

# Organization Structure of Planning Department in Himachal Pradesh and Hamirpur District

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## Abstract

Planning in India has its history since pre independence days. Since 1950-51, India has been engaged in the world's largest and most comprehensive experiment in democratic planning. Planning on such a gigantic scale is obviously more than an economic process. It is a total national effort and commitment which includes political leaders at all levels, the administration and the people of the country, as well as those specifically entrusted with the task of economic planning and development.

In Himachal Pradesh, the planning machinery was set up in 1972 under the centrally sponsored scheme of strengthening of state planning machinery. In the State Planning machinery in Himachal Pradesh is the existence of State Planning Board and State Planning Department. State Planning Board is an advisory or policy making body and State Planning Department is executive body at the state level planning. In this research paper discuss planning organization structure of Himachal Pradesh with special reference to the District Hamirpur.

**Keywords:** planning, development, strengthening, advisory and executive

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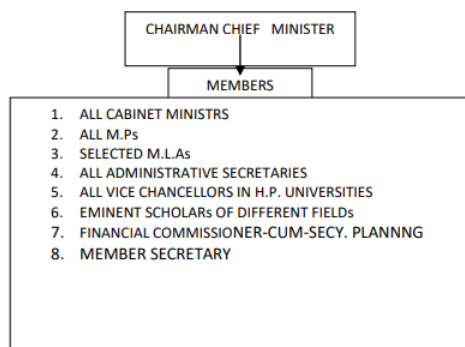
## 1. State Planning Board, H.P.

In 1962, the planning commission specially suggested to the states to appoint State Planning Boards. The main objective of recommending the appointment of board were help of the state in the formulation of the plans, consider and recommend policies, the measure for the realization of major social objectives, mobilization of financial resource and evolve criteria selection of location of large projects and have an assessment of relative cost benefits of alternate proposals. In Himachal Pradesh, the planning board was constituted in 1971. It has

subsequently been constituted and reconstituted number of times.

This is the apex policy planning body at the state level. It is headed by the Chief Minister as its Chairman and its members include all the ministers, all the MP's from the state, subject matter specialists in the important areas, Vice-Chancellors of local Universities, prominent public men, representatives of Chambers of Commerce and Industry and all the Secretaries to the State Government; Advisor(planning) H.P. Government is the member secretary of the board. Prominent

functions include determination of the developmental priorities, formulation of the five year and annual plans, review of the plan programmes and inter regional as well as intra regional disparities and evaluation of the plan programmes etc.



**Figure 1.** State Planning Organisation Structure in H.P. State Planning Board

The State Planning Board is the apex planning authority in the State. The plans prepared by the State Planning Department is presented to it for approval. The board generally meets once a year to approve the draft of annual plans of the state. There is no fixed tenure of the planning Board. The planning board which was constituted in 1984 exists as it is even today. Further, there is no division of work among its members. The functions of the board are as follows:

## 2. Functions of the Planning Board

- 1) To determine the plan priorities for the State in the light of overall national objective;
- 2) To assess the financial manpower and resources and organizational and institutional capabilities;
- 3) To assess the level of development in important sectors of the State as a whole as well as for various districts and regions;
- 4) In the light of 1-3 above, formulate a long term perspective plan for most effective and balanced utilization of state resources;
- 5) To assist the State Government in the formulation of five year plans and annual plans and evolve a short term strategy (five year plan) for planned development after examination of

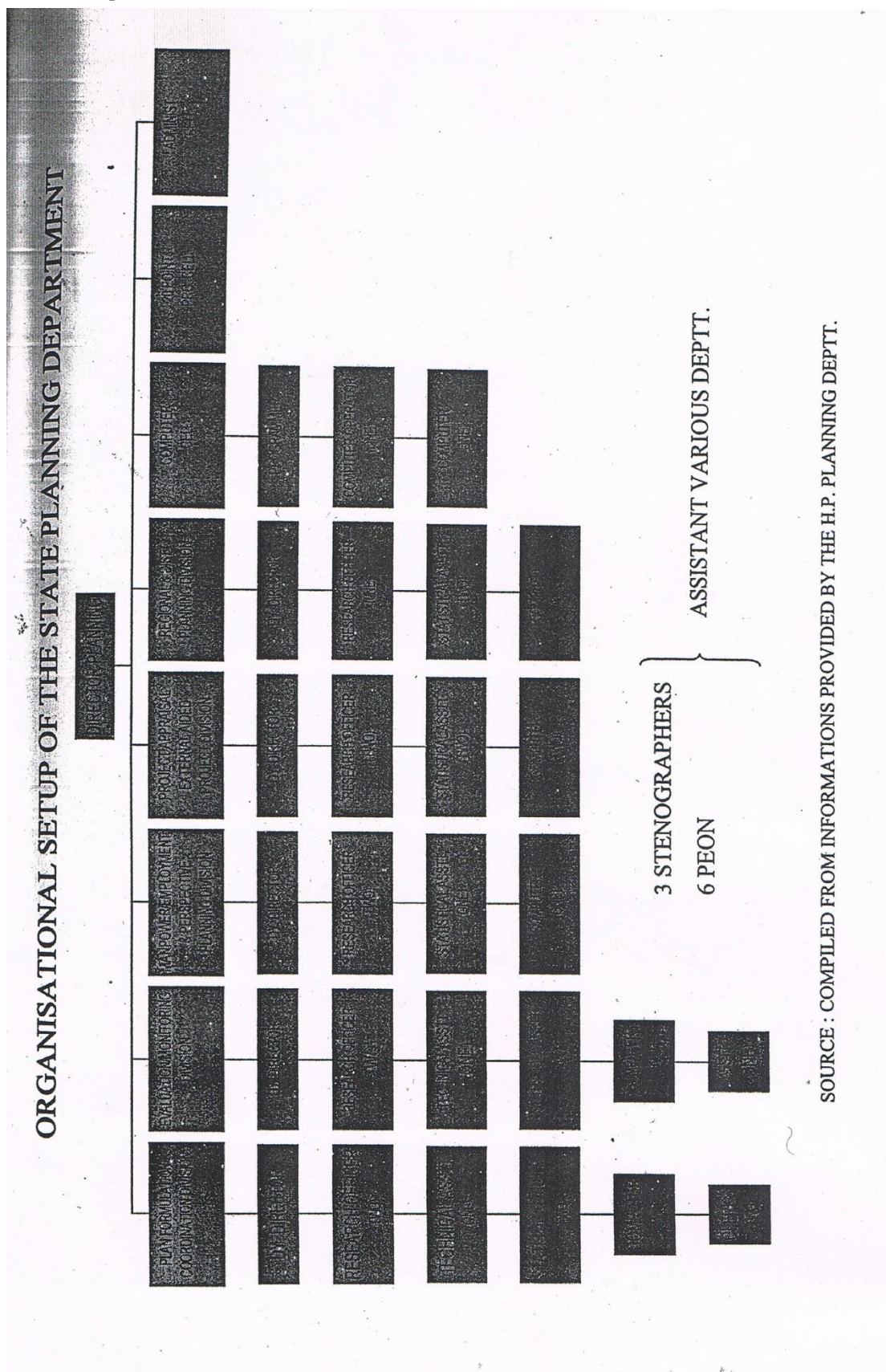
different approaches so as to evolve maximum growth rate keeping in view social justice;

- 6) To identify factors which tend to retard the economic and social development of the state and determine conditions to be established for the successful execution of the plan;
- 7) To suggest policies and programmes for removing the imbalance prevailing in various regions in the state and to assist in the formulation of the district plans/area plans;
- 8) To review the progress of implementation of the plan programmes and recommend such adjustments in policies and measures as the review may indicate;
- 9) To make critical appraisal of ongoing programmes leading to a determination of the extent to which some of the identified ongoing programmes or projects should be continued;
- 10) To review the implementation of plan projects and other development schemes;
- 11) To advice on the problem of unemployment and suggest ways and means for tackling them.
- 12) To advice on such other matters connected with the economic development as may be assigned by the State Government;
- 13) To collect and analyze information data regarding plan schemes;
- 14) To review the working of Government Corporations, Boards and suggest means for their improvements;
- 15) To highlight difficulties being faced in the implementation of plan schemes at district level and give suggestions to overcome them;
- 16) To evaluate various projects/corporations.

## 3. State Planning Department

The planning department is the apex body at the state level for the formulation and monitoring of the plans in the state. This machinery was set up in Himachal Pradesh during the year 1972-73 under the centrally sponsored scheme. The

expenditure is met out by the state Government.



**Figure 2.**

The Director (Planning) is the overall in charge of the department and is from the technical cadre. In the discharge of his duties, he is assisted by the five deputy Directors and a number of research officers. The organizations set up of the planning department are given in Figure 2.

#### 4. Planning Machinery at District Level

India is committed to economic developed through democratic planning. The parliament adopted in 1954 the socialistic pattern of society as the objective and economic policy. Decentralization of economic and political institutions is a method of developing a democratic, socialist economy.

The 73<sup>rd</sup> and 74<sup>th</sup> Amendments effected to the constitution have brought in new status and role to the rural and urban local bodies. One of the salient features of the 74<sup>th</sup> amendment in the provision for constituting District Planning Committees (DPC's) by the State Governments. The DPC's are expected to consolidate the plans prepared by the panchayats and municipalities in the district and on their basis formulate a draft development plan for the district as-a-whole. Some of the states and the Union Territories (UT's) have passed conformity legislation to constitute DPC's. After a decade of passing these enabling acts, it is time to take cognizance of the status of DPC's in India. The author seeks to analyze the status of DPC's with reference to some major states and Union Territories in India based on the reports of working groups and other secondary sources. It also aims at suggesting remedial measures for the efficacious functioning of DPC's.

#### 5. District Planning Machinery in Hamirpur

District planning implies evolving a developmental scenario at the district level consistent with the specific needs of the people, the growth potential of the area and budgetary allocations available. The planning commission had urged the state Governments to take important steps towards decentralization by affecting functional decentralization, financial decentralization and the establishment of appropriate planning mechanism at the district level.

In consonance with the directions, the then existing District Development Committees were renamed as the District Planning and Development Committees [DPDC]. The composition of this committee again underwent

changes and as per the eighth plan document, in order to ensure adequate involvement of the people's representatives in the decision-making process, District Level Antyodaya, Development and public Grievance Redressal Committees have been reconstituted by merging District Planning and Development Committees, District 20- Point Programme Review Committees and the Grievance Redressal Committees. The reconstituted committees have the following composition.

#### 6. Non Official Members

- 1) M.P.
- 2) All the MLA's of the district.
- 3) Chairman of Zila Parishad
- 4) President and General Secretary of the party in power in the state.
- 5) President of Mandal/ Legislative Assembly areas.
- 6) One woman representative of the district (to be nominated by the Government from time to time.)
- 7) A representative of the Ex. Serviceman of the district (To be nominated by Government form time to time.)
- 8) A representative of S.C./S.T. of the district (to be nominated by the Government from time to time.)
- 9) A representative of the Bas Association of the district (To be nominated by the Government from time to time)
- 10) President of the District youth wing of the party in power in the State.

#### 7. Official Members

- 1) The Minister concerned of the area-Chairman.
- 2) The deputy Commissioner- Vice Chairman
- 3) Supretending Engineer/PWD/Irrigation & Public Health/ State Electricity Board-Member.
- 4) Chief Medical Officer- Member
- 5) Deputy Director Agriculture/District Agriculture Officer-Member
- 6) All sub-divisional officers(civil)-Members
- 7) General Manager, District Industries Centre-Member
- 8) District Controller, Food and Supplies-Member

- 9) Assistant Registrar, Coop. Societies-Member
- 10) District education officer-member.
- 11) Higher/Middle/Primary Schools-Member
- 12) District Horticulture Officer-Member
- 13) District Welfare Officer-Member
- 14) District Animal Husbandry Officer-Member
- 15) District Employment Officer-Member
- 16) District Manager Sc's/ST's Corporation-Member
- 17) All the BDO's in the district-Member
- 18) Lead bank officer in the district-Member
- 19) Divisional Area Manager-Member
- 20) District level officers of Board and Corporations-Member.
- 21) Additional Deputy Commissioner-Member-Secretary.

This committee is the policy of the council at the district level to give direction to the administrative and technical personnel. This body also oversees the implementation in terms of monitoring and review. For transacting the functional needs of committee, a smaller executive body has been formed.

#### **8. Organisational Setup at DPDC Hamirur**

In the direction of decentralization of planning process, the planning commission has finalized the report of the working groups on District Planning in 1984 and the states were also sent the recommendations of the Economic Advisory Council of the Prime Minister, the issue was debated at length in the State Governmental concepts decentralization was decided to be introduced in the state.

The Government felt the need of the decentralization of development planning and administration was the most urgent for the Tribal Areas of the State and were covered under the tribal sub-plan. For the areas, which are remote and inaccessible during a significant part of the year, the State Government has already implemented total decentralization. The planning machinery at the all districts

Headquarters in H.P. except Kinnaur and Lahaul-Spiti have organized.

Hamirpur district as first step in the direction, the existing District Development have been renamed as District Planning and Development Committee after restricting them in terms of their memberships. The composition of this apex planning body at district level is-

- 1) Minister-Chairman
- 2) Chairman of Zila Parishad-Vice-Chairman
- 3) Deputy Commissioner of the district-Member
- 4) All MP's from the district-Member
- 5) All MLA's from the district- Member
- 6) Chairman Block Development Committee-Member
- 7) Representative of Woman Organisation-Member
- 8) Representative of Voluntary Organisation-Member
- 9) Representative of Khadi & Village Industries Board-Member.
- 10) Representative of Urban and local bodies-Member
- 11) Representative of Financial Institution-Member
- 12) Additional deputy Commissioner/ADM-Member Secretary.

#### **9. Policy Making DPDC Organisation**

This apex body functions as the policy planning council at the district level to give direction to the administrative and personal bodies overseeing the implementation in terms of monitoring and review. A small executive body for transacting functional needs comprise given in Figure 3.

In Himachal Pradesh, there is the establishment of District Planning Cell at ten districts except Kinnaur and Lahaul-Spiti. For the formulation of district plan at the district level, a District Planning cell has been constituted.

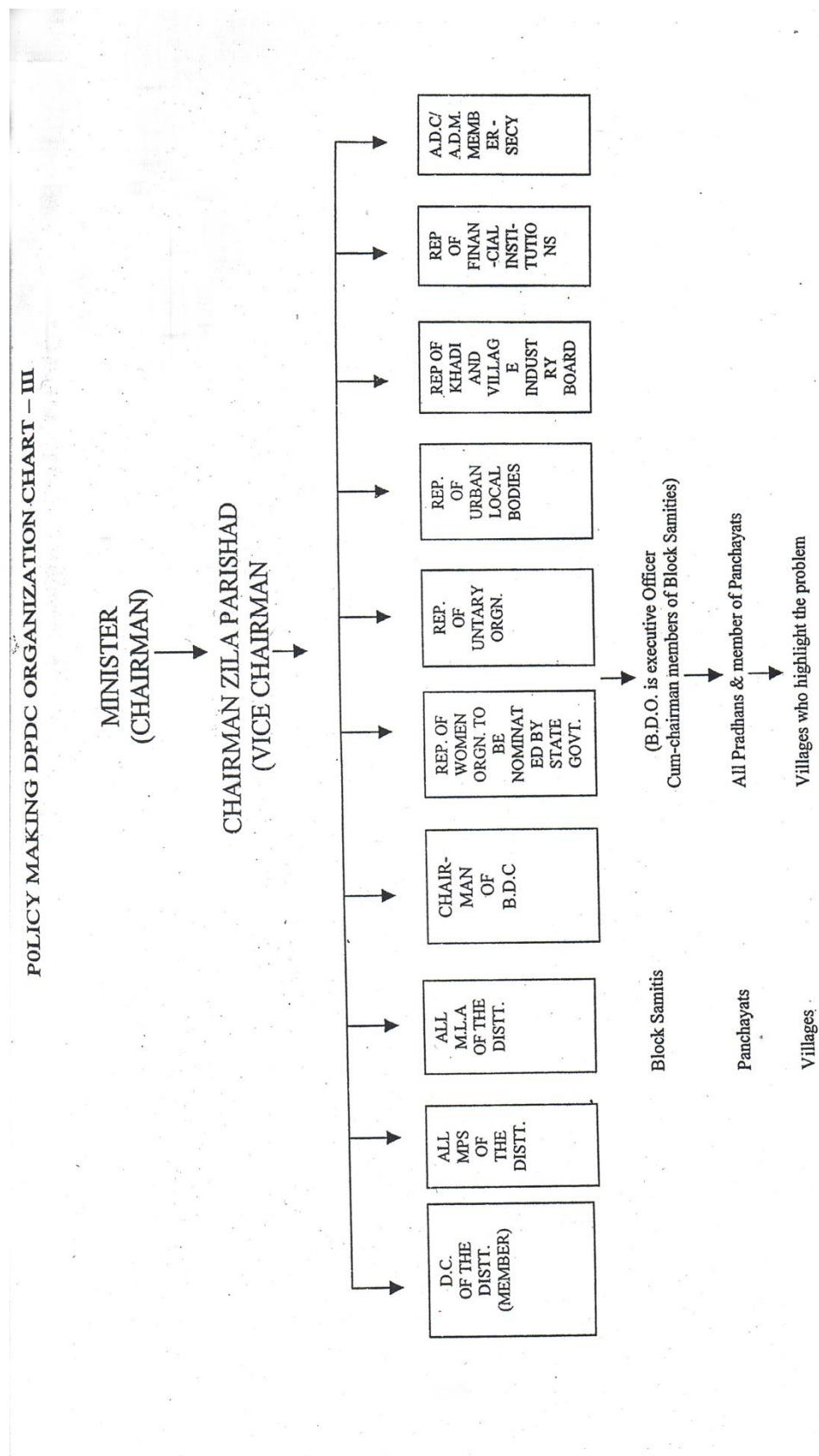


Figure 3.

The staff structure under the control of Deputy Commissioner as sanctioned by the planning

commission is as under

- 1) Additional Deputy Commissioner/ Additional

District Magistrate-Chief Planning Officer

- 2) Research Office-One
- 3) Credit Planning Officer-One
- 4) Technical Assistant/ Junior Statistician-One
- 5) Assistant-One
- 6) Clerk-One
- 7) Steno/Typist-One
- 8) Peon-One

The District Planning Cell has been entrusted with the following functions.

- 1) To coordinate the annual district plans based on the schemes actually under implementation in the district under different heads of development after the transmission of budget outlays by the head of department to field formation;
- 2) Holding the quarterly meeting to monitor the progress of plan schemes implemented in the district which will inter-alia cover both the financial and physical aspects;
- 3) Preparation of indicators of development which includes-
  - i. Demographic Indicators.
  - ii. Infrastructural Indicators.
  - iii. Agro- economic indicators.
- 4) preparation of resource inventory and data base for district planning, which interalia will cover;
- 5) to coordinate the programme implementation of 20 point programme and monitor the physical and financial aspects there under;
- 6) to maintain complete inventory of local district planning funds to initiate the process of actual planning, execution and monitoring of schemes at the district level.
- 7) to maintain the lost of schemes executed under the Drought Relief Funds in the district and its physical controls as well;
- 8) to conduct evaluation and ad-hoc studies as per requirement of the state Government from time to time;
- 9) to make on the spot inspection of plan scheme executed in the district may be entrusted to D.C;
- 10) Research officer will function as Member Secretary of the District Manpower and Employment Generation Council and as such

will co-ordinate the activities/functions of the DMP & EGC;

- 11) any other assignment which the D.C. may like to assign to the District Planning Cell.

Planning at the district levels is done jointly by the officers of the various development departments working at these respective levels and a number of non-official representatives. These planning authorities at the district level make an assessment for their own resources and needs and formulate the programme/ schemes for the development of their respective areas. The vertical process of planning is further carried down to the village level. But so far it has covered only a relatively a few villages. "The Indian planning experiment has not succeeded in actual practice to formulate and implement the plan from below."

From the above account it is clear that the main function of the DPC is to consolidate the plans of panchayats and municipalities and to prepare a development plan for the district as a whole.

At the district level, DPDC has been made the apex body responsible for the formulation and implementation of the district plan. Developmental functions, more particularly, the function connected with plan formulation at the district Hamirpur has district planning and development committee, executive committee of the DPDC and Panchayati raj institutions.

It is a larger body representing various officials and non officials, viz, M.L.A., M.Ps from the district, Chairman of the ZP, Deputy Commissioner and experts as members. The ADM/ADC is the member Secretary of the DPDC. The designated minister of the district is the Chairman of DPDC.

The planning cell consisting of the Chief Planning Officer in ADC/ADM rank and statistical assistant worked under the Executive Committee Chairman of the DPDC. The planning cell acted as a clearing house, and is entrusted with the responsibility of administrative coordination in respect of district planning.

The Executive Committee of the DPDC compressed the deputy Commissioner as Chairman, member and ADC/ADM the member secretary. A small committee, viz. Executive committee of the DPDC is responsible for the day to day control over planning activities.

#### 10. Role of DPDC

The Deputy Commissioner, as chairman of the Executive Committee of the DPDC has to spend considerable time in consulting the heads of departments' agencies concerning plan formulation and execution. As and when the Deputy Commissioner expresses a desire to contact an officer, the latter was readily available for consultation. His function as a mediator in fact originated in his predominant position both in the district administration and officers.

After discussion with the Deputy Commissioner, all concerned officials attend the meeting of the Executive Committee of the DPDC. At this meeting, the Chairman and members of the Executive Committee of the DPDC discuss the proposals with the department heads/agencies who have formulated the proposals. The State Planning Minister also discuss the annual plan with the members of the Executive Committee.

Thus, the exercise of plan formulation originates at the state level and there after is carried on at the district level, Priorities laid down by the government are the constraints within which the plan has to be formulated.

### 11. Rural Planning

One of the crucial functions of DPC's is to facilitate interface between municipal bodies and Panchayati Raj institutions. In addition to plan co-ordination, the DPC will be required to resolve certain conflicts on issues relating to peripheral areas. For example, certain important questions concerning rural urban interface are likely to arise, like the fringe area of a town, where urbanization is taking place, may lie within the Panchayati Raj Institutions. Similarly, Zila Parishads, municipalities and block

panchayat might have to share the drinking water. Such issues could be better tackled in DPC's. Working groups of several state Governments have recommended the constitution of block planning committees on the model of DPC in order to provide for the organic linkages between panchayat unions, town panchayats and municipalities at the block level.

### 12. Assisting Panchayat in Planning

One of the primary tasks of DPC would be to build capacity for decentralized planning in the district. A major impediment to proper planning is the lack of personnel providing planning support and availability of good and comprehensive information at the intermediate and Gram Panchayat levels.

Provision of support for planning at the intermediate Panchayat level.

It is strongly a recommended the each intermediate Panchayat be provided a planning and data unit, which could also be integrated into the larger concept of having a resource centre at each intermediate Panchayat Level, to provide a basket of pooled services, such as for engineering, agriculture, women and child care, public health etc. which Gram Panchayats can draw upon for support in planning and implementation.

Figure 4 tier of this structure. Therefore, the interventions aimed at capacity building have largely been of two varieties; demand and supply.

Figure 4 provides a schematic overview of the system of local governance and its demand supply linkages.

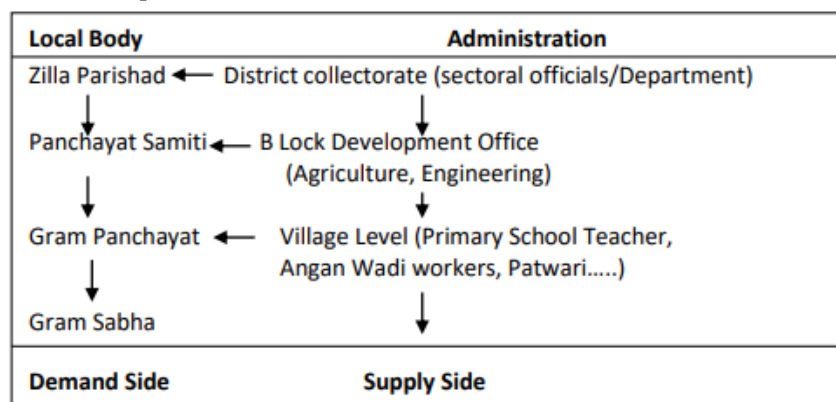


Figure 4.

PRI's focus of interventions to strengthen local self governance has targeted the lowest.

### 13. Conclusion

The work of the state planning board is carried

out by the state planning department. The observation of the commission on center-state relations that the planning boards have not been drawn in to real planning work holds good care of H.P. too. The board has no fixed tenure and there is no division of planning work among the members. The planning board depends on planning department for the secretarial assistance. The State Planning Department works under the overall control of the Government. The bureaucratic influence is great in moulding the plan strategies.

At the district level, decentralized planning has received considerable attention in the state. At the present, DPDC's have no functional powers. It has been observed from the functioning of DPDC that the people representatives are not properly elected, but they are nominated at the Government level under the political fabric with the result that they are not able to represent the area needs and priorities in a better way. It is suggested that the representatives in the DPDC's should be elected from the public and that they should be nominated by the panchayats and Block Development Committees (BDC's). The inter-alia means that the nomination of the public representatives should be from below and not from the top.

It has been observed that in the present planning system, the state schemes are being implemented in the district without any change with the result that in many of the cases, the district priorities are far different from the state priorities. So the DPDC should be given an option to choose the schemes, which they want to implement in district.

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