

Vol 6 Issue 12 Sept 2017

ISSN No : 2249-894X

*Monthly Multidisciplinary
Research Journal*

*Review Of
Research Journal*

Chief Editors

Ashok Yakkaldevi
A R Burla College, India

Ecaterina Patrascu
Spiru Haret University, Bucharest

Kamani Perera
Regional Centre For Strategic Studies,
Sri Lanka

Review Of Research Journal is a multidisciplinary research journal, published monthly in English, Hindi & Marathi Language. All research papers submitted to the journal will be double - blind peer reviewed referred by members of the editorial Board readers will include investigator in universities, research institutes government and industry with research interest in the general subjects.

Regional Editor

Dr. T. Manichander

Advisory Board

| | | |
|---|--|--|
| Kamani Perera Regional Centre For Strategic Studies, Sri Lanka | Delia Serbescu Spiru Haret University, Bucharest, Romania | Mabel Miao Center for China and Globalization, China |
| Ecaterina Patrascu Spiru Haret University, Bucharest | Xiaohua Yang University of San Francisco, San Francisco | Ruth Wolf University Walla, Israel |
| Fabricio Moraes de Almeida Federal University of Rondonia, Brazil | Karina Xavier Massachusetts Institute of Technology (MIT), USA | Jie Hao University of Sydney, Australia |
| Anna Maria Constantinovici AL. I. Cuza University, Romania | May Hongmei Gao Kennesaw State University, USA | Pei-Shan Kao Andrea University of Essex, United Kingdom |
| Romona Mihaila Spiru Haret University, Romania | Marc Fetscherin Rollins College, USA | Loredana Bosca Spiru Haret University, Romania |
| | Liu Chen Beijing Foreign Studies University, China | Ilie Pinteau Spiru Haret University, Romania |
| Mahdi Moharrampour Islamic Azad University buinzahra Branch, Qazvin, Iran | Nimita Khanna Director, Isara Institute of Management, New Delhi | Govind P. Shinde Bharati Vidyapeeth School of Distance Education Center, Navi Mumbai |
| Titus Pop PhD, Partium Christian University, Oradea, Romania | Salve R. N. Department of Sociology, Shivaji University, Kolhapur | Sonal Singh Vikram University, Ujjain |
| J. K. VIJAYAKUMAR King Abdullah University of Science & Technology, Saudi Arabia. | P. Malyadri Government Degree College, Tandur, A.P. | Jayashree Patil-Dake MBA Department of Badruka College Commerce and Arts Post Graduate Centre (BCCAPGC), Kachiguda, Hyderabad |
| George - Calin SERITAN Postdoctoral Researcher Faculty of Philosophy and Socio-Political Sciences Al. I. Cuza University, Iasi | S. D. Sindkhedkar PSGVP Mandal's Arts, Science and Commerce College, Shahada [M.S.] | Maj. Dr. S. Bakhtiar Choudhary Director, Hyderabad AP India. |
| REZA KAFIPOUR Shiraz University of Medical Sciences Shiraz, Iran | Anurag Misra DBS College, Kanpur | AR. SARAVANAKUMARALAGAPPA UNIVERSITY, KARAIKUDI, TN |
| Rajendra Shendge Director, B.C.U.D. Solapur University, Solapur | C. D. Balaji Panimalar Engineering College, Chennai | V.MAHALAKSHMI Dean, Panimalar Engineering College |
| Awadhesh Kumar Shirotriya | Bhavana vivek patole PhD, Elphinstone college mumbai-32 | S.KANNAN Ph.D , Annamalai University |
| | Awadhesh Kumar Shirotriya Secretary, Play India Play (Trust), Meerut (U.P.) | Kanwar Dinesh Singh Dept.English, Government Postgraduate College , solan |

More.....



AN OVERVIEW OF PANCHAYAT RAJ INSTITUTIONS IN KARNATAKA STATE

Dayanand S. B.¹ and Dr. T. Gurubasappa R.²

¹Research Scholar, Department of Economics, Gulbarga University, Kalaburagi, Karnataka, India.

²Associate Professor and Head, Post Graduate Department of Economics, Government College, Kalaburagi, Karnataka, India.

ABSTRACT :

Rural development is the backbone of national development in India. About 65 per cent of the people live in rural India. The history of Panchayats dates back to the time immemorial in India. Starting from the Vedic period to the end of the British rule, almost every village in the country had a self-governing body of its own. The Panchayats are among the oldest institutions for local governance in rural Karnataka. This long standing system of local governance is also known as Panchayat Raj. It ensures proper execution of rural development programmes. It encourages participation of general people in the development programmes. The present study explores the



inception and evolution of the panchayat raj system and the structure and functions of the three tier panchayat raj institutions in karnataka. In this study extensively used the legislative and other legal documents which describe the structure and functions of the grama panchayat, Taluk panchayat and Zilla panchayat. It has lengthy discussion pointed out the nuances with which the panchayat raj system operates in Karnataka with legal sanctions.

KEYWORDS : Panchayat Raj, Inception and Evolution, Grama Panchayat, Taluk Panchayat, Zilla Panchayat, Karnataka.

INTRODUCTION

Rural development is the backbone of national development in India. About 65 per cent of the people live in rural India. Agriculture is indeed the most vital sector of national development in a developing country like India. The significance of rural socio-economic development was understood by the policy makers and administrators in India. Rural sector needs to be modernized and developed on the basis of appropriate intervention of the state and other stakeholders of rural development. The goal of development is the creation of a new society on the basis of human values and principles of social justice. Series of rural socio-economic development projects were implemented in India with a view to enhance the social and economic status of farmers, artisans and others in the countryside.

The history of Panchayats dates back to the time immemorial in India. Starting from the Vedic period to the end of the British rule, almost every village in the country had a self-governing body of its own. It has been observed by historical research that the "local self-government in ancient India was far more widespread, more real and more successful than in the days of British rule or even at present" (Venkatarangaiya M and Pattabhiram M 1969:1). It clearly shows that in ancient times, the people had enjoyed the advantages of the local self-

government. The Panchayats are among the oldest institutions for local governance in rural Karnataka. This long standing system of local governance is also known as Panchayat Raj (which means rule of village committee). Panchayat Raj ensures proper execution of rural development programmes. It encourages participation of general people in the development programmes.

OBJECTIVES OF THE STUDY

1. To know the inception and evolution of the panchayat raj system in karnataka state.
2. To analyse the structure and functions of the three tier panchayat raj institutions in karnataka

METHODOLOGY

The present study is mainly based on secondary data. The secondary information has been collected from various secondary sources such as Census Reports, Annual Reports of Ministry of Panchayat Raj and Rural Development, Government of India. Karnataka at a Glance, Economic Survey of Karnataka, Zilla Panchayat, Taluk Panchayat, Gram Panchayat and other stakeholders of rural development in karnataka, Books, journals, papers, Articles and related Websites etc.

The Inception and Evolution of Panchayat Raj System in Karnataka

Panchayati Raj was introduced on 1st November 1959 when the Mysore Village Panchayats and Local Boards Act, 1959 was passed. Before the introduction of this legislation, Karnataka had the roots of self-governing institutions, Mysore (now Karnataka), (Karnataka Village and Local Boards Act. 1959) and was one of the states to advocate Panchayat Raj and third in the process preceded by Rajasthan and Andhra Pradesh.

As early as 1862, a "Local Fund" was constituted in Mysore State for the construction of roads and other subsidiary works. This was further strengthened with the establishment of local fund committee in 1874 under the Presidency of Deputy Commissioners in each district. These committees were represented by both official and non-official members and democratic touch was infused in their functioning. But the working of these committees proved defective in many respects, "the most important of which were the more number of official members, absence of reasonable powers for the disposal of funds and the entire subordination of the committees to the government officers in the administration of the funds" (Bhat1977 : 5).

In 1902, the government passed the Mysore Local Boards Act with a view to remedy the defects and also to revitalize these institutions (rural local government). As a result, a three-tier structure of local self-government was introduced. It provided for union panchayats with nominated chairmen, taluk boards with subdivision boards officers as Presidents and Amaldars as Vice-Presidents and district boards with Deputy Commissioners as Presidents. The functioning of these bodies did not come up to the expectations. Instead of becoming instrumental to the development of rural areas, they became only consultative bodies (Bhat1977 : 8). Following the developments in the neighboring Madras Presidency and in the National Scene effected by Montague-Chelmsford reforms, the Mysore Government in 1918 enacted the Mysore Local Boards and Village Panchayats Act. It is to be noted here that until 1918, no elected member of any local board possessed real power. Officials were able to maintain firm control over all such boards and as a result, there was little interest in "local self-government work among non-officials" (James Manor 1978:21).The Act incorporated elected element into the working of district and taluk boards. It was increased to 2/3rd and one-half in the district and taluk boards, respectively. The Act also provided for both these institutions. The union panchayats were named as village panchayats and they were strengthened with adequate powers and functions, which included the execution of the village improvement scheme.

Observing on the local board reforms, the Maharaja of Mysore proclaimed that local boards would have the "largest possible measure of responsibility and autonomy" and raised the hopes of Mysore politicians. But, in practice, these reforms which were to remain the states basic political framework for nearly two decades came as a disappointment (James Manor 1978:22). However, by 1927, all eight districts had elected non-officials as board presidents.

Further developments which took place after the introduction of Montague Chelmsford reforms were

not encouraging. There were many ups and downs in the working of these institutions although considerable efforts were made to make these institutions effective. Writing on the failures of the local boards, James Manor observed, (In matter of finance) the princely Governments policy of reluctance towards local boards was apparent. The Mysore Government tended quite shamelessly to overburden and under-fund local boards (James Manor 1978: 22). Also, the local boards quite frequently faced serious shortages of funds. These problems were further complicated by the Government practice of quietly increasing the responsibilities of the local boards and simultaneously eliminating many of the boards statutory sources of funds. The cumulative effect of all this was a general decline in district board revenues over the two decades between 1921 and 1941 (James Manor 1978: 23). Meanwhile, the Government of Mysore enacted Mysore District Boards Act and Mysore Village Panchayats Act in 1926. These two were constituted and armed with adequate powers, functions and resources. As a consequence of these developments, both Mysore Local Boards Act of 1902 and Village Improvement Scheme of 1914 came to an end. Only two types of local bodies, that is, the District Boards and Village Panchayats were retained to function as rural local-government institutions (Karnataka Village and Local Board Act 1959).

It was now the Indian Statutory Commission and the Government of India Act of 1935, which established provincial autonomy, came into being. However, there were no significant developments in the growth of local self-government institutions, nation as a whole. But this was not the case with this princely state of Mysore. The Government appointed committees to suggest measures to strengthen the local self-government institutions.

The Integration and Co-ordination Committee was appointed by the Mysore Government (much before the inauguration of Community Development Programmes) to examine the working of local bodies and also to suggest reforms to strengthen these bodies. The Committee was headed by Venkatappa (this Committee was popularly known as the Venkatappa Committee), the speaker of the Mysore Legislative Assembly, submitted its report on June 12, 1950. The Committee recommended the constitution of a two-tier structure of local self government with Group Panchayats and District Boards.

The members of the district board were to be elected indirectly by the directly elected members of the panchayats. The major thrust of this committee was to examine the question of co-coordinating rural development. The then Government considered the suggestions made by the Committee and passed the Mysore Village Panchayats and District Boards Act in 1952.

The Government appointed one more Committee called the Local Boards Enquiry Committee under the chairmanship of D. Chandrashekaraiiah (Anonymous 1978), to examine the details of the working of local bodies. The Committee submitted its report on August 28, 1954. This Committee recommended a three-tier structure of local self-government with district boards at the apex, taluk boards at the middle and village panchayats at the base. It further recommended that the elections to the district boards should be from amongst the members of the taluk boards, because, there was widespread expressed doubts with regard to the desirability of indirect election to this body. The Committee suggested that 2/3rd of the taluk board members should be elected directly, 1/3rd should be reserved for the representation of the village panchayats and town municipal councils at the taluk. Further, it suggested that both the taluk boards and district boards should function as executive bodies. In addition to this, the committee recommended the constitution of a special agency to carry out public works of these bodies.

However, the government could not implement the recommendations made by the above committees. This was due to the impending reorganization of the states which made the government to postpone the implementation of the recommendations. This was a serious setback to the development of local bodies in the state.

All these measures evolved during the pre- and post-independence era, had their impact on the new legislation, the Mysore Village Panchayats and Local Boards Act 1959. The Mysore Act, though derived mainly from the recommendations of the above committees, was also influenced by the Acts of the Madras, Bombay and Hyderabad-Karnataka areas. The district boards were governed by the Madras District Boards Act of 1920, and in the Bombay-Karnataka area, as defined in the Act of 23 of 1928. The taluk boards were abolished partly because they were not useful in practice and partly with an objective of strengthening the village panchayats.

The district boards became true representative bodies when the system of nominating their members was dispensed with. The panchayats were governed by the Bombay Village Panchayats Act 1939. In the Hyderabad-Karnataka area, although the Hyderabad District Boards Act of 1941 provided for the election of members for the district boards by extended franchise, no elected bodies were actually functioning and only nominated bodies under the chairmanship of the collector (Deputy Commissioner) continued to function.

With the enactment of 1959 Act, previous divergencies were removed and a three-tier system of local self-government emerged with the panchayats at the base, the Taluk Development Boards (TDBs) at the middle level and the District Development Councils (DDCs) at the apex. "Though the panchayats had been functioning in state, it was through the Act of 1959 that the entire state was brought under the uniform pattern of PRIs. It naturally repelled all the then existing different local government Acts governing panchayats in different areas. The main objectives of creating PRIs in the state were to transfer power and responsibility to peoples institutions and to achieve certain well-defined objectives of planned programmes through these institutions" (Bhatnagar 1978: 23).

In the Karnataka Zilla Panchayats, Taluk Panchayats, Mandal Panchayats, the Nyaya Panchayats Act 1983 was brought into operation from 1st April 1987. It was modeled on the Ashok Mehta Committee. It was an ex-officio body of elected bodies at the village and district levels and ex-officio body at the taluk level. Elections to these bodies were held in January 1987 establishing 2,489 Mandal Panchayats for a cluster of villages having a population between 8,000 and 12,000. A body of village elected and called the "Grama Sabha" was intended to be a body to oversee the functioning of Mandal Panchayats was also legally established as a novel feature (Singh 1993: 22-26).

The Zilla Parishad Act of 1983 transferred a wide range of the states functions to Zilla Parishads, encompassed vital areas relating to agriculture, animal husbandry, horticulture, sericulture, rural industries, primary and secondary education, rural water supply construction and maintenance of rural roads, bridges, minor irrigation, health and family welfare of the scheduled castes, scheduled tribes and backward classes, development of women and children, provision of housing in rural areas and public distribution system. Further, the Zilla Parishads were made responsible for development planning at the district level. Apart from these functions, specifically transferred by the statute, the state government was also empowered to transfer more powers, development programmes and works by issue of executive orders. Similarly, a large number of functions were also transferred to the Mandal Panchayats.

Karnataka has 56,682 rural habitations including 27,017 Revenue villages. According to 2011 Census, about 6,11,30,704 was total population, out of a total population of 3,75,52,529 people live in these rural habitations. That constitutes about 61.43 per cent of the State's population and about 2, 35, 78,175 people live in Urban habitations that constitute about 38.57 per cent. 62 lakhs households, who live in the rural areas, depending mainly on agriculture. The distinguishing features of the State's rural society are the following.

- (a) the existence of a large number of scattered habitations;
- (b) dependence on agriculture and related activities;
- (c) low share in the state domestic product as compared to its population, which means that it is characterized by low per capita incomes;
- (d) low levels of infrastructure like roads, electricity, housing and water supply; and
- (e) lower rank than the urban areas of the State in terms of human development parameters like literacy, health services and skill endowments.

STRUCTURAL CONSTITUTION OF PANCHAYAT RAJ IN KARNATAKA

Panchayat Raj in Karnataka follows a three tier structural constitution. It has elected bodies at each level. Panchayat Raj constitutes of:

- The Gram Panchayats at the village level
- The Taluk Panchayats at the sub-district (taluk) level
- The Zilla Panchayats at the district level

Karnataka has 30 Zilla Panchayats, 176 Taluk Panchayats, and 5,659 Grama Panchayats. All the three

units of the Panchayat Raj have members directly elected by the people. The government does not have any provision to nominate representatives to any of these institutions.

Karnataka Panchayat Raj Act, 1993

The Karnataka Panchayat Raj Act, 1993 aims to achieve democratic decentralization especially for the rural areas. Karnataka enacted the new Panchayat Raj Act incorporating all the mandatory provisions of 73rd Amendment to the Indian Constitution.

The objectives of the Karnataka Panchayat Raj Act, 1993 are:

1. Establish a three-tier structure for panchayat system at village, sub-district and district levels
2. Elect members to the three tiers through direct election at all levels
3. Elect Chairpersons and Vice Chairpersons through indirect elections
4. Reserve seats for scheduled castes, scheduled tribes and women at all the three levels
5. Conduct elections to all the three levels under the State Election Commission
6. Empower State Finance Commission to determine the sharing of funds between the State Government and the Panchayat Raj bodies
7. Maintain accounts and conduct audits at all the three tiers of the panchayat system

There has been several amendments to the Karnataka Panchayat Raj Act, 1993 since its inception.

Gram Panchayat

The Gram Panchayat is the basic or lowest level of Panchayat Raj in Karnataka. It has jurisdiction over a group of villages. Gram panchayat represents an assembly of the village elders who are directly elected by the citizens of the village. This panchayat unit is headed by a chairperson who is known as Sarpanch.

The representatives of the Gram Panchayats are elected for five years. While the members are directly elected from wards, the Sarpanch is elected by the members. There are seats reserved for women, scheduled castes and scheduled tribes in Gram Panchayats.

Functions of Gram Panchayat

The Gram Panchayat has to perform the following functions:

1. Provide sanitary latrines to at least one-tenth of the households every year
2. Construct and maintain sufficient community latrines for use by men and women
3. Maintain water supply works on its own or through annual contract
4. Revise and collect taxes, rates and fees at fixed periods
5. Ensure enrolment of children in primary school
6. Ensure immunisation of children
7. Confirm swift registration and report of births and deaths
8. Provide sanction for proper drainage
9. Construct, repair and maintain public streets
10. Remove encroachments on public streets or public places
11. Provide sufficient number of street lights
12. Make payments for electricity charges on a regular basis
13. Fill up sanitary depressions and reclaim unhealthy localities
14. Capture and destroy rabid and ownerless dogs
15. Maintain all community properties vested in it
16. Maintain records related to population census, cattle census, crop census, census of unemployed people and people below poverty line
17. Assign places away from the village dwelling areas for dumping manure and refuse

Taluk Panchayat

The Taluk Panchayat is the intermediate level of Panchayat Raj in Karnataka. The Taluk Panchayat is constituted for each taluk. The representatives of the Taluk Panchayat Samiti are directly elected by the residents of the non-urban areas of the taluk. The president and the vice-president of the Taluk Panchayat Samiti are elected from among members.

The tenure of Taluk Panchayat members is five years. The Taluk Panchayat has provision for reservation of seats for scheduled castes on the basis of their population. Two seats are reserved for women in the Taluk Panchayat Samiti.

Functions of Taluk Panchayat

The Taluk Panchayat has to perform the following functions:

1. Construct and expand water supply works to get at least forty liters per capita per day.
2. File reports of Gram Panchayat activities within the taluk regarding :
 - + Meeting of Gram Sabha
 - + Progress of water supply works
 - + Construction of community latrines
 - + Collection and revision of rates, taxes and fees
 - + Payment of electricity bills
 - + Enrolment of children in schools
 - + Progress of immunisation
3. Maintain primary school buildings and provide sanction for sufficient class rooms and water supply in schools
4. Obtain land to create manure pits away from the village dwelling area

Zilla Panchayat

The Zilla Panchayat is the apex level of Panchayat Raj in Karnataka. The Zilla Panchayat is constituted for each district of the state. It has jurisdiction over the entire district except those portions that are included in smaller urban areas or are under the authority of Municipal Corporations, Town Panchayat or Industrial Township. Members of the Zilla Parishad are elected from the district.

The representatives of the Zilla Panchayats are elected for a tenure of five years. Every Zilla Panchayat has seats reserved for scheduled castes, scheduled tribes, backward classes and women.

Functions of Zilla Panchayat

The Zilla Panchayat has to perform the following functions:

1. Establish health centres and maternity centres as per the government rules
2. Construct underground structures for water recharge to make water available in the drinking water wells
3. Prevent drilling of irrigation bore wells near drinking water wells to ensure adequate drinking water
4. Create a plan for social forestry development in each taluk

CONCLUSION

The above analysis discussed the inception and evolution of panchayat raj system and functions of the three-tier system of Panchayati Raj Institutions in Karnataka. In this paper extensively used the legislative and other legal documents which describe the structure and functions of the grama panchayat, Taluk panchayat and Zilla panchayat. It has lengthy discussion pointed out the nuances with which the panchayat raj system operates in Karnataka with legal sanctions.

REFERENCES

- Anonymous (1978), "Report the Committee on PRIs, Department of Rural Development, Government of India.
Aziz Abdul (1994), "Decentralization: Mandal Panchayat system in Karnataka", NIRD, Hyderabad.

- B.S. Khanna (1994), "Panchayati Raj in India", Deep and Deep, New Delhi.
- Bhatnagar (1978), "Rural Local Government in India", Light and Life Publishers, New Delhi.
- B P S Bhadouria and V.B. Dubey (1989), "Panchayat Raj and Rural Development", Common Wealth, 31-35, New Delhi.
- Census Report (2011), Government of India.
- Jather R.V. (1967), "Evolution of Panchayat Raj in India", J.S.S. Institute of Economic Research, Dharwad.
- Narayana K.S. (1995) "Karnataka Grama Panchayats: One year in office: Experiences from the field", Kurukshetra, Volume. XLIV, No.2, April: 73-77.
- Venkataramaiya M and Pattabhiram M (1969), "Local Government in India" Select Readings, Allied Publishers, New Delhi.
- Karnataka At A Glance (2014), Government of Karnataka.
- Maddick Henry (1968), "Panchayat Raj", Journal Local Administration Overseas, Volume 8, No.4, October: 204.205.
- www.rdpr.kar.nic.in.



Dayanand S. B.

Research Scholar, Department of Economics, Gulbarga University, Kalaburagi , Karnataka, India.

Publish Research Article

International Level Multidisciplinary Research Journal For All Subjects

Dear Sir/Mam,

We invite unpublished Research Paper, Summary of Research Project, Theses, Books and Books Review for publication, you will be pleased to know that our journals are

Associated and Indexed, India

- ★ Directory Of Research Journal Indexing
- ★ International Scientific Journal Consortium Scientific
- ★ OPEN J-GATE

Associated and Indexed, USA

- ✦ DOAJ
- ✦ EBSCO
- ✦ Crossref DOI
- ✦ Index Copernicus
- ✦ Publication Index
- ✦ Academic Journal Database
- ✦ Contemporary Research Index
- ✦ Academic Paper Database
- ✦ Digital Journals Database
- ✦ Current Index to Scholarly Journals
- ✦ Elite Scientific Journal Archive
- ✦ Directory Of Academic Resources
- ✦ Scholar Journal Index
- ✦ Recent Science Index
- ✦ Scientific Resources Database

Review Of Research Journal
258/34 Raviwar Peth Solapur-
413005, Maharashtra
Contact-9595359435

E-Mail-ayisrj@yahoo.in/ayisrj2011@gmail.com