

# *Planning and Development Cell*



## September 2009

### Largesse and Mock-Planning

Decentralization of planning in governance is now staring at us. We have crossed the deadline for actualization of district planning concept. The most important aspect of planning is the conduct of the discussions and allotment of adequate time for the purpose. To facilitate this, a time table with thematic sessions is being designed by the institute so that the discussions are properly marshalled, organized and summarized.

Planning exercise in local governance involves a dialogue among the representatives to prioritize the development and welfare needs, keeping in view the finances involved and available. Conditionality of matching contribution, howsoever small, could possibly be applied in order to gauge urgency and importance of the needs when there are competing demands and it is otherwise difficult to prioritize. My experience of invoking matching contribution in Ludhiana Municipal Corporation in the year 1990 was encouraging. Its greatest advantage lies in testing and developing leadership.

A very important consideration in planning is appraisal of the strength areas and the economic resources of the region so that economic growth is planned by utilizing these strengths. Cluster strategy is often used to strengthen the economic feasibilities. Ideally, the assessment of resources and needs in terms of strengths and weaknesses or assets and liabilities should be started from village/ward level, but it may be expedient and practical to undertake the exercise at the level of cluster of villages/wards if such clusters can be easily conceived.

Panchayat samiti/town level consultation through the participation of the village sarpanches / ward councilors is the major process of planning because it is here that the estimates of expenditure and availability or mobilization of resources can be prepared to finalize the priorities in short-term and long-term perspective. The proposals finalized at the panchayat samiti level, are consolidated and further prioritized at the level of zila parishad.

The entire purpose of the planning exercise is to rationalize and prioritize the use of resources to harvest the best multiplier effects of economic growth and social development. Constituency advocacies should not override the long term needs of economic development strategies because total development of a given area or region is possible only when the growth is planned strategically in a long term perspective to take care of economic and social development, employment and general well being of the people.

There are many non-financial aspects of planning where lot of welfare and social development can take place merely by united efforts of the people without much expenditure. Eradication of social evils, orderly planning, holistic view of things, improving the quality of education, health and many other services, etc. are possible through concerted efforts. Therefore, strategies on this account must find a place in the planning.

PRIs and ULBs cannot learn planning with responsibility without assignment of sources of revenues and untied grants. Whether their present role as executing agencies of the flagship schemes will actually nourish their capacity to govern is a moot point.

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## February 2010

### Planning and Development Cell

*Regulation, welfare, development and delivery of essential services are the four main activities in governance. Public Administration, as a discipline is charged with the responsibility to plan and develop effective mechanisms for formulating and implementing programmes and activities for these purposes. Lack of administrative planning and systematic attention to detail have lived to sub-optimal performance. This Cell will endeavour to promote systematic planning and development for achieving efficiency in governance.*

As an outcome of meeting with Principal Secretary (Planning), Punjab, the Institute created 'Planning and Development Cell' for undertaking the activities like i) organizing Integrated District Planning exercise, including research, training and documentation; ii) review and monitoring of government programmes/ plan schemes; iii) organization of subject-specific surveys, iv) preparation of regional and state level development reports; v) publication of a bi-annual journal on 'Planning & Development' etc. This Cell will conduct and document micro-level i.e. block planning and integrate it with the district plan, prepare and disseminate operational guidelines/ protocols for the same.

As a constituent of the Administrative Research Division of the Institute, the Planning and Development Cell started functioning with effect from 1<sup>st</sup> February 2010. Its primary objective is to deliberate and deliver over issues pertaining to planning and development in administrative perspective. This will be demonstrated through preparation of integrated plans for different districts of Punjab. Such a task involves conduct of a comprehensive SWOT (strengths, weaknesses, opportunities and threats) analysis of each district, as a composite architecture of its individual blocks and villages. The structure of output is envisaged in three components of a perspective plan for vision for a period of 15 years, a five-year plan, and the annual plan for each district. The Planning and Development Cell envisages its initial activities:

- To bring out a bi-annual journal under the title "Planning and Development" as a forum for generation and dissemination of ideas on the theme;
- To initiate a pilot project by way of preparing integrated plans for Bathinda and Kapurthala districts;
- To conduct exercises in evaluation of development programmes and schemes, both centrally sponsored and state sponsored, as a base for preparation of district plans; and
- To organize workshops for District Planning Committees so as to build capacity of all the stakeholders involved.

Professor Gopal Krishan, Col. Ravinder Kumar and Ms. Jaspreet Kaur are the three founder members of the Cell.

#### Brief profile of Professor Gopal Krishan

Prof. Gopal Krishan, Professor Emeritus, Department of Geography, Panjab University, Chandigarh has joined the Planning and Development Cell of the MGSIPAP as Principal Advisor, with effect from 1<sup>st</sup> February 2010. Prior to this, he has been Senior Professor and Principal Advisor at the Centre for Research in Rural and Industrial Development, Chandigarh, Professor of Regional Planning at the National Institute of Urban Affairs, New Delhi, and Professor and Chairman, Department of Geography at Panjab University, Chandigarh. He has 11 books to his credit, apart from 25 research projects and 3 monographs. In addition, he has published 122 research papers in reputed national and international journals. His major research interests include Administrative Geography, Population Studies and Micro-level Planning in the overall context of Regional Development.



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## May 2010

### Integrated District Planning is Still a Hope

Article 243 ZD of the Constitution introduced in the year 1992 provides that the District Planning Committee (DPC) will consolidate the plans prepared by the panchyats and municipalities and prepare a draft development plan for the district as a whole and submit the development plan to the State Government. It empowers the State Legislature to make a provision with respect to the functions to be assigned to DPC.

Section 5 of the Punjab District Planning Committees Act, 2005 says that committee shall exercise the powers and perform the functions as enumerated below:-

- (a) prepare the draft district development plan keeping in view the matters of common interest between urban and rural population including spatial planning sharing of water and other physical and natural resources, the integrated development of infrastructure and environment conservation, the plans prepared at the grass-root level by the concerned Panchayat and the extent and type of available resources whether financial or otherwise;
- (b) prepare priority-wise list of schemes and programmes taking into account the resources available with the Committee and the resources provided by the State Government;
- (c) take appropriate measures for proper implementation of the development schemes, programmes and projects;
- (d) monitor the progress of projects;
- (e) encourage the Panchayats and Municipalities to take up and expedite the implementation of the development projects;
- (f) make efforts to generate additional resources for development works with the cooperation of people; Non-Government Organizations and non-Resident Indians and other agencies; and
- (g) perform such other additional functions relating to District Planning and Coordination and monitoring of the activities of different departments of the State Government, as may be assigned to the Committee by the State Government.

The 'Planning & Development Cell' of the institute is organizing the first ever conference of Chairpersons and Secretaries (Dy. Commissioners) of the District Planning Committees on 8<sup>th</sup> and 9<sup>th</sup> June to examine the teething problems that stand in the way of meaningful integrated district planning which ought to be driven by the imperatives of optimum utilization of human and other resources, keeping in view the welfare and development problems and potentials of the district in medium and long term perspective.

Decentralized planning is mired into enumerable constraints much of which is due to multiplicity of schemes and agencies floated by the central and state government. It is hoped that the conference would throw up workable solutions to many problematic issues.

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*Planning and Development Cell was set up in this Institute at the behest of the Department of Planning to focus on integrated district planning in particular and all issues relating to planning and development in general. This Cell is preparing prototype district development plans for Bhatinda, Kapurthala and Fatehgarh Sahib districts. The Cell is also finalizing a capacity building module for the training of district functionaries as assigned by the Department of Planning.*

## May 2010

### Planning and Development Cell

#### Integrated District Planning

Integrated District planning is a process which aims at a comprehensive and sustained development of a district, ensuring integration between its rural and urban components, different sectors of economy, and all variety of stakeholders. It has to take into account the district's resource endowments, felt needs of the people, and the futuristic vision its society carries. Above all, the entire process is to be conceived, implemented, and monitored for any correctional measures by the people concerned themselves.

Such a thrust draws upon the provisions of the 73<sup>rd</sup> and 74<sup>th</sup> Amendments of the Constitution, which emphasize decentralization of the governance and development process through devolution of functions, funds and functionaries to the grassroots level.

#### Nature of Integration

In actual practice, the instrumentality of a district plan can be divided in three components: one, the plans to be prepared by panchayati raj institutions, second, the plans designed by urban local bodies, and third, the schemes made available by the administrative departments of the State Government. All this is to be integrated as a district plan.

#### Vision and Beyond

Every development plan starts with a vision, based upon a realistic assessment of emerging scenario, opportunities which are available and possible constraints, which can emerge on the way. It places the territory in a futuristic perspective on desired lines and takes the shape of a perspective plan, to be realized through a series of five-year and annual plans. In actual practice, the vision has to identify lead sectors of development in the context of the ground realities of the area concerned.

#### District Planning Committees

District Planning Committees (DPCs) have been created as per article 243ZD of the Constitution of India for getting prepared plans upto the level of individual panchayats and urban local bodies. Such a Committee of a district is expected to consolidate the development plans prepared by individual panchayats, urban local bodies and line departments.

The National Council of Chairpersons/CEO's of the District Planning Committees at its meeting held at New Delhi underlined three factors which constrain the effective delivery of the district plans: (i) lack of expertise to prepare technically sound plans; (ii) rigidity in the practices of fund allocation; and (iii) incapacity of the panchayats to strengthen their resource base. If correctional measures are not undertaken the entire process of planning will remain grass without roots.

#### Some Imperatives

- District Planning Committees are to learn as how to place the district plan in the context of state priorities and national objectives.
- District Planning Committees have to take a stock of the different sources of funds available for implementing plan proposals.
- It is equally essential that local resources be raised on matching basis in each development project, to the extent possible. Such a procedure helps in prioritizing the needs, besides giving a boost to participative planning.
- Above all, the spheres in which the District Planning Committees have the freedom to plan and design schemes need to be specifically spelt out.

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## June 2010

### Planning and Development Cell

#### Conference on Integrated District Planning

The Planning and Development Cell of the Institute organized the first ever two-day Conference of Chairpersons and Secretaries/Deputy Commissioners of the District Planning Committees on 8-9 June 2010 on the theme 'Integrated District Planning'. The objective was to examine the teething problems that stand in the way of meaningful integrated district planning.

Driven by the imperatives of optimum utilization of human and other resources at the local levels, the District Planning committees (DPCs) were created as per article 243ZD of the Constitution of India. The Committee is expected to consolidate the development plans prepared by individual panchayats, urban local bodies and line

*Asserting that development was incomplete without participation of people, Punjab Finance Minister Manpreet Singh Badal said if residents of a particular area were ready to contribute for a community welfare or development scheme, the state government would give a matching grant.*

*People's contribution was important as it would not only give them a sense of responsibility, but also help the government know about the priorities and needs of that segment, he said. People would care less about project where government money is spent, but when they pay from their pockets, they would ensure its proper upkeep.*

*He asked the participants to understand the schemes and needs of their areas and seek changes in the policy, if required.*

*On the importance of planning, he recited. "Husne tadbeer se jaag utha hi kaumon ka naseeb ... (Planning can brighten the destiny of nations)."*



S. Manpreet Singh Badal, Minister for Finance and Planning, Shri Rajinder Bhandari, Vice Chairman, Planning Board, Shri B. K. Srivastava, DG and Professor Gopal Krishan during the inaugural session

In his inaugural address, Hon'ble Minister for Finance and Planning, S. Manpreet Singh Badal observed that even though it was 63 years since India achieved independence, the country was still reeling under problems of corruption, casteism, and poverty. Despite all this, India was on its way to development. He expressed the hope that if the rate of GDP growth stays the same, India would be successful in eradicating poverty in the next twenty years. He said that the real need of the hour was to revive the top status of Punjab.

Shri Rajinder Bhandari, Vice-Chairman, Punjab State Planning Board, stressed that both DPCs and district administration should work as partners for rapid development of the State. He added that every person was important in collective thinking, and decision-making. Shri Pradeep Kumar Kaushal, Director Punjab Planning Board, made a presentation on the role of District Planning Committees with special reference to circulars Issued by the Planning Department. It was followed by a presentation on the parameters of Integrated District Planning with reference to resource mobilization by Professor Gopal Krishan.

The participating Chairpersons/Member Secretaries of the DPCs described their experiences, shared their problems and highlighted bottlenecks in respect of the functioning of the DPCs. Most of them

called for an increase in the untied funds and provision of necessary staff to the DPCs. They also demanded increase in the powers of DPCs and assured cost reduction and better utilization of available resources.

Shri. B.K Srivastava, Director General of the Institute spoke elaborately on huge possibilities of innovation and resource mobilization by DPCs. He referred to success of matching grant scheme which he introduced during his tenure as Commissioner of Municipal Corporation, Ludhiana in 1990.

**Names of Chairpersons of DPCs and Deputy Commissioners, who attended the Conference**

**Chairpersons**

1. Shri V S Lopoke
2. Shri Balbir Singh Ghunas
3. Shri L S Arainwala
4. Bibi Satwinder Kaur Dhaliwal
5. Shri Manjit Singh Rai
6. Shri Gurcharan Singh Channi
7. Bibi Jagir Kaur
8. Shri Bhag Singh Mallah
9. Shri N.K. Sharma
10. Shri T S Raita
11. Shri Harmeet Singh
12. Shri Madan Mohan Mittal
13. Shri Gobind Singh Longowal



*Chairpesons of the District Planning Committees during the conference*

Shri B C Gupta, IAS, Principal Secretary, Cooperation, Government of Punjab made a presentation on his experiment in contribution by Panchayats in development during his tenure as Deputy Commissioner, Sangrur.

**Deputy Commissioners/ADCs**

1. Shri Arshdeep Singh Thind
2. Shri Vijay N Zade
3. Shri Yashvir Mahajan
4. Shri Basant Garg
5. Shri Prithi Chand
6. Shri. Harminder Singh
7. Shri Raj Kamal Chaudhri
8. Shri Rahul Tiwari
9. Shri Kumar Rahul
10. Ms. Tanu Kashyap
11. Shri Arunjit Singh Miglani
12. Ms. Shruti Singh,
13. Shri Khushi Ram



*Deputy Commissioners during the conference*

**Future Plans**

1. The Institute would prepare a Training Manual for the District Planning Committees.
2. The Institute would also prepare a proto-type district plan of four districts - Bathinda, Kapurthala, Fatehgarh Sahib and Hoshiarpur.
3. A micro-spatial plan for the Legislative Constituency of Mohali (S.A.S Nagar) would also be developed as a sample.
4. Bi-annual conference of the DPCs would be organized by the Institute.

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