

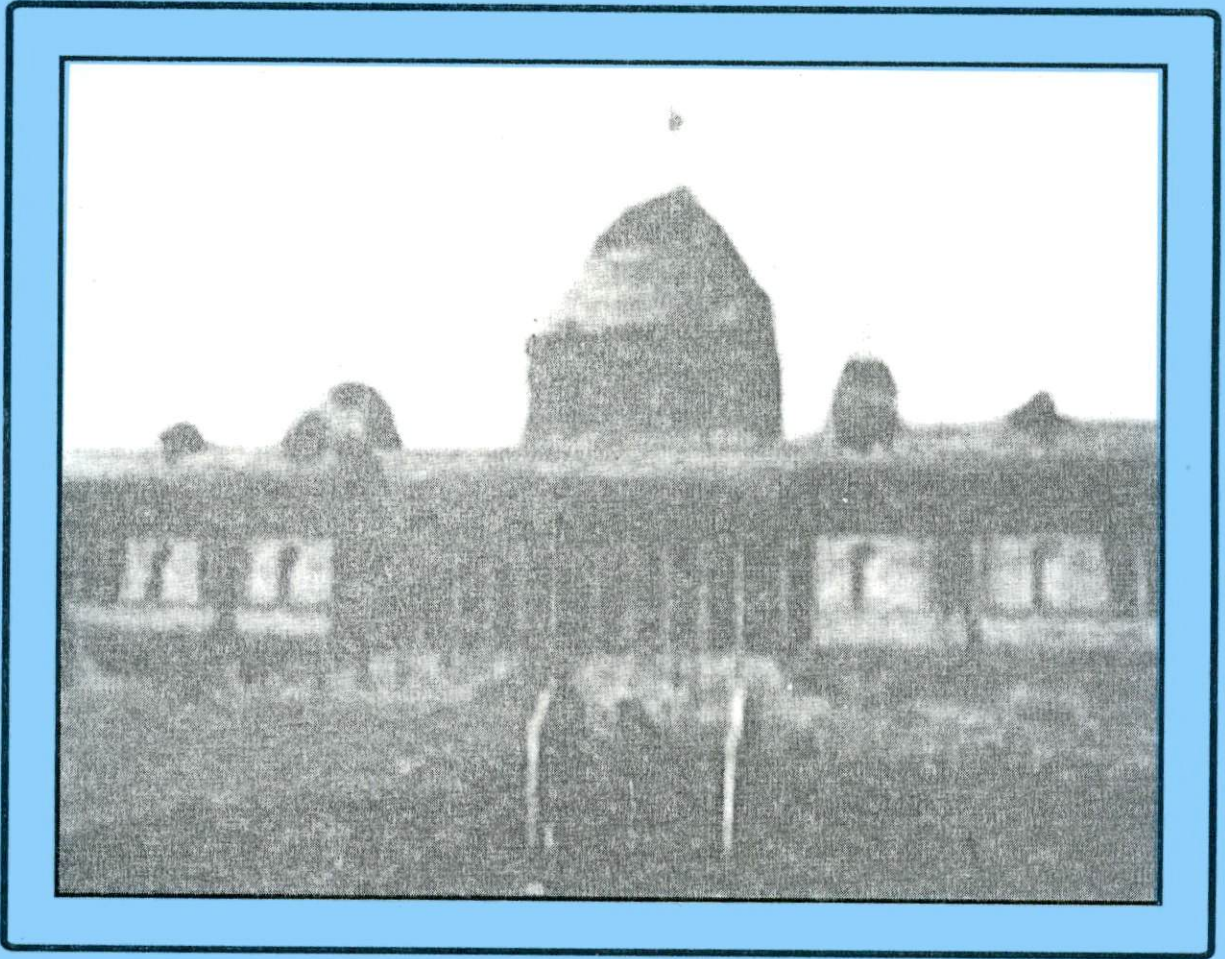
ಕರ್ನಾಟಕ ರಾಜ್ಯ ಮುಕ್ತ ವಿಶ್ವವಿದ್ಯಾನಿಲಯ
ಮಾನಸಗಂಗೋತ್ರಿ, ಮೈಸೂರು - ೫೭೦ ೦೦೬



KARNATAKA STATE OPEN UNIVERSITY
Manasagangothri, Mysore - 570 006

POLITICAL SCIENCE
MA [PREVIOUS]

1487



Course - IV

Paper - Major issues in Indian Administration

Block - IV

ಉನ್ನತ ಶಿಕ್ಷಣಕ್ಕಾಗಿ ಇರುವ ಅವಕಾಶಗಳನ್ನು ಹೆಚ್ಚಿಸುವುದಕ್ಕೆ ಮತ್ತು ಶಿಕ್ಷಣವನ್ನು ಪ್ರಜಾತಂತ್ರೀಕರಿಸುವುದಕ್ಕೆ ಮುಕ್ತ ವಿಶ್ವವಿದ್ಯಾನಿಲಯ ವ್ಯವಸ್ಥೆಯನ್ನು ಆರಂಭಿಸಲಾಗಿದೆ.

ರಾಷ್ಟ್ರೀಯ ಶಿಕ್ಷಣ ನೀತಿ 1986

The Open University system has been initiated in order to augment opportunities for higher education and as instrument of democratizing education.

National Education Policy 1986

ಮುಕ್ತ ವಿಶ್ವವಿದ್ಯಾನಿಲಯವು ದೂರಶಿಕ್ಷಣ ಪದ್ಧತಿಯಲ್ಲಿ ಬಹುಮಾದ್ಯಮಗಳನ್ನು ಉಪಯೋಗಿಸುತ್ತದೆ.ವಿದ್ಯಾಕಾಂಕ್ಷಿಗಳನ್ನು ಜ್ಞಾನ ಸಂಪಾದನೆಗಾಗಿ ಕಲಿಕಾ ಕೇಂದ್ರಕ್ಕೆ ಕೊಂಡೊಯ್ಯುವ ಬದಲು, ಜ್ಞಾನ ಸಂಪತ್ತನ್ನು ವಿದ್ಯೆ ಕಲಿಯುವವರ ಬಳಿ ಕೊಂಡೊಯ್ಯುವ ವಾಹಕವಾಗಿದೆ.

ಡಾ. ಕುಳಂದೈಸ್ವಾಮಿ

"The Open University system makes use of Multimedia in distance education system. it is vehicle which transports knowledge to the place of learners rather than transport to the place of learning.

Dr. Kulandai Swamy

ವಿಶ್ವಮಾನವ ಸಂದೇಶ

ಪ್ರತಿಯೊಂದು ಮಗುವು ಹುಟ್ಟುತ್ತಲೇ - ವಿಶ್ವಮಾನವ. ಬೆಳೆಯುತ್ತಾ ನಾವು ಅದನ್ನು 'ಅಲ್ಪ ಮಾನವ'ನನ್ನಾಗಿ ಮಾಡುತ್ತೇವೆ. ಮತ್ತೆ ಅದನ್ನು 'ವಿಶ್ವಮಾನವ'ನನ್ನಾಗಿ ಮಾಡುವುದೇ ವಿದ್ಯೆಯ ಕರ್ತವ್ಯವಾಗಬೇಕು.

ಮನುಜ ಮತ, ವಿಶ್ವ ಪಥ, ಸರ್ವೋದಯ, ಸಮನ್ವಯ, ಪೂರ್ಣದೃಷ್ಟಿ ಈ ಪಂಚಮಂತ್ರ ಇನ್ನು ಮುಂದಿನ ದೃಷ್ಟಿಯಾಗಬೇಕಾಗಿದೆ. ಅಂದರೆ, ನಮಗೆ ಇನ್ನು ಬೇಕಾದುದು ಆ ಮತ ಈ ಮತ ಅಲ್ಲ; ಮನುಜ ಮತ. ಆ ಪಥ ಈ ಪಥ ಅಲ್ಲ; ವಿಶ್ವ ಪಥ. ಆ ಒಬ್ಬರ ಉದಯ ಮಾತ್ರವಲ್ಲ; ಸರ್ವರ ಸರ್ವಸ್ವರದ ಉದಯ. ಪರಸ್ಪರ ವಿಮುಖವಾಗಿ ಸಿಡಿದು ಹೋಗುವುದಲ್ಲ; ಸಮನ್ವಯಗೊಳ್ಳುವುದು. ಸಂಕುಚಿತ ಮತದ ಆಂತಿಕ ದೃಷ್ಟಿ ಅಲ್ಲ; ಭೌತಿಕ ಪಾರಮಾರ್ಥಿಕ ಎಂಬ ಭಿನ್ನದೃಷ್ಟಿ ಅಲ್ಲ; ಎಲ್ಲವನ್ನು ಭಗವದ್ ದೃಷ್ಟಿಯಿಂದ ಕಾಣುವ ಪೂರ್ಣದೃಷ್ಟಿ.

ಕುವೆಂಪು

Gospel of Universal Man

Every Child, at birth, is the universal man. But, as it grows, we turn it into "a petty man". It should be the function of education to turn it again into the enlightened "universal man".

The Religion of Humanity, the Universal Path, the Welfare of All, Reconciliation, the Integral Vision- these *five mantras* should become View of the Future. In other words, what we want henceforth is not this religion or that religion, but the Religion of Humanity ; not this path or that path, but the Universal Path ; not the well-being of this individual or that individual, but the Welfare of All ; not turning away and breaking off from one another, but reconciling and uniting in concord and harmony ; and, above all, not the partial view of a narrow creed, not the dual outlook of the material and the spiritual, but the Integral Vision of seeing all things with the eye of the Divine.

Kuvempu



**Karnataka State
Open University**

**Political Science
Course IV**

Block

4

Introduction

Unit 13

Planning And Administration

1 to 9

Unit 14

**The Constitutional basis of planning machinery in the Union
and States.**

10 to 20

Unit 15

The Process of Planning.

21 to 32

Unit 16

**The Administrative implications of Planning and evaluation
of planning in India.**

33 to 44

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Units 13 - 16

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Block - 4 Introduction

This Block consists of four units. Unit 13 of this block deals with planning and Administration. Unit 14 deals with the constitutional basis of planning machinery in the union and States. Unit 15 deals with the process of planning. Unit 16 contains the details about the Administrative implications of planning and evaluation of planning in India.



Block - IV

Unit - 13 Planning and Administration

Structure

- 13.1 Objectives
- 13.2 Introduction
- 13.3 Meaning and Importance of Planning
- 13.4 Types of Planning
- 13.5 The Nature of Planning in India
- 13.6 The Background and the History of Planning in India
- 13.7 Planning and Administration : Interrelation and Interaction
 - 13.7.1 Development Plan and Administrative Plan
 - 13.7.2 Development Plan and Budget
 - 13.7.3 Other Administrative Aspects and Planning
 - 13.7.4 Planning and Administration : Interrelations and Interactions in India.
- 13.8 Let us Sum Up
- 13.9 Key Words
- 13.10 Some Useful Books
- 13.11 Answer to Check Your Progress

13.1 Objectives

The objective of the Block IV of the course IV: Major issue in India Administration., is to introduce you to the Development Planning and its relation to Administration in India, in terms of, the Planning Machinery or Organisation, Planning Process and Plan implementation. In other words we will understand here the administration aspects and issues of development planning in India. The focus here is on the administrative aspects and not at all on the economic aspects of planning.

The objectives of this unit No. 13, are to introduce you to the:

- Meaning, Importance and types of Planning in General.
- Background or History of Planning in India
- Nature of Planning in India
- Relation between Planning and Administration.

13.2 Introduction

Development planning for nation building began in Soviet Union in 1928. After a big world wide debate on it before the Second World War, Development Planning become widely accepted and practiced after the war in the middle of the 20th Century. That is why, India also accepted and started on National Planning immediately after independence right from 1950. But, today, at the beginning of the 21st Century under the new prevailing New-economic policies of Liberalisation, Privatization and Globalisation, the National Planning has lost its earlier importance, glory and centrality both in the world and in India.

But the need for national planning continues. Therefore, in India we are today having our Tenth Five Year Plan from 2002 to 2007. Planning Machinery, planning process and plan implementation are all continuing. For better national development good national

Planning and its better administration are always necessary as long as we are a separate nation. This makes it necessary for students of administration, like you and me, to understand the meaning, importance and types of planning in general, the background of planning in India, the nature of Planning in India and the relation between Planning and administration in general. We will focus on these aspects in the same order in this unit.

13.3 Meaning and Importance of Planning

Planning is not something new. Man has been practicing it for long. Planning is involved in hunting an animal, building a building, fighting a battle or even in cooking a good breakfast. But the importance of Planning was first emphasized by founders of the science of management like F.W.Taylor and Henry Fayol at the beginning of the 20th century. The importance of using planning for national development was realized first when the Soviet Union began its First Five Year Plan for national development in 1928.

Meaning

Planning means essentially a rational preparation for future action. It consists in a rational determination of goals, assessment and selection of paths or strategies to achieve goals, assessment and allocation of resources, and the efforts to implement, monitor, evaluate and navigate the plan until we reach the goals. This is “management planning”. This is discussed more in management studies.

But the planning which we are discussing here is “Development Planning”. This is discussed more in economics especially in its branch called “Development Economics”. “Development Planning” is essentially planning for socio-economic change of a nation or locality. It is meant to achieve around national development. It involves preparation of Long-term, Medium term and Short term plans for economic and social development of a nation. Five year Plans of

former Soviet Russia and India are the best examples of such development plans.

Importance

Planning being a rational process it naturally came to importance in the 20th Century - a century called "an age of Science and Technology" where the rational approach came to flower better than in earlier centuries. Its importance and success in the industrial revolution and the business management made the Soviet Union to think of its use in nation building. The achievements of the Soviet Union through its Five Year Plans in developing a backward nation into a Super Power had made it important and attractive by the time India became Independent.

New nations like India which became Independent after the second world war found Development Planning important and needed to overcome their age old, wide spread and overall backwardness. Development Planning provides for quick, direct planned state action for national development. Even Western Capitalist Countries after Second World War adopted National Development Planning at least partially to overcome the bad effects of unplanned capitalist business cycles. By 1960 nearly 80 countries had adopted development planning.

Even today, when after the New Economic Policies have been adopted, the importance of national Planning is more undermined than declined. Policies of liberalization and privatization strengthen the dependence on the market and the rich who can use it better for their development. The Globalisation increases the influence and exploitation of the nations by foreign multinational companies. They all lookdown on state action and development planning. Planning is important now to safeguard the interests of the poor in particular and the nation in general. It also continues to be important for balanced and speedy development of the nation. It is also necessary

at least to indicate the overall direction and coordination needed in development with New economic policies, where more agencies such as governments, private enterprises, cooperative enterprise, Non-Government organizations, multinational corporations, foreign Governments and International aid agencies are involved in the development process both in a competitive and often in a collaborative manner. The type of plan required today may be different. It is "Indicative" and not "Comprehensive". It is flexible and not rigid. It is decentralized and not centralized. It is based on collaborative governance than mere state action. Yet the need and importance of development planning never ceases.

13.4 Types of Planning

According to experts on planning development Planning and Plans can be distinguished on various lines. Albert Waters ton distinguishes between

- War time Planning : i.e., Planning to meet the exigencies of war
- Town and Country Planning : i.e., Spatial or land use planning in urban and rural areas
- Anti-Cyclical Planning : i.e., Planned economic short term and sporadic measures to control and stabilize the economy disturbed by serious business cycles.
- Development Planning : i.e., A comprehensive, intensive, and continuous planning aimed at accelerated growth and structural change in economic and social spheres of society.

Development plans are also distinguished on spatial and temporal terms. Spatially speaking i.e., speaking in terms of the

geographical area covered we will find types like (1) National Plan, (2) Regional Plan, (3) State Plan, (4) District Plan and (5) Village level Plan. Temporally or speaking in terms of the time-span or time-covered by the plan we will find development plans classified into (1) Long-term (eg. 20 Year Plans) (2) Medium Terms (eg. Five Year Plan), (3) Short term Plan (i.e., Annual or half yearly or monthly plans).

Again in terms of the nature and intensity of planning it is distinguished into:

1. **Project-by-Project Planning:** It results in just a collection of various and disparate projects. India's First Five Year Plan was like this.
2. **Integrated Public Investment Planning:** It leads to a well integrated plan but limited to public sector investment plans. (eg. Plans in U.K and Germany)
3. **Comprehensive Planning:** It leads to a well prepared, integrated, continuous and comprehensive socio-economic development plan of the entire nation, covering both public and private sectors, in an intensive way. (eg. Planning in USSR and India).
4. **Indicative Planning:** It leads to a development plan which is not intense, comprehensive or integrated. It is only indicative of the desirable direction and targets especially in the case of private sector. (Adopted in France).

13.5 Nature of Planning in India

Planning in a huge, federal, democratic and backward country like India has various characteristics. They can be listed as follows:

- 1) Planning in India has been largely Comprehensive Planning. Only in the case of the First Plan it was project-by-project approach as the time to start it in 1951 was short for its preparation after the Planning Commission was setup in 1950. For Second Plan

onwards generally it has been comprehensive planning. It has involved intensive, over all comprehensive planning for the entire economy including private and public sectors. It has involved econometric or mathematic model-building for the economic development and investment plans. It involves both top-down and bottom-up approaches. Only in the 1990s under the influence of the New Economic Policies, the term 'indicative Planning' has been used in the Indian Planning literature and plan documents. But the nature of Indian economic situation and requirements are such that the pure western or capitalist country type of indicative planning may neither be adopted or required in India, where so much of poverty stalks the land and the Constitution itself aims at socialism in its Preamble. Therefore, on the whole the planning in India continues to be more or less comprehensive in nature.

- 2) Planning in India is Democratic Planning. India being a democracy of the Parliamentary type plans are prepared by democratically elected governments through open discussion inside and outside Parliament. Every Five Year Plan comes to be finalized only after the Parliament approves, adopts and calls for its implementation. Its content, implementation and all aspects are open to criticisms by free press and various public and private forums. Planning is subjected to the democratic bargaining and decision-making.
- 3) Indian Planning is Federal Planning. Indian Constitution being a federal one, the governmental powers are distributed between the Union and State Governments. The Planning processes are subjected to federal processes at least in theory. Planning is subjected to the federal bargaining. But in India as the federal system is center tilted, especially with regard to financial resources, the planning process is also highly centralized. The

Central Government with its ability to distribute funds for plan schemes and its absolute control over the National Planning Commission, which is a body created by it, has a dominant role in the planning process. In fact the Planning process itself in the hands of the Central Government has become a centralizing factor of Indian federalism. This coupled with the Single Political Party (Congress) rule over both the Center and States for a long time (1947-77) both helped the National Planning to take roots as well as making it Center-tilted. It is only since 1977 that, with different Political Parties ruling in both Center and States, the federal bargaining process is gradually becoming more alive even in the field of planning. But, while the Center has more funds the States have more developmental functions and responsibilities allotted to them in the Constitution. This makes the Center dependent on States for implementation, making planning process more complicated.

- 4) Indian Planning is "Multi-Level Planning." India being a vast country of at least Sub-continental proportion, multiple geographical and natural regions composing it and multiple governments and authorities functioning here, to be practical and successful, Indian Planning takes place at multi-levels. We have National Plans, Regional Plans (eg. Hill Area Development Plan) State Plans, Sub-state Plans (eg. Dry Land Development Plan) District Plans, block Plans / Taluk Plans and Village Panchayat Plans. But in practice it is the National Plan that dominates and other plans are dovetailed into it. Anyway, the planning below the state level has been slow to develop and it has stated becoming decentralized planning only after the 73rd and 74th Amendments to the Constitution providing for District Planning.

- 5) India also has Multi-Year-Plans." Normally and formally India has a 20 year long term plan, also called as "Vision plan", a "Five Year Plan," which is the medium term and the most important plan; the Annual Plans which are the yearly derivatives from the Five Year Plan and also informally other plans like half yearly, quarterly and monthly plans. While the long term plan helps in the preparation of Five Year Plans, the Annual and Sub-annual plans help in implementation of the Five Year Plan.
- 6) Indian Planning is also "Bureaucratic Planning." Indian bureaucracy, especially the All India Services in general and I.A.S in particular, with its deep historical roots, high merit base, control over all high offices, and key files and crucial procedures both at the National, State and District level are playing a dominant role in the Planning Process as in other governing processes. They have key roles carved out for themselves both inside the Planning bodies and implementing agencies. Unlike in Communist Countries, where the caderised Single Parties control the Planning and governing process, in a newly democratic country like India, where multiple non-cadre based parties operate often in coalition governments, the bureaucratic control has a hey-day. But, as the planning processes and development have flowered and civil society (comprising of private sector, non-governmental Organizatio, Universities, Media, etc) has developed, the bureaucracy's role is more and more under scrutiny and criticism. To that extent, the role of civil society, local bodies and people's voluntary organizations in the planning process has started showing an upward turn. In fact from the 7th Five Year Plan onwards the plan document itself has started calling for such participation.

13.6 Background and History of Planning in India.

Development planning was first undertaken in the former U.S.S.R in 1928. In India Planning formally started with the First Five Year Plan in 1951. But, the Indian Planning in a way has a much earlier background. The Congress Party Resolution of 1931 in favour of Planning, Sir M. Vishveswariah's book on "Planned Economy For India" advocating planning for India in 1934, the National Planning Committee set up by the Congress Party under the Chairmanship of Jawahar Lal Nehru in 1938, and the establishment of the Department of Planning in the Government of India in 1944 were important landmarks in the genesis of Planning in India.

With this background, it was just natural for the Government of Independent India to establish the National Planning Commission in March 1950 and to start the First Five Year Plan from 1st April 1951. Since then, the country has gone through Nine Five Year Plans and is now in the Tenth Five Year Plan period. Sometime when the Five Year Plan could not be got ready, for some reason, those years were filled by Annual Plans. This happened two or three times in India. Some people call these years as years of "Plan Holidays." During Nehru's Prime Ministership that is from 1950-1964 plans and planning had a glorious time in India. Nehru, who himself was the Chairman of the National Planning Commission, gave great priority and emphasis to it. Especially from the Second Plan and onwards he invited foreign experts like Kadar and gave full freedom to National experts like Mahalonobis in plan preparation. He used each Plan almost as an election manifesto, personally backed it and gave his vision and charm to it. Anyway, even after him eminent statesmen economists, scientists and administrators have always been associated with planning in India giving it a stature. Each plan had a different emphasis or thrust in development, high investments especially in the public sector and has contributed considerably to National

Development. As our focus is only on the Administrative aspects of Planning it suffices for us to list here the various Five Year Plans, the years they covered, their main thrust and overall financial outlays.

Plan	Year	Thrust	Outlay/Actual Expenditure in Rs. In Crores
First Five Year Plan	1951-56	Initiating planned development	2378
Second Five Year Plan	1956-61	Socialistic Industrial development	4800
Third Five Year Plan	1961-69	Foodgrains Self-Sufficiency & Heavy Machine Building capacity development	8500
Annual Plans	1966-69	"Plan Holiday" or Adhocism
Fourth Five Year Plan	1969-74	Promotion of Self-Reliance and all round growth especially green revolution	15,902
Fifth Five Year Plan	1974-79	Anti-poverty Programmes & Growth	38,306
Annual Plan	1979-80	"Plan Holiday"
Sixth Five Year Plan	1980-85	Better infra structure Better Management	1,09,291
Seventh Five Year Plan	1985-90	Growth, Modernization Self Reliance and Social justice	2,18,729
Annual Plans	1990-92	Plan Holiday
Eighth Five Year Plan	1992-97	Growth, Price-stability & Better balance of payments	4,95,669

Ninth Five Year Plan	1997-02	Participative planning	6,38,482
		Growth & social justice	
Tenth Five Year Plan	2002-07	Faster growth, poverty	3,42,112
		redmtion, universal	
		primary education, more	
		employment	

Check Your Progress - 1

- Note:** 1) Use the space given below for your answer.
 2) Also check your answer with the clue given at the end of the Unit.

1) Explain the meaning and importance of planning.

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2. Outline the different types of planning

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3. Examine the Nature of Planning in India

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4. Briefly discuss the Background and the History of Planning in India.

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13.7 Planning and Administration : Inter-relation and Interaction.

Development Planning for a nation is a mammoth exercise. It is a vital and strategic for quick and all round national development. It involves as we have seen thousands of crores of rupees investment. It involves enormous expectations. Therefore, a plan has to be successful. But to be successful it depends on its good administration. It hinges on a nation's administrative system enormously. In turn Planning with its changing strategies and aspirations continuously makes enormous demands on administration. The interrelation and interaction between the two are enorous, intense and continuous. This interrelation and interaction can be understood in the following way.

13.7.1 Development Plan And Administrative Plan

Every development plan which is essentially a socio-economic plan, has to contain an administrative plan. This is necessary for successful implementation. A development plan has to be broken down into objectives plan, strategies plan, programmes plan project plan and operational plan from the implementation point of view. Administrative plans are necessary form every progrmee plan downwards. An Administrative plan itself has various components such as the organization plan, personnel plan, resource plan and managerial plan. For each programme, project and operational plan all these are essential. Such integrated administrative plans provide the ground and facilities for the proper implementation of a development plan. When the administration gears itself in this way to implement the development plan it undergoes continuous, intense and enormous changes in its organization resources, personnel, rules, procedures ethos and behavior. This in turn leads to better planning in future. Thus it is cumulative interrelation and interaction between the two.

13.7.2 Development Plan and Budget

Development plan involves usually a big financial investment out lay. At the investment stage this outlay comes from the Budget. Budget being a numerical (financial) plan it provides or allocates resources for plan activities of government in a specific way.

But, there is difference between the two. First, Development plan is for a long term (eg. Five Years). Budget is always for a short term (usually Annual). Plan has interest only in development. Budget has to concern itself with and find and allocate money for both plan and non-plan activities. Anyway it is budget which provides financial inputs required for implementing plans. But as the budget is prepared by a different authority (i.e., finance Ministry), at a different time

and under different pressures often gaps between the plan and budgets occur endangering realization of the plan. The Annual Plan exercise if it is done well in coordination with the Finance Ministry it helps in bridging the gaps and helps in implementing plans.

13.7.3 Other Administrative Aspects and Planning

Successful Planning and implementation of development plans also require in addition (1) proper administrative machinery both for planning and implementation; (2) Plan orientation and concern among all persons involved and (3) Planning and derivative planning skill, especially in programme and project planning and management. Absence of these leaves the plan hung above the earth unrealized.

13.7.4 Planning and Administration: interrelation and Interactions in India

If, at the stage of plan formulation, planning is mainly economic in nature, at the stage of implementation it becomes administrative and managerial. This demands that at the planning stage itself the quality of administrative input available, needed and changes required in it to meet the plan needs have to be planned. It is wrong to say later that a plan was good but its implementation was bad.

In India the administrative input has not been well assessed and planned. The colonial bureaucracy which we inherited had a good capability for law and order maintenance. But it was poor in development orientation or experience. It was a poor instrument for development administration. The elitist personnel, the "man-on-the-horse-back" style of administration, the cumbersome and dilatory administrative procedures, made more for control than action, and, the rigid bureaucratic organizational system that we inherited were all poor assets if not liabilities for development planning and implementation. And, after independence we hardly made any significant changes in these. We simply continued them with some

patch work or repair here and there.

Our planners have been right from the First Plan aware of the importance of the administrative factor in plan implementation. Ritualistically, in every plan document the importance of the quality of administration is mentioned and the need for far reaching changes are mouthed. But, their effect has been very little. Administrative development in India has been very slow.

After 1950 when the planning was started, the changes brought in the administrative system to meet the needs of planning have been only marginal. We can mention in this regard: (1) the setting up and expansion of the Planning Commission; (2) the establishment of the National Development Council and Zonal councils; (3) the establishment of the corporation and company form of public enterprises; (4) the creation of the "management Pool"; (5) the establishment of the ministry of Implementation; (6) the creation of the Department of Personnel and Administrative Reforms and the appointment of the various Commissions and committees including the Administrative Reforms Commission (1966) for recommending changes in Administration; (7) the short-term existence of the L.K. Jha chaired Economic Administration Reforms Commission; (8) the strengthening of Panchayati Raj and urban bodies for decentralized planning through 73rd and 74th Amendment; and (9) the increase in the number of specialists in administration.

Due to the planned development work, thus, the administration has expanded enormously. It has grown in variety of its organizations, in its personnel numbers and mix and in its overall complexity. But it has not grown adequately in plan orientation or development orientation, in its planning skills like derivative planning or project planning, in its overall managerial abilities or skills, in its temporal consciousness, in its integrity and public interest concerns in plan implementation.

Studies in administrative development in India have indicated continued colonial and 'autonomous' nature of bureaucracy in India. These have prevented any radical and meaningful change in bureaucracy to make it a fit instrument of development plan or even democracy. The absence of adequate political will has been behind this continuation.

Anyway, the development planning has exposed many internal, administrative, social and economic inconsistencies and opened up new visions and paths of administrative development. The rationality and dynamism of plans have indicated many lessons to be learnt and the logical direction of the future political and administrative development essential. It is upto the political system to respond rightly in the interest of the Country's development (plans) and democracy.

Check Your Progress - 2

Note: 1) Use the space given below for your answer.

2) Also check your answer with the clue given at the end of the Unit.

1) Examine the interrelationship between the development plan and the administrative plan.

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2. Bring out the relationship between the plan and budget.

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3. Assess the interrelation and interaction between planning and administration in India.

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13.8 Let Us Sum Up

In this unit No. 13, we have focused on the relationship between development planning and administration. To Understand it properly we examined the meaning, importance, types of development planning in general. Second, we have discussed the nature and characteristics of Planning in India as well as the background and history of Planning in India. Finally we came to the question of interrelationship and interaction between Planning and Administration, and understood it both in general terms as well as in Indian context.

With this discussion we are ready now to proceed to discuss about the Planning Machinery and its Constitutional basis in the next guideline.

13.9 Key Words

- Development Planning - Planning for Socio-economic growth, progress and change.
- Planning Machinery - Planning organization.
- New Economic Policy - The Economic Policies of Liberalization, Privatization and Globalisation adopted since 1991.
- “Indicative Planning” - Planning with less rigid and only suggestive plan directions with regard to private sector.
- Plan outlay - Financial Investment Planned.

13.10 Some Useful Books

- Albert Wasterston : Development Planning, John Hopking Press, Baltimore, 1971.
- Gunnar Myrdle : Asian Drama Vol II Part IV.
- Ramesh K. Arora and Rajni Goyal : Indian Public Administration 2nd Edn., 1995.
- A.H. Hanson : The Process of Planning in India 1966.
- C.P. Bhambri : Public Administration in India (1973).
- S.R. Maheshwari : Indian Administration.
- Government of India : India 2000 Year Book Published by the Publications Division.

13.11 Answers to Check Your Progress

Check your progress -1

1. See Section 13.3
2. See Section 13.4
3. See Section 13.5
4. See Section 13.6

Check your progress -2

1. See Section 13.7 and 13.7.1
2. See Section 13.7.2
3. See Section 13.7.4

Unit- 14. The Constitutional Basis of Planning Machinery in Union and States

Structure

- 14.1 Objectives
- 14.2 Introduction
- 14.3 Constitution, Planning and Planning Machinery
- 14.4 Planning Machinery at the Union Level
 - 14.4.1 Legal Basis
 - 14.4.2 The National Planning Commission
 - 14.4.3 The National Development Council
 - 14.4.4 Other Agencies Involved in Planning at the Union Level
- 14.5 Planning Machinery at the State Level
 - 14.5.1 Legal Basis
 - 14.5.2 State Planning Boards
 - 14.5.3 Other Agencies Involved in Planning at the State Level
- 14.6 Planning Machinery at the Local Level
 - 14.6.1 Late Start
 - 14.6.2 The Legal Basis
 - 14.6.3 The District Planning Committee
 - 14.6.4 Other Agencies Involved in Planning at the Local level
- 14.7 Let Us Sum Up
- 14.8 Key Words
- 14.9 Some Useful Books
- 14.10 Answers to Check Your Progress

14.1 Objectives

The main objective of this unit 14 is to acquaint ourselves with the kind of organizational machinery or set up that has developed in India over time for the purpose of Planning National, State and Local Levels. Specific objectives are to understand:

- The Legal basis of Planning Machinery at Union, State and Local.
- The organizational set up of the (1) National Planning Commission, (2) The National Development Council, (3) the Planning Department and other agencies involved in Planning;
- The State Planning Boards, Planning Department and
- Other Planning machinery at the State and Local Level.

14.2 Introduction

Planning for National development is a big exercise and a long process, nay, a set of elaborate processes. It involves a huge machinery. This machinery meaning the organizational set up involved in planning processes, now exists at Union, State and Local levels. But below the union level it evolved very slowly and indeed is yet to take firm roots. The crucial nature of the planning work demands a high status in law or at least in fact. The central and vital nature of the planning work gives the planning machinery a high influence and long reach. In India, even without a Constitutional and even a statutory legal basis the National Planning Commission and the National Development Council have gained this status and importance. At the state level, however the state Planning Boards not only came later but are yet to become effective and powerful. They are also without any strong legal basis. In contrast at the Local level, after the 73rd and 74th Constitutional Amendments, there is a Constitutional basis for the district planning process and the District Planning Committee for every District in the Article 243ZD, a Metropolitan Planning

Committee for every metropolitan area in the Article 423 ZE of the 74th Constitutional Amendment (1992). But, even in 2003 these committees are yet to be noticed on the ground.

In this background it will be interesting to examine the legal basis, organizational structure, composition, working and importance of the planning machinery in India. This we will do in the order indicated in the structure of this unit 14 given above.

14.3 Constitution , Planning and the Planning Machinery

The Constitution of India 1950, originally and until 1992, did not contain any specific and direct provision for development planning" as such. The word planning was found in it in only one place, i.e., as entry 20 in list III i.e., Concurrent List. Of seventh schedule under Article 246 of the Constitution under the title "Economic and Social Planning." But for this, there was no other provision in the Constitution dealing with planning till 1992. The National Planning Commission the National Development Council and the State Planning Boards, at least the first two, which are playing such a pivotal role in Planning in India have no place or mention in the Constitution They are plainly extra-Constitutional bodies which have gained high status by their vital role rather than by their legal status.

Planning, being in the Concurrent List, both States and the Union could deal with it in making laws concerning it. But neither the Center nor States indeed have ever passed any law dealing with "Economic and Social Planning." Instead, just on the basis of Cabinet Resolutions of Central Government, the National Planning Commission and the National Development Councils were established in 1950 and 1952 respectively. Gradually, they grew into gigantic status. It was an early initiative. It has never been questioned by any state. It has never been an issue of conflict.

In 1992 when the 73rd and 74th Constitutional Amendments were passed planning and Planning Committees at the local level got a constitutional status. We will deal with the details of this latter, while discussing planning at local level. But here, it suffices to make an observation that these Amendments have created a perplexing situation with regard to planning and the Constitution. The Planning and Planning machinery at the local level today has a Constitutional status while the Planning and the Planning machinery at the union and state level have neither a Constitutional nor even a statutory basis.

14.4 Planning Machinery at the Union Level

Planning Machinery at the Union level mainly consists of the National Planning Commission, National Development Council, Planning Department and other related agencies. We will discuss their legal basis, structure, composition working and importance here.

14.4.1 Legal Basis

The National Planning Commission and the National Development Council have neither a Constitutional nor even a statutory basis. Both are just based on the decisions of the Union Cabinet to establish them. The Union Cabinet can undo them just with another decision.

Some quarters like Mr. Rama Krishna Hegde who was a Deputy Chairman of the National Planning Commission, have demanded a Constitutional Status to the Planning Commission. But others like Sri, Nijalingappa demanded its abolition. The debate over this has never reached a serious level. If a Political Party totally opposed to planning ever comes to power at the center and threatens to abolish the National Planning Commission by another cabinet decision the debate may get a fresh life and a feverish pitch. But right now, with a general consensus on the need for and continuance of the Planning Commission on the one hand, and the general decline of

the role of planning itself under the New Economic Policy, the question of a firmer and legal status of the Planning Commission is just dormant.

The position of the National Development Council is similar. It has also a high status and weak legal basis. The Sarkaria Commission (1984) appointed to examine the Center State relations had recommended the replacement of N.D.C by an NEDC (National Economic and Development Council) established by a Presidential order under Art 263 of the Constitution on the lines of an Inter-State Council. This has not been accepted and the situation continues as earlier.

14.4.2 The National Planning Commission

a) Its Establishment

The National Planning Commission is the King-pin of the planning machinery in India. It was established in 1950 by a resolution of the Cabinet of the Government of India passed on 15th March 1950. It started functioning from 28th March 1950, barely 3 months after the New Constitution itself came to force. Perhaps this early start is one of the reasons for its importance and influence.

b) Its Functions

Basically it is a staff agency i.e., an advisory body to the Government of India. Under its terms of reference its functions are to:

- a) assess national resources and suggest ways of augmenting them;
- b) formulate plans;
- c) fix priorities and stages of plan implementation;
- d) identify and ward off obstacles to plan implementation;
- e) determine machinery for implementation
- f) Evaluate implementation and
- g) Make other necessary recommendations or Advise.

Over time, the Commission has become (a) an advisory body for

State Governments also and (b) it has acquired some executive functions of supervision and coordination over some specific programmes.

c) Its Organization

The National Planning Commission is a multi-member body. But both the numbers and the composition of membership is flexible and has varied from time to time. The number of membership has varied from four to seven. In the beginning when it had pure planning functions it had four full time members. But as it acquired more functions its membership increased to seven. At present i.e., in 2003 it is seven. Normally, four full-time members and two or three ministers of the Government as part members are there on it. Among the full time-members usually we find economists, administrators, scientists and technologists. The part-time members are usually the Finance Minister, the Planning Minister and other important ministers. Full time members of the Commission have the status of a cabinet minister and attend the meeting of commission on invitation.

The Prime Minister is the Chairman of the Planning Commission. The Prime Minister being busy it is the Deputy Chairman who is its executive head. This office is very important. For sometime initially usually the Minister for Planning used to be an ex-officio Deputy Chairman. But as the responsibilities of the Commission increased an independent and full-time Deputy Chairman has been appointed. Important statesmen, academics, economists have been appointed to this post. Mr. Ashoka Mehta, D.R. Godgil, Rama Krishna Hegde, Lakadavala were some full-time Deputy-Chairmen. Today we have K.C.Pant an ex-minister in this post.

The Full-time members run the Commission. They work on a port-folio basis. There are usually the following Portfolios viz., (a) natural resources (a) agriculture and rural development. (c) industry, railways, transport and communication and (d) social services,

education and health. Variations in this have also been possible.

d) Its Internal Organisation

The Planning Commission has a big internal organization to assist it. It has a big secretariat headed by a secretary or member-Secretary of the commission. He is usually an I.A.S officer or an economist.

Its internal organization has been mainly divisions. Divisions are mainly of two types: (1) General Divisions (Recently 12 in number) like the Development Policy Division, The Socio-Economic Research Unit, State Plans Division, Monitoring and Information Division etc., and (2) The Subject Divisions (Recently 19 in number) like Agriculture Division, Energy Division Transport Division and so on.

Internally, it has in addition some house-keeping branches like establishment, accounts, vigilance and others. It has also some liaison and other officers.

In addition, the Planning uses a number of Programme Advisors, consultants, researchers and also a number of committees in its functioning.

It is also assisted by some important attached offices like the Plan Evaluation Organisation (P.E.O), Applied Manpower Research Institute and now the National Informatics Center.

e) Its Functioning / Working

The Chairmanship of the Prime Minister and the high composition of the Commission has added a great weight to the Commission. For a long time it has functioned with great stature and influence with more than advisory functions. But its role and influence have depended upon the importance which the Prime Minister as its Chairman gave to it. The period of the Planning Commission's glory was when Jawarlal Nehru was the Prime-Minister. His Passion for it made some people call the Planning Commission as the "Super-cabinet" of India as decisions taken there, with Nehru presiding,

smoothly moved down the line of the hierarchy of governance in the country. Indeed this made the Administrative Reforms Commission which studied its composition to recommend it be a pure advisory body of experts. It wanted the Prime Minister and other Ministers out of it. But the Government did not accept these suggestions. Their continuation is serving an useful purpose of coordination and of adding weight and realism to the decisions of the Planning Commission. But the role and stature of the Planning Commission has been undermined in two or three circumstances viz., first, when a Prime Minister like Rajiv Gandhi often bypassed it and depended more upon his P.M.O; second, when a weak Prime Minister like Deve Gowda or Gujral at the head of an unstable coalition ministry is there and thirdly, as at present when the whole philosophy of planning and state action are undermined by the New Economic Policy. Yet, as the development needs of the country, the need for an over all planning and coordination in it and especially the needs of the poor who are still in big number and whose situation is worsening under the new policy dispensations make the continuation of Planning and Planning Commission inevitable.

14.4.3 The National Development Council

India being a federal polity, development planning calls for a thorough co-operation and coordination between the Centre and States. To secure it in Planning, a body called as the National Development Council has been established. It has been there since 6th August 1952.

Its Purpose

1. To achieve co-ordination among States and Centre to promote planning;
2. To mobilize efforts and resources for plan;
3. To promote common economic policies and

4. To secure a balanced and rapid development of the country.

Its Functions

As originally conceived its functions were:

1. considering socio-economic policy for national development;
2. reviewing the working of plans;
3. recommending measures including administrative improvement, popular participation and resource mobilization to achieve plan targets.

From 7th October 1967 on the recommendations of the A.R.C and the following Cabinet Resolution, the functions are revised as follows:

1. to prescribe guide lines for the formulation of plan including the assessment of resources;
2. to consider the National Development plan prepared by the National Planning Commission;
3. to consider important national economic and social policies; and
4. to review the working of plans.

In short while the earlier functions had emphasized only a coordinating and advisory role to the N.D.C., the revised functions give it a role involving laying down of plan policy, considering and approving the plans prepared by the National Planning Commission.

Its Composition

Originally, all members of the Union Government, of the National Planning Commission and all chief Ministers of State Governments and Union Territories were its members. But since 1967 on the recommendations of the ARC its membership consists of only the Cabinet Ministers of the Central Government, the Deputy Chairman and Members of the Planning Commission and all the Chief Ministers of states and Union Territories. Now other Central Ministers can participate only on invitation.

The Chairman of the NDC is the Prime Minister. The Secretary of the National Planning Commission is also the Secretary of the NDC.

Its Working

The NDC has served as an useful link between the Centre, States and the Planning Commission. But the Quality of its functioning as well the number of meetings have depended on the interest shown by the Prime Ministers in it. When a tall leader like Nehru or Indira Gandhi was its Chairperson and the same political Party, held power in both the Centre and States it was a mere rubber stamp. But when different Parties occupied power as Centre and States after 1977 the situation has changed. The meetings are more lively and demanding. Perhaps for this reason the number of meetings of N.D.C are also less frequent. It is usually held with regard to plan approvals, But hardly for plan review.

Anyway, due to its high composition and stature it has functioned as the highest policy-making body for Planning. Its decisions have high stature. It is even called a Super (National) Cabinet. The recommendations of the ARC to give it Constitutional status under Art 263 has not been accepted. But its high composition and the need for it in the federal planning and developmental process has kept it alive.

14.4.4 Other Agencies Involved in Planning at the Union Level

Outside the Planning Commission at the Central Government level there are some more agencies which are involved in planning. Ministry of Planning and Programme Implementation of the Government of India is the first one in this category. It has three Departments viz., (1) The Department of Planning; (2) The Department of Statistics; and (3) The Department of Programme Implementation. The Department of Planning liaisons with the National

Planning Commission. It also ensures that the planning work takes place in all the other Ministries and Agencies of the Central Government. The Department of Statistics is responsible for managing the data necessary for planning. The Department of Programme implementation is responsible for overseeing Plan implementation particularly with regard to certain big programmes or projects under the plan.

Second, at the level of each Ministry there is (a) Planning Cell and (b) The Standing Committee for Planning. The Planning Cell does the technical work of preparing the plan of the Ministry. The standing Committee consists of Heads of Departments and Wings and guides and approves the plan under the leadership of the Secretary of the Ministry.

Apart from these regular Government Planning agencies, thirdly, we can list a number of other agencies some temporary and some permanent which are closely involved with the planning process.

1. Finance Ministry
2. Reserve Bank
3. Parliamentary Committees on Planning
4. Development Councils for different Industries
5. Various Scientific and Research Councils and Institutes
6. Advisory Council on Plan Strategies 1983 (Temporary)
7. Economic Administration Reforms Commission 1981(Temporary)
8. "Working Groups" on various subjects like Education, Irrigation and so on.

Planning process has indeed unified the federal system. Planning machinery to support and supplement the Union level planning machinery, also exists at the State and Local levels. We move on to understand them.

Check Your Progress - 1

Note: 1) Use the space given below for your answer.

2) Also check your answer with the clue given at the end of the Unit.

1) Examine the Constitutional basis of Planning and Planning Machinery in India.

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2. Discuss the Organization and working of the National Planning Commission.

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3. Assess the composition and role of the National Development Council

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4. Outline the “Other Agencies” involved in Planning at the Union Level.

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14.5 Planning Machinery at the State Level

Planning machinery at the State level, by now, generally consists of the State Planning Boards or Commissions, and other agencies. Here we examine them one by one.

14.5.1 Legal Basis

The Planning machinery at the State level is meager. Just like the National Planning Commission, the State Planning Boards and Commissions also have neither a Constitutional or Statutory basis. Like the Planning Department or any other normal Government agency they are also established by the State Cabinet.

14.5.2 State Planning Boards

For many reasons, the State planning machinery indeed started coming late. First, as the State Plans are also approved finally only by the National Planning Commission, initially the States were slow in developing adequate planning machinery. Secondly, this top-down planning process lead to slow development of plan orientation and consciousness in states. Thirdly, the Single Party nature of the ruling parties at the Centre and States made the plan bargain also mostly an intra-party matter. Fourth, it took nearly a decade and more for the National Planning Commission to take roots and to realize the

need for plan orientation, machinery and efforts at state level.

The National Planning Commission stated calling upon the States to establish the State Level Planning Machinery from 1962 onwards. So, did other committee and commissions including A.R.C. Therefore the State Planning Boards or Commissions started coming into operation gradually from 1962 onwards. Yet only between 1968 and 1974 were these established in all the states. But, often they have appeared and disappeared depending on the politics and personalities ruling the state.

The number of members of the State Planning Boards or Commissions as they are called has varied from 4 to 17. The Chief Minister of the State is usually its Chairman. It has a full time Deputy Chairman and other members who are either economists or administrators. It renders advice to the Government's Planning Department which often prepares the plan. These Boards or Commissions at the State level are yet to develop sound technical strength and influential stature.

In Karnataka the Planning Board was first set up in 1972. In November 2003 it underwent its latest reconstitution. It has C.M. as Chairman. One Full time Deputy Chairman and seven members including Minister for Planning, Chief Secretary, Additional Chief Secretary, Secretary of Planning and of Finance and one lay Social worker, and the State Development Commissioner. The Additional Secretary of the Planning Department acts as its member secretary (Vijaya Times 02-11-2003).

It is worth noting here that though planning came to states generally only after 1950, the Old Mysore state was an exception. Because of Sir M. Vishveswariah's book on Planning, his Diwanship and leadership here, A Plan for the Economic Development of Mysore Vol I and III was prepared in 1946 at an estimated outlay of Rs. 48.99 Crores. But because of fast moving political developments

like Independence and Integration of the state in India etc., it could not be implemented (Karnataka State Gazetteer 1983 Part II p.162).

14.5.3 Other Agencies Involved in Planning at the State Level

Planning Departments at the State Level started appearing in 1950s. Today they are there in all the States. Usually it is headed by the Chief-Secretary or Additional Chief Secretary or an independent secretary of I.A.S. Cadre. This Department is responsible for getting the Plans of various Departments ready and to consolidate them. It also liasons with the Planning Board and the National Planning Commission.

In Karnataka today this Department is part of the Ministry of Planning and Institutional Finance headed by a non - descript person as Minister. Therefore it has a very low profile. But it is headed by the Additional Chief Secretary. Karnataka also had at times State Development Council headed by the Chief Minister and with some eminent members to function as a think - tank on planned development. This was at its best during Ramakrishna Hegde's Chief Ministership.

14.6. Planning Machinery At The Local Level

14.6.1. Late Start

The percolation of the Planning orientation consciousness and the development of appropriate machinery at the local level i.e. at the district level and below has naturally taken a much longer time. The National Planning Commission started emphasizing the need for district planning effort and the need to set up some machinery for it in a guideline issued on the Subject in 1969. However, it was only by mid- seventies some district planning activities and machinery started emerging at the district level and below. The Planning Commission had appointed a Working Group on District Planning in 1969 under Hanumantha Rao's Chairmanship but its belated Report came out

only in 1984. The Ashoka Mehta Committee Report 1978 had also emphasized it. The Dantwala Committee Report had emphasized Block Level Planning. By the end of 1980's District Planning Cells started appearing in various states like Rajasthan and Karnataka under the Panchayath Raj Legislation. But strong PanchayatRaj or decentralized local bodies and much more the district planning and planning machinery were an exception than a rule. Therefore, a need to establish them by amending the Constitution to provide a mandatory existence for these bodies across the country was felt in late 1980's. This succeeded only with the enactment of the 73rd Constitutional Amendment with regard to Panchayat Raj bodies and the 74th Amendment with regard to the urban Municipal Governments in 1992.

14.6.2. The Legal Basis

Under the 73rd Amendment it is mandatory for States pass legislation and establish a three- tier Panchayat Raj system at District, Taluk or Middle and Village levels. Similarly the 74th Amendment has made mandatory the laws and the establishment of urban local governments. Further, with regard to planning Article 243G of the Constitution now makes it necessary for Panchayats and 243 W for Municipalities to prepare " plans for economic development and social Justice". Under 243 ZD establishing a District Planning Committee is mandatory. It says that "There shall be Constituted in every State at the district level, a District Planning Committee to consolidate the plan prepared by the Panchayats and Municipalities in the district and to prepare a draft development plan for the district as a whole. Similarly for urban areas under Article 243 ZE added by the 74th Amendment "There shall be constituted in every Metropolitan area a Metropolitan Planning Committee to prepare a draft development plan for the Metropolitan area as a whole".

As these Amendments to the Constitution came into force from 1993 onwards, the States have enacted legislation concerning local Governments accordingly providing for these planning committees. It is left to the State enactments to decide about the composition of these Planning Committees.

14.6.3. District Planning Committee

However it has been specified that not less than four - fifths of the total number of members of each District Planning Committee shall be elected by, and from amongst, the elected members of the Panchayat at the district level and the municipalities in the district in proportion to the ratio of population of the rural areas and of the urban areas in the district.

For example according to the Karnataka Legislation the District Planning Committee Consists of :

- a) elected members as laid down in the Constitution
- b) members of the House of the people who represent the whole or part of the district.
- c) The members of the Council of State (Rajyasabha) who are registered as electors in the district;
- d) Adhyaksha of the Zilla Panchayat
- e) Mayor or President of the Municipal Corporation or the Municipal council respectively having jurisdiction over the head quarters of the District

The Chief Executive Officer of the Zilla Panchayat shall be the Secretary of the Committee. The Chairman of the District Planning Committee shall be chosen in the manner as may be prescribed.

However, for various reasons the District or Planning Committees have not been either set up or have not yet come to proper working mode even in 2003, a decade after the Constitutional Amendments was passed in 1992. First as the states were provided

with the discretion to fill in the details in establishing these bodies they were very slow in establishing them. They were also reluctant Secondly, to empower them much. Thirdly, these planning bodies reluctant an ethos of decentralization and integrated development planning consciousness which are yet a mirage at the State level.

14.6.4. Other Agencies Involved in Planning at the Local Level

Hierarchically as we come down from the National level to Local Level the plan orientation and the Planning process seems to dissipate or evaporate gradually. In local government, which is yet to become decentralized and effective meaningfully below the district level, the planning is more an official ritual. At the Level of Taluk and village Panchayats it is purely the administrative officials who are in charge of preparing and presenting plans for approval by panchayats and supposedly even by GramaSabha. There is neither technical skills nor any other planning machinery available for this purpose. And the drama continues. The story of integrated urban development planning is not much different except for some land use planning through town planning processes.

Check Your Progress - 2

Note: 1) Use the space given below for your answer.

2) Also check your answer with the clue given at the end of the Unit.

1) Examine the Legal basis and the organisation of Planning Machinery at the State level.

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2. Outline the other Agencies Involved in Planning at the State Level

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3. Examine the Legal Basis of the Planning Machinery at the Local Level

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4. Explain the Organisation and working of the District Planning Committees at the Local Level.

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14.7. Let Sum Up

In this lesson (unit No 14) we have made an attempt to understand the legal basis, organisation and working pf planning machinery at the Union, State and local levels . At the union level

even without any Constitutional or statutory basis planning organisation in the form of the National Planning Commission and the National Development Council have been there for over fifty years. They have gained high status, influence and some effectiveness. The position with regard to the planning machinery at the State level is more disappointing. Neither there is legal basis nor enough organisation, stature, influence or effectiveness. At the Local Level with regard to the planning machinery there was a late start. But after the 73rd and 74th Constitutional Amendment Acts in 1992, the planning machinery at the Local Level has a Constitutional basis not available to the National and State machinery. But this machinery is yet to be established or made effective even in 2003.

14.8. Key Words

Development Planning	- Overall integrated Socio - economic development activities charting work
Constitutional Basis	- Provided in the Constitution
Statutory Basis	- Provided under a law passed by the Parliament or Legislature.
“Concurrent List”	- List III of Schedule 7 under Article 246 distributing powers to States and Center to simultaneously legislate on items found in this list
Liason	- Linking

14.9. Some Useful Books

1. Same List as in Unit No 13
2. Kamta Prasad “Future Role of Planning Under New Perspectives “in The Indian Journal of Public Administration vol XL No .3 July - Sept 1994 pp 525-536

14.10. Answer to check Your Progress

Check Your Progress - 1

1. See section 14.3
2. See section 14.4.1 and 2
3. See section 14.4.3
4. See section 14.4.4

Check Your Progress - 2

1. See section 14.5 and 14.5.1 & 2
2. See section 14.5.3
3. See section 14.6.1 and 14.6.2
4. See section 14.6.3

NOTES

Unit - 15 Planning Process

Structure

- 15.1 Objectives
- 15.2 Introduction
- 15.3 The Preparation Process of the Five Year Plan
 - 15.3.1 The Key Documents
 - 15.3.2 The Major Stages or Steps and the Organizations Involved in Plan Preparation
- 15.4 The Implementation and the Evaluation Phases of the Planning Process.
- 15.5 Let Us Sum Up
- 15.6 Key Words
- 15.7 Some Useful Books
- 15.8 Answers to Check Your Progress

15.1 Objectives

The objectives of this lesson no 15 are to understand the

- Nature of the planning process,
- Documents ,Stages and Participants/ Agencies involved
- Process at the State level
- Implementation and the Evaluation Stages of the planning process

15.2. Introduction

In the previous lessons viz., Units 13 and 14 we have understood the nature of Planning in India and the Planning Machinery in India. In this Unit No15 we will be focusing on the Planning Process in India.

The Planning Process in a country adopting development planning depends on the nature of planning there. In Western Countries like U.K. or Germany where the nature of planning is very skeletal, the planning process is very short and have an outline nature. In France where it is slightly more intense it has some more details. In U.S.S.R where the commitment to Planning was ideological and very intense, the planning process was most detailed. But in India where the nature of Planning falls in between that of France and U.S.S.R, the Planning Process also is more detailed than that of France but less elaborate than that of the former U.S.S.R.

The planning process in India is an elaborate one. In a way it begins with the preparation of the long term or usually 20 years plan, and it ends with the implementation of the annual plans. Talking about its nature we find that there are very many aspects involved in it. First, it is an excise in integrating or at least in coordinating a succession of Plans viz., Perspective Plan (20 years plan), Five Year Plan and the Annual Plans. Second it involves very many stages and documents. Third, it involves a number of agencies. Fourth, of all the plans the Five Year plan being the most important one, the planning

process of the Five Year plan is also the most elaborate and the crucial one. Therefore, normally the focus of the discussion on the Planning Process in India is on the process of the Five Year Plans in India. Therefore we will also focus on the same.

The Five Year plan is the main instrument of planning in India. The Planning Process connected with it has mainly three Broad Activities or Phases

- a) Plan Preparation
- b) Plan Implementation
- c) Plan Evaluation

The focus of the present Lesson Unit No.15 is on the Plan preparation i.e. the First phase. The other two phases viz., implementation and Evaluation will be dealt with in Unit No 16.

In the Preparation Process of the Five Year Plan there are six key documents and eight steps or stages connected with them.

The Six Key Documents are:

1. The Approach Paper
2. The Draft Memorandum
3. The Draft Outline
4. The Fresh Memorandum
5. The Draft Final Report
6. The Final Report or The Final Plan Document

The Eight Steps or Stages are:

1. Identification of the State of the Economy, Principal short comings potentialities
2. Laying Down of guidelines
3. Preparation and Consideration of the Approach Paper
4. Preparation and Consideration of the Draft Memorandum
5. Preparation and Consideration of the Draft Outline
6. Preparation and Consideration of the Fresh Memorandum

7. Preparation and Consideration of the Draft Final Report/ Draft Plan
8. Preparation and Approval of the Final Report / The Final Plan Document.

All these Documents and steps in plan preparation are very much interrelated and they telescope into each other. We will briefly discuss these as well as the agencies involved in these Processes here in this unit.

15.3 The Preparation Process of the Five-Year Plan

The preparation of the Five Year Plan is a challenging and time-consuming exercise. It is an exercise normally spread around three years of time. Though the Planning Commission is the pivotal agency connected with the plan preparation many other high-level agencies including Parliament are involved in it. It is mainly concerned with the preparation, discussion and approval of the six key documents indicated above covering mainly the first five of the major stages or steps indicated above.

We will examine the preparation of the Five Year Plan in terms of understanding the 1. Documents, 2. Stages or Steps and the agencies involved in taking these steps and preparing those documents in plan preparation.

15.3.1. The Key Documents

The preparation of the plan involves preparation, approval and finalisation of certain plan related key documents or written matters. These documents, which we have already listed, we will understand them here one by one.

1. The Approach Paper

The Approach paper is the first major and preliminary document that is prepared by the National Planning Commission. It contains the direction or approach the next plan needs to take. The

Administrative Reforms Commission suggested in 1969 that the approach paper should contain alternative approaches, targets and efforts needed for consideration and it was accepted.

2. The Draft Memorandum

This is the second document that gets prepared after the approach paper is considered and approved. It contains the main features of the accepted approach to the plan under formulation in other words it indicates the nature of the coming plan.

3. The Draft Outline

The Draft outline is the third document. It is an elaborate but preliminary outline of the plan. It has more substantive indicators of the plan.

4. The Fresh Memorandum

The Fresh memorandum comes fourth. It is a revised plan outline. It is the result of discussions and suggestions emerging from the consideration of the Draft outline.

5. The Draft Final Report / Draft Plan

The Draft Final Report is the most detailed and penultimate document of the Plan. It is indeed the final Draft of the Plan for the final round of consideration.

6. The Final Report or the Final Plan Document

This is the end product of Plan preparation Process. It contains the finalized size and shape of the Plan. The Final Report is the Final Plan Document in flesh and blood that is ready for implementation.

15.3.2. The Major Stages or steps and Organizations involved in Plan Preparation

The Stage are the steps and the organizations are the participating agencies in plan preparation. They merit a combined discussion. We will do this in the order of the eight steps or stages in Plan Preparation we have identified earlier.

1. Identification of the State of the Economy, Shortcomings and Potentialities.

This is the first step undertaken in Plan Preparation. This is done nearly two to three years before the plan is finalized. This is done by studies undertaken within the Planning Commission. This is an exercise to understand the strength and weakness of the economy as it is and the potential direction in the next plan.

2. Laying down of Guideline

The second step is to formulate the guidelines for preparing the Approach Paper. This is done by the Planning Commission internally.

3. Preparation and Consideration of the Approach Paper.

The Planning process, in a way, mainly begins with the preparation and consideration of the Approach Paper by the National Planning Commission. After considering it, the Commission circulates it to the Central Government and the National Development Council for consideration.

Simultaneously, the NPC sets up Working Groups for different sectors of the economy such as Industry, Agriculture, Power etc., both at central Government and State Government levels. Consisting of the experts in the sector and presided over by the Secretaries of the concerned ministry at each level; the Working Groups coordinatedly work out directions, targets and outlays for the concerned sector. The working groups play a major role in plan preparation.

4. The Preparation and Consideration of the Draft Memorandum

After Collecting and processing the views of the Central Government and the N.D.C on the approach paper, and after receiving the reports of the Working Groups, the Planning Commission Prepares the Draft Memorandum. This Draft Memorandum is

subjected to a wider Discussion. Apart from the Central Government and N.D.C it is considered also by the Parliament.

5. The Preperation and Consideration of the Draft Outline.

The views on Draft Memorandum once collected and processed leads on to the preperation of the Draft outline. This Draft outline stage is a crucial one. It involves wider discussion. It is circulated for consideration by the Central Government, Central Ministries, N.D.C., Parliament and for the first time to the State Governments as well. Further this Draft Outline is published for public criticism. At this stage the State Plans are also discussed and finalised.

6. The Preparation and Consideration of the Fresh Memorandum.

The debate on Draft Outline matures into the "Fresh Memorandum." The refined and revised document is considered by the N.D.C., Union Cabinet and for time first time by the Committees of the Parliament.

7. The Preperation and Consideration of the Draft Final Report

Following the consideration of the Fresh memorandum and the consolidation of the Suggestions on it the Draft Final Report or the Draft Plan is prepared by the Commission. This penultimate document which is most elaborate with regard to plan objectives, policies, programmes, targets and outlays goes for final consideration and approval of the Union Ministries, Union Cabinet, State Governments and the N.D.C.

8. The Preperation and Approval of the Final Report or the Final Plan Document.

Finally comes the Final Report or the Final Plan Document. It is prepared after incorporating all final suggestions and final touches by the Planning Commission and submitted to the Union Cabinet and finally the Parliament for their approval. Once the Parliament approves it and calls for its implementation the Plan document

becomes final and is published. It is ready for implementation.

In the Plan Preparation process apart from the above high constitutional bodies and the bodies responsible for planning, there is a host of other Governmental and non-governmental agencies which participate in the planning process helping in preparation or consideration. These are the various expert panels, advisory committees, Parliamentary Consultative Committees, Development councils for various industries, Chambers of Commerce and Industries, local Governments-particularly the Zilla Panchayat and Planning Forums. Planning Forums are the Associations of students and teachers interested in planning organized in various colleges and universities, particularly in their Departments of Economics for organizing debates and discussions on Five Year Plans for generating ideas and mobilizing understanding and support.

15.4 The Implementation and the Evaluation Phases of the Planning Process

The Five Year Plan prepared as above and approved by the Parliament is ready for implementation. To facilitate implementation it is further elaborated into Annual Plans. Various Ministries and their Attached and subordinate offices, Departments and Public sector Agencies and Private Sector groups and concerns will be engaged in its implementation.

The evaluation is the process of reviewing the plan implementation. The purpose is to identify short falls and deviations and to inject corrections.

Both these lead the plan to consummation. They serve the real purpose of the plan. We will elaborately consider them in the next lesson in Unit No. 16.

Check Your Progress - 1

Note: 1) Use the space given below for your answer.

2) Also check your answer with the clue given at the end of the Unit.

1) Outline the Key Documents connected with the preparation of the Five Year Plans in India.

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2. Bring out the Various Stages and Agencies involved in the preparation of the Five Year Plan in India.

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15.5 Let Us Sum Up

In this Unit No. 15 we have examined the relation between the Planning process and the nature of planning, the different types

of plans involved and the centrality of the Five Year Plan and its preparation process; the various phases of the planning process; the Key documents, the stages and the agencies involved in the process of preparing Five Year Plans in India. Understanding these have helped us to know the multiple but crucial dimensions of plan preparation. This helps us to move on to discuss the dimensions of plan implementation and Evaluation in the next lesson numbering unit 16.

15.6 Key Words

The Approach Paper	-	The first document in the Preparation of the Five Year Plan
Memorandum	-	An unfinished document of notes or points for further discussion.
Process	-	A set of serial actions.

15.7 Some Useful Books

1. The same as in Unit No. 13.
2. S.R.Sen "Formulating the National Plan : Basic Process and Machinery" in V.A.Pai Pannandikar (ed.,). Development Administration in India, 1974.

15.8 Answer to Check Your Progress

Check Your Progress -1

1. See section 15.3.1
2. See section 15.3.2

Unit-16 Administrative Implications and Implementation and Evaluation of Planning in India

Structure

- 16.1 Objective
- 16.2 Introduction
- 16.3 Plan Implementation in India
 - 16.3.1 Derivative Planning Dimension
 - 16.3.2 the Socio-Political Dimension
 - 16.3.3 The Administrative Dimension
- 16.4 Plan Monitoring in India
- 16.5 Plan Evaluation and Correction in India
- 16.6 Overall Assessment of Planning in India
- 16.7 Let Us Sum Up
- 16.8 Key Words
- 16.9 Some Useful Books
- 16.10 Answer to Check Your Progress

16.1 Objectives

The objectives of this Unit No. 16 are to understand

- the administrative implications of Planning, Plan implementation and Evaluation
- the plan implementation process
- the Plan Evaluation process and
- to Undertake an overall Assessment of Planning in India.

16.2 Introduction

Planning is essentially an administrative activity. It is a rational preparation for future action. A development plan is just this preparation for action in the Socio-economic spheres for progress and change. Its salvation is in its successful implementation. Its end products are its expected achievements.

Development Planning has a lot of and all round implications - Socio-economic Political and Administrative. Its Socio-economic implications are its attempt to promote rapid - if not always radical - growth and change in society. Its political implications are its demands on politics to become more rational, radical and disciplined. It increases State action and State regulation.

The administrative implications of development planning are enormous as administration becomes responsible for Planning, implementation, monitoring, evaluation and correction of the plan. It implies for administration an increase in quantity and quality of its functions; an expansion in the number, nature, size and complexity of its organizations; an explosion in the number, types and levels of its personnel and a demand for radical change in its knowledge, skills, abilities, orientations and behavior. The dear student may recall, that we have discussed already, some of these implications in Unit No. 13 under the title "Planning and Administration : Interrelation and interactions in India." It will be useful to read this once again in sub-

section 13.7.4 of the Unit 13.

Here, our focus is on understanding the plan implementation, monitoring, evaluation and correction dimensions of Planning in India and their administrative implications. This will be followed by an overall assessment of Planning in India.

16.3 Plan Implementation in India

A plan is only a Preparation for action. Whatever the technical efficiency or the theoretical excellence of a plan unless it is well implemented it will be a wasteful exercise. Plans when not properly implemented appeared as mere wishful thinking. By around 1960 Jawaharlal Nehru, then the Prime Minister felt that "we are not so expert at implementation as we are at planning." But soon this was the feeling not only in India but in many other developing countries. By about 1970s many studies and international conferences took place in India and abroad. The Tokyo Conference On Implementation 1973 was one such. A new knowledge and a new consensus about implementation developed.

It was realized first, that implementation was not automatic. It cannot be assumed. It also has to be planned in the plan itself. Second, that there are many dimensions to implementation such as the derivative planning dimension, the socio-political dimension, and the administrative plan dimension, monitoring dimension, evaluation and correction dimension. Third, that Planning for implementation has to cover all these.

16.3.1 The Derivative Planning Dimension

Planning is a continuous process. Implementation demands not one but a chain of plans i.e., one derived from the other. Macro plans should lead to Meso (medium size) plan and then to micro-plans. For example from National Plan to State Plan and District Plan to Village Plan. Long term plan should lead to medium term and

then to short term plans. Economic Plan Cannot be implemented unless it is further derived into Administrative Plan. A Policy plan has to lead to a programme plan to a Budget-plan to a project plan to operational plans.

Indian Planning has been quite weak at this micro or derivative planning. V.G. Patel in his book plan Implementation in India (1969) points this out. V.A. Pai Panandiker in the book Development Administration in India 1964 edited by him and in his article in that, on "Programme Planning and Management" and J.M. Kitchlu on "Project Mangement" in the same book and especially Panandikr in particular, points out the poverty of derivative planning in India. He points out that both in the "National Water Supply and Sanitation programme" and "The Improved Seeds Programme" which he studied there was gradual programme dissipation from stage to stage as there were no administrative plan, input plan, budget plan and operational plan in them. J.M. Kitchlu points that as "Project Planning" skill and efforts were not there in India there were always time and cost overruns for projects. As an example for this we can give the Kabini River Dam Project near Mysore in Karnataka. It began in 1959 with the target of irrigating 30,000 acres and was scheduled to be completed by 1963 at a budget of Rs. 3.20 crores. But it was not yet completed in Jun 1980 but the cost estimate had escalated to Rs. 79 crores. Such instances are galore in Indian Planning. The only way to overcome these is to demand inclusion of derivative plans in the plan itself or at least to develop and include them as an immediate follow up. Also, developing adequate project-management knowledge and skills for all those responsible for plan implementation is needed.

163.2. The Socio-Political Dimension

Planning and more important, the plan implementation does

not take place in a vacuum. They are done in a Socio-political milieu or an environment. The environment and Planning or environment and implementation always interact. Some important Socio-political dimensions are as follows.

First, implementation involves a Socio-political bargaining between the present Social "is" or "Change." Plan implementation results, in other words, in benefit for some section of society and loss to others. For example, in implementing a land redistribution programme, the land lords will lose and landless will gain. This surcharges the implementation process with a lot of interests and emotions. The vested interests (those who are enjoying the benefits at present and therefore have a deep interest in preserving the status quo) - social, economic, political and administrative, who are out to lose, will do their best to resist, foil or at least delay the implementation process. Therefore for good implementation it becomes necessary to make the landless or the new beneficiaries from planned change to become aware, mobilized and to pressure implementation. Successful implementation demands in other words, that these socio-political dimensions (conflicts) of interests be well taken care of in the plan itself preferably by means of decisive agreements among losing and gaining groups, built into the programme or by providing for firm action to foresee and thwart the efforts of vested interests to throw a spanner into the implementation process. Such management of the Socio-political dimensions in a democracy may require consultation with the conflicting interest groups, or even participatory planning with them.

Second, such management of socio-political dimensions requires development of positive political skills or programme leadership skills, interest and commitment in those who are in charge of implementing programmes. It may involve using of or appointing political leaders to manage implementation, or and developing

political and leadership skills in administrative or technical personnel or developing on interface among all these three.

Third, since the implementation point is action point and as it is usually in the field, it implores enormous decentralization of power to bring the decision point nearer the action point. Otherwise, the decision, here the plan, hangs in the air and the action does not take place.

In Indian plan implementation process, this socio-political dimension has been a neglected one. The plans did not show any interest in it till very recently. Now, people's participation in Planning and implementation, enrolment of NGOs (Non-Government Organizations) and the involvement of local governments are all mentioned in a platitudinous way in the Five Year Plan Documents. But there is no interest or plan to provide for them effectively. In this background, the people are in dark, the vested interests whether they are landlords, industrial houses, organized union leaders, the contractors, the corrupt political, bureaucratic and technocratic class have played havoc with plan implementation which ends in enormous diversions, dissipations and leakages in each and every planned programme. One seminal and bold statement of Rajiv Gandhi made in 1989 when he was the Prime Minister i.e., "out of every Indian Rupee invested in development from Delhi only fifteen paise reaches the beneficiary in the village" is enough proof for it.

Plan implementation in India has also suffered for want of adequate positive political skills or programme leadership skills, interests and commitments. In Communist regimes where the commitment to planning is intense and ideological and, there are caderised party officials right down to the lower levels, this programme leadership is perhaps better available. But in India, in the democratic political environment the political class has been interested in providing programme leadership only to the extent it promotes their

power, money and votes. The administrative class has been prevented from developing it or permitted to provide programme leadership only as desired by the politicians through the political use of administrative postings and transfers and partnerships in plundering. The technocratic class has neither the power nor the training for programme leadership as it is a kept subordinate class. But the demands of democratic planning have their own logic. They have brought the need for programme leadership to the open and to unavoidable levels. Mr. Deva Raje Urs as Chief Minister used political leadership for programme implementation successfully when he appointed Land Tribunals at Taluk levels headed by non-officials to implement Land Reforms in mid 1970s. The same thing is happening in Command Area Development Authorities as in Cauvery Command Area Authority where a politician heads it with the interface of politicians, bureaucrats and technocrats built into its management Board. Also in Karnataka availability of programme leadership in high-tech areas such as IT (Information Technology), Power Corporations, and CET (Common Entrance Tests) for technical education admissions have helped in better programme implementation.

Regarding decentralisation of power to bring the decision point nearer the action point, there has been more promise than performance in India. The Delhi Durbar perpetuates and is replicated at state capitals vis-à-vis the district administration. The fact that it continues even now in 2003, full one decade after the 73rd and 74th Constitutional amendments came into force, is enough proof for it. Perhaps a louder cry from below and another constitutional Amendment for proper redistribution of powers among all the three constitutional levels of Government viz., Center, State and Local is needed for it.

16.3.3. The Administrative Dimension

The core of implementation is in administration. The implementation depends on the nature, quality and capabilities of the Administrative system. Planning in general demands a flexible organization; an administrative culture which make the administrators to have goal, achievement, time, cost and citizen orientation; skills and capabilities which are managerial and behavior which is democratic, ethical, efficient and excellent.

The administrative dimension covers the administrative organization, its culture, its skills, its capabilities and behavior. If all these are compatible with or suitable to the requirements of plan implementation the latter will be a smooth flow. But often this fit between the administrative system and the plan is not there. Administrative system is very slow in changing. Planning is very fast in making ever new demands on administration. To bring a fit between the two i.e., the Planning and administration in general and the plan programme and its implementation in particular every programme plan has to have its own "Administrative Plan" suitably derived from the programme plan. The Administrative Plan in turn requires well derived Organisational Plan, Procedural Plan, Rules Plan, Cultural Plan, Personnel Plan, Skills Plan, Management or operation plan, Capabilities Plan and Behavioral Plan.

Indian Planning has also been very poor in this "Administrative Planning." It has depended on the inherited colonial pattern of bureaucracy which has hardly changed. Already we have indicated how the unchanging administration and its behavior has resulted in leakages and dissipation of planned programmes like 'water supply' or 'Seeds Development' from stage to stage. These things happen because there is hardly any plan for implementation. Same is the case with monitoring and evaluation.

16.4. Plan Monitoring in India

Monitoring is the process of keeping track of the plan implementation. It involves mainly the collection of facts and figures about the progress of implementation continuously or at least periodically. This involves various aspects.

First, the monitoring requires the covering of such aspects as (a) the physical progress, (b) quantitative and qualitative aspects, (c) production and productivity as well as (d) the maintenance of assets created.

Second, there is the aspect of the monitoring format. This may be in the form of reports, facts sheets, review meetings, field visits, charts and graphics. It also includes the frequency of these as well as the communication channels used for this purpose.

Third, comes the monitoring agencies. Primarily it is the responsibility of the executive agency at the field and Headquarters level. Coordinating, supervising and even Planning agencies are also involved in monitoring.

In India this plan monitoring is undertaken primarily by the Plan Monitoring and Information Division of the Planning Commission. Within the Governments the Planning Department, Planning Cells, The department of Statistics, National Sample Survey, The National Informatics Center are involved in it. The Ministry of Plan Implementation undertakes this monitoring in the areas of its charge.

But the huge size of the administrative system, its complexity, poor data gathering and record maintenance system hitherto prevailing have been a hindrance. The recent technology of I.T. promises improvement in monitoring. Yet, the unmanagerial, corrupt and secrecy-oriented behavior of the administrative personnel may continue to come in the way of better monitoring. Lot of firm and clear political will and administrative skills are necessary to monitor

plan programmes to secure right data which leads to plan evaluation and correction.

16.5 Plan Evaluation And Correction In India

Plan evaluation is the process of assessing on the basis of the data gathered by monitoring, the extent to which the implementation has gone on track and achieved the intended results. The purpose is to measure achievements, identify shortcomings or derailments from the planned track and to introduce corrections.

Planned programmes which are complex and their implementation which is widespread involves three types of evaluation namely, technical evaluation by experts, administrative evaluation by heads of departments and Ministries and Political evaluation by Cabinets and Political Party bureaus, and even ultimately Parliament and the Public.

Correction Process is the process of action after evaluation to rectify deviation, plug loopholes and repair damages in plan implementation. Preventive, timely and effective corrections are the best.

In the Indian Planning Process, in these evaluation and Correction processes, the technical heads, departmental heads, Ministries, Cabinets, The National Planning Commission, The National Development Council, Parliamentary Committees are generally involved. Within the Planning Commission the Project Appraisal Division and more important the PEO (The Plan Evaluation Organisation) an organization attached to the National Planning Commission undertakes it. Periodic review efforts and meetings take place. The Mid-term review is the most important of these with regard to the Five Year Plan implementation. Macro level corrections use economic and financial Policy changes especially through budgets. But Programme level or organizational level corrections are hindered

by the Politico-administrative lack of will or complicity in deviations not uncommon in India.

16.6 An over all Assessment of Planning in India

Planning in India has now operated for more than half a century .It has given a good and rational direction to India's development. It brought in manifold achievements in the form of increase in G.D.P, National income, per capita income, modernization of the economy and increase in employment opportunities .If it has not solved all the problems it has exposed the strength and the weakness of the Indian economy and promoted its development potentialities .If not with the same vigour and passion as in the early decades after Independence, Planning is continuing in India today .We are now in the Tenth Plan Period.

Planning Policies have changed from more Socialistic or at least mixed economy and nationalistic to more liberalization, privitisation and globalisation approaches. From comprehensive planning it has become more and more indicative planning. The impact of the new Economic policies since 1990's have been swift and considerable .The role of the market is more emphasized .The role of the state is decreasing. Not either market or state, but a fine balance and mixture in their role is what is conducive. Planning surely continues to be relevant .As a rational exercise it can promote this balance.

From the point of view of public administration planning has resulted in exposing the inadequence of the inherited administrative system for development purposes. It has promoted some reforms in administration. But the changes have been minimal and inadequate .The political and bureaucratic systems have refused in the main to reform themselves and to come under the discipline of planning.

But the new economic policy is exposing them to competition and demanding a more managerial, transparent and accountable

organization and behaviour .The market forces and the global players who are entering have the power to force it on the political and administrative systems. But, there is no guarantee of this happening as they may all forma new combine to exploit the people. Ultimately it is the people's vigilance and participation that can secure it.

The logic of planning is helpful here. Our plan and planners have realized the inadequacy of depending on the burecracy for planned development. Since 1980's the policy emphasis is on decentralization and people's participation. But substantial initiatives and realization in this direction are yet to come. Only an awakened people, an organized civil society and a ground-swell can hasten these changes. Continued democracy and planning are both needed for this purpose.

Check Your Progress - 1

Note: 1) Use the space given below for your answer.

2) Also check your answer with the clue given at the end of the Unit.

1) Examine the Administrative implications of plan implementation.

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2. Outline the role of derivative planning in implementation.

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3. Discuss the Socio - political dimensions of Plan implementation.

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4. Write short notes on the Administrative, Monitoring and Evaluation dimensions of Plan implementation in India.

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16.7. Let Us Sum Up

In this unit we began our discussions understanding the administrative implications of Plan implementation and evaluation. Planning brings quantitative and qualitative changes in administration. We have explained the same in 16.2 of this Unit as well as 13.7.4 of unit 13.

Following this we examined in detail the importance of good implementation and the role of derivative planning, socio - political factors, the administrative dimension, the monitoring dimension, the evaluation and the correction dimensions of the Plan implementation Process. Plan implementation can not be assumed. It is not automatic. It implores the proper organization and management of the various dimensions mentioned above. Finally, we made a brief assessment of the planning in India mainly from the administrative angle, and indicated the changing administrative policies trends and needs.

16.8. Key Words

Implementation	- Taking action to realize a goal
Derivative Planning	- Additional planning work to draw from the main plan a chain of plans necessary for organized implementation.
Monitoring	- Tracking the process of action and collecting data for evaluation
Plan Evaluation	- Assessing the path taken by plan, in action, to correct it.

16.9. Some Useful Books

As in Unit 13

- V.G.Patel : Plan Implementation in India (1969)
V.A.Pai Panandiker : Development Administration in India (1974)

16.10. Answers to Check Your Progress

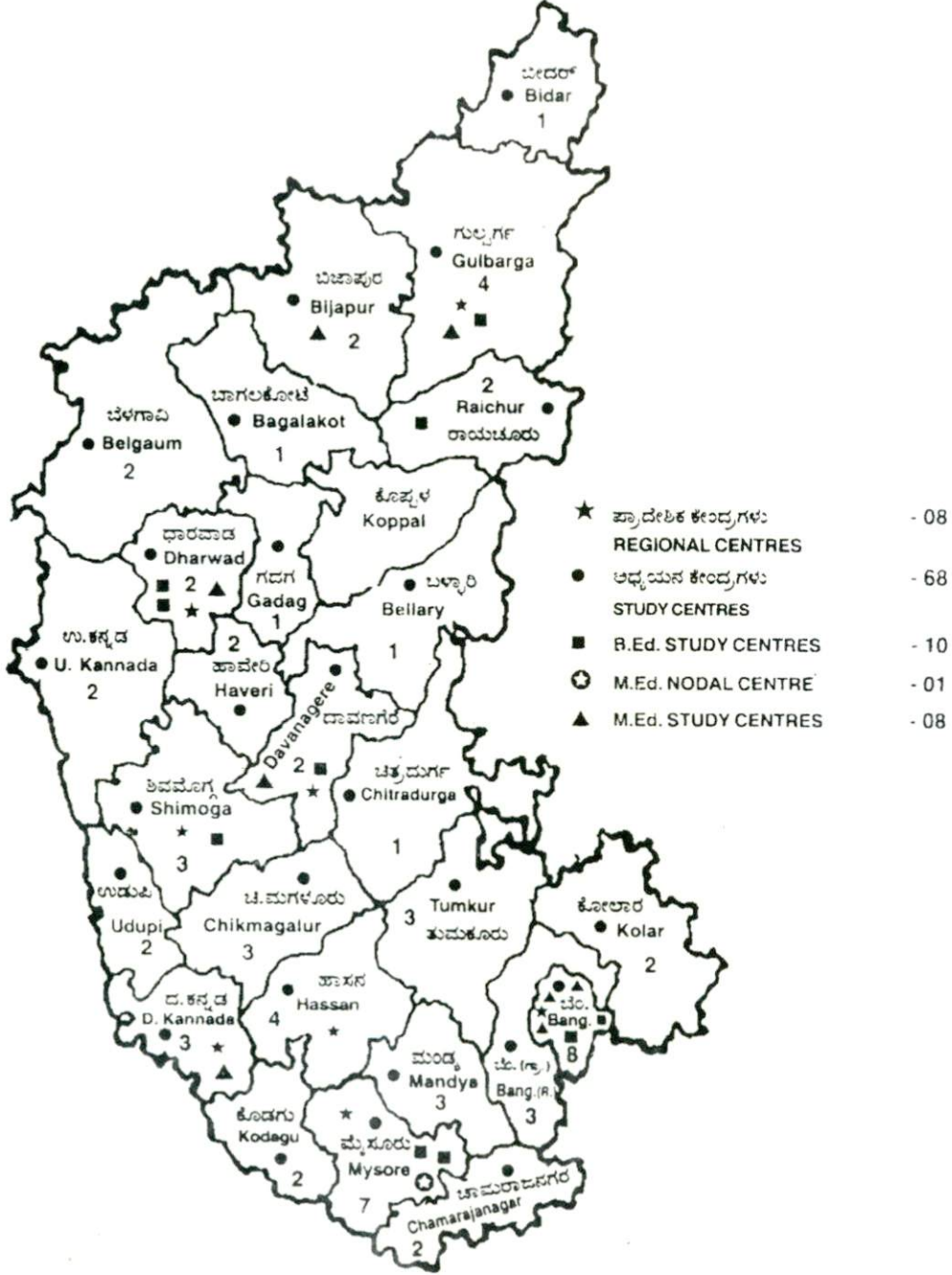
Check Your Progress -1

1. See section 16.2 and 13.7.4
2. See section 16.3.1
3. See section 16.3.2
4. See section 16.3.3, 16.4 and 16.5

NOTES

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ಕರ್ನಾಟಕ ರಾಜ್ಯ ಮುಕ್ತ ವಿಶ್ವವಿದ್ಯಾನಿಲಯದ ಪ್ರಾದೇಶಿಕ ಹಾಗೂ ಅಧ್ಯಯನ ಕೇಂದ್ರಗಳು
Regional and Study Centres of Karnataka State Open University



(ಸಮೂಹಿಸಿರುವ ಅಂಕಿ - ಜಿಲ್ಲೆಯಲ್ಲಿರುವ ಒಟ್ಟು ಅಧ್ಯಯನ ಕೇಂದ್ರಗಳ ಸಂಖ್ಯೆಯನ್ನು ಸೂಚಿಸುತ್ತದೆ.)
(The Number indicate the total number of study Centres existing in that districts.)

