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11.2 Guidelines for implementing the Decentralised District Plan

Planning and Development (SP) Department

G.O.(Ms) No. 148.

Dated : 27.8.1993

Read :

1. G.O.Ms.No. 83, Planning & Development (SP) Dept., dated 26.5.93.
2. G.O.Ms.No. 99, Planning & Development (SP) Dept., dated 24.6.93.
3. From Member Secretary, State Planning Commission, Madras-5, D.O.Lr.No.1081/93/RD/SPC dated, 27.7.1993.

ORDER

The Government have decided to give special emphasis to decentralized planning at the District level. The District Development Council will be entrusted with the responsibility of preparing the District Plan. Micro- level –plans at the block level and at the Panchayat Level will be integrated with the District Plan.

2. Accordingly in the reference first read above orders have been issued on the broad features of the schemes, implementing agency and allocation of Untied funds for Decentralised District Planning.

3. In the reference third read above, the State Planning Commission has proposed certain guidelines for formulation and implementation of the Decentralised District Plans.

4. The Government after careful consideration have accepted the proposals of the State Planning Commission with certain modifications. They accordingly issue the guidelines for Decentralised District Planning for the year 1993-94 as given in the Annexure – I to this Government Order.

5. All Collectors and all Project Officers (District Rural Development Agency) are instructed to follow these guidelines while formulating and implementing District Plans for 1993-94. The Project Officers are instructed to maintain prescribed register and send reports to the State Planning Commission and the Director of Rural Development as prescribed in the guidelines.

6. This order issues with the concurrence of Finance Department vide its U.O.No.4943/FS/P/93 dated. 26.8.93.

(By order of the Governor)

T.V.VENKATATRAMAN
CHIEF SECRETARY TO GOVERNMENT

ANNEXURE I

GUIDELINES FOR DECENTRALISED DISTRICT PLANNING – 1993 -94

(I) INTRODUCTION

Decentralised District Planning has been launched in all the districts in Tamil Nadu for the first time in the Annual Plan 1993-94 and the decision in this regard was announced in 1993-94 Budget Speech of the Hon'ble Finance Minister. Earlier, the proposal for introducing Decentralised District Planning was considered in the meeting of the State Planning Commission, presided over by the Hon'ble Chief Minister in October, 1992. The Hon'ble Chief Minister in her address has made a pointed reference to this subject and said that " We have to make a new headway by giving responsibility and ensuring accountability at the district level. We have to consider proposals for formulation of district plan with the scope for district sector, where decision making can be decentralized." The present proposal for Decentralised District Planning is the first step towards achieving the cherished objectives of the Hon'ble Chief Minister.

2) SCOPE OF THE DISTRICT PLAN

District Planning is a kind of area based planning with a more detailed assessment of the resources, problems and potentials of the district, so that investment programme and welfare oriented schemes which are well suited to the particular needs of the district could be evolved. Ideally, district planning should cover all aspects of socio-economic life of people living in the area and also the management of the natural resources in the district. As we are introducing district planning concept in the midst of a development process we have to define clearly the scope of district planning and delineate the specific subjects of district planning. A practical point of view is that we may have to restrict the planning to activities and sectors which we describe as 'local sector' or 'district and the flow of benefits largely confined to the district or only to a cluster of villages. For example, overhead tanks for water supply, primary school, link roads fall under the category of district sector. Schemes whose benefits extend beyond the boundaries of a district are classified as State Sector Scheme for example, State High ways, medium irrigation and power generation schemes. By applying these criteria, it is possible to classify all the plan schemes under two categories namely, District Sector and schemes under two categories namely, District Sector, and State Sector. The ultimate objective is to entrust planning activities in respect of district sector to the district planning agency. During the transition stage some overlapping of functional responsibility will be there and this could be eliminated in a phased manner. The principle of differentiating planning function in relation to different geographical levels on the basis of specific incident of benefits has a district advantage in planning. It lends precision to planning methodology and avoid overlapping of functions. This classification also facilitates the determination of financial needs of district sector separately.

3) METHODOLOGY

It would be necessary to initiate steps for preparation of a comprehensive district plan. The following steps are suggested for preparation of a comprehensive district plan.

- 1) Formulation of the major objectives of the district plan.
- 2) Compilation of data for district planning.
- 3) Bringing out the profile of the district in relation to the basic objectives.
- 4) Formulating the main strategy and thrust of district planning'
- 5) Analysis of the existing programmes and projects with reference to the strategy outlined above and proposals regarding.
 - a) Modification of the ongoing programmes and projects.
 - b) Proposals for removal of inter-block disparities.
 - c) Assessment of unemployment/under –employment and proposals for man-power planning and budgeting.

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- d) Inclusion of new projects and plans.
- e) Inter linkages between various projects and programmes.
- f) Organisation and management to ensure that no implementation gap exists.
- 6) Assessment of resources for allocation to various programmes and projects.
- 7) A statement of physical and financial components of the district plan.
- 8) Statement of spatial dimension of the district plan.
- 9) Relationship and links between the District Plan and Regional and State Development Plans.

To begin with, District plan would be prepared for the sectors and activities indicated in the Annexure – B for the year 1993-94; having regard to the allocation made to the district. (Annexure – A). Simultaneously, remaining years (94-95, 95-96 and 96-97) of the Eight Five Year Plan. The Budget allocation can tentatively be assumed to increase by 20% every year. The DRDA must endeavour to assemble reports/studies/surveys pertaining to the districts conducted by the Agriculture University, Financial Institutions, Small Industries Service Institute and various State Government Departments. The information contained in these documents and their findings should be utilized for the documents and their findings should be utilized for the formulation of district plan. In particular, the following survey/ reports provide useful information for planning:

- (1) The information collected for the DISNIC survey by the Assistant Director of Statistics and the district NIC officers.]
- (2) Survey of basic amenities conducted by Education, Health, Social Welfare, Highways Departments and TWAD Board, The results of the surveys are available with above organizations and may be used for deciding on the provision of basic amenities.
- (3) The TamilNadu Agriculture University, Coimbatore has prepared techno-economic surveys and Agro- Climatic regional plans for some districts. These surveys and plans have identified the potentials in agriculture and allied sectors. The findings and recommendations contained in those surveys/Plans may be used I the formulation of the District Plan.
- (4) Reports prepared by District Industries Centres, Small Industries Service Institute and Industrial Technical and Consultancy Organisatin of Tamil Nadu. (ITCOT)
- (5) Potential- linked credit plan prepared by NABARD and credit plans prepared by Lead Banks.
- (6) The results of Census 1991.

4) DISTRICT PLAN FOR M 1993-94 : FORMULATION & APPROVAL

The District Rural Development Agency will prepare an Annual Plan for 1993-94 based on the following:

- (i) District Planning should start from below. Panchayat Union Commissioners may be asked to formulate proposals for their Union, after reviewing the requirements of each village and also in consultation with local people, local representation, MLA's, MP's etc. The recently conducted DISNIC survey indicates the availability or non-availability of basic infrastructure in each village. This may be verified by discussion in the concerned villages and proposals prepared, to take up works to satisfy felt needs of the villagers. Stipulations in the G.O. regarding the type design and cost may be adhered to. Where the work needed in the village is of a type not executed by the Kattida Maiyam or Panchayat Union, but only by line departments, proposals for executing such works may be obtained from the departments concerned. Such village –wise proposals may be consolidated for the Block, prioritised and sent to the Project Officer, DRDA.

- (ii) Requests received already from the public in respect of certain schemes of local importance, which are under consideration, either in the Collectorate or District Rural Development Agency, may also be considered for the District Plan for 1993-94, provided they conform to the guidelines.
- (iii) Total cost of the schemes proposed for 93-94 may be kept about twice the amount allocated to the District. This would facilitate the DDC to select the schemes which are to be finally included in the Plan.
- (iv) The Project Officer, DRDA may prepare a list of schemes for inclusion in the District Plan 1993-94, after careful consideration of the proposals as per (i), (ii), and (iii) above and priorities them from the District level perspective. The list of schemes recommended by Project Officer, DRDA may be circulated to all official and non-official members of District Development Council
- (v) The District Development Council may discuss finalise and approve the District Plan and the individual schemes to be taken up. The view of departmental officials if any, on technical feasibility of schemes proposed should also be given due consideration in the meeting. The total cost of the schemes finalized in the DDC meeting should be kept within the allocation made for the district.
- (vi) To the extent possible, it may be ensured that the allocation made under the District Plan is spread over in as many Panchayat Unions, as possible. Efforts should be made to complete all the works within this financial year itself (i.e before 31 st March 1994).
- (vii) The District Plan for 1993-94, approved by the District Development Council, should be communicated (Annexure C) to the State Planning Commission.

5) FINANCIAL SANCTION FOR IMPLEMENTING SCHEMES (FOR 1993-94)

After approval of the District Plan by the DDC the respective District Collectors are empowered to accord administration sanction to individual works upto Rs.5.00 (Five) lakh, included in the District Plan without further reference to the Government.

6) AGENCY FOR IMPLEMENTATION AND TECHNICAL SANCTION

1) The District Plan Schemes would be implemented by the Kattida Maiyam / Non-Governmental Organisation/ Line departments or the regular Panchayat Union Commissioner. The Collector shall decide on the implementing Agency. Collector shall entrust the work to the Kattida Maiyam in the district, wherever such Maiyam exist and the works can be executed by the Maiyam. For implementing works which cannot be taken up by Kattida Maiyam, Line departments may be considered. Only works which cannot be executed by Kattida Maiyam; a Line Department will be executed by the regular Panchayat Union Commissioner through a contractor, after following tender procedure. Works which cannot be taken up by any of the above agencies, may be entrusted to Non-Government or Voluntary agencies.

2) In case of schemes entrusted to them, Kattida Maiyams shall adopt the usual technical and financial procedure followed by them. In respect of schemes entrusted to Government departments, the existing technical and financial procedures for execution of works should be followed for District Plan Schemes also. In case of schemes entrusted to Non – Governmental Organisation the procedure hitherto followed by DRDA for implementation of schemes through Non-Governmental Organisation should be followed. The Collector must satisfy himself/herself about the credibility and capability of the Non Governmental Organisations before entrusting the works to them. The name of Non- Governmental Organisation /details of works under District Plan entrusted to them for implementation should be communicated to the State Planning Commission.

7) ACCOUNTING

- i) Financial sanctions and expenditure on each work should be maintained in a separate register, by the Project Officer, District Rural Development Agency.

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- ii) Accounting and auditing procedures followed in implementing plan schemes by the Panchayat Union /Line Department, would be followed in respect of District Plan Schemes also. The Project Officer, District Rural Development Agency shall be responsible for scrutiny and passing of bills, release of funds, accounting and audit.

8) MONITORING

- i) Physical progress should also be watched at the field level and both physical and financial progress are to be reviewed once a in a month, along with monthly review of plan schemes by the Collector.
- ii) Quarterly physical and Financial review reports should be sent in the Format enclosed (Annexure D) by the Project Officer, District Rural Development Agency to the Commissioner of Rural Development and Member – Secretary of the State Planning Commission.
- iii) Project Officer, District Rural Development Agency will take up monitoring the District Plan Schemes. For this purpose, the Project Officer may utilize the services of Assistance Project Officer (Monitoring) in particular, as well as other Assistant Project Officers, depending on necessity and urgency. At the State level, the State Planning Commission will monitor the schemes in coordination with the Commissioner for Rural Development,.

9) GENERAL

These guidelines are applicable only for the year 1993-94 and would be revised for the subsequent years based on a review of working of the scheme.

ANNEXURE A
DISTRICT DECENTALISED PLANNING ALLOCATION OF UNITED FUNDS TO DISTRICTS

Districts	No. of Panchayat Unions	Amount Allocated (Rs. in lakhs)
1. Chengalpattu M.G.R.	27	140
2. North Arcot Ambedkar	20	104
3. Dharmapuri	18	93
4. Thiruvannamalai Sambuvarayar	18	93
5. Vallalar South Arcot	35	181
6. Ramaswami Padaiyatchi }		
7. Salem	35	181
8. Peiryar	20	104
9. The Nilgiris	4	21
10. Coimbatore	21	109
11. Dindigul-Anna	14	73
12. Trichy	32	166
13. Thanjavur	15	77
14. Nagapattinam – Quaid-E-Milleth	20	104
15. Pudukottai	13	67
16. Pasumpon Muthurama linga Thevar	11	57
17. Mdaurai	21	109
18. Kamarajar	11	57
19. Ramanathapuam	11	57
20. V.O.Chidambaranar	12	62
21. Thirunelveli-kattabomman	19	98
22. Kanyakumari	9	47
Total	386	2000

ANNEXURE B

DISTRICT SECTOR SCHEMES
TYPES OF WORKS WHICH CAN BE TAKEN UP UNDER DISTRICT PLAN 1993-94

1. Construction of Primary /Middle School Buildings
2. Construction /Renovation of Noon- Meal Centres.
3. Construction Rural Dispensaries /Primary Health Centres
4. Construction of Culverts, Small bridges, etc.
5. Deepening & Sinking of Public Wells & Tube wells etc.
6. Desilting of tanks and supply channels.
7. Afforestation Programmes on Government lands.
8. Rehabilitation of degraded forests.
9. Construction of Rural /veterinary dispensaries.
10. Poultry/Goat/Sheep Development Programme
11. Fodder Development Programme.
12. Development of Inland Fisheries.
13. Infrastructure facilities in coastal villages / fishing hamlets
14. Horticulture –Orchards Development Programmes.
15. Standardisation & improvement of Irrigation Tanks
16. Maintenance of Public Minor Irrigation Wells & Pumps
17. Improvements to Roads and Construction of new Rural Roads.
18. Construction of houses for the economicallyweaker sections.
19. Provision of water supply to Rural Habitations
20. Development of Khadi and Village Industries.
21. Development of Sericulture Industries.
22. Family Welfare Programmes
23. Low- cost Sanitation Programmes
24. Construction /Improvements of pathway to Burial Grounds /Graveyards.

ANNEXURE C
 DECENTALISED DISTRICT PLAN 1993-94
 LIST OF WORKS APPROVED BY THE DISTRICT DEVELOPMENT COUNCIL

ALLOCATION FOR 1993-94 (Rs. in lakhs)

NAME OF THE DISTRICT.:

Sl. No.	Name of the work	District sector code No. *	Cost (Rs. in lakhs)	Location			Physical content of the work in quantitative terms	Implementing agency & code number	Target date for completion	Social benefits of the work
				Name of Block	Name of Panchayat	Name of Village & code no. **				
1	2	3	4	5	6	7	8	9	10	11

Code numbers

- *1. District sector code : As in Annexure – B
- **2. Village code : Last 5 digits as in DISNIC Village Survey available with District NIC unit (to be given below the village name)
- 3. Implementing Agency code : Kattida Maiyam -1; H & RW. – 2; PWD -3; TWAD -4; BDO -5; NGOs (specify) -6; Others – 7specify.

ANNEXURE D1
 DENCENTALISED DISTRICT PLAN 1993-94
 PHYSICAL ACHIEVEMENT

NAME OF THE DISTRICT: _____ REPORT FOR THE QUARTER ENDED: _____

Sl. No.	Name of the work	Name of Village & Code No. **	Target date for completion	Date for Commencement of work	Physical Content of the work	Physical Achievement		No. of mandayas of employment generated	Reasons for short fall (if any)
						During the quarter	Up to the quarter		
1	2	3	4	5	6	7	8	9	10

Signature.

** Village code: Last 5 digits as adopted in DISNIC village survey available with District NIC centers.

ANNEXURE – D2
DECENTRALISED DISTRICT PLAN 1993-94
FINANCIAL ACHIEVEMENT

REPORT FOR THE QUARTER ENDED

NAME OF THE DISTRICT :

Sl. No	Name of the work	District sector code no. *	Name of Village & code No. **	Amount sanctioned for the work	Amount spent		Remarks
					During quarter	Up to the quarter	
					Rs. in lakhs		
1	2	3	4	5	6	7	8

**Village code : Last 5 digits as adopted in DIS NIC village survey available with District NIC centers

* District sector code: As per annexure B

ANNEXURE -D3

DECNETRALISED DISTRICT PLAN
WORK REGISTER TO BE MAINTAINED BY THE PROJECT OFFICER, DRDA

1. Name of the work :
2. District Sector name and Code No :
3. Name of Village & Code No :
4. Name of Panchayat :
5. Name of Block & Code No :
6. Physical content of the work :
(specify)
7. Expected benefits(specify) :
8. Cost of the work :
9. Work proposed by whom :
10. Date of approval of the work :
by DDC
11. Date of administrative sanction
by the Collector(Order No. & date):
12. Date of technical clearance & by :
whom given (Order No. & date)
13. Date of calling for tenders :
14. Date of finalization of tenders :
15. No. & date of work order given :
16. Agency to whom the work was
entrusted :
17. Target date for completion :
18. Date of commencement of the work :

Expenditure in Rs.

- | | | | | | |
|-----|---------------|---|------|-------------|------------------------|
| 19. | Payments made | : | Date | Amount paid | Cumulative expenditure |
|-----|---------------|---|------|-------------|------------------------|

20. No. of mandays of employment :
generated

- | | | | | | |
|-----|------------|------|----------------------------------|-------------|------------------------------------|
| 21. | Inspection | Date | Name of
Inspecting
Officer | Designation | Remarks (present stage
of work) |
| | 1. | | | | |
| | 2. | | | | |
| | 3. | | | | |

Date of check
measurement by
competent authority

22. Date of Completion