

Vol. 7, Issue 4, January 2018

ISSN 2249-894X

REVIEW OF RESEARCH

An International Multidisciplinary Peer Reviewed & Refereed Journal

Impact Factor: 5.2331

UGC Approved Journal No. 48514

Chief Editors

Dr. Ashok Yakkaldevi
Ecaterina Patrascu
Kamani Perera

Associate Editors

Dr. T. Manichander
Sanjeev Kumar Mishra



LEADERSHIP IN DECENTRALISED INSTITUTIONS - A STUDY OF PANCHAYATS

Gangappa Savadi

Research Scholar, Department of Political Science,
Karnatak University, Pavate Nagar, Dharwad.

ABSTRACT: -

Panchayati Raj Institutions are recognized as the hub of nurturing democracy and a training ground to nourish responsible leadership. This is needed to cater the developmental needs in the rural areas. Even after 70 years, dualism in economic planning viz. for urban & rural



areas in India is a bane to deal with. On the other front it has been argued, that the failure of these programmes is because of failure of the planners to involve the local leadership while planning for a particular area. Many others feel that there is mere decentralization without proper powers and financial support to these

institutions. Whatever be the observation; it is a fact that the present status of 'decentralized development' is a subject of immense interest and scrutiny.

KEYWORDS: *nourish responsible leadership, local leadership, task of decentralization.*

INTRODUCTION :

Apart from decentralization this task of decentralization involves mobilization of people, participation of leaders in decision making, emancipation of backward caste, schedule caste and schedule tribe population, to give them the confidence to take up greater responsibilities, to priorities their needs and demands, to fight for social causes like illiteracy, dogma and other social evils collectively. These are easier said than done, it is no doubt a Herculean task. The vast population in this gigantic task will have to share the burden of the state and work together utilizing the package programmes extended to them by the government.

It is also essential, that while doing so, one should take into account the social realities and keep migration at a low rate and attempt to provide the necessary facilities at the village level so as to develop villages into potential units of development to accommodate their 'better life' aspirations. Though the governments at various levels have employed strategies for this mega plan so far, the results do not strengthen the optimistic estimates, leading to suspicion over the very process of planning and the effectiveness of decentralization.

REASONS FOR THIS INCLUDE;

(a) Lack of experience and expertise for the so called planners. (b) Lack of perception about the ground realities (c) attempts to promote development through readymade programmes (d) Pre-designed package for specific purposes like TRYSEM, Tribal Development programme, to name a few tried out with little returns. Thus, after long contemplation, in India today many of the programmes of Rural Development are being redrawn under the

supervision of several new agencies and one such agency is the democratically elected Panchayati Raj institution which has helped in creating a democratic environment in a feudal dominated village society by providing initiative to local leadership to part take in planning from below and encouraging local level planning.

As mentioned above, it is difficult to imagine that this large chunk of rural population despite providing them with an environment would participate in the process of decision making on their own and therefore in order to facilitate it, the government has to enlarge its activities and create mechanism to reach these people and force them to participate. Panchayati Raj acts in various states and the 73rd and 74th Amendment acts are note worthy attempts in this direction.

Population in Rural & Urban India (in%)

Years	1901	1911	1921	1931	1941	1951	1961	1971	1981	1991	2001	2011
Rural	89.00	89.60	88.80	88.00	82.00	82.00	82.00	80.10	76.27	76.07	71.02	83.3
Urban	11.00	11.20	11.20	12.00	17.30	17.30	18.00	18.00	23.73	23.03	37.08	37.7

(Source: Compiled from Government of India, census of India Reports)

The post independence period in India seems to encompass, a large chunk of Indian population with largely illiterate, agricultural labour force which is highly traditional and mostly living in the interior villages of India. Under such circumstances, it is really a difficult task to see that this population is brought to the mainstream. The state governments have been attempting to bring this majority of the population above the poverty line through various strategies. The result so far, does not strengthen the optimists' estimates even now. Although there are predesigned programmes that are easily realizable the problem seems to be that too much stress is laid on the democratic principles where participation of people is laid more stress than for the strategies of development leading the chaos that haunt these village assemblies too. Therefore as mentioned above, it is difficult to imagine that this large chunk of population would participate in the decision-making process on its own. In case of Karnataka, elections to the local bodies were not held on time: the Act of 1959 could not justify itself; the attempts made to rejuvenate these local bodies suffered a set-back with the lapse of the bill of 1964; the rural people failed to conceive the progressive ideas under a decentralized local governmental set up under 1983 act, thus the rural leadership fell a pray to the social pathologies and the democratic institutions under the bureaucratic rule. 'Power' as a concept of social status reigned in the rural areas while 'service' motto was rhetoric under care-takers. The exploitation of the mute millions continued, leading rural Karnataka to a State of stagnation in almost all areas of development. It was unable even to respond to any of the attempts at change as its emancipation particularly in relation to rural leadership had failed. Many even wrote and said that in the state of Karnataka the decentralization has lead to more corruption. However there seems to be a slow change with the recent governments developing trust in them and investing in crores letting the bottom up approach become a reality. It was Gandhi who once observed that the solution to India's problems lies in her villages. In a country with such immense vastness and diversity as India and where more percentage of population lives in villages, Gandhi's observation has significance even to this day. Though this has been well appreciated by our leaders, the fact remains that in the style and content of India's development plans and policies, the role of rural institutions higher to (has been) only peripheral.

However there has been a belated recognition of the significance of strengthening rural institutions like the Panchayati Raj to enable them to play a more effective role in speeding up the process of the socio-economic transformation of the country. The Mysore state returned to undertaken a bold democratic experiment in order to fulfill the great dream of Gandhi viz., 'village swaraj' under the Act of 1959. It established a uniform pattern of rural local self-government in state with a three tier structure of rural local Government under the Act of 1959. The District Development Council formed the Apex Body at the top, taluk Development Board was middle one and village Panchayat formed the lowest rung. Under this Act, the word Grama Sabha' was not used. The Janata Government which came to power in Karnataka in 1983 gave top priority to Panchayat Raj

System to achieve the twin objectives namely the (rural) Socio-Economic development and to build a political base for the Janata party in the rural areas. A committee was appointed headed by Abdul Nazir Saab (Minister for panchayat Raj and Rural Development). This Committee recommended for strengthening and revamping of Panchayat Raj Institutions in Karnataka after studying the system of Panchayat Raj in West Bengal, Rajasthan, Maharashtra and Gujarat. Based on its report a Bill was prepared and placed for public debates and discussion. Then bill was passed in the legislative assembly. This act is divided into 15 chapters, 319 sections and 5 schedules. Change in the structure of Panchayat Raj under this Act is quite revolutionary and progressive. It is a true exposition of democratic decentralization. This Act had envisaged a three tier system.

The Karnataka Panchayat Raj Bill, 1993 seeks to replace the Karnataka Zilla parishad, Taluk panchayat Samithis, Mandal panchayat and Nyaya panchayats Act, 1983 consequent upon the changes proposed in the seventy second constitution (Amendment) Bill, 1991. The bill establishes three tier panchayati raj systems in the state, with the elected bodies at the village, taluk and district levels for greater participation of the people and more effective implementation of rural development programmes in the state. The top tier of this constituted for each district is the Zilla panchayat having jurisdiction over the entire district excluding portions of a municipal corporation authority, normally Zilla panchayat shall consist of elected members of the parliament and member of the state legislative assembly (who one representing either a part or whole of the district) the members of the council of state and members of the Rajya Sabha. Adhyakshas of Taluk panchayats in the District are elected members representing a population (Except Kodagu and Chikkamagalur) and each member must be from the talukas in the district. There is provision for reservation for scheduled castes and scheduled tribes, women and Backward Classes not less than one third of the total number of seats in a Zilla panchayat shall be reserved for backward classes. According to population of SC/ST in the district, provided under this Act reservation shall not be less than 15% of total number of seats in case of Scheduled Castes and not less than 3% in case of scheduled Tribes. There are 2 essential qualifications for members to elect to this body. The elected member of Zilla panchayat can choose two members from amongst themselves as Chairman/ chairperson (Adhyaksha).

For each taluk there shall be a Taluk Panchayat includes elected members. The members of parliament state legislative Assembly, whose constituencies lie within the Taluk, the members of the council of state and Rajyasabha, Legislative and one fifth of the Adhyakshas of the Grama panchayats in taluk, constitutes the Taluk Panchayats. The number of elected members shall consist of persons elected from their constituencies in the taluk for a duration of 5 years. Taluk panchayat is to elect a Chairman and Vice-Chairman from amongst its own members. Seats shall be reserved in taluk Panchayat for the scheduled caste and scheduled tribe backward classes, and for women. It is a coordinating body assisting the Zilla panchayat and supervising over the village panchayats. To discuss its transaction of business it has to meet at least one in two months. It performs such other functions as may be assigned and specified by the Government from time to time (1993 panchayat Raj act of Karnataka scheduled II). It has to review the work relating to the development plan of the Taluk. The Executive officers shall executive work of Taluk panchayat. The source of revenue is Taluk panchayat fund from Government or passed by Zilla Panchayat. And Taluk panchayat may charge fees for any permission issued by it under this Act, and levy rent and fees for the occupation or use of land under its control.

Mandal panchayats were repland by Gram Panchayat, any area comprising a village or group of villages having a population of not less than 5,000 and not more than 7,000 to be a panchayati area. And provided under this act only an area with population of not less than 2,500 may be declared as a panchayati area viz., Grama panchayat. The members are elected for 5 years one member represents 400 persons. Based on population of scheduled caste and shceuled tribes seats are reserved for them. In case of scheduled castes reservation shall not be less than 15% of total seats in Grama panchayat and in case of Scheduled Tribes not less than 3% of total members of seats. And 1/3rd for Backward classes and not less than one-third of the seats for women in Grama Panchayat. Every Grama panchayat shall elect 2 members amongst them as Adhyaksha and Upadhyaksha. They meet at lest once in a two months. The act provides compulsory grant of one lakh rupee to the Grama Panchayat from the Government which Grama panchayats utilizes fro meeting electricity charges, maintenance of water supply schemes, sanitation and other welfare activities. Grama panchayat can levy the taxes on those subjects prescribed in scheduled IV(Act of Karnataka panchayat Raj 1993). The function performs by this body are

Maintenance of public sanitation public works and amenities and developmental activities such as agriculture and animal husbandry village forest, welfare of SC/ST and Backward Classes, village cottage industries, Library, Co-operatives and other developmental plans of village. The body is established in every village and it is composed of all persons whose names are included in the electoral list. The Grama Sabha shall meet from time to time but 6 months shall not intervene between two meetings. Every Grama Sabha shall be presided over the Adhyaksha of the concerned Grama Panchayat. Karnataka panchayat raj Act 1993 enacted in the light of the 73rd Amendment was reexamined by the Nayak Committee and now by Ramesh Kumar Committee report which have brought in sweeping changes.

LEADERSHIP IN PANCHAYATI IN KARNATAKA:

In this part of the paper an analysis of the emerging leadership is undertaken for study. Many discourses talk about leadership as a born quality while some others argue it to be the quality acquired by experience and exposure. Tradition believes leadership as a factor of age. Thus, leadership is believed to be a quality either earned by birth or acquired by virtues of age, experience etc., but does that decide the scope or activity of a leader? The answer is no. Leadership being a collective activity involving the activities of organizing, directing and coordinating the efforts of many to reach a goal desired, it is rather the other side of a coin, the followers being on one side of it. Leadership, is thus, the result of certain qualities like courage, wisdom, etc. these qualities are often found quite commonly among those who wear the leadership rather be it is in urban area or the rural areas. If in the urban areas leadership is nourished at a very young age at the school level itself, the nature of emerging rural leadership, lies at the root of democratic experiment, development prospects and direction of change in that area that sets is because of these changes in the rural area.

H.H.Jennings, finds leadership to be phenomena arising out of the individual differences in interpersonal capacity for participation". Further says that "indigenous to the specific social milieu" is what produces this leadership. Therefore, in traditional rural society, the social structure, more than individual traits, appears to be correlated with phenomenon of leadership. Hence, a study of rural leadership must take into account the rural social structure in its historical dimensions because, tradition that dies hard often instills the quality of leadership is an individual; thus, the idea of rural leadership represents a conception of rural power structures which denotes the political elites and the community of people. An array of studies on emerging pattern of rural leadership point towards the fact that the transfer of political power, from traditionally dominant society to middle and the lower section of the society invariably in the result of either a revolution (French) or through the process of evolution (India's Independence but definitely because states interference and support in a third world country. In India where state has dawn the mantle of omnipotent existence for the good of the people and continues to be so for their welfare. Economic power, an important determinant of status in the past, has ceased to be effective in direct elections at the village level, though it is still important at the block and district levels of rural leadership. The panchayati's and other institutions, at the village level, have been captured by the lower income groups. The persons belonging to the upper income group emerge dominant in zilla panchayat elections; this is mainly at the district level and involves more expenditure. It means persons who are economically well off are in a better position to achieve success at higher levels of leadership.

Education, having become profession oriented and serving as an important agency of social control, is assuming greater importance in the present context. But educational training has avoided promoting anti rural bias in the outlook among rural youths. Due to this, presently the more educated sections of rural communities do not constitute some close inter relationship between illiteracy, economic backwardness and lower caste status. Generally speaking, illiteracy is more associated with the lower castes and the fact that at the village level illiterates constitutes a considerable section of the leadership also implies that most of such leaders are from the lower castes. The illiterates have considerable number of village leaders as they form the largest section of the population. So the tendency of leadership to move nearer the traditional line, as it moves up in the three tier local self administration from the village panchayat to the Zilla parishad, is significant.

Thus this study throws up the argument that over a period the decentralized institutions in Karnatak are nourishing leadership in the right direction. It is up to an intelligent participant to make use of it for his growth or

be lost in the rut of the rural politics of corruption and underdevelopment.

REFERENCES

- Epstein, T.S. 1962 Economic Development and Social Change in South India. Manchester: The University Press.
- Dutt, Romesh Chandra 1950, The Economic History of India under Early British Rule. London: Rutledge and Kegan Paul Limited.
- Alterkar, A.S. 1927, History of Village communities in Wesstern India. Bombay: Oxfor University Press. 1958 State and Government in Ancient India. Delhi: Motilal Banarasidas.
- Community Projects Administration 1957 Report of the Team for the study of Community Projects and National Extension Service. (Chairman Balvant Rai Mehta), vols. I & II New Delhi: Govt. of India.
- Genep Arnol Van. 1977, Rites of Passage London: Routledge and Kegan Paul.
- Gurumurthy, K.G. 1976, Kallapura: A South Indian Village Dharwar. Karnatak University.
- Government of Bombay 1959 Gazetter of Bombay State: Dharwad District (Revised edition), Bombay: Director, Government Printing Press.
- Government of India, 1978, Report of the Committee on Panchayati Raj Institutions (Chairman, Ashoka Mehta). New Delhi: Ministry of Agriculture and Irrigation, Government of India.
- Ishwaran, K.1968, Shivapur: A South Indian Village London Rutledge and Kegan Paul
- Jatha, R.V. 1964, Evolution of Panchayati Raj in India, Dharwad, Institute of Economic Research
- Joshi, S.D. 1954, The Bombay Village Panchayat Act. 9 Bombay Act Vi of 1933). Belgaum: Lewis, Oscar, 158 Village Life in Notthern India: Studies in a Delhi Vilage Urbana: University of Linios Press.
- Maddick, Henry 1970 Panchayati Raj- A Study of Rural Local Government in India. London Longman Group Ltd.
- Maheshwari, B.1963, Studies in panchayat Raj, Delhi: Metropolitan Book Co.Pvt. Ltd. Malaviya H.D. 1956, Village Panchayats in India, New Delhi.