progress under different schemes.

Dt. Plg. Officer (DPO) nodal officer for the maintenance of different registers and formats and for concurrent monitoring of the implementation of plan programmes by visiting the site of the project.

To ensure effective monitoring of MNP projects, one post of Research Assistant and one post of Stat. Asstt. have been created.

State has introduced innovation in monitoring in 3 directions—

- (1) By encouraging districts to use computers to monitor their plans e.g. Development of a Dt. Information System by Baroda District Panchayat.
- (2) By encouraging the use of cartographic aids for visual presentation of plan progress through maps.
- (3) Apex level arrangement for integration of monitoring of decentralised district planning (also 20 Point Programme) at the level of Secretary (Planning).

### HARYANA

Monitoring Unit exists only at State level. However, progress of schemes under 20 Point Programme is reviewed every month in a district level meeting under the Chairmanship of a Minister. Quarterly progress of all plan schemes is reviewed by the D.C.

### HIMACHAL PRADESH

No monitoring set-up exists at District level.

### JAMMU AND KASHMIR

At district level District Statistical Agencies have been reorganised recently which have been provided with Deputy Directors, Planning and Statistics so that they can streamline, among other items work relating to progress reporting and monitoring of district plans.

District level project review committees were established for social forestry project under Government order in March, 1983. The Committees are required to meet after every four months.

### KARNATAKA

Karnataka has developed monitoring as an important tool towards effective implementation of plan programmes and projects. Under this system plan schemes are culled out from Budget Document departmentwise and sectorwise and are listed in a progress report for which a format has been devised. To ensure that the proforma are filled in properly a monthly meeting of Principal District Officers of Departments with all the taluka officers are held.

At the District Level, although the Dcs and other officers are entrusted with several items of planned development, there is no monitoring set-up worth the name. There is need for starting a monitoring set-up at district level.

### KERALA

Monitoring and undertaking concurrent evaluation or parallel audit of all plans is one of the functions of the District Planning Officers.

### MADHYA PRADESH

District Planning Boards have been set up and it is proposed to entrust the Boards with the function of monitoring plan projects among other functions.

### MAHARASHTRA

Executive Committee of the DPDC meets at least once in a month to discuss the progress of district level schemes.

### MEGHALAYA

The District Level Coordination Committee conducts a monthly review of the progress of implementation of plan schemes in the respective districts.

### NAGALAND

District Planning Boards have been constituted under the Chairmanship of Deputy Commissioner. One of the functions of the Board is to review the progress of schemes at the district level.

### ORISSA

District Development Boards under the Chairmanship of Collector review the implementation of schemes. Besides there are District Development Committees and also Committees for specific programme which review their progress.

**PUNJAB**

Dt. Planning Board—constituted under the Chairmanship of Deputy Commissioner review the progress of divisible programmes every quarter with a view to provide coordination and to remove bottlenecks, if any. But the planning machinery is yet to be provided. In its absence, monitoring system at sub-state levels could not be evolved.

**RAJASTHAN**

Dt. Planning Committee under the Chairmanship of Collector monitors and reviews implementation of plan programmes. Besides there is a separate committee to monitor implementation of 20 Point Programme. These Committees are also attended by a Minister nominated as incharge for the district by the State Govt. At Block level—one Statistical Officer has been posted in each Panchayati Samiti to assist formulation, implementation and monitoring of developmental activities.

**TAMIL NADU**

The District Collector provides the horizontal coordination at the district, monitors the progress of plan programmes and schemes to the Planning and Development Department. At the District Level Officers concerned with plan programmes projects are required to send a monthly progress report in the prescribed proforma to District Collector. Collector takes up the review meetings and sends the consolidated report to the Planning and Development Department for necessary follow-up action.

**UTTAR PRADESH**

District Plan Coordination and Action Committee under the Chairmanship of District Magistrate reviews the progress of the plan every month. The District Planning and Monitoring Committee headed by a Minister reviews the progress bi-monthly.

**WEST BENGAL**

No monitoring set-up exists at District level.

**"DISTRICT INFORMATION SYSTEM"**  
(Launched by Jilla Panchayat, Vadodara)

The District Information System" is a system of receiving and compiling progress reports on various development schemes implemented by Jilla Panchayat machinery and operating through computer information in various forms needed for planning and monitoring of the schemes.

**A. DEVELOPMENT SCHEMES IMPLEMENTED BY JILLA PANCHAYAT, VADODARA MAGNITUDE**

Jilla Panchayat has a budget of around 22 crores including grants transferred to Taluka Panchayats. Excluding the non-plan component, the plan component totals to around nine crores rupees a year.

The Finance comes from seven sources :

- (1) State budget in respect of State schemes transferred to Jilla Panchayat for implementation;
- (2) Central Budget in respect of Centrally Sponsored Schemes transferred through state;
- (3) District Planning Board;
- (4) District Rural Development Agency;
- (5) Nucleus Budget of Tribal Sub-Plan;
- (6) Small Savings Ad-hoc Grant;
- (7) Jilla Panchayat's own resources.

There are over 1500 schemes (based on 82-83 survey) which cover eleven sectors of development such as (1) Agriculture (2) Animal Husbandry (3) Co-operation (4) Building and Communication (5) Minor Irrigation (6) Health (7) Education (8) Community Development (9) Welfare of Backward Class (10) Rural Water Supply (11) Rural Housing.

These schemes are implemented by fourteen branches of Jilla Panchayat plus three sub-branches and twelve Taluka Panchayats; in all 29 implementing agencies.

Thus to get information relating to over 1500 schemes falling under eleven sections financed by seven sources and implemented by twenty-nine agencies is a stupendous task.

**B. THE NEED FOR AN INFORMATION SYSTEM**

Such a system is needed

- (1) To monitor progress of schemes
- (2) To identify bottlenecks and try to remove them
- (3) To get complete picture of development, achieved and under progress, for purpose of future planning and just allocation of funds etc.

**C. PRESENT SYSTEM : STRENGTH AND WEAKNESSES**

At present the implementing authorities to fill up various formats most of which are being consolidated by the statistics branch.

The strong points of present system are :

- (1) Familiarity
- (2) Regularity (more or less so)
- (3) It suits the purpose of reporting to financing authorities : State, Planning Board as the case may be.

The inadequacies of the system are :

- (1) The reporting and compilation is in relation to source of finance : one set of information for reporting to State Governments, another set for District Planning Board etc., each pertaining to schemes

sanctioned by the department or Board concerned. However, there are also duplications e.g. : Approach roads, or school rooms or water supply schemes are being sanctioned under normal budget, as well as District Planning Board, also under Small Savings Ad-hoc grant, may be under BREP etc. To get a consolidated picture, for example, to know how many approach roads are being built under all programmes by all agencies in such and such taluka is difficult, sometimes impossible. Such consolidated information may be needed sectorwise, talukawise or implementing agencywise for effective monitoring and planning. But present system fails to generate such data.

- (2) The present system yields progress report mainly in terms of financial expenditure. In the area of physical progress, it tell us simply if the work is completed or in progress. It does not tell us extent of progress : neither stagewise nor in a percentised manner.
- (3) The present system does not yield information relating to reasons for delay. Thus, it is not possible to identify bottlenecks : needed for effective monitoring.

To remove these inadequacies the Jilla Panchayat, Vadodara through the help of ORG has introduced a computerised District Information System.

**D. SALIENT FEATURES OF DISTRICT INFORMATION SYSTEM**

- (1) This system provides for codification of sources of Finance, Sectors, Talukas and implementing agency so that information can be manipulated and generated in any type of consolidated manner through the use of a computer.
- (2) The system provides for reporting stagewise progress. Thus physical progress can be percentised and break up of schemes at various stages can be generated.
- (3) The system provides for reporting of schedule of progress once in a year and monitoring of actual progress so that delay can be reported with reasons. Thus it can generate a delay analysis : needed to identify bottlenecks.
- (4) Certain constraints have been taken into consideration :
  1. Maximum input in Gujarat;
  2. Minimum deviation from existing formats;
  3. First output to be replica of format in which Jilla Panchayat is required to report to financing authorities.

**E. POSSIBLE USES OF THE SYSTEM**

- (1) Effective monitoring through the knowledge of stage-wise progress and delay analysis.
- (2) Consolidated picture of works done.
- (3) The amenities survey done in October 1982 can be updated to 31-3-1983 and integrated with this system so that annual inventory of amenities can be generated from year to year. Thus a data bank can be created.
- (4) Schedules of progress can be compiled implementing agencywise progress and document of objectives for the agency.



PRINTED BY THE MANAGER, GOVERNMENT OF INDIA PRESS, RAIPUR, 1984