

## **CHAPTER- V**

### **Decentralized District Planning in Madhya Pradesh**

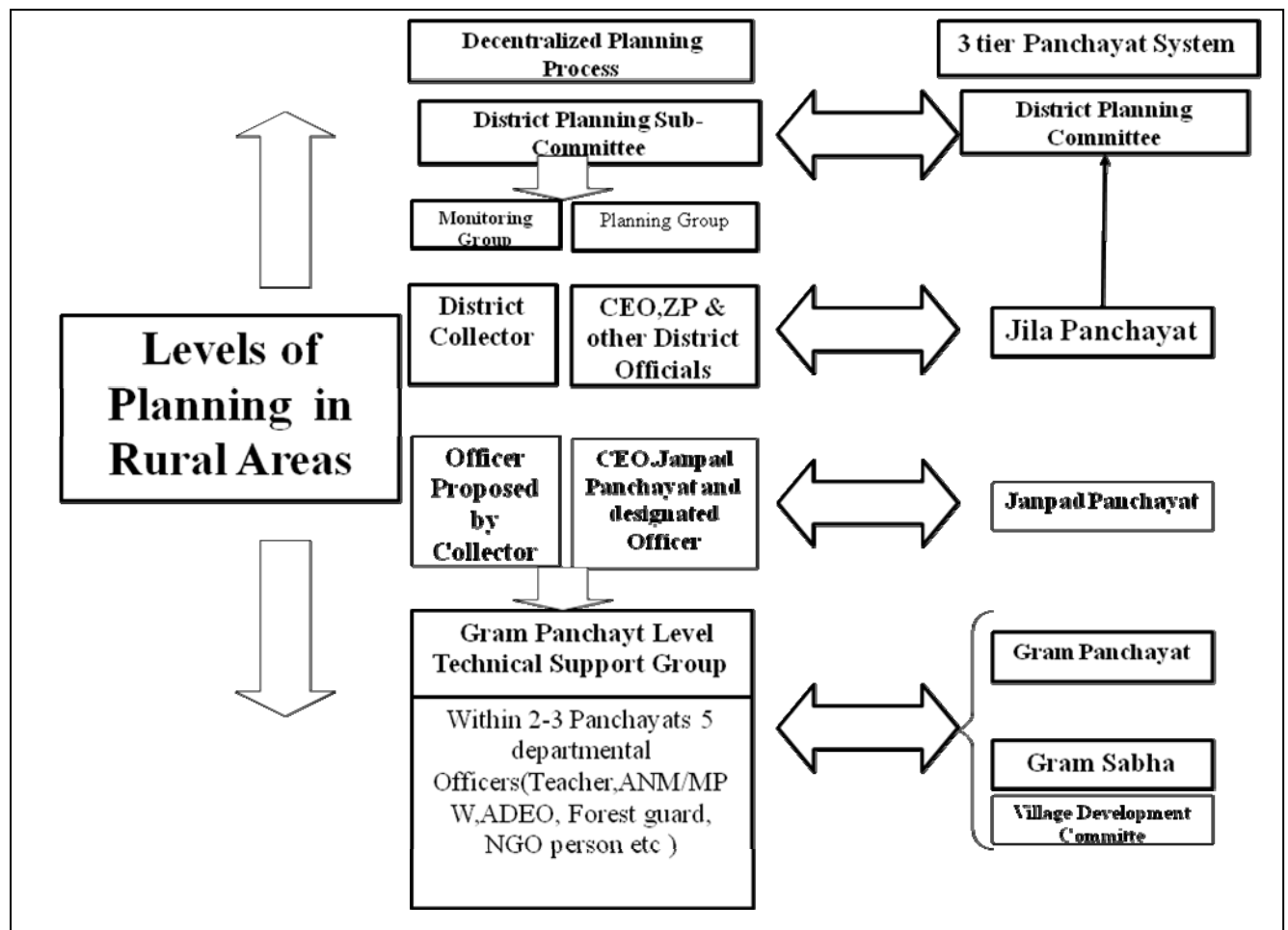
- 1.** The 73rd and 74<sup>th</sup> constitutional amendments made it compulsory to constitute the District Planning Committees in the State and State Finance Commission together with the constitution of three-tier Panchayat system and constitution of Urban Local Bodies. Similarly, Under Article 243 (z) (d) of the constitution, the district planning committees have a mandatory function of formulation of district plans, and monitoring at district level. Thus District Planning Committees have a mandatory and critical function of formulation of district plans, monitoring and evaluation at the district level. Accordingly, the District Planning Committee Act 1995 was enacted in the state of Madhya Pradesh.
- 2.** Eleventh five year plan identifies District Planning as the critical instrument to achieve the overarching goal of inclusive growth. It emphasizes that this optimum outcome in terms of balanced development could be attained with convergence of resources and enforcement of inter-sectoral priorities. In this context Decentralized district planning seeks to improve the planning process which has been traditionally functioning in a top-down manner, thereby losing significant amounts of local and sometimes expert information.
- 3.** Madhya Pradesh has been a pioneering state in constituting district planning committees. All the 50 districts today have duly constituted DPCs. All DPCs have duly elected representatives including representatives from local bodies. The State Government introduced decentralized planning process from the financial year from 2001-02. For this purpose the process of distribution of state budget into district budget was introduced in the year 2000-01 so that the resources are available for different schemes of various departments in the district. The Decentralized district planning has been again strongly advocated in the Eleventh plan. The state has gone ahead with decentralizing the planning even below the district level to Ward and Gram Sabha level.
- 4.** The structures of local governance need to be empowered to improve the development indices accelerate the rate of socio- economic growth, and to ensure “Inclusive Growth”. The involvement of Panchayat Raj Institutions and Urban Local Bodies in development planning, monitoring and evaluation is the major milestone to be achieved. The preparation of “Integrated District Plan” in decentralized manner is the major step in this direction. The presence of mature institutions of local self governance in the state provides a unique opportunity to translate programs and policies in to better outcomes.
- 5.** State Planning Commission Madhya Pradesh as per the philosophy and guidelines issued by Planning Commission of India has undertaken the decentralized district planning in five districts of Madhya Pradesh. It has issued State guidelines for district planning in September, 2009.
- 6.** The important objectives for preparing decentralized district plan proposals are as per the state guidelines are follows:-

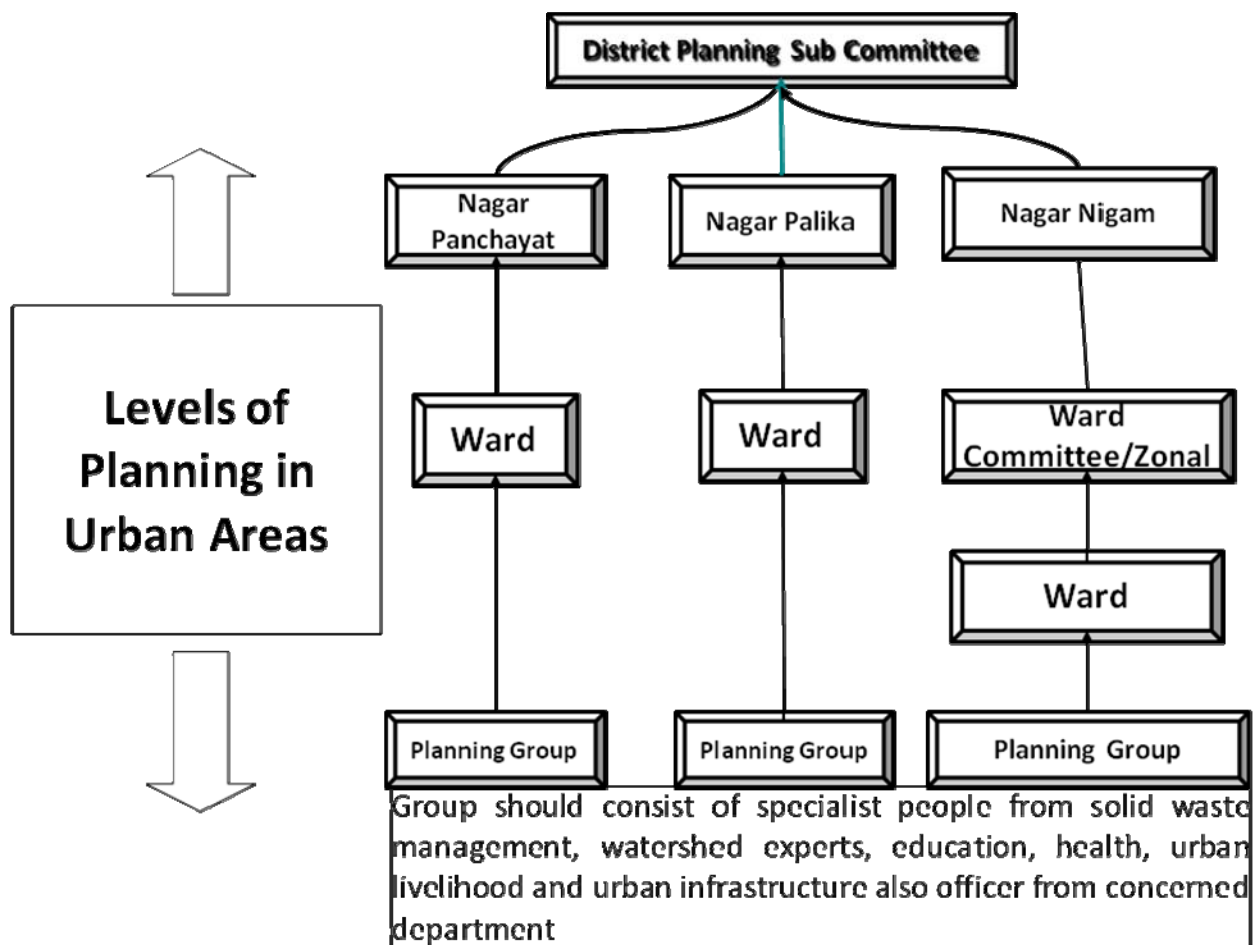
  - Enhancing the production and productivity of agriculture and allied sectors, traditional and small industries with focus on creation of employment opportunities and alleviation of poverty.

- Emphasis on resource mobilization, management and integrated rural and urban development.
- Enhancing the quality of basic services offered by local bodies with emphasis on the services relating to health, education, water supply, sanitation, waste management etc.
- Exploring avenues for increasing social participation, gender and financial equality etc.
- Improving the efficacy of local administration in the context of transparency, sensitivity, people's participation and management.
- Enhancing the efficiency of local bodies, particularly for resource management.

7. The State has constituted a state Steering committee headed by the Honorable Chief Minister to undertake the decentralized district planning in Madhya Pradesh. This committee would provide overall policy guidelines and direction for the implementation. The operational details and overseeing of the implementation would be done by the Working group headed by the Member secretary of the State Planning Commission.

8. The structure of the decentralized district planning at the district level for Rural and urban area is as per the flow chart below. The Details of the process are explained in the and point 9.





9. Madhya Pradesh State Planning Commission has issued guidelines for preparation of decentralized district plan covering all critical processes and activities in detail in September 2009. The main features of guidelines are as follows:-

- State Planning Commission will provide support and direction for preparation of District Plan and allocate plan ceiling of the districts.
- DPC in consultation with subject matter Specialists, Government officials, NGOs and other stakeholder(s) will determine plan ceiling between rural & urban segments and formulate strategy to prepare and integrate plan proposals of local bodies.
- Rural plans will be prepared by PRIs and urban plan proposals will be prepared by local bodies with technical support from the *Technical Support Group (TSG<sup>2</sup>)* constituted for each of the Gram panchayat and Ward.
- Local bodies are expected to come up with vision of development based on local needs and specific strengths.
- The plans prepared at gram panchayat wards/ urban wards are integrated and consolidated at each subsequent level finally to be consolidated at the district level by District Planning Committee. This is further submitted to the District Planning Committee for approval and consolidation.
- All the line departments will be grouped into key sectors. Further working groups will be constituted for each sector for preparing proposals keeping in view the needs and possible inter and intra sector convergences. Working groups will also prepare positioning paper for the achievement of MDGs at their levels.

**Table 5.1: Sector Specific Convergence among Selected Departments**

<b>Sector</b>	<b>Concerned Department</b>
Education	School Education, Higher Education, Technical Education, Non-formal Education, Vocational Education.
Health & Nutrition	Public Health and Family Welfare, Public Health Engineering, Woman and Child Development, Food & Civil Supplies.
Livelihood	Agriculture, Horticulture, Forest, Panchayat, and Rural Development, Veterinary and Dairy, Village Industries, Social Justice, Water Resource, Fisheries, Handloom, Cooperation, Sericulture, Welfare of SC, ST and OBCs.
Infrastructure Management	PWD, Rural Development, Rural Engineering Service, Water Resource, Energy, Planning.
Energy Management	Energy, Rural Development, Forest, Planning.
Civil Right Protection	Land Reform, Social Justice, Women and Child Development, Revenue.

10. The decentralized district planning in year 2009-2010 have followed the following process in the preparation of plans.

#### 10.1. Preparation of Rural Plan

- Each Gram Sabha followed a participatory process with the help of Technical Support Group (TSG, Specialists, development workers) and Government functionaries to come up with "**vision of development**" based on local needs.
- The Gram Sabha prepared their proposal for different sectors in consultation with all the stakeholder(s) especially with poor, SC, ST and women.
- The proposal of each Gram Sabha was consolidated for preparing plan proposal of Gram Panchayat. Similarly, Janpad Panchayat consolidated the plan proposals of all concerning Gram panchayat including the interventions of Janpad.
- In addition to the district level interventions, plans prepared by Janpad were the basis for consolidation of plan at Zila Panchayat level.

#### 10.2. Preparation of Urban Plan

- Urban local bodies formed Technical Support Group (working groups) comprising urban local bodies' functionaries, Ward Parshad, retired government staff, individuals from ward to provide technical support to Mohalla Samiti in the process of participatory planning.
- The plans prepared at the mohola and the ward level were consolidated at the Urban Local body level with integration of interventions spreading over more than one ward or sectors.

### **10.3 Role of District Planning Committee:**

The DPC, after receiving the rural and urban plan, consolidated the plans at the district level with the help of district level Technical support group. The integrated plan finalized by DPC will also ensure clarity on the roles of various departments and arrangements for monitoring and evaluation of the projects. The plan will be submitted to State Planning Commission after due deliberation in district planning Committee.

### **11. Status of Decentralized District Planning**

The State Government introduced decentralized planning process by allocating about 30 % of state resources to the districts, known as “District Plan”. The total allocation for District Plans for the financial year 2010-11 is about 40.60 % of total size of the state plan.

The Government of Madhya Pradesh (State Planning Commission) rolled out the decentralized planning process in five districts (*under GoI-UN Joint Programme on Convergence<sup>1</sup>*) this year, wherein the plans were prepared in bottom-up manner starting from the grass root level i.e. village in the rural and ward in the urban areas with participation of the community and facilitation by the government functionaries. To support the consolidation at the higher tiers of rural and urban local bodies customized software was also been developed.

Following were the major activities carried out this year to undertake the decentralized district planning in the five pilot districts.

- State level Steering Committee formed under the chairmanship of Hon’ble Chief Minister and Working Group headed by the Member Secretary of the State Planning Commission.
- State specific manual on Integrated District Planning drafted.
- District level workshops on decentralized planning conducted in the five convergence districts namely Khargone, Rajgarh, Chattarpur, Satna and Mandla.
- Resource persons identified and training design finalized for the block level master trainers.
- Financial assistance provided to the five convergence districts to undertake decentralized district planning.
- Trainings imparted to the master trainers of the districts (rural and urban separately)
- Approximately 800 Technical Support Groups (TSGs) were constituted and trained at the respective blocks by the district master trainers. A total of approximately 9000 functionaries have been imparted training as part of this year’s roll out.
- Planning formats were developed for each level (Village, Gram panchayat, Janpad, Urban wards etc.) keeping in view the requirement of the software application.
- Planning software was developed to facilitate the data entry and analysis of data at each level of planning.
- Training imparted to the data entry operators for feeding the data from the survey formats in the planning software.
- Website launched - [www.decentralizedplanning.co.in](http://www.decentralizedplanning.co.in) which will facilitate further analysis, planning and monitoring in online mode. This web based software enables in generating plans for district, Janpad, Gram panchayat, urban local body level. The segregated plans for particular sector, department, and schemes are also available through this software.
- Planning process (details in the manual) was initiated; sector- wise data analysis was done and activity- scheme linkages were made keeping convergence in the centrality

- Inclusion of the information generated through village plans into appropriate departmental plans.
- Consolidation of the plans at the higher planning unit levels and finally the approval from the District Planning Committees.
- State level workshop on sharing the learnings of the decentralized district planning process was conducted in the month of November 2009. It was inaugurated by the Honorable Finance Minister, Government of Madhya Pradesh. The participants included Collectors from the convergent districts along with the district support team and other govt. officials, State UN agencies and State Planning Commission officials.

Based on this experience of decentralized and integrated planning in the five districts of Khargone, Rajgarh, Satna, Chattarpur and Mandla the Government of Madhya Pradesh plans to scale up the process decentralized district planning in all the 50 districts of the State from the year 2010 onwards. The State envisages that once this planning process rolls out in all the 50 districts then the following outcomes, in addition to the inclusive development, would be achieved:-

- This will strengthen institutions of local self governance in the state as per the provisions of the Constitution
  - This will build the capacity of the institutions of local self governance in implementation of the programs and delivery of essential public services.
  - The increased ownership of the works will ensure better operation and maintenance
  - This will also streamline the process of planning being undertaken under centrally sponsored flagship programs like- NREGS, BRGF, SSA, TSC, NRHM etc.
  - The convergence between programs at the grass-root level will ensure better allocation of resources and increased outcomes
  - The advance planning will improve the fund utilization capacity of the state
1. A Government of India–United Nations ‘Joint Programme on Convergence’ has been launched in seven states of India. The program aims at assisting State Governments in accelerating the attainment of Millennium Development Goals (MDGs) through providing technical assistance and human resources at the state and district levels. In Madhya Pradesh the program is being implemented in five districts namely Khargone, Rajgarh, Chattarpur, Satna and Mandla. The key UN partners are UNDP, UNICEF and UNFPA in collaboration with the National Planning Commission and the State Government (State Planning Commission as the nodal agency in Madhya Pradesh).
  2. TSG – Technical Support Group, which was formed over 3-5 gram panchayat, and comprised of 5-6 grassroots level government functionaries such as Jan Shikshak, ANM/MPW, Sub-Engineer (PHED/RES/PWD/Irrigation), ADEO, Van Rakshak, Patwari etc. who supported the village development committee of the Gram Sabha in the planning process. This TSG proved to be a good example of ‘convergence of govt. functionaries at the village level’ for planning purpose.