Chapter - 1

INTRODUCTION
CHAPTER – 1

INTRODUCTION

Decentralization; in the context of planning, refers to the transfer of decision – making power for planning and administrative functions to the local level bodies. It involves the process of conferring power and authority to the formally created local authorities. In this sense decentralization involves both process of decentralization and devolution.1

District planning is a type of area – planning below the state level where the district is identified as the unit of meeting. A point between the ‘state and local bodies’.2

In a vast country like India, having a population of over 130 crore persons living in nearly six lakh villages under different graphical, ethnic and socio – economic conditions, it would be a fallacy to conceive of real democracy if a handful of ministers sitting at New Delhi. Mahatma Gandhi, the father of the nation, said “true democracy could not be worked by twenty men sitting at the center. It had to be worked out from below, by the people of every village.”3

He is also known as father of local self – government in India. His emphasis was mainly on the political and popular training of educated Indians through local representative bodies. In 1919, government of India introduced an Act of dyarchical system of local self – governance through Montague Chelmsford reforms. In order to bring local supervision and monitoring of development activities, local bodies were constituted under the new Act. The taluka/tehsils served as a basic unit for local boards and were responsible for sanitation, education and health services. These local bodies were also given powers to collect taxes. After the passage of

1 Maddick, Henry , Democracy, Decentralization and Development, Bombay, Asia Publish Co., 1963, P.23
Government of India Act, 1935, the local government Acts were passed by provincial governments to devolve powers of development and administration upon panchayats. They provided for administrative units like patwar circle, tehsil/taluka and district. But the provincial governments jealously guarded their interests by providing powers to the collector to supersede the decisions of local bodies. Local self government, being provincial subject, were not given any taxation powers.4

After independence on August 15, 1947 the new Constitution of India declared our country as sovereign, democratic, republic on 26th January 1950. Gandhiji considered the panchayats to meet the village needs and they focused on democratic decentralization for devolving power upon people. However, Ambedkar expressed concern about the caste ridden village society in India that had been detrimental to millions of people of weaker sections and he was very much for giving more power to people. In India, planning was introduced for the first time on Soviet top down model. The Central Government developed its own methodology and infrastructure for formulation of plans and development schemes and the states were required to execute them. They had no independent authority to decide their objectives and to draw their needs and priorities. Their main purpose was to secure the largest amount of grants from the center and they became gradually more and more dependent on central assistance and less interested in the mobilization of their own resources.

The first five year plan was launched in 1952 with a view to reducing poverty in rural India and introducing people’s participation in the development programme. Community development programme was launched in first five year plan in 1952 by creating 55 development blocks throughout the country. The community development programme was meant for rural development based on people’s participation and to initiate

the process of democratic decentralization for the transformation of the social and economic life of villages in a coordinated and planned way.\textsuperscript{5}

The basic premise of decentralized planning is involvement of local level representative in the formulation and implementation of plans and efficient utilization of resources and equitable distribution of benefits from development. In the case of public enterprises, decentralization implies autonomy for the management in respect to decisions relating to investment, production, pricing, wages and labour relations to ensure result oriented performance. Planning is the process of making decisions about how resources should be used to achieve policy objectives and therefore, it is an integral part of the politics and administration to make and implement decisions.\textsuperscript{6}

A district plan then may include programmes having regional considerations for villages, groups of village, talukas etc. and also programmes to be executed within the district and to be framed at the state level. The district plan should give an opportunity to the people to determine their needs and contribute to their fulfillment. District development councils were to be set up to assist the planning authorities at district level in the preparation of the plan.\textsuperscript{7}

**INITIATION OF DECENTRALISED PLANNING**

It was the enactment of the Constitution (73\textsuperscript{rd} and 74\textsuperscript{th} amendment) Act in 1992 which has ushered in new era of decentralized and democratic process where district is a key unit of multi-level planning and has also bestowed a constitutional status on rural (panchayat) and urban (municipality) local bodies to enable them to function as effective democratic self government institution. The 73\textsuperscript{rd} Amendment Act which was brought in to force in April, 1993 had added Articles which provide for

\textsuperscript{5} Ibid, PP.17-18
establishment and elections to panchayats. They comprise a new Schedule (Schedule 11), has been added which enumerates the functions to be delegated to the panchayats. The 74th Amendment Act was passed to establish municipalities and provides for elections to them. It has inserted part 9-A consisting of 18 Articles. Schedule 12 inserted by the Amendment mentions the functions to be assigned to the municipalities. The Act also provides for the constitution 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. The Amendment came into force on 1st June 1993.

DISTRICT PLANNING AND ITS IMPLEMENTATION

Further, to provide the integrated approach to formulate and implement the schemes and programmes, the government has made provision through an amendment in section 310A, to constitute the State Panchayat Parishad. With the Chief Minister in chair, minister of panchayati Raj as its member secretary. This nodal institution of promoting integration between panchayats and assigned with the task of initiating the amendments to schedule dealing with functions and more importantly to internalize the externalities and for motivating the panchayats to adopt the self regulatory mechanism, ensuring sustainability and viability to the system and its process.

SUBJECT UNDER DPC

Drinking Water Facility
a. Tube wells
b. Water tanks.
c. Hand pumps / Sumersible pumps.
d. Piped Drinking Water Supply

8 www.itpi.org.in
9 M.P. Dubey, Op cit, PP. 41-42
Education:

a. Extension of building / New Rooms / Walls etc. in Government educational instructions.

b. Other infrastructural projects such as boundary walls and parking sheds for student vehicles etc. for Government educational institutions.

Electricity Facility

a. Projects for lighting of public streets and places.

b. Projects of Government agencies for improvement of electricity distribution infrastructure within the prescribed limit of funds under District plan.

Health and Family Welfare

a. Buildings for hospitals, family welfare centres, public health care centres, ANM centres, within the prescribed limit of funds under district plan.

b. Mobile dispensaries in rural areas only.

c. Boundary walls of hospital / PHC/CHC etc., parking shed for the vehicles of patients.

Health and Family Welfare


b. Construction of flood central embankments.

c. Public lift irrigation projects.

d. Public ground water recharging facilities.

e. Other public irrigation projects.

Non-Conventional Energy Sources

a. Community Gobar-gas plants on panchayat/local bodies land only.

b. Non-conventional energy system / devices for community use.
c. Non – conventional energy system for providing light in Govt. Educational / Health Institutions etc.

Social Facilities
a. Construction of community centres.
b. Construction of public libraries and reading rooms.
c. Crematoriums and structures on burial cremation ground and boundary wall of cremation ground.
d. Construction of bus –sheds / bus stops for public use.
e. Buildings for cultural activities prone areas (not for individuals)
f. Public parks.
g. Any other infrastructural nature development work meant for the welfare of people of the area.

Roads, Pathways and Bridges.
a. Construction of roads, approach roads, link roads, pathways.
b. Construction of culverts and bridges.
c. Level crossing at unmanner railway crossing.

Sanitation and Public Health
a. Drains and gutters for public drainage.
b. Public toilets and bathrooms.
c. Other works for sanitation and public health.

Sports
a. Buildings for sports activities within the prescribed limit of funds.
b. Buildings for physical training institutions within the prescribed limit of funds.
c. Buildings for multi-gym within the prescribed limit of funds.
d. Fixed (immovable) spots equipment within the prescribed limit of funds.
e. Construction of stadium within the prescribed limit of funds.
f. Other public works for sports activities within the prescribed limit of funds.

Animal Care
a. Building for veterinary hospitals, artificial, unsemination centres and breeding centres.
b. Shelters for animals.


a. Creches and Anganwadies.
b. Development and beautification of parks by Horticulture Development.
c. All infrastructural nature works of the sectors meant for the welfare of the people of the area which have not been covered above.\(^\text{10}\)

**REVIEW OF LITERATURE**

Shri Ram Maheshwari\(^\text{11}\) (1971), “Local Government in India”, has made an effort to study the local government in India with reference to the structure, personal, finance and functioning of rural and urban local governments.

K.S. Bhatt\(^\text{12}\) (1974), “Panchyati Raj Administration”, attempts to evaluate the nature and functions of panchayats and states that a new tendency has entered the village life after the introduction of panchayati raj.

Ashok Mehta\(^\text{13}\) (1978), “Government of India”, Ashok Mehta committee was set up to enquire into the working of PRIs and to suggest measures to strengthen them. The committee recommended that the implementation of the development programmes should be planned in a

\(^{10}\) District plan guidelines.


decentralised way from below and wanted to treat decentralisation as a functional necessity.

C. Harchandran¹⁴ (1983), “Panchayati Raj and Rural Developments”. discusses the role of panchayat raj institutions in rural development. The study made a detailed analysis of the income, expenditure and physical achievements of village panchayats in Tamil Nadu. The study made the inference that panchayati raj institutions can become instruments of rural development only if they are provided with adequate resources.

Vasant Desai¹⁵ (1990), “Panchayati Raj – Power of the People”, the role and functioning of panchayat raj institutions as an instrument for integrated rural development. He also discusses the major issues related to functions, finance, management and organization of the programmes initiated to improve the living conditions of the rural people.

G.P. Pandey¹⁶ (1990), “Panchayati Raj and Rural Development”, In his study on local level planning and rural development he examines the administration of rural development programs and provides a perspective on block level planning. He concludes that the main value involved in the successful implementation of the rural development programmes in India is the motivation of people so as to secure their full participations.

Rakesh Hooja and P.C. Mathur¹⁷ (1991), “District & Decentralised Planning”, Articles in the press, reports of seminars and series of collectors, work shops all over the country by the then Central government pointed towards the discussions about panchayati raj and district planning in the Country.

George Methew\textsuperscript{18} (1994), "Panchayati Raj from Legislation to Movement", portrait the movement of panchayati raj from the year of community development to the adoption of 73\textsuperscript{rd} constitutional amendment in 1992. He discusses various topics including the contributions of Balwant Rai Mehta committee, the post – Nehruvian days of decline in the panchayati raj, re-emergence of the second generation panchayats with the Ashoka Mehta committee report and the institutionalization of the panchayati raj institution through the 73\textsuperscript{rd} constitutional amendment. The experiment either panchayati raj system by some state government was also dealt by him.

M.R. Biju\textsuperscript{19} (1997), "Politics of Democracy and Decentralisation in India", makes a significant attempt to review the nature and scope at panchayati raj institutions in the backdrop of Kerala. He deals with heterogeneous topics ranging from panchayati raj, municipal administration, financial administration, politics of decentralisation etc. The process of democratic decentralisation focusing on the evolution of panchayati raj system in the state has also been specifically analysed by him.

A.K. Majumdar and Bhanwar Singh\textsuperscript{20} (1997), "Historical and Conceptual Development of Panchayati Raj", attempts a critical study of conceptual and historical evaluation of the panchayati raj in India from every ancient time to the present days. They shed light on various phases of theoretical development and practical implementation of schemes of panchayati raj in Indian societies. In their view, panchayati raj institutions are to be remodeled in such a way that to integrate them with remunerative organization operating in the rural areas so that their functional efficiency can be enhanced.

G. Palanithurai, et. al. (ed.)\textsuperscript{21} (1997), “Major Issues in New Panchayati Raj System”, analyses various dimensions of panchayati raj in the back drop of Tamil Nadu. Structural imperatives required for panchayati raj, non-conventional resources mobilization, agricultural development in the panchayati raj, preparation of development plan at the panchayat level etc.

Chaya K. Degaonker\textsuperscript{22} (1997), “District Planning in India” describes a district plan then may include programmes having regional consideration for villages, groups of villages, talukas etc. and also programmes to be executed with in the district and to be framed at the state level. The district plan should give an opportunity to the people to determine their needs and contribute to their fulfillment. District Development Councils were to be set up to assist the planning authorities at district level in the preparation of the plan.

Sandeep Joshi\textsuperscript{23} (2000), “Panchayati Raj Institution and Poverty Alleviation”, The study has been presented with reference to some panchayats in Madhya Pardesh. The study also enters that the functionaries at the grassroot level have inadequate knowledge of the rules and procedures of various transactions and that physical capacities to undertake development plan are very poor. The author, therefore, suggests to make the working of panchayati raj institutions more methodical, more pragmatic and scientific.

T.M. Thomas Issac and W. Richard Tranke\textsuperscript{24} (2000), “Local Democracy and Development”, makes a study of the process of democratic decentralisation in Kerala. The process named ‘people’s planning’, according to the author, has become a mass movement in the state to

\textsuperscript{22} Chaya K. Degaonker, “District Planning in India”, Jaipur, Pointer Publishers, , 1997, PP. 91-130
empower the local bodies, to prepare plan for comprehensive local
development and to create an environment for radical institution reforms.
The study, presenting the rationales for having democratic decentralisation,
chronides the progress of planning through the PRI and also attempt an
assessment of the outcome of development planning by the panchayati raj
bodies.

Democracy in Action”, A study deals with the genesis growth and
diversification of panchayati raj institutions at national, state and district
levels, training and capacity building of elected functionaries, financial
administration, planning and personnal administration in these institution.
Further it examines the people participation, women, empowerment,
programme administration, planning for panchayati raj institutions, non-
government organization and panchayati raj and state central over these
organization. Lastly it gives the conclusion with recent development and
suggestion for improvement in various areas.

“Public Governance and Decentralisation”, attempts a critical analysis of
the impact of decentralisation on development. According to him
decentralisation is a global and regional phenomenon and most countries
have attempt to implement it as a tool for development and a mechanism for
sharing responsibility at different level of administration and political
structure and therefore decentralisation has a favourable impact on
development.

Vinod Vyasulu27 (2003), “Panchayat, Democracy and
Development”, explains that the process of democratic decentralisation

Goel and Shalini’s, Panchayati Raj in India, Theory and Practice,(ed) New Delhi, Oscar
26 S.P. Jain, “Decentralization in India”, in S.N. Misra (ed.), “Public Governance and
27 Vinod Vyasulu, “Panchayat, Democracy and Development”, Jaipur, Rawat Publications,
2003.
enables to bridge the gap between the decision making centers and the centres action. It also increase the effectiveness of democratic system and the implementations of rural development programmes.

**Surat Singh**\(^{28}\) (2004), “Decentralised Governance in India”, Part I deals with the conceptual dimensions like panchayati raj gandhian perspective, democratic decentralization, genesis and development of the gram sabha, behavioural aspects of empowerment. Part II explains the national dimensions such as community development and panchayati raj, reinterpreted the delusion, working of these institutions in India. Part III reflects and leadership, participation and empowerment of women and weaker section. Part IV and V, point out the capacity building and the experience of panchayati raj in state respectively.

**Y.K. Alagh**\(^{29}\) (2004), “Emerging Institutions for Rural Development” in Bevdyo Padhay (ed.), “New issue in Panchayati Raj”, discuss the role of emerging institutions in rural development. The devolution of functions, power and responsibilities to the panchayat will enable them to discharge development functions in a responsible manner. But it has to be linked with new institutions, community organizations, and co-operative institutions which are critical of rural development.

**D.N. Gupta**\(^{30}\) (2004), “Decentralisation Need for Reform”, makes a study Decentralization is a process through which authority and responsibilities of upper level of government are transferred to intermediate and local governments, and often also to communities through different, fiscal, political and administrative investment. It involves devolving political power, defining people’s role in the decision making, transfer of functions, devolution of funds, making administrative arrangement for

---

planning and implementation, delegation powers and financial autonomy
upon local government and so on.


G. Palanthurai32 (2009), “Decentralisation in India”, makes a critical attempt to critical issues in Decentralization. A district council should be constituted in all districts with representation from rural and urban areas. It should be empowered to exercise the powers and functions in accordance with Articles 243 G and 243 W the constitution. In that event, the DPCs will either not exist or become, at best, an advisory arm of the District Council; Article 243 D of constitution should be amended to facilitate this. In the interim and in accordance with the present constitutional scheme. DPCs should be constituted in all states within three months of completion of elections to local bodies and should become to sole planning body for the district. The DPC should be assisted by planning office with a just time District Planning Officer.

RESEARCH PAPER


planning and Implementation”, In her article described there many components of decentralization planning. There is a communitarian component which perceives the strengthening of autonomous local self-government institution as a basic social values. There is a Communitarian component which perceives the strengthening of autonomous local self-government institution as a basic social values. There is the libertarian component which emphasizes the psychological alienation of individual when faced by large anonymous institution and mechanistic rule-bound functionaries. From this point of view there is a positive value in avoidance of counterfactual solutions to development problems.

Report of the Working Group of States\textsuperscript{34} (2002), Resources For The Tenth Five Year Plan (2002-2007), describes the gram sabha/panchayat should be associated with the preparation of village development plans based on the debt needs of the people. These plans should be integrated with the panchayat samiti and district level plans to make the grassroots planning-process a reality in the tenth plan period.

Prashasnika (2010)\textsuperscript{35}, in this article, the Ashok Mehta committee and the district planning working group, set up by the ministry, suggested that there were certain prerequisites for planning—setting objectives, resources inventory, identifying priorities and formulating programmes and assessing resources required – both material and human. With this in view, both committee suggested that the district should be the unit for planning and the manpower available should be able to meet the prerequisites.

Khemraj\textsuperscript{36} (2010), “Decentralized Planning Need of the Hour”, in this article, points that decentralized planning is the process of bottom up planning. It helps in making available delivery of services at lower cost, with better service level and as per needs of local people. There is a great


challenges to ensure inclusion of various schemes to be planned through bottom up planning for better outcomes. All the stake-holders need to be involved in decentralised planning process for higher growth rate of the country ensuring inclusive growth.

RESEARCH WORK ON HARYANA

Hargian Singh (1985), “Panchayati Raj Administration in Haryana”, describes the scope of the study is deliberately restricted to one district, namely, Bhiwani and the study is desk cum empirical and diagnostic. It contains an examination of panchayati raj institutions in their overall functioning.

Mahipal37 (1994), “Centralised Decentralisation – Haryana Panchayati Raj Act, 1994” discusses the provisions of the act and make some comments on the centralized tendencies here. He opines that the leadership of grassroots level could not be strengthened by providing major role to the centralized bureaucracy of PRIs in Haryana.

S.S. Chahar38 (2004), “The Haryana Panchayati Raj Amendment Act 2003: A critical appraisal”, examines critically the Haryana Panchayati Raj Act 1994, The Haryana Panchayati Raj (Amendment) Bill 1999, Amendment ordinance 2001 and cabinet Resolution on Panchayati Raj 2003. Further the main observation of this paper are gram panchayat and panchayat samiti leading to deplication and confusion in case of their function, no specification about the chairmanship of district planning committee in the act, not mentioning about the judicial function to gram panchayat, no clarity about the function of zila parishad, reflection of bureaucratic central over panchayats highlights from the amendments in principal etc.

Rajbir Singh39 (2005), “Democratic Decentralization: Zila Parishad as the Apex Body in Haryana” highlights that the panchayati Raj institutions are the main agencies of democratic decentralization in rural India, which are engaged in activities in rural development and political participation of people in decision making process. Zila parishad as the apex body of rural local governance at the district level has been examined in the state of Haryana with special reference to Sirsa zila prishad. In this regard the author suggests that there should be devolved to zila parishad, training should be provided to the zila parishad members for development of local leadership and political intervention should be avoided.

S.S. Chahar40 (2005), Governance at Grassroots level in India, In this book contains twenty nine articles having core areas of rural as well as urban local bodies like ten year journey of new panchayats, financial resources of local bodies, states of women in these institutions, decentralized planning working of these bodies, problems and prospects and suggested remedial for their development etc.

Harsha41 (2007), studies of District Planning Committee in India: the paper makes a detail study over district planning committee with the aspect of the involvement of people and their representatives. DPC is a pivot which facilitates this participatory governance and planning.

MAIN OBJECTIVES

The main objectives of the study are:-

- To study the perspective of decentralisation planning.
- To study the composition and functions of DPC in Haryana.

---

• To examine the working of DPC in relation to local bodies in Haryana (rural and urban).
• To analyse the impact of decentralisation planning on the working of local bodies.

**MAJOR HYPOTHESES**

• A very few meeting are held.
• DPC meeting is held only at district level.
• All members do not participate in DPC meeting.
• The members of DPC are not aware of its working.
• Opinion of elected representatives in formulation of district plan is not considered.
• There is no change in the working of local bodies even after the introduction of DPC.

**RESEARCH METHODOLOGY**

The study pertains to decentralized planning in Haryana. For three district of Haryana i.e., Sirsa, Hisar and Rohtak are selected. However, the planning from the block and village level is examined for this purpose. 6 block samities and 30 gram panchayats are taken, two blocks from each district Sirsa- (Rania, Ellenabad), Hisar- (Adampur, Hansi) and Rohtak- (Sampla, Kalanaur). 5 villages from each blocks have been taken with the help of convenience sampling. However, the help of secondary source is taken wherever felt necessary.

Total 554 respondents are taken from three districts, 60 respondents are the members of DPC (20 from each district) 150 respondents are taken from gram sabhas - 5 members from each gram sabha. 150 members are taken from gram panchayats - 5 from each gram panchyat. Out of total 6 panchayat samitis, 90 respondents are taken - 15 from each panchayat samiti. Out of total 3 zila parishads, 36 respondents are taken -12 from each zila
parishad. 60 respondents are taken from municipal committees- Rania, Ellenabad, Adampur, Sampla and Kalanaur, 12 from each municipal committee. 24 respondents are taken from Hansi and Sirsa municipal councils, 12 from each municipal council. 24 respondents are taken who are 12 from each municipal corporation Hisar and Rohtak.

CHAPTERISATION

The study is divided in following chapters:-

- The first chapter contains the research plan of the study.
- The second chapter examines decentralised planning: A brief.
- The third chapter analyses the composition and functions of the DPC in Haryana.
- The fourth chapter discusses the functioning of the DPC as well as the view of respondents.
- The fifth chapter is by way of main observations and suggestions.