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“शिक्षा मानव को बन्धनों से मुक्त करती है और आज के युग में तो यह लोकतंत्र की भावना का आधार भी है। जन्म तथा अन्य कारणों से उत्पन्न जाति एवं वर्गगत विषमताओं को दूर करते हुए मनुष्य को इन सबसे ऊपर उठाती है।”

-इन्दिरा गांधी

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*“Education is a liberating force, and in our age it is also a democratising force, cutting across the barriers of caste and class, smoothing out inequalities imposed by birth and other circumstances.”*

-Indira Gandhi

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Block

# 2

## SECTORAL PLANNING

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## **BLOCK 2    SECTORAL PLANNING**

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### **Block Introduction**

This is the 2<sup>nd</sup> Block on 'Sectoral Planning' of course-2. It consists of four units in all. The **Unit-1** deals with 'Sectoral and Spatial Planning'. Starting with the concept of local planning and its objectives, the unit is expected to discuss how a sectoral plan has to be analysed and the various steps involved and their integration in a spatial context. Since in decentralized planning one has to work out specific methodology for each sector of development, the unit will outline an illustrative methodology relevant for decentralization in the agricultural and educational sectors. It then moves to spatial planning, its concept & Strategy and finally discusses methodology, technology and procedures of Spatial Planning achieved at each level.

The **Unit 2** on 'Sectoral Programmes under XIth Schedule deals with the implications of Article 243 and 29 subjects included under this article. The unit focuses on production, social services and welfare, objectives and phases of sectoral planning & programmes, and how panchayats help in making sectoral planning need based.

The **Unit 3** on 'Making Panchayats the Focal Point of Coordination' will trace the evolution of making panchayats the focal point of development through pre-British and British period and then will relate it to post-independence period. It will also discuss briefly 73<sup>rd</sup> Constitutional Amendment and its major features. Under the new dispensation of the Panchayati Raj, coordination of the various agencies is expected to occur at the level of each tier, the unit will specifically make agricultural sector an example to explain significance of coordination including spatial coordination and coordination of centrally sponsored schemes (CSS).

The 4<sup>th</sup> and last **Unit** of this block is very brief and its main focus will be integration with local level plans. It also throws light on importance of integration in centrally sponsored schemes which if planned independently are not expected to have the desired impact. The preparation of 'District Panchayat Plan' will then receive the attention, keeping in view that DPC is mandated to consolidate the plans prepared by the panchayats and the municipalities.

We hope that you will enjoy going through this block and that your knowledge will be enriched with respect to Sectoral Planning and need for integration.

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# UNIT 1    SECTORAL AND SPATIAL PLANNING

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## Structure

- 1.0 Objectives
- 1.1 Introduction
- 1.2 The Concept of Local Level Planning
- 1.3 Sectoral Planning
- 1.4 Decentralization in the Agriculture Sector
- 1.5 Steps for Decentralized Agriculture Development Planning
- 1.6 Key Dimensions of a Decentralized Agricultural Planning System
- 1.7 Planning for Education
  - 1.7.1 Situation Analysis
- 1.8 Objectives of the Local Plan
  - 1.8.1 Enrolment
  - 1.8.2 Dropout Rate
- 1.9 Outline of Educational Planning
- 1.10 Co-ordination in Planning and Implementation of Programmes
- 1.11 Integration with Local Level Plans
- 1.12 Spatial Planning or Area Planning: Concept and Strategy
- 1.13 Spatial Plan: Elements and Components
- 1.14 Methodology, Technology and Procedures of Spatial Planning
- 1.15 Let Us Sum Up
- 1.16 References and Further Readings
- 1.17 Check Your Progress – Possible Solutions/Answers

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## 1.0 OBJECTIVES

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After studying this unit, you shall be able to:

- describe the concept of local level planning;
- explain the steps to be taken for decentralized planning;
- outline main components of educational planning;
- discuss coordination and integration with local level plans; and
- analyse elements and components of spatial plan.

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## 1.1 INTRODUCTION

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Let us start by defining a 'sector'. Sector refers to the various economic activities related to production, services and welfare. From the first Five Year Plan the

primary focus of planning has been on the various sectors such as agriculture, industry, health, education and so on. Even Ministries at the Central and State levels are fashioned on these lines. Quite often it is forgotten that these activities happen in a spatial context. Spatial Planning is closely related to sectoral planning. This is more so at the decentralized or bottom up planning level. Following the 73<sup>rd</sup> /74<sup>th</sup> Amendment it is being increasingly justified that spatial justice is as important as social justice in planning, since a large country can not be planned as a single spatial entity.

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## 1.2 THE CONCEPT OF LOCAL LEVEL PLANNING

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Now we may explain the concept of local planning. It means disaggregated planning within a defined locality. Local planning occurs in space such as district, block, village and household. In this classification, the degree of local participation is more feasible and evident at village level where the community closely interacts among themselves. Also, people can initiate projects. Such efforts will be self-organizing and self sustaining. Here the type of planning we may associate with each group may be referred as development from below (district and block) and development from within (grassroots level or village level). One of the objectives of local level planning is to make each household a viable economic unit. In this sense local planning comprises the individual. The range of planning functions at the local level of any country may be determined by the size of the local area and the existing structure of local and development administration in the area and the goals set out to be achieved at each level.

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## 1.3 SECTORAL PLANNING

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The tradition in India's Five Year Plans since the First Plan has been one of sectoral planning and allocations based on that. Even Ministries are created sector-wise such as that for agriculture, transport, industry, health, education and so on. One of the major tasks of sectoral planning in the context of decentralization is to dovetail sectoral planning on a spatial and disaggregated level and basis.

A sector comprises several activities and sub activities. What activity is relevant for a particular level is crucial in sectoral planning. For example, a nursery school or primary school may be relevant at a village panchayat level whereas a higher secondary school may be relevant only at the block district level. Similarly, a major irrigation project is relevant at a state level, whereas a minor irrigation project may be needed true only at the block or village level. The cardinal principle in this division of activity is governed by the principle of subsidiarity. In simple terms this means what can be done best at a particular level shall be done at that level and not at a higher level.

The sectoral planning process comes as an important phase of decentralized planning, prior to the stage of spatial planning. Planning for any sectoral activity at different levels implies taking decisions appropriate to each level for future action with a view to achieving pre-determined objectives through the optimum use of resources. It involves the studies and planning of different economic activities and infrastructure, social services and support programmes for the development of social and economic activities.

Although inter sectoral planning and coordination are important, in India each sector is planned separately. The one sector's development requirement and its economic and social significance are different from that of the other. Obviously the needs, demands, type of projects and programmes of agriculture cannot be the same for an educational or a health sector. In this respect each sector has a vertical planning dimension. The key areas of each sector can be identified and the causes and effects of present performance can also be easily identified and evaluated. On the basis of the sectoral analysis, planning process of different sectors can be integrated. This helps the region to go ahead with an internally consistent and delivering system of bottom up planning.

In sectoral planning one has to identify the key sectors of the development economy for the areas in question like agriculture, irrigation, animal husbandry, industry, health, education etc. A clear cut analysis of developmental factors, both exogenous to the region and endogenous with reference to local effort are to be made. Both quantitative and qualitative techniques should be used for analyzing the developmental questions of each sector. The coverage of programmes, financial outlays, inputs, outputs, targets, physical achievements and problems and constraints for development in key sectors are also to be identified. The sector-wise analysis studies of the economic activities and infrastructure the social services and other facilities and support programmes for the development of social and economic activities are made. This analysis helps to outline the present levels of development and identify the lacks, gaps and mismatches, inputs required to achieve certain standards of production to realize minimum level of quality of life and to reach basic standards of living. It also helps to understand the sectoral opportunities, like resource endowments, income and employment and the like. These are vital in formulating the development approach relevant to the area under study. A basic approach that helps to visualize the scheme of planning with reference to situation analysis, context analysis, development factors and spatial analysis is outlined in Table 1. This table sums up the way a sectoral plan has to be analysed, the various steps involved and their integration in a spatial context.

The sectoral planning invariably requires administrative decentralization in each sector of activity. Administrative decentralization in each sector is a major structural reform. Because of this complexity it is best implemented in stages over a specified period of time, as responsibilities and capabilities of staff get built up and realigned, and the staff members get accustomed to new procedures. In short, sectoral decentralization implies: (a) structural change (b) procedural changes and improvements (c) enhancement of skills among the field staff for administering decentralized citizen's activities and (d) a system of incentives and rewards to encourage successful performances.

For decentralized planning we have to work out specific methodology for each sector of development. In what follows we may outline an illustrative methodology relevant for decentralization in the agricultural and educational sectors. The agricultural sectoral aspects are explained in a general way where as the educational sector planning is presented in a more specific manner and as relevant to a village panchayat. (See sections A and B, below).

Table 1.1: Characteristics of Area/District Analysis

<i>Components</i>	<i>Situation Analysis</i>	<i>Context Analysis</i>	<i>Sectoral Analysis of Development Factors</i>	<i>Spatial Analysis</i>
Basis of Classification	Natural Factor Endowments (Static Endogenous Factors)	Endogenous Factors (Dynamic)	Exogenous Through National Policies. Induced through Regional Interaction Endogenous through Local Effort	Local Factors; Development Factors
Techniques	Qualitative Quantitative	Quantitative Qualitative	Quantitative Qualitative	Quantitative qualitative
Coverage	Geographical Location	Land Resources Water Resources	Programmes, Financial, Outlays, Inputs, Outputs, Targets, Physical Achievements and Problems, etc.	Settlement Hierarchy
Coverage	Physiography, Climate Biological Resources Geology Minerals	Human Resources – Demography Socio-cultural; Economic Characteristics of the Area (District); and the Population	Constraints for Development in Key Sectors: Agriculture, Irrigation, Animal, Husbandry Industry, Health, Education	Vertical and Horizontal Linkages; Convergence of Services. Locational Decisions
Output	A General Idea of the Factor Endowments of the District; Intra-district disparities; Division into Homogeneous Sub-Regions e.g. Agro-Climatic Zones	Understanding of Levels of Development (Intra-District Disparities) Potentials and Constraints to development Identification of Lead sector(s) Formulation of goals	Understanding of Level of Development (Intra-District Disparities) Outputs Potentials and Constraints Sectoral Objectives and Sub-objectives Strategy Options	Existing Level of Development in Infrastructural Facilities and Social Services; Gaps in Spatial Coverage Identification of a network of Rural Service Centres and Promotion of Growth centres.

Source: K.V. Sundaram 1997 – Decentralized Multi level Planning-Principles & Practice

## 1.4 DECENTRALIZATION IN THE AGRICULTURE SECTOR

Basically agricultural activity is a highly decentralized process. Various factors are to be taken together while we formulate an agricultural plan for a country. Matters

like temperature, rainfall, humidity, soil and water resources, drainage, topography, the type of crops and livestock production prices of input and output and so on relevant to a region also will have to be taken into account.

In a complex sector like agriculture, the central government cannot try to do everything. There is need to decentralize many functions to other entities and the centre should concentrate on supporting them to perform well. At the central level you can evolve a sound agricultural policy that may outline the broad ranging contours from crop planning to price stabilization. But the choice of seeds, the method of cultivation, the timing of watering and so on are all micro or local decisions.

For agricultural development to be effective, many different forms of decentralization may be used. Several sub activities such as crop production, watershed planning, irrigation, extension services, research, marketing functions, credit, land use, tenure and water rights, rural infrastructure including roads and so on may have to be integrated.

The decentralized approach towards agricultural development requires the presence of well-coordinated and viable organizational structure. The organizational structure for agricultural development will be unique for each country. It is mainly dependent upon the planning system designed for the country. In an ideal planning system, the plans that are prepared at different spatial levels – national, state, district, sub-district, village – will dovetail into each other and get integrated into the overall national planning process and the annual budget cycle.

A systematic multi level planning for agricultural development is a tool for rational state direction and co-ordination of the various groups and institutions engaged in agriculture. Introducing a multi level system of planning for the agricultural sector would mean decentralizing its organization as well as planning and development processes and maximizing the participation of private sector groups. In this context, planning for specifically demarcated functions becomes a serious exercise undertaken at each level with the people's participation. Here comes the task of demarcation of functions at different spatial levels.

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## **1.5 STEPS FOR DECENTRALIZED AGRICULTURE DEVELOPMENT PLANNING**

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We may now spell out the steps in the planning of the agricultural sector. Decentralized Agriculture Development Planning consists of various steps at the sub national levels:

- (i) Review of national objectives
- (ii) Formulation of sub national level objectives
- (iii) Overview of physical and social features
- (iv) Analysis of agricultural situation
- (v) Evaluation of on-going programmes
- (vi) Analysis of food supply and demand situation
- (vii) Production feasibility: Analysis of constraints and potentials
- (viii) Formulation of strategies and policies

- (ix) Target setting and
- (x) Formulation of programmes and projects

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## 1.6 KEY DIMENSIONS OF A DECENTRALIZED AGRICULTURAL PLANNING SYSTEM

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There are four key dimensions of agricultural development:

- organizational structure for planning and development administration;
- planning process organized as a two-way interactive process;
- organization of agri-support delivery systems; and
- reach of benefits to the bypassed groups in society, especially small farmers and women farmers.

In addition to the extension services there are other major services involved in the provision of agricultural support delivery systems:

- (i) provision of agricultural input – seeds, fertilizers, pesticides;
- (ii) provision of credit;
- (iii) provision of storage and warehousing; and
- (iv) provision of marketing.

The way in which these four services/aspects are integrated crop-wise and area level wise forms the key to sectoral planning in agriculture.

### Check Your Progress I

*Note: a) Write your answer in the space provided.*

*b) Check your answer with the possible answer provided at the end of the unit.*

- 1) Explain principle of subsidiarity, which govern division of activities in sectoral planning.

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- 2) Name key dimensions of agricultural planning system.

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## 1.7 PLANNING FOR EDUCATION

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Education is another important area which helps the village poor to become independent and strong. Lack of education makes them ignorant and weak. Education is usually thought to be a luxury. Poor people think that their children cannot get good education because it is meant for the children of the rich. Even if the children go to school, within a year or two they stop going there because of many reasons. Girl children are the worst sufferers. Our customs and traditions discourage the girls from getting educated. All these work against the interest of the village poor. If we plan carefully at the village level, it is possible to give the children of every village in the country a good quality education. When they get good education, they will be second to none. Let us now discuss how to plan for education at the local level.

### 1.7.1 Situation Analysis

Here too, we have to start from a situation analysis. Data with regard to literacy, availability and accessibility of educational facilities, enrolment, dropouts, the educational attainment of different age and sex groups of children, etc., are needed. The Census and school records are important sources to get this data. If any relevant information is missing from the records, the Panchayats with the help of voluntary agencies including the teachers of existing schools should collect it from each family. Only primary and secondary schools fall within the purview of village local governments. Higher Secondary schools fall under the functional domain of blocks and district panchayats. University level education falls outside functional jurisdiction of panchayats. And so, you have to think only about the primary and the secondary education of the village children.

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## 1.8 OBJECTIVES OF THE LOCAL PLAN

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The objectives of the local educational plan have to be related to the national objectives. The national objective of providing universal compulsory education to all children in the age group 6-14 has not yet been realized. One of the important tasks facing the panchayats is to speed up the process of realizing this objective within a short time. At the same time a large number of adults in the villages are illiterate and you may see the need for promoting an adult literacy programme on a time bound basis. You should have specific targets of say 100 per cent enrolment in the age group 6-14 years within the next 5 years. Similarly, 100 per cent coverage of adults in the age group 15-35 years within 5 years through non-formal education can be fixed. The total literacy programme in Kerala, Tamil Nadu, West Bengal and other states are good examples of this kind.

### 1.8.1 Enrolment

The situation analysis will help to identify the gaps and deficiencies, in terms of infrastructural facilities at the local area level. Some comparison with district and state level will be needed. Comparison should relate to male and female literacy rate, accessibility of schools, enrolment, student-teacher ratio and capacity. The accessibility of primary schools should be assessed village wise through local surveys. Compare your local area situation with the position of your district. Then compare it with the best district and the state. Enrolment per 100 school age

population could be used as indicator to make such a comparison. The enrolment and dropouts will tell you more about your local situation. Drop out refers to children who leave the school without completing it. If your area is very backward, the children usually do not feel the urge to go to school. This may be because of socio-economic reasons. Panchayats must know the real picture for purposes of planned action.

### 1.8.2 Dropout Rate

A study of the dropout rate is important in educational planning. How many students who enroll at the first standard complete the primary stage and how many who enter the secondary school complete their school education? A high drop out rate is a major wastage of resource. It is very important to find out the causes leading to this. Suppose the village panchayat conducts a survey and finds that due to poverty the children have to work to supplement the family income, or to stay back as baby sitters. Suppose it also shows that there is discrimination against the education of the girl child. These findings tell you that you have to go for a new policy and project proposals.

- You may introduce mid-day meal programme in schools.
- you may plan for improving the earning capacity of parents.
- You may educate the people not to discriminate against the girl child.

All these would mean change of policies and schemes. Some projects have to be taken up at the local level and some others at the block or district panchayat and state levels. Because sectoral programmes cannot be independent of overall planning for the state or the country.

Two other things are needed for local education planning: **The teacher student ratio and capacity.** The number of students divided by the number of teachers gives the teacher student ratio. Similarly the space available per student may be taken as an indication of the spatial capacity of the school. Accepted standards of teacher-student ratio and physical facilities will have to be used to compare and find out the gaps and requirements.

Let us look at some examples. Suppose the accepted norm for a primary school is to teach 25 children. But your village school puts 50 children in one class and there is only one teacher for that class. If we follow the norm, then, we need one more teacher. Similarly, a school which has space and other facilities to admit 200 students will become congested if we put 400 students in it. Such inadequate arrangements will bring down the quality of education. Teachers and students will be unhappy and they will not get encouragement for teaching or learning.

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## 1.9 OUTLINE OF EDUCATIONAL PLANNING

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Now we may examine the broad outline of educational planning at the local level. The first step is to find out the gaps in primary school facilities for the village population. Examine how many are enrolled in the age group 6-14 for boys and girls separately, and how many have not joined the school at all. Compare the data with the best district average, and also of the state to see where the village panchayat stands. If the various averages show that your

area is far below your district average and very much below the best district, it may be difficult to catch up immediately. But you have to do something to improve the situation depending on the funds available. The Zilla Parishad (District Panchayat) in consultation with your village panchayat can arrive at a five year plan allocation to improve education in your area. Sometimes a village panchayat may be able to solve the problem on its own or with the assistance of non-government organizations, or some philanthropic business firm and so on. But these are exceptions rather than the rules.

Do you know that India is far below most of the African countries with regard to literacy attainment? It is a challenge before the local government as well as that of State and the Central Government. But we can face the challenge, if we plan our activities properly. If Kerala has been able to achieve near 100 per cent literacy, why not other states? People are likely to contribute in terms of labour, cash and other resources in this great task. But they have to be motivated on the basis of well thought out action plans. This is the challenge of grass root democracy in India.

After the illustrative case we shall try to outline the problem of coordination.

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## 1.10 CO-ORDINATION IN PLANNING AND IMPLEMENTATION OF PROGRAMMES

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One important problem of sectoral planning is coordination. Coordination is more important at the stage of implementation. The problem of coordination arises because of the large number of line departments such as departments of agriculture, animal husbandry, irrigation and so on, who are used to working independent of one another. If right hand does not know what the left hand does, is it not a tragedy? Look at the plight of a poor farmer for whom many departments are supposed to work. He wants his soil to be tested. He needs quality seeds, fertilizers, irrigation, credit etc., all at a particular time. The season does not wait or behave according to the whims of the departments. A lot of inefficiency has to be remedied through proper coordination in planning and implementation of programmes and projects. The officials concerned must understand this. So also the people's representatives.

Decentralised planning will become meaningful and democracy will work at the local level only when coordination among the different departments is assured. Sectoral Planning for agriculture, education or for any other will be successful only if there is coordination of activities at every stage. Panchayats must try to ensure this coordination while implementing the projects.

**How can we achieve this?** Planning has to be done by a single body in consultation with departments. District level is an ideal level of local development. Priorities and strategies are laid down for the plan of action for the whole district at this stage. The various departments will have the responsibility for the implementation of their sectoral programmes. The village panchayat can help, in facilitating the coordination both in planning as well as in implementation. The district planning body can do a good job under the supervision of the elected Zilla Parishad. As per Article 243ZD District Planning Committees are expected to consolidate Sub-district Plans and prepare draft district development plans. Zilla Parishads can set up Standing Committees or Working Groups for different

sectors in which departmental heads are associated. They will help in the process of planning as well as implementation. They can also help significantly in the exercise of planning and coordination. The plan/schemes allocation and utilization of funds must be displayed for public understanding regularly.

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## 1.11 INTEGRATION WITH LOCAL LEVEL PLANS

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Integration simply means joining the plans at various levels. But this is to be seen as a device to achieve something which will help the people to improve their living. This integration has to be achieved at the stage of planning itself. When schemes are formulated at district, block, village and households level, you have to see whether the plan will meet the demands of the people at all these levels. Let us see how this can be done.

The village panchayats submit plans to the block panchayats and they in turn submit the plans to the district panchayat or Zilla Parishad. The concept of multilevel planning comes into effect at this state. The district plan is the meeting point of national and state development policies as well as village level needs. In future, the most important role of the panchayat system will be to facilitate the integration of planning in a purposeful way. Viable schemes have to be prepared with the help of planning bodies to get funding from banks. Viable or bankable project is one which can generate income to repay the loan taken. In addition to government funds, funds from banks are also necessary. Otherwise the plan size will be small. But government and banks will finance only good projects which integrate plans at different levels.

Integration is needed to take care of all linkages involved. Let us look at this example. Suppose the farmers of your area come and report to you that the yield from paddy or wheat has been going down in spite of heavy manuring. This problem has to be investigated. You invite a team of experts from district level for investigation. They analyse the soil and study the practice of manuring, pests problem, type of seeds used etc. The experts may suggest taking up a new project. The new project may involve families at all the levels, because the farmers of your area may have to change their pattern of cultivation. You may have to take up many such cases of integrated approach, planning and action. No single department will be able to do the work. Many related departments must work together with understanding and cooperation. It is here that the role of a planning body at the district level assumes greater importance. The success of planning at the local level in the future is going to depend on the strength and ability of the local government system and the district planning committees.

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## 1.12 SPATIAL PLANNING OR AREA PLANNING: CONCEPT AND STRATEGY

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From sectoral planning we may move to spatial planning. We have already noted that in India, the five-year plans have been dominated by sectoral approach to planning. Spatial development has so far played a negligible part in our planning process, prior to the introduction of decentralized planning. The process of spatial planning has been neglected in spite of the emergence of increasing regional

imbalances, both inter-state and intra-state and their recognition by the planners and the government. Inherent in the concept of multi level planning is spatial planning. The lower the level for planning, the more spatial development oriented a plan ought to be. In such a plan, the question, 'Where?' stands out prominently. It is not enough to say how much is the investment needed in what sector to meet certain goals. Equally important is the question where the investments are to be located, becomes a crucial issue. Hence a discussion on spatial and sectoral planning becomes significant.

Planning and development on a decentralized basis is almost inescapable in a country like India, with its vast size and natural resources, distributed unevenly among the states and districts. The term 'area' with reference to a particular country would mean any segment of sub national space. It can be a region with maximum distinctiveness, or it may be any identifiable space. For the planning purpose, the area should be a viable entity and can be judged in terms of geographical size, population or natural resources.

Spatial Planning, like any other planning has its own conceptual frame and development strategy, the details of which are determined largely by the country's situation, its socio-political climate and its development setting and strategy. The basic tasks underlying a spatial planning in developing countries differ from that of the developed countries. For instance, in India, the basic tasks are initiating new resource development, preparing the people for shouldering the developmental tasks and channeling scarce resources, over an area to achieve increased employment and productivity as well as distributive justice.

Spatial planning is essentially an attempt to strike harmony in relations between three elements: area (place), people and work (employment and economy). Each one of these elements has its own set of constraints. Place or area has its constraints in the quantity, quality including skills, as well as the social and attitudinal factors, work or employment. Similarly an economy has its constraints in the quantum and quality of utilizable resources. Some other constraints like lack of skills and technology and lack of financial resources for development are also important. At the same time, this type of planning has to confront with certain conflicting goals. e.g.: efficiency vs equity, long term growth vs short term benefits. Thus the spatial planning involves the process of arriving at such an optimal solution that people and work are organized, in space with maximum mutual benefits and minimum mutual conflicts.

Spatial planning for any country must evolve its own concept and strategy making certain unique and indigenous features that will be in tune with its problems, needs, perceptions and value systems. In the Indian context, the concept and strategy of spatial planning emphasizes a certain amount of selection (i.e.; prioritization), reduction (i.e.; less complexity in techniques as well as technology) and focus (i.e.; concentration and deep thrust in the selected spheres of development activity) as the corner stones in the planning strategy. In other words, we may adopt selective development strategies. This implies selection between regions, areas, cities and villages; between various sub-branches of economy; between institutions; enterprises; families; individuals; and between short and long run periods of planning and so forth.

### 1.13 SPATIAL PLAN: ELEMENTS AND COMPONENTS

The spatial plan must reflect the problems and potentialities of the area and of its people. Thus, an area plan must lay adequate emphasis on people, considered both as the object and subject of planning. At the same time it is said that an area development plan leads only to 'place prosperity' and not to 'people's prosperity'. Hence in that type of area planning, individual has to become the major reference point. The plan must be informed by a 'Target-group' approach and must include in its programme contents, certain special group oriented schemes addressed to the weaker sections of society. An important component of the area plan must attempt the utilization of the manpower resources in an area on a rational basis and should plan for employment-oriented plans matching the skills available in the area. Thus employment and manpower planning must form an essential and inseparable component of an area development programme in developing countries. Similarly, in spatial planning, the location, intensity and direction of the initial trigger to development process is of great importance. Thus, they become points having some 'ignition potentials', which when developed would become growth centres. The spatial coordination of investments is an important aspect in micro level planning, as it becomes a means of tying up the various development programmes. There are two dimensions in the area development planning:

- 1) Promoting location specific economic activities i.e. those which perform most efficiently in a particular location on account of external and other economies help in increasing the aggregate income of the area.
- 2) Providing certain economic and social services which bring distributive justice in the area (i.e. the basic minimum needs defined for an area must be provided that they are accessible to the local population at convenient points.)

Thus, the spatial plan in the Indian context, incorporates the following special ingredients:

- An employment programme including manpower planning and budgeting
- Special group oriented programme for specific target groups in the area
- A plan for the development of the growth centres
- A basic minimum needs programme and service centre hierarchy plan

### 1.14 METHODOLOGY, TECHNOLOGY AND PROCEDURES OF SPATIAL PLANNING

Area planning should be designed as pragmatic, realistic, simple and well suited to the particular development setting. It calls forth an action-oriented approach. Such an approach would mean starting with concentration on the more conspicuous problem areas and then adopting a well-considered gradual expansion of sphere of enquiry and intervention of planning. A basic aspect of action orientation is that the plan will contain some applicable projects in which action can start immediately and others in varying degrees of maturity-some at the level of proven feasibility, others on pre-feasibility level, and still a few are just project ideas. In the action oriented approach, implementation and planning become

integrated components of a single ongoing process. Thus, it becomes a highly flexible approach. The spatial planning allows the programmes to evolve in scope through time, cuts down a substantial time lag between planning and implementation and thus ensures a speedy method of conferring the benefits of planning to the people of a developing country.

One important merit of this planning is that the participation of the people gets built into it even at an early phase viz., that of goal analysis, assessment of the felt needs of the people and so on. This action-oriented area planning would be based on the principles of selection (key sectors and programmes) and integration (support programmes or projects). e.g. the Assam Hill Area Plan; where the key programme is the weaning away of Jhumias from shifting cultivation and rehabilitating them in plantations of rubber and coffee – other programmes such as soil conservation, minor irrigation, afforestation, provision of agricultural inputs and extension service as support projects.

In short, spatial planning is a systematized, iterative search process for key projects in the development of area and to this key programme certain essential elements are tailored to bring some positive benefits to the people, particularly to the weakest section among them.

The identification of concrete projects and the elaboration of an integrated area development programme (IADP) incorporating the additional ingredients mentioned above, would help us to outline a logical sequence of planning steps. Table 1.2 presents a schematic account of the basic phases and steps in integrated area development programmes.

**Table 1.2: A Schematic account of the phases and steps in Area Planning**

<i>Phases</i>	<i>Steps</i>
1. Delineation of the area	Delineation
2. Area Analysis	Resource inventory, Socio Economic Bench Mark Survey
3. Strategy formulation	Identification of goals, Development Strategy
4. Sector and project analysis	Selection of key sectors. Identification of key projects. Identification of support projects
5. Elaboration of IADP	The elaboration of a package economic programme based on analysis in (4) above Employment and Manpower Planning & Budgeting Special group-oriented programmes for target groups The Minimum Needs Programme. Spatial Planning

*Source: R.P. Misra & K.V. Sundaram 1980 –Multi level Planning & Integrated Rural Development in India*

The introduction of area planning and its effective implementation necessitate concomitant administrative changes including setting up or adaptation of suitable institutional structures, endowing them with adequate powers of responsibilities, spatial budgeting, personnel arrangements etc.

Today following the launching of the decentralized planning regime (73rd & 74th constitutional amendments) there is a shift of emphasis towards linking sectoral and spatial planning by making use of the institutional structures established under these amendments. It is here that District plans can play a role. Article 243ZD is the constitutional mandate for achieving this task.

**Check Your Progress II**

*Note: a) Write your answer in the space provided.*

*b) Check your answer with the possible answer provided at the end of the unit.*

- 1) What is the importance of situation analysis and what type of comparisons should be kept in mind while planning for education?

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- 2) What do you understand by integration and at what level it should be incorporated?

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- 3) What are the special ingredients to be incorporated in the spatial plan?

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**1.15 LET US SUM UP**

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In this unit on sectoral and spatial planning, we explained to you the concept of local planning and its objectives. We then discussed sectoral planning process as an important phase of decentralized planning prior to the stage of spatial planning, the way a sectoral plan has to be analysed and the various steps involved and their integration in a spatial context.

Since in decentralized planning one has to work out specific methodology for each sector of development we then outlined an illustrative methodology relevant for decentralization in the agricultural and educational sectors. The agricultural sectoral aspects were explained in a general way where as the educational sector planning was presented in a more specific manner and as relevant to a village panchayat. We spelled out the steps in the planning of the agricultural sector and also described four key dimensions of agricultural development. Under planning for education, we discussed situation analysis, objectives of local educational plan and how important it is to relate it to the national objectives. An outline of an educational plan was then followed by co-ordination in planning and Implementation of programmes and its integration with Local Level Plans. We then moved to spatial planning its concept & Strategy. Finally we discussed Methodology, Technology and Procedures of Spatial Planning. In this way we learnt about sectoral and spatial planning and also realized that a range of planning functions at the local level could be determined by the size of the local area and the existing structure of local and development administration in the area and the goals set out to be achieved at each level.

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## 1.16 REFERENCES AND FURTHER READINGS

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## 1.17 CHECK YOUR PROGRESS – POSSIBLE SOLUTIONS/ANSWERS

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### Check Your Progress I

- 1) A sector comprises several activities and sub activities. What activity is relevant for a particular level is crucial in sectoral planning. In simple terms this means what can be done best at a particular level shall be done at that level and not at a higher level.
- 2) There are four key dimensions of agricultural planning system. These are:
  - Organizational structure for planning and development administration;
  - Planning process organized as a two-way interactive process;
  - Organization of agri-support delivery systems; and
  - Reach of benefits to the bypassed groups in society, especially small farmers and women farmers.

### Check Your Progress II

- 1) The situation analysis helps us to identify the gaps and deficiencies, in terms of infrastructural facilities at the local area level. Some comparison with district and state level have to be kept in mind. These comparisons relate to male and female literacy rate, accessibility of schools, enrolment, student-teacher ratio and capacity.
- 2) Integration means joining the plans at various levels. This integration has to be achieved at the stage of planning itself. When schemes are formulated at district, block, village and households level, one has to keep in view that the plan will meet the demands of the people at all these levels.
- 3) These include the following:
  - An employment programme including manpower planning and budgeting
  - Special group oriented programme for specific target groups in the area.
  - A plan for the development of the growth centres.A basic minimum needs programme and service centre hierarchy plan.

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## UNIT 2    **SECTORAL PROGRAMMES** **UNDER THE XI<sup>th</sup> SCHEDULE**

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### **Structure**

- 2.0 Objectives
- 2.1 Introduction
  - 2.1.1 Article 243 G
- 2.2 From Sectoral Programmes to Sectoral Planning
  - 2.2.1 XIth Schedule (243G)- 29 Subjects
- 2.3 Sectoral Planning and Programmes: Objectives and Phases
  - 2.3.1 Phases of Sectoral Programmes
  - 2.3.2 Formation of Working Groups and Sectoral Programmes
- 2.4 Consolidation of Sectoral Programmes of Panchayat by District Planning Committee
  - 2.4.1 Spatial Integration
  - 2.4.2 Sectoral Integration
  - 2.4.3 Cross Sectoral Integration
  - 2.4.4 Vertical Integration
  - 2.4.5 Integration of Resources
- 2.5 Health Sector
  - 2.5.1 Analysis of the Health Status
  - 2.5.2 Gaps, Lacks and Mismatches
  - 2.5.3 Use of Existing Facilities
- 2.6 Formulation of Health Plan/Programmes
- 2.7 Planning for Integrated Waste Treatment
- 2.8. Let Us Sum Up
- 2.9 References and Further Readings
- 2.10 Check your progress – Possible Solutions/Answers

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### **2.0 OBJECTIVES**

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After working through this unit, you should be able to:

- describe the implications of Article 243G for sectoral planning;
- list subjects relevant to the PRIs added as XIth Schedule to the constitution;
- explain the process of consolidation of Sectoral Programmes of Panchayat by District Planning Committee; and
- appreciate the importance of analysis of the health status for formulation of Health Plan.

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## 2.1 INTRODUCTION

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Originally the Indian constitution envisaged a two tier federation comprising the states and the union or central government. The functional allocation between the two tiers is given under the VII<sup>th</sup> schedule and consists of the union list, state list and the concurrent list. The Local government comes under the state list. The term panchayat does not even figure in this list. It appears as part of the Directive Principles of State Policy under Article 40 which says "The State shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government." It is the 73<sup>rd</sup>/74<sup>th</sup> Constitutional Amendment that gave the Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs) the much needed constitutional status. An illustrative list of subjects relevant to the PRIs is now added as XI<sup>th</sup> Schedule to the constitution. This unit is concerned with the sectoral programmes under this schedule which come as part of Article 243 G.

### 2.1.1 Article 243 G

To put the study of this unit in proper perspective, it is important to cite Article 243 G as it is:

"Subject to the provisions of this constitution, the Legislature of a State, by law, endow the panchayats with such powers as may be necessary to enable them to function as institutions of self-government and such law may contain provisions for the devolution of powers and responsibilities upon panchayats at the appropriate level, subject to such conditions as may be specified therein, with respect to:-

- (a) the preparation of plans for economic development and social justice
- (b) the implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to the matters listed in the Eleventh Schedule."

The implications of Article 243G which follow from this may now be mentioned: One, the PRIs should work towards the creation of institutions of self-government. This means autonomy in the subjects or functions assigned to them. Two, the PRIs should prepare plans for economic development and social justice and implement them.

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## 2.2 FROM SECTORAL PROGRAMMES TO SECTORAL PLANNING

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At village level, people face several economic and social problems. In every day life you encounter several inadequacies and service deficits. A village may not have good hospitals/health centres, schools, link roads, and face umpteen problems related to agriculture in the village. Also most of the people may not have access to basic amenities like housing, drinking water, fuel, transport etc. In this context we have to plan in accordance with the felt needs of the community and implement schemes or projects for many such needs like, health, education, agriculture, roads, drinking water, housing etc. Compared to most other countries of the world, Indian constitution has created the unique institution of Gram Sabha which is the assembly of voters in a village. Ideally it is their preferences and

priorities that should inform and influence the decision-making with reference to the needs of the community. The planning of the PRIs should reflect this. That is precisely the reason why 243G mentions of planning for economic development and social justice and implement the programmes developed as part of it.

The Expert Group Report 2006 emphasizes the need for distinguishing the process of planning from sectoral programmes. To them, sectoral planning efforts at local level, for instance planning for health sector and education, ought to be formed as programmes. For every sectoral planning/programme we have to think seriously about the present status, the needs, evaluation of on-going programmes, the schemes and projects to fulfill the needs, the resources to implement the scheme and the ways of doing them.

### 2.2.1 The XI<sup>th</sup> Schedule (243G)- 29 Subjects

Article 243G emphasizes the broad objective of development and social justice at local level planning. The 29 broad subjects included under Article 243G focus on production, social services and welfare. These 29 subjects are broad aggregates. They do not have operational significance unless they are broken up into activities and sub activities. The principle of subsidiarity should govern this disaggregation exercise. This means what can be done best at a particular level should be done at that level and not at a higher level. More effectively the institutions that relate to the particular activities must be transferred to the appropriate panchayat, based on this foundational principle. Before we take this up, we may briefly review these 29 subjects.

The 29 subjects to be transferred as per XI<sup>th</sup> schedule under Article 243G are listed below:

1. Agriculture, including agricultural extension
2. Land improvement, implementation of land reforms, land consolidation and soil conservation.
3. Minor irrigation, water management and watershed development
4. Animal husbandry, dairying and poultry
5. Fisheries
6. Social forestry and farm forestry
7. Minor forest produce
8. Small scale industries, including food processing industries
9. Khadi, village and cottage industries
10. Rural housing
11. Drinking water
12. Fuel and fodder
13. Roads, culverts, bridges, ferries, waterways and other means of communication
14. Rural electrification, including distribution of electricity
15. Non-conventional energy sources
16. Poverty alleviation programme
17. Education including primary and secondary schools

18. Technical training and vocational education
19. Adult and non-formal education
20. Libraries
21. Cultural activities
22. Market and fairs
23. Health and sanitation, including hospitals, primary health centres and dispensaries
24. Family welfare
25. Women and child development
26. Social welfare, including welfare of the handicapped and mentally retarded
27. Welfare of the weaker sections and in particular, of the Scheduled Castes and Scheduled Tribes.
28. Public distribution system
29. Maintenance of community assets.

It is clear that these 29 items are more general than specific. For purposes of role clarity, in a multi tiered system you have to break them into activities and sub-activities as we have already noted.

The 29 subjects listed are more oriented to service, welfare and livelihoods than production. Even so there is an emphasis on production. For instance, subjects like agriculture, land improvement, minor irrigation, animal husbandry, fisheries, social forestry, small scale industries, Khadi & Cottage industries and rural housing belong to the productive sector, whereas subjects like poverty alleviation programme, adult and non-formal education, libraries, cultural activities, market and fairs, health and sanitation, family welfare, welfare of the weaker sections, public distribution system, maintenance of community assets, identify the importance of human development, social service and welfare.

While the 29 subjects and their disaggregation into activities and sub activities are important, the effectiveness of decentralised governance depends on the number of institutions (which are related to these activities but are currently under the various departments) transferred to the local bodies.

An illustrative list of institutions that can normally be transferred to gram panchayats is given below. One can prepare such a list of institutions relevant to the Block and District Panchayat. In the State of Kerala 12 subsidiary institutions are transferred to Gram Panchayat as per Article 243G. Unless and until there is a simultaneous transfer of the relevant institutions, decentralisation cannot make much headway. These are:

1. Krishi Bhavan (Agriculture Department)
2. Veterinary Hospital - Veterinary Dispensary and sub-centre (Animal Husbandry)
3. Dairy Development Office (Dairy Development Department)
4. Fisheries Sub-Inspector Office (Fisheries Department)
5. Rural Development Extension Office (Rural Development Department)
6. Day Care Centre, Anganwadis (Social Welfare Department)

7. Balavadis (Scheduled Caste Development Department)
8. Primary Health Department : Primary Health Centre and Sub-Centres (Health Department)
9. Ayurvedic Dispensary (Ayurveda Department)
10. Homeo Dispensary (Homeo Department)
11. Govt. Primary Schools (General Education Department)
12. Rural Public Works (Public Works Department)

The sectoral programmes for each subsidiary institution may be designed as per the felt needs of the community. The discussions and deliberations at gram sabha meetings help the departments / sectors and the village panchayats to identify the felt needs, regarding the various aspects of development, social service and welfare. That means an articulation of vision on programme setting and planning is required at each planning unit, such as each gram panchayat. For each panchayat the needs and potential of each sector are to be identified and then the attainable goals set. On the basis of these identified needs, each sector may chalk out programmes/projects which may suit the development and service requirement of people at large.

The sectoral planning / programme can be effectively implemented as and when the functionaries of these departments are transferred. Kerala is the only State that has transferred all institutions mentioned above to the gram panchayats. Even there, the functionaries are vertically controlled by their Departments at the State level. Transfer of funds and functionaries along with the functions still remains a problem all over the country.

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### **2.3 SECTORAL PLANNING AND PROGRAMMES: OBJECTIVES AND PHASES**

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As we have already pointed out the number of sectors depends on the disaggregated activities and the manner in which they are grouped or organized for sectoral administration and planning. Whatever the number, each programme should be identified with at least one of the broad objectives.

- Poverty alleviation and increase of employment opportunities
- Asset /Wealth creation
- Local economic development
- Conservation and sustenance of natural resource
- Improving the quality of services of basic service delivery systems
- Ensuring effective and efficient utilization of resources
- Reducing gender disparity
- Improvement of good governance

Along with these projects and programmes higher priority should be given to local needs/ requirements like:

- Watershed development
- Increase in food grains cultivation

- Increase in employment opportunities
- Ensuring the maximum utilization of existing productive assets
- Modernization of traditional industry
- Encouragement to the micro enterprises of poor house holds
- Poverty alleviation
- Rehabilitation of the destitute
- Job training and employment assurance
- Land/plot for homeless/BPL house holds
- Improvement of the functioning of pre-primary education centres
- Comprehensive development project for the fishing community and other outlier communities like tribals, scheduled tribes who have traditionally suffered several caste-class iniquities.
- Provision of drinking water and toilet facility for all educational institutions
- Assuring quality service delivery system in education and health sectors, solid waste management, drinking water, better marketing facilities,
- Rehabilitation of the landless and the homeless people.

### **2.3.1 Phases of Sectoral Programmes**

The sectoral planning and programme process involves the following phases.

- Situation Analysis
- Identification of gaps, lacks and constraints
- Evaluation of ongoing programmes
- Resource mobilization, sources of management
- Formulation of programmes/projects

Plan formulations at local levels are to be made not only within the national and state level objectives but also to achieve the local requirements and felt needs. The felt needs as we have already pointed out will have to be identified through a process of deliberations and consultations in the Gram Sabha. There should be proper integration of the local development interests with the national and state objectives. For this, scientific plan documents and suitable projects for each sector ought to be drawn up. People's involvement in plan formulation is a pre-requisite for the very success of participatory development process. Here the formation of working group for each well identified areas at the gram panchayat level helps in situation analysis, plan formulation, execution and monitoring.

### **2.3.2 Formation of Working Groups and Sectoral Programmes**

For the effective formulation and implementation of sectoral programmes / projects the lower tier of the local government namely gram panchayat can constitute working groups comprising officials, technical experts, financial experts, experienced service personnel and representatives of stakeholders. The sectoral programmes/projects are discussed in the general body of the working group which has adequate local people's representation. Constituting working groups is important and should be made mandatory. The sector and number of working groups may differ depending on the tier (District, Block and Village) and the

needs of the panchayats in question. An illustrative list of areas for which working groups could be constituted is given below:

- Watershed management (agriculture and allied sectors)
- Livestock, diary farming and allied sectors
- Local economic development
- Poverty alleviation
- SC/ST Development
- Development of Women and Children
- Health, Water supply and Sanitation
- Education
- Basic amenities
- Social Security

The respective working groups, after deliberation within the working group members, prepare the Development Report. On the basis of the sector-wise status report, each group should try to prepare the present status of the sector, problems, gaps, critical evaluation of past performance, possibilities, draft project proposals, beneficiaries/beneficial area and its selection norms, avenues of resource mobilization for each project, and the like.

Each project is to be designed in such a way that, its logic, inter linkages between sectors, things to be operated in one sector as well as in the other sectors, possibilities of integration, complementary and supplementary efforts to be taken by the local government concerned and so on will have to be well explained. Moreover, each working group has to ensure that at the end of the project implementation, the sector would achieve its declared objective. For example it is the responsibility of the Working Group on drinking water to ensure the availability of requisite quantity of water for the targeted households by planning and working out all the related aspects.

The consolidated project proposals of each sector are to be put together and be placed before the gram sabha / or the general body of the concerned local government. The group wise discussions of project proposals of different sectors will look into the need for the project, viability and relevance of the project, and the like.

The draft project proposals of the gram sabhas may be placed before a committee represented by members of Gram Panchayat, Block and District Panchayats. On the basis of the suggestions and directions, the core committee can prepare the Draft Plan Report emphasizing the development visions, development approach, development strategy and development priorities. This process could be helped by conducting development seminars at gram panchayat level. This draft can also be put before a committee of stakeholders. This process can be institutionalized by constituting Statutory Standing Committees at the level of each local government such as for development, infrastructure and finance. This will enhance the quality of democratic decentralisation. The consolidated plan draft after scrutiny by the Development Standing Committee and Finance Standing Committee, may be brought before the gram panchayat which will give concurrence / approval to the projects and the plan subject to the ratification by the District Planning Committee.

**Check Your Progress I**

*Note: a) Write your answer in the space provided.*

*b) Check your answer with the possible answer provided at the end of the unit.*

1) What are the implications of 243G on planning by PRIs?

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2) How does panchayats help in making sectoral planning need based?

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## **2.4 CONSOLIDATION OF SECTORAL PROGRAMMES OF PANCHAYAT BY DISTRICT PLANNING COMMITTEE**

Consolidation is important for a variety of reasons. First of all it is a mandate given to the District Planning committee under Article 243 ZD. The Committee has to undertake the preparation of the 'draft district development plan'. To quote Article (243 ZD) "There shall be constituted in every State at the district level a District Planning Committee to consolidate the plans prepared by the Panchayats and Municipalities in the district and to prepare a draft development plan for the district as a whole". Second, consolidation is not a mechanical task. We have a central plan, State plan and local plan for the development of a locality and that too for different categories. The task of consolidation is rendered difficult because in India there are multiple agencies including non-government organizations (NGOs) engaged in various dimensions of development. Third, consolidation involves meaningful coordination. Hence for the effective utilization of resources, target achievements and avoiding duplication of projects, consolidation and coordination become a task that goes much beyond compilation and connotes a degree of value addition through integration of local plans.

Now we may spell out the different dimensions of integration of plans/projects for Local Level Planning.

### **2.4.1 Spatial Integration**

This would mean integration of schemes such as roads that run through one or more panchayats. Such kinds of multi panchayat infrastructure projects could be taken up with proportionate contributions from the panchayats concerned dovetailed into the funding available from above and entrusted to one local government for execution. By such actions village panchayats will rise above their constraints of smallness.

### **2.4.2 Sectoral Integration**

This relates to the integration that takes place within a sector. For instance an integrated approach to agriculture development would require the integration of several schemes relating to agriculture, such as horticulture, drip irrigation, high yielding varieties and integrated pest management.

### **2.4.3 Cross Sectoral Integration**

To ensure maximum impact from different interventions, it is necessary to design approaches that draw resources from various schemes. For instance, a good approach to public health would require inputs from water and sanitation allocations and health programme allocations. Again, a typical watershed management programme would comprise of soil conservation, water harvesting, micro irrigation, bio-mass generation, fisheries, animal husbandry, agro-processing and micro enterprise components, all properly sequenced.

### **2.4.4 Vertical Integration**

This is based on the report that district and intermediate panchayats ought to perform activities which have the advantage of scale and which cannot be done by the lower tiers of local govt.

### **2.4.5 Integration of Resources**

There are several schemes both centrally sponsored and state sponsored which Local Governments can utilize, integrate into local plans and to which they can contribute additional resources. Here integration can be had with state plans and integration of centrally sponsored schemes with local plans.

An illustrative case study of the health sector is given below:-

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## **2.5 HEALTH SECTOR**

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Item 23 under Schedule XI relates to health and sanitation including hospitals and primary health centres. Health is one of the important and urgent needs of our village community. Majority of the villages in India still suffer from poor sanitation and health conditions. We can chalk out programmes / projects properly for the common diseases caused by impure water and insects, lack of medical facilities etc. How can we analyse the steps involved in the health sector programme?

While drawing up the programmes for the health sector of a local government, the first thing to do is a situation analysis of the health status and infrastructure facilities of that panchayat. The situation analysis has to cover at least three aspects:

- a) Analysis of the Health Status
- b) Finding out the gaps, lacks and mismatches in regard to the health care facilities.
- c) Analysis of the use of the existing facilities by patients.

### 2.5.1 Analysis of the Health Status

The health status varies from place to place. In a village first you have to try to get information about the birth rate and death rate per 1000 population, i.e. infant mortality rate, the number of births assisted by trained doctors, the types of diseases commonly found in the locality, quality of drinking water and population benefited by preventive health care, immunization and the like.

The analysis of the data may help to identify the health problem related to drinking water facilities, sanitary facilities, lack of preventive care, lack of proper waste management and the like. Actually the total sanitation campaign aims at providing subsidized individual and community latrines so as to eliminate open defecation. Needless to say, sectoral plan should integrate with the various centrally - sponsored projects for public health care, child health, water, sanitation and hygiene, immunization and nutrition for rural people. For example, the National Rural Health Mission (NRHM) currently underway in the country provides comprehensive data for health sector planning in the country. Thus, by analyzing the data one can identify the real health issues, causes and the programmes for a particular village.

### 2.5.2 Gaps, Lacks and Mismatches

The situation analysis of the health status and facilities will tell you the gaps (shortages), lack of facilities and even about poor quality in existing facilities, which cannot be used and facilities that have no relevance to the context. For instance dysentery in the village may be due to the lack of safe drinking water and poor sanitation. Then the local plan should plan projects for the provision of safe drinking water and projects to construct low cost lavatories for all the houses in the area. In this context, you can integrate your plan and projects with the specific components of centrally sponsored schemes of NRHM, such as sanitation and hygiene, strengthen disease control programmes and prevention.

### 2.5.3 Use of Existing Facilities

Often it may happen that even if medical facilities are available, the people may not use them. For example when immunization is given to prevent polio, small pox etc., people may not feel it necessary to go to the health centre and use them. In such cases awareness building campaign is required to educate the people with the help of local doctors and social workers.

The traditional system of treatment is also now being encouraged. In India, we have rich experience in Ayurveda, Unani and Homeopathy. These indigenous systems of medicines are comparatively cheap and easily available. The practitioners of these various systems of indigenous medicines enjoy high local acceptance and can have considerable influence on health beliefs and practices. For instance, there is need to combine training on health care and public health. This can be achieved by converging the training funds available under NRHM with those available under total sanitation campaign and ICDS (Integrated Child

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## 2.6 FORMULATION OF HEALTH PLAN/ PROGRAMMES

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To formulate a health plan one will have to:

- a. take steps to rectify the gaps, lacks and mismatches;
- b. prepare a list of projects on a priority basis;
- c. work out the manageable standards for your area, a time schedule; and
- d. find a place where the facilities will be made available.

The National Health Policy of India has the following norms for Health System Infrastructure. You have to modify them to provide the benefit to the maximum number of people in your village/area. These are only all-India norms and may have to be modified to suit local situations.

The norms are:

- a. One health sub-centre for 5000 population
- b. One primary health centre for 30,000 population
- c. One community health centre for 1,00,000 population
- d. One intermediate hospital for each taluk in the district.
- e. One district hospital for every district.

The Zilla Parishad (District Panchayat) should identify all the villages/blocks where there are no sub centres and public health centres. After identifying the villages, you map them in a district map. Identify the deficiencies with the help of another map where these facilities are now located. The planned locations of sub-centres and public health centres can also be mapped out. Such maps can help you to develop awareness among the people about health needs and motivate them for collective action. Each Zilla Parishad has to plan for the minimum package of public health facilities on a time bound basis. The goals of the NRHM like reducing Infant Mortality Rate (IMR), Maternal Mortality Ratio (MMR) and prevention and control of communicable and non-communicable diseases can be integrated into the formulation of the sectoral programmes of a gram panchayat.

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## 2.7 PLANNING FOR INTEGRATED WASTE TREATMENT

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As society expands liquid, solid and medical wastes multiply. They have to be efficiently managed through proper treatment. Let us look into a live example of timely treatment of bio-wastes without creating any environmental pollution. This venture (bio-tech) has been undertaken by a gram panchayat in Kerala with the technical assistance of bio-tech. This sectoral programme helps to resolve the health hazard and environmental problem of that particular locality through this innovative programme.

To sum up, we have outlined some illustrations of sectoral planning. The Eleventh Schedule covers a wide range of activities and sub activities. Many of them are basic services, social welfare and livelihoods. Some sectors however are related to production. The design of the sectoral programmes varies according to the tier in a PRI system. We have presented a short account of a health planning at the village panchayat level.

**Check Your Progress II**

*Note: a) Write your answer in the space provided.*

*b) Check your answer with the possible answer provided at the end of the unit.*

1) Why consolidation of sectoral programmes of panchayats by DPC is important?

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2) Briefly explain integration of resources at local level.

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3) What are three main aspects 'situation analysis' must cover for preparing a health plan?

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**2.8 LET US SUM UP**

This unit gave us detailed information about Sectoral Programmes under XIth Schedule. The main points discussed in this unit are implications of Article 243 and 29 subjects included under this article with their focus on production, social

services and welfare, objectives and phases of sectoral planning & programmes, and how does panchayats help in making sectoral planning need based.

We then discussed consolidation of sectoral programmes of panchayats by the District Planning Committee and integration in terms of spatial, sectoral, cross-sectoral and vertical integration. This was followed by analysis of health sector and preparation and formulation of a 'Health Plan'. At the end we also briefly touched upon planning for integrated waste treatment.

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## 2.9 REFERENCES AND FURTHER READINGS

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## 2.10 CHECK YOUR PROGRESS – POSSIBLE SOLUTIONS/ANSWERS

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### Check Your Progress I

- 1) The implications of Article 243G are that the PRIs should work towards the creation of institutions of self-government and that the PRIs should prepare plans for economic development and social justice and implement them.

- 2) The discussions and deliberations at gram sabha meetings help the departments / sectors and the village panchayats to identify the felt needs, regarding the various aspects of development and social service and welfare. Thus at each panchayat the needs and potential of each sector are identified and then the attainable goals set. On the basis of these identified needs, each sector is expected to chalk out programmes/projects which may suit the development and service requirement of people at large.

### Check Your Progress II

- 1) Firstly, it is a mandate given to the District Planning committee under Article 243 ZD. Secondly, we have a Central plan, State plan and local plan for the development of a locality and that too for different categories. Without consolidation it is difficult to have any meaningful impact. Thirdly, for the effective utilization of resources, target achievements and avoiding duplication of projects, consolidation and coordination become a task that goes much beyond compilation and connotes a degree of value addition through integration of local plans.
- 2) There are a number of schemes both centrally sponsored and state sponsored which Local Governments can utilize, integrate into local plans and to which they can contribute additional resources. Here integration can be had with state plans and integration of centrally sponsored schemes with local plans.
- 3) The situation analysis for health plan has to cover at least following three aspects:
  - a) Analysis of the health status.
  - b) Finding out the gaps, lacks and mismatches in regard to the health care facilities.
  - c) Analysis of the use of the existing facilities by patients.

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## UNIT 3 MAKING PANCHAYATS THE FOCAL POINT OF COORDINATION

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### Structure

- 3.0 Objectives
- 3.1 Introduction
- 3.2 Evolution of making Panchayati Raj the Focal Point
  - 3.2.1 Pre-British and British Period
  - 3.2.2 Post Independence Period
  - 3.2.3 Asoka Mehta Committee
- 3.3 Constitutional Status for the Panchayati Raj Institutions
- 3.4 Coordination of Sectoral Programmes
- 3.5 Krishi Bhavan
- 3.6 Public Health Centre (PHC)
- 3.7 Spatial Coordination
- 3.8 Coordination of Centrally Sponsored Schemes (CSS)
- 3.9 Let Us Sum Up
- 3.10 References and Further Readings
- 3.11 Check Your Progress – Possible Solutions/Answers
- 3.12 Appendix A

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### 3.0 OBJECTIVES

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After studying this unit, you shall be able to:

- trace the evolution of making panchayats the focal point of development;
- discuss the importance of Coordination of Sectoral Programmes;
- explain the implications of coordination of centrally sponsored schemes; and
- appreciate importance of coordination of activities at every stage for the success of sectoral programmes.

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### 3.1 INTRODUCTION

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As per the 73<sup>rd</sup> / 74<sup>th</sup> Constitutional Amendments the Panchayati Raj Institutions are expected to evolve into self-governing institutions. As self-governing institutions at the lowest rung of the federal structure panchayats have a direct link with the people. In decentralized planning which adopts a bottom up approach, panchayats play a key role in the planning and implementation of sectoral programmes at the grass root level. The purpose of this unit is to examine how the panchayats can be made the focal point of coordination in implementing the sectoral

programmes. Before going into this issue of coordination, it is necessary that we present a broad picture of the evolution of the Panchayati Raj system in India emphasizing how panchayats evolved as an important focal point. If panchayats are not the focal point of development, they surely will have to be made so. This is because the needs of the farmer are not fragmented. So also are the needs of a villager. In short, the village panchayat should be the focal point of coordination at the level of village panchayats.

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## 3.2 EVOLUTION OF MAKING PANCHAYATI RAJ THE FOCAL POINT

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### 3.2.1 Pre-British and British Period

The question of coordination was no issue under the pre British or British period where panchayat activities were confined to one or two administrative functions. Self-governing village communities characterized by agrarian economies had existed in India from earliest times. Eventually these village bodies took the form of Panchayats (*an assembly of five persons*) which looked after the affairs of the village. Deriving their authority mostly from custom and religion, they have exercised both police and judicial powers. Though caste based, these village bodies existed both in north and south India. In the context of the caste-ridden feudal structure of the village society in ancient India, leaders like B.R. Ambedkar and Jaya Prakash Narayan looked upon these village bodies more as a means of oppression. Looking back we can say that under such a regime the problem of coordination and making panchayats a focal point does not arise.

It is with the advent of the British that the local self-governments in India gained the status of an accountable representative institution. During the British days the self-governing village communities were replaced by formally constituted institutions of village administration. Initiatives taken by Lord Mayo and Lord Ripon in 1870s and 1880s resulted in the formation of local boards with elected representatives of the people. Later in 1919 the Montague - Chelmsford Reforms brought the local self-government institutions under the domain of Indian ministers in the provinces. With the inauguration of provincial autonomy under the Government of India Act of 1935, the popular governments in the provinces started enacting legislations for decentralization of local self-government institutions including the Panchayats. Although the popular governments in the provinces controlled by the Congress vacated office following the declaration of Second World War in 1939, the position of the local self-governments remained unchanged till independence.

### 3.2.2 Post Independence Period

The community development programme and National Extension Service launched on October 2, 1952, was the earliest attempt to make a coordinated effort at the village level towards local development.

After independence India has chosen the path of planned economic development. The First Five Year Plan which commenced in 1951 recognized the need to break-up the planning exercise into national, state, district and local community levels. But no definite plan to operationalize the idea was evolved. As a result the Community Development projects could not elicit peoples' participation.

Consequently, a Study Team headed by Balvantray Mehta, member of Parliament was appointed to study the working of the Community Development and National Extension Service Programmes. The Study Team recommended that statutory representative bodies should be constituted at the village level to give necessary leadership for implementing development programmes. As recommended by the Balvantray Mehta Committee, village, block and district panchayat institutions were established in many states. However, they were not assigned any meaningful role or resources and were not given any place in the planning process. This state of affairs continued till 1978.

### 3.2.3 Asoka Mehta Committee

In 1977 a committee under the chairmanship of Asoka Mehta was appointed to enquire into the working of the Panchayati Raj institutions and to suggest measures to ensure their effective participation in decentralized planning. In its report submitted in 1978 the Committee recommended that Panchayats should be strengthened as agencies capable of undertaking local level planning. The Panchayati Raj Institutions which came into being in certain states after the Asoka Mehta Committee's recommendation may be described as the second generation panchayats. A characteristic feature of these panchayats was their transformation into genuine political institutions at the local level. The Asoka Mehta Committee made a strong plea for the inclusion of the Panchayati Raj Institutions in the constitutional structure. It took another fifteen years for this recommendation to become a reality in the form of the 73<sup>rd</sup> and 74<sup>th</sup> amendments to the constitution. In the meantime the West Bengal, Karnataka and Andhra Pradesh governments implemented Panchayati Raj, the PRI system, on their own.

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## 3.3 CONSTITUTIONAL STATUS FOR THE PANCHAYATI RAJ INSTITUTIONS

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Legislative measures to confer constitutional status to the local self government institutions commenced in May 1989. It was a long drawn out process with several ups and downs. But they were finally adopted in December 1992 by the Parliament as 73<sup>rd</sup> and 74<sup>th</sup> amendments to the constitution, the former pertaining to panchayats and the latter pertaining to urban local bodies such as municipalities and corporations. The 73<sup>rd</sup> amendment received the assent of the President on 24 April 1993 and the 74<sup>th</sup> amendment on 1 June 1993. These amendments to the constitution brought about fundamental changes not only in the realm of local self government but also in India's federal character and state local relations.

The 73<sup>rd</sup> amendment provided for the constitution of Panchayats at the village, intermediate (Block) and district levels.

The major features of the amendments were:

- the creation of Gram Sabha (*Village Assembly*) consisting of all voters in each ward of the Panchayat;
- reservation of one-third of the seats for women;
- reservation of seats for the scheduled castes and tribes in all the three tiers of local self government;

- the constitution of a District Planning Committee (DPC) to oversee the planning process at the local level and prepare a consolidated district plan;
- provision for appointment of State Finance Commissions in every five years to make recommendations regarding devolution of financial resources; and
- provision for the appointment of independent State Election Commissions for overseeing elections to local self governments.

The Panchayati Raj system as envisaged in 73 /74<sup>rd</sup> amendments came into existence in most of the states in mid-nineties. The local governance structure that emerged for instance in Kerala after Panchayati Raj has been implemented is shown in Figure 3.1.

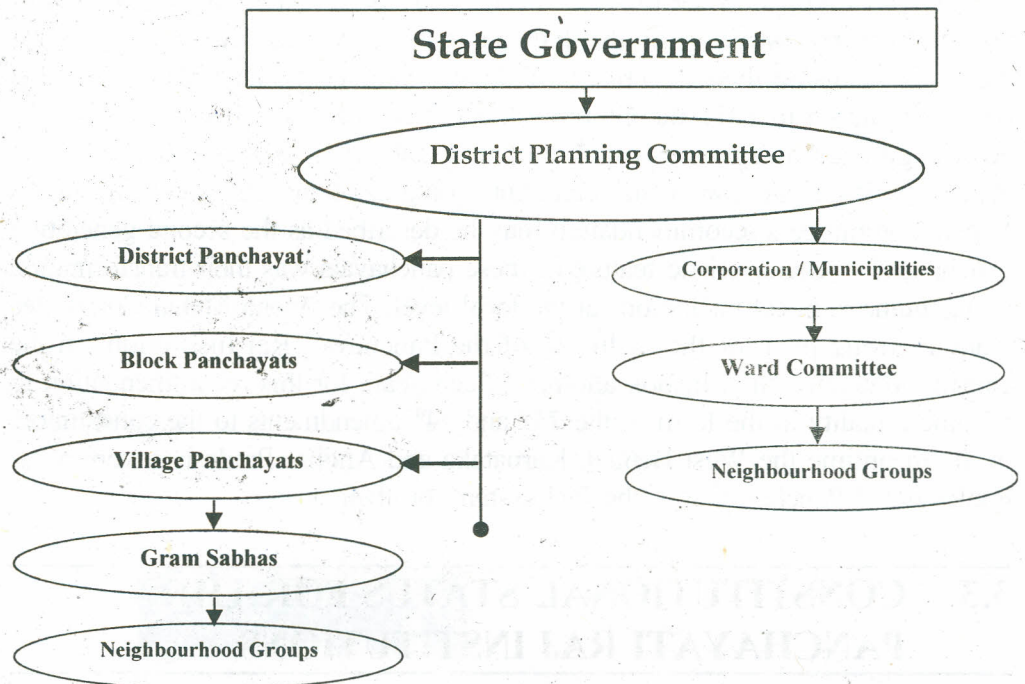


Figure 3.1: Local Governance Structure in Kerala

Source: Government of India, Planning Commission, Kerala Development Report (2008)

The constitutional changes that have been adopted in local governance is in tune with the basic philosophy of decentralized governance and planning. An important limitation of the centralized system of planning is the absence of efforts to horizontally coordinate the developmental activities undertaken by various agencies including the line departments. This is due to the absence of genuine democratic institutions of self governance below the state level. The 73<sup>rd</sup> and 74<sup>th</sup> amendments and the initiatives at the state level filled this void by strengthening the institutions of local self government. The Local Government Institutions (LGIs) will have to be given various forms of support to coordinate and integrate development activities undertaken through different agencies. The preparatory steps in this regard include redeployment of a segment of government employees from line departments to the control of LGIs; making local officials of line departments accountable and answerable to LGIs; integration of all centrally-sponsored schemes and state sponsored programmes implemented at the local level with development plans of the LGIs; and establishing credit linkages between commercial banks and local plans. The LGIs are to become in the process the centralizing and integrating interface between different development agencies at

the sub-state level. Obviously these measures have widened the democratic base of Indian polity. The different tiers of local self government facilitate a decentralized approach in local level development planning. The gram panchayats, the lowest tier in the multi tier federal structure has a crucial role in local level planning. The departments of agriculture, animal husbandry, health care, education, drinking water supply and so on have to be coordinated as part of planning at the gram panchayat, block and district panchayat levels.

### Check Your Progress I

*Note: a) Write your answer in the space provided.*

*b) Check your answer with the possible answer provided at the end of the unit.*

- 1) Why coordination was not an issue during pre-British and British period?

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- 2) When was Asoka Mehta Committee report submitted and what was its recommendation for planning by panchayats?

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## 3.4 COORDINATION OF SECTORAL PROGRAMMES

In Schedule XI of the constitution 29 subjects have been listed for transfer to the Panchayats; (see appendix A at Page No. 48). The Panchayats have to plan the programmes in different sectors assigned to them. The implementation of multi-sector programmes poses the problem of coordination at the local level. Under the new dispensation of the Panchayati Raj, coordination of the various agencies is expected to occur at the level of each tier. Even when there is coordination of policies at the national or state level, it is likely that difficulties may arise at the implementation stage. This happens in the case of various services provided in rural areas. To illustrate the point let us take an example from the agricultural sector.

It has been the policy in all states in the country to provide electricity connection to farmers on a priority basis for installing pump sets for irrigation purposes. In some states the connection is given free of cost or at concessional rates. There is a policy decision at higher level to extend this facility to all farmers who avail of credit from Land Development Banks for the purpose. But at the implementation stage often farmers fail to get preferential treatment due to lack of coordination. The farmers in a local area will be able to take full advantage of the scheme only if the local level functionaries of Electricity Board and Land development Bank adhere to the policy decision taken at higher level. Coordination of the two fails to happen and the farmer stands to lose. A policy

decision of vital significance to the farmer is lost because of poor coordination and failure on the part of the officials.

There are various institutions and agencies entrusted with the task of handling the subjects transferred to the Gram Panchayats. In the subsequent sections we shall try to explain further the coordination problems encountered at the local level in the implementation of such programmes. We use again the farmer and the farm as examples. These come under the jurisdiction of the panchayats. The farmer looks towards the agricultural department for his requirement of good quality seeds, fertilizers, irrigation, credit and various other inputs and services. The seeds are procured from the seed farms or selected farmers, fertilizers from the factories; irrigation facilities are provided by the irrigation department and credit is disbursed by the co-operatives or the commercial banks. Agriculture being a seasonal operation, it so happens that these requirements of the farmers are to be met at the same time. Farming is a single activity while departments view this from their fragmented perspective. Season will not wait for the whims and fancies of the departments. It becomes necessary that a central agency oversees the working of the different departments. This is essentially what is called coordination which means bringing together the various agencies in proper relation for the achievement of a common goal. Obviously coordination ensures effective implementation of a project or scheme. On the other hand, lack of coordination leads to duplication of efforts, waste of time and resources and ineffective division of labour which underdeveloped countries can ill afford. Unfortunately this is what happens on the ground.

In the context of decentralized planning there are large number of actions, dimensions and concerns that have to be coordinated. There is no simple recipe for this formidable task. Historically we worked in an individual departmental perspective. We may try several methods and techniques for coordinated action. They include:

- exchange of information;
- negotiation to resolve differences;
- direction if negotiations fail;
- specification of each agency's responsibilities;
- institutionalization of procedures to ensure that views of all relevant agencies are considered in the decision making process; and
- delineation of guidelines and norms of co coordination.

It is necessary that coordination is distinguished from control. Coordination does not involve direct sanctioning power whereas control requires mechanisms for direct supervision. Traditionally while the concept of control has been used to refer to the exercise of hierarchical and bureaucratic authority, coordination focuses on harmonious relationships and decentralization of coordinating authority and greater involvement of people's organization.

We may now examine how the gram panchayats in the country can be made effective coordinating agency in the sphere of development planning. Being an elected local government institution, the panchayats have greater legitimacy and are accessible to the people. Hence they can function as effective coordinators at the grass root level. The discussions below are based on the experience in

Kerala where most of the subjects listed in the eleventh schedule have been transferred to the panchayats.

The problem of coordination arises mainly at the implementation stage. Coordination is necessary obviously because of the large number of line departments such as agriculture, animal husbandry, irrigation, health, and education which are used to working independently of one another as we have already noted. If these departments prepare and implement plans independently of each other it would result in overlapping and waste of resources. We have already illustrated this. In planned development we aim at optimum utilization of resources. This can be achieved only if the plans and programmes of the various departments are coordinated at the local level. The Gram Panchayat is the agency best suited for the purpose. Fig.3.2. given below gives an illustration of how coordination in the functioning of the various departments can be effected keeping Panchayat as the focal point.

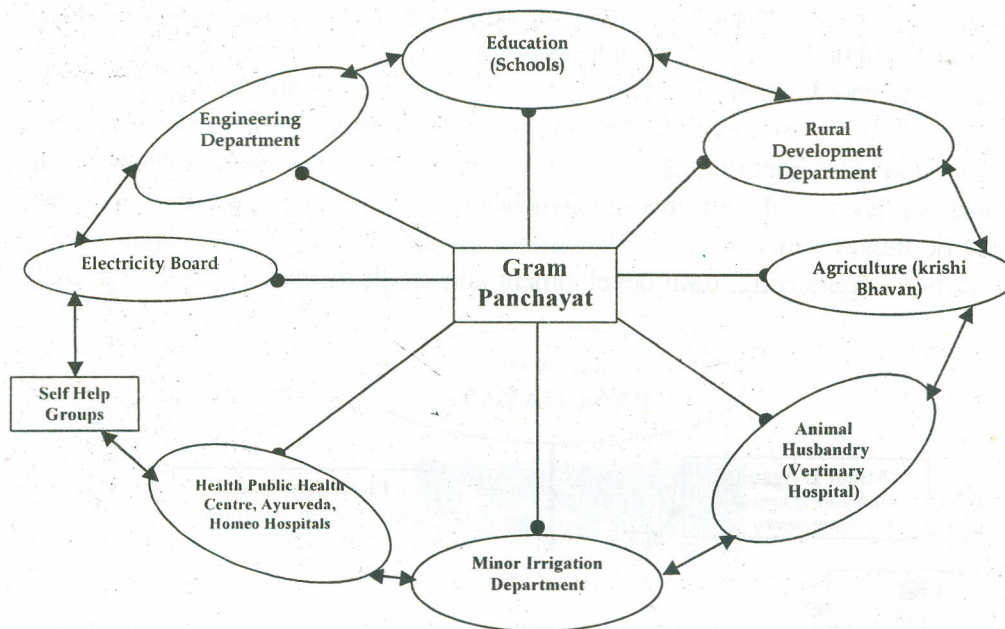


Figure 3.2: Coordination of Sectoral Programmes

As shown in the figure, Panchayat is a focal point of all developmental activities. The Panchayat maintains a close link with various departments/ agencies entrusted with the task of development planning at the grass root level. The panchayats monitor the preparation and implementation of the projects and programmes of the various departments. For example, the programmes in the agricultural sector are implemented through the Krishi Bhavan, the infra structural development programmes through the Engineering Department, the irrigation schemes through the Minor Irrigation Department and so on. Since these subjects are now transferred to the Panchayats, coordination of their activities can be done at the Panchayat level. For the successful implementation of development schemes at the grass root level, interdepartmental consultation and coordination is necessary. For example, the engineering wing of the Gram Panchayat has to supervise the construction and maintenance of buildings and other infrastructure facilities under the jurisdiction of various departments. The Public Health Centre in the Panchayat can coordinate the health programmes in schools and social welfare centers in association with self-help groups. The Krishi Bhavan, ( in those states where such local level institution exists) the main agency for the implementation of programmes

in the agricultural sector can get the assistance of the animal husbandry department for the production and distribution of organic manure and get the schools in the Panchayat involved in promoting vegetable cultivation. Krishi Bhavan can also play an important role in ensuring credit facility to the farmers, in popularizing new methods of cultivation and in making quality seeds available to the farmers. The role of self help groups is crucial in local level planning in those areas where self-help groups work. Panchayat can monitor and coordinate the activities of such groups at the local level.

We may now take up some specific examples of coordination of sectoral programmes at the local level with reference to the functioning of institutions such as Krishi Bhavan or the agriculture office at the panchayat level and Public Health Centre. These are once again taken from the experience of Kerala.

### 3.5 KRISHI BHAVAN

Krishi Bhavan is the agency which implements and coordinates the programmes in the agricultural sector. Agriculture is a seasonal operation and therefore effective and timely coordination of activities of various agencies is an essential prerequisite for the success of development planning and improvement in agricultural production. The important agencies whose activities are to be coordinated at the Panchayat level for the effective implementation of agricultural projects or programs include departments of electricity, minor irrigation, animal husbandry, health, education, engineering, rural development and credit institutions. (see Fig. 3.3).

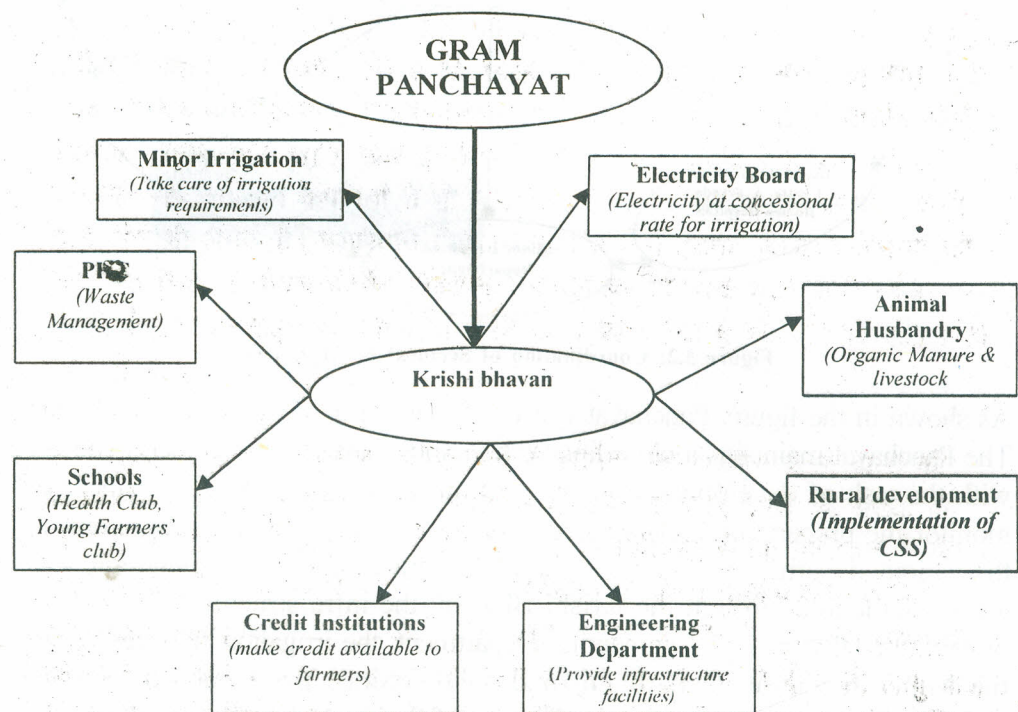


Figure 3.3: Coordination in the Agricultural Sector

We may give below some suggestions for which coordination of different agencies and departments at the panchayat level can be undertaken by the Krishi Bhavan or agricultural offices at the panchayat level.

- In every Panchayat there may exist different credit and banking institutions, such as commercial banks and co-operative societies to provide credit to

the farmers. In order to ensure that the farmers get credit for agricultural operations at the appropriate time, it is necessary that there is proper coordination between these institutions. This can be achieved by constituting a Panchayat Level Committee in which representatives of different credit institutions and the agricultural officer in the Krishi Bhavan are included.

- In many states farmers are entitled to get electricity free of cost or at concessional rates for irrigation purposes. In order to ensure effective utilization of this facility it is necessary to coordinate the working of the departments of agriculture, minor irrigation and electricity. A Panchayat Level Committee in which the representatives of these departments are included may be entrusted with the task.
- Rain water harvesting, soil conservation, construction of minor irrigation projects, maintenance of irrigation canals and ponds etc are areas where the engineering department of the Panchayat and the Krishi Bhavan should work together in a coordinated manner.
- Public Health Centre, animal husbandry and engineering departments and the Krishi Bhavan with the support of self help groups can ensure proper management of waste disposal and manufacture of organic manure. The Krishi Bhavan can coordinate the activities for the purpose.
- Young farmers' clubs and health clubs in schools can motivate and guide the younger generation in programmes such as vegetable cultivation, horticulture and health care initiatives. The Krishi Bhavan can effectively coordinate the activities of the health and agriculture departments for this purpose.
- Live stock management, dairy farming and bio-gas plant constructions are programmes for which coordination among animal husbandry, agriculture and engineering departments is required.
- Fodder cultivation, social forestry, cultivation of medicinal plants etc. can be undertaken at the Panchayat level. Agriculture, forest, animal husbandry and ayurveda departments should be brought together in proper coordination for this purpose.

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### 3.6 PUBLIC HEALTH CENTRE (PHC)

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The health care activities in a Panchayat are the responsibility of the Public Health Centre (PHC). In implementing programmes of health care, coordination with other departments is necessary. This task is entrusted to the PHC. The important programmes which can be implemented by the PHC in coordination with other departments are listed below.

- Programmes relating to public hygiene, prevention and control of contagious and communicable diseases, waste disposal and management, hygiene in slaughter houses are areas in which coordination with the veterinary hospital in the Panchayat is required.
- Public health centre and ayurveda hospital in a Panchayat can jointly undertake awareness programmes for the prevention of communicable diseases. Panchayat level coordination of these programmes is required for the purpose.

- Periodic medical check ups for children in the schools in the Panchayat area, health awareness programmes and formation of health clubs in schools are programmes for which coordination with education department is required.
- The child care centres (Anganwadies) in the Panchayat can be made a centre for implementing the health care activities of the PHC. Preventive vaccination programmes to overcome nutritional deficiency in children, regular check-up for pregnant women, registration of births and deaths etc. are programmes which PHC can coordinate at the level of Anganwadies.
- In providing the infrastructure facilities for the various projects and programmes of the health department the PHC has to work in coordination with the engineering departments.

Now we may move on to the topic of spatial coordination.

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### **3.7 SPATIAL COORDINATION**

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Spatial coordination implies choice of a suitable place for the location of a project from different areas under consideration. In project implementation spatial coordination is as important as sectoral coordination. Easy access for the people in the Panchayat is an important consideration in the selection of location. Availability of water, access by road, supply of electricity, facility for waste disposal and the like, are other relevant considerations. The place selected also must have all facilities for the future expansion of the project. As an example, let us consider a project pertaining to the establishment of a Public Health Centre (PHC) in a Panchayat. The PHC has to take care of the public health requirements of the area. It is, therefore, necessary that the PHC is located in a place accessible to all people in the Panchayat. There must be enough space available for the expansion of the project. If the Panchayat decides to upgrade the PHC into a hospital non availability of space should not be a hindrance. It would be ideal that the PHC is located in such a way that the people of the neighbouring Panchayat or Municipality are also benefited.

In deciding the location of a project the Panchayat must be able to overcome personal and political considerations. It is natural that when the proposal for a project is cleared there will be pressures from different wards and groups for the project. Maximum benefit for maximum number of people should be the only criterion considered in deciding the location of a project. Panchayat Council should not yield to any type of pressure from any individual or group.

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### **3.8 COORDINATION OF CENTRALLY SPONSORED SCHEMES (CSS)**

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In the preceding sections we have dealt with the problems of coordination of projects and programmes formulated and implemented at the Panchayat level. In addition to these programmes there are several schemes launched by central government at the national level. These are called Centrally Sponsored Schemes (CSSs). CSSs are those schemes which are formulated and funded either fully or partly by the Central Ministries and implemented through the Panchayati Raj

institutions. These schemes are often criticized on two grounds: (i) as these schemes are based on national priorities there are conditionalities attached to the utilization of funds (ii) the requirements and diversities at the local level are not taken into account in the formulation of schemes. As a result the local governments are not in a position to coordinate the schemes taking local conditions into account.

The Expert Group on planning at the grass root level (2006) has clubbed together the CSS under eight different categories. They are Schemes for (i) Poverty alleviation (ii) Education (iii) Water and Sanitation (iv) Health (v) Women and Child development (vi) Rural Housing (vii) Rural Roads (viii) Rural Electrification

The Expert Group made several recommendations to ensure greater involvement of panchayats in the implementation of CSS. The important among these recommendations are outlined below:

- Each ministry operating CSS pertaining to subjects listed in XI<sup>th</sup> Schedule of the Constitution should undertake an activity mapping on the roles assigned to different levels of government including the Panchayat. This exercise should follow the principle of subsidiarity by which tasks are placed at that level where it is best performed.
- On the basis of activity mapping the powers for approval, administrative sanction, review and monitoring of CSS may be vested with local governments at the appropriate level.
- The role of line departments in supporting panchayats ought to be spelt out. Methods for providing technical support by line departments have to be laid down.
- All department officials dealing with CSS at grass root level should function under the control of panchayats.
- The planning methodology in the CSS guidelines ought to be strictly in alignment with those prescribed in Article 243ZD of the constitution which relates to the role of DPC in local level planning.
- The popular committees or groups set up to oversee the implementation of CSS have to function within the ambit of the Panchayati Raj System. This is necessary to ensure both financial and social accountability. Panchayats and these bodies have to learn to work together for common good instead of functioning as rivals.

The above recommendations further affirm the central role assigned to panchayats in decentralized planning. If these recommendations are implemented without delay the panchayats will be able to play an important role in coordinating CSS along with local level planning:

Decentralized planning will become meaningful and democracy will work at the grass root level only when coordination among different departments is assured. Sectoral programmes will be successful only if there is coordination of activities at every stage. Panchayats must try to ensure coordination while implementing the projects. The State will have to provide the policy framework and procedural rules for the same.

**Check Your Progress II**

*Note: a) Write your answer in the space provided.*

*b) Check your answer with the possible answer provided at the end of the unit.*

- 1) List methods and techniques to materialize coordinated action in planning.

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- 2) What does spatial coordination imply and what are its important considerations?

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**3.9 LET US SUM UP**

In this unit we have traced the evolution of making panchayats the focal point of development. It has been done by briefly covering pre-British period, British period and Post-independence period. During post-independence period, special reference was made to Asoka Mehta Committee and its recommendation that Panchayats should be strengthened as agencies capable of undertaking local level planning. We then discussed constitutional status of panchayats with particular reference to 73<sup>rd</sup> Amendment and its major features. Under the new dispensation of the Panchayati Raj, coordination of the various agencies is expected to occur at the level of each tier. The unit, therefore, discusses coordination of sectoral programmes.

Krishi Bhavan as it houses the Ministry of Agriculture, is the agency which implements and coordinates the programmes in the agricultural sector. The Unit then discusses coordination in the Agricultural Sector. The other items which receive attention include spatial coordination and coordination of Centrally Sponsored Schemes (CSS).

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### 3.10 REFERENCES AND FURTHER READINGS

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1. Government of India (2008) : **Kerala Development Report**, Planning Commission, Academic Foundation, New Delhi.
2. Government of India (2006) : **Planning at Grassroot Level**, Report of the Expert Group.
3. Government of Kerala (1996) : **Interim Report**, Committee on Decentralization.
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5. Kamal Siddique (2005): 'Major Governance Issue for Poverty Reduction in South Asia' in L.C. Jain (*ed*), **Decentralization and Local Governance**, Orient Longman.
6. Venkatesan V. (2002) : **Institutionalizing Panchayati Raj in India**, Institute of Social Sciences, Concept Publishing Company, New Delhi.

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### 3.11 CHECK YOUR PROGRESS – POSSIBLE SOLUTIONS/ANSWERS

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#### Check Your Progress I

- 1) The question of coordination was no issue under the pre-British or British period because panchayat activities were confined to one or two administrative functions only.
- 2) The Asoka Mehta Committee report was submitted in 1978. Among other things the Committee recommended that Panchayats should be strengthened as agencies capable of undertaking local level planning.

#### Check Your Progress II

- 1) They include:
  - exchange of information;
  - negotiation to resolve differences;
  - direction, if negotiations fail;
  - specification of each agency's responsibilities;
  - institutionalization of procedures to ensure that views of all relevant agencies are considered in the decision making process; and
  - delineation of guidelines and norms of co coordination.
- 2) Spatial coordination implies choice of a suitable place for the location of a project from different areas under consideration. Easy access for the people in the Panchayat is an important consideration in the selection of location. Availability of water, access by road, supply of electricity, facility for waste disposal and the like. are other relevant considerations.

### 3.12 APPENDIX A

#### Eleventh Schedule (Article 243G)

1. Agriculture, including agricultural extension.
2. Land improvement, implementation of land reforms, land consolidation and soil conservation.
3. Minor irrigation, water management and water shed development.
4. Animal husbandry, dairying and poultry.
5. Fisheries.
6. Social Forestry and Farm Forestry.
7. Minor forest produce.
8. Small scale industries, including food processing industries.
9. Khadi, Village and cotton industries.
10. Rural Housing.
11. Drinking water.
12. Fuel and fodder.
13. Roads, culverts, bridges, ferries, waterways and other means of communication.
14. Rural electrification, including distribution of electricity.
15. Non-conventional energy sources.
16. Poverty alleviation programmes.
17. Education including primary and secondary schools.
18. Technical training and vocational education.
19. Adult and non-formal education.
20. Libraries.
21. Cultural activities.
22. Market and fairs.
23. Health and sanitation, including hospitals, primary health centres and dispensaries.
24. Family welfare.
25. women and child development.
26. Social welfare including welfare of handicapped and mentally retarded.
27. Welfare of weaker sections, and in particular, of the scheduled castes and scheduled tribes.
28. Public Distribution system.
29. Maintenance of community assets.

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## UNIT 4 INTEGRATION WITH LOCAL LEVEL PLANS

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### Structure

- 4.0 Objectives
- 4.1 Introduction
- 4.2 Integration of Centrally-sponsored Schemes
- 4.3 District Panchayat Plans
- 4.4 Let Us Sum Up
- 4.5 References and Further Readings
- 4.6 Check Your Progress – Possible Solutions/Answers

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### 4.0 OBJECTIVES

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After studying this unit, you shall be able to:

- explain meaning of 'integration' in the context of planning;
- discuss the steps involved in block level planning for each development sector; and
- apply guidelines of block panchayat planning for the preparation of the district panchayat plans.

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### 4.1 INTRODUCTION

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Fragmented departmental exercise in planning and implementation has been the pattern handed down from British times. Post-independence era did not see any radical change in this pattern and approach. The compulsions of the 73<sup>rd</sup> / 74<sup>th</sup> amendments and the context of bottom-up planning call for an integrated approach.

What is meant by integration? But before we seek an answer to this we should know what is meant by bottom-up planning. This is broadly speaking planning that takes into account the preferences and priorities of the people. As per the Constitution this should start at the gram sabha. This is the assembly of voters. Article 243 G mandates that this planning should be based on economic development and social justice. Integration means joining the plans at various levels to achieve the overall objectives, which will help to improve the standard of living of the people. The integration has to be achieved at the stage of planning itself. But if block and district level preparation of plans take place simultaneously with those of gram panchayats, the gram panchayats would not receive necessary organizational support. The result would be confusion at all levels. Since our vision of decentralized planning is one of bottom-up process, the gram panchayats should first prepare their plans. The block and district panchayats should draft their plans but will have to take into account the plans of the gram panchayats. The gram panchayats should submit plans to the block panchayats and they in turn submit the plans to the district panchayats. The concept of multi level planning comes

into effect in this fashion. In this way a sort of hierarchical integration in planning takes place. The chief consideration is to avoid duplication, overlapping and wastage.

In decentralized planning the basic units of planning are villages and municipalities. The block plans have to be built up primarily by integrating the plans of the gram panchayats. Planning at the gram panchayat level is undertaken in a phased manner. The important phases include; identification of the felt needs of the people by convening the gram Sabha, making an objective assessment of the natural and human resources of the locality (Development Seminars based on this could be organized for this purpose). Task forces or working groups may be constituted at the level of each sector such as agriculture, animal husbandry, education, health, poverty alleviation etc., to prepare projects. On the basis of the recommendations of the working groups, development reports will be prepared and finally annual plan may be finalized. The block panchayats need not and should not repeat the activities undertaken at the gram panchayat level. For instance, gram sabha meeting, collection of secondary data and other studies do not have to be repeated. Already the block and district level offices have substantial data useful for planning. Available information and evaluation of past schemes and analyses of development potential undertaken at the block and district level can be utilized for the block and district plans.

Block level planning for each development sector involves six steps. This is a general presentation which can be used with appropriate modifications. This is indicative of integration at the block level.

- 1) The analysis should start with a statement of the current situation in the block with respect to the level of productivity or the quality of services in that sector. Let us take agriculture sector as an example. Here the situation analysis begins with a statement of current cropping pattern in the block followed by an analysis of productivity of each crop. Information available at the block level can be cross checked with the information in the panchayat development reports for this purpose in those instances where development reports are prepared by village panchayats.
- 2) Second step is to analyse the reasons for the current state of affairs in that development sector. For agriculture, it may be the existence of cultivable wasteland or the low productivity of certain crops or all crops. Block level authorities should assess the gravity of each of the problems in the gram panchayats using appropriate scale. For this purpose a four point scale like the following can be used: Very serious, moderately serious, not serious, not a problem. Agricultural problems faced by the gram panchayats may be; inadequate irrigation facilities, exploitation by middle men, fragmentation of holdings, low soil fertility, pests, water logging etc. In several cases the self analysis of these problems are made by the panchayats and it is given in the development report. Preparation of a development report for each panchayat is a useful analytical tool as well as a bench mark for monitoring and evaluation. If it is not done by the gram panchayat, block should do it in consultation with the agricultural officer of the gram panchayat. After examining the gravity of the listed problems in each gram panchayat under the block, the relative seriousness of each problem in the block can be ascertained. Comprehensive discussion can be undertaken on the basic

agricultural problems of the block. A map showing the agricultural problems in the block can also be drawn.

- 3) After identifying the sectoral (e.g. agricultural) problems in the block, the analysis can move to the agricultural development projects that are proposed by the gram panchayats. This analysis is the third step in the block level integration. The projects proposed by the gram panchayats may be grouped into different types of agricultural interventions. This grouping helps the planners to know the importance given to each intervention in each gram panchayat. The relative importance is known by the relative outlay earmarked for the projects. This analysis helps to know the priority given to each type of project in each gram panchayat under the block. With the help of the priorities chart block officers could make a comparative analysis of the local level plans and priorities. The block panchayat can assess the degree of correspondence between problems and projects by panchayat. The potential conflicts between the projects across the panchayat can also be examined. The complementary activities that the block should carry out to make the plans of the gram panchayat more successful can also be worked out. Needless to say that all these exercises are meant to avoid duplication and wastage and secure optimum results. The major purpose of integration is to avoid wastage and to facilitate speedy action.
- 4) The next step in the block level planning is to review the ongoing schemes. The schemes implemented by the block should be considered first and then the schemes by the other line departments. Block panchayat can undertake reviews that would fill the gaps in panchayat development reports. Optimum integration is secured when lacks, gaps and mismatches are identified and rectified.
- 5) The fifth step is to codify and analyse the recommendations made by the gram panchayats to the higher levels.
- 6) The last step in block level planning is that the block panchayat should draw up assessments of the department possibilities and put forth a list of the project proposals that they can take up. First they should list proposals complementary to the gram panchayat projects. Independent initiatives of the block come next.

After completing the first five steps, the block panchayat should convene a meeting of all gram panchayat members in their area and make a presentation of their major findings particularly the codified list of proposals that have come up from below. Suggestions and comments of the gram panchayat members regarding proposals are included in the block panchayat plan.

The overall methodology at the block level integration is simple, but if carried out it would lead to complementary plans of village and block panchayats.

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## 4.2 INTEGRATION OF CENTRALLY-SPONSORED SCHEMES

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In decentralized planning all development activities at every level, irrespective of sponsoring and / or implementation agency should be integrated in the local plan of that level. The concept is important in the preparation of the block panchayat planning because blocks are the nodal agencies for implementation of a wide

variety of centrally-sponsored schemes. Self employment schemes targeted to families below the poverty line like Integrated Rural Development Programme (IRDP), programme for the Development of Women and Children in Rural Areas (DWCRA), Group Loan Scheme (GLS), Training for rural Youth Self Employment (TRYSEM), Sampoorna Grameen Rozgar Yojana (SGRY) the National Rural Employment Guarantee Scheme (NREG) etc., are some centrally sponsored programmes intended for rural development. Since the objective and nature of these programmes are different, there are several issues involved in attempting to integrate them into the plans of block panchayats and getting them implemented by the gram panchayats.

Each of these schemes follows detailed guidelines prepared by central ministries for proposal writing, selection of beneficiaries and implementation. For routing the funds to the blocks the central government created special agencies in every district called District Rural Development Agency (DRDA) – with the district collector as the chair men and with elected representatives, key officials and selected experts coming under them. After the 73<sup>rd</sup> Constitutional Amendments were fully implemented there were serious criticism against the continuation of the DRDA as the focal point of planning and implementation. Karnataka, West Bengal and Kerala have abolished the institution of DRDAs. But in many other states they continue along with District panchayats. DRDA and District panchayats work together with different degree of coordination and integration.

The DRDA determines the rough allocation of the centrally sponsored rural development schemes to the block. In recent times several states have integrated DRDA with the District Panchayats. The blocks have to prepare action plans according to the guidelines and in proportion to the allocation they submit to DRDA or to the District Panchayat as the case may be. Before releasing money to the blocks, the DRDA/District Panchayat has to process and approve these action plans. All these raise a number of technical obstacles to effective integration of centrally sponsored programmes in local plans. As an example some of the issues related to self employment programmes are given below:

The self-employment programmes have rigid financial patterns, norms for credit and procedures for selection of beneficiaries. The local bodies have no power to change it. The maximum wage rate for rural employment programme is fixed at the central level and certain ratios have to be maintained between material and wages. For most of these schemes a shelf of projects or action plans much above the expected allocation has to be prepared. DRDA or the District Panchayat is the final authority to approve the action plans of the blocks and there is centrally fixed time table for the approval process. Linking these with the panchayat plans may upset the time tables and might end up the block losing substantial amount of central government funds. There must be clear instructions explaining the ways in which the different schemes can be integrated into the local panchayat plans without violating the guidelines of central government.

Integration of centrally sponsored schemes with the local plans implies that their action plan must be prepared on the basis of the overall situation analysis and prioritization made as part of general planning process. In no case should the action plans of the centrally sponsored schemes drawn up independently of the planning procedure that we have laid down earlier.

The projects based on centrally sponsored schemes may be used as separately identified component of a general integrated programme.

In several instances the DRDA stands as a major hindrance to integration of the rural development programmes with the plan. The solution to this problem lies in dissolving the DRDA and handing over its functions to the district panchayats as has already been done in some states.

### 4.3 DISTRICT PANCHAYAT PLANS

Under Article 243 ZD of the Constitution of India, a District Planning Committee (DPC) shall be constituted at the district level in every state to consolidate the plans prepared by the panchayats and municipalities in the district and to prepare a draft development plan for the district. In preparing the draft development plan, the DPC shall have regard to matters of common interest between panchayats and municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation and the extent and type of available resources. One of the primary tasks of the DPC is to build capacity for decentralized planning in the district by providing guidelines as well as technical support to the panchayats.

The guidelines for Block Panchayat planning may be adopted with certain modifications for the preparation of the District Panchayat Plans.

- One major modification is in the method for integrating the plans from the block level. The district panchayat has to integrate the block panchayat plans. The block panchayat plan documents contain analyses of the relative gravity of the development problems in each sector, which ideally should be presented as a chart. The district panchayats should prepare a frequency distribution of the levels of gravity of the development problems from these block level charts. A listing of all the problems of the gram panchayats may be prepared for each development sector, with a frequency distribution on a four point scale: (1) very serious (2) moderately serious (3) not serious (4) not a problem. The district panchayats also should identify the major problems on a map using a colouring scheme that would visually represent the geographical distribution of various problems and their levels of severity.
- Similar frequency tables are to be prepared for the types of projects being undertaken by the gram panchayats. These frequency distributions will show how many panchayats gave the highest priority to which types of projects in the district. Needless to say this is the best way to facilitate meaningful integration and consolidation at the district level.
- The above steps would allow for a comparative view of the programs. Three questions are to be answered similar to those posed to the block panchayats:
  - Is there likelihood of conflict among the projects of the various lower level bodies?
  - Is there a possibility of integrating similar programmes?

What can the district panchayat do to strengthen the forward and backward linkages or to fill the most critical gaps in the programmes drawn up from below?

The district panchayat plan document also has to consider the impact on the rural areas of urbanization and of the programmes being implemented by the urban local bodies. Despite the fact that the urban areas are not under the jurisdiction of the district panchayats, district panchayat planning has to consider the integration of the plans of the nearby urban areas. This means that the district panchayat planning document has to take into consideration the plan documents of the relevant municipalities or corporations if any. It is suggested that a district map be prepared that would identify the semi-urban zones that surround the urban centres.

Basically the structure of the plan of the district panchayat is similar to the plan document of the block panchayat. A preliminary meeting of the gram panchayat presidents and block panchayat members in the district may be convened by the district panchayat to seek suggestions and discuss plan proposals from below. As in the case of block panchayats the draft plan document of the district panchayat is to be discussed in a District Development Seminar. The block and district panchayat may also constitute task forces to assist them in the preparation of projects and the plan documents.

Integration is needed to take care of all linkages involved. Block panchayat function as a mid-way institution which facilitate backward linkage with gram panchayats and forward linkage with district panchayat. To resolve several socio-economic problems and accelerate economic growth integrated approach of planning and action is required. No single department can find solution to the problems independently. Many related departments must work together with understanding and cooperation. It is here that the role of a planning body at the district level gets greater importance. The success of the planning at the local level in the future depends on the way in which the activities of different departments as well as local self governmental activities are integrated. Integration at the District level will result in the preparation of the District Development Plan by the District Planning Committee.

**Check Your Progress I**

- Note:* a) Write your answer in the space provided.  
b) Check your answer with the possible answer provided at the end of the unit.

1) What do you understand by 'integration' in the planning context?

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2) How centrally sponsored schemes can be integrated with local plans?

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#### 4.4 LET US SUM UP

In this brief and short unit we discussed integration with local level plans. Starting with what integration means in the context of planning, the unit discussed six steps involved in block level planning for each development sector. Keeping in view the importance of integration of centrally sponsored schemes, it was emphasized that in no case should the action plans of the centrally sponsored schemes be drawn up independently of the prescribed planning procedure. Under Article 243 ZD of the Constitution of India, a District Planning Committee (DPC) shall be constituted at the district level in every state to consolidate the plans prepared by the panchayats and municipalities in the district and to prepare a draft development plan for the district. Keeping this in mind the unit finally discusses preparation of District Panchayat Plans.

#### 4.5 REFERENCES AND FURTHER READINGS

1. Government of India (2006): *Planning at the Grass Root Level – An action Programmes for the XI<sup>th</sup> Five year Plan* – Report of the Expert Group, New Delhi.
2. Thomas Isaac T.M. (1999): *People’s Planning Towards a Hand Book* (Presented at the workshop organized by State Planning Board, Tripura at Agarthala) May 1999.

#### 4.6 CHECK YOUR PROGRESS – POSSIBLE SOLUTIONS/ANSWERS

##### Check Your Progress I

- 1) Integration means joining the plans at various levels to achieve the overall objectives, which will help to improve the standard of living of the people. The integration has to be achieved at the stage of planning itself.
- 2) The centrally sponsored schemes can be integrated with the local plans when their action plan are prepared on the basis of the overall situation analysis and prioritization made as part of general planning process. In no case should the action plans of the centrally sponsored schemes should be drawn up independently.

## **BPR-002 : Decentralized Planning and Panchayati Raj**

### **Block-1: Decentralized Planning: Concepts and Tools**

- Unit-1 Multi-level Planning for Economic Development and Social Justice
- Unit-2 Building up the Database
- Unit-3 Setting Objectives and Strategy of Planning
- Unit-4 Project Identification, Formulation and Selection of Elementary Ideas

### **Block-2: Sectoral Planning**

- Unit-1 Sectoral Planning and Spatial Planning\*
- Unit-2 Sectoral Programmes Under XIth Schedule
- Unit-3 Making Panchayats the Focal Point of Coordination
- Unit-4 Integration with Local Level Plans

### **Block-3: Local Level Planning**

- Unit-1 Survey of Resources and Mapping
- Unit-2 Preparation of Village Level Plans
- Unit-3 The Role of Gram Sabha
- Unit-4 Integration with Block Level Plans
- Unit-5 Integration with the District Plans
- Unit-6 Role of District Planning Committee

## About the Project

IGNOU through the Ministry of Panchayati Raj and under the sponsorship of United Nations Development Programme (UNDP) undertook a project on '**Capacity Building of PRIs Through a Multi-Mode Training Intervention**' as an attempt at empowering and capacity building of elected members of *Panchayats* and development functionaries. It also aimed at institutionalizing mechanisms to strengthen this capacity building intervention. The Project covered six northern states including **Bihar, Haryana, Madhya Pradesh, Rajasthan, Chhattisgarh** and **Uttarakhand** with the **Indira Gandhi National Open University (IGNOU)** as the implementing agency. The Project envisaged joint action by Government established institutions (SIRDs) and NGOs engaged in Capacity Building of PRIs.

In terms of strategy it involved developing a **suitable learning package through a balanced mix of distance learning and conventional training**; adapting the materials to local requirements and implementing the capacity building intervention through distance mode for the elected members of *Panchayats* and train associated development functionaries through face to face mode through a network of SIRDs and NGOs.

In terms of activities and output of the Project, the Project has been able to prepare a multi-media package consisting of 11 self-learning booklets and six video programmes for distribution among the *Panchayats*; undertook capacity building of Collaborating Institutions (CIs); published of local Governance updates in each participating state; conducted BDOs Symposia and orientation programmes for development functionaries. One of the major activities taken up by the above CIs was to undertake hardware mapping of *Panchayats* in 4 Districts in each participating State. The Diploma in Panchayat Level Administration and Development, planned and developed as a part of academic activities of the School of Continuing Education, was also sponsored under the above Project.

## About IGNOU & SOCE

The **Indira Gandhi National Open University**, established by an Act of Parliament in 1985, has emerged as the largest Mega University in the democratic world. The University offers 486 Certificates, Diploma, Degree and Doctoral programmes through its 21 schools of Study, 12 Divisions, 14 Centres, 61 Regional Centres, over 3,000 Study Centres, 67 Partner Institutions spread across 35 countries. Additional help is also sought from about 6,000 experts from conventional universities and other organizations, and about 45,000 part-time academic counselors.

IGNOU caters to learners from rural and tribal areas, disability groups, jails and rehabilitation centres, government and non-governmental organizations, parents and home-makers, the employers and the employed.

One of the mandates of the University is to reach out to the disadvantaged by offering programmes in all parts of the country at affordable cost. IGNOU, the National Resource Centre for Open and Distance Learning with international recognition and presence, is expected to provide seamless access to sustainable **and learner centric quality education, skill upgradation and training** to all by using innovative technologies and methodologies and ensuring convergence of existing systems for massive human resource required for **promoting integrated national development** and global understanding.

The **School of Continuing Education (SOCE)** one of the oldest Schools currently has four disciplines assigned to it by the Academic Council. These include: **Rural Development, Nutritional Sciences, Child Development and; Home Science**. The School has currently on offer Ph.D programmes in three discipline areas, two Master's Degree level programmes, one Post Graduate Diploma, two Diploma Programmes, four Certificate Programmes and four elective and application oriented courses in the above mentioned disciplines.