#### Planning Process as per Karnataka Gram Swaraj and Panchayat Raj Act - 1993

## Following are the sections pulled out from the Act related to planning:

"(42A) "Vision Plan" means a long term forward looking plan for achieving overall development in the panchayat area.

# 3A. Functions and powers of the Habitation sabha.-

- (iii) assist the Gram Panchayat to conduct surveys or participation of the residents in rural appraisals to collect essential socio-economic data and assess the needs of residents and their requirements for the development of the habitation in order to enable the gram panchayat to compile and draw up the vision plan;
- (iv) fix the priority among the economic, social, cultural and environmental development programmes and schemes to be implemented in the area of the habitation, taking into account the interests of every group constituting the habitation and place them before the Gram Sabha for inclusion in the vision plan and the annual development plans of the Gram Panchayat;
- (v) priortise the location of installation of street lights, providing community water taps, public wells, public sanitation units, irrigation facilities and such other public amenity schemes and identify the deficiencies and suggest remedial measures and report the satisfactory completion of the works and manage a clean and healthy atmosphere in the habitation;
- (viii) assist the gram sabha and the gram panchayat in planning, monitoring and implementing the plans, schemes and projects undertaken;

#### 3C. Ward Sabha.-

- (i) to generate proposals and determine the priority of schemes and development programmes to be implemented in the area of the Ward Sabha and forward the same to the gram sabha for inclusion in the concerned Gram Panchayat development plan;
- (ii) to identify the most eligible persons from the area of Ward Sabha for beneficiary oriented schemes on the basis of criteria fixed and prepare list of eligible beneficiaries in the order of priority and forward the same to the gram panchayat for inclusion in its development plan;
- **3E. Gram Sabha.** (1) The Gram Sabha shall be the basic unit of local self-Government at the village level to ensure the direct participation of all the citizens of the village in the planning, implementation, monitoring and evaluation of all economic, social, cultural and environmental development programmes and all central, state and district sector Government schemes implemented in the Gram Panchayat.

- (2) The functions of Gram Sabha within their respective jurisdiction, shall be to assist the Gram panchayat and shall also include the following functions namely,-
- (a) to conduct surveys or participate in rural appraisals to collect essential socio-economic data and assess the needs of residents and their requirements for the development of the village in order to enable the Gram Panchayat to compile and draw up a vision plan;
- (b) priortise the location of installation of street lights, providing community water taps, public wells, public sanitation units, irrigation facilities and such other public amenity schemes and to identify the deficiencies and suggest the remedial measures and to report the satisfactory completion of the work, after considering the suggestions of the Habitation sabhas;
- (3) The Gram Sabha shall support all activities of the Gram Panchayat in implementing the plans and schemes by, –
- (a) providing voluntary labour and contributions in cash or kind or both for development works and to supervise such development works through volunteer teams;
- (b) promoting programmes of adult education, increasing literacy, family counseling, character building and de-addiction of liquor, narcotic drugs among the youth, adults and senior citizens and education levels within the area of village;
- (c) ensuring that no traditional, social and religious practices that denigrate the rights, dignity and freedom of any individual, especially women and children from the scheduled castes and the scheduled tribes and all weaker sections, are performed in the village;
- (d) assisting in the activities of school betterment committees, Anganwadis, Mahila Samaja, Youth associations, self-help groups and organisations working for the development of the scheduled castes and the scheduled tribes, other backward classes, senior citizens, the differently abled, women, children and youth in the panchayat area;
- (e) co-ordinating the activities of public health centre's in the panchayat area, especially in prevention of disease and promotion of family welfare, population control and prevention of cattle diseases and report the incidence of epidemics and natural calamities immediately to the concerned functionaries;
- (5) The Gram Sabha may, –
- (a) discuss and prepare the budgetary provisions, the details of plan outlay and the subject wise allocation of funds and also the details of the estimate and cost of materials of the works executed or proposed to be executed in the village area in a special meeting of all the Gram Sabhas in the month of October each year;
- 3F. Duties of Gram Sabha.- The Grama Sabha shall discharge the following duties namely;-
- (a) to ensure that all plans are beneficial to all sections of the population especially the vulnerable sections and migrant labour;

- (b) to approve subject to availability of funds plans, programmes and projects for social and economic development after considering the needs and suggestions of the Habitation sabhas and Ward Sabhas before such plans, programmes and projects are taken up for implementation by the Gram Panchayat;
- (c) to generate consolidated proposals by determining the priority of all schemes and development programmes to be implemented in the panchayat area as per the 'Priority Ranking' method after considering the needs, recommendations and suggestions of the each of the Habitation sabhas and Ward Sabhas; and
- (d) to identify and select the most eligible persons from the Panchayat area under beneficiary oriented schemes on the basis of criteria fixed by the Gram Panchayat, Taluk Panchayat, Zilla panchayat or Government and prepare a list of beneficiaries in the order of priority as per the 'Priority Ranking' method after considering the needs, recommendations and suggestions of the Habitation sabhas and Ward Sabhas and send the same to the Gram Panchayat for inclusion in its development plan in the order of priority sent by the Habitation sabhas and Ward Sabhas. Such list shall be binding on the concerned Gram Panchayat, Taluk Panchayat, Zilla Panchayat or Government as the case may be.
- (e) assisting the functionaries of the Gram Panchayat in providing sanitation arrangements in the panchayat area and mobilizing voluntary service to create clean and hygienic environment free from open defecation and in the removal of garbage in the area of the village;
- (f) persuading members of the Gram Sabha to pay taxes and other dues and repay loans;
- (g) spread awareness on issues of water conservation, preservation of natural surroundings and recycling of bio-degradable waste;
- (h) conserve and maintain public properties such as gomaala, pasture lands, tanks, tank beds, ground water, roads, bridges, mines etc., within the area of the Gram Panchayat;
- (i) ensure the safety, security and freedom of the residents of the village;
- (j) report concerned authorities activities of illegal money lending in the panchayat area and inform the Gram Panchayat for taking necessary action;

## 58. Duties of Gram Panchayat:

(6) (i) with the assistance of the Habitation sabha, Ward Sabha and Gram Sabhas, the Gram Panchayat shall once in five years collate the plans of the Gram Sabhas reflecting the needs of all residents and the requirements for the development of their areas in order to compile and draw up a forward looking plan called the vision plan;

#### section 145,

(4) It shall be the duty of every taluk panchayat to meet the needs of people of the panchayat area and so for as the funds of the taluk panchayat shall allow have powers to administer the matters enumerated in schedule II and also as specified in the responsibility map in respect of taluk panchayats

and to prepare and implement schemes for economic, social, cultural development for the realisation of social justice for all, in addition to the following, namely:—

- (n) to draw up with the assistance of the Gram Panchayats, its own vision plan based on its survey held consolidating the plans of all the Gram Panchayats within its area and adding to it its own development plan covering area other than the areas covered by the Gram Panchayats in the taluk;
- "145A. Consolidation and integration of plans.— (1) Subject to availability of funds in the taluk panchayat, the taluk panchayat shall draw up a vision plan and annual development plans, indicating the needs in their order of priority, by consolidating the plans presented by the Gram Panchayats, adding their own requirements containing the components of the plans and the estimate of funds required and presenting the same to the taluk planning and development committee with a copy to the Zilla Panchayat. The plans of the Gram Panchayats shall not be altered except on availability of funds or guidelines or direction of Government.

# 309. Preparation of development plan:

- (1) Every Grama Panchayat shall 1[having due regard to the development programes suggested by the Grama Sabha]1 prepare every year a development plan and 1[forward]1 it to the Taluk Panchayat before such date and in such form as may be prescribed.
- (2) Every Taluk Panchayat shall prepare every year a development plan for the Taluk after including the development plans of the Grama Panchayats and 1[forward]1 it to the Zilla Panchayat before such date and in such form as may be prescribed.
- (3) Every Zilla Panchayat shall prepare every year a development plan of the district after including the development plans of the Taluk Panchayats and 1[forward]1 it to the District Planning Committee constituted under section 310.
- "(4) All planning shall be done to meet the needs from the village level to the state level, through the taluk planning and development committees and the district planning committees".
- **309A. Decentralized planning for panchayats.** (1) Panchayats as institutions of local self-Government shall achieve all-round development coupled with social justice, development shall be planned from the grassroots level to assess determine and prioritize the needs of all sections of the people with emphasis on the interests of the vulnerable sections of society.
- **309B. Vision Plan.** (1) Every newly elected Gram Panchayat shall, within three months from the date of their constitution enable the members of the Habitation sabha, Ward Sabha and Gram Sabhas to carry out a participatory rural appraisal that maps the resources, population and needs of its area.

- (2) Gram Panchayat shall prepare a forward looking vision plan for the whole term of the panchayat based on development benchmarks established by local, state and Central Governments to set targets and develop outcome indicators for measuring using performance management system.
- (3) The vision plan shall form the basis of constructing needs-based annual plans for each year for the next five years of its term. prioritisation of issues shall be based on priority ranking method as laid down in the responsibility map.
- (4) Subject to the availability of funds during the next financial year, every Gram Panchayat shall forward their annual draft plans to the taluk planning and development committee for consolidation and integration within October of the previous year.

Explanation: For the purpose of section 309A, 309B and wherever the said terms appear in the Act, -

- (1) "Participatory rural appraisal" involves the study, analysis and appraisal of factors undertaken in relation to the long term visual plan or the annual plans of panchayats under this Act
- (2) "Performance management system" means a scientifically based, data-oriented management system consisting of three primary elements-measurement, feedback and positive reinforcement and includes activities which ensure that goals are consistently met in an effective and efficient manner through a process of alignment of resources, systems and employees to achieve strategic objectives and priorities.
- (3) "Priority ranking method" means the course of prioritizing of beneficiaries under the various schemes, programmes and plans taking into consideration the backwardness of the area urgency of need, level of impact and coverage.
- **309C.** Taluk panchayat plan.— (1) The taluk panchayats shall be responsible for consolidating the plans in digital form of all Gram Panchayats at the Taluk level to place them before the taluk planning and development committee constituted under section 309D.
- (2) The Taluk Panchayat shall also send a digital copy of this plan to the zilla panchayat.
- **309D. Taluk planning and development committee.** (1) There shall be established in every Taluk a Taluk planning and development committee for the purpose carrying out the integration of planning at the taluk level consisting of:-
- (i) Member of Legislative Assembly representing major parts of the Taluk ------Chairman
- (ii) The Adhyaksha of the concerned Taluk panchayat, ---- Co-Chairman.

- (iv) One Adhyaksha from a Gram Panchayat selected by lot from among the Adhyaksha of all the Gram Panchayats in the taluk---Vice-chairperson.
- (v) Members of the house of people and the State Legislative Assembly representing a part or whole of the taluk, whose constituencies lie within the taluk; members of the council of states and the state legislative council who are registered as electors within the taluk -------**Members.**
- (vi) The Upadhyaksha of concerned Taluk Panchayat. ----- Members.
- (vii) The chairman of social justice committee. ------Members.
- (viii) Five Adhyakshas as Grama Panchayat drawn by lot among whom one shall be a woman and one person belonging to Scheduled Castes and one person from Scheduled Tribe------Special Invitees
- (ix) The Presidents of the APMC situated within the Taluk------Special Invitees
- (x) The President of the PCARD situated withing the Taluk------Special Invitees
- (xi) The District manager of the District lead bank.-----Special Invitees
- (xii) Three experts. one from the Technical Sector (Principal of Engineering college/ polytechnic/ITI of concerned Taluk) and one from service sector (Principal from local college of (social science)), one from rural development (Director Krishi Vignana Kendra) -------Special Invitees
- (2) The executive officer of the concerned taluk panchayat shall be the Member Secretary of the committee.
- (3) The Chief Executive Officer of the concerned shall nominate special invitees or ex-officio members. The term of these members shall be co-terminus with the term of the Taluk Panchayat and in respect of an ex-officio members shall be co-terminus with the term of the member or term of the Taluk Panchayat whichever is earlier.
- **309E.** The process of planning and development.— (1) The Taluk planning and development committee shall receive the draft annual plans submitted by all the panchayats and the urban local self-Governments and consolidate them sector-wise identifying the priorities of each sector at the Taluk level.
- (2) The process of integration at the intermediary level shall be achieved by means of prioritisation of issues following the method of priority mapping and consolidation of the plans.

- (3) Nothing contained in this section shall be construed as authorising the taluk planning and development committee to change, modify or alter the demands or priorities indicated in the plans of the Gram Panchayats, taluk panchayat or urban local self-Governments as the case may be.
- (4) planning at the intermediate level shall be the result of consolidation with the object of identifying the priorities of each individual unit of Local self-Government that shall involve,-
- (i) spatial integration, means integration of schemes that run through one or more local authorities;
- (ii) sectoral integration, which means integration of several schemes relating to a larger sector;
- (iii) cross-sectoral integration means which aimed to ensure maximum impact from different interventions, by drawing resources from various schemes;
- (iv) vertical integration, means which separates out what has to be done at higher Panchayat levels;
- (v) Integration of resources, means which looks at identifying and planning the channelization of several schemes both centrally sponsored and State sponsored, which panchayats can utilise, integrate into local plans and to which they can contribute additional resources;
- **309F. Zilla Panchayat Plan.** The Zilla Panchayats shall be responsible for preparing the draft plan of the Zilla Panchayat and consolidation of the plans of the Taluk Panchayats at the district level and place before the district planning committee.
- **309G.** District development plan.— (1) The District Planning Committee shall, subject to the availability of funds, prepare the draft development plan with regard to,-
- (i) the matters of common interest between the panchayats and urban local authorities in the district, including spatial planning, sharing of water and other physical and natural resource, the integrated development of infrastructures and environmental conservation; and
- (ii) the extent and type of available resources whether financial or otherwise.
- (2) The District Planning Committee shall link the plans of panchayats and urban local bodies and other planning units to provide for mutual consultation and negotiations between them and also provide the framework for integrating the sectoral and spatial aspects of urban and rural plans.
- (3) The process of consolidation and integration by the district planning committee shall not alter the plans prepared by the taluk planning and development committee but the plans which are already included earlier or included in other plans shall not again be included.
- (4) The district planning committee may, while preparing the consolidated plan, consult such institutions and organisations as the Government may, by order, specify.
- (5) After the process of consolidation and integration is completed, the district planning committee shall forward the consolidated plan of the district to the Government through the decentralized planning and development committee for integration into the state plan.

- **309H. Action taken report.** (1) Once in six months an action taken report of progress against plans shall be prepared by Gram Panchayat, Taluk Panchayat and Zilla Panchayat stating resource availability, implementation or reasons for inability to implement or projects or schemes outlined in the annual plan against set targets and using the outcome indicators for measuring them.
- (2) All the Gram Panchayats shall submit their reports to the concerned Taluk panchayat. The Taluk panchayat shall consolidate the reports of all Gram panchayats and include their own report and present to the Zilla panchayat; and the Zilla panchayats shall consolidate the reports of all the Taluk Panchayats and include their own report and present the same to the District planning committee.
- (3) The consolidated report of the Gram panchayats shall be presented to the Gram sabha at their next meeting.
- (4) Similarly, the reports of the Taluk and Zilla panchayats shall be made available to the Gram panchayats for presentation to the Gram Sabhas."
- **310. District Planning Committee.** (1) The Government shall constitute in every district a District Planning Committee to consolidate the plans prepared by the Zilla Panchayats, Taluk Panchayats, Grama Panchayats, 1 [Town Panchayat] 1, Municipal Council and Municipal Corporations in the district and to prepare a draft development plan for the district as a whole.
- "(2) The district planning committee shall consist of,-
- (a) The Minister in charge of the concerned District ----- Member
- (b) The Adhyaksha of the Zilla Panchayat ----- Member
- (c)The presidents of the Taluk Panchayat who is the ex-officio co-chairperson of Taluk Planning and Development Committee ----- **Member**
- (d) The vice-chairperson of the Taluk Planning and Development Committee (elected by Gram Panchayat of the taluk) from each Taluk in the district ------**Member**"
- "(3) the members of the House of people who represent the whole or part of the district, the members of the council of states who are registered as electors in the district, all the members of the state legislative assembly whose constituencies lie within the district, the members of the state legislative council whose names are registered as voter in the district, and the deputy commissioner of the district shall be permanent invitees on the district planning committee".
- (4) The Chief Executive officer shall be the Secretary of the committee.

- (5) The Chairman of the District Planning Committee shall be chosen among themselves in such manner as may be prescribed."
- (6) The District Planning Committee shall consolidate the plans prepared by the Zilla Panchayats, Taluk Panchayats, Grama Panchayats, 1[Town Panchayats]1 Municipal Councils and the Municipal Corporations in the district and prepare a draft development plan for the district as a whole.
- (7) Every District Planning Committee shall in preparing the draft development plan, (a) have regard to, (i) the matters of common interest between the Zilla Panchayats, Taluk Panchayats, Grama Panchayats, 1[Town Panchayats]1, Municipal Corporations and Municipal Councils in the district, including spatial planning, sharing of water and other physical and natural resource, the integrated development of infrastructures and environmental conservation;
- (ii) the extent and type of available resources whether financial or otherwise: 1[Provided that it shall not result in the alteration of the plans prepared by the local bodies referred to in item (i), but the recommendations of the District Planning Committee, if any, may be considered by such local bodies before finalising the plan.]1
- (b) consult such institutions and organisations as the Governor may, by order, specify.
- (8) The Chairpersons of every District Planning Committee shall forward the development plan, 1[for being integrated into the State plan]1 as recommended by such committee to the Government.
- **310A. State Panchayat Council.-** (1) The Government shall constitute a State Panchayat Council to act as a forum for elected representatives to voice their aspirations and offer their suggestions to improve the Panchayat Raj system and make it more responsive to the peoples' needs
- (2) The State Panchayat Council shall consist of,-
- (i) the Chief Minister as Chairman,
- (ii) the Minister for rural Development and Panchayat Raj as Vice-Chairman,
- (iii) five other ministers nominated by the Government as members, 1
- [(iv) 'All Adhyakshas of all the Zilla panchayats" as members;
- (v) the Adhyakshas of four Gram Panchayats, one from each revenue division" and one Taluk Panchayath nominated by each Zilla Panchayath as members and;
- (vi) five Members of Legislative Assembly nominated by the Speaker of the Legislative Assembly and two Members of Legislative Council nominated by the Chairman of the Legislative Council as members; and
- (vii) Secretary, Department of Rural Development and Panchayat Raj as member-secretary.]
- (3) The State Panchayat Council shall meet at least once in a year.

(4) The State Panchayat Council shall discuss matters relating to functioning of the panchayats in the State.]1

**310B.** Karnataka state decentralised planning and development Committee, – (1) There shall be established a committee called the karnataka state decentralised planning and development committee to enable the Government to formulate development plans and the annual economic review to be presented along with the budget document.

(2) The Karnataka state decentralized planning and development committee shall consist of,-

1	Chairperson	The Chief Minister
2	Vice-Chairperson	1. The Minister for Rural Development and Panchayat Raj  2. The Finance Minister  3. The Minister Incharge of Planning  4. The Minister for Urban Development  One non-official Member who is an expert in the field of Socio-Economic Development nominated by the Government
3	Members:	<ol> <li>Development Commissioner of the State.</li> <li>Principal Secretary, RDPR and</li> <li>Principal Secretary, Urban Development.</li> <li>The Principal Secretary, Finance</li> <li>Two MLCs representing the Local Bodies nominated by the Government</li> <li>Eight Members nominated by the Government consisting of,-         <ul> <li>(a) Two Chairpersons of The District Planning Committees one from each revenue division</li> <li>(b) Two Chairpersons of the Taluk Planning &amp; Development Committees - one from each revenue division</li> <li>(c) Two Chairpersons of the Gram Panchayats- one from each revenue division</li> <li>(d) Two Chairpersons of Urban Local Bodies one representing the City Corporations, one representing the City Municipal Councils, one representing Town Panchayats and one representing the</li> </ul> </li> </ol>

		Town Municipalities
		Provided that of the Eight at least one shall be a woman, one representative of the Scheduled Castes, one a representative of the Scheduled Tribes and one a representative of the other backward classes including minority groups
		(e) Five persons who are experts, one each from the fields of Agriculture and allied activities, Industry, Rural and Urban Development, Gender subjects (who shall be a woman), Child Rights who shall be a child rights activist, Finance, Town and Country Planning and Environment and Water Conservation nominated by the Government
4	Member Secretary	The Principal Secretary to Government or Secretary to government in charge of Planning Department.

- (3) The term of the nonofficial members specified in sub-section (2) other than ex-officio members shall be for period of five years or shall be co-terminus with the term of their office whichever is earlier.
- (4) The functions of the Karnataka state decentralized planning & development committee shall be as follows: –
- (a) The Karnataka state decentralized planning and development committee (KSDPDB) shall link the plans of districts and other planning units to provide for mutual consultation and negotiations between them and also provide the framework for integrating the sectoral and spatial aspects of urban and rural plans.
- (b) The process of consolidation and integration by the KSDPDB shall not alter the plans prepared by the districts.
- (c) The committee may, while preparing the consolidated plan, consult such institutions and organisations as the Government may, by order, specify.
- (d) Soon after the process of consolidation and integration is completed, the committee shall forward the consolidated plan to the Government.
- (e) The committee shall also look after formulation of policy matters related to local development and regional development, co-ordination of districts and state plans and designing policies to strengthen local bodies.

# Following are the planning process according to Responsibility Mapping:

	• Consideration of all proposals received in the Ward Sabhas and their consolidation.
Gram Sabha	Consideration of draft perspective and annual plans and their approval
Gram Panchayat	<ul> <li>Preparation of peoples' perspective Plan and getting the approval of the Grama Sabha</li> <li>Plans should be developed at Grama Sabhas Including women, children, SC/ST, Backward communities and based on the activity mapping of GPs</li> <li>Each Gram Panchayat shall develop a 5 Year Forward Looking Plan based on the felt needs of the people that has evolved through a bottom up process including Ward and Special Ward Sabhas soon after they are elected and not later than three months of taking office.</li> <li>In this regard holding of Special Gram Sabhas for the disenfranchised [such as children, the care givers of the mentally challenged, migrants who came for coolie] ST/SC, women and senior citizens that are preceded by similar special Ward Sabhas would be critical. This would ensure bottom-up planning involving all sections of the community.</li> <li>All the consolidated plans or any development related to schemes, infrastructure and services that require to be implemented within the jurisdiction of the Panchayats by the Centre or State Government departments or institutions have to present their plans in the Gram Sabhas ot that the nature of the design and implementation of these schemes including beneficiaries shall be decided by the Gram Sabha and shall require the approval of the concerned Gram Sabhas before implementation.</li> <li>Land use planning shall be entrusted to the Village Panchayats with the required technical assistance in order to prevent erratic development resulting out of the conflicting jurisdiction of the present Country Planning laws.</li> <li>Gram Panchayats should have the power of course correction to the Action Plan. Gram Panchayats should have the option to add/delete or change Yearly Action Plan according to the seasonal needs and emergency requirements of the Panchayats. Flexibility should be built in.</li> <li>There shall be a resource team empanelled from among local experts in a variety of fields [such as watershed management, small hy</li></ul>
Taluk Panchayat	<ul> <li>Consolidation of Plans at Taluk level and should share with ZP</li> <li>The plans developed by the Ward Sabhas shall not be changed, but only consolidated to form the master plan for the Gram Panchayat</li> <li>In any case the Grama Sabha Plans should not be changed. In case of exigencies, it should be referred to Grama sabhas</li> <li>All the schemes related to MP/MLA Funds or central govt. or machinery work or other it should be done in consultation with Grama Sabhas</li> </ul>

 Technical support Identifying Best Planning GPs • Depute resource persons • Resource mobilisation and coordination to support the planning implementation • Consolidation of Plans at District level and sharing with concerned for implantation. • In any case the Grama Sabha Plans should not be changed. In case of exigencies, it should be referred to Grama sabhas • The District Planning Committees shall take all plans of the Gram Panchayat and they shall not be modified without valid reasons in writing and in consultation with the representatives of that Panchayat. These plans shall be then merged with the State and Central Plans. Zilla Panchayat All the schemes related to MP/MLA Funds or central govt. or machinery work or other it should be done in consultation with Grama Sabhas Technical and financial support • Identifying Best Planning Taluks • Depute resource persons • Resource mobilisation and coordination to support the planning implementation