



सत्यमेव जयते

**GOVERNMENT OF INDIA  
MINISTRY OF PLANNING  
(PLANNING COMMISSION)**

# **INVOLVEMENT OF PEOPLE IN THE PLANNING PROCESS**

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held on 30th June, 1987**

## P R E F A C E

Popular participation in the planning process is necessary to involve the people in the process to help in knowing the felt-needs of the people, mobilising local resources for plan implementation, anticipating and sorting out possible conflicts in the planning and implementation stages, increasing the speed of implementation by securing cooperation of the people and bringing about a change in the power structure in people's institutions in favour of the poor. Over the years the involvement of people in planning process has been progressively enlarged in all the three stages of plan formulation, plan implementation, and monitoring/evaluation.

The oldest form of people's involvement in planning process is through Panchayati Raj Institutions, like, Zila Parishads, Panchayat Samities, and Gram Panchayats. Although, Panchayati Raj is a State subject, Government of India has a definite commitment to ensure that the Panchayats function as vibrant units of self-government. State Governments have been requested, from time to time, to provide necessary technical support to Panchayati Raj Institutions in formulation and execution of development programmes, augment their resources, and to identify measures for meeting their financial liability. The role of these institutions has also been highlighted in the concept of district planning.

2. Another area of people's involvement relates to cooperative institutions. Major fields covered by cooperative movement relate to credit, where there are credit societies, Cooperative/State Land Development Banks, etc., at the village and State levels.

3. Voluntary Organisations have played an important role in the fields of rural development, social welfare, health and family welfare, women and child welfare, wasteland development, environment, adult education, etc. Several Ministries have initiated grant-in-aid programmes to voluntary agencies to mobilise their services to effectively supplement governmental programmes. In the Seventh Plan, it is provided that funds to the extent of Rs.100-150 crores would be allocated under various programmes for implementation of schemes through these organisations.

4. The other areas in which people's involvement is being achieved relate to:

- (a) Khadi and Village Industries;
- (b) Health care and family welfare programmes;
- (c) Distribution of irrigation water;
- (d) Programme for welfare of Scheduled Castes/Scheduled Tribes including North Eastern Region;
- (e) Education programmes;
- (f) Science and Technology, Environment and Forestry Programmes;
- (g) Protection of rights of consumers, etc.

5. In this context in the current state of development a number of issues deserve discussion. These include:

- (a) Achievement of more effective involvement of Panchayati Raj Institutions in the process of plan formulation and implementation at different levels particularly in respect of rural development schemes with proper integration with other sectoral schemes and special programmes having employment potential;
- (b) Methods of consultation/discussion at the stage of plan formulation at different levels;
- (c) Suggestions for strengthening the cooperative movement by achieving financial viability, reduction of overdues and operational efficiency;
- (d) Effectiveness and role of voluntary agencies in plan programmes, particularly programmes with large public contact/potential, like KVIC and village industries, family welfare, welfare of Scheduled Castes and Scheduled Tribes etc.;
- (e) Methods of involvement of beneficiaries themselves in programmes relating to:-
  - (i) New Education Policy;
  - (ii) Distribution of irrigation water;
  - (iii) Afforestation and social forestry, wasteland development; and
  - (iv) Diffusion of new technologies; and

(f) Methods of integration of people's representatives and groups with environmental aspects of development plans particularly at local and project levels.

6. It is hoped that this contribution which gives the Status Report on the involvement of people in the planning process in different sectors and programmes in the country besides providing a source of reference material, would generate thinking so as to bring forth new ideas and suggestions on the issues enumerated above.

7. The work for preparation of the accompanying paper was coordinated in the Rural Development Division of Planning Commission. The efforts put in by Dr. B.N. Sahay, Joint Adviser and Shri U.N. Malik, Deputy Secretary in Rural Development Division need special mention and have been greatly appreciated.

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## C O N T E N T S

	<u>Pages No</u>
Preface	(i)
List of Members of the Consultative Committee	(v)
I. The Planning Process	1
II. Need for Involving People in the Planning Process	11
III. Status of Involvement of People in the Planning Process	
1. <u>Panchayati Raj</u> Institutions	15
2. Cooperative Institutions	20
3. Decentralised Planning at the State, District and Block levels	24
4. Voluntary Organisations	27
5. Beneficiary/People's Organisation	
(a) Involvement of <u>Panchayati Raj</u> Institutions in Anti-Poverty Programmes	31
(b) People's participation in <u>Khadi &amp; Village Industries</u>	32
(c) People's participation in Health Care and Family Welfare Programmes	36
(d) Farmer's participation in Distribution of Irrigation Water	37
(e) Involvement of People's Organisations in the Programme for Welfare of SC/STs including North-Eastern Region	38
(f) Involvement of people in Education Programmes	41

(g)	Involvement of people in Science and Technology, Environment and Forestry Programmes	42
(h)	People's Involvement in Planning Process in Consumer Movement	45
IV.	Current Status of People's Involvement as Reported by some States/Union Territories	46
V.	Steps taken to Revitalise <u>Panchayati Raj</u> Institutions	46
VI.	Summary of Issues	50



## ANNEXURES

	<u>Pages No</u>
I. Present Status of Elections to <u>Panchayati Raj</u> Bodies in various States/Union Territories	52
II. Number of Societies and the Membership of Selected Cooperative Societies as at the end of June, 1985	57
III. Percentage of Overdues to Demand at Primary Agricultural Credit Societies Level	58
IV. Percentage of Overdues to Demand at Primary Land Development Banks Level	59
V. State Planning Boards - Composition as on September 20, 1985	60
VI. Particulars of States having Scheduled Areas or Scheduled Tribes Population	65
VII. Statement showing Status of Involvement of People in Planning Process as Reported by some States/Union Territories.	66

## PLANNING COMMISSION

### INVOLVEMENT OF PEOPLE IN THE PLANNING PROCESS

#### I. The Planning Process

The enlistment of voluntary effort and public participation has been one of the keystones of India's planning. The First Plan stated :

" Public cooperation and public opinion constitute the principal force and sanction behind planning. A democracy working for social ends has to base itself on the willing assent of the people and not the coercive powers of the States.... In the way any programme is conceived, offered and carried out, action by the agencies of the government must be inspired by an understanding of the role of the people and supported by practical steps to enlist their enthusiastic participation."

With each Plan, an attempt is made to assess the elements of strength and weakness in the prevailing system of public cooperation and national development and from time to time new ways of enlarging public cooperation are tried out. Considerable encouragement is given to voluntary organisations and an attempt is made to coordinate their efforts. In the formulation of each Plan and in its subsequent implementation, at the local, State and national level, efforts are made to enlist public cooperation and comment and criticism and constructive suggestions are sought from all quarters. As a Five Year plan takes shape, having passed through a prolonged process of consultation and public debate, it emerges as a national consensus.

2. Planning has manifold significance for a country like India. Since resources, whether natural, material, capital or trained manpower are severely limited, planning provides a method of rational and considered choice for securing the optimum combination of inputs. Secondly, planning helps to identify those deficiencies in the economy and the social structure which demand the largest attention from the standpoint of economic growth. Thirdly, a plan for mobilising resources is a necessary counterpart of the scheme of investment. By posing various critical problems in development and attempting to give them a quantitative dimension, planning is calculated to lead to a higher degree of capital formation than might be otherwise attainable. By drawing attention to the social prerequisites of growth, planning also paves the way for the acceptance of large institutional changes. The very processes associated with planning and the implementation of plans enlarge the scope for public participation and co-operation. Finally, with improved planning techniques and more precise statistical data, the inter-relationships within the national economy can be seen more clearly and to that extent the effects of different policies and measures can be traced and perceived more systematically.

3. The preparation of a Five Year Plan involves simultaneously - (a) appraising of past trends and performance, (b) assessment of major current problems, and (c) determination of measures and policies for future growth.

Along with these, an attempt is made to take stock of the knowledge of the natural, material and human resources which may have become available in the course of the preceding plan and to assess the significance of economic and social data for understanding the structure and functioning of different parts of the economy. These appraisals and surveys call for the cooperation of a large number of agencies and institutions, both within and outside the Government. For the analysis of past trends and current problems, reliance is placed on three principal institutions -- the Planning Commission, the Central Statistical Organisation and the Reserve Bank of India. In addition, past trends and current problems are studied in their respective fields by each of the Ministries concerned at the Centre and in the State Governments. Studies conducted by independent research institutes, Universities and other autonomous organisations are fully made use of. The task of summing up the results of these studies is undertaken finally in the Planning Commission.

4. The national plan comprises, on the one hand, the plans of the Central and State Governments and, on the other, plans for the private sector and, more specially, for the corporate sector. The national plan evolves gradually in a series of stages. The first stage is the consideration of the general approach to the formulation of the Five Year Plan. This begins about three years in advance of the commencement of the Plan and involves an examination of the

state of the economy, identification of its social, economic and institutional weaknesses and appraisal of past trends in production and rate of growth in relation to the long-term view of the progress of the economy. An attempt is made also to suggest the directions in which, during the period of the plan, imbalances must be corrected or more intensive efforts ensured. Preliminary conclusions on these and related aspects are submitted by the Planning Commission to the Cabinet at the Centre and to the National Development Council, a body composed of the Prime Minister of India, the Chief Ministers of States and Members of the Planning Commission, in whose deliberations the Ministers of the Central Government also fully participate. At this stage, no attempt is made to suggest magnitudes for the Plan; this awaits the fuller study which has yet to be undertaken. The first phase of deliberations leads to preliminary indications on the part of the National Development Council of the rate of growth to be assumed for the next plan and the objectives and considerations which should receive special emphasis.

5. The second stage consists in studies, not yet in too great detail, which are intended to lead to the consideration of what may be described as the draft of the Five Year Plan. The inter-relationships and the broader dimensions of the Plan are studied within the Planning Commission. While these studies proceed, the Planning Commission constitutes a series of working groups, composed of its own specialists and those of the Ministries concerned at the Centre. To ensure greater

participation, while the groups are expected to report to the Planning Commission and to function on its behalf frequently senior officials from the Ministries and more often the permanent heads, serve as chairmen of the groups, and a considerable part of the technical study in each field is undertaken by experts in the Ministries, the technical organisations associated with them and experts and professionals in the country. The working groups are expected to review the performance of the economy in their respective fields, assess progress in achieving the policy objectives outlined in the current and preceding plans, and point out deficiencies which may have been observed. From time to time, the working groups raise questions as to the assumptions to be made in the formulation of further plans, and on these the Planning Commission is expected to provide the necessary guidance. As the working groups at the Centre begin their work, State Governments are also advised to constitute similar working groups of their own, and arrangements are made for the working groups at the Centre and in the States to be in informal contact with one another. The main object of the working groups in the States is to try to build up a picture of the development plan of each State. In several sectors while the expert working groups undertake their studies, the Planning Commission constitutes Panels, composed of leading experts and workers drawn mainly from outside the Government, to advise on the broader aspects of policy and approach towards the formulation of the Plan, in their respective fields. Thus, a Panel of Economists, a

Panel of Scientists and Panels for agriculture, land reform, education, health, housing and social welfare may be appointed.

6. The Draft Outline of the Five Year Plan is intended to give more content to the plans envisaged for different sectors and to bring out the main issues of policy and objectives and the approach which is proposed to be adopted. The Draft Outline is prepared in the Planning Commission, is commented upon in draft by the various Ministries and the State Governments and is considered in the Central Cabinet before being submitted to the National Development Council. With the approval of the Council, the Draft is published as a document for the widest public discussion and consideration. Comments are invited from all sections of opinion. State Governments arrange for the Draft to be discussed thoroughly at the district level. According to the practice which is now well developed, at the national level both Houses of Parliament arrange for discussion of the Draft, first in a general way for a few days at a time, and then in greater detail through a series of Parliamentary Committees.

7. While the Draft is under discussion throughout the country, the Planning Commission, in association with the Ministries at the Centre, holds detailed discussions regarding the plans of individual States. These involve a study of their financial projections, proposals for raising additional resources and their detailed plans of development in different sectors. With each State, the discussions are

held both at the expert level and at the political level, the final conclusions being reached in consultation with the Chief Ministers of individual States. These conclusions are regarded as understandings between the Planning Commission and the States for the size and composition of each State's plan, the main targets and programmes to be fulfilled, and the obligations undertaken by the Centre to provide a given quantum of financial assistance and by each State to find its share of resources and observe the agreed priorities. The Planning Commission then prepares the detailed report, outlining the objectives, policies, programmes and projects in the Five Year Plan. This is again commented upon and is finally submitted to the Cabinet and the National Development Council. With the approval of the Council, the Report is published and presented to Parliament, usually by the Prime Minister. After discussions lasting for several days, each House of Parliament accords its general approval to the Plan and gives a call to the nation for its implementation and for the achievement of the objectives and targets embodied in it.

8. These are the steps by which a Five Year Plan takes shape. A great deal of the discussion is necessarily of a public nature, widely shared and involving large groups in every part of the country and in each branch of the national life. By the time the Plan emerges in its final form, it has already met its critics half-way, assimilated to a large extent the constructive thinking thrown up in the course of the debate and gained a degree of general acceptance for its



assumptions, objectives, priorities, and major features, which is in fact the principal moral and social sanction for its subsequent implementation. Responsibility for its execution rests with the Ministries at the Centre and with the Governments of States. The Planning Commission continues to watch and report on its implementation, assist the Central and State executive agencies to the extent necessary, advise on changes and adjustments and otherwise help ensure that the basic economic and fiscal policies are in conformity with the requirements of the Plan and that its social goals and long-range objectives are at no stage lost sight of.

#### State and Local Plans

9. State plans account for about one-half of the total outlay of the Government under a Five Year Plan. They include such vital sectors of development as agriculture, small industries, irrigation and power, roads and road transport and education and social services. In these fields, which come closest to the welfare of the mass of the people, the fulfilment of important national goals turns directly on the successful implementation of the plans of States. For these reasons, a great deal of value both in planning and in implementation, is attached to local plans. These are worked out, with varying degrees of completeness, for districts, development blocks and villages.

10. The areas considered most appropriate for drawing up local plans are the following :

- (a) agriculture, including minor irrigation, soil conservation, village forests, animal husbandry, dairying, etc.;
- (b) development of cooperatives;
- (c) village industries;
- (d) elementary education, specially provision of school buildings for local communities;
- (e) rural water supply and the programme of minimum needs, including construction of approach roads linking each village to the nearest road or rail-head; and
- (f) works programmes for the fuller utilisation of manpower resources in rural areas and rural development programmes;

In these fields, plans are expected to emanate at the local level and to be built up largely from below. There are other areas in which, in the first instance, plans have to be formulated at the State level for the State as a whole (with recommendations from districts) and then broken up, to the extent possible, by districts and blocks. These would include, for instance, secondary and vocational education, expansion of health facilities, district roads, industrial estates, etc. In a third group of areas, plans have to be formulated essentially for the State as a whole and implemented accordingly, for instance, for major irrigation works, power development, State highways, university education, etc.

11. At the village level, particular importance is attached to village agricultural production plans which have to be drawn up and implemented within the framework of block agricultural plans. The village production plan is intended

to involve all cultivators in the village in the agricultural effort and to mobilise effectively the resources of local communities. It includes two main groups of programmes, namely, (a) supply of credit, fertilizers, improved seed, assistance for plant protection, minor irrigation, etc., for which a measure of assistance has to come from outside the village, and (b) programmes such as the digging of field channels for utilising irrigation from large projects and local irrigation and soil conservation works which call for effort on the part of the local community or the beneficiaries.

12. Regional plans are being undertaken for specially backward tracts within the framework of State plans. For certain purposes, for instance, interchange of surplus power or construction of multipurpose projects serving more than one State, arrangements are also made for coordination between States at the wider regional level. Planning for agro-climatic regions will be strengthened in the Seventh Plan.

13. Non-Governmental organisations may be either organisations set up by or in association with particular government agencies or may be independent non-official bodies representing specific interest. Dealings with the former are normally through the appropriate government agencies but, with the latter, according to the nature of business to be transacted, communications may flow freely in either direction. Planning Commission has links with universities

and leading research institutions through its Research Advisory Committee. The scheme of Planning Forums, which attempts to involve teachers and students in the process of planning, is currently being reviewed by the Planning Commission in consultation with the University Grants Commission, in order to increase its effectiveness. Since the Plan as a whole and planning as an integrated activity are the concern of the Planning Commission as distinct from other agencies, in the eyes of the general public, the Commission has come to occupy a position of special responsibility for national development.

## II. Need for Involving People in the Planning Process

14. The involvement of people in the planning process becomes necessary :

- (a) To take note of the felt needs of the people;
- (b) To mobilise local resources for plan implementation including people's labour;
- (c) To anticipate and iron out possible conflicts or sharp differences in the planning and implementation stages;
- (d) To increase the speed of implementation by securing the cooperation of the people;
- (e) To increase the acceptance of the plan and projects and programmes underlying it; and
- (f) To bring about a change in the power structure in people's institutions in favour of the poor.

15. At the village level, the people's involvement in planning process can be achieved through associating village panchayats, Gram Sabhas/Mandal Panchayats, and beneficiaries'

groups, like; landless labourers, tribals, scheduled castes, etc., at different stages of planning process. At the block level, in addition to the Panchayat Samities, the bonafide voluntary agencies can be associated in collaboration with official planning work. At the district and State levels, representation can be provided for elected representatives of the Zila Parishad, State Assemblies, Parliament, representatives of economic or occupational groups, social groups, voluntary agencies, universities, and academic institutions, located in the District/States.

16. The methodology for involving the people at different stages of planning process may include the following :

- (a) Local leaders of the community, teachers, students, and others as necessary, may be associated at the pre-planning stage of collection of data and conduct of surveys;
- (b) At the scheme formulation stage, meaningful public participation can be achieved through:
  - (i) interaction with people's representative organisations, and
  - (ii) consultation with beneficiaries groups and other concerned categories of people;
- (c) At the stage of formulation of strategies and determination of scheme priorities the people can be associated through discussion in "Open Forums" where the relative response of people to alternative strategies can be assessed after ascertaining the views of various local agencies at the block level. Such discussions would help in taking decisions about the location of various community schemes, like; drinking water, school construction, feeder road construction, health centre, etc.;
- (d) At the implementation stage, the local people can be encouraged to participate by making contribution of resources, assisting administration and coordination efforts, and

enlisting themselves in programme activities for possible benefits. At the same time, people can be involved with great advantage in the running, maintenance, and management of various complicated projects by constituting suitable organisation of people, like; Irrigation (Water Use) Committees, etc.; and

- (e) Involvement of people may also be secured in monitoring and evaluation of projects/programmes. This will help to identify not only how many but also who benefits from a particular investment and whether any leakage/corruption has been noticed. The information provided by the people in this regard would also help in identifying problems and constraints in implementation.

### III. Status of Involvement of People in the Planning Process

17. The Position in respect of some of the areas/programmes is given below:

#### 1. Panchayati Raj Institutions

18. Recognising the importance of democratic institutions at the grass root level, the Indian Constitution has laid down in Article 40 of Part IV of the Directive Principles of State Policy that 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. The Panchayati Raj institutions, thus set up became a State subject under the Constitution and the States and Union Territories were free to design the structure, powers, and functions of such bodies keeping in view their local situation.

19. Decentralisation of the planning process was more

pronounced only from the Fourth Five Year Plan (1969-74). The concept of decentralised planning virtually goes back to 1953 when the Community Development (CD) Programme was launched by the Government of India, motivated by the need and desire for decentralised economic development. As a part of this exercise, the state governments were requested in 1954 to prepare District and Village Plans. Subsequently, in the late fifties, the Panchayati Raj institutions came into being at the district and lower levels of administration to provide an institutional base for people's active participation and involvement in development.

20. The Balwant Rai Mehta Committee was appointed in 1957 to study the Community Development and National Extension Service (NES) Programmes, especially from the point of view of assessing the extent of popular participation and to recommend creation of institutions through which such participation can be achieved. The Committee recommended constitution of statutory elected local bodies with the necessary resources, power, and authority devolved on them and a decentralised administrative system working under their control. It also recommended that the basic unit of democratic decentralisation should be located at the block/samiti level. The Committee envisaged directly elected panchayats for a village or group of villages, an executive body called Panchayat Samiti for a block with directly elected and coopted members and an advisory body called Zila Parishad at the district level constituted indirectly,

mainly through ex-officio members from lower tier and others with the Collector as Chairman. The National Development Council (NDC) affirmed the objectives of democratic decentralisation and suggested that each state should work out the structure which suited its conditions best. This was the genesis of the Panchayati Raj system and ushering this in Rajasthan, late Pandit Jawahar Lal Nehru hailed it as, "the most revolutionary and historical step in the context of New India".

21. Except the States of Meghalaya, Nagaland, and Mizoram and the Union Territory of Lakshadweep, all other States and the Union Territories in India have enacted laws for the establishment of Panchayati Raj institutions. There are now over 2.17 lakh village (Gram) Panchayats in the country covering more than 96 per cent of about 5.8 lakh inhabited villages and 92 per cent of rural population. Thus on an average, a village Panchayat covers 2 or 3 villages and a population of about 2,400. These Panchayats are essentially entrusted with all aspects of local administration and derive their income from land revenues and water rate, additional surcharge/cesses thereon as also various grants by the state governments. According to an estimate made in 1982-83, the total tax revenue realised by Panchayati Raj institutions was a mere 0.1 per cent of all States tax revenues and thus their resources are meagre in relation to their authorised functions. Besides, elections to these bodies have not been held regularly. The States/UTs have been advised to hold



regular and timely elections. The present status of elections to Panchayati Raj institutions in different States/UTs is given in Annexure I.

22. The Sixth Plan emphasised the objective of strengthening the Panchayati Raj institutions in the process of democratic decentralisation, devolving on them such functions which are capable of being planned and implemented at the respective levels and involving them in the planning and execution of various rural development programmes, like; the Integrated Rural Development Programme (IRDP), National Rural Employment Programme (NREP), Rural Landless Employment Guarantee Programme (RLEGP), the Minimum Needs Programme (MNP), District and Block-level Planning, etc. These objectives have not been uniformly followed. However, it is noticed that wherever the Panchayati Raj Institutions have been actively involved, the implementation of rural development programmes has been better and the selection of beneficiaries and designing of schemes have been more satisfactory. The Planning Commission has been impressing upon the States that various rural development programmes will be realistic and meaningful only if people's representatives are actively involved and associated in local level planning, design formulation and implementation of those programmes and the selection of beneficiaries in the anti-poverty and employment programmes such as IRDP, NREP, RLEGP, etc., and that there is no better instrument to meet this need other than the Panchayati Raj institutions.

23. With the launching of large-scale multi-sectoral, country-wide programmes of rural development aiming both at individual households and at the creation of assets in the rural areas, the original concept of Community Development could be said to have been substantially restored. This would be further strengthened by the measures already taken or proposed to be taken to strengthen and rationalise the administration and delivery mechanism.

24. For the purpose of the Seventh Plan, Community Development and Panchayati Raj would have to be viewed in this context and would have to break free from the conventional methodology of including a large number of small schemes through minimal budget provisions. Community development is to be viewed now more in the nature of a scheme for village development which would imply the planning and implementation of a number of residual activities at the village level which do not get covered in the normal sectoral plans and special programmes, e.g., village paths, drainage, and sanitation. This in turn would have to be done on the basis of local, decentralised planning at the village and block levels for which block funds both in the nature of outright and incentive grants, would have to be placed at the disposal of Panchayati Raj and Community Development bodies rather than only by forming sectoral plans for the villages at the State and National levels. This would imply a considerable degree of rationalisation in the drawing up of plans for Community Development and Panchayati Raj and

substantial autonomy in their implementation. The Seventh Plan, thus, further emphasises the strengthening of Panchayati Raj institutions, particularly at the village and block levels, with a view to ensuring their active involvement in the planning and implementation of the special programmes of rural development, particularly those concerned with poverty alleviation and the provision of minimum needs. Also such plans have to integrate the rural development and employment programmes, with special schemes like the Watershed Development Programme or the Special Rice Production Programmes. Such programmes have a large employment generation potential and also benefit small farmers. A number of Committees and Study Groups have, during the last 10 years, reviewed the situation and made recommendations to strengthen the systems of integrative decentralised planning.

25. The Ashok Mehta Committee which reviewed the situation in 1978 to recommend an institutional design for Panchayati Raj in the light of the developmental thrust and technical expertise required for planning and implementation of rural development programmes came to the conclusion that the inescapable compulsion was that the district be the first point for decentralisation under popular supervision below the state level in as much as the district has come to be recognised as a viable administrative unit at which the planning, coordination, and resource allocation are feasible, technical expertise is available and high level of popular

leadership can also emerge.

26. Two Working Groups were appointed by the Planning Commission, viz., the Working Group on Block Level Planning headed by Prof. M.L. Dantwala in November, 1977, and the Working Group on District Planning headed by Dr. C.H. Hanumantha Rao, former Member, Planning Commission in September, 1982. These Working Groups have studied various aspects of decentralised planning at the district and the block level, and have made recommendations which are, by and large, similar. Both Working Groups have recommended that the basic decentralised planning function has to be done at district level. The Working Group on District Planning has, inter alia, recommended that :

(a) For decentralised planning to make headway, institutional mechanisms have to be made more broad-based with the active involvement of local representatives and endowed with a greater degree of autonomy in local decision making.

(b) The Panchayati Raj institutions and other local government institutions should play a crucial role in the district planning process.

27. The Committee to Review the Existing Administrative Arrangements for Rural Development and Poverty Alleviation Programmes, headed by Dr. G.V.K. Rao, former Member, Planning Commission (March, 1985) also went into the question of decentralised planning and has recommended inter alia that :

(a) The rural development should be the major component of district planning, though the District Plan should encompass the total activity of the district.

(b) The district should be the basic unit for policy planning and programme implementation. The Zila Parishad should, therefore, become the principal body for management of all development programmes which can be handled at that level.

(c) Panchayati Raj Institutions at the district level and below should be assigned an important role in respect of planning, implementation, and monitoring of rural development programmes.

(d) Some of the planning functions at the State level may have to be transferred to the district level for effective decentralised district planning.

(e) In order to give some leeway and manoeuvrability in planning and decision-making, it is necessary to make some funds available at the disposal of the District Planning Body which are not tied to any departmental schemes and which may be used towards small schemes meant for the local priorities, needs, and aspirations of the local community.

## 2. Cooperative Institutions

28. The cooperative societies which started activities as a small man's organisation doing small business, are now

widely recognised as an economic enterprise of small man doing big business. These cooperatives undertake service functions like supply of credit, production inputs, distribution of essential consumer goods, marketing of agricultural produce and supply of raw materials. In the service of weaker sections, cooperative societies have been rendering yeoman's service through labour cooperatives, dairy cooperative societies, farming cooperatives, fisheries societies, etc. In the field of high technology, fertiliser manufacturing units, sugar industry, spinning mills, etc., have been making significant contribution also in the field of development of rural entrepreneurship. In the field of cooperative credit, the cooperatives provide nearly 47 per cent of the institutional credit to agriculture. The cooperative sector handles nearly 42 per cent of the fertilisers distributed in the country; 60 per cent of the national sugar production, and 20 per cent of fertiliser production. The network of cooperative institutions as economic organisation with social content comprise 3.15 lakh cooperative societies with a total membership of 145 million. The data in respect of selected type of societies is at Annexure-II.

29. Cooperatives have been playing an important role in the attainment of national objectives through planned efforts. The members pool their resources to raise financial, manpower, and other inputs needed for implementing the programmes and projects of the society as a whole and

contribute to the operations of the society in addition to their own individual pursuits and actively participate in the management of the society. Involvement of every individual member in this way, makes the cooperative as an integral part of the nation-building efforts.

30. The cooperative movement in India began primarily in the field of credit, as a defensive mechanism against the usurious money-lenders. In spite of considerable diversification of the cooperative movement in various fields, credit still continues to be the most predominant activity. The short and medium term credit structure comprises about 92,000 primary agricultural credit societies at the village level, 340 central cooperative banks, and 28 state cooperative banks. The long term credit structure consists of 19 state land development banks with 1,833 primary land development banks/branches. The short and medium term loans disbursed by the primary agriculture credit societies which amounted to only Rs.22 crores in 1950-51 are anticipated to have increased to Rs.2,600 crores by 1985-86 and are expected to further increase to Rs.3,000 crores by 1986-87. Similarly, the long term loans advanced by the primary land development banks/branches of state land development banks, increased from Rs.1.30 crores in 1950-51 to Rs.550 crores in 1985-86 and are expected to increase to Rs.650 crores by 1986-87. In spite of this, the progress in disbursement of cooperative credits has been much below the Seventh Plan expectations, considering the targets of Rs.6,040 crores of short and medium term credit and Rs.1,030

crores of long term credit envisaged to be reached by the end of the Seventh Plan period, i.e., 1989-90.

31. The major constraint in the expansion of credit has been the continued existence of high level of overdues. The statewise overdues position at the level of primary agriculture credit societies and at the level of primary land development banks is given at Annexures-III and IV. On account of mounting overdues, the capacity of the cooperatives to extend further credit has got reduced for want of recycling of funds and ineligibility of the cooperative credit agencies to borrow additional funds from the higher financing agencies. Unfortunately, some state governments, notably Maharashtra and Tamil Nadu had resorted to large scale writing off of cooperative loans, which had considerably vitiated the climate of recovery. There is need to identify the big and willful defaulters and take stern coercive action against them. The local leadership should create awareness in the minds of the borrowers about the need for regular repayment of loans for their own benefits and the ill-effects of the non-recovery of overdues on the financial institutions, which ultimately results in denying credit facilities to them. Also, the measured subsidies, etc., which are given through the programme cannot be implemented if the structure itself is weakened. There is also need for strengthening the supervisory staff to oversee the proper utilisation of loans and for the simplification of the loaning procedures. Studies need to be made of the



efficiency of cooperatives in providing services to the target groups, as compared to other delivery systems so that operational efficiency is constantly emphasized.

3. Decentralised Planning at the State, District, and Block Levels

State Level

32. In 1972, Planning Commission had advised the state governments to set up State Planning Boards as Apex Planning Bodies with Chief Minister as the Chairman and Finance Minister, Planning Minister, and Technical Experts representing various departments and disciplines were to be members of the State Planning Boards.

33. As a result of the above advice, State Planning Boards have been set up in all the States except Sikkim. In some of the States, MPs, and MLAs have also been made members of the Planning Boards. A comprehensive statement giving the composition of the State Planning Boards is given in Annexure-V.

34. The Chief Minister, the Finance Minister, and the Planning Minister, who are essential members of the State Planning Boards along with MPs and MLAs, wherever they have been made members as people's representatives on these Boards, as these State Planning Boards are supposed to be involved in the planning process at the state level and some degree of people's participation is achieved through such representation.

## District Level

35. Seventh Five Year Plan envisages decentralisation of planning process to districts and ultimately to the block level. At the district level, district planning bodies have been constituted in all the States except Tripura and Arunachal Pradesh. Although the size and composition of the district planning bodies is to be decided by the state governments themselves, in the Report of the Working Group on District Planning, a desirable model of the district planning bodies has been indicated. According to this model, it would be desirable to make the Chairman of the Zila-Parishad as the Co-Chairman of the district planning body so as to give fair representation to the Zila Parishad. The suggested composition of the planning bodies as given in the Report of the Working Group on District Planning is as follows :

- (i) Chairman of the Subject-Committees in the Zila Parishad ;
- (ii) Municipalities/Corporation (three municipalities may be given representation by rotation);
- (iii) Chairman of Panchayat Samities(two Panchayat Samities may be represented by rotation);
- (iv) MLAs representing the district;
- (v) MPs representing the district;
- (vi) Lead Bank representative;
- (vii) Representative of cooperative credit bank;
- (viii) Representative of Khadi and Village Industries Commission;
- (ix) Representative of District Industries Centre (DIC);

- (x) Social Workers;
- (xi) Educationists;
- (xii) Chambers of Commerce and Industry and Trade Unions;
- (xiii) Associations of Farmers/Agricultural Workers/Artisan Groups; and
- (xiv) Representatives of Women, SCs/STs.

36. However, the District Planning Machinery has not really started functioning in some states. The current status is as follows :-

District Planning Machinery

Set up	Set up, but requires strengthening	Not yet set up	Proposals approved but personnel not in position	Not in favour of setting-up of planning machinery
1.	2.	3.	4.	5.
Bihar	Andhra Pradesh	Assam	Haryana	Sikkim
Karnataka Orissa	Himachal Pradesh (in 10 districts)	Madhya- Pradesh	Tamil Nadu (for three districts)	
West- Bengal	Gujarat Jammu & Kashmir	Punjab Rajasthan		
	Kerala	Tripura		
	Maharashtra	Uttar- Pradesh		
	Meghalaya			
	Manipur			
	Nagaland			

Note: In the case of three recently formed states, viz., Arunachal Pradesh, Goa & Mizoram, the position is not known.

37. According to the information available, planning at block level has been entrusted to the Panchayati Raj Bodies at that level in West Bengal. Block level plans are being formulated in the State by Block Planning Committees which are chaired by Sabhapatis of Panchayati Samities. Thus, district plans and block plans and the schemes formulated for execution with the help of district plan funds are mainly implemented by the Panchayati Raj Institutions, like; Zila Parishads, Panchayat Samities, and Gram Panchayats and other local bodies.

38. In Karnataka, Zila Parishads and Mandal Panchayats would be entrusted with the responsibility of formulating and implementing district development plans after these bodies are set up under the Zila Parishad and Mandal Panchayat Act of 1983. The district planning committees would function under the Zila Parishad. It is proposed to take away development work from the District Collector and entrust it to the Secretary of the Zila Parishad. In some other states, like; Gujarat and Maharashtra, the district and block level agencies have also been involved in plan formulation.

#### 4. Voluntary Organisations

39. The need for promoting people's organisations to secure people's participation in planning and implementation of programmes for their development has been emphasised in each successive Five Year Plan. The Sixth Plan document,

included the meaningful tapping of the potential of available voluntary action in the country, as one of its objectives. Activities in which awareness and conscious participation of the people was considered critical were listed. It was emphasised in the Sixth Plan document that the role of government agencies should be to help people to help themselves adding that the success in achieving a rapid improvement in the quality of life of the rural and urban poor would depend upon the extent of involvement of our vast human resources in national development.

40. Voluntary organisations have played an important role, especially in the field of social welfare. In fact, there is a tendency to equate the work of voluntary agencies with welfare activities and charitable work. They have been involved in several developmental activities which relate to the betterment of the vulnerable sections of society. These include; rural development, social welfare, health and family planning, women and child welfare, wasteland development and environment and adult education. The Central and state governments have recognised the significant contributions made by voluntary organisations. Several ministries have initiated grant-in-aid programmes to voluntary agencies to mobilise their services to effectively supplement governmental programmes.

41. The Seventh Plan lays further emphasis on the role of voluntary agencies in implementing different programmes and gives a policy direction that certain funds (Rs.100 to 150

crores) under various programmes be allocated for the implementation of such programmes through voluntary organisations.

42. With the help of voluntary agencies, Rural Landless Employment Guarantee Programme (RLEPG) and Development of Women and Children in Rural Areas (DWCRA) have been re-designed recently. Voluntary agencies have also been involved in the implementation of the Technology Mission of Drinking Water Supply in villages. At the same time, guidelines have been formulated to minimise delays and harassment to the voluntary agencies by frequent reference of their project proposals to various government agencies. This has shortened the period between submission and approval by almost six months. The efforts of these voluntary agencies are channelised through an autonomous organisation under Department of Rural Development, viz., Council for Advancement of People's Action and Rural Technology (CAPART) which came into existence from 1.9.1986 as a result of merger of the two previously known organisations as People's Action for Development (India) (PADI) and Council for Advancement of Rural Technology (CART).

43. Upto 1986-87 CAPART has approved 603 projects of voluntary organisations with a total cost of Rs.27.43 crores.

44. Keeping in view the importance given to voluntary action in rural development in the Seventh Plan, a part of the outlays for various anti-poverty programmes, such as,

IRDP, RLEGP, Accelerated Rural Water Supply Programme, etc., have been earmarked for implementation of the various programmes through voluntary agencies. Financial assistance for the purpose is canalised through CAPART. The aggregate outlay provided for the purpose comes to about Rs.75 crores in the Seventh Plan. The scheme-wise funds provided to CAPART during the first two years of the Plan are indicated below:-

Schemes	Funds provided to CAPART (Rs. crores)
1. Voluntary Action in Rural Development	3.35
2. Organisation of Beneficiaries	1.70
3. D.W.C.R.A.	2.50
4. R.L.E.G.P.	1.70
5. Low Cost Sanitation	0.50
6. Drinking Water Supply	3.00
7. Technology Projects	4.85*

\* Includes funds for meeting expenditure on administration and construction of office building of CAPART

45. CAPART is also entrusted with the administering of a Central Sector scheme entitled "Organisation of Beneficiaries of Anti-Poverty Programmes". This scheme aims at generating awareness among the rural poor regarding the anti-poverty programmes and other related subjects with the objective of making them understand their rights and also the power of collective action to achieve their rights. The scheme has

been formulated by the government in view of the widely held view that lack of bargaining power of the beneficiaries of these programmes and their poor understanding severely inhibits the flow of benefits to them despite the best attention of the government agency involved. The strategy adopted is to organise awareness generation camps so that the rural poor themselves emerge as a powerful vocal group capable of safeguarding their own interests.

5. Beneficiaries/Peoples' Organisations

(a) Involvement of Panchayati Raj Institutions in Anti-Poverty Programmes

46. Three major rural development programmes are :

- (i) Integrated Rural Development Programme (IRDP);
- (ii) National Rural Employment Programme (NREP); and
- (iii) Rural Landless Employment Guarantee Programme (RLEGP).

47. IRDP: The list of families to be assisted under this programme are placed before and approved by Gram Sabha. The maximum involvement of the beneficiaries for successful programme implementation is sought to be brought about through Beneficiary Advisory Committees (BAC) at the block level and the sub-committee at the Panchayat level. The block level committees are composed of members elected by the IDRP beneficiaries of each village Panchayat in a block. The Block Development Officer, the officer of other development departments directly connected with implementation of IRDP,



and the bankers may also attend the meeting of this Committee which are to be held at least once every quarter. The sub-committee at village level are to be constituted of all the assisted beneficiaries of a Panchayat area. They will elect their representative for the block level Beneficiaries Advisory Committees. These sub-committees are also expected to meet once in three months to discuss the felt needs and the problems of the beneficiaries.

48. NREP: The Panchayati Raj institutions are actively involved in implementation of this programme which is basically aimed at providing employment to the rural people, raising economic status and strengthening the rural/social infrastructure. These institutions are given proper technical and administrative support enabling them to achieve the capability of executing the works and fulfilling the needs of the people on a decentralised basis. Gram Panchayats exercise close and strict supervision and control over the execution of works. Where the elected bodies are not in existence, the involvement of the people is secured by forming village committees.

49. RLEGP: Under RLEGP, the state governments while preparing work projects have to indicate the implementing agency for each project. These projects can be entrusted to Panchayati Raj Institution also for implementation.

(b) People's Participation in Khadi and Village Industries:

50. The Khadi and Village Industries are dispersed all over the country and the involvement of the rural population in this sector is perhaps the largest. The All-India Khadi and Village Industries Board (AIKVB) was set up in 1953 on the recommendations of the Planning Commission to give close attention to the problems of Khadi and Village Industries and to help create favourable conditions for action by state governments in this area. The basic approach since then has been to provide the required financial and policy support by the government, while the actual implementation is left to the grass root level organisations, namely; registered institutions, cooperatives, and voluntary organisations in which the participation of the people is maximum.

51. In 1957, the Khadi and Village Industries Commission (KVIC) was set up as an apex body at the national level to plan programmes and policies for the development of khadi and village industries and to give assistance through budgetary support from government and other sources. At present, the KVIC is implementing its programmes through 27 statutory State KVI Boards, 1,148 registered institutions, and 29,953 cooperatives. These are spread over 1.5 lakh villages covering millions of artisans. While most of the khadi work is undertaken by the registered institutions, village industries are being implemented by cooperatives and individuals.

52. The participation of people in the KVIC is ensured by the constitution of the Commission which consists of eminent

non-official members with experience in the field of khadi and village industries and rural development. The AIKVB and the State KVI Boards also have such non-official members who represent the people.

53. The registered institutions are non-profit making organisations implementing the programmes on commercial lines and re-investing the surpluses in the development of khadi and village industries. The recent trend has been to include representatives of artisans and workers on the managing bodies of these institutions. Lately, they have expanded the activities beyond khadi to other village industries and rural development programmes, including schemes under IRDP.

54. Cooperatives is the other form of organisation in which artisans and local workers participate in a big way. While the KVIC is keen to encourage cooperation, the cooperative form is yet to acquire the required strength. They suffer from certain organisational lacunae, such as; weak financial base, limited membership, inadequate credit and marketing, non-availability of raw materials, and absence of trained personnel. To ensure maximum participation of people, these cooperatives need to be strengthened. Furthermore, steps have to be taken to ensure greater decentralisation and to establish institutions at lower levels. Recently, the KVI Review Committee studied the problems and prospects of these field level organisations. Their recommendations included diversification of the activities of registered institutions, formation of guilds for artisans,

setting up of smaller institutions at block and district levels, suitable arrangements for the capital, and cost of personnel needed for the implementation of these programmes.

55. Apart from AIKVB and KVIC, other institutions involved in the development of small and village industries include the All-India Handicrafts Board, the All India Handloom Board, Central Silk Board and the Coir Board. The membership of the Handloom Cooperatives stood at 18,26,099. Handicrafts accounted for 756 active and 415 dormant primary cooperatives with the total membership of 75,384. In the coir sector, the number of cooperative societies was 637.

56. The Parliament has recently amended the KVIC Act and extended the definition of village industry to include any industry which is located in the rural area with a fixed capital investment. This definition should considerably expand the coverage of the khadi and village industries activities.

57. Before the formulation of the Seventh Five Year Plan, Working Groups and Sub-Groups on Village and Small Industries included representatives of several non-official organisations including voluntary organisations, Associations of Industries and Cooperative Societies in order to ensure that the views of the people are taken note of in the formulation of the Plan.

(c) People's Participation in Health Care and Family Welfare Programme

58. Community participation right from the grass root level up to the highest level is essential to ensure the success of health and family welfare programmes. And it is in this area that we have been able to ensure people's participation in practice, too. At the grass root level, Village Health Guides, Dais, and Anganwadi Workers under the Integrated Child Development Services (ICDS) programme are selected by the Panchayats, and after adequate training they are required to implement the various schemes of the Department of Health and Family Welfare. They establish a liaison between the community and the governmental agencies, at the village level. Again, at all levels from the village to the national level, coordination committees are formed with adequate representation from amongst the people. These coordination committees are responsible for planning and monitoring various aspects of the health and family welfare programmes at each level. Besides these various non-governmental organisations, voluntary agencies are being actively involved in the implementation of various national programmes, like; Leprosy Eradication Programme, National Programme for Control of Blindness, Family Welfare Programme, etc. Also, Mahila Mandals, Youth Clubs, teacher and student groups and cooperatives are involved in the implementation of various national health and family welfare programmes. Attempts are being made to establish and organise Village Health Committees at the village level with the

representatives of the people to help in the planning organisation, and implementation of successful Primary Health Care Programmes.

59. To enhance community participation, leaders in the villages and opinion leaders are being identified, and a nation-wide training programme is under way to train and educate them in all the national health and family welfare programmes. Under the revised strategy for national family welfare programme, it is proposed to raise a two million strong women voluntary force in the country to lend active support to the health and family welfare programmes by educating and motivating the community, in this direction.

(d) Farmers' participation in the Distribution of Irrigation Water

60. The success of the irrigation projects depends on the response of the farmer both as an individual and as a member of the group benefitted by the water released at the outlet. Active participation of farmers can be achieved by organising the groups of farmers into Pipe Committees, Irrigation Cooperatives, Water Sharer Cooperatives, etc., and entrusting them with the responsibility for sharing water at the outlet level. Later on, these bodies could gradually take over the operation and maintenance of the minor distribution system below the outlet.

61. The Sixth Five Year Plan emphasised the need for encouraging the farmers' cooperatives not only for water

distribution but also for providing inputs to agriculture and for marketing the produce. It also stipulated that there may be joint consultations with regard to the planning of crops for each season as well as during appropriate stage of distribution of water. It took note of the efforts already made in Gujarat in forming Farmers' Cooperatives for distribution of water. The Seventh Five Year Plan has also emphasised the need for farmers' participation in the development of land for irrigation and proper distribution of water amongst the beneficiaries.

62. From 1.4.1986, the pattern of Central assistance for the Command Area Development (CAD) programme has been revised in order to entuse the states to set up farmers' cooperatives by providing matching assistance from the Centre in the form of management subsidy for organising farmers' associations. It is expected that with such assistance farmers' cooperatives would be established in all the important CAD projects of the country for improving the water utilisation and achieving better water management practices.

(e) Involvement of People's Organisations in the Programmes for Welfare of Scheduled Castes/Schedule Tribes including North Eastern Region

63. In the socio-economic development of scheduled tribes (STs) and scheduled castes (SCs) involvement of people belonging to scheduled tribes/castes is ensured at various levels and stages of planning including implementation of programmes. In the case of scheduled tribes, there are 8

states having scheduled areas where Tribal Advisory Councils have been set up as per constitutional provisions and there are 2 states having no scheduled area but having scheduled tribes population where Advisory Body at the state level exists. In two more states having no scheduled areas but having scheduled tribes, Tribal Advisory Councils have been set up. Particulars of these states are given in Annexure VI. Three fourths of the Tribal Advisory Councils are to be representative of scheduled tribes in the Legislative Assemblies of the concerned states. Chief Ministers are the Chairman of these Councils; though the Minister concerned is Chairman in some states. In the Tribal Sub-Plans States, the State Level Advisory Bodies have tribal representatives. In Madhya Pradesh, there is a regional authority for tribal development headed by the concerned Minister which includes the local MLAs and MPs as members. Similarly, in Assam there is a Plain Tribes Development Authority with Chief Minister as Chairman and Tribal MLAs as members. Lastly, in the case of Integrated Tribal Development Projects, there are Project Implementation/Advisory Committees with the District Collectors as Chairman and local MPs and MLAs as members. Number of such Committees is 184.

64. People's involvement in the planning process in the north-eastern region is quite significant. Most of the tribal communities have traditional institutions that manage affairs of the community. A number of communities in the region continue to own land and forests.



65. Four of the seven States of the region, viz.; Arunachal Pradesh, Meghalaya, Mizoram, and Nagaland, are predominantly tribal. In the other three states, viz.; Assam, Tripura, and Manipur, there are substantial areas of tribal concentration. Under the Sixth Schedule, the District Councils have been accorded specific legislative authority and administrative responsibility. While many of the powers given to the District Councils in the region are similar to powers given to the local bodies elsewhere in the country, in certain respects as in land rights and control over forests, they have powers which elsewhere are vested in the state governments.

66. Powerful village councils and village development boards like in Nagaland are some of the examples of organised involvement of the people in the planning and implementation of schemes. For the areas of tribal concentration in Assam, Tripura and Manipur, separate Tribal Sub-Plans are prepared. The Sub-Plan supplement state effort by providing Special Central Assistance.

67. For scheduled castes, the people's participation in the Special Component Plans is through Zila Parishads/Panchayat Samities. In Kerala, a Welfare Committee of MLAs at state-level has been constituted to advise formulation/implementation of Special Component Plans. Sikkim has a Scheduled Castes Advisory Board at the state-level to oversee formulation and implementation of SCP programmes. In Himachal Pradesh, a high-powered Coordination

and Review Committee chaired by Chief Minister has been constituted and Review Committee chaired by Chief Minister has been constituted which includes members from amongst SC MLAs/MPs as well as other prominent scheduled caste members. To review the implementation of the Special Component Plan, to get suggestions on the nature of schemes to be formulated and also on the implementation of schemes, meetings, with the Adi-Dravidar MLAs and MLCs are convened in the State of Tamil Nadu.

(f) Involvement of People in Education Programmes

68. People's direct involvement in the education sector has been in the form of setting up of educational institutions by non-Government agencies including private educational trusts and in the form of fees and endowments which finance the cost of providing education of students. Forums like Parent Teacher Associations and voluntary service organisations like Bharat Scouts and Guides have also been providing/promoting people's participation in selected activities in the sector.

69. Over the past three decades, on account of several factors including the rising costs of starting and maintaining of schools/colleges, there has been a declining trend in the role of private agencies in financing of education.

70. In the priority task of an overhaul of the system of planning and the management of education, the guiding consideration according to the National Policy on Education, 1986, will be, among other things, "giving pre-eminence to people's involvement, including association of non-governmental agencies and voluntary efforts".

71. There is presently a programme of adult education under which voluntary agencies are supposed to set up adult education centres. This scheme would be strengthened and expanded under the Technology Mission for 'Eradication of Illiteracy'. The National Education Policy states that, "resources to the extent possible, will be raised by mobilising donations, asking the beneficiary communities to maintain school buildings and supplies of some consumables, raising fees at the higher levels of education and effecting some savings by the efficient use of the facilities. Calls the Nation as a whole to assume the responsibility of providing resource support for implementing programmes of educational transformation, reducing disparities, universalisation of elementary education, adult literacy, scientific, and technological research, etc."

(g) Involvement of People in Science and Technology, Environment and Forestry Programmes.

72. Efforts have been made to associate voluntary agencies and non-official experts in various Expert Committees which are responsible for formulating the science and technology (S&T) environment and forestry plans.

73. In the science and technology programmes, schemes relating to science and technology for weaker sections, women, young scientists, and retired scientists in different developmental programmes have received high priority. A major activity relating to popularisation of science, dissemination of scientific and technological information and growth of scientific temper has been taken up during the Seventh Plan. A National Council for Science and Technology Communication was set-up in the Sixth Plan; under the auspices of this Council, people have been involved at various levels in the popularisation of science, particularly through strengthening of voluntary agencies. A major programme on the development of entrepreneurship based on science and technology aiming at improving the employment opportunities for the educated science and technology personnel who are unemployed is under implementation. Many training programmes, workshops and training courses have been organised involving the S&T personnel from organisations which are non-governmental, voluntary, etc. This has had impact on the overall development of the society. Many projects relating to transfer of technology in the areas of appropriate, low cost, rural technologies have been implemented directly through people, especially in villages and inaccessible regions in the country.

#### Environment and Ecology

74. A major thrust of the programmes in the areas of Environment and Ecology has been to create environmental

awareness and take up environmental education programmes for students, villagers, women, and children coming from different strata of society. This programme has really picked up momentum and the involvement of people has been ensured from the formulation to the implementation stage. The Ganga Action Plan being implemented in U.P., Bihar, and West Bengal has also involved people in these states and on special sites there are Committees involving the common people from that area who are associated with project implementation, especially sanitation aspect, etc., as also monitoring and public awareness.

76. The setting up of ecological task forces in different regions like Himalayas, Jammu & Kashmir, Aravali Hills, etc., has been done by utilising the services of ex-service men. Recognising the fact that environmental activities are all pervasive and cut across different spectrum of activities, the projects formulated for implementation are directed towards the involvement of people and also the non-governmental organisations. The implementation of the Environment Protection Act recently passed by Parliament would have, as an integral part of its execution, the fullest support from people.

#### Forestry and Wild Life

76. Schemes relating to forest protection, conservation and regeneration of degraded, depleted forest land have ensured involvement of people, especially the tribals and the

villagers, who are associated with the actual planting, preparation of the ground, seeding operations, fertilisation, irrigation, and also protection aspects. Social fencing is one of the important components of these projects.

#### Wastelands Development

77. All major activities relating to wastelands development in the country have been envisaged with the fullest participation of the people. These include; raising up of the decentralised nurseries, maintenance of plantations, actual afforestation work, afforestation activities under NREP and RLEGP, soil conservation programmes, etc. In fact the basic thrust of the afforestation programme is to provide training to a large number of people and involve them in actual implementation and maintenance of the forest cover. In some of the high level apex bodies created for coordination, monitoring, and execution of major programmes in this area, fullest representation of the people has been ensured.

#### (h) People's Involvement in Planning Process in Consumer Movement

78. The foremost problem faced by majority of consumers is the large scale adulteration of food stuffs and drugs. In addition, there are problems like short weights and measures, black marketing and deceptive/misleading advertisements.

Consumer protection is important in this context and this can be achieved by educating the consumers on their rights. Information relating to quality standards, quantity measures, and price levels can be disseminated to the people by involving voluntary organisations and other bodies at various levels including district, State, and National level. At the government level, it is to be ensured that there is efficient system of distribution of goods and services to consumers particularly in rural areas. Establishment of Consumer Cooperatives and related trading activities involving people are the steps in right direction. Consumer movement in India is still in its infancy and all encouragement is being given to this movement so that the goal of consumer protection can be achieved at the earliest.

IV. Current Status of People's Involvement as Reported' by some States/UTs

79. This has been summarised in Annexure VII.

V. Steps taken to Revitalise Panchayati Raj Institutions

80. The Panchayati Raj Acts enacted by the States/UTs lay down elaborately the functions and duties of the different tiers of Panchayati Raj system. Briefly, the Panchayati Raj is charged with the responsibility for the provisions and maintenance of civil services, public hygiene, maintenance and development of public works, like tanks, local irrigation works, village roads, wells, etc. In certain States, the Panchayats are also responsible for

maintenance of bridges, village roads, wells, primary education in villages, providing inputs for agricultural production, rural industries, medical relief, child welfare, maintenance of common grazing grounds, etc.

81. The Panchayati Raj bodies have been empowered under the concerned enactments to levy local taxes/cesses for building up their funds. The Panchayati Raj Act also provides for certain government grants to such bodies.

82. Since the Panchayati Raj is a state subject, Government of India acts merely in an advisory capacity. The state governments have been requested, from time-to-time, to provide necessary technical support to Panchayati Raj Institutions in formulation and execution of development programmes. The states have also been advised to augment the resources of Panchayati Raj Institutions as well as to identify measures for improving their financial viability.

83. In April, 1985, a D.O. letter was written by Minister (A&RD) to all Chief Ministers of States/UTs for conducting timely and regular elections of Panchayati Raj Institutions in the State, and to ensure greater participation of the people's representatives in the design, formulation, and implementation of Rural Development Programmes, like; IRDP, NREP, RLEGP, DWCRA, DPAP, and DDP to make them more realistic, effective, and successful. It was also impressed upon the states that if the Panchayati Raj bodies have to be effective instrument of development, they should also be



provided with necessary resources to discharge the functions and duties assigned to them. The attention of the states was also invited to the recommendations of the Ashoka Mehta Committee in this regard.

84. In August, 1985, the Prime Minister also wrote a letter to all the Chief Ministers of States/UTs emphasising the need for involvement and active participation of Panchayati Raj bodies in the poverty alleviation programmes and also in the implementation of various Rural Development Schemes. The states were also advised to give adequate administrative and financial powers to the Panchayati Raj bodies so as to make them vibrant instrument of popular participation in the development process. The need for holding regular elections of these bodies was also emphasised. The Chief Ministers of states were also asked to send a report on the current State of Affairs of Panchayati Raj Institutions in their states. The state-wise position of elections and number of tiers functioning in each State are detailed in Annexure-I.

85. In the sequence of steps involved in operationalising the concept of district planning, as prescribed by the Planning Commission, it is stipulated that involving Panchayati Raj institutions and enlisting the cooperation of the voluntary agencies is essential.

86. In June, 1986, the Ministry of Agriculture (Department of Rural Development) appointed a Committee under

the Chairmanship of Dr. L.M. Singhvi to review the growth and present status and functions of Panchayati Raj Institutions and consider the measures required to revitalise these institutions. The draft concept paper has been received from the Committee which has been circulated to the state governments for comments. The comments of the state governments are still awaited.

87. In his letter dated April 28, 1987, while requesting the Chief Ministers to initiate immediate action on the issues relating to land reforms, the Prime Minister remarked :

" .... You may kindly like to consider taking early action on these issues and reviewing the progress at your own level. The active cooperation of voluntary agencies, organisations of the rural poor, local bodies and, where they exist, organisations of beneficiaries of anti-poverty programmes may prove to be of help."

## Summary of Issues

88. In the light of the material presented in this paper, the Consultative Committee of Parliament for the Ministry of Planning may like to, apart from other issues, consider the following aspects of the process of involvement of people in the planning process :

- (i) specific suggestions, if any, on the methods of consultation/discussion on the process of plan formulation at the national/state/local levels including with representatives, special and expert groups;
- (ii) involvement of Panchayati Raj institutions in the process of plan formulation and implementation for block and district level plans; in particular the rural employment and development schemes and in the integration of such schemes with sectoral schemes and special programmes with large employment potential;
- (iii) schemes for strengthening cooperative institutions and in particular strengthening their financial viability and operational efficiency;
- (iv) strengthening the effectiveness and role of voluntary agencies in plan programmes for socio-economic uplift, social welfare and diffusion of new technologies;

- (v) people's participation and resource generation and implementation of programmes at local levels;
- (vi) effective implementation of programmes with large public contact potential, like KVIC and village industries programmes, family welfare programmes, programmes for welfare of scheduled castes and scheduled tribes (including programmes for the North East Region);
- (vii) people's and beneficiary participation in special priority programmes in the Seventh Plan, for example, the New Education Policy, distribution of irrigation water at the distributory and chak levels, programmes of fuel wood and social forestry, wasteland development and diffusion of new technologies; and
- (viii) integration of people's representatives and groups with environmental aspects of developmental programmes, particularly at local and project levels.

ANNEXURES

ANNEXURE I

**Present Status of Elections to Panchayati Raj Bodies in various States/Union Territories:**

Name of the State/UT (1)	Tiers with elected bodies, their term in years and years of last election held			Present status (5)
	Zila Parishad (2)	Panchayat Samitis (3)	Village Panchayat (4)	
1. Andhra Pradesh	5(1987)	5(1987) Mandal (Praja Parishad)	5(1987)	Elections have been held in 1987.
2. Arunachal Pradesh	3(1983)	3(1983)	3(1983)	Elections were due in 1986.
3. Assam		4(1979)	4(1979)	One more tier has been added at Block level. Necessary law is being enacted. Clearance has been given by the Central Government to the concerned Bill. Elections will be held under the new law.
4. Bihar	5(1980)	5(1979)	5(1979)	Elections are likely to be held in 1987.
5. Gujarat	5(1980)	5(1981)	5(1981)	Elections have been held in 1987.
6. Haryana		5(1985)	5(1983)	

ANNEXURE I continued

Name of the State/UT (1)	Tiers with elected bodies, their term in years and years of last election held			Present status (5)
	Zila Parishad (2)	Panchayat Samitis (3)	Village Panchayat (4)	
7. Himachal Pradesh	5(1976)	5(1974)	5(1985)	Elections of Zila Parishad and Panchayat Samitis were scheduled last year in 1986.
8. Jammu & Kashmir			5(1977)	Holding of elections to Panchayat is under consideration.
9. Karnataka	5(1987)	5(1987) (Taluka Panchayat Samiti)	5(1987) (Mandal Panchayat)	
10. Kerala			5(1979)	Steps are being taken to hold elections.
11. Madhya Pradesh	5(1984)	5(1984)	5(1983)	Elections to Village Panchayats due in 1988 and to Panchayat Samitis and Zila Parishad in 1989.

ANNEXURE I continued

Name of the State/UT	Tiers with elected bodies, their term in years and years of last election held			Present status
(1)	Zila Parishad (2)	Panchayat Samitis (3)	Village Panchayat (4)	(5)
12. Maharashtra	6(1979)	6(1979)	5(1983)	Elections to Panchayats constituted in different dates are held when due. Due to rough conditions and some legal hurdles, elections to Zila Parishad and Panchayat Samitis could not be held. Their terms have been extended upto December, 1988.
13. Manipur		1985	1985	Action for establishment of Zila Parishad is under process.
14. Meghalaya ) 15. Mizoram ) 16. Nagaland )	There is no Panchayati Raj system. These are traditional tribal councils and kings manships.			
17. Orissa		1984	1984	
18. Punjab	5(1975)	5(1975)	5(1983)	Elections to superseded Zila Parishads and Panchayat Samitis could not be held due to law and order situation.



ANNEXURE I continued

Name of the State/UT (1)	Tiers with elected bodies, their term in years and years of last election held			Present status (5)
	Zila Parishad (2)	Panchayat Samitis (3)	Village Panchayat (4)	
19. Rajasthan	3(1982)	3(1982)	3(1981)	Terms extended upto December, 1987.
20. Sikkim	-	-	5(1983)	Elections to Zila Parishad not yet held.
21. Tamil Nadu	5(1970)	3(1986)	3(1986)	
22. Tripura	-	-	5(1984)	
23. Uttar Pradesh	5(1983)	5(1983)	5(1982)	Only nomination and coopting of members in Zila Parishad and election to Adhyaksha and Upadhyaksha pending.
24. West Bengal	5(1983)	3(1983)	5(1983)	

ANNEXURE I continued

Name of the State/UT (1)	Tiers with elected bodies, their term in years and years of last election held			Present status (5)
	Zila Parishad (2)	Panchayat Samitis (3)	Village Panchayat (4)	
<u>Union Territories</u>				
25. Andaman & Nicobar Islands	-	-	4(1985)	Elections to two Panchayats were held in September, 1986.
26. Chandigarh	-	-	5(1983)	
27. Dadra & Nagar Haveli	-	-	4(1985)	
28. Delhi	-	1(1984)	3(1983)	Time for election extended upto December, 1987.
29. Goa, Daman & Diu	-	-	4(1986)	
30. Lakshadweep	There is no Panchayati Raj system. Setting up of Councils is under consideration.			
31. Pondicherry	-	5	5	Elections not yet held. Conduct of elections is under active consideration.

ANNEXURE-I

Number of Societies and the Membership of selected  
Cooperative Societies as at the end of June, 1985

Type of Cooperatives	No. of Societies	Membership (in thousands)
Primary Agricultural Credit Societies	91,749	69,182
Primary Land Development Banks/ Branches of State Land Development Banks	1,833	10,586
Primary Cooperative Marketing Societies	5,942	4,006
Dairy Cooperatives	50,919	5,821
Poultry Cooperatives	1,560	89
Fisheries Cooperatives	7,542	783
Farming Cooperatives	8,510	364
Consumer Cooperatives	20,508	6,408
Weavers Cooperatives	10,396	861
Other Industrial Cooperatives	27,531	1,274
Forest Labour Cooperatives	1,581	262
Labour Contract and Construction Cooperatives	17,089	924
Women's Cooperatives	3,395	267

Annexure-III

Percentage of Overdues to Demand at Primary  
Agricultural Credit Societies Level

(Percentage)

Sl. No.	Name of the State	1982-1983	1983-1984	1984-1985	1985-1986
1.	2.	3.	4.	5.	6.
1.	Andhar Pradesh	39.4	N.A.	50.0	60.0
2.	Assam	95.4	86.0	78.0	73.0
3.	Bihar	74.8	63.0	65.0	55.0
4.	Gujarat	32.8	N.A.	N.A.	25.5
5.	Haryana	30.2	34.0	38.5	36.0
6.	Himachal Pradesh	40.8	35.8	36.0	N.A.
7.	Jammu & Kashmir	53.3	N.A.	N.A.	49.0
8.	Karnataka	37.6	42.0	43.0	49.0
9.	Kerala	21.0	19.3	19.6	N.A.
10.	Madhya Pradesh	43.6	46.4	45.1	43.0
11.	Maharashtra	38.5	44.6	44.6	48.7
12.	Manipur	79.1	68.7	N.A.	95.0
13.	Meghalaya	93.2	92.0	37.0	77.0
14.	Nagaland	25.2	84.8	N.A.	70.0
15.	Orissa	41.3	47.0	53.0	55.4
16.	Punjab	19.8	25.5	20.8	N.A.
17.	Rajasthan	38.3	42.4	47.0	48.4
18.	Tamil Nadu	55.2	48.4	45.5	44.6
19.	Tripura	88.0	N.A.	91.0	65.2
20.	Uttar Pradesh	50.4	49.5	55.0	44.0
21.	West Bengal	69.0	59.0	61.0	57.0
	<u>All India</u>	<u>39.9</u>	<u>40.0</u>	<u>40.0</u>	<u>42.2</u>

Annexure-IV

Percentage of Overdues to Demand at Primary  
Land Development Banks' Level

(Percentage)

Sl. No.	Name of the State	1982-1983	1983-1984	1984-1985	1985-1986
1.	2.	3.	4.	5.	6.
1.	Andhra Pradesh	49.1	39.8	62.8	49.3
2.	Assam	67.2	62.9	54.0	60.0
3.	Bihar	59.7	58.0	45.0	15.0
4.	Gujarat	42.4	37.0	48.7	74.2
5.	Haryana	28.2	28.4	19.0	30.0
6.	Himachal Pradesh	30.6	26.9	30.3	44.5
7.	Jammu & Kashmir	49.6	48.5	43.0	38.2
8.	Karnataka	37.9	34.6	42.7	44.7
9.	Kerala	21.7	19.4	21.8	19.0
10.	Madhya Pradesh	42.0	40.7	46.0	42.0
11.	Maharashtra	45.8	49.0	56.2	58.6
12.	Manipur	75.3	N.A.	N.A.	N.A.
13.	Meghalaya	81.4	N.A.	N.A.	95.0
14.	Orissa	58.8	27.4	65.0	41.4
15.	Punjab	10.5	9.9	8.9	14.0
16.	Rajasthan	43.8	43.8	56.0	42.0
17.	Tamil Nadu	77.1	46.7	64.2	75.5
18.	Tripura	74.0	80.5	86.8	74.6
19.	Uttar Pradesh	33.7	28.1	25.0	24.0
20.	West Bengal	58.6	49.6	53.0	54.0
	<u>All India</u>	<u>44.8</u>	<u>43.0</u>	<u>40.0</u>	<u>42.0</u>

Annexure-V

State Planning Boards - Composition as on September 20, 1985

Sl. No.	State/Chairman	Dy.Chairman/ Vice-Chairman	Member- Secretary	Members			Represent- ation of MPs/MLAs/ Others	Constitution (Date of)
				Whole- time	Part- time	Total (excl. Col.1 & 2)		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1.	Andhra Pradesh/ Chief Minister	Official (whole time)	Secy(Plg.& Finance)	-	5	5	-	5.11.1983. Validly functioning.
2.	Assam/ Governor	Principal Adviser to Governor	Plg. & Dev. Commissioner	-	6	6	-	
3.	Bihar/ Chief Minister	Minister Planning is Vice- Chairman with a full-time official as Dy.Chairman	Member(Social Services)as whole-time Member- Secretary	4	8	12	-	
4.	Gujarat/ Chief Minister	Minister (Fin. & Plg.) as Vice-Chairman	N.A.	Not indicated		13	-	Reconstituted on 12.9.80 stopped functioning from 31.3.85. Recon. under consideration.

Annexure-V continued

Sl. No.	State/Chairman	Dy.Chairman/ Vice-Chairman	Member-Secretary	Members			Representation of MPs/MLAs/ Others	Constitution (Date of)
				Whole-time	Part-time	Total (excl. Col.1 & 2)		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
5.	Haryana/ Chief Minister	MLA(with the status of a Cabinet Minister (full-time)	Dy.Secy. (Planning)	Not indicated		16	Yet to be nominated	Reconstituted in 1984. Validly functioning.
6.	Himachal Pradesh/ Chief Minister	Nominated MLA	Commissioner- cum-Secy(Plg)	-	18+all Ministers +all MPs	18+all Ministers +all MPs	All MPs	Constituted on 6.11.84. Validly functioning.
7.	Jammu & Kashmir/ Chief Minister	Dy.Chief Minister	Commissioner (Planning)	-	5	5	-	Constituted on 15.1.85. Validly functioning.
8.	Karnataka/ Chief Minister	-	Commissioner & Secy (Plg)	-	10	10	-	Constituted on 29.1.83. Validly functioning.

Annexure-V continued

Sl. No.	State/Chairman	Dy. Chairman/ Vice-Chairman	Member-Secretary	Members			Representation of MPs/MLAs/ Others	Constitution (Date of)
				Whole-time	Part-time	Total (excl. Col.1 & 2)		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
9.	Kerala/ Chief Minister	-	Whole-time Member-Secy.	-	8	8	-	Reconstituted on 30.7.82. Validly functioning.
10.	Madhya Pradesh/ Chief Minister	Official	Secy (General Administration)	7	4	11	-	Constituted in 1972. Validly functioning.
11.	Maharashtra/ Chief Minister	Minister (Planning) as Deputy Chairman	Secretary (Planning)	-	6	6	-	Reconstituted on 12.4.82. Validly functioning.
12.	Manipur/ Chief Minister	-	Principal Secy(Dev.)	-	12+all Deputy	12+all Commissioners	-	Reconstituted on 12.7.85. Validly functioning.



## Annexure-V continued

Sl. No.	State/Chairman	Dy.Chairman/ Vice-Chairman	Member- Secretary	Members			Represent- ation of MPs/MLAs/ Others	Constitution (Date of)
				Whole- time	Part- time	Total (excl. Col.1 & 2)		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
13.	Meghalaya/ Nominated non- official	Nominated MLA(non- official as Dy.Chairman)	Jt.Secy. (Planning)	-	14	14	3	Reconstituted on 12.7.85. Validly functioning.
14.	Nagaland/ Chief Minister	a)Planning Minister b)Finance Minister	Not indicated	-	13	13	-	Reconstituted on 31.5.84. Validly functioning.
15.	Orissa/ Chief Minister	-	Sp1.Secy. (Plg.& Coord. Deptt.)	-	7	7	Not indicated	Reconstituted on 30.5.85. Validly functioning.
16.	Punjab/ Governor	Adviser to Governor	Secretary (Planning)	-	18	18	-	Reconstituted on 9.8.84. Validly functioning.
17.	Rajasthan/ Chief Minister	Planning Minister	Sp1.Secy. (Planning)	-	11	11	6	-

Annexure-V continued

Sl. No.	State/Chairman	Dy. Chairman/ Vice-Chairman	Member-Secretary	Members			Representation of MPs/MLAs/ Others	Constitution (Date of)	
				Whole-time	Part-time	Total (excl. Col.1 & 2)			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	
18.	Sikkim	There is no apex planning body in the State.							
19.	Tamil Nadu/ Whole-time (Ex- Chief Secretary)	Non-official	Member-Secretary	4	12	16	-	Reconstituted on 30.7.82. Validly functioning.	
20.	Tripura/ Chief Minister	Nominated MLA	Secy. (Plg. Department)	3	9	12	-	Reconstituted in Nov.84. Validly functioning.	
21.	Uttar Pradesh/ Chief Minister	Plg.Minister as Vice- Chairman & whole-time Dy.Chairman.	Secy. (Planning)	-	24	24	3	Reconstituted in Dec.,84. Validly functioning.	
22.	West Bengal/ Chief Minister	Adviser to Chief Minister as Vice-Chairman	Not indicated	Not indicated		5	-	Reconstituted on 19.6.82. Validly functioning.	

**Note:** In the three recently formed states, viz., Arunachal Pradesh, Goa and Mizoram, the State Planning Boards exist but their exact compositions are not known.

Annexure-VI

**Particulars of States having Scheduled Areas or  
Scheduled Tribes Population**

**A. States having scheduled areas where Tribal  
Advisory Councils have been set-up**

1. Andhra Pradesh
2. Bihar
3. Gujarat
4. Himachal Pradesh
5. Madhya Pradesh
6. Maharashtra
7. Orissa
8. Rajasthan

**B. States having no scheduled areas but having  
scheduled tribe population where Tribal Advisory  
Councils have been set-up**

1. Tamil Nadu
2. West Bengal

**C. States having Tribal Sub-Plan (no scheduled  
area) in respect of scheduled tribes population  
where State level Advisory Bodies exist**

1. Kerala
2. Tripura

Statement showing Status of Involvement of People in Planning Process  
as Reported by some States/Union Territories

Sl. No.	Name of the State/U.T.	S t a t u s		
		State level (3)	District level (4)	Block level (5)
1.	Andhra Pradesh	State level Board is headed by the Chief Minister and apart from official Members consists of Members who are persons of expertise and of large experience not only in their own fields but also in the practical fields of administration.	22 Zila Parishads have been constituted with Chairmen directly elected by all registered voters in each of the 22 districts. The Zila Parishad functions through six Standing Committees constituted out of its Members with each Committee assigned certain subjects. There is also a District Development Review Board in each District which includes Chairman of Zila Parishad, all MLAs and M.P. who are Members of Zila Parishad and a nominated Minister as Chairman.	1091 Mandal Praja Parishads have been constituted in respect of each revenue Mandal. The President for each Mandal Praja Parishad is directly elected by all registered voters within the Mandal. Elections to Gram Panchayats are likely to be held in the near future.
2.	Arunachal Pradesh	Plans of each Department are thoroughly examined by the State Planning Board which consists of all Ministers, Chief Secretary, Development Commissioner,	Zila Parishads have been constituted under Panchayati Raj Regulation. These include Vice-Chairmen of Anchal Samities which are elected,	At the block level, there are elected Anchal Samities. These Samities are involved in the planning process to

Sl. No.	Name of the State/U.T.	S t a t u s		
		State level (3)	District level (4)	Block level (5)
(1)	(2)	Finance-Secretary and Secretary, PWD. Chief Minister is Chairman of the Board.	<p>bodies at block level. In addition, each Anchal Samity elects at least one member to represent them in the Zila Parishad. Departmental Plans are discussed in Zila Parishads before being considered at the State level.</p> <p>The Governing Body of DRDAs which include concerned MP, MLA and Vice-President of Zila Parishads as members, is entrusted with the planning and implementation of poverty alleviation programmes like IRDP, NREP, RLEGP and TRYSEM etc. There is also a proposal for setting up Council for Advancement of People's Action and Rural Technology (Arunachal Pradesh) as a registered society.</p>	a limited extent so far as district/State level schemes are concerned. They are fully involved in the planning of schemes falling under the sphere of Panchayati Raj. These Samities also identify beneficiaries in consultation with Gram Panchayats for the poverty alleviation programmes and they also finalise overall block plans.

## Annexure - VII contd...

St. No. (1)	Name of the State/U.T. (2)	Status		
		State level (3)	District level (4)	Block level (5)
3.	Assam	<p>There is a Planning Board including people's representatives viz. MPs and MLAs among others. For hill areas development, there is a separate Planning Board which also includes people's representatives of those areas. Similarly for Tribal Sub-Plan/Component Plan, welfare of other backward classes/tea gardens and ex-tea gardens tribes, there are Advisory Councils at State level. Lastly for 20-Point Programme also, there is a State level Advisory Committee which includes people's representatives.</p>	<p>There is a 20-Point Programme District Level Implementation and Review Committee for each district in which MP, MLAs of the district are associated as special invitees. Vice-President of Zila Parishad and one public leader nominated by the Deputy Commissioner are included as members.</p> <p>Under decentralised planning introduced from April, 1986, Sub-Divisional and Development Councils set up with MPs and MLAs and others. For two hill districts, separate plans formulated and executed by District Council. For anti-poverty programmes, there are Committees at district level. Similar arrangements exist for IRDP and schemes for welfare of scheduled castes/backward classes.</p>	<p>At the block level, there are Committees with regard to anti-poverty programmes like IRDP/NREP.</p>

Sl. No.	Name of the State/UT	S t a t u s		
		State level	District level	Block level
(1)	(2)	(3)	(4)	(5)
4.	Bihar	Not indicated	District Planning and Development councils which were initially set up in 1981, were reconstituted in 1983. Chairman of these Councils is a Minister of State and their members are all MLAs, M.Ps, Zila Parishad Chairman, all Paramukhs of Block Samities among others, apart from official members. The councils formulate/identify the district sector schemes for which Bihar Govt. allows 30% or more of the Plan outlay to flow to the Districts for expenditure on such schemes. Monitoring of implementation of plan schemes is also done by these councils.	The decentralised planning process is also proposed to be initiated at the block level. This is sought to be achieved by augmenting the capabilities of the development administration at that level.

Sl. No.	Name of the State/U.T.	S t a t u s		
		State Level	District Level	Block Level
(1)	(2)	(3)	(4)	(5)
5.	Gujarat	State Planning Board is functioning since August, 1973 with Chief Minister as Chairman and Minister for Finance and Planning as Vice-Chairman. The Board includes other experts with considerable knowledge and distinguished records of service in different fields.	District Planning Boards were set up in 1973 and last reconstituted and strengthened in 1980. A Minister of the State Government, not belonging to the district is the Chairman of the District Planning Board. Members include President of the District Panchayat, MLAs, M.Ps, President of Municipalities, Mayor of Municipal Corporation, President of Nagar Panchayats, Chairman of District Central Cooperative Bank and Chairman of Social Justice Committee of the District. These Planning Boards have been entrusted with all the functions of planning under the scheme of decentralised district planning and a specific amount has been	Peoplesrepresentatives are involved in the execution of anti-poverty programmes like IRDP right from the village level. The poor families are identified by the Gram Sabha. Taluka level Beneficiary Committees have been constituted where the difficulties of the beneficiary are discussed by themselves and remedial measures taken. These Committees include members like Taluka Panchayat President and MLA in addition to the concerned Taluka level officials.



Sl. No.	Name of the State/U.T.	S t a t u s		
		State level (3)	District level (4)	Block level (5)

set apart in the state plan as untied funds in respect of which the District Planning Board has full autonomy in the matter of selection of schemes their implementation as well as regular monitoring.

The District Planning Board also reviews the progress of tribal area Sub-Plan and special component plan.

**Note:** In Gujarat State there is a very rich record of service by voluntary organisations. Their major contribution is in the field of up-liftment of the down trodden classes like tribals, harijans etc. These organisations are not only functioning for the development of the State but also for supplementing the efforts of the State Government in carrying out the relief works at the time of severe drought, floods, cyclones and other calamities. Since a decade, a voluntary organisation viz. Self-employed Women Association (SEWA) has done a commendable job in the economic up-liftment of self-employed women.

Sl. No. (1)	Name of the State/UT (2)	S t a t u s		
		State level (3)	District level (4)	Block level (5)
6.	Haryana	The State Planning Board includes one MP and 8 other non-official Members.	District Planning Boards are headed by a State Minister and include, apart from official Members, non-official Members like MLAs, MPs representing the different districts and Chairmen of Block Samities.	Not indicated.
7.	Himachal Pradesh	MLAs Committee suggest new schemes for inclusion in the next year's plan in respect of their constituencies and also monitor and evaluate progress of on-going schemes. Draft Annual Plan prepared on the recommendations of MLAs. These are discussed and finalised by State Planning Board which also includes all members of the Parliament from the State.	There is District Planning and Development Committee entrusted with function of policy planning and giving direction to administrative and technical personnel bodies. Its members also include Chairmen of the Zila Parishad, all Members of Parliament and the MLAs from the district.	There are Block Development Committees in which representatives from women organisations, voluntary organisations, local bodies and financial institutions are included.
8.	Jammu and Kashmir	Not indicated.	As part of decentralisation of planning process, District Development Boards were constituted in 1976. These Boards include official and non-official	From 1985-86, the District Development Boards have also taken over the function of guiding the formulation of block plans in the district.

Sl. No.	Name of the State/UT	S t a t u s		
		State level (3)	District level (4)	Block level (5)
9.	Karnataka	There is a statutory body called the State Development Council which is constituted by Chief Minister and include Presidents of Zila Parishads (19) and six Cabinet Ministers as members. Development Commissioner is the Member-Secretary.	members. The non-official members are MPs and MLAs of the district and elected representatives of the developmental blocks Chairmen of local bodies and nominated members not exceeding six. Representation is also given to backward classes people and women.  Zila Parishads have been set up in all the 19 districts as elected bodies. These Parishads function through 9 Standing Committees looking after various areas like planning and development, public works and amenities, education, social justice, agriculture and animal husbandry, health, industry and finance & audit. These Committees consist of elected members from among Zila Parishads, members not exceeding six including the Chairmen of Committees. These Committees hold discussions with the Mandal Panchayats about the desirability of particular schemes and the beneficiaries to be selected under different programmes. After these discussions, the Zila Parishads plans are prepared and submitted at the State level.	Mandal Panchayats are actually functioning at sub-block level which consists of 10-15 villages, each of which has its own Gram Sabha. There is an elected representative for every 500 population at the Mandal level. There are 2469 Mandal Panchayats and about 27000 Gram Sabhas.  Mandal Panchayat Plan is formulated through discussion with Gram Sabha. For this purpose, each Mandal Panchayat has three Members Standing Committees which include production committee, social committee and amenities committee. Each committee consists of not less than 3 and not more than 5 including the Pradhans and Up-pradhans.

Sl. No. (1)	Name of the State/UT (2)	S t a t u s		
		State level (3)	District level (4)	Block level (5)
			30 per cent of the State Plan outlay in addition to the flows from Central Govt. for Centrally Sponsored and Central Sector schemes from Zila Parishad and Mandal Panchayat outlay against which they formulate their plans. Proper delegation of powers both administrative and financial has been done in favour of these bodies.	Members of respective Committees tour the villages, hold discussions with the people in Gram Sabha, ascertain the problems of the villages, their felt needs and priorities and formulate the development plan for the Mandals.
10.	Kerala	State level not indicated.	At the district level, District Development Councils have been set up to make recommendations for securing speedy and efficient execution of plan schemes. These councils, apart from official members, include all M.Ps. in whose constituency the district falls, all MLAs belonging to the district, non-official members of the National Saving Advisory Body residing in the district, Members of the State Social Welfare Advisory Board residing in the district and President of the District Cooperative Bank. In addition, there is a District Advisory Committee on Scheduled Castes to look after the implementation of special component plan and Tribal sub-Plan Programmes. This	At the block level there are Block Development Committees with adequate representation of peoples representatives. Such representatives are MLA of the block, representatives of Scheduled Castes/Scheduled Tribes, Mahila Union, IRDP beneficiaries, prominent social workers from each Panchayat Municipality and one prominent lady social worker.

Sl. No.	Name of the State/UT	S t a t u s		
		State level (3)	District level (4)	Block level (5)
11.	Madhya Pradesh	At the State level, the planning is shared by the Planning Deptt. of the State and the State Planning Board. There are departmental Advisory Committees in which peoples' involvement is ensured through their elected representatives.	Committee also includes some non-official members, in addition to M.Ps and MLAs belonging to scheduled castes/tribes of the respective district.  Steps are being taken to set up District Planning Committees and also Five Sectoral Planning Committees to assist the District Planning Committee. These Committees will have representatives of the masses of different walks like MLAs, M.Ps, professionals and academicians, etc.  There are District Planning Board, District Advisory Committees and regional Development authorities in which there are people's representatives such as Members of Panchayats, MLAs, Presidents of District Panchayats, Presidents of Janpad Panchayats, Presidents of Urban Local Body, social workers, etc.	At the block level, the implementation and follow up action of some of the schemes of social welfare, rural development, public health, engineering, animal husbandry, education, agriculture, cooperation and food and civil supplies departments have been entrusted to the Panchayati Raj Institutions.

Sl. No. (1)	Name of the State/UT (2)	S t a t u s		
		State level (3)	District level (4)	Block level (5)
12.	Manipur	There is a State Planning Board with Chief Minister as Chairman and an elected MLA as Dy. Chairman. All Cabinet Ministers, State Ministers holding independent charges and an M.P. as its members.	At the District level there are District Planning and Development Councils whose Chairman is the designated Minister of the concerned District. One State Minister from the District is its Vice-Chairman. Its members include two prominent public leaders in the District, all Chairmen of Municipalities.  In the District, President of Zila Parishad/Chairman of District Council.  In the Executive Planning Committee all MLAs of the District are members. In five hill Districts there are six Autonomous District Councils	Panchayat Samities exist at the Block level. In addition there are Block Development Committees consisting of all members of District Councils elected from the block, 6 members of 6 VLW circles elected by village authority, and the concerned MLA - one of whom is the Chairman.  At the village level, there are elected Village Authorities under the Manipur Village Authority in Hill Areas Act, 1965.
13.	Meghalaya	State Planning Board is headed by a full-time non-official Chairman. Deputy Chairman is also a full-time non-official who is an MLA. In addition, the Board includes non-official Members viz. three Chief Executive Members of the three district councils, one MP, one MLA, one Member of District Council and three experts.	District Planning and Development Councils are headed by a Minister and include two non-official Vice-Chairmen and three Members each of Legislative Assembly and District Council.	The Block Development Committee is headed by a non-official Chairman and the non-official Members include MLA of the area, Members of the District Councils, representatives of farmers, cooperatives, industries and women organisations.

Sl. No.	Name of the State/UT	S t a t u s		
		State level	District level	Block level
(1)	(2)	(3)	(4)	(5)
14.	Mizoram	In the State Planning Board, people's representation is given by including Chief Executive Members of the District Council and some retired experts.	In the District Development Boards, members include MLAs and some prominent public leaders.	At the block level, there is a Block Development Committee whose members are drawn from some public leaders of voluntary organisations and other experts apart from Governmental officials. In every village, there is a Village Development Board apart from a village council. Village Council President is an elected representative and other members are drawn from prominent political parties, social organisations and local Government officials.

Sl. No. (1)	Name of the State/UT (2)	S t a t u s		
		State level (3)	District level (4)	Block level (5)
15.	Orissa	<p>The State Planning Board was last re-constituted on 31.5.85. Chief Minister is Chairman of the Board, Deputy Chairman is a non-official and there is also another non-official Member.</p> <p>For implementation of 20-Point Programme, there is a State Level Review Committee whose members are Minister/Ministers of State, certain MPs and MLAs and some other non-officials. This Review Committee has 8 Sub-Committees where again MPs, MLAs and representatives of people are included as members.</p> <p>There is also a State Level Consultative Committee of voluntary organisations whose members include Secretary, Indian Red Cross Society of the State, the Chairman, State Social Welfare Board, General Secretary, People Action Committee for Development (India) etc.</p>	<p>In 1986, the District Planning Board has been re-constituted with a designated Minister as Chairman and an MP as Vice-Chairman. Among other members are two MLAs, one Chairman of a Panchayat Samiti from each Sub-Division, two experts from the District in fields like agriculture, industry economics etc., a representative of the local voluntary organisations and one representative of the District Planning Committee.</p> <p>At the district level, there is again a District Review Committee in respect of 20-Point Programme which is headed by a Minister and includes MLAs/MPs of the district &amp; Member of Rajya Sabha having residence within the district and all Chairmen of Panchayat Samities in the district.</p> <p>At the district level, there is a Committee of voluntary organisations in which 10 voluntary organisations having a real rural base are nominated.</p>	<p>At the block level, there are Panchayat Samities whose Chairman is a non-official elected by all the Sarpanches and Ward Members of the Gram Panchayats situated within the Panchayat Samiti Area. All these Sarpanches are Members of Panchayat samities along with people's representatives of the area.</p> <p>Even at block level, there are Committees for Review of implementation of 20-Point Programme. These are headed by MLAs. The Chairman of the Panchayat Samiti is the Vice-Chairman of this Committee and there are 5 non-officials belonging to the block nominated as members.</p>



Sl. No.	Name of the State/UT (2)	State level (3)	S t a t u s	
			District level (4)	Block level (5)
16.	Punjab	State-level not indicated.	Besides official members, the District Planning Boards include Members of Parliament, MLAs, Chairmen of Zila Parishad, Panchayat Samities, Presidents of Municipal Committees.	Block Planning Committees include heads of various Development Departments MLAs representing that block, Chairman of Panchayat Samities, Presidents of Municipal Committees and knowledgeable non-officials.
17.	Rajasthan	State-level not indicated.	At district level, there are DRDA, Zila Parishad, District Level Committee for 20-Point Programme, District Committees advising on flood and drought relief works and the District Planning Committee. MPs and MLAs, Zila Parishads, representatives of weaker sections, women, etc. are represented.	The Panchayati Raj Institutions were revitalised in State in 1981-82. Implementation of programmes of local needs was entrusted to Panchayati Raj Institutions from that year.
18.	Sikkim	Not indicated.	Four districts are treated as development blocks for plan purposes. There are District Coordination Committees with area MLA and Presidents of elected Panchayat Bodies as Members. Schemes costing upto Rs. 2.05 lakhs are implemented through nominees selected by concerned Panchayats.	440 Revenue Blocks are treated as villages for development activities and are grouped into 153 Panchayat units.

Sl. No.	Name of the State/UT	S t a t u s		
		State level (3)	District level (4)	Block level (5)
19.	Tamil Nadu	There is a State Planning Committee at the State Level	In 1972, District Planning Cells were set-up to formulate district plans but these were disbanded later on and replaced by District Development Councils in which MPs, MLAs and other people's representatives of the area were represented. These Councils take part in implementation and evaluation of plan programmes in a limited way. It is now proposed to re-introduce District Planning Cell - in fact, these have been set-up already in a few districts. The question of involving people's representatives is to be considered after the Resource Survey work is completed by District Planning Cells.	The DRDAs are preparing block plans in respect of NREP and RLEGP. People's representatives are members of DRDAs.
20.	Tripura	There is an Apex Body named Tripura State Planning Board at State level which also consists of professionally qualified non-official members to provide valuable advice for both formulation and implementation of Plans.		In Tripura, block is the main unit for development administration. There are Block Development Committees which include Members of Legislature. There is also Tripura Tribal Area Autonomous District Council whose members are also in the Block Development Committees. At the village level, there are elected members and Pardhans of the Panchayat which are involved in implementation of State Rural Employment Programmes like RLEGP and NREP, etc.

Sl. No.	Name of the State/UT	S t a t u s		
		State level	District level	Block level
(1)	(2)	(3)	(4)	(5)
21.	West Bengal	There is a State Planning Board in West Bengal. However, its membership has not been reported.	At district level, there is a District Planning and Coordination Council with a Minister of West Bengal Government as Chairman. In addition, there is a District Planning Committee with Sabhadhipati of the Zila Parishad as the Chairman. Zila Parishad is the highest Panchayati Body in the district. Karam Adhyakash of the Sathayee Committees of the Zila Parishad and Sabhapaties of Panchayat Samities are members of both the District Planning and Coordination Council and the District Planning Committee. In addition, there is a Zila Parishad in charge of execution of the plan programmes with the help of district plan funds.	At the block level, there is a Block Planning Committee with the Sabhapati of the Panchayat Samiti as the Chairman. The Sabhapaties of the Panchayat Samities are the Chairmen of the Block Planning Committees. Block plans are formulated by the Block Planning Committee. Panchayat Samities, Gram Panchayats and other local bodies are involved in the implementation of the plan programmes.

Sl. No.	Name of the State/UT	S t a t u s		
		State level	District level	Block level
(1)	(2)	(3)	(4)	(5)
22.	Andaman & Nicobar Islands	The Union Territory consists of two districts viz. Andaman District and Nicobar District. The Five Year Plan and Annual Plan proposals for Development of Union Territory are considered by the Pradesh Council which consists of the MP from the Union Territory, Chairman of Port Blair Municipal Board, 25 persons elected/nominated from different areas in the Union Territory and one person each belonging to Scheduled Tribes and women. Various Committees have also been set up for implementation and monitoring of anti-poverty programmes at State level.		
		<u>State level</u>	<u>District level</u>	<u>Block level</u>
		There is a State level committee for implementation of 20-Point Programme which includes the MP of the U.T. and Councillors appointed under Andaman & Nicobar Island Administration Regulation, 1979.	Two DRDAs are functioning in the U.T. which include the MP, Members of Pradesh Councils, etc.	The Block Development Committee also includes Panchayat Pardhans apart from representatives of Government Departments.
23.	Chandigarh	In this small Union Territory, there is no separate Legislature and the U.T. consists of only one district, one Sub-Division and one Panchayat Samiti. The Member of Parliament from the U.T. is normally associated in important matters relating to planning and implementation of plan schemes.		
24.	Dadra & Nagar Haveli	The planning process in formulation, implementation and evaluation is continuous at State-cum-District-cum-Block level. At plan formulation stage, people's participation is ensured by way of visit of officers for discussion at Panchayat Headquarters. There is a Committee which apart from Government officials includes the MP, Sarpanches of Varishth Panchayats and Sarpanches of ten Panchayats and also leading members of the public. This Committee was formed for the purposes of formulation of Seventh Five Year Plan of the Union Territory.		

Sl. No.	Name of the State/UT	S t a t u s		
		State level	District level	Block level
(1)	(2)	(3)	(4)	(5)
25.	Delhi	There is a Planning Board with the Chief Executive Councillor as Chairman and elected M.Ps and Metropolitan Councillors as Members. In addition there is a State Level Committee for implementation of 20-Point Programme which has a similar constitution.	For planning purposes, the Union Territory of Delhi is being treated as a single district. Formulation and implementation of plan schemes is being carried out by various Departments of the Delhi Administration and its agencies like MCD, NDMC, DESU & DDA. The advice and suggestions of Gram Pradhans, Municipal Councillors, Members of Metropolitan Council are taken into consideration by these agencies at the time of formulation of plan schemes.	
26.	Goa	In 1978, the State Level Planning Machinery was created. In 1980, a Planning Board was set-up. This Board includes Senior Government Officers, eminent economists, educationists and industrialists as its members.	The three districts are Goa, Daman and Diu. No separate district-wise allocation of funds is earmarked. The implementation of schemes is mainly through departmental officers. However, there is a rural development agency for Goa which looks after the planning and implementation of anti-poverty programmes. The management of this agency has been transferred to State Level Sanction Committee from 1981. This Committee includes non-official members and a representative of Scheduled Castes.	Not indicated

Sl. No.	Name of the State/UT	S t a t u s		
		State level	District level	Block level
(1)	(2)	(3)	(4)	(5)
27.	Lakshadweep.	At the U.T. level, Administrator is assisted by an Advisory Council of 20 Non-officials including the local Member of Parliament. The Council meets once a year.	The whole U.T. is treated as one District. There are 10 inhabited islands in the U.T. Each Island has a Citizen Council consisting of 15-40 non-official and 2-4 officials. These Councils meet once a month to discuss issues and various other development programmes. In addition there are village level agencies for suggesting schemes and implementing programmes under Rural Development. Apart from official members, these agencies have non-official members.	
28.	Pondicherry	A State Planning Advisory Committee is constituted in the Union Territory with Chief Minister as Chairman. All Ministers, MPs and MLAs and important public figures from different walks of life are members of this Committee, apart from official members.	The Union Territory is functioning as a single Revenue District containing four regions namely Pondicherry, Karaikal, Mahe and Yanam which are geographically isolated from one another. There are no separate planning mechanisms for the four regions.	Teams of officials visit the villages where meetings are held with the villagers to explain to them the various aspects of the planning schemes being implemented for their benefit. There has been extra-ordinary participation by the villagers during these meetings.