

Research study on  
**Powers, Functions and Performance Gaps of DPCs in  
Preparation of Integrated District Planning: A status Analysis**



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**@ National Institute of Rural Development and Panchayati Raj**

**ISBN: 978-81-952482-8-5**

April, 2021

Published by:

**NATIONAL INSTITUTE OF RURAL DEVELOPMENT AND  
PANCHAYATI RAJ**

(Ministry of Rural Development, Government of India)

Rajendranagar, Hyderabad-500030, India

[nirdpr.org.in](http://nirdpr.org.in)

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© National Institute of Rural Development and Panchayati Raj

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First Edition: March, 2021

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## CHAPTER - I

### DISTRICT PLANNING COMMITTEE AND INTEGRATED DISTRICT PLAN

#### 1.1. Background of the DPC

The institution of District Planning Committee (DPC) as envisaged in the 73<sup>rd</sup> and 74<sup>th</sup> Amendments to the Indian Constitution is the realisation of consistent and conscious effort towards decentralised planning since the process of planned development began in the country. The desire for decentralised planning was first expressed way back in the first Five-Year plan, when it was suggested to break the planning process into national, State, district and at community-level. However, the idea was given a concrete shape with the establishment of the District Development Council to consolidate plans prepared at the village-level through a participative process.

The newly established local self-government institutions at the village, block and district-level were to help prepare these plans. The Administrative Reforms Commission in its report of 1967 stressed on the need for meaningful planning at the district-level especially focusing on local variations in development. Consequently, the Planning Commission issued guidelines for district planning in 1969, which led to several States formulating district plans. The widespread suppression and curtailment of powers of Local Self-Governing institutions across the States during the late 1960s and 70s led to the choking of the district planning process as well. The problem was examined again in 1984 through the Working Group on District Planning headed by Shri C. H. Hanumantha Rao.

The Working Group recommended greater decentralisation of functions, powers and resources for meaningful district planning. It also recommended the setting up of district planning bodies of about 50 members with Collector as Chief Coordinator. This planning body should be assisted by planning officers and technical experts at various levels. Other notable recommendations on strengthening planning and administration at the district-level came from the G. V. K. Rao Committee on Administrative Reforms for Rural Development (1985) and the Sarkaria Commission for Centre-State Relations (1988).

However, all these efforts at strengthening decentralised planning were met with consistent failure due to several reasons. Given this background of efforts at decentralised planning in India, the 73<sup>rd</sup> and 74<sup>th</sup> Amendments were milestones since they provided the much needed constitutional legitimacy to local governance institutions, defined their functional domains and provided for financial devolution to these institutions and

mandated the establishment of District Planning Committee (DPC) as the formal body for preparation of the District Development Plan by consolidating the plans prepared by the rural and urban local bodies.

## **1.2. Composition of the DPCs**

### **1.2.1. Elected Members**

While the composition of the DPC and the manner in which the seats are to be filled have been left to the States, Article 243ZD stipulates that four-fifths of the total number of members of DPC will be elected by, and from amongst, the elected members of the Panchayat at the district-level and of the municipalities in proportion to the ratio between the population of rural and urban areas in the district.

### **1.2.2. Nominated Members**

Nominated members usually represent the State and Central Government agencies including line departments. A larger proportion of nominated members could imply greater interference and control in DPC functioning by the State and Central administration. All States with the exception of Himachal Pradesh and Karnataka, have a ratio of about four-fifths or 20 per cent nominated members in the DPC. In Himachal Pradesh the ratio of nominated members is only eight per cent, and in Karnataka it is 15 per cent.

The extreme is in Chhattisgarh, all members are nominated. Through nominated members and special invitees' officers of district administration as well as members of the Central and State legislatures find representation in the DPC. Special invitees or permanent invitees generally include local MPs and MLAs, district administration officials, representatives from line departments. These invitees do not have voting rights in the DPC but participate in its deliberations.

## **1.3. Powers of DPC**

The DPC is envisaged to play a nodal role in the district planning process by consolidating rural and urban plans prepared by the villages and towns in the district and then preparing a draft development plan for the district on the basis of the plans so received from within the district. DPC is thus crucial to the function of 'planning for economic and social justice', which is now a mandated local function, in that it provides the vital link between rural and urban plans as well as sectoral plans.

In this respect it is important that the DPCs have an understanding of the planning process and, if required, the assistance of qualified planners and technical experts. As per Article 243 ZD, DPCs should also pay special regard to issues of common interest between Panchayats and municipalities, such as spatial planning, sharing of physical and natural resources, infrastructure development and environmental conservation. Since the States have modelled their own legislative provisions for DPCs on Article 243 ZD, the role and functions of DPCs in the State Acts are similar.

#### **1.4. Functions of DPC as given in State Acts**

In all the States, the DPC has the pivotal role of preparing the district perspective plan. In addition to this, any variations of powers given by the States are given here:

- Andhra Pradesh - Ensure that each local body in the district prepares a Development Plan and consolidate plans prepared by Panchayats and Municipalities in the district. Review implementation of the Development Plan periodically and monitor achievements
- In Assam, Chhattisgarh, Gujarat, Odisha, Rajasthan, Sikkim - consolidate the plans prepared by the Panchayats and the municipalities and to prepare a draft development plan for the district
- In Himachal Pradesh, Haryana, Andhra Pradesh, Karnataka and Kerala the chief function of the DPC works devoted for consolidation of rural and urban plans and preparation of draft development plan for the district. Besides, the DPC shall perform any other functions relating to district planning, as may be assigned to it by the government
- Bihar - Consolidate plans prepared by Panchayats and Municipalities in the district. Prepare a draft development plan for the district as a whole. Incorporate the demands of districts in National and State-level programmes. DPC would prepare details of socio-economic indicators on the basis of collected data, details of resources available in village, block, town and district and to prepare the employment plan for the district
- Madhya Pradesh - Consolidate the plans prepared by the Zilla Parishad, Panchayat Samitis, Gram Panchayats and the municipalities in the district. Prepare a draft development plan for the district as a whole and also prepare an employment plan for the district. Monitoring, evaluation and review of all schemes and programmes being implemented in the district and submission of periodic progress reports to

the State government on the district plan

- Maharashtra – Assess the Five-Year plan and perspective plans prepared by the Panchayats and the municipalities and coordinate, in the preparation of a draft of the Five-Year plan for the entire district. Consolidate the plan prepared by Gram Panchayats, Panchayat Samitis, Zilla Parishads and municipalities
- Uttarakhand - Consolidation of plans prepared by the Panchayats and the municipalities and preparation of draft development plan and employment plan for the district. Collect, compile and update information relating to natural and human resources of the district to create a sound database for decentralised planning and preparation of district and block resources profiles and mapping of amenities at village, block and district-levels. Allocate sectoral and sub-sectoral outlays within the overall framework of the district development plan and ensure participation of people and other institutions in the overall development process. Monitor, evaluate and review progress under the schemes and programmes being implemented
- West Bengal - Consolidate the plans prepared by the Panchayat bodies and the municipalities and preparation of a draft of the development plan for the district. The budgetary provision for various departments for district-level items are disaggregated and disbursed to the DPC. Within these budgetary parameters, which have come to be known as divisible outlay, the DPC has the power to formulate its own plan on the basis of the 'district-specific schemes' drawn from district-level sectoral plans and the 'block and municipality-specific schemes' appearing in block and municipal plans
- The Punjab DPCs Act of 2005 also envisages a similar role for DPCs, giving them the responsibility for overseeing implementation and monitoring of development schemes and projects.

### **1.5. Institutional arrangements for DPC**

DPC can take the support of institutions as well as technical experts in the process of consolidating plans and preparing the draft development plan. Technical experts can also be nominated as members of the DPC. In Haryana, for example, the district town planner is a nominated member in 20-member committees and an eminent economist is also a nominated member in 25-member committees. Chhattisgarh also provides for the membership of Economic and Statistical Officer of the district as a nominated member of DPC.



In Kerala, the DPC is assisted in scrutinising plans and projects by Technical Approval Committees (TACs). The TACs have sectoral sub-committees to study the respective chapters of the district plan – for example the Municipal TAC for urban plans, under the guidance of District Level TAC. The DPC also consults with their working groups of technical experts as and when necessary.

In Rajasthan, different means have been adopted by DPCs for technical support. Plan consolidation work is being carried out by the Chief Planning Officer of the district. The DPC can also hire experts as consultants. Heads of all line departments are often invited in DPC meetings. Thus, different arrangements have been made for DPCs to obtain technical support for performing their functions. In Karnataka, DPCs can constitute expert committees, and can also hire technical experts if they need.

### **1.6. Constitutional Provisions to the DPC**

The constitution of District Planning Committees (DPCs) is mandatory under article 243ZD of the Constitution and is a common item for both Panchayats and Municipalities. The provisions of the constitution are - there shall be constituted in every State at the district-level a District Planning Committee to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole.

The Legislature of a State may, by law, make provision with respect to:

- (a) The composition of the District Planning Committees
- (b) Provided that not less than four-fifths of the total number of members of such Committee shall be elected by, and from amongst, the elected members of the Panchayat at the district-level and of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district
- (c) The functions relating to district planning which may be assigned to such committees
- (d) The manner in which the Chairpersons of such committees shall be chosen

Every District Planning Committee shall, in preparing the draft development plan-

- (a) Have regard to-
  - (i) Matters of common interest between the Panchayats and the municipalities including spatial planning, sharing of water and other physical and natural

resources, the integrated development of infrastructure and environmental conservation

(ii) The extent and type of available resources whether financial or otherwise

(b) Consult such institutions and organisations as the Governor may, by order, specify

(c) The Chairperson of every District Planning Committee shall forward the development plan, as recommended by such committee, to the Government of the State.

## **1.7. Procedure for Preparation of Integrated of District Plan**

Decentralised planning is a process of preparing an integrated plan for the region taking into account available natural, human and financial resources and covering the sectoral activities and schemes assigned to the unit at district-level and below and those implemented through local governments in a State. The document that embodies this statement of resources and their allocation for various purposes is known as the Decentralised Plan.

### **1.7.1. Objectives of Integrated District Plan**

The objective of decentralised planning is to arrive at an integrated, participatory coordinated idea of development of a local area. An essential step in this direction is to ensure that each panchayat at any level or municipality is treated as a planning unit and the 'district plan' is built up through consolidation and integration of these plans as well as by considering the development of the district as a whole. It is a two-way interactive exercise, since the district being viewed as a convenient local area.

### **1.7.2. Building a Vision**

The vision would be primarily articulated in terms of goals and outcomes and would address basically three aspects of development, namely, human development, infrastructure development and development in the productive sector. The articulation of a vision is best done in each planning unit, right down to the Gram Panchayat-level, stating with respect to each area what the needs and potential are, what the attainable levels are and what the desired goals could be. A basic requirement is that the preparation of the vision is not conditioned by schemes and programmes. Visioning exercise is a collective dream about a region being participative in nature, it would build a spirit of teamwork. Building a vision for basic human development indicators would essentially cover all the aspects of human life like health, education, women and child welfare, social justice and availability of basic

minimum services.

Each Panchayat could propose, in its envisioning exercise, that they will achieve the levels specified for each such aspect within a particular period of time. For instance, in regions which are below the national average in literacy, the first step would be to reach the average-level and the next would be to attain the desirable-level. Similar envisioning could be undertaken in respect of attainments regarding education, health, water supply and sanitation, etc., where attention has to be given in integration of gender and downtrodden in the participatory process in order enable them to share their views and opportunities to fulfil their needs through integrated plan. The process of visioning starts with constituting planning committees in each Gram Panchayat, block and district.

The secretary of the GP sectoral heads, NGOs, CBOs, SHGs representatives, retired resource persons and other interested persons have to be called for the participation in the planning process. The planning committee would be chaired by the elected head of the respective unit of Gram Panchayat, IP and Zilla Parishad. At each level, visioning exercises are to be carried for developing vision, identifying problems and needs of the people and region. The Ward and Gram Sabhas will have to be involved fully in the preparation of the district vision. Undertaking participative citizen surveys is itself a good way of starting the process, through giving every citizen surveyed an opportunity to voice his or her needs and vision. The district vision document should be given wide publicity. There are several means by which DPCs could ensure wide dissemination of the vision, such as conducting a series of workshops and display of main themes to the public.

### 1.7.3. Data Requirement for Decentralised Planning

While in the envisioning process, a stock-taking exercise has to be conducted for assessing the human condition in the district, and to know the availability of natural, social and financial resources and infrastructure in that region. The database prepared would be an invaluable resource for the stock taking exercise. Planning at district-level requires a careful study of human and natural resources along with field realities for optimum utilisation and responsive planning. Varieties of data on physical resources, human and economic aspects are the prerequisites for preparing an integrated plan for the district. The data required to prepare a profile of the areas are discussed below:

- **Topography:** It is much essential to understand the nature of topography, major physical divisions, drainage system, soil type and texture in order to quantify the resource base of a region

- **Agriculture:** In order to understand the agriculture status in the region, the data relating to area under cultivation, land use pattern, cropping pattern, crop cycle, nature and quality of soil, sources and adequacy of irrigation, types of farming, ownership of land, size of land holdings and the system of tenure, production and productivity are to be collected at village-level
- **Resource Inventory:** Identification of various resources available in the region like physical and natural resources are to be carried out in a proper way. Data on quantum and quality on the availability of local resources, their utilisation-level and possibility of usage for various purposes have to be collected and verification has to be done through different sources. The data required for decentralised planning can be broadly grouped into the following categories:

### **Natural Resources Database**

- Water Resources: Type of sources, quantity and quality, water availability and, scarcity period, etc.
- Soil: Type, quality, soil problems, causes
- Flora and Fauna: Species availability and uses
- Land use pattern: Different uses of land in the planning region
- Livestock: Nature, Quantity, production and productivity
- Cropping pattern (season-wise)
- Climate: Variation subject to season and suitability for various options
- Rainfall: Rainfall rate over a period of time, temperature variations and weather conditions are to be properly assessed.

### **Participative Citizen Surveys and Manpower Planning**

Data regarding demography of the region like male-female ratio, child population, education, employment status, caste system, land holdings, land-man ratio, wage rate, size of agricultural labourers and, their migration, etc., to be collected to understand the sociological aspects while formulating a plan. Human resources are as important as physical resources. One of the reasons for the failure is under-utilisation of the human resources. Therefore, the plan should clearly state the details of human resources that are available in the region.

The planning team has to collect the demographical data like total population, sex, age, educational status, occupational status and skill availability. If the region has inadequate skilled labourers, then, the plan should suggest the ways to train the people to equip them

with some suitable skills. If the local region has surplus labour, the plan should find ways to utilise the surplus labourers by providing suitable employment. Information is a basic tool for planning, but information relevant to each area and its population is rarely available.

A citizen survey leading to a database for each Gram Panchayat to know more about them, developed in a participative manner, is a desirable pre-requisite for participatory planning. The process of data collection on citizens could be so dealt with that Gram Panchayats see in it, their own empowerment. This also builds a climate of participation even before the actual planning process starts.

- **Infrastructure**

Data are to be collected on the availability of infrastructure in numbers, capacity, utility status and functional conditions. As we all know the infrastructure facilities are an integral part of supporting the development process, much importance to be given for creating new infrastructures and strengthening of already existing structures. Therefore the following particulars have to be collected for better planning.

*Economic infrastructure*

- Markets: Types, availability, needed and location appropriateness
- Banks/Financial Institutions: Numbers, area of operation, performance, etc.
- Roads/Transport/Communication/Electricity: Available, working, not working
- Agri-input Centres, Agri. Extension Officers: Seeds, fertilisers, pesticides, government/private
- Veterinary Centres: Numbers and services

*Social Infrastructure Availability and their Utility*

- Schools/Colleges/Educational institutions
- Hospitals/Health institutions
- Community centre/Libraries/etc.
- Entertainment centres
- Drinking water/sanitation

*Trade and Industry*

- Mining and quarrying
- Small scale Industries
- Household/Cottage industries

- Handicrafts
- Forest, Agro-based industries
- Wholesale/Retail trade

### **Availability of Financial Resources and flow**

Finance is the first and foremost criteria for putting any plan into action. Success of a plan depends on the financial provisions and its timely flow, whether a short-term or long-term plan; it is shaped by the fund availability. The decision regarding when the plan is to be started and to be completed, the type of machineries to be used, personnel to be employed and other related matters can be finalised only on the basis of the financial availability.

- **Identification of Problems and Needs of the people:**

The next important step in the planning process is identification of problems and needs of the local people. For this purpose, the planning region has to be surveyed and the data must be collected from all households and discussion to be carried with resource persons and the general public. Planning team has to understand the nature and acuteness of various problems through observation in that particular region. Particulars on educational status, income and expenditure, level of poverty, consumption pattern of people, living standard and lifestyles have to be collected. The proposed plan should be given focus on solving the identified problems through satisfying the needs of people.

- **Prioritisation of problems**

In rural areas, problems are multi-dimensional in nature and prevail at various levels. These problems cannot be solved at one go. Certain problems may take a few years to solve and some other within a few days or months. Some problems like epidemics and other health related problems are very serious which would need urgent attention. Whereas some others like provision of transport and communication facilities can be given next priority. Plan should prioritise and develop programmes depending upon the urgency of problems.

- **Identification of skills, opportunities and technological options**

Development opportunities in the planning area have to be identified. If an area is facing an acute unemployment problem, it has to be tackled by generating adequate employment opportunities in that area. But, where can employment be created? Whether in agriculture and allied sector? or in industrial sector? or in the services sector? Answers to these questions will help to prepare a suitable plan.

Then, it is essential to find out the availability of skilled persons in that particular region. Technology is another important factor in planning. Technologies adopted in

agriculture and allied sectors and also in the industrial sector have to be identified in order to avoid overlapping of technologies. Therefore, better understanding of available opportunities, skills and technological gaps is essential and linking them in a systematic way to utilise these three factors at an optimum-level for better development.

- **Concern on Environmental Sustainability**

Planning at the grassroots or State or at the national-level should aim at sustainability in development. Instead of planning for ad-hoc solutions, striving towards arriving at permanent solutions create much impact on the development scenario in the region. For example, if a region is having problems of unemployment and poverty, the plan should pave the ways and means to provide permanent employment opportunities, either farm or off-farm, in government or non-government organisations or by self-employment. The programmes like providing wage employment through various government schemes may satisfy the immediate requirement but will not solve the problems permanently. Therefore, planners have to make maximum efforts to solve the problems through sustainable ways by alternate mechanisms with suitable strategies. At the same time, the proposed industrial or business activities should not degrade the environment.

- **Formulation of Objectives**

Formulation of objectives is one of the major tasks of planning. The important points to be considered during formulation are: it should be formulated towards solving the problems of the local people and regional prosperity. The planner should concentrate on the peculiar problems for immediate solution. The objectives should be achievable focusing on optimum utilisation of locally available resources.

- **Designing of Strategies, Programmes and Targets**

After identification of the problems and finalising the objectives and priorities, the team has to concentrate on preparation of proper strategies depending upon the problems encountered and objectives enunciated by involving people and acknowledging the people's concerns. The strategies have to be prepared in order to deliver benefits to the local people within the stipulated time. Setting of targets is an important function in development planning. To fulfil the objectives, the targets are to be fixed in specific terms with a time frame and should be based on the availability of resources, ability of services, and capacity of the implementing mechanism and State policies.

- **Resource Allocation and Project Implementation**

It is another important stage in the planning exercise. Resources in the form of men, material, money and energy, their proper distribution, timely delivery and steady flow of

resources and finances are the vital factors contributing to the success of any plan. If any one of these resources is not available or scarcely available that will lead to delay in achieving the fixed targets. Therefore, the resources are to be properly distributed among various activities spelt out in the plan in such a way that their optimum utilization must pave the way for achieving the specified objectives. The local government component of the plan would emerge out of the resource envelope containing the following sources of funds:-

- Own resources available for development
- Transfers by State Finance Commission for development purposes
- Twelfth Finance Commission grants passed on by the State government
- Untied grants for local planning
- Grants in respect of centrally sponsored schemes that have been assigned to the local bodies for the purposes of implementation
- Grants for State plan schemes assigned for implementation through local governments
- Grants for externally supported schemes assigned for implementation through local governments
- Estimated contribution by the communities themselves.
- **Matching of resources to the plan**

Ideally speaking, each Gram Panchayat should be free to allocate resources in accordance with the assessed needs. However, at this stage of our development, the local planning exercise has to take into account the diversity of sources of funds. The attempts should be to put them to best possible use. Therefore, once the order of resources for the plan are known, it is best to place them into a matrix that is divided into three categories, namely, purely untied funds, partly untied funds and tied funds. Such a matrix would give each Panchayat an idea of how it can slot its priorities into the conditionalities associated with funding. This would ensure that funds, which are inescapably tied, should be first used and then untied funds are applied. Once needs are assessed at the Panchayat-level, a process of linking each need to the source of funding can be adopted, through the steps detailed below:

#### **Step 1: Classifying each need into a matrix**

Discussions with people would throw up several needs, such as housing, sending children to schools, nutrition, roads and healthcare, etc. Each of these will need to be classified under broad headings irrespective of the source of funds



**Step 2: Assigning specific purpose grants**

Having classified the needs, the next step would be to identify the specific purpose grants that address such needs and match these resources to each need

**Step 3: Assigning part-untied funds**

Part-untied funds are available for certain purposes and allow for a certain measure of convergence with other schemes. Example funds from the award of the Central and State Finance Commission. These funds can be used for filling gaps within limits

**Step 4: Assigning fully untied funds**

The final step is the placement of fully untied funds. These are typically own sources of revenue, general or untied State Plan Grants, SFC grants. In this connection, it would also be very useful to consider the assignment of non-monetary contributions, such as voluntary labour, as fully or partly untied resources.

**1.8. Consolidation of rural and urban plans**

Consolidation of rural and urban plans is one of the key tasks of the DPC and is also of great significance in the light of growing problems related to urban expansion into rural areas. The sequence to be followed in consolidation of rural and urban plans can be summarised as follows:

- Gram Panchayats prepare Participatory Plans and send to intermediate Panchayat
- Intermediate Panchayat compiles information sent by the GPs in the block and along with its own information, prepares a Block Plan and sends to Zilla Parishad
- ZP compiles information from Block Panchayats and along with its own information, sends to the DPC
- Urban local bodies transmit plans to DPC
- DPC compiles information from ZP and ULBs to form Draft Development Plan (DDP)

Such an integrated District Plan would link plans, guide negotiations, and coordinate between multiple member governments of the district. It would provide the 'skeletal' planning framework for the development of city and town plans and village plans. With such an approach, one would finally begin to integrate SECTORAL and SPATIAL and RURAL with URBAN.

### 1.8.1. Prioritising areas for consolidation:

The starting point for creating the architecture that merges rural-sectoral and urban-spatial planning would be the identification of the functional responsibilities of Panchayats and Municipalities and the possible commonalities in these. The 11<sup>th</sup> and 12<sup>th</sup> schedules of the Constitution lay out the functional assignments to Panchayats and Municipalities respectively. There are 29 matters listed in the Eleventh Schedule and 18 in the Twelfth Schedule respectively.

- ***Spatial integration***, meaning integration of schemes such as roads that run through one or more local bodies
- ***Sectoral integration***, which integrates several schemes relating to a larger sector
- ***Cross-sectoral integration***, which is aimed to ensure maximum impact from different interventions by designing approaches that draw resources from various schemes
- ***Vertical integration***, which separates out what has to be done at higher Panchayat levels, which have the advantages of scale and which cannot be done by the lower tiers of local government
- ***Integration of resources***, which looks at identifying and planning for the channelisation of several schemes both centrally sponsored and state sponsored, which Panchayats can utilise, integrate into local plans and to which they can contribute additional resources.

Rural-urban plan consolidation would address all dimensions as listed through a consolidation checklist, covering three broad areas:

- Potential for vertical integration of works and projects, across rural and urban plans
- Consolidation, which is driven by resource related issues, such as potential for resource pooling, need to address efficient usage of resources wherever they may lie or the need to address externalities that may arise from the use of resources in a stand-alone fashion by local bodies
- Addressing inter-sectoral dependencies that need to be tackled to ensure successful project or plan implementation.

**1.9. Transforming a vertical planning process into a horizontal process:** With increased specialisation and sector-wise thrusts in development, there has been a tendency to concentrate on the preparation of sector-wise plans in the district. Thus, we hear of the District Health Plan, the District Watershed Plan, and the Education Plan and so on. While some level of planning on these lines cannot be avoided, it is important, particularly from

the view of increasing accountability to local governments and people, and optimally using resources, that the vertical planning process is transformed into a horizontal planning process, where local governments and other planning entities work together and explore the possibilities of planning together. In its absence, it would be the district heads alone, who would have complete knowledge about a plan and not each planning entity.

Year	Item	Ideas and Concepts
First Plan, 51-56	Community Development Blocks	To break up planning exercise into national, State, district and local community-levels
Second Plan, 56-61	District Development Councils	Drawing up of village plans and popular participation in planning through the process of democratic decentralisation
1957	Balwant Rai Mehta Committee	Village, Block, District Panchayat institutions established
1967	Administrative Reforms Commission	Resources to be given/local variations accommodated, purposeful plan for area
1969	Planning Commission	Formulated guidelines; detailed the concept of the district plan and methodology of drawing up such a plan in the framework of annual plans, medium term plans and perspective plans
1978	Prof. M.L. Dantwala	Block-level planning to form a link between village and district-level planning
1983-84	Centrally Sponsored Scheme/ Reserve Bank of India	Strengthen district Plan/District Credit Plan
1984	Hanumantha Rao Committee	Decentralisation of function, powers and finances; Setting up of district planning bodies and district planning cells
1985	G V K Rao Committee	Administrative arrangements for rural development; district panchayat to manage all development programmes

## CHAPTER 2

### RESEARCH METHODOLOGY

#### 2.1. Background of the Study

India being the largest democratic country in the world, decentralisation of planning and development administration becomes mandatory to ensure an effective delivery system and good governance. Decentralised planning as an approach to balanced development and reduction of regional disparities emerged well before Independence. The initial attempts towards decentralised planning however began from the second plan onwards. During the 11<sup>th</sup> plan, decentralised planning became an accepted stake for sustainable resource management, better production and accessing opportunities of livelihood for and by the people.

Decentralised approach has an inherent capacity to deal with felt needs and aspirations of the people and also motivate them to be the partners in the preparation and implementation of development plans. Participatory development plans attempted at the bottom-up approach have yielded better results in terms of reduction of disparities, judicious distribution and use of resources, equal development opportunities to all, as against the top down approach of planning. This participatory initiative helps in improving investment efficiency of developmental programmes, transparency and accountability.

The 74<sup>th</sup> Constitutional Amendment Act mandated the establishment of the District Planning Committee (DPC) for consolidating plans prepared by Panchayats and municipalities in the district into the Draft District Plan. In conformity with Article 243ZD, most of the States have enacted legislation for the constitution of the DPCs. Substantial resources are flowing from the Centre to the States through Centrally Sponsored Schemes (CSS) and Additional Central Assistance (ACA) aimed at addressing socio-economic backwardness, which involves development of infrastructure and delivery of services at the grassroots. The Planning Commission issued Guidelines in 2006 to establish the district plan process as an integral part of preparation of State plans.

The expert group for planning at the grassroots level chaired by V. Ramachandran was set up in 2005 and set forth an action plan to strengthen the participatory planning in the Eleventh plan process. The group laid out the modalities of preparing prospective five-year and annual plans at the district-level and gave further suggestions for strengthening DPCs. The DPC, as per the report, should be a permanent institution provided with a secretariat to support its functioning. It should be the nodal agency for district-level

planning including those relating to central plan schemes, need to be routed through DPCs.

Another significant measure to push for the activation of DPCs is the linking of access to the Backward Region Grants Fund (BRGF) scheme. It is a semi-tied fund available to 250 selected backward districts with the purpose of catalysing development by providing infrastructure, promoting good governance and agrarian reforms, and capacity building for participatory district planning. In order to avail BRGF funds, States are required to establish DPCs as per article 243ZD, which will consolidate plans prepared by PRIs and ULBs in the district. These plans will put together resources from various existing schemes and channelise them to Panchayats on the basis of the district plan.

In this scenario of new effort towards achieving effective planning at the grassroots level through the DPCs, it is pertinent to look into the status and functions of the DPCs which have been formed across the States in the country. This present study looks into the status and functional gap between what appears on paper and what the actual situation is on the ground for the study area. The information is supplemented by secondary studies, where available.

## **2.2. District Planning: Concept**

District Planning is the process of preparing an integrated plan for the local government in a district taking into account the resources available and covering the sectoral activities and schemes assigned to the district and below through local governments in the State. Decentralised district planning comprises different planning units comprising district panchayat, block panchayat and village panchayat, municipalities, line departments and parastatals would prepare a plan for execution of each of their functions and responsibilities after consultations with people.

The final plan would result from a buckling together of these unit plans through a consultative process of consolidation. The consolidation of rural and urban plans as a District Plan is done by the District Planning Committee (DPC). The DPC is formed under the State Planning Board. The members of DPC comprise elected representatives from the municipality and district Panchayat, line department officials from the standing committee. The functions of DPC cover, preparation of 20 years perspective plan, Five years development plans, annual plans and vision for the district based on the existing growth potential and problems. It also takes care of preparation of projects and schemes and consolidation of plans prepared at different-levels.

### 2.3. Need of the Study

It is a matter of concern that even after the lapse of 23 years since the amendments were made, decentralised planning is yet to become effective in the country. While most States carried out amendments of their respective State acts in conformation of the 73<sup>rd</sup> and 74<sup>th</sup> Amendments, the implementation of the provisions was not uniform. In all the States DPCs were formed according to the act but the functioning of DPC and preparation of development plans are negligible. The report of the MoPR's 'Status of Panchayats 2007-08' mentioned lack of community mobilisation as major weakness in the decentralised planning process. It also pointed at the lack of capacity of DPCs in preparing plans, budgets and technical designs related to district plans. However, DPCs have been formed in most of the states but these have not been made effectively functional in the states. Many reports mention the spirit of decentralisation in planning has not been reflected in the district planning. Until and unless these DPCs are functional, the intended spirit of decentralisation will not operate.

The present study is aimed to examine the status, roles, responsibilities, powers and functions devolved, training need assessment in the context of decentralised planning, functional difficulties and problems faced in discharging the duties assigned in the constitution, etc. It will also try to bring workable strategies for effective functioning of the DPCs in the respective districts and the States.

### 2.4. Review of Literature

**Planning at the Grassroots** (1988) by Kamta Prasad presents an in-depth analysis of the issues in grassroots-level planning. It evaluated the recent Indian experience in MLP in terms of its methodological and organisational aspects, with suitable suggestions for improvement.

**District Planning Committees: An analysis of the Roles, Responsibilities, Performance and Strengthening Measures – A Study of Mandya and Mysore District Planning Committees (2009), by Ashok. S. Sanganal** quoted that Functioning of DPCs is satisfactory. The planning at present takes place in a disjointed approach in the urban and rural areas. For instance, the projects of water supply, roads, schools, or hospitals, etc., are implemented by the respective municipalities or the Grama Sabhas. At present, not much coordination is visible. There is a need for coordination of mutual sharing of amenities. This could be done by the DPC at the time of preparation and implementation of new plans.

## 2.5. Objectives

- To study the Roles and responsibilities of District Planning Committees in the study area
- To understand the Powers and Functions of DPCs allocated as per the constitution and actual devolution
- To analyse the capacity requirements for DPC members in preparation and consolidation of district plans
- To assess the people's satisfaction on the district plans and its reflection on their development
- To suggest measures for further strengthening the capacity of the members for improving the functional ability of the DPCs.

## 2.6. Study Area justification

Four States were selected for the study using simple random selecting method, i.e. one State from each geographical zone of the country. The details of the selection process are given in the subsequent section.

## 2.7. Methodology & Sampling

The study was conducted in six States covering one State from each geographical region of India to understand the performance level of DPC from different parts of the country. The study was focused to understand the issues pertaining to the district planning process and gaps. Therefore, the study selected such States which are having different types of leadership leading the DPC as Chairman. Simultaneously, coverage of all the regions of the country has also been given importance. Accordingly, Maharashtra from the West Zone, Madhya Pradesh from the Central India, Bihar from the East Zone, Tamil Nadu from the South Zone, Haryana from the North and Assam from North East are proposed in the study. The details of the other criteria used for the proposed selection are given in the below table.

S. No.	Name of the State proposed	Geographical Zones	Type of Leadership of DPCs as the Chairman
1	Maharashtra	West	Minister in charge of the District
2	Madhya Pradesh	Central	Minister Nominated by the State
3	Bihar	East	ZP Chairman
4	Assam	North East	District Panchayat President

At the second stage, two districts were selected based on the better comparative performance through discussion with the respective State government's Panchayat Raj department for selection of sample units of the study.

Since the study aimed to understand the status and functions of DPCs, it covered the members of DPCs representing various categories of people namely elected representatives at GP, PS and ZP nominated/elected to the DPCs. In addition, it also covered nominated members/special invitees of sectoral representatives among the district departments who have stake in district planning. Maximum all the DPC members at three levels of PRIs were covered for detailed data collection, similarly it contacted all the members of the DPCs represented from various departments. The study team leader interacted with the President/Chairman and officials of the ZP for understanding the issues pertaining to the district planning. Further, interactions were carried with selected groups of people through Focus Group Discussions (FGD) for the purpose of understanding the level of satisfaction of the people on the district plans and its effect on the development of the Panchayat.

Structured interview schedule was prepared and administered covering all the aspects like awareness about the functions of DPC, roles and responsibilities, level of participation in preparation of plans, other sectoral participation, performance level of DPC and their role in preparation of Development plan of the district. Personal interview and informal discussions in the field helped to collect adequate data in selected study Panchayats and captured the overall performance and responsibility of the DPCs and also identified the functional difficulties. A checklist was prepared to collect documented data from ZP as supporting evidence.

## 2.8. Chapterisation

The report has been organised into five chapters. The **first chapter** outlines the research topic and background of the District Planning Committee, its role in district planning, powers and functions. It also presents the process of district planning as envisaged by the Ministry of Panchayati Raj, Government of India. **Chapter two** covers the statement of the problem, research objectives, methodology adopted to pursue the study and the survey of literature. **Third chapter** is presenting the structure, composition of DPC State wise and its functions as per the provision of State Panchayati Raj Acts. **Chapter four** specifically deals with the analytical framework, on which the study is based. Data analysis and presentation of inferences is the main crux in this chapter. **Chapter five** presents the findings and suggestions.



## CHAPTER – 3

### **Powers, Functions and other Provisions of District Planning Committee Mandated under the State PRI Acts**

Chapter three presents the State-wise powers and functions of District Planning Committee (DPC) and other mandatory provisions made by the respective State Panchayati Raj Act in the Indian States. Out of 31 States in India, 22 States are having DPCs, five States in the North East Region, namely Arunachal Pradesh, Manipur, Meghalaya, Mizoram and Nagaland are having village councils and development boards because those States come under the Sixth Schedule Areas. Majority of the State PRI Acts are having more or less similar pattern of constitution and composition of DPCs.

The powers and functions of DPC are also similar in nature except in a very few States. The different provisions or practices are followed in selecting or electing the Chairman of the DPC. In the States like Andhra Pradesh, Assam, Bihar, Karnataka, Kerala, Rajasthan, Sikkim, Tamil Nadu and West Bengal the Chairman of the Zilla Panchayat becomes the Chairman of the DPC. In the States namely Gujarat, Maharashtra, Odisha and UP, the Minister In-charge of the district holds the chairmanship. In the case of Chhattisgarh, Jharkhand, Madhya Pradesh and Uttarakhand the State government nominates a State minister as Chairman. In other States, namely Haryana Deputy Commissioner has been given the responsibility of heading the DPC, in Tripura and Punjab, the State government appoints a person as Chairman and Himachal Pradesh any minister belonging to the State will be appointed and Chair of DPC by the State government.

Regarding composition of the DPC, in most of the States four-fifth of the elected members from ZP, Members of the House of the People, Members of the State Legislative Assembly representing constituencies which are comprised wholly or partly in the district are permanent special invitees. Members of the Council of State, the Chairman of the Zilla Parishad and the Chairman of the Municipality and the Mayor of the Municipal Corporation in the district also become permanent special invitees, in case they are not elected members of the Committee. In few States subject experts and officials are also called as special invitees to give suggestions without voting rights. Representatives of the Co-operative Bank and Land Development Bank shall be permanent invitees in Himachal Pradesh. DC, ADC of the district concerned, two eminent economists and a district town planner are also included in the composition of DPC in Haryana.

Monetary incentives for the members of DPC are one of the important suggestions given

by the study respondents and it increases the attendance as well as commitment in role playing. An analysis across the States reveals, provision of sitting allowance is available in Jharkhand, Kerala, Karnataka, Rajasthan, Sikkim and UP. Along with sitting allowance, travel allowance is also paid in Gujarat. Only payment of TA exists in Assam, Bihar, Chhattisgarh and Maharashtra but in Andhra Pradesh and Telangana honorarium is also paid with TA. Tripura pays both TA&DA for the members to attend the meetings of the DPC. Other states have no provision for any payment and the Act also did not mention about the monetary benefits.

State	Chairperson	Composition of DPC	Permanent / Special Invitees to DPCs	Ratio of elected members to DPC	Number / Interval of Meetings	Quorum	Provision of Allowances
Andhra Pradesh	Chairperson of Zilla Panchayat	<p>Twenty five members in each district, namely:</p> <p>(i) A Minister of the State nominated by the Government - Ex-Officio Chairperson of the Committee</p> <p>(ii) The District Collector - Member Secretary.</p> <p>(iii) Three members Nominated by State Government</p> <p>(iv) Twenty members elected in the prescribed manner by and from amongst the elected members of the Zilla Parishad and of the Municipalities in the district</p>	<p>Members of the House of the People.</p> <p>Members of the State Legislative Assembly representing constituencies which are composed wholly or partly in the district shall be permanent special invitees.</p> <p>Members of the Council of State</p> <p>The Chairman of the Zilla Parishad and the Chairman of the Municipality and the Mayor of the Municipal Corporation in the district shall also be permanent special invitees, in case they are not elected members of the Committee.</p>	4/5 <sup>th</sup> of the total number of members of the committee shall be elected members	Once in Three Months	Presence of 1/3 <sup>rd</sup> of the members	Travelling Allowance and Honorarium
Assam	Chairperson of the ZP	<p>The members of the House of people and The members of the Assam Legislative Assembly who represent the whole or part of the district</p> <p>The President of the Zilla Parishad</p> <p>The Mayor or the Chairperson of the Municipal Board/Town Committee as the case may be having Jurisdiction</p> <p>Such number of persons not less than four fifth of the total number of Members amongst the member of the Zilla Parishad, Councillors of Municipalities in the District on rotation annually</p>	<p>The Deputy Commissioner is a permanent invitee of the Committee as an Ex-Officio Member.</p> <p>The Chief Executive Officer of the Zilla Parishad is Ex-Officio Secretary of the Committee.</p> <p>The President of the Zilla Parishad shall be Ex-Officio Chairman.</p>	Four Fifth of the total number	Once in three months	Not less than one third of the members	Travelling Allowance

State	Chairperson	Composition of DPC
<b>Bihar</b>  Not functional after BRGF	The Chairman of the District Council	Chairman of the District Council (ii) Mayor or Chairman of the Municipal Corporation/Municipal Council/ Municipal Panchayat, as the case may be, having jurisdiction over district headquarter. (iii) At least 4/5th members are elected in prescribed manner by the elected members of the District Council and the Municipal bodies
<b>Chhattisgarh</b>	Minister of the State nominated by the State Government	(i) Four-fifths of total number of members are elected amongst the elected members of the Zilla Panchayat and of the Municipalities in the district or group of revenue districts, as the case may be.  The number of members to be elected from the rural and urban areas shall be as nearly as is possible, in proportion to the ratio between the population of the district.  The remaining members of the committee - a Minister of the State nominated by State Government. the District Collector who shall be the member-secretary where the number of members of the committee, as specified in the Schedule is :- (i) fifteen then one member or (ii) twenty then two members, to be nominated by the State Government:

Source : Data Collected from the Field.

State	Chairperson	Composition of DPC	Permanent / Special Invitees to DPCs	Ratio of elected members to DPC	Number / Interval of Meetings	Quorum	Provision of Allowances
Himachal Pradesh	A Minister chosen by the State Government	Members of the House of People who represent the whole or part of the district  The Chairman of the Zila Parishad, Mayor or the President of the Municipality having jurisdiction over the headquarters of the district  such number of persons not less than four-fifth of the total number of members of the Committee as may be specified by the Government, elected by, in the prescribed manner from amongst, the elected members of the Zilla Parishad and Municipalities in the district of the rural and of the urban areas in the district.	All the members of the State Legislative Assembly whose constituencies lie within the district, and who are registered as electors in the district and the representatives of the Co-operative Bank and Land Development Bank shall be permanent invitees	four-fifth of the total number of members	Once in three months	One third of total members	Not mentioned
Jharkhand	A minister of Jharkhand nominated by the State government	Three - fourth members of the total number of members shall be elected in the prescribed manner by the elected members of the Zilla Parishad and Municipal Bodies as the case may be, of the district from amongst them. The number of members elected from within the rural and urban areas shall bear the same possible nearest proportion, (c) The remaining members of the committee - District Magistrate / Deputy commissioner of the district - Member secretary Chief Executive Officer of the zila Parishad, the member - cum - additional Secretary Chief Planning Officer - member Where the number of the members specified by the state Government, in the committee is - (a) If 15, then 1 (one) member, and (b) If 20, then 2 (two) members shall be nominated by the state government	(a) MPS, MLAs and MLCs (c) Adhyaksha of the Zila Parishad and the chairman / mayor of the Municipal Bodies - permanent specially invited members on the condition that they have not been elected as member of the committee Specially invited temporary members - experts related with its work - give suggestions only in their field of expertise - No voting right	Sixteen members elected in such manner amongst the elected members of the panchayats at the district level and of the municipalities	Once every two months or as the State Government may specify	More than half of the members mentioned in Rule 3	Sitting Allowance

Source : Data Collected from the Field.

State	Chairperson	Composition of DPC	Permanent / Special Invitees to DPCs	Ratio of elected members to DPC	Number / Interval of Meetings	Quorum	Provision of Allowances
<b>Karnataka</b>	ZP Chairman	<p>Adhyaksha of the Zilla Panchayat Mayor or the President of the Municipal Corporation or the Municipal Council of the district</p> <p>Not less than four-fifth of the total number of members are elected from amongst the members of the Zilla Panchayat, Town Panchayat, and Councillors of the Municipal Corporation and Municipal Councils in the district</p> <p>All the members of the State Legislative Assembly whose constituencies lie within the district, the members of the State Legislative Council who are registered as electors in the district and the Deputy Commissioner shall be permanent invitees of the committee.</p> <p>The Chief Executive officer shall be the Secretary of the committee.</p>	<p>Members of the House of People who represent the whole or part of the district</p> <p>Members of the Council of State who are registered as electors in the district</p>	<p>Four-fifth of the total number of members are elected in the prescribed manner from amongst the members of the Zilla Panchayat, Town Panchayat, and Councillors of the Municipal Corporation and Municipal Councils in the district</p>	Once in three months	Half of the members of DPC	Sitting Allowance
<b>Kerala</b>	ZP Chairman	<p>The number of members of District Panchayat and Councillors of Municipality to be elected as members of each District Planning Committee shall be determined by the Government in proportion to the ratio of the population of rural and urban areas in the district.</p> <p>The number of councilors determined under sub-rule (I) shall be divided to the councilors of Town Panchayat, Municipal Councils and Municipal Corporations in proportion to the ratio between the populations of the area.</p> <p>While determining the number of members at least one member shall be allowed to Town Panchayats and Municipal Councils and in a district having Municipal Corporations at least one member for it.</p>	<p>Members of the House of People who represent the whole or part of the district</p> <p>Members of the State legislative assembly who are registered as electors in the district</p>	<p>The Government may refix the proportion of number of members of the District Panchayat members and councilors of Municipalities to be elected to the District Planning Committee either once in ten years on the basis of census or once in five years on the basis of constitution of new Panchayats or Municipalities.</p>	Once in three months	Half of the member	Meeting allowances

Source : Data Collected from the Field.

State	Chair-person	Composition of DPC	Permanent/Special Invitees to DPCs	Ratio of elected members to DPC	Number/Interval of Meetings	Quorum	Provision of Allowances
Madhya Pradesh	A minister of the state, who will be nominated by the State government	<p>The Committee is consists of 10, 15 or 20 members in different districts, as specified in the Schedule.</p> <p>Four-fifth of the total number of members are elected in the prescribed manner by and from amongst the elected members of the Zila Panchayat and of the Municipalities in the district or group of revenue districts.</p> <p>The number of members to be elected from the rural and urban areas shall be as nearly as is possible, in proportion to the ratio between the population of the rural areas and urban areas of the district or group of revenue districts.</p> <p>Where the urban area of the district comprises more than one Municipality, seats of the urban area shall be distributed amongst such Municipalities in the prescribed manner.</p>	<p>Members of the House of People who represent the whole or part of the district</p> <p>Members of the State legislative assembly who are registered as electors in the district</p>	<p>Four-fifth of the total number of members are elected members of Zila Panchayat and Municipalities in the district or group of revenue districts.</p>	<p>Once Three Months in</p>	<p>One third of total number of members</p>	NO
		<p>Eighty percentage of the members elected in the prescribed manner by and from amongst the elected members of the Zilla Parishad and the elected Councilors of the Municipalities in the district in proportion to the ratio between the <i>population</i> of the rural areas and of the urban</p>	<p>Members of House of People who represent the whole or part of the district</p> <p>Members of the of State legislative assembly who are registered as electors in the district</p>	<p>Eighty percentage of the members shall be elected</p>	<p>Once Three Months in</p>	<p>One third of the members</p>	Travel Allowance

Source : Data Collected from the Field.

State	Chairperson	Composition of DPC	Permanent / Special Invitees to DPCs	Ratio of elected members to DPC	Number / Interval of Meetings	Quorum	Provision of Allowances
Orissa	The Minister-in-charge of the district	Less than thirty and not more than fifty members as provided sub section (2) to consolidate the plans prepared by the Panchayats and the Municipalities in the district	The Governor shall nominate one member from amongst the members of the Statutory Development Board for the concerned region, as its representative  The State Government shall nominate two members form amongst the members of the Maharashtra State Legislature and the members of Parliament, ordinarily resident of or elected from the area of the District  The State Government shall nominate two members and in case of a District Planning Committee fifty members, nominate four members, having knowledge relating to the District Planning.	The District Planning Committee, for a district with population of:- More than twenty lakhs, have thirty members  More than twenty lakhs but not more than thirty lakhs, have forty members  More than thirty lakhs, have fifty members.	Once in every Quarter	Not less than one third of the members	Not mentioned
		Ex-officio Members:- Minister-in-Charge of the district President of the Zilla Parishad Collector of the district	(b) the Divisional Commissioner for the district (c) the Chief Executive Officer of the Zilla Parishad (d) the officer on Special Duty (Planning) in the office of the Divisional Commissioner (e) the District Planning Officer and (f) the State Government in consultation with the Chairperson of the District Planning Committees nominate 10, 12 and 15 persons ordinarily resident of the area of the District Planning Committee and having knowledge of District Planning, to be special invitees on the District Planning Committee whose total number of members are 30, 40 and 50 respectively.				

Source : Data Collected from the Field.



State	Chairperson	Composition of DPC	Permanent / Special Invitees to DPCs	Ratio of elected members to DPC	Number / Interval of Meetings	Quorum	Provision of Allowances
Punjab	Chosen from amongst the members of the Committee by the State Government by nomination	The number of members calculated as per population of the district concerned according to the following criteria, namely:- (a) District having population Not exceeding ten lacs - Fifteen members (b) Districts having population exceeding ten lacs, but not exceeding twenty lacs - Twenty four members - and (c) Districts having population exceeding twenty lacs Forty Members.	One- fifth of the total members are nominated by the State Government. The Deputy Commissioner of the district - ex-officio Secretary. The Additional Deputy Commissioner (Development) - ex-officio Additional Secretary. The Deputy Economic & Statistical Adviser of the District - ex-officio Joint Secretary	Not less than four-fifths of members are elected by, and from amongst the elected members of the Panchayat at the district level and of the Municipalities in the district in proportion to the population of the rural areas and of the urban areas in the district.	Two times in a year	One third members	Not mentioned
		The Government from time to time by notification in the Official Gazette and in so fixing the total number of members,  the Government shall specify the number respectively of the nominated members and elected members Provided that not less than four-fifth of members are elected by, and from amongst, the elected members of the Zilla Parishad and the Municipalities in the district in proportion to the population of the rural area and urban in the district.	Persons representing the State Government  Members of the House of the People or of the Rajasthan Legislative Assembly who represent a constituency comprising the whole or part of the district.  Members of the council of States who are registered as electors in the district  (d) Members representing such organisations and institutions as may be deemed necessary by the Government.	four-fifth of the total number of members	Once in every quarter	Not less than one third of the members	Sitting Allowance
Rajasthan	The Pramukh of the Zilla Parishad						

Source : Data Collected from the Field.

State	Chairperson	Composition of DPC	Permanent / Special Invitees to DPCs	Ratio of elected members to DPC	Number / Interval of Meetings	Quorum	Provision of Allowances
Sikkim	The Adhakshya of the Zilla Panchayat	<p>The members of the House of people and The members of the Legislative Assembly who represent the whole or part of the district</p> <p>The President of the Zilla Parishad</p> <p>The Mayor or the Chairperson of the Municipal Board/ Town Committee as the case may be having Jurisdiction</p> <p>Not less than four fifth of the total number of Members amongst the member of the Zilla Parishad, Councilors of Municipalities in the District on rotation annually and in proportion to population of the rural and urban areas of the District.</p>	Minister-in-Charge of the district	four fifth of the Members	every three months in a year	Two-third number of total membership shall form a quorum of the meeting	sitting allowance
		<p>(a) The Chairman of the District Panchayat</p> <p>(b) The District Collector - Vice Chairman of the Committee</p> <p>(c) The Mayor of the City / Municipal Corporation in the District</p> <p>(d) Such number of persons, not less than four fifth of the total number of members of the Committee as may be specified by the Government elected from among the members of the District Panchayats, Town Panchayats and Councilors of the Municipal Corporations and the Municipal councils in the District in proportion to the ratio between the population of the rural areas and of the urban areas in the District.</p>	<p>(a) Members of Parliament (both Lok Sabha and Rajya Sabha)</p> <p>(b) Members of Legislative Assembly</p> <p>(c) Chairman of all Panchayat Union Councils in the District</p> <p>(d) Chairman of all Municipal Councils</p> <p>(e) Chairman of all Town Panchayats in the District.</p>	not less than four fifth of members as specified by the Government elected from among the members of the District Panchayats, Town Panchayats and Councilors of the Municipal Corporations and the Municipal councils in the District	once in three months	not less than one fifth of the number of the committee throughout the duration of the meeting	Not mentioned
Tamil Nadu	ZP Chairman						

Source : Data Collected from the Field.

State	Chairperson	Composition of DPC	Permanent / Special Invitees to DPCs	Ratio of elected members to DPC	Number / Interval of Meetings	Quorum	Provision of Allowances
Telangana	ZP Chairperson	twenty-five members in each district, namely: (i) a Minister of the State nominated by the Government, who is the Ex-Officio Chairperson of the Committee (ii) the District Collector who shall be the Member Secretary. (iii) three members are nominated by the State Government (iv) twenty members of the Committee are elected from amongst the elected members of the Zilla Parishad and of the Municipalities in the district proportion to the ratio between the population of the district.	MLAs and MPs representing constituencies which are comprised wholly or partly in the district are permanent special invitees to the meetings of the Committee.  (b) Members of the Council of State The Chairman of the Zilla Parishad and the Chairman of the Municipality and the Mayor of the Municipal Corporation in the district shall also be permanent special invitees, in case they are not elected members of the Committee.	4/5th of the total number of members	Once in Three Months	1/3 of the members	Travelling Allowance and Honorarium
Tripura (Non-Autonomous District Council areas)	Appointed by the Government	All the MLAs of the District/Distinguished Economists / Educationalists/Social Workers as nominated by the Government and District level officer of the Development Departments	-	-	Once in three Months	-	T.A and D.A.

Source : Data Collected from the Field.

State	Chairperson	Composition of DPC	Permanent / Special Invitees to DPCs	Ratio of elected members to DPC	Number / Interval of Meetings	Quorum	Provision of Allowances
Uttarakhand	a Minister nominated by the State Government,	<p>1) Not be less than fifteen and more than forty.</p> <p>(2) Not less than four-fifths of the total number of members of the elected members of the Zilla Panchayat and of the Municipalities in the district.</p> <p>(3) Where the urban area of the district comprises more than one Municipality, the number of members of the Committee from amongst the elected members of such Municipalities shall be distributed amongst such Municipalities in such manner as may be prescribed.</p> <p>(4) The remaining one-fifth members of the Committee is -</p> <p>(a) a Minister nominated by the State Government, who shall be the Chairperson of the Committee</p> <p>(b) the Adhyaksha of the Zila Panchayat</p> <p>(c) the District Magistrate ex-Officio member</p> <p>(d) such other members as may be nominated by the State Government subject to the condition that the number of members under this sub-section shall not exceed one-fifth of the total members of the committee.</p> <p>If the office of an elected member of the Committee falls vacant owing to his death, resignation or otherwise, the vacancy shall be filled for the residue of his term in the manner provided under sub-section</p>	MLAs, MPs, and MLCs representing those constituencies which are comprised wholly or partly in the district, shall be permanent invitees to the meetings of the Committee.	Not less than four-fifths of members are elected by, and from amongst, the elected members of the Zilla Panchayat and of the Municipalities in the district	at least once in every quarter	Not less than One third members	Not mentioned

Source : Data Collected from the Field.

State	Chairperson	Composition of DPC
Uttar Pradesh	Minister in charge for the District	<p>The number of members is not more than forty. Where the urban area of the district comprises more than one Municipality, the number of members of the committee from amongst the elected members of such Municipalities shall be distributed in such manner as may be prescribed. The rest of one-fifth members of the Committee shall be:- (a) a Minister nominated by the State Government who shall be the Chairperson of the Committee (b) the Adhyaksha of the Zilla Panchayat (c) District Magistrate-ex-officio (d) such their members as day be nominated by the State Government subject to the condition that the number of members under the sub-section shall not exceed one-fifth of the total members of the Committee</p>
West Bengal	The chairman of "Zilla Parishad	<p>the number of such members to be elected by, and from amongst, the elected members of the Zilla Parishad: Provided that no Sahhahipati of a Zilla Parishad shall be elected under this clause, (b) the number of such members to be elected by, and from amongst, the Heeled members by whatever name called, of all the Municipalities within the district or, in the case of the sub-division of Siliguri in the district of Darjeeling, of all the Municipalities within that sub division: Provided that no Chairperson of a Municipality shall be elected under this clause and (c) the number of such members, not exceeding one-fifth of the total number of members of the Committee, as may be appointed by the State Government</p>

Source : Data Collected from the Field.

## Detailed Provisions of Powers and Functions of DPCs in India

States	Powers and Functions of DPCs
Andhra Pradesh	<p>The Committee shall perform the following functions, namely</p> <ol style="list-style-type: none"> <li>i. Ensure that each Gram Panchayat or Mandal Parishad or Zilla Parishad or Nagar Panchayat or Municipality or Municipal Corporation in the district prepares a development plan for the financial year which shall be consolidated into the District Development Plan and shall be submitted to the State government for incorporation into the State Plan</li> <li>ii. Review from time to time the implementation of the Development Plan so far prepared and monitor the achievements at the district-level against the targets set under different development or performance indicators</li> <li>iii. Formulate draft Five-year plans of the district in their socio-economic, temporal and spatial dimensions</li> <li>iv. Make necessary recommendations to the State government concerning the development of the district</li> </ol> <p>Perform such other functions as entrusted by the State government subject to the guidelines issued from time to time.</p> <p><b>Powers of the Committee</b></p> <ol style="list-style-type: none"> <li>1. The Committee shall exercise such powers as may be notified under this Act or may be allotted to it by the State government in respect of the business of the government</li> <li>2. The State government may prescribe and notify the manner in which the powers so notified or allotted to the Committee may be by exercise</li> <li>3. While exercising such powers, the Committee shall be deemed to be a body subordinate to the State government and shall exercise these powers, for on behalf of the State government.</li> </ol>

Assam	<p>Every District Planning Committee shall in preparing the draft development plan have regard to</p> <ol style="list-style-type: none"> <li>i. The matter of common interest between Zilla Parishad, Anchalik Panchayats, Goan Panchayats, Municipalities or Municipal corporation as the case may be, and the Town Committee in the District including Sectoral Planning sharing of water and other physical and natural resources, the integrated development of infrastructures and environmental conservation</li> <li>ii. The extent and type of available and organisations as the Governor may by order</li> </ol>
Bihar	<ol style="list-style-type: none"> <li>1. To consolidate the plans prepared by the District Board, Panchayat Committees, Gram Panchayat, Municipal Panchayats, Municipal Councils and Municipal Corporations of the district and to make a draft of development plan for the whole of the district</li> <li>2. To identify the local needs and objects within the framework of the National and the State Plan</li> <li>3. To collect, compile and update the information regarding the natural and human resources of the district for making a solid database for decentralised planning and preparing details of the resources of district, town and block</li> <li>4. Enlisting the facilities of village, block, town and district-level and its mapping</li> <li>5. To recommend the policies, programmes and priorities for the development of the district with a view to ensure maximum and justifiable use and exploitation of available natural and human resources</li> <li>6. To modify or amend and consolidate a Five year or Annual Development Plan prepared for rural and municipal areas, keeping in view the overall objectives and strategies of the plan</li> <li>7. To present the development plan to the State government in</li> </ol>

Bihar	<ol style="list-style-type: none"> <li>8. To prepare an employment scheme for the district</li> <li>9. To prepare estimates of financial resources for financing the district plan</li> <li>10. To recommend the regional and sub regional outlay within the overall framework of the District Development Plan</li> <li>11. To identify such plans and programmes for which institutional finance is needed and to recommend, keeping in view the forward and backward linkage with the plan</li> <li>12. To recommend for ensuring the cooperation of voluntary organisations in the overall development process</li> <li>13. To suggest and recommend the State government regarding such State Regional Plans which have an important relation with the process of the development of the district</li> <li>14. To recommend the site selection for different works and plans</li> <li>15. Any such function which may be assigned by the State government</li> <li>16. The issues of mutual general interest of the District Board, Panchayat Committees, Gram Panchayats, Municipal Panchayats, Municipal Corporations and Councils as well as the local plan, water and other physical and natural resources, infrastructure, integrated development and environment conservation</li> <li>17. Every District Planning Committee shall keep in mind the following points at the time of preparing the draft of the development plan:- <ol style="list-style-type: none"> <li>i. Limitation and type of available resources, whether financial or otherwise.</li> <li>ii. Consultation</li> </ol> </li> </ol>
Chhattisgarh	<ol style="list-style-type: none"> <li>1. The Committee shall perform the following functions: -Identification of local needs and objectives within the framework of National and State level objectives:</li> <li>2. Collection, compilation and updation of information relating to natural and human resources of the district to create a sound database for decentralised planning, preparation of district and block resource profiles</li> <li>3. Listing and mapping of amenities at village, block and district levels</li> </ol>



Chhattisgarh	<ol style="list-style-type: none"> <li>4. Determination of policies, programmes and priorities for development of the district, in order to ensure maximum and judicious utilisation and exploitation of available natural and human resources Formulation of draft Five-year and Annual Development plans of the district in their socio-economic, temporal and spatial dimensions, consolidating the plans prepared by the Panchayats and urban bodies and submission thereof to the State government for incorporation in the State plan</li> <li>5. Preparation of an employment plan for the district</li> <li>6. Estimation of financial resources for financing the district plan</li> <li>7. Allocation of sectoral and sub-sectoral outlays within the overall framework of the district development plan</li> <li>8. Monitoring, evaluation and review of progress under the schemes and programmes being implemented in the district under the decentralised planning framework including central sector and centrally-sponsored schemes, and the Local Area Development Schemes of Parliamentary Constituencies and Assembly Constituencies</li> <li>9. Submission of regular progress reports to the State government in respect of schemes included in the district plans</li> <li>10. Identifying schemes and programmes which require institutional finance, devising appropriate linkages with the district plans and ensuring requisite flow of such investment</li> <li>11. Ensuring participation of voluntary organisations in the overall development process</li> <li>12. Making suggestions to the State government with regard to the State sector schemes having significant bearing on the process of development of the district.</li> </ol>
Gujarat	<p>The Committee shall, in preparing the draft development plan under sub section (1)</p> <p>Have regard to: -</p> <ol style="list-style-type: none"> <li>i. The plans prepared by the Municipalities and the Panchayats in the Metropolitan area</li> <li>ii. Matters of common interest between the Municipalities and the</li> </ol>

Gujarat	<p>Panchayats, including co-coordinated spatial planning of the area, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental consideration</p> <p>i. The overall objectives and priorities set by the government of India and the State government.</p>
Haryana	<p>Every District Planning Committee shall in preparing the draft development plan - (a) have regard to -</p> <ol style="list-style-type: none"> <li>1. Matters of common interest between the municipalities and panchayats including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation</li> <li>2. The extent and type of available resources whether financial or otherwise</li> <li>3. Consult such institutions and organisations as the State government may by order specify.</li> </ol>
Himachal Pradesh	<p>Every District Planning Committee shall in preparing the draft development plan - (a) have regard to -</p> <ol style="list-style-type: none"> <li>i. Matters of common interest between the municipalities and panchayats including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation</li> <li>ii. The extent and type of available resources whether financial or otherwise</li> <li>iii. Consult such institutions and organisations as the State government may by order specify.</li> </ol>
Jammu & Kashmir	<ol style="list-style-type: none"> <li>i. To consider and guide the formulation of development programmes for the District and indicate priorities for various schemes and consider issues relating to the speedy development and economic upliftment of the district</li> <li>ii. To review periodically progress and achievements of developmental plans and schemes and make recommendations as it considers appropriate</li> <li>iii. To function as a working group for formulation of periodic and annual plans for the district</li> </ol>

Jammu & Kashmir	<p>iv. To formulate and finalise the plan and non-plan budget for the District</p> <p>v. To lay down the policy guidelines for the Block Development Council and Halqa Panchayat</p> <p>vi. To approve the budget of the Block Development Council and coordinate their work</p> <p>vii. To undertake special measures for alleviating poverty and employment generation and extending assistance to Halqa Panchayats in this behalf</p> <p>viii. To promote and assist co-operative institution</p> <p>ix. To perform such other functions and duties as may be assigned or entrusted to it by the government from time to time.</p>
Jharkhand	<p>Every Committee shall, in preparing the draft development plan, have regard to:</p> <ol style="list-style-type: none"> <li>1. Matters of mutual common importance between the municipal bodies and the Panchayats</li> <li>2. Planning according to spatial particularity</li> <li>3. Sharing of water and other physical and natural resources</li> <li>4. Integrated development of infrastructure and environmental conservation</li> <li>5. Extent and type of available resources whether financial or otherwise</li> </ol> <p>The Committee shall, with regard to the sanctions of the government, exercise such powers as may be notified or allotted</p> <ol style="list-style-type: none"> <li>1. To it by the state government under this Act</li> <li>2. The state government may prescribe and notify the manner in which such powers, as are thus notified or allotted to the committee, may be exercised</li> <li>3. While exercising the said powers the committee shall be deemed to be body subordinate to the state government and it shall exercise those powers on behalf of the State government.</li> </ol> <p>The District Planning Committee shall perform the following functions:-</p> <ol style="list-style-type: none"> <li>a. Identification of local needs and objectives within the perspective of national and State goal</li> <li>b. Collection, compilation and updating of statistics of the natural and human resources of the district so that preparation of a decentralised plan on the basis of solid database and preparing a blueprint of the resources of the district and blocks may be helped</li> <li>c. Tabulation and Sketch - mapping of the facilities available at village, block and district levels</li> </ol>

Jharkhand	<ul style="list-style-type: none"> <li>d. Policy - making and fixing of programmes and priorities for rational exploitation, use and development of the natural and human resources available in the district</li> <li>e. Preparing blueprints of Five year and annual plans for the district, consolidating the plans prepared by the Panchayat and the municipal bodies and assigning the same to the State government for inclusion in the State - plan</li> <li>f. Preparing employment scheme for the district</li> <li>g. Estimating financial resources for monetary support to the district plan</li> </ul> <p>Providing for finance of regional and sub-regional plans under the blueprint of the entire district development planning</p> <ul style="list-style-type: none"> <li>i. Persuasion, evaluation and review of plans of the central domain, centre sponsored plan, plan of the State domain and the local area development schemes on the legislators, account, in the district</li> <li>ii. Submission of progress reports of the plans within the district to the State government</li> <li>iii. Ensuring cooperation of non-government organisations in the process of all-round development of the district</li> <li>iv. Identifying institutional finance related plans and programmes and tagging them with the district development plan and providing necessary financial support</li> <li>v. Advising the State government regarding the important plans of the state domain in the process of the overall development of the district</li> <li>vi. Other functions assigned by the State government, if any.</li> </ul>
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Karnataka	<p>To prepare a 20 years perspective plan, mission and vision for the district based on the study of the existing problems and growth potential of both the rural and urban areas of the district.</p> <ul style="list-style-type: none"> <li>• To prepare Five Years development plans based on the above perspective plan</li> <li>• To prepare annual plans</li> <li>• To prepare projects and schemes</li> <li>• To coordinate between the rural and urban local bodies on consensus building for the overall development of the district</li> <li>• To conduct expert studies in the direction. DPC has a major role in preparing, scrutinising and scanning various plans of the rural and urban areas. Based on this exercise, any change and modification in the plans are incorporated by the concerned Zilla Panchayat, Taluk Panchayat, Gram Panchayat, City Municipal Council, Town Municipal Council or Pattana Panchayat</li> </ul> <p>The DPC has to undertake studies and workshops on development indicators in the district such as:</p> <ol style="list-style-type: none"> <li>(1) Admission of school children or school dropouts</li> <li>(2) Road length and quality of road</li> <li>(3) Availability of safe drinking water</li> <li>(4) Health indicators such as IMR/MMR, AIDS, malaria, etc. Based on the indicators, the local bodies would be able to prepare and implement the development plans.</li> </ol>
Kerala	<p>The District Planning Committee shall prepare the draft development plan before 30<sup>th</sup> September of every year for the next financial year in accordance with sub-section (9) and (10) of Section 53, and the Chairman of the Committee shall forward the same to the Government for approval.</p> <p><b>Constitution of Sub-committees—</b> (1) A District Planning Committee may constitute sub-committees consisting of members of the District Planning Committee and the experts nominated from the respective fields by the Committee for submitting reports after studying about the developmental requirements of that District.</p>

Madhya  
Pradesh

1. Prepare a draft development plan for the district as a whole
2. Identification of local needs and objectives within the framework of National and State-level objectives
3. Collection, compilation and updation of information relating to natural and human resources of the district to create a sound database for decentralised planning, and preparation of district and block resource profiles
4. Listing and mapping of amenities at village, block and district-levels
5. Determination of policies, programmes and priorities for development of the district, in order to ensure maximum and judicious utilisation and exploitation of available natural and human resources
6. Formulation of draft Five-year and Annual Development plans of the district in their socio-economic, temporal and spatial dimensions, consolidating the plans prepared by the Panchayats and urban bodies and submission thereof to the State government for incorporation in the State plan
7. Preparation of an employment plan for the district
8. Estimation of financial resources for financing the district plan
9. Allocation of sectoral and sub-sectoral outlays within the overall framework of the district development plan
10. Monitoring, evaluation and review of progress under the schemes and programmes being implemented in the district under the 7 decentralised planning framework including central sector and centrally-sponsored schemes, and the Local Area Development Schemes of Parliamentary Constituencies and Assembly Constituencies. (Submission of regular progress reports to the State government in respect of schemes included in the District Plans
11. Identifying schemes and programmes which require institutional finance, devising appropriate linkages with the district plans and ensuring requisite flow of such investment
12. Ensuring participation of voluntary organisations in the overall development process

Madhya Pradesh	<p>13. Making suggestions to the State government with regard to the State Sector Schemes having significant bearing on the process of development of the district</p> <p>14. Any other functions which may be entrusted by the State government.</p>
Maharashtra	<p>The State government shall, by order, from the date specified in such order entrust to the District Planning Committee all or any of the functions mentioned below-</p> <ul style="list-style-type: none"> <li>• To consider and consolidate the District Annual Plans prepared by the Panchayats and the Municipalities in the district and to prepare draft Development plan for the district as a whole</li> <li>• To consider the Five-Year Plan and perspective plans prepared by the Panchayats and the Municipalities and co-ordinate and prepare draft Five-Year Plan and perspective development plan for the entire district</li> <li>• To review and monitor the progress of the District Annual Plan and suggest reappropriation of approved provision of the District Annual Plan in accordance with the guidelines issued by the State government.</li> <li>• To recommend through the Chairperson the approved draft development plan to the State government and</li> <li>• To ensure compliance of the provisions of clause (3) of article 243-ZD of the Constitution.</li> </ul> <p>The State government may constitute an Executive Committee and Sub-Committees, as may be necessary, for carrying out the purposes of this Act.</p>
Meghalaya	<p>i. Take stock of the natural and human resources of the District as well as the level and pattern of development and exploitation of these resources</p> <p>ii. Projection of local needs and aspirations and translating them into schemes and programmes and fixing priorities within the objectives of the State/National plan</p> <p>iii. Formulation of District development plans</p>

Meghalaya	<p>Iv. Co-ordination in the implementation of District Plans and programmes</p> <p>V. Monitoring and review of the implementation of District Plans and programmes</p> <p>Vi. Take up such other studies and functions as may be assigned to it from time to time and such to make suitable recommendations to the State government.</p> <p>Vii. Make recommendations with a view to ensuring coordination in the matter of planning in the State.</p>
Odisha	<p>The Committee shall consolidate the plans prepared by the Panchayati Raj Institutions and the Municipalities in the district and to prepare a draft development plan for the district as a whole</p> <p>To prepare the Draft Development Plan the District Planning Committee shall have regard to:-</p> <ol style="list-style-type: none"> <li>The matter of common interest between Zilla Parishad, Block Panchayats, village Panchayats, Municipalities or Municipal corporation as the case may be, and the Town Committee in the District including Sectoral Planning sharing of water and other physical and natural resources, the integrated development of infrastructures and environmental conservation</li> <li>The extent and type of available and organisations as the Governor may by order, specify</li> <li>Consult such institutions and organisations as the State government may by order specify</li> <li>To recommend through the Chairperson the approved draft development plan to the state government</li> </ol>
Punjab	<ul style="list-style-type: none"> <li>To prepare the draft district development plan keeping in view the matters of common interest between urban and rural population including spatial planning sharing of water and other physical and natural resources, the integrated development of infrastructure and environment conservation, the plans prepared at the grassroots level by the concerned Panchayat and the extent and type of available resources whether financial or otherwise</li> </ul>



Punjab	<ul style="list-style-type: none"> <li>• To prepare a priority-wise list of schemes and programmes taking into account the resources available with the Committee and the resources provided by the State government</li> <li>• To take appropriate measures for proper implementation of the development schemes, programmes and projects</li> <li>• To monitor the progress of projects</li> <li>• To encourage the Panchayats and the Municipalities to take up and expedite the implementation of development projects</li> <li>• To make efforts to generate additional resources for development works with the cooperation of people Non-Government Organisations and Non-Resident Indians and other agencies and</li> <li>• To perform such other additional functions relating to District Planning and coordination and monitoring of the activities of different departments of the State government, as may be assigned to the committee by the State government</li> <li>• While preparing the draft development plan, the committee may consult such institutions and organisations, as may be specified by the State government from time to time</li> <li>• The Chairperson shall forward the district development plans prepared by the committee under clause (a) of sub-section (1) to the state government</li> </ul>
Rajasthan	To consolidate the plans prepared by the Panchayati Raj Institutions and the Municipalities in the district and to prepare a draft development plan for the district as a whole.
Sikkim	<p>The District Planning Committee shall consolidate the plans prepared by the Gram Panchayats, the Zilla Panchayats, the Nagar Panchayats and the Municipal Corporation in the District and prepare draft development plans for the district as a whole. Every District Planning Committee shall, in preparing the draft development plans have regard to :</p> <ul style="list-style-type: none"> <li>• Matters of common interest between the Panchayats and Municipalities including the spatial planning, sharing of water and other physical and natural resource, the integrated development of infrastructure and environment conservation</li> </ul>

Sikkim	<ul style="list-style-type: none"> <li>• The extent, type of available resources whether financial or otherwise</li> <li>• Consult such institutions and organisations as the government may, be order, specify</li> <li>• The Chairman of every District Planning Committee shall forward the development plan, as recommended by the District Planning Committee, to the State government for consideration, approval and implementation</li> <li>• The District Planning Committee shall review the progress of approval and implementation of the development plan</li> <li>• The District Planning Committee shall represent the Panchayats and Municipalities in meetings and matters related to the development plans.</li> </ul>
Tamil Nadu	<ol style="list-style-type: none"> <li>1. Every village Panchayat shall prepare every year a development plan for the Panchayat village and submit it to the panchayat union council before such date and in such form as may be prescribed</li> <li>2. Every Panchayat union council shall prepare every year a development plan for the panchayat union after including the development plans of the village panchayats and submit it to the district panchayat before such date and in such form as may be prescribed.</li> <li>3. Every district panchayat shall prepare every year a development plan for the district after including the development plans of the panchayat union councils and submit it to the District Planning Committee constituted under section 241.</li> <li>4. The Committee shall consolidate the plans prepared by the district panchayat, panchayat union councils, village panchayats, town panchayats, municipal councils and the municipal corporation in the district and prepare a draft development plan for the district as a whole. Preparation or development plan, District Planning Committee: Every committee shall, in preparing the draft development plan,- (a) have regard to,- (i) the matters of common interest between the district panchayats, panchayat union councils, village panchayats, town panchayats, municipal councils and the municipal corporation in the district and prepare a draft development plan for the district as a whole. Preparation or development plan, District Planning Committee.</li> </ol>

Tamil Nadu	<ol style="list-style-type: none"> <li>1. Every committee shall, in preparing the draft development plan,- (a) have regard to,- (i) the matters of common interest between the district panchayats, panchayat union councils, village panchayats, town panchayats, municipal corporations and municipal councils in the district including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructures and environmental conservation (ii) the extent and type of available resources whether financial or otherwise</li> <li>2. Consult such institutions and organisations as the Governor may, by order, specify</li> <li>3. The chairperson of every committee shall forward the development plan, as recommended by such Committee to the Government</li> </ol>
Telangana	<p>The committee shall perform the following functions, namely:</p> <ol style="list-style-type: none"> <li>i. Ensure that each Gram Panchayat or Mandal Parishad or Zilla Parishad or Nagar Panchayat or Municipality or Municipal Corporation in the district prepares a development plan for the financial year which shall be consolidated into the District Development Plan and shall be submitted to the State Government for incorporation into the State Plan</li> <li>ii. Review from time to time the implementation of the Development Plan so far prepared and monitor the achievements at the district-level against the targets set under different development or performance indicators</li> <li>iii. Formulate draft Five-year plans of the district in their socio-economic, temporal and spatial dimensions</li> <li>iv. Make necessary recommendations to the State government concerning the development of the district</li> </ol> <p>Perform such other functions as entrusted by the State government subject to the guidelines issued from time to time</p>

Telangana	<p><b>Powers of the Committee</b></p> <p>The Committee shall exercise such powers as may be notified under this Act or may be allotted to it by the State government in respect of the business of the government.</p> <ol style="list-style-type: none"> <li>1. The State government may prescribe and notify the manner in which the powers so notified or allotted to the committee may be exercised.</li> <li>2. While exercising such powers, the committee shall be deemed to be a body subordinate to the State government and shall exercise these powers, for on behalf of the State government.</li> </ol>
Tripura	<ol style="list-style-type: none"> <li>(a) To collect, process and maintain all information relevant to district planning and to conduct various surveys, if necessary, with those ends in view</li> <li>(b) To determine district development strategy and fix up development priorities in consonance with such standards and guidance as fixed by the State Planning Board on the one hand and the felt needs of the district on the other</li> <li>(c) To suggest and prepare an outline of the development plan of the district for short and long runs and at different levels of blocks and urban areas within the district</li> <li>(d) To supervise and coordinate all development work in the district</li> <li>(e) To evaluate the plan performance at the district-level</li> <li>(f) To refer where necessary to the State Planning Board matters where appropriate expertise is not locally available</li> <li>(g) Do such other things as the government may prescribe.</li> </ol>
Uttar Pradesh	<ol style="list-style-type: none"> <li>(a) To identify local needs and objectives within the framework of national and State plan objectives</li> <li>(b) To collect, compile and update information relating to natural and human resources of the district to create a sound database for decentralised planning and preparation of district and block resources profiles</li> <li>(c) To list and map amenities at village, block and district-levels</li> </ol>

Uttar  
Pradesh

- (d) To determine policies, programmes and priorities for development of the district, in order to ensure maximum and judicious utilisation and exploitation of available natural and human resources
  - (e) To modify or amend and consolidate the draft Five Year or Annual Development Plan prepared for the rural and urban areas, keeping in view the over-all plan objectives and strategies
  - (f) To submit development plan to the State Government in such manner as may be prescribed
  - (g) To prepare employment plan for the district
  - (h) To prepare estimate of financial resources for financing the district plan
  - (i) To allocate sectoral and sub-sectoral outlays within the overall framework of the district development plan
  - (j) To monitor, evaluate and review progress under the schemes and programmes being implemented in the district under the decentralised planning framework including central sector and centrally sponsored schemes, and the Local Area Development Schemes of Parliamentary Constituencies and Assembly Constituencies
  - (k) To submit regular progress reports to the State government in respect of schemes included in the district plans
  - (l) To identify schemes and programmes which require institutional finance, device appropriate forward and backward linkages with the plans and ensure requisite flow of such investment
  - (m) To ensure participation of voluntary organisations in overall development process
  - (n) To make suggestions and recommendations to the State government with regard to the State sector schemes having significant bearing on the process of development of the district
  - (o) To finalise site selection for different works and schemes
  - (p) Any other functions, which may be entrusted by the State government
- The Committee shall finalise the draft development plan for the district.

Uttarakhand

- (a) To identify local needs and objectives within the framework of national and State plan objectives
- (b) To collect, compile and update information relating to natural and human resources of the district to create a sound database for decentralised planning and preparation of district and block resources profiles
- (c) To list and map amenities at village, block and district levels
- (d) To determine policies, programmes and priorities for development of the district, in order to ensure maximum and judicious utilisation and exploitation of available natural and human resources
- (e) To modify or amend and consolidate the draft Five Year or Annual Development Plan prepared for the rural and urban areas, keeping in view the overall plan objectives and strategies
- (f) To submit development plan to the State government in such manner as may be prescribed
- (g) To prepare employment plan for the district
- (h) To prepare estimate of financial resources for financing the district plan
- (i) To allocate sectoral and sub-sectoral outlays within the overall framework of the district development plan
- (j) To monitor, evaluate and review progress under the schemes and programmes being implemented in the district under the decentralised planning framework including central sector and centrally sponsored schemes, and the Local Area Development Schemes of Parliamentary Constituencies and Assembly Constituencies
- (k) To submit regular progress reports to the State government in respect of schemes included in the district plans
- (l) To identify schemes and programmes which require institutional finance, device appropriate forward and backward linkages with the plans and ensure requisite flow of such investment
- (m) To ensure participation of voluntary organisations in over-all development process
- (n) To make suggestions and recommendations to the State government with regard to the State sector schemes having significant bearing on the process of development of the district

Uttarakhand	<p>(o) To finalise site selection for different works and schemes</p> <p>(p) Any other functions, which may be entrusted by the State government.</p> <p>The Committee shall finalise the draft development plan for the district and forward that plan to the State.</p>
West Bengal	<ol style="list-style-type: none"> <li>1. Consolidate the plans prepared by the <i>Panchayats</i> and the Municipalities in the district, and</li> <li>2. Prepare a draft development plan for the district as a whole</li> <li>3. The Committee shall, in preparing the draft development plan have regard to <ol style="list-style-type: none"> <li>i. Matters of common interest between the Panchayats and the Municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation</li> <li>ii. The extent and type of available resources, whether financial or otherwise</li> <li>iii. Consult such institutions and organisations as the Governor may, by order, specify.</li> </ol> </li> </ol>

## CHAPTER – 4

### DATA ANALYSIS AND INTERPRETATION

**Table 4.1: State-wise and District-wise Sample Distribution**

State	District	Members	Officials
Assam	Cachar	63	3
	Hailakandi	21	1
Bihar	Patna	34	2
	Vaishali	26	2
Madhya Pradesh	Sehore	22	2
	Panna	17	4
Maharashtra	Wardha	16	2
	Yavatmal	27	2
<b>Total</b>		<b>226</b>	<b>18</b>

The study was conducted in four States namely Assam, Bihar, Madhya Pradesh and Maharashtra. It covered 226 respondents representing members of District Planning Committees (DPCs) from eight districts, sample of two districts from each State. In addition to face to face interaction with the DPC members, the study also collected required information and opinions of people from selected Gram Panchayats in the sample districts about their level of satisfaction on the plans prepared and inclusion of their needs in GP plan and reflection in the district plans. People's opinions were collected through focussed group discussions/informal discussions. Sectoral department officers, special invitees of DPCs and officials of ZPs were also involved in discussion for collection of particulars related to sectoral planning. Sectoral department officers, special invitees of DPCs and officials of ZPs were also involved in discussion for collection of particulars related to sectoral planning.

#### 4.1. Roles and Responsibilities of District Planning Committee

**Table 4.2: Distribution of Sample Population Based on their Basic Membership to the PRIs**

Basic Membership in PRIs	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
GP Member	0 (0.0)	1 (2.3%)	2 (5.1%)	0 (0.0)	3 (1.4%)
Block Panchayat Member	0 (0.0)	1 (2.3%)	5 (12.8%)	9 (10.7%)	15 (6.6%)

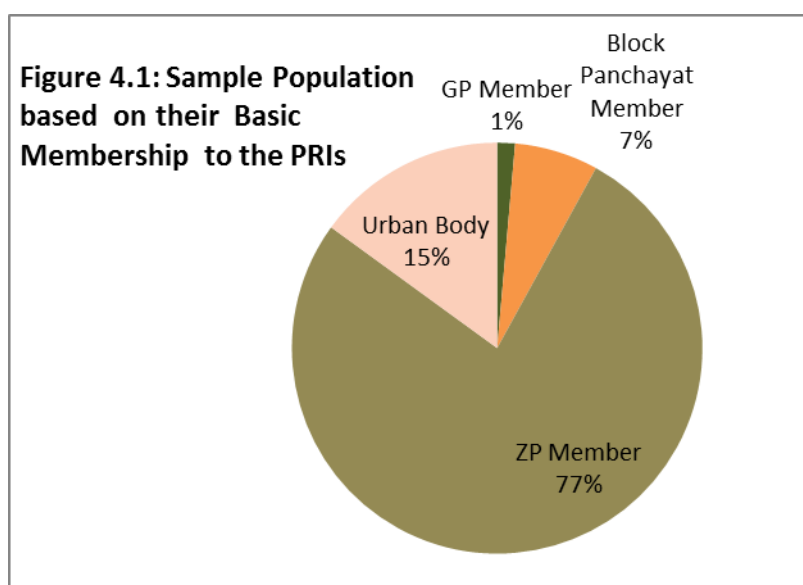


Basic Membership in PRIs	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
ZP Member	60 (100.0%)	41 (95.4%)	32 (82.1%)	41 (48.8%)	174 (77.0%)
Urban Body	0 (0.0%)	0 (0.0)	0 (0.0)	34 (40.5%)	34 (15.0%)
Total	60 (100.0 %)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the state total and end column represents percentages to total study population.

The above table presents data relating to the respondent's nature of political representation and type of membership in the District Planning Committee (DPC). According to the State Panchayat Acts of all the sample States of study, four-fifth of members for DPC have to be elected from Zilla Panchayat including Municipalities of respective districts in proportion to the ratio of population representing rural and urban areas in the districts. Total number of members of DPC varies from district to district across the States. Honourable MLAs, MPs, Mayors of municipalities of the constituencies under the jurisdiction of district along with subject experts, and representatives/officials of line departments are special invitees of District Planning Committees. Each State is following procedures of Reservation of membership as per the provisions of the constitution of India for women, Scheduled Caste (SCs), Scheduled Tribes (STs) in selection of members for District Planning



Committee (DPCs). In the States of Assam, Maharashtra and Madhya Pradesh one-fifth of

members were 'Nominated Members' representing from line departments and subject experts, but one of the study States namely in Bihar, DPC has provision of only elected members of ZPs. Even Gram Panchayat or block Panchayat members were not included in the process and no provisions for nominated members too.

In the study, the sample covered 77 per cent Zilla Panchayat elected members, 15 per cent from urban local bodies, namely Town Panchayats or Municipalities, 6.6 per cent of Block Panchayats and 1.4 per cent Gram Panchayats. The study shows less or no representation from block and Gram Panchayats to the DPC.

**Table 4.3: Type of Membership of the Sample DPC Members**

Type of Membership	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Permanent	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Political Membership	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source: Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

Types of membership to the DPCs were verified and responses reflect that, all the members DPCs are political members elected by the people including nominated members or special invitees like MLAs and MPs. Therefore, whatever may the nomenclature of the DPC membership, all belong to the Electoral College. The tenure of membership will be according to the period, coterminous with the election to local bodies of State concerned. Therefore, there is no provision for permanent members to the DPCs in any of the sample States and any other State in India. provision for permanent members to the DPCs in any of the sample States and any other State in India.

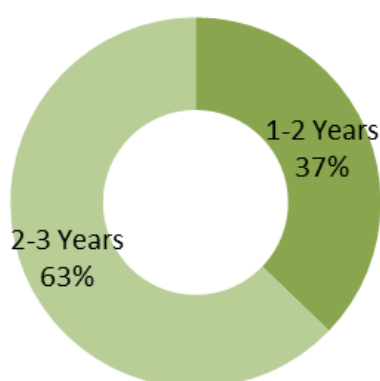
**Table 4.4: Number of Years of Experience as DPC member (present term)**

Years Class interval	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
1-2 Years	0 (0.0%)	0 (0.0%)	0 (0.0%)	84 (100.0%)	84 (37.2%)
2-3 Years	60 (100.0%)	43 (100.0%)	39 (100.0%)	0 (0.0%)	142 (62.8%)
3-4 Years	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The above table presents data on the number of years of experience serving as DPC members among the sample population. As per the State Panchayati Raj Acts of almost in all the States, the tenure of the District Planning committee is five years as usual as any other statutory people's body. Every five years a new body is getting elected to serve as DPC along with the special invitees and nominated members. In the study region, 37.2 per cent members exclusively from Assam served as members between 1-2 years. And 62.8 per cent members from Bihar, Maharashtra and Madhya Pradesh have experience as DPC members between 2-3 years. A few members from all the sample States have been working for more than five years, they have got the opportunity to be elected to the ZP second term also.

**Figure 4.2: Number of Years of Experience as DPC member (present term)**

**Table 4.5: Opinion of the Respondents on their Role of Membership**

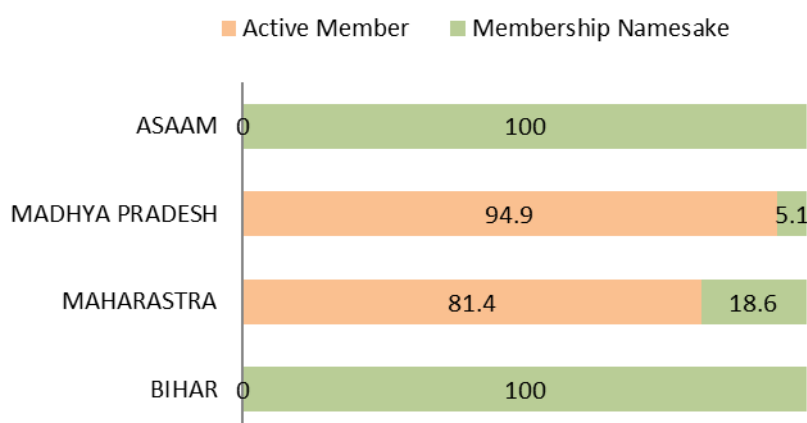
Status of membership	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Active Member	0 (0.0%)	35 (81.4%)	37 (94.9%)	0 (0.0%)	72 (31.9%)
Membership Namesake	60 (100.0%)	8 (18.6%)	2 (5.1%)	84 (100.0%)	154 (68.1%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The above table presents data on the number of years of experience serving as DPC members among the sample population. As per the State Panchayati Raj Acts of almost in all the States, the tenure of the District Planning committee is five years as usual as any other statutory people's body. Every five years a new body is getting elected to serve as DPC along with the special invitees and nominated members. In the study region, 37.2 per cent members exclusively from Assam served as members between 1-2 years. And 62.8 per cent members from Bihar, Maharashtra and Madhya Pradesh have experience as DPC members between 2-3 years. A few members from all the sample States have been working for more than five years, they have got the opportunity to be elected to the ZP second term also.

The major role of DPC is well defined in all the State Panchayati Raj Acts, i.e. DPC has to plan for the development of the district and also it has to monitor the development schemes implemented by any PRI within the district. It was revealed by many members among the sample population that DPC members do not have any role to play in preparation of plans and monitoring of projects and programmes implemented by the districts. In few States, the DPCs were very active till the closure of Backward Regions Grant Fund (BRGF), a scheme of Government of India later those States were also inactive or dormant. Discussion with the respondents regarding the status of the role of membership, around 68 per cent revealed that they are namesake members and not involved in any fruitful activity as DPC members. In the State of Maharashtra (81.4 per cent) and Madhya Pradesh (94.9 per cent), it was reflected that they were actively participating in the discussion on agenda while passing the district plans.

**Figure 4.3: Opinion of the Respondents on their Role of Membership****Table 4.6: Status of Subject Specialisation of DPC Members**

Subjects	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
Agriculture	0 (0.0%)	7 (16.3%)	4 (10.3%)	2 (2.4%)	13 (5.8%)
Animal Husbandry	0 (0.0%)	0 (0.0%)	0 (0.0%)	1 (1.2%)	1 (0.4%)
Rural Development	1 (1.7%)	6 (14.0%)	0 (0.0%)	65 (77.4%)	72 (31.9%)
Women Development	0 (0.0%)	1 (2.3%)	0 (0.0%)	0 (0.0%)	1 (0.4%)
Planning	0 (0.0%)	1 (2.3%)	0 (0.0%)	1 (1.2%)	2 (0.9%)
Panchayati Raj	5 (8.3%)	8 (18.6%)	0 (0.0%)	63 (75.0%)	76 (33.6%)
Engineering	0 (0.0%)	2 (4.7%)	2 (5.1%)	5 (6.0%)	9 (4.0%)
Politics	0 (0.0%)	0 (0.0%)	16 (41.0%)	3 (3.6%)	19 (8.4%)
Administration	0 (0.0%)	0 (0.0%)	3 (7.7%)	7 (8.3%)	10 (4.4%)

Source : Data Collected from the Field.

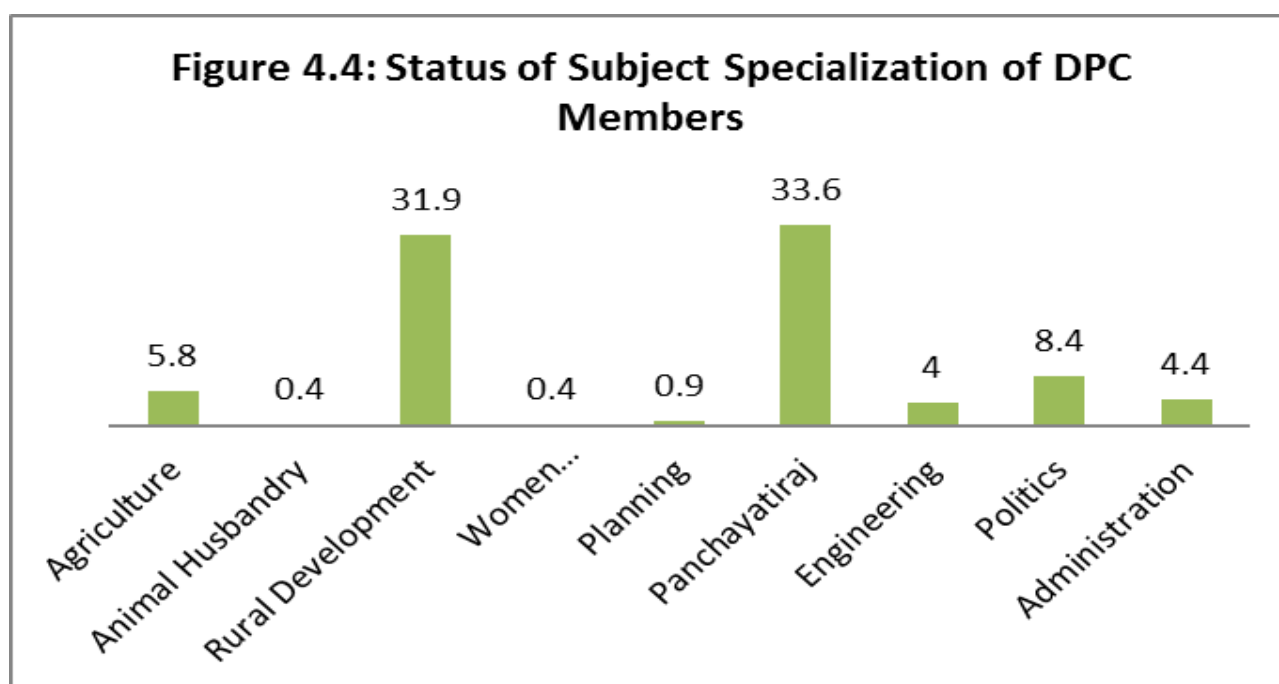
# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

According to the Panchayati Raj Acts of sample States, the DPC members have to play vital roles in development of the district by exploring various development opportunities available in the district. For this purpose, the DPC has to have a number of experienced people having subject expertise in different fields like agriculture, animal husbandry, cottage industries, service sector, etc. The PRI Acts of States do not mandate any educational qualification or subject expertise or they are qualified as members because they got elected as members to the Zilla Panchayat.

The above table explains the opinions of sample respondents about their field of experience in relation to the preparation of the district plan. District plan focuses on bringing development and welfare to the people which needs various subject expertise therefore interaction was made to understand the fields of experiences of the members. The table gives multiple choices of responses about the subject specialisation. Majority of the respondents responded to 'No Experience'. More than 90 per cent of DPC members did not have specialised experience or subject knowledge in the field of agriculture, animal husbandry, planning, engineering, politics and administration. Only around 33 per cent reported favourably having experiences in the field of rural development and Panchayati Raj. Further discussion with the respondents revealed almost all the members having some background ideas on the number of subjects required but adequate knowledge for planning and monitoring of development programmes were lacking to the DPC.

## 4.2. Powers and Functions of DPCs

**Table 4.7: Status of Powers Provided to DPCs According to the State PRI Act**



Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Yes	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)
No	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

**Table 4.8: Status of Powers Provided to DPC Members According to the State PRI Act**

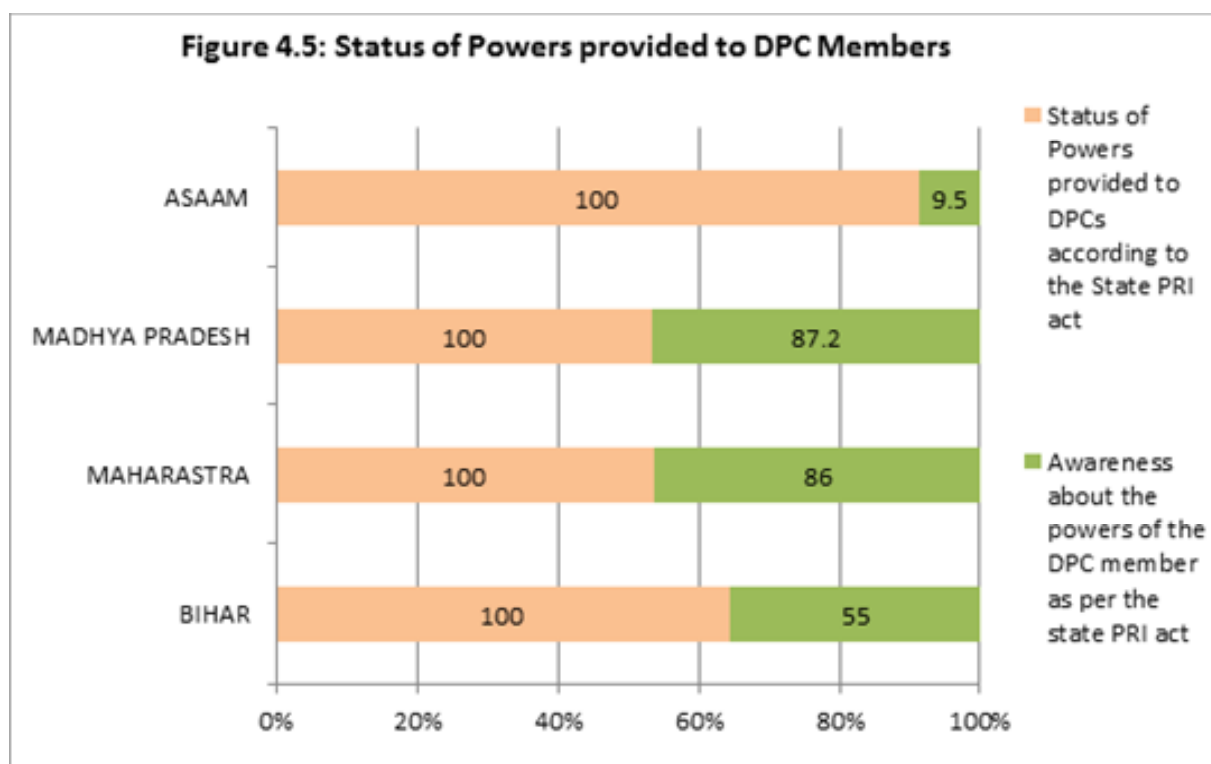
Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Yes	33 (55.0%)	37 (86.0%)	34 (87.2%)	8 (9.5%)	112 (49.6%)
No	27 (45.0%)	6 (13.9%)	5 (12.8%)	76 (90.5%)	114 (50.4%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

It is well known to the stakeholders of the PRIs, after 73<sup>rd</sup> and 74<sup>th</sup> CAA, a number of vital subjects dealing with delivery of basic needs, development and creation of welfare State were devolved to the local bodies. On the hierarchy of various levels of PRIs, the ZP has to take the responsibility of leading the development process but the actual powers and functions devolved only to the bottom most institutions. Therefore, the district level ZP is having planning and supervisory roles within the district. Therefore, all the respondents of the study reported positively accepting powers and functions given to the members of DPC.

But mixed responses received on the level of awareness among the DPC members on the provisions of powers and functions bestowed on them.



**Table 4.9: Responses on the Adequacy of Powers Given to the DPC**

Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Adequate	14 (42.4%)	22 (59.5%)	17 (50.0%)	7 (87.5%)	60 (53.6%)
Inadequate	19 (57.6%)	15 (40.5%)	17 (50.0%)	1 (12.5%)	52 (46.4%)
Total	33 (100.0%)	37 (100.0%)	34 (100.0%)	8 (100.0%)	112 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population

The table reveals data related to opinions of the sample DPC members, 53.6 per cent appreciated on the adequate powers given to the DPC and its members. But around 46.4 per cent replied for further provision of more powers to the DPC. Being DPC is one of the



important units in deciding or driving development for the district, it has to be given adequate powers including finance allocation along with administrative support mechanism. Almost all the respondents reported a similar opinion on strengthening DPC to function as a regular institution focussing on vital areas in leading development in the district.

**Table 4.10: Reasons for Lack of Awareness on the Powers of DPC**

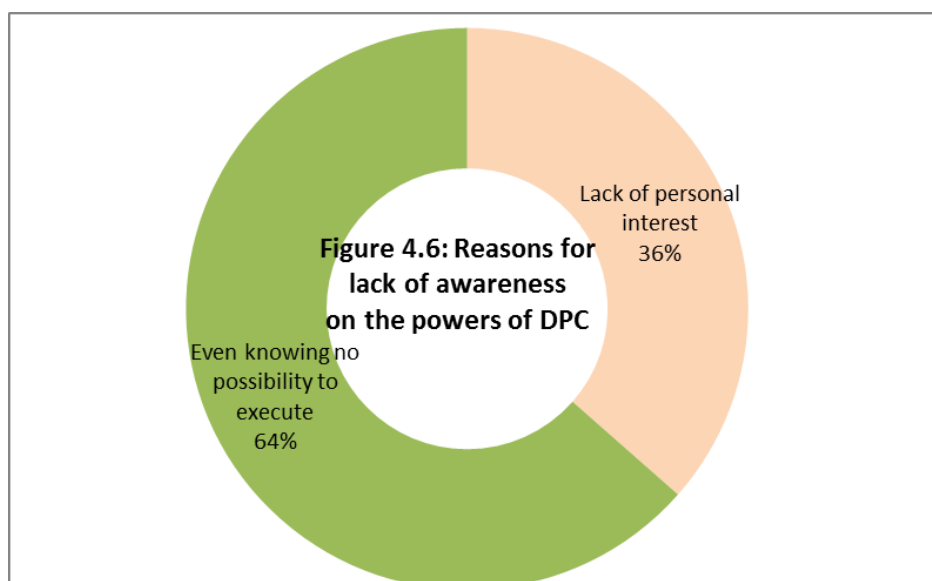
Reasons	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
No powers	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
No necessity arise	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Lack of personal interest	4 (21.0%)	4 (26.7%)	10 (58.8%)	1 (100.0%)	19 (36.5%)
Even knowing no possibility to execute	15 (79.0%)	11 (73.3%)	7 (41.2%)	0 (0.0%)	33 (63.5%)
Lack of Formal education	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Administrative reluctance	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Total	19 (100.0%)	15 (100.0%)	17 (100.0%)	1 (100.0%)	52 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the state total and end column represents percentages to total study population.

Even though majority sample DPC members responded on having awareness about powers and functions of DPC provided by the State PRI Act, the informal discussion revealed the majority were not aware of the precise role and responsibilities given. According to the above table, out of 46.4 per cent do not have awareness on the provisions of PRI Act, said lack of interest to know the provisions (36.5 per cent) and even knowing 'no possibility to execute' were reported by 63.5 per cent. In continuation to the level of awareness, further discussion revealed that the PRI Act did not make provisions for compulsory attendance of members of DPC or taking part in the process of planning and related discussions. Therefore, many members were not given adequate chances to understand the real modus operandi of

the meetings of DPCs. It is the individual's choice to make efforts to attend the meetings and to understand the provisions and purpose of the meeting. No advisory or regulatory body existed or provided by the Act on supervisory role of the DPCs.



**Table 4.11: Opinion on the Freedom of Choice to Exercise Powers as DPC Member in Preparation of District Planning**

Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Yes	0 (0.0%)	20 (46.5%)	15 (38.5%)	0 (0.0%)	35 (15.5%)
No	60 (100.0%)	23 (53.5%)	24 (61.5%)	84 (100.0%)	191 (84.5%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population

The State PRI Act has assigned certain duties and functions to DPC members for preparation of plan, allocation of budget for development works and monitoring the projects and programmes. As mentioned in the previous tables, majority members responded, not many powers were given or even given powers would not be able to exercise as per the wishes of the individual members. Regarding this issue, the majority of the respondents (85 per cent) expressed the lack of freedom to discuss in detail in the meeting on the matters related to the agenda of the meeting.

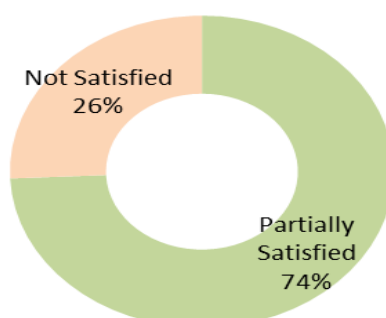
**Table 4.12: Level of Satisfaction on the Prevailing Freedom of Choice**

Level of Satisfaction	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Fully Satisfied	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Partially Satisfied	0 (0.0%)	12 (60.0%)	14 (93.3%)	0 (0.0%)	26 (74.3%)
Not Satisfied	0 (0.0%)	8 (40.0%)	1 (6.7%)	0 (0.0%)	9 (25.7%)
Total	0 (0.0%)	20 (100.0%)	15 (100.0%)	0 (0.0%)	35 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The above table presents the views of respondents agreed for having freedom to exercise the duties prescribed by the respective State PRI Act. Out of 15.5 per cent of the respondent's majority were not fully satisfied but responded for partial satisfaction. Around 26 per cent of agreed members reported not having satisfaction on the process of discussion and agenda listed and also passing of resolutions in relation to development activities proposed by district administration. Prior information was not given on the items of agenda to the DPC members for proper orientation and participation in the meeting. Various departments prepare the list of activities for the current or coming years and the same get approved by the DPC without discussions. Even if any member raises issues for detailed discussions would be suppressed by the local MLA or MP or district administration.

**Figure 4.7: Level of Satisfaction on the prevailing freedom of Choice**

**Table 4.13: Status of Reaction on Non-availability of Freedom of Choice**

Reactions	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Argumentative	0 (0.0%)	18 (78.3%)	15 (62.5%)	11 (13.1%)	44 (23.0%)
Silent participation	0 (0.0%)	1 (4.3%)	0 (0.0%)	44 (52.4%)	45 (23.7%)
Avoiding meetings	0 (0.0%)	2 (8.7%)	9 (37.5%)	21 (25.0%)	32 (16.8%)
No reaction	60 (100.0%)	2 (8.7%)	0 (0.0%)	8 (9.5%)	70 (36.5%)
Total	60 (100.0%)	23 (100.0%)	24 (100.0%)	84 (100.0%)	191 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

Responses on 'reaction against suppression of views of members looking for explanations' are listed in the table. It reflects that around 37 per cent were reported for 'no reaction' and around 24 per cent 'keeping silent' in the present as well as future meetings. Around 17 per cent reported for absence of attending future meetings. Only 23 per cent make an argument until proper explanations are given by the department concerned. In few States, especially in the study States of Madhya Pradesh and Maharashtra, DPCs are chaired by the Minister in charge of the district. The members reported, it is very difficult for the members to argue against the views of the minister or against the ruling party. It totally gives displeasure to the number of members of an opponent political party or the members of apolitical.

**Table 4.14: Status of Number of DPC Meetings to be Conducted as per PRI Act in a Year**

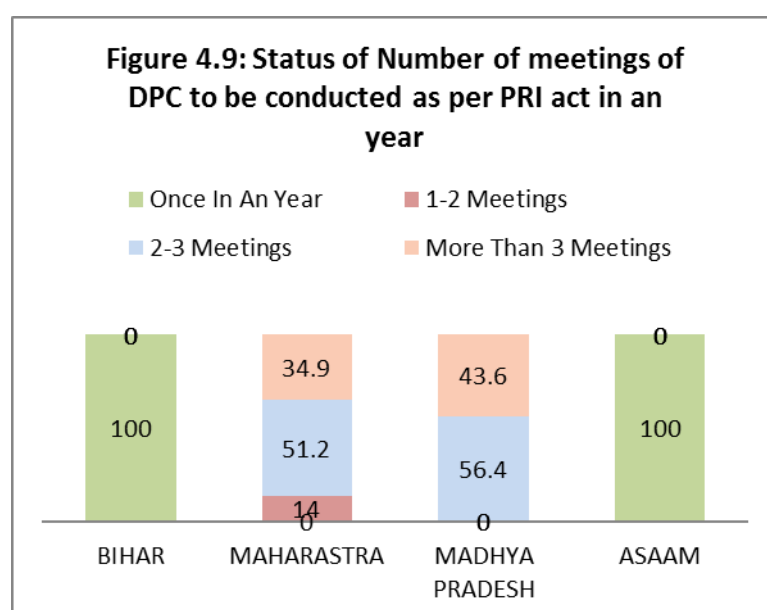
No. of DPC meetings to be conducted as per PRI Act	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Once In An Year	60 (100.0%)	0 (0.0%)	0 (0.0%)	84 (100.0%)	144 (63.7%)
1-2 Meetings	0 (0.0%)	6 (14.0%)	0 (0.0%)	0 (0.0%)	6 (2.6%)

No. of DPC meetings to be conducted as per PRI Act	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
2-3 Meetings	0 (0.0%)	22 (51.2%)	22 (56.4%)	0 (0.0%)	44 (19.5%)
More Than 3 Meetings	0 (0.0%)	15 (34.9%)	17 (43.6%)	0 (0.0%)	32 (14.2%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The table describes on understanding of the DPC members on provisions of State PRI Act on number of meetings to be conducted in a year. Majority of the respondents did not understand the Acts properly and responded based on their experiences. Even though the PRI Act in Bihar and Assam mentioned about conducting at least two meetings, responses show majority people reported for only one meeting. Similarly, in other two States, the State-specific Act made provisions to conduct more number of meetings if necessary, DPC Chairman can convene meetings on quarterly basis or whenever necessity arises. In these two States, DPC function as separate statutory body with powers of autonomy. But responses of members on this issue responded two to three meetings as reported by 19.5 per cent in overall and more than 50 per cent in each State. The remaining around 50 per cent from both the States reported as mentioned in the Act that more than three meetings can be conducted in a year.



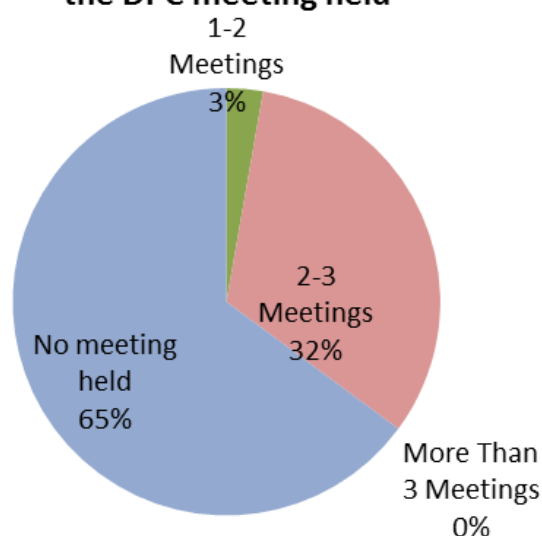
**Table 4.15: Status of No. of Times Actually the DPC Meetings Held**

Meetings Class interval	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Once In An Year	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
1-2 Meetings	0 (0.0%)	0 (0.0%)	6 (15.4%)	0 (0.0%)	6 (2.7%)
2-3 Meetings	0 (0.0%)	43 (100.0%)	33 (84.6%)	0 (0.0%)	72 (31.8%)
More Than 3 Meetings	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
No meeting held	60 (100.0%)	0 (0.0%)	0 (0.0%)	84 (100.0%)	144 (63.7%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source: Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The previous table discussed the States statutory provisions for conduct of DPC meetings but the present table reports on the actual status based on experiences of the DPC members on the number of meetings to be conducted in a year. The data from the table gives clear indication; Bihar and Assam have not conducted any meeting for the years 2014-15 and 2015-16 but their respective State Act has provision for conduct of 2-3 meetings. The district-level officials were accepting the truth of not following the provisions of the Act. The State government has been silent not issuing any order in this direction. During the implementation of BRGF, meetings were organised by the district administration. In the case of Madhya Pradesh and Maharashtra, respondents reported 2-3 meetings were conducted as similar to the constitutional provisions.

**Figure 4.10: Status of No. of times actually the DPC meeting held**

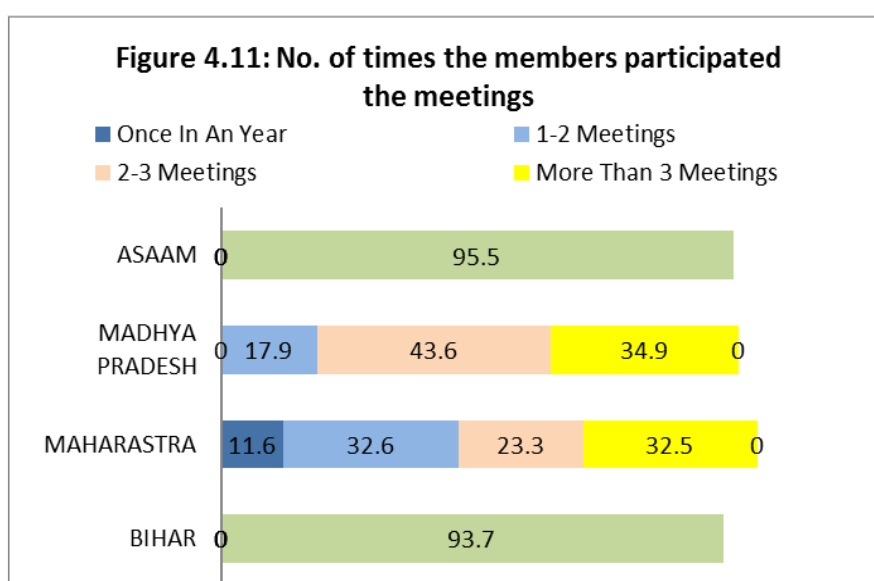
**Table 4.16: Status of No. of Times the Members Participated the Meetings**

Meetings Class interval	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Once in a Year	0 (0.0%)	5 (11.6%)	0 (0.0%)	0 (0.0%)	5 (2.2%)
1-2 Meetings	0 (0.0%)	14 (32.6%)	7 (17.9%)	0 (0.0%)	21 (9.3%)
2-3 Meetings	0 (0.0%)	10 (23.3%)	17 (43.6%)	0 (0.0%)	27 (11.9%)
More Than 3 Meetings	0 (0.0%)	14 (32.5%)	15 (34.9%)	0 (0.0%)	29 (12.8%)
Not attended any meetings	60 (93.7%)	0 (0.0%)	0 (0.0%)	84 (95.5%)	144 (63.7%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The above data in the table provides the status about the participation of meetings by the sample DPC members. It was very sad to notice, around 63.7 per cent respondents particularly in the States of Assam and Bihar had not attended any meetings in the past two-year period. In the other two States of study, the sample respondents attended more than three meetings (12.8 per cent), two to three meetings (11.9 per cent), one to two meetings (9.3 per cent) and once in a year (2.2 per cent), two to three meetings (11.9 per cent), one to two meetings (9.3 per cent) and once in a year (2.2 per cent).



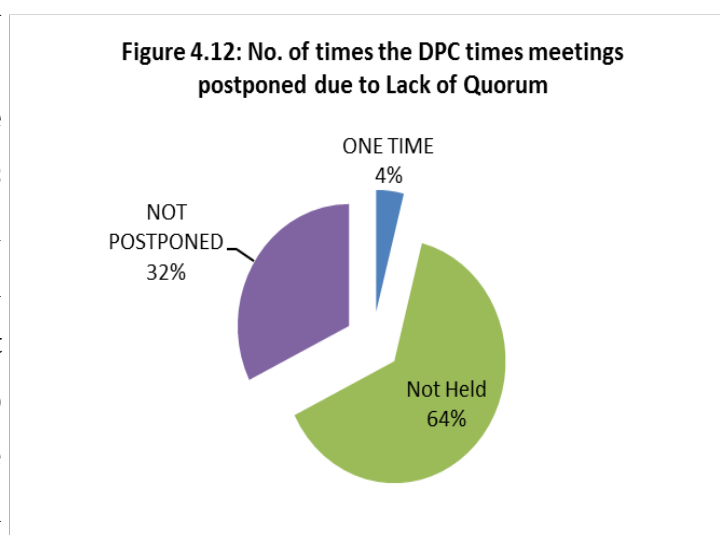
**Table 4.17: Status of No. of Times the DPC Meetings Postponed due to Lack of Quorum**

Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
One Time	0 (0.0%)	9 (20.9%)	0 (0.0%)	0 (0.0%)	9 (4.0%)
Many Times	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
Not Held	60 (100.0%)	0 (0.0%)	0 (0.0%)	84 (100.0%)	144 (63.7%)
Not Postponed	0 (0.0%)	34 (79.1%)	39 (100.0%)	0 (0.0%)	73 (32.3%)
Total	60 (100.0)%	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source: Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

In many States, it is common to postpone DPC meetings due to lack of quorum. It happens due to non-availability of members or improper communication or lack of interest for the members for various reasons. In the States like Assam, Madhya Pradesh and Maharashtra, the Acts made provision, the need of one-third of members to constitute quorum to conduct the meetings and in the case of Bihar more than half of the members have to be present in the meeting for quorum. The meeting has to be postponed or cancelled if quorum is not present. Adequate time and proper communication have to be sent to all the members and reminders also needed to convene the meeting on the next suitable date. The data from respondents show, only in



Maharashtra, around 21 per cent reported for postponement of DPC meetings only one time. In Maharashtra, the meetings were conducted as per the schedule without postponement. In other two States meetings were not conducted.



**Table 4.18: Opinion of Practice of Invitation call for the Meetings**

Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Yes	60 (100.0%)	41 (95.3%)	39 (100.0%)	15 (17.9%)	155 (68.6%)
No	0 (0.0%)	2 (4.7%)	0 (0.0%)	69 (82.1%)	71 (31.4%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

**Table 4.19: Mode of Invitation for Meetings**

Mode of invitation	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
By Hand	27 (45.0%)	29 (70.7%)	2 (5.1%)	0 (0.0%)	58 (37.4%)
By Post	2 (3.3%)	12 (29.3%)	31 (79.5%)	0 (0.0%)	45 (29.0%)
Through Notice Board	31 (57.1%)	0 (0.0%)	6 (15.4%)	15 (100.0%)	52 (33.5%)
Total	60 (100.0%)	41 (100.0%)	39 (100.0%)	15 (100.0%)	155 (100.0%)

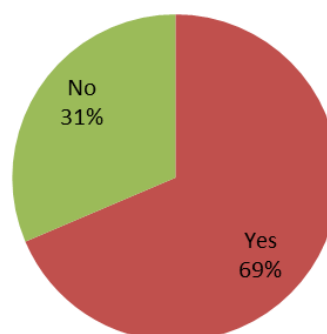
Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The State PRI Act of Assam, Madhya Pradesh and Maharashtra mentioned notice to be served for the meetings indicating the date, time, place and agenda of the meeting to be served for the meetings indicating the date, time, place and agenda of the meeting to the members five days in advance and a copy thereof shall be displayed on the Notice Board of

the District Planning Office, but in Bihar State Act is silent in this context. Out of 226 respondents of the study, 155 (68.6 per cent) respondents reported that they received invitation and about 71 (31.4 per cent) respondents reflected that they have not received invitation/notice. The respondents who received the invitation reported,

**Figure 4.13: Opinion of practice of Invitation call for the meetings**



37.4 per cent received in person, 33.5 per cent have seen through notice displayed in the office and 20 per cent members received through post.

**Table 4.20: Major agenda of the DPC meetings**

Agenda	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
Proper discussion and planning	0 (0.0%)	24 (55.8%)	2 (5.1%)	0 (0.0)	26 (11.5%)
Proper discussion and consolidation of plan	0 (0.0%)	21 (48.8%)	20 (51.3%)	0 (0.0)	41 (18.1%)
Simply reading agenda and getting signature	26 (43.3%)	0 (0.0%)	13 (33.3%)	0 (0.0)	39 (17.3%)
No discussion only signature	34 (56.7%)	0 (0.0%)	0 (0.0%)	84 (100.0%)	118 (52.2%)

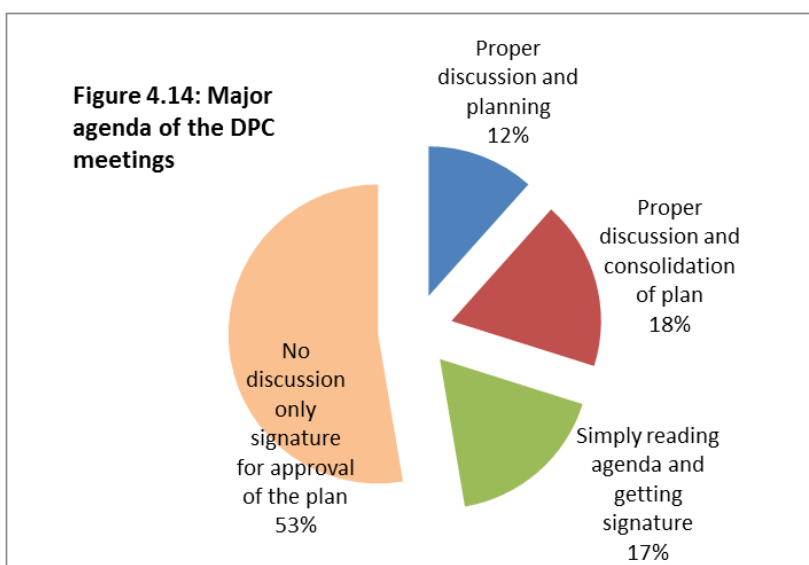
Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The major agenda of the DPC is to assess Five year plan and perspective plans for the district prepared by the panchayats and urban local bodies and entrusted to coordinate the process of preparation of integrated draft Five year plan. It should also involve in consolidation of plans prepared by the local bodies and prepare employment plans for the district. Further, the DPC would finalise socio-economic indicators based on status of

development and resources potential in the district through collection of data by a baseline survey. Monitoring, evaluation and review of all schemes and programmes being implemented in the district and submission of periodic progress reports to the State government on the district plan.

It was mentioned that, the States like Bihar and Assam have not conducted DPC meetings for past two years, but the respondents have given answers based on the previous experiences when BRGF was in operation. Table 4.20 provides data on the various agenda items listed for the DPC meetings. The discussion among the sample



respondents on major agenda of the DPC, around 88 per cent reported that 'no proper discussion and planning' for development plan listed, further around 82 per cent revealed 'no proper discussion and consolidation of plans' and 82.7 per cent respondents revealed that, the meetings are getting concluded simply by reading agenda and getting signature from the members. Moreover, 52.2 per cent reported that 'no discussion only signatures' were obtained for approval of plan and 47.8 per cent reported there were discussions before getting signature for approval of plan.

**Table 4.21: Allowance for the attending the meetings**

Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Yes	33 (55.0%)	15 (34.9%)	0 (0.0%)	4 (4.8%)	52 (23.0%)
No	27 (45.0%)	28 (65.1%)	39 (100.0%)	80 (95.2%)	174 (77.0%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

**Table 4.22: Nature of Allowance**

Types of Allowances	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Sitting Allowance/ Travel Allowance	33 (100.0%)	15 (100.0%)	0 (0.0)	4 (100.0%)	52 (100.0%)
Monthly Allowance	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
Yearly Allowance	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
One Time Allowance	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
Total	33 (100.0%)	15 (100.0%)	0 (0.0)	4 (100.0%)	52 (100.0%)

Source : Data Collected from the Field.

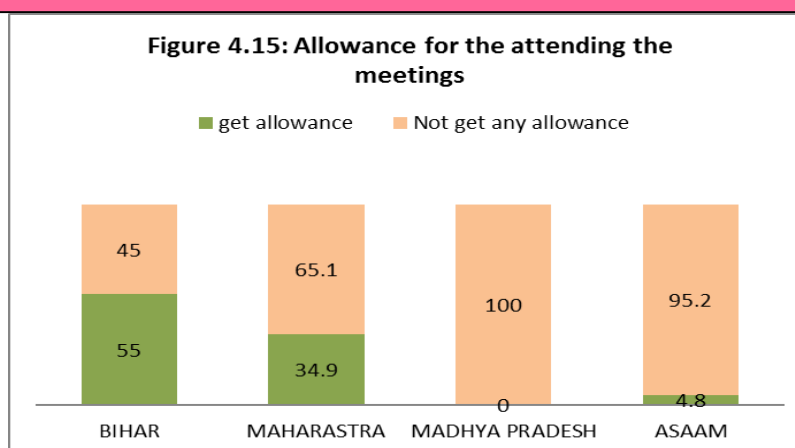
# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population

**Table 4.23: Rate of Attendance If no Allowance Payment**

Rate of Attendance	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Full attendance	0 (0.0)	24 (85.7%)	39 (100.0%)	0 (0.0)	63 (36.2%)
Less attendance	6 (22.2%)	1 (3.6%)	0 (0.0)	0 (0.0)	7 (4.0%)
Very less attendance	21 (77.8%)	3 (10.7%)	0 (0.0)	80 (100.0%)	104 (59.8%)
Total	27 (100.0%)	28 (100.0%)	39 (100.0%)	80 (100.0%)	174 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.



Even though DPC members are public servants, voluntarily agreed for free service in terms of planning and monitoring of development projects in the district, they also look for monetary benefits like honorarium, travel allowance, sitting allowance, etc. A few States have provisions for payment of travel allowance and few States have sitting allowance, when a member attends official meetings, the member is entitled to claim or reimburse the travel cost. Among the study States, except Madhya Pradesh other States are having provision for travel. For a question on the status of benefits availed, 77 per cent sample respondents reported that allowances were not provided to attend the meeting and 23 per cent reported received allowance. Level of attendance in the view of not having financial incentives, the members revealed that a very less percentage (59.8 per cent) of members attended the DPC meetings. It is very interesting to note, even without financial incentives attendance was 100 per cent in the State of Madhya Pradesh.

The Constitution of India, the District Planning Committees have a major role in finalisation of integrated district plan for the district. The DPC has to discuss, assess the needs, prioritise the needs and allocate the funds to the programmes. In this context, the States like Kerala, Karnataka, Rajasthan and also West Bengal have different processes, with the help of various committees and resource persons, the DPC do a number of surveys, workshops and presentations and finalise the district development plan. In some other States, the departments prepare the list of requirements for five years or one year and it gets consolidated. The consolidated document is placed for the signature of the members for approval. Therefore, presentation, discussion and approval will take more time which happens in Maharashtra and Madhya Pradesh spending 3-4 hours or 4-5 hours and sometime more than five hours as reported by majority members of the respective States. But in the case of Bihar and Assam majority members reported meetings held for less than one hour.

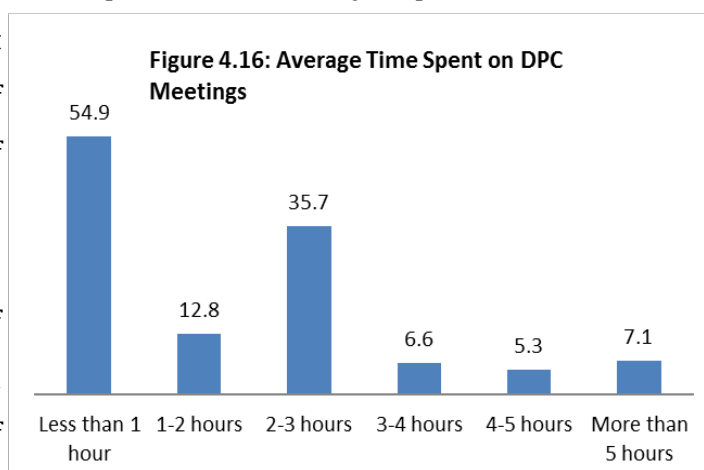
**Table 4.24: Average Time Spent on DPC Meetings**

Average time Interval	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Less than 1 hour	54 (90.0%)	0 (0.0)	0 (0.0)	70 (83.3%)	124 (54.9%)
1-2 hours	6 (10.0%)	3 (7.0%)	9 (23.0%)	11 (13.1%)	29 (12.8%)
2-3 hours	0 (0.0%)	3 (7.0%)	24 (61.6%)	3 (3.6%)	30 (35.7%)
3-4 hours	0 (0.0%)	9 (21.0%)	6 (15.4%)	0 (0.0)	15 (6.6%)
4-5 hours	0 (0.0%)	12 (28.0%)	0 (0.0)	0 (0.0)	12 (5.3%)
More than 5 hours	0 (0.0%)	16 (37.0%)	0 (0.0)	0 (0.0)	16 (7.1%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The Constitution of India does not specifically mention who will be the Chairman of the DPC, but every State PR Act has provision for who should be the Chairperson. There is no election for the Chairperson for DPC. The Chairperson role is very important in conduct of DPC meetings periodically, appointment of Standing Committees, preparation of development plan and finalisation of plan for the district with the coordination of various line departments. Even among four States of present study found differences in selection of Chairperson. In the State of



Assam and Bihar the Zilla Panchayat Chairman is the Chairman of District Planning Committee, in Maharashtra and Madhya Pradesh the honourable State Minister in charge for the district is chairing the DPC.

**Table 4.25: Status of Chairperson the DPCs in the Study Region**

Chairperson	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Hon'ble Minister of The Constituency	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
The Hon'ble Minister In-Charge for The Constituency	0 (0.0)	43 (100.0%)	39 (100.0%)	0 (0.0)	82 (36.3%)
The ZP Chairman	60 (100.0%)	0 (0.0)	0 (0.0)	84 (100.0%)	144 (63.7%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

**Table 4.26: Status of Participation in the Actual Plan Preparation and Contribution in Consolidation of Plans**

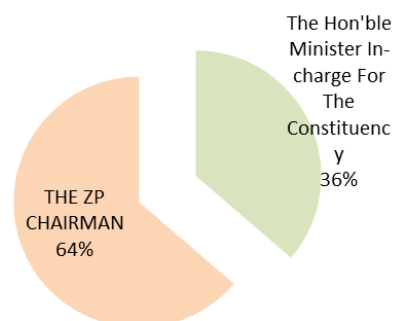
Status	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Fully Participate	0 (0.0)	24 (55.8%)	8 (20.5%)	0 (0.0)	32 (14.2%)
Partially Participate	0 (0.0)	14 (32.6%)	25 (64.1%)	0 (0.0)	39 (17.3%)
Silent Participate	4 (6.7%)	5 (11.6%)	6 (15.4%)	19 (22.6%)	34 (15.0%)
Non-Participant	56 (93.3%)	0 (0.0)	0 (0.0)	65 (77.4%)	121 (53.5%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the state total and end column represents percentages to total study population.

As it has been mentioned in above tables, the members of DPC have a vital role in driving for the development of the district. The District Planning committee members have an important role to play in the preparation of participatory District Development Plan. They

**Figure 4.17. Chairman of the DPC meeting**

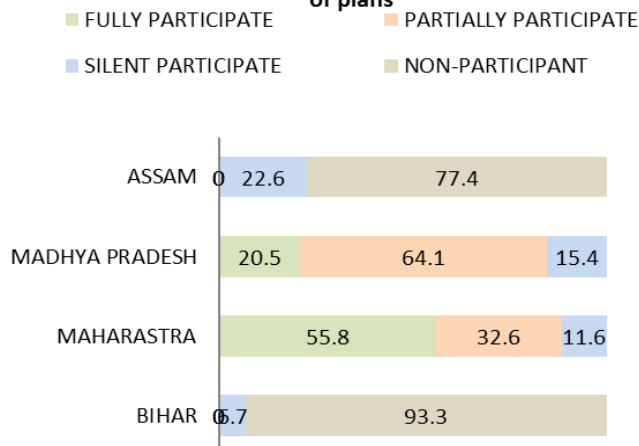


have to involve in various activities like vision building, stock taking, resource inventory, identification of local needs of the people at different categories, prioritisation and approval of the plan. In addition during implementation reviewing and monitoring the schemes also DPC members have stake. Even all the State Acts also provided a clear responsibility to the DPC members in

preparation of the development plan for the entire district. Their active participation would truly contribute to bring a better plan for the district. In this context, questions were posted on the status of participation of each sample member.

Out of 226 respondents, around 54 per cent reported that they were not participating in the process of plan preparation followed by 17.3 per cent said they partially participated in the preparation process and about 15 percent respondents reported that they were silently participating in the process and not contributing anything to plan preparation. In that 14.2 per cent of the DPC members like Chairman of DPC, Chairmen of Standing Committees and members fully participated in the preparation of plans and contributed for consolidation of the plans of the district. Moreover, informal discussion with the DPC members reflected that only officials prepared the plans and no member was involved in the process of preparation of plans. Majority viewed only at the time of the DPC meeting majority members knew about the district plan and no process of participatory preparation or consolidation of plans at the district-level were conducted so far.

**Figure 4.18: Status of participation in the actual plans preparation and contribution in consolidation of plans**





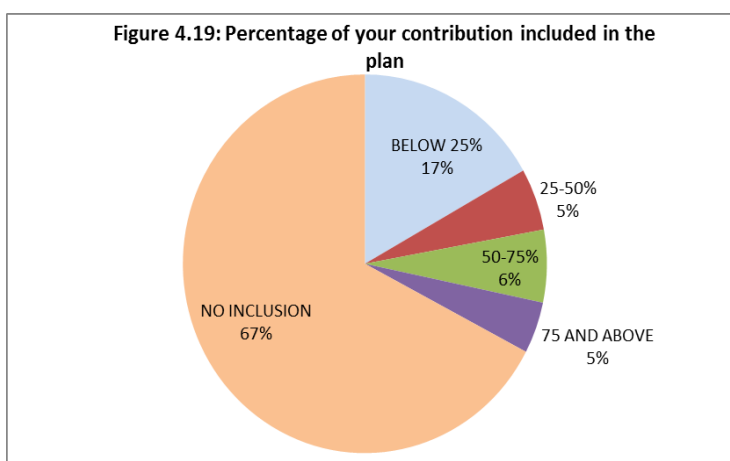
**Table 4.27: Opinion on Percentage of Members Contribution Included in the Plan**

Percentage Class interval	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Below 25%	8 (13.3%)	17 (39.5%)	2 (5.1%)	11 (13.1%)	38 (16.8%)
25-50%	0 (0.0%)	5 (11.6%)	7 (17.9%)	0 (0.0)	12 (5.3%)
50-75%	0 (0.0%)	0 (0.0)	14 (35.9%)	0 (0.0)	14 (6.2%)
75 and above	1 (1.7%)	4 (9.3%)	5 (12.8%)	0 (0.0)	10 (4.4%)
No Inclusion	51 (85.0%)	17 (39.5%)	11 (28.2%)	73 (86.9%)	152 (67.3%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The above tabled data presents details on the percentage of views actually incorporated into the district plan raised or insisted to incorporate by each individual member. It is important to note that the DPC members were not involved in any of the process of preparation of plans as mentioned in guideline and Acts. It is shocking to know, more than 67 per cent of sample respondents said their ideas or works suggested were not included, followed by 16.8 per cent said that only below 25 per cent of their requests were considered in the plans. Only 4.4 per cent of the respondents reported that more than 75 percent of their requests were included in the plan, this category consists of Chairman of Zilla Panchayat or members having better relationships with the Chairman. Many DPC members felt that no process was followed and no meetings were organised for the preparation of plans.



**Table 4.28: Overall motivational level of the DPC members in Preparation of District Plans**

Level of Motivation	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Very Active	0 (0.0)	9 (20.9%)	12 (30.8%)	0 (0.0)	21 (9.3%)
Active To Some Extent	3 (5.0%)	13 (30.2%)	18 (46.2%)	8 (9.5%)	42 (18.6%)
Not Active	57 (95.0%)	21 (48.9%)	9 (23.0%)	76 (90.5%)	163 (72.1%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The District Planning Committee members were unknown about the process of plan preparation at various levels and even they did not know the plan preparation is a major duty of DPC. Because of that, the DPC members were not much interested in the planning process. From the above table, around 72 per cent of the sample respondents reported that they were 'Not Active' and not participated in the preparation of plans and 18.6 per cent respondents were 'Active to Some Extent' but not involved in preparation of plans but know the plan and its process. Only 9.3 per cent respondents were 'Very Active' to get involved in the preparation of plans. Especially in the State of Maharashtra and Madhya Pradesh DPC member's motivation levels were high compared to Assam and Bihar.

**Table 4.29: Impression on the Functioning of DPC in Preparation of District Plans**

Impressions	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Very Active	0 (0.0)	28 (65.1%)	5 (12.8%)	0 (0.0)	33 (14.6%)
Active to Some Extent	0 (0.0)	15 (32.6%)	34 (69.2%)	0 (0.0)	49 (21.7%)
Not Active	60 (100.0%)	0 (0.0)	0 (0.0)	84 (100.0%)	144 (63.7%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0)	226 (100.0%)

At the district-level, the District Planning Committee is one of the constitutional bodies created through 74<sup>th</sup> Constitutional Amendment and all the State-level also given the provision for functions of DPC very clearly. But, in many States, DPCs were created for mere constitutional purposes. DPCs have not played any major role as mentioned in the respective State Acts. Even in the study region, in Assam and Bihar DPCs were not functioning according to their State PR Act. The DPCs were 'Active to some extent' in the State of Madhya Pradesh (69.2 per cent) and Maharashtra (32.6 per cent). DPCs were 'Very Active' in the State of Maharashtra (65.1 per cent) because only in Maharashtra all development funds meant for the district are routed through DPC. It created recognition and owning responsibility for DPC and its members in playing active role planning.

### Capacity Requirements for DPC Members in Preparation and Consolidation of District Plans

**Table 4.30 Criteria for the Nomination of DPC Members**

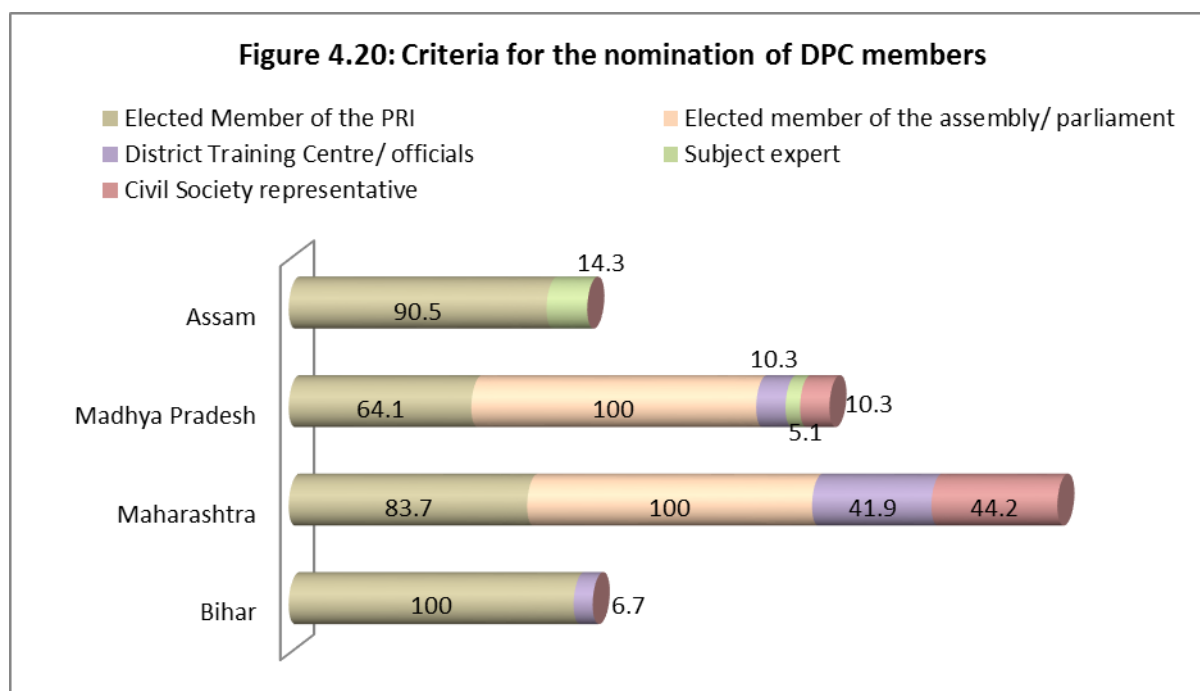
Criteria	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
Elected Member of the PRI	60 (100.0%)	36 (83.7%)	25 (64.1%)	76 (90.5%)	197 (87.2%)
Elected member of the Assembly/ Parliament	0 (0.0)	43 (100.0%)	39 (100.0%)	0 (0.0)	82 (36.3%)
District Training Centre/ officials	4 (6.7%)	18 (41.9%)	4 (10.3%)	0 (0.0)	26 (11.5%)
Subject expert	0 (0.0)	0 (0.0)	2 (5.1%)	12 (14.3%)	14 (6.2%)
Civil Society representative	0 (0.0)	19 (44.2%)	4 (10.3%)	0 (0.0)	23 (10.2%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

This table presents data related to the process of nomination or who can contest or be eligible to become a member of DPC. It was reported; all the sample members from Bihar and also majority members from other sample States reported only members elected to Zilla Panchayat can be nominated to the DPC. In the case of Maharashtra and Madhya Pradesh along with the ZP members, MLAs and MPs also can become part of DPC. Only very few members from all the States reported that, other categories of people like faculty members

from training institutions and representatives of academic institutions and NGOs. It is true, the DPC includes such a category of people as part of the planning process but not as nominated or elected to the DPC as statutory members. The subject experts are also called for the meetings as special invitees to contribute for the development drive of the district. The subject experts are also called for the meetings as special invitees to contribute for the development drive of the district.



**Table 4.31: Opinion on Requirement of Educational Qualification for the Members of DPC**

Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Yes	27 (45.0%)	36 (83.7%)	12 (30.8%)	17 (20.2%)	92 (40.7%)
No	33 (55.0%)	7 (16.3%)	27 (69.2%)	67 (79.8%)	134 (59.3%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

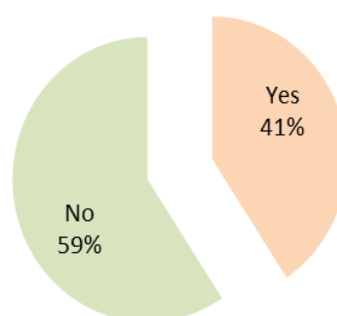
**Table 4.32: Status of Educational Qualification Required for Becoming a Member of DPC**

Status of Education	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Just Literate	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
Professional Education	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
Not Mandatory	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source: Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The State Panchayati Raj Act of Rajasthan and Haryana have given mandatory requirement of educational qualification as criteria to become a member in any of the local bodies. In the State of Bihar, eligibility for DPC is, those having sanitation facilities at home can only contest in Panchayat polls. No other State insists for any mandatory eligibility other than basic criteria instituted by the State Panchayati Raj System. Table 4.32 presents data related to educational qualification required if any to become as DPC members and nature and level of present criteria in the respective State. In the opinion of sample members, around 59 per cent reported the necessity to have educated members to the DPC. Dealing of so many subjects of planning and monitoring requires educated, experienced and knowledgeable members. But around 41 per cent reported educational qualification should not

**Figure 4.21: Opinion on Educational Qualification is Required for member of DPC**

be kept as mandatory qualification to become a member of DPC. Because illiteracy is high in our country moreover uneducated people can also contribute better based on their experiences.

Type of Training	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
Awareness Training	23 (38.3%)	3 (7.0%)	5 (12.8%)	2 (2.4%)	33 (14.6%)
Capacity building training	26 (43.3%)	4 (9.3%)	2 (5.1%)	1 (1.2%)	33 (14.6%)

**Table 4.33: Status of Training Conducted**

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

Training is an important area for developing capacity of an individual for performing in the field of work. The demand for training of members of PRIs is very high, moreover the numbers and people are getting changed every five years in general or within five years if new elections are taking place in the States. Since the PRIs are dealing with a number of services under 29 overall subjects focussing to fulfil the needs of the rural communities, training plays a vital role in understanding the local issues and making appropriate decisions for suitable solutions. Unfortunately training of functionaries of PRIs has given least importance due to various reasons either by capacity building institutions or reluctance from elected representatives as well as officials. For illustration among four States of the study, out of 226 elected members/DPC only 33 people were covered under one day orientation. Further training was not given to those members.

No. of trainings conducted	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
One Training	26 (100.0%)	4 (100.0%)	2 (100.0%)	1 (100.0%)	33 (100.0%)
Two Trainings	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)

**Table 4.34: Status of Number of Trainings Conducted for DPC in the Study Regions**

No. of trainings conducted	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Three Trainings	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
Four Trainings	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
Five And More	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
Total	26 (100.0%)	4 (100.0%)	2 (100.0%)	1 (100.0%)	33 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The Central and State governments are allocating more money to train the elected members of rural and urban local body institutions. Every State is having institutions at various levels to train the functionaries and elected members of the PRIs with different modules. In such training one of the major components/modules was planning for GP and District-level. Apart from government institutions, many NGOs are also involved in creating awareness on the roles and responsibilities of PRIs.

The data represents the number of respondents who attended the training, out of 226 respondents 193 (85.4 per cent) respondents reported that they never attended either any awareness generation or capacity building training as a member of DPC or even as elected

Rate of Quality	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Excellent	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
Very good	2 (7.7%)	1 (25.0%)	0 (0.0)	0 (0.0)	3 (9.1%)

member of PRI. Among the attended (14.6 per cent) reported, only one day orientation programme was attended in the whole service period on awareness on PRIs.

**Table 4.35: Opinion on Quality of Trainings**

Rate of Quality	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Good	24 (92.3%)	3 (75.0%)	2 (100.0%)	1 (100.0%)	30 (90.9%)
Total	26 (100.0%)	4 (100.0%)	2 (100.0%)	1 (100.0%)	33 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

With the intention of understanding the quality of training imparted for the DPC members, a question was put forth among the members who attended the training to rate the quality with the three-point scale. Out of the three options given for them to select, around 91 per cent of the members selected the least option, i.e. 'Good'. Only around nine per cent reported the quality of the training was 'Very Good'.

**Table 4.36: Opinion on the Duration of Trainings**

Opinion	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Satisfied	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
Not satisfied	26 (100.0)	4 (100.0)	2 (100.0)	1 (100.0)	33 (100.0)
Total	26 (100.0)	4 (100.0)	2 (100.0)	1 (100.0)	33 (100.0)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.



The table reflects the opinion of all the members, who have attended the given training on the level of satisfaction about the duration of the training. It was mentioned that these people were covered with a one-day orientation programme for sensitisation on the roles and responsibilities of DPCs. The responses of all the members reported for 'Not Satisfied' on the duration of the training programme. Further interaction with the sample population reveals the need for quality training with longer duration or more number of training with periodical intervals. Especially, DPCs requires better skilled and capacitated resourceful persons for better planning and monitoring.

**Table 4.37: Level of Institutions Conducted the Trainings**

Agency	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
National Organisation	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)
State Organisation	0 (0.0)	4 (100.0%)	1 (100.0%)	0 (0.0)	5 (15.2%)
District training centre	26 (100.0%)	0 (0.0)	1 (100.0%)	1 (100.0%)	32 (96.7%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

It is found that a number of capacity building institutions are in the field and conducting a wide range of topics focussed training for different clientele of PRIs. At the National-level, NIRDPR and at the State-level SIRDs, RIRDs, ETCs, district training centres, subject specific institutions under various ministries and even reputed NGOs also in the field of training of functionaries and elected members of PRIs. Such institutions are also facing difficulties in 100 per cent coverage of around 2.5 million elected representatives and equal number of officials dealing directly with basic services and other line departments working with the grassroots institutions. The responses show 96.7 per cent trainees of DPC members were given training at the district-level training institutions like DTRC. The NIRDPR made adequate efforts in the recent past to train the DPC members across the nation by understanding the importance of the role of DPC in nation building.

**Table 4.38: Type of Training Institutions Conducted Trainings**

Type of training institutions	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Govt.	26 (100.0%)	4 (100.0%)	2 (100.0%)	1 (100.0%)	33 (100.0%)
Private	0 (100.0%)	0 (100.0)	0 (0.0)	0 (0.0)	0 (0.0)
Total	26 (100.0%)	4 (100.0%)	2 (100.0%)	1 (100.0%)	33 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The DPC members, who have attended training (14.6 per cent), were given training by the government institutions. Private players are also making endeavour to give training at the Gram Panchayat-level with the support of the Ministry of Panchayati Raj, Government of India as well as respective States, but it is essential to encourage more number of training, academic institutions and also NGOs/CBOs to focus on capacity building of PRIs with special focus on DPC members at the district-level.

**Table 4.39: Demand of Subjects for Trainings**

Subject Areas of Trainings	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Agriculture and allied sectors	20 (33.3%)	19 (90.5%)	2 (5.6%)	80 (97.65)	121 (60.8%)
Rural Development	60 (100.0%)	13 (76.5%)	7 (19.4%)	80 (97.6%)	160 (82.1%)
Women Development	16 (26.7%)	17 (81.0%)	4 (11.1%)	80 (97.6%)	117 (58.8%)
Planning	4 (6.7%)	14 (82.4%)	6 (16.7%)	80 (97.6%)	104 (53.3%)

Subject areas of Trainings	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Panchayat Raj	16 (26.7%)	17 (81.0%)	11 (30.6%)	80 (97.6%)	124 (62.3%)
Administration	4 (6.7%)	14 (82.4%)	9 (25.0%)	80 (97.6%)	107 (54.9%)
Others	8 (13.3%)	9 (45.0%)	2 (5.6%)	81 (100.0%)	100 (50.8%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The table gives particulars of data about choices of subjects in which training is required. Out of 226 DPC members almost all the members responded for conduct of more number of training or workshops on different subjects, like the role of Zilla Panchayat, functions of DPC, role of Standing Committees and other functional committees. It is also essential to impart relevant training on financial management and the importance of Rural Development. Since the villagers rely on agriculture and allied sectors, training on those subjects is very much needed for the people who are involved in the participatory planning process. Planning process requires expertise in the field of incorporating gender issues and strategies for gender mainstreaming and women empowerment. The line department representatives and officials of supporting DPC also need to be oriented and aware about the roles, functions and powers of DPC. Therefore, unanimously a majority of the members of DPC requested for training programmes covering subject domain, attitudinal and behavioural change orientation, powers and functions of DPC liaison with Zilla Panchayat, Block Panchayat and Gram Panchayats.

**Table 4.40 Status of Supporting Mechanism for DPC in the Study Region**

Status	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
DPC has separate office premise	0 (0.0)	39 (90.7%)	16 (41.0%)	5 (6.0%)	60 (26.5%)
DPC has supporting staff	8 (13.3%)	37 (86.0%)	19 (48.7%)	6 (7.1%)	70 (31.0%)

Status	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
DPC has special provision for administrative expenses	0 (0.0)	32 (74.4%)	12 (30.8%)	8 (9.5%)	52 (23.0%)
DPC has grievance redress mechanism	0 (0.0)	12 (27.9%)	0 (0.0)	0 (0.0)	12 (5.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The table presents data related to responses of the sample population of this study on the availability of supporting infrastructure and other mechanisms in different States of the study. The details of constitutional provisions on the supporting infrastructure and manpower have been given in the chapter three of this report for better understanding in various States in India. This particular table is pertinent to the sample study States based on the field experiences of selected districts. The data reflects, majority people accepted for availability of separate office infrastructure with adequate administrative mechanism in Maharashtra and Madhya Pradesh, but it is not available in Bihar and Assam. Further, the State of Maharashtra has given special budget provision to meet the administrative expenses and other related office consumables. All members have opined on non-existence of grievance redressal mechanism in any of the study States. Even the well facilitated State Maharashtra also has problems pertaining to administrative issues. For example, the Chief Planning Officer is one of the guiding or facilitating force supposed to be placed with the organisation attached with DPC but in reality, the CPOs have been placed under the control of the District Collector/Deputy Commissioner (DC) but DPC comes under Zilla Panchayat which always creates problem of coordination in the process of District Planning.

**Table 4.41 Status of Composition of DPC Members**

Composition of DPC	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
Only Elected Members of the ZP	60 (100.0%)	41 (95.3%)	2 (5.1%)	19 (22.6%)	122 (54.0%)
Elected Members of all the PRI bodies	0 (0.0)	4 (9.3%)	32 (82.1%)	67 (79.8%)	103 (45.6%)

Composition of DPC	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
Elected Members of all the PRI bodies and subject experts	0 (0.0)	11 (25.6%)	0 (0.0)	8 (9.5%)	19 (8.4%)
Elected Members of all MLAs and MPs of the district constituency	0 (0.0)	43 (100.0%)	39 (100.0%)	0 (0.0)	82 (36.3%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

Table 4.41 presents the composition of members of DPC according to the opinion of the sample respondents. The responses are co-terminus with the provisions of the respective State's specific PR Acts which are given below.

**Madhya Pradesh** - The District Collector is determining the number of members to be elected from urban and rural areas of the district. Among the elected members of the Zilla Panchayat, Municipal Corporations, the Municipal Councils and Nagar Panchayats of the district will be considered for being elected as DPC members. Four-fifth of the total number of members of the committee shall be elected and the number of members from rural and urban areas are in proportion to the population from both regions of the district. The Special invitees are MPs and MLAs whose constituencies lie wholly or partly in the district; President of ZP & Mayor of Municipal Corporation in district in case they are not elected to the DPC they are also included.

**Bihar** - The State Election Commission will conduct the election for selecting the DPC members. Four-fifth of the total number of members of the District Planning Committee elected in prescribed manner by the elected members of the District Council and the Municipal bodies in the district according to the ratio of population of rural and municipal areas. It will be fixed after every census on assessment of population. The District Magistrate and the Chairperson of the District Cooperative Bank/Land Development Bank are permanent special invitees of the DPC.

**Maharashtra** - The State government will issue circulars/guidelines accordingly the members are elected to the District Planning Committees. The total number of members of

the District Planning Committee will be not less than four-fifths of elected by and from amongst the elected members of the Panchayat and the Municipalities in the district, in proportion to the ratio between the population of the rural and urban areas in the district. It is the only State having statutory provisions for women and communal reservation, earmarking memberships to the Scheduled Castes (SCs), Schedule Tribes (STs) and Backward Class (BCs). In consultation with the Chairperson of the District Planning Committees shall nominate 10, 12 and 15 persons ordinarily resident of the area of the District Planning Committee and having knowledge of district planning, to be special invitees whose total number of members are 30, 40 and 50, respectively.

**Assam** - The State government constitutes a District Planning Committee. The Four-fifth of the total number of members elected from the members of the Zilla Parishad, Councillors of Municipal Corporation or the Municipalities on rotation annually and in proportion to the ratio between the population of the rural areas and of the urban areas of the District. The Deputy Commissioner of the district is permanent invitee of the committee as an Ex-Officio Member. The Chief Executive Officer of the Zilla Parishad is Ex-Officio Secretary of the Committee.

**Figure 4.22: Status of Composition of DPC Members**



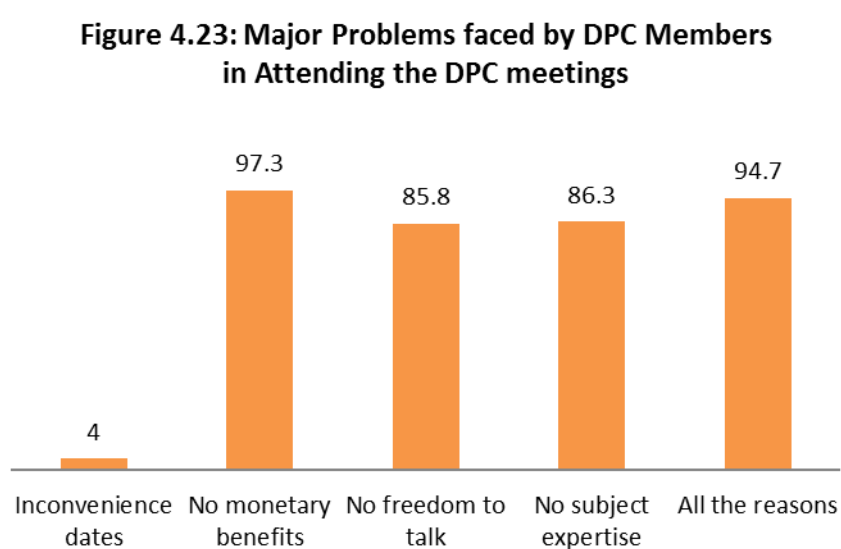
**Table 4.42 Major Problems faced by DPC Members in Attending the DPC Meetings**

Type of Problems	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
Inconvenience dates	0 (0.0)	4 (9.3%)	5 (12.8%)	0 (0.0)	9 (4.0%)
No monetary benefits	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	220 (97.3%)
No freedom to talk	30 (100.0%)	39 (90.7%)	11 (28.2%)	84 (100.0%)	194 (85.8%)
No subject expertise	60 (100.0%)	14 (32.6%)	37 (94.9%)	84 (100.0%)	195 (86.3%)
All the reasons	60 (100.0%)	31 (72.1%)	39 (100.0%)	84 (100.0%)	214 (94.75%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The table presents data on the responses of the sample population on various problems faced by the DPC members during ongoing meetings. The responses to various questions placed in this chapter reflect ineffectiveness overall in Bihar and Assam. Better performances were found in other two sample States, namely Maharashtra and Madhya Pradesh. The present table presents overall issues related to major issues like 'Non-availability of monetary benefits' as reported by all the members in all the sample States. Majority of the members in all the States except Madhya Pradesh face the problem of 'No freedom' to talk and express their views on preparation and consolidation of district plans. Similarly, almost all the members from Bihar, Madhya Pradesh and Assam reported lack of subject experience or knowledge in the field of planning and also subjects related to sectors of



development. Further, majority people viewed all the above problems as also exists in one or the other meetings. The members from Bihar and Assam were in the mood of disappointment and frustration at the lack of effort to constitute or conduct DPC meetings for the past two years. They found fault with the State government for its reluctance on giving importance to the DPC. The planning process is carried out by the district administration with the help of various departments and the district plan is a consolidated document of activities listed under various sectoral departments.

#### 4.43 Problems faced by DPC Members in Expressing the Views in the Meetings

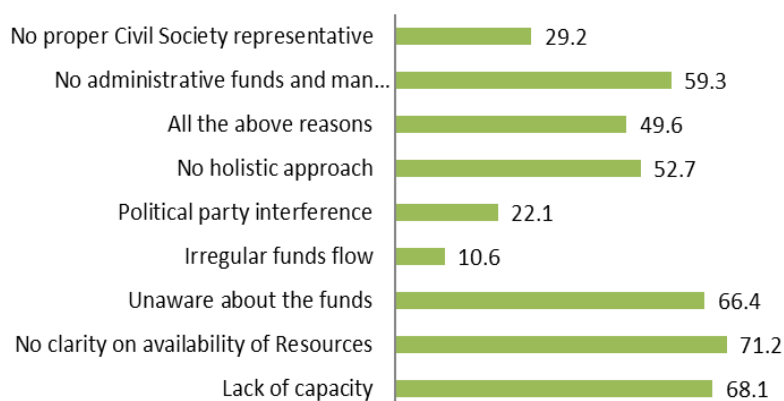
Type of Problems	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Administrative dominance	0 (0.0)	11 (25.6%)	18 (46.2%)	0 (0.0)	29 (12.8%)
Minister's suppression	0 (0.0)	37 (86.0%)	13 (33.3%)	0 (0.0)	50 (22.1%)
Subject expertise	0 (0.0)	8 (19.5%)	4 (10.3%)	0 (0.0)	12 (5.3%)
Political party interference	0 (0.0)	31 (72.1%)	32 (82.1%)	0 (0.0)	63 (27.9%)
No chances for participation at all	60 (100.0%)	36 (83.7%)	7 (17.9%)	81 (96.4%)	184 (81.4%)
All the above reasons	0 (0.0)	41 (95.3%)	37 (94.9%)	0 (0.0)	78 (34.5%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

Table 4.43 explains the problems from the administration as well as from dominant members of ruling political parties during the process of discussion in the meetings of DPCs. The table is self-explanatory and clearly shows major problems faced by the individual members while they discuss the agendas of the meeting. Around 26 per cent and 46 per cent



**Figure 4.24: Problems faced by DPC Members in preparation of plans**

of the members from Maharashtra and Madhya Pradesh respectively reported on the administrative dominance by the district collector and CEO of Zilla Panchayat, similarly minister being the chairman of DPC in these States, members find suppression on expressing the views of independent members as

well as members from opposition party. Being majority of the DPC members are not experts in subjects like agriculture and allied sectors similarly other sectors reflect dominance by the subject experts from the departments concerned. Dominance of the ruling party was also raised by majority in these two States. It was already mentioned that majority members from Bihar and Assam expressed their unhappiness on the lack of opportunity to participate or express their views useful for the development of the district and found fault with the State government. Significant percentages of members noticed that all the above said problems are existing in the DPC meetings.

**Table 4.44: Problems faced by DPC Members in Preparation of Plans**

Type of Problems	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
Lack of capacity	60 (100.0)	12 (27.9)	17 (43.6)	65 (77.4)	154 (68.1)
No clarity on availability of Resources	60 (100.0)	9 (21.0)	19 (48.7)	73 (86.9)	161 (71.2)
Unaware about the funds	48 (80.0)	6 (14.0)	17 (43.6)	79 (94.0)	150 (66.4)
Irregular funds flow	0 (0.0)	11 (25.6)	13 (33.3)	0 (0.0)	24 (10.6)
Political party interference	0 (0.0)	37 (86.0)	13 (33.3)	84 (100.0)	50 (22.1)
No holistic approach	0 (0.0)	38 (88.4)	17 (43.6)	64 (76.2)	119 (52.7)
All the above reasons	34 (56.7)	7 (16.3)	8 (20.5)	63 (75)	112 (49.6)

Type of Problems	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
No administrative funds and man power support	0 (0.0)	9 (20.9)	2 (5.1)	63 (75)	134 (59.3)
No proper Civil Society representative	56 (99.3)	8 (20.0)	2 (5.1)	0 (0.0)	66 (29.2)
No administrative funds and man power support	0 (0.0)	9 (20.9%)	2 (5.1%)	63 (75%)	134 (59.3%)
No proper Civil Society representative	56 (99.3%)	8 (20.0%)	2 (5.1%)	0 (0.0)	66 (29.2%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The study unearthed a number of problems faced by the DPC, specific to the study States and in general about other States through various literatures. It is able to understand from the above table listed problems and majority of the respondents agreed for the existence of problems. The State Panchayati Raj Acts mention the constitutional provisions and formalities followed to constitute the committee and also statutory functions of the DPC and its procedural aspects. But no State has reported about dealing with issues related to administration and capacity building of DPC. Planning for the district is a herculean task which needs lot of technical manpower to assist in conduct of baseline survey, resource inventory, compilation of data, conduct of series of workshops and ultimately consolidation of plans of different level of institutions to bring a real plan which is supposed to usher the development of the district. In reality, except very few States, the majority of the States are handicapped because of lack of administrative mechanism, technical man power and funds to operate the DPC functions. Among the study States, majority people from Bihar, Maharashtra and Madhya Pradesh reported for non-availability of subject expertise for the majority of the DPC members and no clarity on the role and responsibilities. The members feel proud being a member of DPC but not any political or administrative functions are assigned to them which create hollowness in their role play. Similarly, majority respondents are not aware about flow of funds to the district or below institutions, the planning is supposed to be prepared with the available resources or to link with the scheme funds. Not knowing the funds position leads the members in blank and unable to think on the

development strategies. Lack of concrete and coordinated approach for planning leads to compartmentalised thinking ending with sectoral development but not a holistic development in the district. As usual, majority members responded to the prevalence of all the problems which hurdles the process of planning at the district-level. Presence of civil society participation or representation is missing in all the States which are also one of the problems reported by the majority of people from Bihar.

**Table 4.45 Problems faced by DPC Members in Consolidating the Plans**

Type of Problems	Bihar	Maharashtra	Madhya Pradesh	Assam	Total
Delay in submission of Block and GP Plans	60 (100.0%)	6 (14.0%)	2 (5.1%)	66 (78.6%)	134 (59.3%)
Mismatch between urban and rural plans	60 (100.0%)	17 (39.5%)	2 (5.1%)	65 (77.4%)	144 (63.7%)
Power clash among various tiers of PRIs	60 (100.0%)	36 (83.7%)	6 (15.4%)	80 (95.2%)	182 (80.5%)
No coordination among DPC members	60 (100.0%)	21 (48.8%)	4 (10.3%)	65 (77.4%)	150 (66.4%)
No support from line departments	60 (100.0%)	12 (27.9%)	5 (12.8%)	65 (77.4%)	142 (62.8%)
All the above	60 (100.0%)	11 (25.6%)	2 (5.1%)	64 (76.2%)	137 (60.6%)

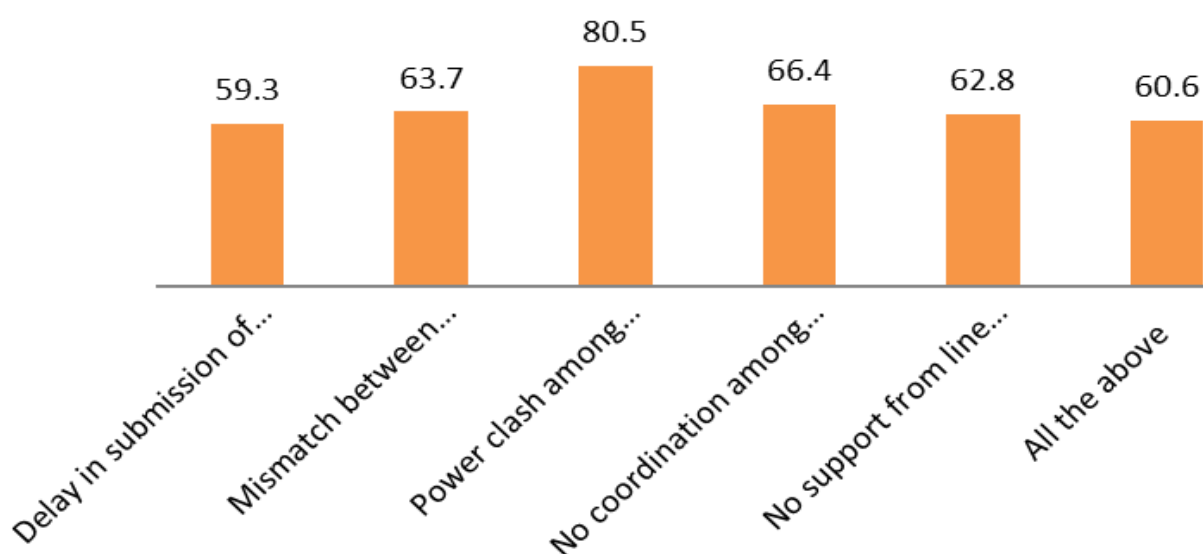
Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

Consolidation of plans from various-levels and units is the ultimate purpose of the district planning unit to bring a holistic development plan for the district. It has to be done by the DPC for their district by having detailed analysis and discussion from various representatives from urban local bodies as well as rural local bodies namely Gram Panchayat and Block Panchayat. This process is having a number of problems as expressed by the study respondents which are presented in Table 4.45. According to the table, based on the previous experiences, all the respondents from Bihar and around 79 per cent from Assam reported delay in submission of Block Panchayat and Gram Panchayat plans led to delay in consolidation of district plans.

The priorities of urban local bodies and rural local bodies are entirely different which hurdles the process of consolidation as represented by around 64 per cent majority from Bihar and Assam and also around 40 per cent from Maharashtra. It was reported on the possibility of power clash among various tiers of PRIs which was represented by 80.5 per cent from three study States except Madhya Pradesh. It happens because every member from different levels like members of district Panchayat, Municipalities and also members represented from block panchayat intend to incorporate development activities and fight for earmarking of funds for their representing constituency. This leads to a clash among members due to insufficient funds. Lack of coordination and mutual concern is also one of the problems faced during consolidation of plans which was expressed by 66.4 per cent from all the members of Bihar and majority members from Assam and Maharashtra. Another major problem is the lack of support from line-departments mainly in Bihar and Assam due to differences of opinion between elected representatives and officials. The departmental representatives finalise the activities based on the available scheme funds mainly focussing on target and achievements but elected representatives will have a visionary plan which leads to problem in arriving consensus. Around 60.6 per cent reported the existence of all the above problems in consolidation and finalisation of the district plans.

**Figure 4.25: Problems faced by DPC Members in consolidating the plans**



**Table 4.46: Opinion on the Status of Political Rivalry Hindering the Process of District Plans**

Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Yes	0 (0.0)	31 (72.1%)	3 (7.7%)	8 (9.5%)	42 (18.6%)
No	60 (100.0%)	12 (27.9%)	36 (92.3%)	76 (90.5%)	189 (81.4%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The field investigating team interacted with the members for understanding on the interference of political influence or political rivalry in the process of preparation of district plans. Responses from majority respondents in Bihar, Madhya Pradesh and Assam rejected the existence of political rivalry but in the State of Maharashtra 72.1 per cent agreed on hindrances from members of dominant political parties or ruling political parties because in this State the DPCs are headed by the State minister in charge of the district. The members feel embraced in confrontation with the State minister.

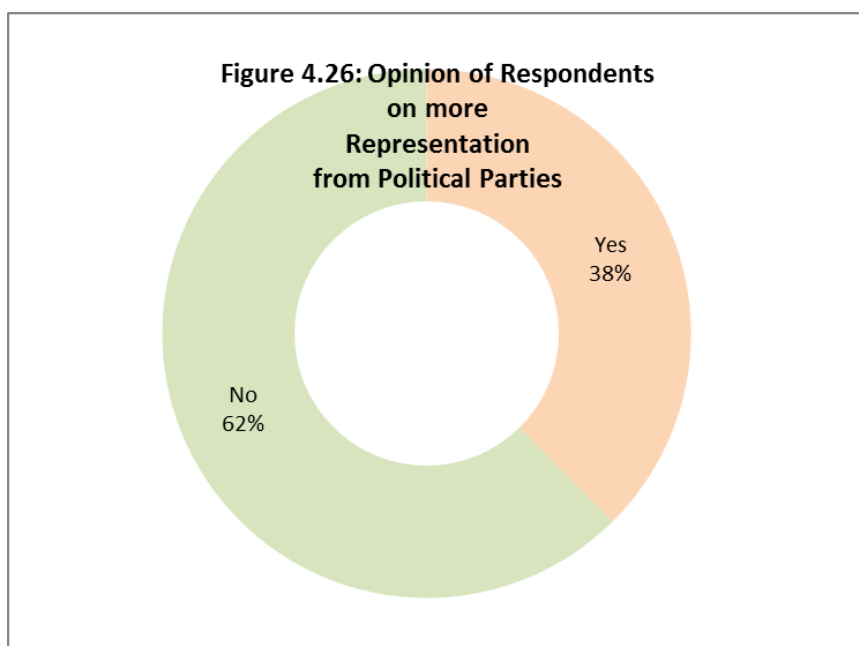
**Table 4.47: Opinion of Respondents on more Representation from Political Parties**

Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Yes	51 (85.0%)	9 (20.9%)	9 (23.1%)	16 (19.1%)	85 (37.6%)
No	9 (15.0%)	34 (79.1%)	30 (76.9%)	68 (81.0%)	141 (62.4%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The above table gives data on the responses on the need for more representation from political parties. Majority respondents (62.4 per cent) except from Bihar said negatively on further adding of political representation to the DPC because majority of the members are already represented to the DPC from political parties. Further interaction reflected on nomination or appointment of more members with subject expertise and people from civil society organisations may contribute more for the finalisation of district plan.



**Table 4.48: Responses on the Institution which Played Major Role in Finalising or Consolidating the District Plans**

Name of the Institutions	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
DPC	0 (0.0)	12 (27.9%)	17 (43.6%)	0 (0.0)	29 (12.8%)
District Administration	34 (56.7%)	7 (16.3%)	10 (25.6%)	84 (100.0%)	135 (59.7%)
Zilla Panchayat	26 (43.3%)	2 (4.7%)	2 (5.1%)	0 (0.0)	30 (13.3%)
Others (Ministries/PDI Parties)	0 (0.0)	22 (51.2%)	10 (25.6%)	0 (0.0)	32 (14.2%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The table presents views of sample respondents about which institution plays a major role in finalising the district plans. It shows since DPC is dormant in Bihar and Assam the district administration plays a major role in finalising the development activities vice-versa DPC is very active in Maharashtra and Madhya Pradesh therefore it holds responsibility of identifying development sector and finalising of district plan. The Zilla Panchayat does not have an effective role in all the States of the study but it plays the role of coordinating the process of district planning along with the district administration.

**Table 4.49 Opinion of the Respondents on Percentages of Plan get into Action**

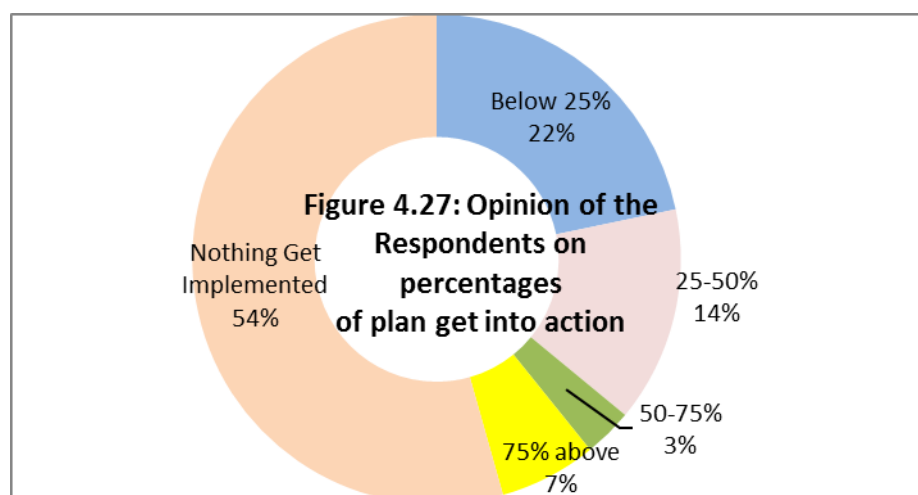
Percentage Class Interval	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Below 25%	0 (0.0)	2 (4.7%)	4 (10.3%)	0 (0.0)	6 (27%)
25-50%	0 (0.0)	33 (76.7%)	7 (17.9%)	0 (0.0)	40 (17.7%)
50-75%	0 (0.0)	0 (0.0)	9 (23.1%)	0 (0.0)	9 (4.0%)
75% above	0 (0.0)	8 (18.6%)	10 (25.6%)	0 (0.0)	18 (8.0%)
Nothing Get Implemented	60 (100.0%)	0 (0.0)	9 (23.1%)	84 (100.0%)	153 (67.6%)
Total	60 (100.0%)	34 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source: Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The views of DPC members were negative on the percentage of approved activities of the plan implemented in both the States, namely Bihar and Assam. The district administration consolidates the list of activities to be selected for implementation submitted by heads of all the departments within the district based on the allotted schemes. Therefore, members of DPC in these States expressed their unhappiness on the dominance of

bureaucracy and suppression of political democracy. In the case of Maharashtra, majority people responded for implementation of 25–50 per cent of activities proposed and approved plans. In the case of Madhya Pradesh, majority respondents reported an implementation of 50-75 per cent and also more than 75 per cent. It reflects that Madhya Pradesh and Maharashtra are making adequate efforts on bringing realistic plans and getting



implemented those plans. The DPCs are getting vitalised especially in Maharashtra and Madhya Pradesh because DPCs are having power of allocating and sanctioning funds.

**Table 4.50: Opinion on level of Worthiness of District Plans in the Context of Holistic District Development**

Percentage Class Interval	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Below 25%	60 (100.0%)	6 (14.0%)	16 (41.0)	84 (100.0)	166 (73.5)
25-50%	0 (0.0)	33 (76.7%)	7 (17.9%)	0 (0.0)	40 (17.7%)
50-75%	0 (0.0)	0 (0.0%)	9 (23.1%)	0 (0.0)	9 (4.0%)
75% above	0 (0.0)	4 (9.3%)	7 (17.9%)	0 (0.0%)	11 (4.8%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

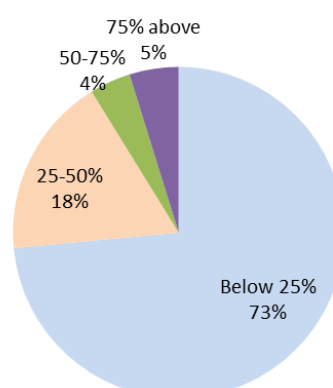


# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

Comments on the quality of plans prepared by the DPC members from different States in the context of holistic development of the district reflects, in Bihar and Assam quality of district plans are

having worthiness of below 25 per cent. In other two States varying responses were reported in the case of Maharashtra the plans were rated for 25-50 per cent worthiness, in the case of Madhya Pradesh 50 per cent of members reported for 50 – 75 per cent as well as more than 75 per cent. The reasons for low-level of ranking viewed by the sample population were due to less importance to the realistic process of participatory planning, listing of target-oriented activities by the sectoral department and lack of having a holistic view of district development.

**Figure 4.28: Opinion on level of Worthiness of District Plans in the context of Holistic district Development**



### Suggestions for Improving the Functional Ability of the DPCs

**Table 4.51 Opinion on Need Importance of DPC in the Development of District**

Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Yes	60 (100.0%)	36 (83.7%)	32 (82.1%)	82 (97.6%)	210 (92.9%)
No	0 (0.0)	7 (16.3%)	7 (17.9%)	2 (2.4%)	16 (7.1%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

Table 4.51 reflects majority of the members from all the States viewed on the DPC has to play vital role in understanding the problems by talking to different sections of people and various institutions working in the regions. In majority of the States including study States, the status of DPC is getting diminished due to various political as well as administrative reasons.

**Table 4.52: Status of Performance of DPC as per the Provisions of the PRI State Act**

Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Very Strong	0 (0.0)	9 (20.9%)	0 (0.0)	0 (0.0)	9 (4.1%)
Strong	8 (13.3%)	4 (9.3%)	6 (15.4%)	2 (2.4%)	20 (8.8%)
Satisfactory	20 (33.3%)	8 (18.6%)	22 (56.4%)	19 (22.6)	69 (30.5%)
Not Satisfactory	32 (53.4%)	22 (51.2%)	11 (28.2%)	63 (7.5%)	128 (56.6%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

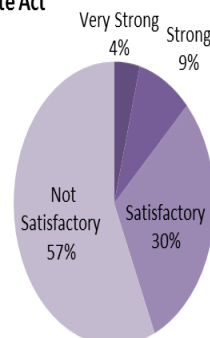
Source: Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

Views of DPC members on the provisions of State PR Act on functioning of DPC has been presented in Table 4.52. It reflects that majority of the members (56.6 per cent) were not satisfied with provisions of State PR Act and only 30.5 per cent expressed just satisfaction. It shows, the

State government provided big role with limited powers especially lack of manpower and lack of budgetary provisions for functioning of DPCs. Somehow Maharashtra and Madhya

**Figure 4.29: Status of Performance of DPC as per the provisions of the PRI State Act**



Pradesh have given at least functional powers in deciding developmental schemes and supervisory role on implementation of planned schemes. In other two States, namely Bihar and Assam the Act simply mentioned on the constitution of DPC and activities to be performed. But no action has been made even on such provisions which reflects on dormant or inactiveness of DPCs.

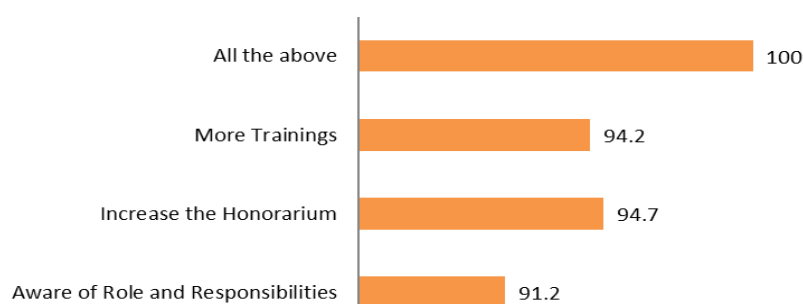
**Table 4.53: Suggestions to Improve the Attendance of the DPC Meetings**

Suggestions	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Aware of Role and Responsibilities	57 (95.0%)	41 (95.3%)	25 (64.1%)	83 (98.8%)	206 (91.2%)
Increase the Honorarium	56 (93.3%)	42 (97.7%)	33 (84.6%)	83 (98.8%)	214 (94.7%)
More Trainings	57 (95.0%)	42 (97.7%)	32 (82.1%)	82 (97.6%)	213 (94.2%)
All the above	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

The study made an attempt to collect opinion or suggestions for improving the attendance or active participation of DPC members in the process of District planning. Major suggestions were reported in the table, it reflects 91.2 per cent have suggested to provide adequate awareness on the role and responsibilities of the members and their importance towards contributing to their district development, similarly 94.7 per cent suggested for provision of financial incentives in terms of honorarium or sitting fees to the members which will attract more people attending DPC meeting and contributing to the cause. Further, 94.2 per cent from all the States requested for conduct of more training with a short span of intervals on various subjects for the purpose of building required capacity related to the district planning. Therefore, creating awareness, provision for monetary benefits and capacity building are very essential.

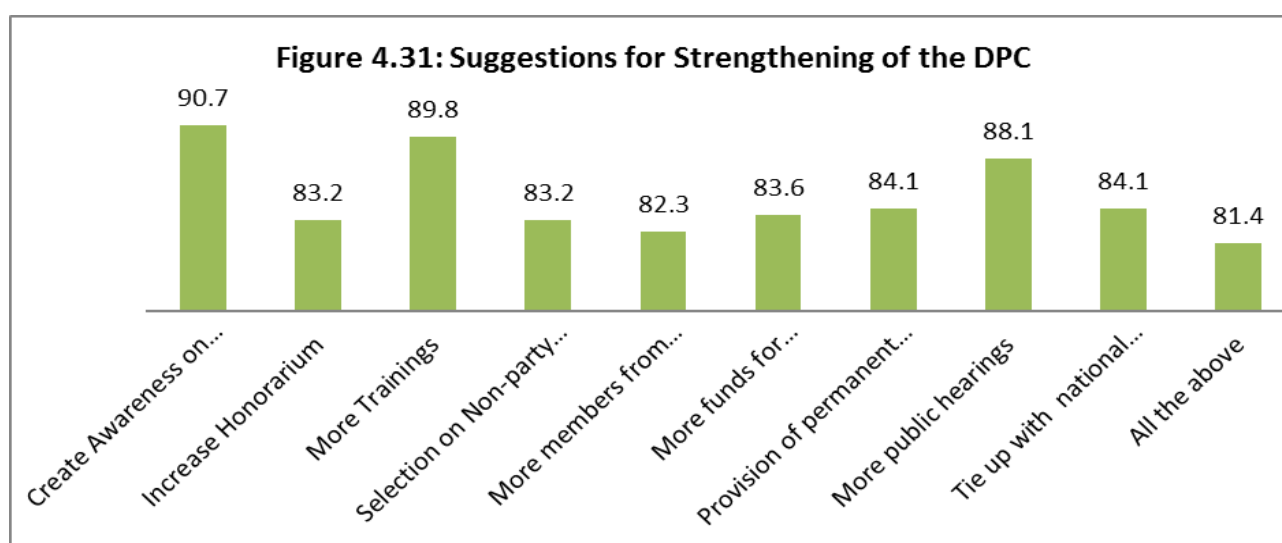
**Figure 4.30: Suggestions to Improve the Attendance of the DPC Meetings****Table 4.54: Suggestions for Strengthening of the DPC**

Suggestions	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Create Awareness on Role and Responsibilities	60 (100.0%)	43 (100.0%)	35 (89.7%)	67 (79.8%)	205 (90.7%)
Increase Honorarium	59 (98.3%)	41 (95.3%)	22 (56.4%)	66 (78.6%)	188 (83.2%)
More Trainings	59 (98.3%)	43 (100.0%)	35 (89.7%)	66 (78.6%)	203 (89.8%)
Selection on Non-party basis	59 (98.3%)	43 (100.0%)	20 (51.3%)	66 (78.6%)	188 (83.2%)
More members from the Sectoral Departments	59 (98.3%)	41 (95.3%)	20 (51.3%)	66 (78.6%)	186 (82.3%)
More funds for administrative expenses	59 (98.3%)	43 (100.0%)	22 (56.4%)	65 (77.4%)	189 (83.6%)
Provision of permanent manpower and office accommodation	59 (98.3%)	43 (100.0%)	22 (56.4%)	66 (78.6%)	190 (84.1%)
More public hearings	59 (98.3%)	41 (95.3%)	33 (84.6%)	66 (78.6%)	199 (88.1%)
Tie up with national level institutions for planning	59 (98.3%)	41 (95.3%)	24 (61.5%)	66 (78.6%)	190 (84.1%)
All the above	59 (98.3%)	40 (93.0%)	20 (51.3%)	65 (77.4%)	184 (81.4%)

Source: Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

This table also presents views of DPC members on strengthening the DPC. Almost all the members from all the States strongly supported the need to conduct more awareness programmes on explaining role and responsibilities and necessity to play the assigned roles for the people whom they are represented. Similarly, provision for increasing honorarium will not only increase the attendance of the members and also will increase the percentage of responsibility in attending and contributing for the development. Capacity Building for imparting skills on planning as well as orientation on identification of problems as well as needs of people within the district also gets importance which is lacking in the majority of the members of DPCs in all the study States. It is interesting to note that the political members themselves advocated for selection of DPC members through apolitical nature giving due importance to the subject expertise. It was also suggested by majority members on inclusion of more members from the sectoral departments. As like in the State of Maharashtra and Madhya Pradesh more financial powers as well as supervising roles have to be given to the DPC which will improve the responsibility to the implementing agencies. Another very important suggestion made by the members from all the sample regions provision of permanent manpower and creation of office accommodation exclusively for DPC will improve the performance-level. It was also suggested to plan for more interactions with the people while conducting the planning process at the Gram Panchayat-level to understand the real nature of problems and seeking appropriate strategies to fulfil the needs of the community. Similarly, more partnership with the locally available institutions as well as reputed institutions at national-level can be involved in capacity building as well as facilitating the planning process at the district.



**Table 4.55: Opinion on Public Hearing of Consolidated Plans Before Approval of the Plan**

Responses	States				Total
	Bihar	Maharashtra	Madhya Pradesh	Assam	
Yes	52 (86.7%)	41 (95.3%)	31 (79.5%)	67 (79.8%)	191 (84.5%)
No	8 (13.3%)	2 (4.7%)	8 (20.5%)	17 (20.2%)	35 (15.5%)
Total	60 (100.0%)	43 (100.0%)	39 (100.0%)	84 (100.0%)	226 (100.0%)

Source : Data Collected from the Field.

# Figures in the parenthesis in the States column represents percentages to the State total and end column represents percentages to total study population.

It is very much essential to present the draft plan or activities proposed in the district plan in front of people or representatives of people from different institutions. Even though it is cumbersome activity which will give a lot of insights on the proposed activities for finalisation and avoid duplication. This activity is part and parcel of the participatory planning process but in majority cases the districts are reluctant to convene public forums to discuss the draft plans before approval. Around 85 per cent have supported public hearing on the draft plan.

## CHAPTER – 5

### FINDINGS AND RECOMMENDATIONS

This chapter presents the field-based findings and suggestions yielded through data collected focusing the objectives of the study. The study was conducted in four States, namely Assam, Bihar, Madhya Pradesh and Maharashtra. Along with the personal interview, people's opinions were collected through focussed group discussions/informal discussions. Opinions of officials from Sectoral departments were also taken into consideration in writing this report.

#### 5.1 Findings

- Total number of members of DPC varies from district to district across the States. MLAs, MPs, Mayors of municipalities of the constituencies under the jurisdiction of district along with subject experts, and representatives/officials of line departments are Special Invitees of District Planning Committees.
- In the States of Assam, Maharashtra and Madhya Pradesh, one-fifth of members were 'Nominated Members' representing line departments and subject experts, but one of the study States, namely Bihar, the DPC has provision of only elected members of ZPs.
- Gram Panchayat or Block Panchayat members were not included in the process and no provisions for nominated members.
- The study covered 77 Zilla Panchayat elected members, 15 per cent from urban local bodies, namely Town Panchayats or Municipalities, 6.6 per cent of Block Panchayats and 1.4 per cent Gram Panchayats. The study shows less or no representation from block and Gram Panchayats to the DPC.
- All the members of DPCs are political members elected by the people including nominated members or special invitees like MLAs and MPs.
- The tenure of membership is according to the period, coterminous with the election to local bodies of State concerned. There is no provision for permanent members to the DPCs in any of the sample States.

- The tenure of the District Planning committee is five years as usual to any other statutory people's body. In the study region, 37.2 per cent members exclusively from Assam served as members between 1-2 years. And 62.8 per cent members from Bihar, Maharashtra and Madhya Pradesh have experience as DPC members between 2-3 years.
- Around 68 per cent are namesake members and not involved in any fruitful activity as DPC members. In the State of Maharashtra (81.4 per cent) and Madhya Pradesh (94.9 per cent) they were actively participating in the discussion on agenda.
- The PRI Acts of States do not mandate any educational qualification or subject expertise, they are qualified as members because they got elected as members to the Zilla Panchayat.
- More than 90 per cent of DPC members did not have specialised experience or subject knowledge in the field of agriculture, animal husbandry, planning, engineering, politics and administration.
- Only around 33 per cent reported favourably having experiences in the field of rural development and Panchayati Raj. Almost all the members had some background idea on the number of subjects required but adequate knowledge for planning and monitoring of development programmes were lacking in the DPC.
- All the respondents reported positively accepting powers and functions are given to the members of DPC but they lack awareness. Around 54 per cent appreciated the adequate powers given to the DPC and its members. But, mentioned the need of further provision for more powers. Almost all reported a similar opinion on strengthening DPC to function as a regular institution focussing on vital areas in leading development in the district.
- Out of 46.4 per cent not aware of the provisions of PRI Act, lack of interest to know the provisions (36.5 per cent) and even knowing 'no possibility to execute' were reported by 63.5 per cent. In continuation to the level of awareness, further discussion revealed that the PRI Act did not make provisions for compulsory attendance of members of DPC or taking part in the process of planning and related discussions.



- Majority members responded, not many powers were given and even the given powers could not be exercised as per the wishes of the individual members. Majority of the respondents (85 per cent) expressed lack of freedom to discuss in detail in the meeting.
- The views of respondents agreed for having freedom to exercise the duties prescribed by the respective State PRI Act. Out of 15.5 per cent of the respondent's majority were not fully satisfied but responded for partial satisfaction. Various departments prepare a list of activities for the current or coming years and the same get approved by the DPC without discussions. Even if any member raises issues for detailed discussions would be suppressed by the local MLA or MP or district administration.
- Responses on 'reaction against suppression of views of members looking for explanations' around 37 per cent were reported for 'no reaction' and around 24 per cent 'keeping silent' in the future meetings. Only 23 per cent make an argument until proper explanation was given by the department concerned. In the study States of Madhya Pradesh and Maharashtra, DPCs are chaired by the Minister in charge of the district.
- Majority of the respondents did not understand the Acts properly and responded based on their experiences. Even though the PRI Act in Bihar and Assam mentioned about conducting at least two meetings, majority people reported that only one meeting was held.
- Bihar and Assam have not conducted any meeting for the years 2014-15 and 2015-16 but their respective State Act has provision for conduct of 2-3 meetings. The district-level officials were accepting the truth of not following the provisions of the Act. Madhya Pradesh and Maharashtra conducted 2-3 meetings.
- Around 63.7 per cent respondents particularly in the States of Assam and Bihar did not attend any meetings in the past two-year period. In two other States, the sample respondents attended more than 3 meetings.
- In Assam, Madhya Pradesh and Maharashtra, the Acts made provision, requiring one-third of members to constitute quorum to conduct the meetings and in the case of Bihar more than half of the members have to be present in the meeting for quorum. In

Maharashtra, the meetings were conducted as per the schedule without postponement. In other two States, meetings were not conducted.

- Out of 226 respondents of the study, 68.6 per cent reported that they received invitation by hand and remaining members received through post.
- The major agenda of the DPC is to assess Five-year plan and perspective plans for the district prepared by the panchayats and urban local bodies and entrusted to coordinate the process of preparation of integrated draft Five-year plan. Monitoring, evaluation and review of all schemes and programmes being implemented in the district and submission of periodic progress reports to the State government on the district plan.
- The States like Bihar and Assam have not conducted DPC meetings for past two years, but the respondents have given answers based on the previous experiences when BRGF was in operation.
- Major agenda of the DPC, around 88 per cent reported for no proper discussion and planning for development, further around 82 per cent revealed no proper discussion and consolidation of plans and 82.7 per cent respondents revealed that the meetings are getting concluded simply by reading agenda and getting signatures from the members.
- Around 77 per cent sample respondents reported allowances were not provided for attending the meeting and 23 per cent reported receiving allowance. Level of attendance in the view of not having financial incentives received around 60 per cent of members attended the DPC meetings and 100 per cent in the State of Madhya Pradesh.
- The departments prepare the list of requirements for five years or one year and it gets consolidated. The consolidated document is placed for the signature of the members for approval. Therefore, presentation, discussion and approval will take more time which happens in Maharashtra and Madhya Pradesh spending 3-4 hours or 4-5 hours and sometime more than five hours as reported by majority members of the respective State. But in the case of Bihar and Assam majority members reported meetings held for less than one hour.

- In the State of Assam and Bihar, the Zilla Panchayat Chairman is the Chairman of District Planning Committee, in Maharashtra and Madhya Pradesh the State Minister in charge of the district is chairing the DPC.
- Around 54 per cent reported that they did not participate in the process of plan preparation, 15 per cent respondents reported that they were silently participating in the process and not contributing anything to plan preparation. In that 14.2 per cent of the DPC members like Chairman of DPC, Chairman of Standing Committees and members fully participated in the preparation of plans and contributed for consolidation of the plans of the district.
- Majority viewed only at the time of the DPC meeting majority members knew about the district plan and no process of participatory preparation or consolidation of plans at the district-level was conducted so far.
- More than 67 per cent of sample respondents said their ideas or works suggested were not included, followed by 16.8 per cent said that only below 25 per cent of their requests were considered in the plans.
- The District Planning Committee members were unknown about the process of plan preparation at various levels and even they did not know the plan preparation is a major duty of DPC. Because of that, the DPC members were not much interested in the planning process.
- Around 72 per cent of the sample respondents reported 'Not Active' and not participated in the preparation of plans and 18.6 per cent respondents were 'Active to Some Extent' but not involved in preparation of plans but know the plan and its process. Especially in the State of Maharashtra and Madhya Pradesh DPC member's motivation levels were high compared to Assam and Bihar.
- DPCs have not played any major role as mentioned in the respective State Acts. Even in the study region, in Assam and Bihar DPCs were not functioning according to their State PR Act. The DPCs were 'Active to some extent' in the State of Madhya Pradesh (69.2 per

cent) and Maharashtra (32.6 per cent). DPCs were 'Very Active' in the State of Maharashtra (65.1 per cent) because only in Maharashtra all development funds meant for districts are routed through DPC.

- All the sample members from Bihar and also majority members from other sample States reported only members elected to Zilla Panchayat can be nominated to the DPC. In the case of Maharashtra and Madhya Pradesh along with the ZP members, MLAs and MPs also can become part of DPC. The subject experts are also called for the meetings as special invitees to contribute for the development drive of the district
- In the opinion of sample members, around 59 per cent reported the necessity to have educated members to the DPC. Dealing of so many subjects of planning and monitoring requires educated, experienced and knowledgeable members. But around 41 per cent reported educational qualification should not be kept as mandatory qualification to become a member of DPC, because of the prevalence of high illiteracy.
- Out of 226 elected members/DPC only 33 people were covered under one day orientation. Further training was not given to those members. Every State is having institutions at various-levels to train the functionaries and elected members of the PRIs with different modules. In such training one of the major components/modules was planning for GP and district-level. Apart from government institutions, many NGOs are also involved in creating awareness on the roles and responsibilities of PRIs.
- The data represents the number of respondents who attended the training programme, 85.4 per cent respondents reported that they never attended either any awareness generation or capacity building training programme as a member of DPC or even as elected member of PRI.
- Around 91 per cent of the members selected the least option, i.e. 'Good'. Only around 9 per cent reported the quality of the training was 'Very Good'
- The responses of all the members reported for 'Not Satisfied' on the duration of the training programme. On further interaction with the sample population revealed the need for quality training with longer duration or more number of training with

periodical intervals. Especially, DPCs require better skilled and capacitated resourceful persons for better planning and monitoring .

- The responses show 96.7 per cent trainees of DPC members were given training at the district-level training institutions like DTRC. The NIRDPR made adequate efforts in the recent past to train the DPC members across the nation by understanding the importance of the role of DPC in nation building. The DPC members, who have attended training (14.6 per cent), were given training by the government institutions.
- Almost all the members responded for the need of more training or workshops on different subjects like the role of Zilla Panchayat, functions of DPC, role of Standing Committees and other functional committees.
- A majority of the members of DPC unanimously requested training covering subject domain, attitudinal and behavioural change orientation, powers and functions of DPC liaison with Zilla Panchayat, Block Panchayat and Gram Panchayats.
- Majority people accepted for availability of separate office infrastructure with adequate administrative mechanism in Maharashtra and Madhya Pradesh, but it is not available in Bihar and Assam.
- The State of Maharashtra has given special budget provision to meet the administrative expenses and other related office consumables. All members have opined on non-existence of grievance redressal mechanism in any of the study States.
- Even the well facilitated State, namely Maharashtra also has problems pertaining to administrative issues. For example, the Chief Planning Officer is one of the guiding or facilitating force supposed to be placed with the organisation attached with DPC but in reality, the CPOs have been placed under the control of the District Collector/Deputy Commissioner (DC) but DPC comes under Zilla Panchayat which always creates problem of coordination in the process of District Planning.
- The composition of members of DPC according to the opinion of the sample respondents are in Madhya Pradesh the District Collector is determining the number of members to

be elected from urban and rural areas of the district. Among the elected members of the Zilla Panchayat, Municipal Corporations, the Municipal Councils and Nagar Panchayats of the district will be considered for election as DPC members. Four-fifth of the total number of members of the committee are elected and the number of members from rural and urban areas are in proportion to the population from both regions of the district. The special invitees are MPs and MLAs whose constituencies lie wholly or partly in the district; President of ZP & Mayor of Municipal Corporation in district in case they are not elected to the DPC also included.

- In Bihar the State Election Commission will conduct the election for selecting the DPC members. Four-fifth of the total number of members of the District Planning Committee elected in prescribed manner by the elected members of the District Council and the Municipal bodies in the district according to the ratio of population of rural and municipal areas. The District Magistrate and the Chairperson of the District Cooperative Bank/Land Development Bank are permanent special invitees of the DPC.
- In Maharashtra selection of members is as in Bihar but it is the only State having statutory provisions for women and communal reservation, earmarking memberships to the Scheduled Castes (SCs), Schedule Tribes (STs) and Backward Class (BCs). In consultation with the Chairperson of the District Planning Committees shall nominate 10, 12 and 15 persons ordinarily resident of the area of the District Planning Committee and having knowledge of district planning as special invitees.
- In Assam also a similar process has been followed as in Bihar. The Deputy Commissioner of the district is permanent invitee of the committee as an Ex-Officio Member. The Chief Executive Officer of the Zilla Parishad is Ex-Officio Secretary of the Committee.
- The responses to various questions placed on the performance of the DPC reflect ineffectiveness overall in Bihar and Assam but found better performance in other two sample States, namely Maharashtra and Madhya Pradesh.
- Major issues like 'Non-availability of monetary benefits' as reported by all the members in all the sample States. Majority of the members in all the States except Madhya Pradesh

face the problem of 'No freedom' to talk and express their views on preparation and consolidation of district plans.

- All the members from Bihar, Madhya Pradesh and Assam reported lack of subject experience or knowledge in the field of planning and also subjects related to sectors of development. Further majority of people viewed all the above problems as also existing in one or the other meetings.
- The members from Bihar and Assam were in the mood of disappointment and frustration at the lack of effort to constitute or conduct DPC meetings for the past two years. They found fault with the State government for its reluctance on giving importance to the DPC.
- Around 26 per cent and 46 per cent of the members from Maharashtra and Madhya Pradesh respectively reported on the administrative dominance by the district collector and CEO of Zilla panchayat, similarly minister being the chairman of DPC in these States, members find suppression on expressing the views of independent members as well as members from opposition party.
- A majority members from Bihar and Assam expressed their unhappiness on lack of opportunity to participate or express their views useful for the development of the district and found fault with the State government.
- A majority of the respondents agreed the existence of problems. None of the States has given information on dealing with the issues related to administration and capacity building of DPC. Majority of the States are handicapped because of lack of administrative mechanism, technical man power and funds to operate the DPC functions
- Among the study States, a majority people from Bihar, Maharashtra and Madhya Pradesh reported for non-availability of subject expertise for the majority of the DPC members and no clarity on the roles and responsibilities. The members feel proud being a member of DPC but not any political or administrative functions are assigned to them which creates hollowness in their role play .

- Similarly, a majority of the respondents are not aware about flow of funds to the district or below institutions, the planning is supposed to be prepared with the available resources or to link with the scheme funds.
- Majority members responded to the prevalence of all the problems which hurdle the process of planning at the district-level. Presence of civil society participation or representation is missing in all the States which is also one of the problems reported by the a majority of people from Bihar.
- Around 79 per cent from Assam reported delay in submission of Block Panchayat and Gram Panchayat plans led to delay in consolidation of district plans. The priorities of urban local bodies and rural local bodies are entirely different which hurdles the process of consolidation as represented by a majority of 64 per cent from Bihar and Assam and also around 40 per cent from Maharashtra. It was reported on the possibility of power clash among various tiers of PRIs which was represented by 80.5 per cent from three study States except Madhya Pradesh.
- Lack of coordination and mutual concern are also one of the problems faced during consolidation of plans which was expressed by 66.4 per cent from all the members of Bihar and majority members from Assam and Maharashtra.
- Another major problem is lack of support from line-departments mainly in Bihar and Assam due to differences of opinion between elected representatives and officials. The departmental representatives finalise the activities based on the available scheme funds mainly focussing on target and achievements but elected representatives will have a visionary plan which leads to problem in arriving consensus.
- Responses from majority respondents in Bihar, Madhya Pradesh and Assam rejected the existence of political rivalry but in the State of Maharashtra 72 per cent agreed on hindrances from members of dominant political parties or ruling political parties because in this State, the DPCs are headed by the State minister in charge of the district. The members feel embraced in confrontation with the State minister.
- A majority of respondents (62.4 per cent) from Bihar said negatively on further adding of



political representation to the DPC because majority of the members are already represented to the DPC from political parties.

- It shows since DPC is dormant in Bihar and Assam the district administration plays a major role in finalising the development activities vice-versa DPC is very active in Maharashtra and Madhya Pradesh therefore it holds responsibility of identifying development sector and finalising of district plan.
- The Zilla Panchayat does not have an effective role in all the States of the study but it plays the role of coordinating the process of district planning along with the district administration.
- The views of DPC members were negative on the percentage of approved activities of the plan implemented in both the States, namely Bihar and Assam. The district administration consolidates the list of activities to be selected for implementation submitted by heads of all the departments within the district based on the allotted schemes.
- Therefore, members of DPC in these States expressed their unhappiness on the dominance of bureaucracy and suppression of political democracy. In the case of Maharashtra, the majority of people responded for implementation of 25 – 50 per cent of activities proposed and approved plans.
- In the case of Madhya Pradesh, majority respondents reported an implementation of 50-75 per cent and also more than 75 per cent. It reflects that Madhya Pradesh and Maharashtra make adequate efforts on bringing realistic plans and getting implemented those plans.
- In Bihar and Assam quality of district plans are having worthiness of below 25 per cent. In Maharashtra the plans were rated for 25-50 per cent worthiness, in the case of Madhya Pradesh 50 – 75 per cent as well as more than 75 per cent.
- The table reflects that the majority of the members from all the States viewed on the DPC have to play a vital role in understanding the problems by talking to different sections of

people and various institutions working in the regions. A majority of the States including study States, status of DPC is diminishing due to various political as well as administrative reasons.

- A majority of 56.6 per cent members were not satisfied with provisions of State PR Act and only 30.5 per cent expressed just satisfaction. It shows the State government provided a big role with limited powers especially lack of manpower and lack of budgetary provisions for functioning of DPCs.
- Bihar and Assam, the Act simply mentioned the constitution of DPC and activities to be performed. But no action has been made even on such provisions which reflects on dormant or inactiveness of DPCs.

## 5.2 Recommendations

The study made an attempt to collect opinion or suggestions for improving the attendance or active participation of DPC members in the process of District planning. Those Suggestions and recommendations are presented below for further policy frame and for necessary changes in the existing guidelines:

- More than 91 per cent have suggested providing adequate awareness on the role and responsibilities of the members and their importance towards contributing to their district development.
- It is also essential to impart relevant training on financial management and the importance of Rural Development. Since the villagers rely on agriculture and allied sectors, training on those subjects is very much needed for the people who are involved in the participatory planning process. Planning process requires expertise in the field of incorporating gender issues and strategies for gender mainstreaming and women empowerment. The line department representatives and officials of supporting DPC also need to be oriented and aware to be created about the roles, functions and powers of DPC.
- Similarly, around 95 per cent suggested the provision of financial incentives in terms of

honorarium or sitting fees to the members which will attract more people attending DPC meetings and contributing to the cause.

- Sitting allowance to the tune of Rs. 2000 per meeting should be allowed for a non-government member of DPC which will increase the attendance of the members as well as build the responsibility of the members.
- More than 94 per cent from all the States requested for conduct of more training with short span of intervals on various subjects for the purpose of building required capacity related to the district planning. Therefore, creating awareness, provision for monetary benefits and capacity building are very essential.
- Almost all the members from all the States strongly supported the need to conduct more awareness programmes on explaining roles and responsibilities and necessity to play the assigned roles for the people whom they are represented. Similarly, provision for increasing honorarium will not only increase the attendance of the members and also will increase the responsibility in attending and contributing for the development.
- Capacity Building for imparting skills on planning as well as orientation on identification of problems as well as needs of people within the district also gets importance which is lacking in the majority of the members of DPCs in all the study States.
- It is interesting to note that the political members themselves advocated for selection of DPC members through apolitical nature giving due importance to the subject expertise. It was also suggested by majority members on inclusion of more members from the sectoral departments.
- As like in the States of Maharashtra and Madhya Pradesh more financial powers as well as supervising roles have to be given to the DPC which will improve the responsibility to the implementing agencies.
- Another very important suggestion made by the members from all the sample regions provision of permanent manpower and creation of office accommodation exclusively for DPC will improve the performance-level.

- It was also suggested to plan for more interactions with the people while conducting the planning process at the Gram Panchayat-level to understand the real nature of problems and seeking appropriate strategies to fulfil the needs of the community.
- More partnership with the locally available institutions as well as reputed institutions at national-level can be involved in capacity building as well as facilitating the planning process at the district.
- It is very much essential to present the draft plan or activities proposed in the district plan in front of people or representatives of people from different institutions. Even though it is cumbersome activity which will give a lot of insights on the proposed activities for finalisation and avoid duplication. This activity is part and parcel of the participatory planning process but in majority cases the districts are reluctant to convene public forums to discuss the draft plans before approval.
- Complete understanding of various projects and schemes of different departments of the State government should be given to the members of DPCs.
- Provision should be made for adequate incentives to Panchayats for preparation and submission of their development plan in time. Inter alia provision should also be made that the panchayats falling in preparation of annual development plan may be arranged at a certain percentage of the allocation from the State government.
- Initially national-level institutions may be contacted for a short-term period (maximum one year) to assist the DPC in preparation of Integrated Consolidated District plan.
- Earmarking of funds for administrative expenses of the DPCs.
- The plan submitted by the DPC should be seriously considered by the State government and necessary sanction/approval accorded in time. The DPC budget must be reflected in the State budget.
- DPC meetings should be held at least twice in a year and not more than six months shall intervene in between two meetings. It should be made mandatory and the State

government has to make initiatives to ensure conduct of meetings and has to be linked with the annual fund allocation or release.

- It is essential to consider by the State governments to appoint the Chairman of the ZP as Chairman of the DPC instead of putting the Minister chairing the DPC. It will help to have better coordination of various departments and also it will facilitate a meaningful discussion by all the members and will avoid dominance in decision-making.
- It may be considered to root through all the development activities with the approval of DPC and periodical overall monitoring the CSS as well as State schemes by the DPC.
- Notice for DPC meetings is issued 4-5 days in advance but sometimes they do not reach on time. Sometimes it becomes difficult for members to be present at a short notice. However, all DPC members are telephonically informed 2-3 days in advance. Efforts must be ensured to inform the members well in advance through modes of communication for better reach.
- The draft plan/agenda which is to be discussed during the DPC meeting is not always shared with the members beforehand as the practice should be which gives very little time to the members to read and react. This practice should change and give adequate time to read and understand the technical feasibility and social acceptability of the activities proposed in the draft plan.
- No sub-committees of the DPC have been formed officially. If at all it has been formed on paper, members are not aware about the same. According to the State Acts, there should be five to seven standing committees of the ZP and meetings to be conducted at the committee-level before finalising the draft plan. One ZP member can be in a maximum of three committees and can be the Chairman of one committee.
- The present process of district planning, DPC meetings are basically instances of departmental reviews with 2-3 departments being reviewed during every meeting with targets being set for the next quarter. Members discuss local problems based on petitions they receive from their constituencies. Line departments represented by the district heads or their representatives take a note of the issues and problems put forth by the

members. Annual plan preparation process is basically a collection of activities, schemes, and requirements of departments through decentralised planning. This process has to be changed in a realistic manner as proposed in the guidelines or manual of Integrated District Planning issued by the Ministry of Panchayati Raj.

- There is a TSG for every 3-4 GPs which collects demands from the GP. However, there is no guarantee whether the Gram Sabha has prioritised those demands or it has been put forth by the Sarpanch and the Secretary or those demands are at all listed in the approved GP plan.
- The TSG is composed of personnel from a few line departments like the ANM, AWW, Sub-engineer, NGOs and intellectuals who collect the information in standard formats. ZP and JP members are also part of TSG. However, priorities can be changed and are often changed by line department heads depending on resources, priorities set by the government and political considerations, etc. Departments prepare budgets on identified activities, and send it to the DPC for approval and forward to the State. There is hardly any time to discuss during the DPC meetings on those activities and hence they are considered with any debates, discussions or analysis.
- It was noticed that poor monitoring at the district level by the line department and the DPC members are not well aware about how to monitor programmes. Some of them do not actually bother to monitor even if they can. There is no TSG at the DPC-level and no sub-committees have been formed.
- The District Statistical Handbook is not used by the DPC or the line departments as every data is online. The DPC discusses only the State plan. Many departments however do not share their plans with the DPC until or unless that department is included in the meeting agenda.
- As per the present practice, the ZP President has literally no role to play and is present only as a member in the States having the State minister heading the DPC. Similarly, the DPC or the DPO has nothing to do with the GPDP which comes under the ZP and is looked after by the Additional CEO in charge of Rural Development.

- The composition of DPC should possibly include members from all the levels of PRIs, mainly representation from Gram Panchayats, Sarpanch as well as members and also chairperson of the Block Panchayats which is missing at present.

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