

CHAPTER III: PLANNING

3.1 Policy and Planning

Government of India envisages an inclusive and participative planning process for the development of Districts. The 74th Amendment to the Constitution mandates the establishment of a District Planning Committee (DPC) for consolidating plans prepared by Panchayats and Municipalities of the District into an integrated District Plan. All three tiers of the local administration, *viz.*, DRDA, Blocks and GPs were to prepare an Annual Action Plan (AAP) at the beginning of each financial year equivalent to about 125 *per cent* of their share of funds allocated in the preceding year and no work is to be taken up unless it forms part of the AAP.

A District Level Vigilance and Monitoring Committee (DVMC), formed in 10th May 2005, with a Cabinet ranked minister from the District as the Chairman of the Committee, is the apex body in the District. The Committee was to meet as and when felt necessary in a year, and should particularly meet in the month of August for scrutiny/amendment of District level plans, preparation of Perspective Plan and Integrated Plan for overall development of the District. Review and monitoring of implementation of Schemes was also in the ambit of the DVMC.

3.2 Perspective and Annual Plans

Scrutiny revealed that the District Level Vigilance and Monitoring Committee (DVMC) had not prepared any Perspective Plan prior to 2007-08. However, the Department claimed that the Gram Sabha had selected and planned the Schemes and got them approved by DVMC. But no evidence in this regard was on record. The DVMC met four times during 2005-11 to review the progress of implementation of the development Schemes.

Plan under Urban Development involves planning for employment generation in urban areas under the “Swarna Jayanti Sahari Rojgar Yojana” (SJSRY) Scheme and planning for Infrastructure Development under “Integrated Development of Small and Medium Towns” (IDSMT).

SJSRY includes two sub-schemes, *viz.*, “Urban Self Employment Programme” (USEP) and “Urban Wage Employment Programme” (UWEP). The Scheme is to be administered by the District Urban Development Authority (DUDA), with active participation of the District units of Town and Country Planning (T&CP) and Urban Local Bodies (ULBs). DUDA did not prepare any Action Plan for implementation of SJSRY. Besides, preparation of a shelf of projects and identification of beneficiaries survey were not done. The planning process for implementation of IDSMT was yet to be initiated.

Thus, preparation of AAPs was made on an ad-hoc basis and most significantly, survey and identification of beneficiaries was not carried out.

MGNREGS, SGRY and IAY were implemented by DRDA through BDOs during the period covered by the Review. Separate accounts were maintained by the BDOs for Anchal Samitys and Gram Panchayats, as there was no Panchayat building and there was no provision in the State Act, 1997, for appointment of GP Secretaries. Moreover, there were no Zila Parishad Secretaries. The PD, DRDA, is acting as the Chief Executive Officer (CEO) of the Zila Parishad. AAPs indicating location-wise distribution of works for execution based on proposals made by village level Committees/Gram Sabhas was absent. Under MGNREGS/SGRY, year-wise targets for employment generation were not fixed. Hence, there was lack of transparency in the planning process with reference to Guidelines.

In the absence of adequate planning in the District, schemes and programmes were implemented without assessing the actual requirement of the area/people.

Due to non-preparation of Perspective Plans and integrated Annual Action Plans for the development of the District with inputs from Blocks, GPs and ULBs, gaps in various developmental schemes/programmes remained unidentified, with the result that the felt needs of the weaker sections of society (both rural and urban) and the disparities between various regions and communities within the District could not be addressed.

Recommendation

Holistic perspective and integrated annual plans should be prepared for the district, based on a structured process of obtaining inputs from blocks and GPs and other stakeholders for a more realistic assessment of prime needs of the district.

There should be regular meeting of DVMC to monitor and review the progress of implementation of various developmental schemes being executed in the District.