CHAPTER – VI

PROBLEMS, CHALLENGES AND PROSPECTS OF ZILLA

PANCHAYATI RAJ IN GULBARGA DISTRICT

Before going to analyse the problems and prospects in Panchayati Raj Institutions in Gulbarga Zilla Panchayat, following few pages are devoted to discuss in brief profile of undivided Gulbarga district. Gulbarga is not only the headquarters of the district but also the division, comprising the four districts of Bidar, Gulbarga, Raichur and Bellary and both the district and the division are called by its name. The district is situated in the northern part of Karnataka state. Among the three districts of the former Hyderbad Karnataka area, which after reorganization of States in 1956, formed part of Mysore state, Gulbarga occupies central place with Bidar to its north and Raichur to its south. It lies between east longitudes 76°04’ and 77°42’ and north latitudes 16°12’ and 17°46’. It is bounded on the north by Bidar district of Karnataka State and Sholapur and Osmanabad districts of Maharashtra State on the east by Medak and Mehabubnagar districts of Andhra Pradesh, on the south by Raichur district and on the west by Bijapur district of Karnataka State and Sholapur of Maharashtra. The river Krishna runs in the Southern side of the district and forms the natural boundary between Gulbarga and Raichur districts. The river Bhima, another important river in the district, forms the western boundary between Bijapur and Gulbarga district for some distance.¹

Origin of Name:

Historically in the Chinamulli stone inscription of about 12-13th century, there is a mention of the word “Kalambarige” which can be related to Kalaburgi
and the same word finds a place in an inscription of that period found in Bidar district also. There is also a mention of ‘Kalaburige’ in Belur (Hassan district) Inscription (1397 AD) and ‘Kalaburige’ in Shiravala Inscription (1537 AD). In former days, Gulbarga was known as Kalburgi which means a ‘stony land’ or ‘stone roofing’ or a heap of stones’ in Kannada. In 1445, Abdul Razzak describing the extent of Vijayanagar Expire, stated that it extended upto the extremities of the country of Kalburgah. Another version is that Gulbarga was so named to connote a leaf with flower, since ‘Gul’ means flower and ‘Burg’ means ‘leaf’ in Persian language. It is also said that Kalburgi, known as later as Kalburgah, came to be pronounced as Gulbarga was originally built by Raja Gulchand and afterwards strengthened by Ala-ud-dini Bahamani, but it is not certain if the name of the Raja had anything to do with the name of the town, which grew around it. Nothing definite is known about the origin of the name, but this much is certain that it was known as Kalburgi in earlier days and was later changed to Gulbarga. Even now, it is not uncommon to hear people calling the place as Kalburgi.

**Historical Background of the Gulbarga District:**

Situated on the North Karnataka region, the district of Gulbarga forms part of the Deccan Plateau and is continuous with the borders of Maharashtra and Andhra Pradesh. It is the administrative head quarters of the Gulbarga division and the other constituent districts are Bidar, Raichur and Bellary. The Gulbarga district is noted for its long historical and cultural heritage that extends to the dim reaches of antiquity. Such famous dynasties as the Shatavahana, the chalukyas of Badami, the Rashtrakutas, the Chalukyas of Kalyana, the Kalchuris, Bahman Shahis and the Adil Shahis of Bijapur.
respectively lorded over this district, Malkhed near Gulbarga is believed to have been the capital of the Rashtrakutas; Kalyana, the capital of the Later Chalukyas too was situated within the region. Gulbarga served as the capital of the Bahman Shahi Kingdom from the time of its establishment (A.D. 1347) by Allauddin Bahman Shah to A.D. 1424. During the reign of Ahmed Shahwali (A.D. 1422-1436) the capital was shifted to Bidar. The Bahman ruled over vast territories stretching from the river Krishna to river Tapati and from the Western Ghats to Telangana. The cultural achievements of the long period of their rule are memorable. At the fall of the Bahman Shahis, the district of Gulbarga came into the possession of the Adil Shahi rulers of Bijapur, Subsequently; it was conquered by the Mughals and finally passed into the hands of the Asaf Jahi dynasty of Hyderabad.²

Area and Population :

The Total geographical area of the district is 16,224 square kilometers which forms about 8.46 percent of the state area and occupies second place among the districts in the state in area next only to undivided Bijapur district, its population according to the 1991 census was 25.82 lakhs of which 13.16 lakhs were males and the remaining 12.66 lakhs were females. Out of the total population of 25.82 lakhs persons were living in rural areas while the remaining 6.1 lakh persons were living in rural and urban areas. The district has the density of 962. The decennial growth rate between 1981-1991 was 28.08 percent, which was higher than the State growth rate of 21.11. In population the district stands seventh among the districts of the State. It had 5.74 percent of state population. The Scheduled caste population was 6.11 lakhs (23.66 percent of the State population) while the Scheduled Tribe population was 1.07
lakhs (4.41 percent of the State population). The district has been divided into three revenue subdivisions.  

**Taluka wise Rural Urban Population of Gulbarga District – Census 2001**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Talukas</th>
<th>Rural</th>
<th>Urban</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Afzalpur</td>
<td>160736</td>
<td>19335</td>
<td>180071</td>
</tr>
<tr>
<td>2.</td>
<td>Aland</td>
<td>261891</td>
<td>35245</td>
<td>297136</td>
</tr>
<tr>
<td>3.</td>
<td>Chincholi</td>
<td>206502</td>
<td>17144</td>
<td>223646</td>
</tr>
<tr>
<td>4.</td>
<td>Chitapur</td>
<td>238532</td>
<td>128270</td>
<td>366802</td>
</tr>
<tr>
<td>5.</td>
<td>Gulbarga</td>
<td>245414</td>
<td>430265</td>
<td>675679</td>
</tr>
<tr>
<td>6.</td>
<td>Jewargi</td>
<td>216075</td>
<td>19179</td>
<td>235254</td>
</tr>
<tr>
<td>7.</td>
<td>Sedam</td>
<td>156026</td>
<td>40128</td>
<td>196154</td>
</tr>
<tr>
<td>8.</td>
<td>Shahapur</td>
<td>249819</td>
<td>43699</td>
<td>293518</td>
</tr>
<tr>
<td>9.</td>
<td>Surpur</td>
<td>293133</td>
<td>43622</td>
<td>336755</td>
</tr>
<tr>
<td>10.</td>
<td>Yadgir</td>
<td>250173</td>
<td>75734</td>
<td>325907</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2278301</strong></td>
<td><strong>852621</strong></td>
<td><strong>3130922</strong></td>
<td></td>
</tr>
</tbody>
</table>


In the above table it could be seen that the total population of the Gulbarga district is 3130922 in which the rural population of the district is 2278301 and urban population is 852621. Therefore, it could be seen that the majority of the population is living in the rural areas of the Gulbarga district. The highest rural population is seen in case of Surpur taluks and highest urban population is visible in case of Gulbarga taluka (430265). Likewise the highest rural and urban population is seen in case of Gulbarga taluka (675679). Growth of Population in Gulbarga District During 1951-2001
<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>% Variation Over Previous Census</th>
<th>Density of Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1951</td>
<td>1212036</td>
<td>--</td>
<td>74</td>
</tr>
<tr>
<td>1961</td>
<td>139947</td>
<td>15.46</td>
<td>86</td>
</tr>
<tr>
<td>1971</td>
<td>1739220</td>
<td>24.27</td>
<td>107</td>
</tr>
<tr>
<td>1981</td>
<td>2080643</td>
<td>19.63</td>
<td>128</td>
</tr>
<tr>
<td>1991</td>
<td>2582169</td>
<td>23.73</td>
<td>159</td>
</tr>
<tr>
<td>2001</td>
<td>3130922</td>
<td>21.25</td>
<td>192</td>
</tr>
</tbody>
</table>

Source: Census of India 1951, 61,71,81 & 91 District Census Hand Book, Gulbarga District, Bangalore, 1996, 74.83, and 1993, pp. 36, 162, 69-34 and 10 respectively.

Area and Sex Ratio in Gulbarga District – Census 2001

<table>
<thead>
<tr>
<th>Sl.No.</th>
<th>Talukas</th>
<th>Area in Sq. Kms</th>
<th>Sex Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Afzalpur</td>
<td>1305</td>
<td>946</td>
</tr>
<tr>
<td>2.</td>
<td>Aland</td>
<td>1735</td>
<td>952</td>
</tr>
<tr>
<td>3.</td>
<td>Chincholi</td>
<td>1569</td>
<td>974</td>
</tr>
<tr>
<td>4.</td>
<td>Chitapur</td>
<td>1765</td>
<td>968</td>
</tr>
<tr>
<td>5.</td>
<td>Gulbarga</td>
<td>1930</td>
<td>938</td>
</tr>
<tr>
<td>6.</td>
<td>Jewargi</td>
<td>1822</td>
<td>967</td>
</tr>
<tr>
<td>7.</td>
<td>Sedam</td>
<td>1025</td>
<td>1008</td>
</tr>
<tr>
<td>8.</td>
<td>Shahapur</td>
<td>1694</td>
<td>979</td>
</tr>
<tr>
<td>9.</td>
<td>Surpur</td>
<td>1820</td>
<td>980</td>
</tr>
<tr>
<td>10.</td>
<td>Yadgir</td>
<td>1709</td>
<td>988</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>16174</strong></td>
<td></td>
<td><strong>966</strong></td>
</tr>
</tbody>
</table>

Source: Census of India 1951, 61,71,81 & 91 District Census Hand Book, Gulbarga District, Bangalore, 1996, 74.83, and 1993, pp. 36, 162, 69-34 and 10 respectively.
Social Background of the Gulbarga District:

Gulbarga was under the administration of Nizam dominions even after India became independent, with the enactment of the States Reorganization Act in 1956. The long cherished and ardent desire of the people of Hyderabad Karnataka region was fulfilled and the three Kannada speaking districts of Gulbarga, Raichur and Bidar formed part of the new Mysore State with effect from 1st November, 1956.

Gulbarga is multi-religious district of Karnataka State having unique characteristics. It is interesting to note that there has been through the ages a kind of interplay of Muslim and Hindu culture in Gulbarga each influencing the other and enriching it. The Muslim ruler over the years had its influence on the habits and customs of the people who are morally Hindu. Quite a number of Muslims themselves were descendents of Hindu converts. Even the Muslims who claimed descent from foreign immigrants lived in closeness with the Hindu for generations. It was inevitable and there was a reciprocal influence. Many social practices of the Muslims such as marriage were closely influenced by the Hindu society. Even the Carte distinctions characterizing Hindu society spread to the Muslim aristocracy. In matters of dress, food, language, music, art and architecture there was considerable mutual influence even in religious matter. There was this mutual influence perceptible as is indicated by Sufism on the one hand and the doctrine of the medieval Hindu society on the other. However, it should be noted that this mutual influence touched mainly the external elements of life. The Hindus continued to retain their habits of social exclusiveness and the Muslims their religious zeal.
Administrative Division:

For administrative purposes, the district is divided into three revenue sub-division Viz., Gulbarga, Sedam, Yadgir consisting of 4.3 and 3 Talukas each respectively. The Gulbarga sub-division is the biggest among the Sub-division is the biggest among the sub-division sharing 40.63 percent of the total population of the district. Yadgir ranks second with 32.19 percent and 30.82 percent of the total area and population of the district respectively. Sedam is the smallest sub-division sharing 26.86 percent and 25.62 percent of the district area and population respectively. This could be seen from the below given table.

### Administrative Sub-Division in the Gulbarga District

<table>
<thead>
<tr>
<th>District</th>
<th>Name of the Sub-Divn.</th>
<th>Talika in Sub-Divn.</th>
<th>Area in Sq. Kms.</th>
<th>Percentage to regional</th>
<th>Percent to Regional Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gulbarga</td>
<td>Gulbarga</td>
<td>Afzalpur</td>
<td>1305</td>
<td>8.08</td>
<td>5.84</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Aland</td>
<td>1735</td>
<td>10.70</td>
<td>10.10</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Gulbarga</td>
<td>1730</td>
<td>10.68</td>
<td>20.30</td>
</tr>
<tr>
<td></td>
<td>Sub-Divn.</td>
<td></td>
<td>6592</td>
<td>40.69</td>
<td>43.54</td>
</tr>
<tr>
<td></td>
<td>Chincholi</td>
<td>1569</td>
<td>9.70</td>
<td>7.33</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Chitapur</td>
<td>1765</td>
<td>10.89</td>
<td>12.00</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sedam</td>
<td>1025</td>
<td>6.33</td>
<td>6.32</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sub-Divn.</td>
<td>Total</td>
<td>4359</td>
<td>26.92</td>
<td>25.64</td>
</tr>
<tr>
<td></td>
<td>Shahapur</td>
<td>1694</td>
<td>10.46</td>
<td>9.30</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Shorapur</td>
<td>1820</td>
<td>11.30</td>
<td>10.91</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Yadgir</td>
<td>Yadgir</td>
<td>1709</td>
<td>10.60</td>
<td>10.60</td>
</tr>
<tr>
<td></td>
<td>Sub-Divn.</td>
<td>Total</td>
<td>5223</td>
<td>32.36</td>
<td>30.81</td>
</tr>
<tr>
<td></td>
<td>Division</td>
<td></td>
<td>16224</td>
<td>100.00</td>
<td>100.00</td>
</tr>
</tbody>
</table>

District Income:

The total internal productive income is an indicative of the District income will be considered as a medium to measure the economic growth of the district. From this, we can determine the annual production of goods and the value of labour in the district. Current prices in the district, based on the internal total production of goods in the district reflects the operational value of the so determined prices. The total district income in current prices during 1990-91 being 1093.16 crores, the break up of income shown in crores from different sources was as follows.

Agriculture (Including Animal Husbandry) – Rs. 348.38, Forestry – Rs. 31.57 Fisheries – Rs. 0.92, Mining – Rs. 5.97; processing – Rs. 219.23, construction activities – Rs. 105.38; Electricity, Water, Fuel – Rs. 16.75, Railways – Rs. 3.63 other transport collection Rs. 31.83; storage – Rs. 9.15; communications – Rs. 13.02. Trade related activities Rs. 144.27; Banking and Housing – Rs. 27.09; Immovable Property and Housing – Rs. 48.84; Public Administration – Rs. 43.47 and other services Rs. 52.21.

The per capita income of the District was Rs. 4,223 and it was higher by Rs. 472 (1989-90 figure Rs. 3751).

Rainfall:

The rainfall in the district is very low and scanty. It is also quite uncertain. The district receiver rainfall both from South-West and North-West monsoons. The averages annual rainfall in the districts is 708.7 millimeters (1993). The Shahapur taluk received highest rainfall i.e., 936.8 mm during the same period. The rainfall from both these monsoon usually is restricted to the
period between. May to September and October to December. Even though there is much rainfall, this area, is often affected by draught and famine. A severe famine occurred in 1971-72.

**Climate:**

Gulbarga district is one of the hot and dry area with a intolerable temperature and scanty rainfall. The average temperature of the district record in summer was $40.6^\circ (105^\circ F)$ ($79^\circ F$) in winter. During April and May the temperature will reach the peak and the heat is much oppressive.

**Infrastructural Development:**

Gulbarga district has poor infrastructural facilities. The transportation, communication, health, educational and literacy level, marketing, electricity and banking facilities are still backward.

**Transportation:**

The road communication is very important in the economic development of the district. The district has aggregate road length of 7423 Kms. During the year 1995-96 and road length per 100 Sq. Kmtr, of the areas is 45.8 Kms. The road length per one lakh of population is 287.8 Kms. The railways are not significant means of transports. The total length of railways in the district in 225 Kms during the period of 1995-96. The existence of railways is 13.8 Kms, per 1000 Sq. Kms and the availability of railways to every lakh population is 8.7 Kms, in the district. These are located on the main routes of Mumbai – Madras, Mumbai – Hyderabad and Bangalore – Delhi. There is proposed Airport at Gulbarga.
Communication:

The total number of post offices in the district is 621 and the population served per post office is 4158. Besides, there were 209 telegraphs offices, and 1928 telephone working in the district (1995-96) the working over the district.

Health Services:

Gulbarga district has less health unit facilities there are 187 health units of all types and the population served per health unit is 13,808 during the year 1995-96. The total bed strength of all the hospitals is 2892, during the same period.

Educational and Literacy Level:

The Educational facilities of the district are largely spread in urban areas. The total number of primary and secondary schools are 2746 (including nursery) pre-university colleges are 63. General educational institutions are 40 and there are 18 technical institutions in the district the year 1995-96. The literacy rate in the district as per 1991 census is 38.54, which is below the state average of 56.04 percentage. The literacy rate for males and females accounted for 52.08 and 24.49 percent respectively.

Places of Interest in Gulbarga District:

Located in the northern part of Karnataka. Gulbarga District is geographically, historically, religiously and culturally rich and diverse. Being a part of the Deccan Plateau, it has fertile black cotton soil and the plaints of the river Krishna and Bhima with their tributaries like Kagina, Amarja and
Bennetore have provided suitable environment for human habitation from remote times. Remains belonging to the pre-historic period have been found in places like Hunasagi, Budihal, Hagaratagi, Yammigudda, Rajankolur and Vibhutihalli in the district Stone Age Rock bruising and paintings are found in Balichakra (Yadgir talukas), Hirehebbal (Surpur talukas) etc., the excavations at Hunasagi has pushed back the pre-history of this region to the Early Palaeolithic period. The district also abounds in sites which remains of historical period such as Sannati, a Buddhist center of the Maurya period, which continued to enjoy importance even during the Shatavahana period; and Hagaratagi, Anabi, etc., which have remains of the Shatavahana period. At Malkhed, which is supposed to have been the capital of the Rashtrakutas, and in other places like Shiraval, Sedam, Miryan, Chincholi, Nidagundi, Sulepete, Gadikeshvar etc., are remain of the Rashtrakuta period.

Important places with temples of the period of the Chalukyas of Kalyana are found throughout the length and breadth of the district for which Mudanur, Agni, Yevur, Arakeri (J), Kembhavi, hagaratgi, Hunasagi, Shiraval, Kollur, Kalagi, Nagavi, Wadageri, Nimbargi, Sulepete, Harasur, Martur, Madiyal, Mashal, Sedam etc., may be cited as examples. Temples of the period of the Kalachuris may be seen in places like Chinmali, Hodal, Kalagi and Kollur. The district abounds in Jaina remains and the Jaina Basadis in Harasur, Hunasi Hadagali, Atanur, Kalg, Agi, Yevur, Sedam, Sulepete, Dummadri, Malkhed, Bhankur, Dandoli, Pethshirur, Nagavi, Nelogi etc are noteworthy. This shows that earlier Jainims was deeply influential in the region. There are ancient forts and bastions at places like Sannati, Hagaratagi, Chinmali, Yadgiri, Shahapur, Gulbarga, Waganageri, Surpur, Vanadurga etc., the religious buildings like
mosques, darghas, and ashurkhanas may be seen in many places throughout the district, including Gulbarga, Shahapur, Sagar, Gogi, Firozabad, Farhatabad, Mahal Roza, Kembavi, Wadageri, Aland, Afzalpur, Surpur and Yadagiri. The monuments of the time of Mughal emperor Aurangzeb may be noticed in the vicinity of Khawaza Bande Nawaz Dargah in Gulbarga. The district has several Churches belonging to various Christian groups, some of which date back to as early as the Portuguese; there are as many as nine Churches in Gulbarga town alone. Historically important buildings of the period of the Naykas of Surpur are seen in Surpur, Tinthini, Waganageri, Vanadurga, Hosakere, Deveragonal et.c, here and there, wells and tanks of the period of Nizams are found; their monuments may be seen in places like Gulbarga, Ankalagi, Gogi, Tinthini, Ghattargi, Devaraganagarapur, Narona, Sangama, Gottamgotta, Mailara, Dandagund, Sannati, Honagunti, Mannur, Malkhed, Nalvara, Yaragol, Kodekal, Kadkol, Chaya Bhagavati, Aland, Gogi and Gulbarga etc., are places of religious importance regarded as sacred and attract pilgrims throughout the year. The Konchavaram and Gottamgotta forest areas are suitable for trekking. The Yattipotha and Guramathakal Falls, the Chandrampalli reservoir, the Amaraja dam, the Basavasagar near Narayanapur etc are suitable for weekend picnics. The district attracts pilgrims, travelers and archaeologists alike.

In this present study the researcher deals with undivided Gulbarga district from the period of 1995-2005, the undivided Gulbarga Zilla Panchayat consisted of 65 elected Zilla Panchayat members.

On 30th December 2009, the state Government through a notification announced the creation of a new Zill Panchayat for Yadgir District and reconstitution of the Gulbarga Zilla Panchayat with jurisdiction over seven
taluks. According to the notification the Gulbarga Zilla Panchayat having jurisdiction over seven taluks namely;

1) Gulbarga
2) Jewargi
3) Aland
4) Afzalpur
5) Sedam
6) Chitapur and
7) Chincholi with 43 Zilla Panchayat members.

The Yadgir Zilla Panchayat having jurisdiction over three taluks namely;

1) Yadgir
2) Shahpur and
3) Shorapur with 22 Zilla Panchayat members.\(^5\)

The introduction of Panchayati Raj systems in Karnataka state represented a new beginning in the evolution of the local self-government institutions as agencies of nation building. Within the short life span of less than two decades, the Panchayati Raj institutions have given a fairly good account of themselves in various functional spheres – economic, social, political and administrative – and are well on their way to strengthening their positions in the countryside.\(^6\)

**Problems of Panchayati Raj Institutions in Gulbarga District:**

But sadly the experiment of decentralization in Karnataka in general and Gulbarga district in particular has not been without inherent weaknesses and
problems. There has been a backlog of problems inherited from the past, there are strains of society in transition. The problems or the weaknesses suffered by the Panchayat Raj institutions in Karnataka in general and Gulbarga district in particular have been explained as under.  

1. Many a time the best available persons in the villages feel shy of active politics. It has been the experience of political recruitment at all levels including the Panchayati Raj level, that the best talent and potentially superior leaders refuse to come forward through the democratic process.

2. Most of the elected representatives in Taluka Panchayats and Zilla Parishads all over the State constitute traditionally upper castes and elite class in rural society. The backward classes and minorities, in spite of their numerical strength, have rarely succeeded in claiming either Pradhans in Taluka Panchayats or Adhyaksha in Zilla Parishad. They have aligned themselves with one representative or the other of the higher caste and lent him support on the basis of their numerical strength. They have not yet acquired required political strength and courage to use the numerical strength and are in a position to bargain on its basis.

3. The leadership which is now emerging through the Pachayati Raj system in Karnataka can be best described as material benefits – oriented. Before the introduction in Panchayati Raj System, leadership was the monopoly of a few people who had an advantage of family background, caste or economic status. Now, here is a transformation in
the very base of leadership. A person who can provide material benefits orientation to the character of emerging leadership is the direct consequence of the fact that Panchayati Raj in a way succeeds or not is closely linked with the community development programme and that also through the instrumentality of non-officials. The village leader today is looked upon as the medium for the flow of material benefits and services.

4. Various programmes have been launched to improve the conditions of the people, although there have been many limitations in implementing the same.9

5. The clashes between the elected representative and the officials have been quite common at both Taluka Panchayat level and Zilla Parishad level of Panchayati Raj. There have been acute differences between the two wings, virtually creating a deadlock, hampering all progress of development work.10 The studies made so far about the working of Panchayati Raj prove that the system has been a grand success in areas where there is harmonious and smooth relationship between the two, but it has not been as successful as it should have been in areas where the relationship is harmonious and smooth.

6. Unequal access to economic resources such as income, land, house, and credit facilities impairs weaker section's effective participation in electoral processes viz., contesting elections, campaigning, building and sustaining their constituencies and fulfilling their role as elected representatives. The lack of access to economic resources results in low representation of weaker sections as elected members at all levels of
governance. The number of elected representatives is directly
proportionate to the economic resources and usually women have no
access to economic resources. Elected representatives incur
expenditures, both overt and hidden, to meet the community demands.
Building and sustaining a constituency requires economic resources
over which, men have greater entitlement, access and control.\textsuperscript{11} These
demands require elected representatives to be economically
independent.

7. Efficacy of an elected representative, particularly in the Panchayat Raj
Institutions is dependent on their accessibility to government officials, as
most programmes are routed through them. The resistance among the
government officials due to gender insensitivity impedes the effective
functioning of women elected representatives.\textsuperscript{12}

8. The lack of critical numbers of elected women representatives in political
decision-making bodies impairs women accessing decision-making
positions, negotiating for important portfolios and to mainstream gender
issues in policies and programmes. Low numbers of women in political
parties adversely affect women being leaders in the parties. The
absence of a critical number of women holding decision making
positions within political parties impairs quality of the negotiations, on the
numbers, choice of women contestants and the mobilization of party
funds and human resources.\textsuperscript{13}

9. The weaker sections of the society especially the rural poor, landless
labourers and minorities have not been able to get the representation in
the Zilla Panchayat. It shows that the power in the higher panchayat bodies have been concentrated in the hands of the dominant caste and class of the rural society. And these dominant class and caste plays a crucial role in the elections as well as in the socio-economic life of the rural areas which is against the principles of secular democratic system. However reservation quota system is helpful in overcoming this domination.

10. The chairpersons belonging to lower caste-group or the depressed class-group have been controlled by some elites belonging either to higher caste or class. Women members and women chairpersons are only in name. This may cut the very roots of the concept of democracy.

11. In the rural context, politics is essentially manipulative in nature and it manifests in many ways. Due to lack of political awareness, low level of literacy and the poor political participation the play of politics is largely unorganized or disorganized. The rules of the game of politics are neither understood nor are they clearly laid down in order to achieve something distinct and concrete for the community as whole. Under such circumstances, rural political elites effectively manipulate with the view to acquire power and to manipulate development politics in their favour.

12. In actual administration, Gram Sabhas are not acting as strong institutions due to the absence of required support by the official and non-official leaders of the concerned areas.
13. Though, Karnataka Panchayat Raj Act 1993 provides for decentralization of power, autonomy in functioning and independent decision making authority to Panchayat Raj Institutions the provision that follows provides ample scope for the interference of the state government and bureaucracy. The 1993 Act delegates adequate independent powers to Grama Panchayat, Taluka Panchayat, and Zilla Panchayat under the Schedule I, II and III of the 1993 act respectively. But section 268 of the same act which resembles the article 356 of the Indian constitution gives enough scope to the state government to interfere in the functioning of the panchayats, which in turn negates the very spirit of decentralization. The obvious practice of assigning a district to a minister to look after the development activities in the area cuts the ground under the Adhyaksha who heads Zilla Panchayat. The ministers and bureaucrats of the different departments have been functioning in the old groove. They dominate over the panchayats. Panchayat administration has also not been able to do away with their mentality of dependency on the government.\(^\text{18}\)

14. The reservations for MPs, MLAs and MLCs in the taluka panchayat and Zilla Panchayat will lead to the influence of these people on local leadership. In this way the government has been taking double stand i.e., of achieving democratic decentralization by parceling the power to the people at the grass root level, and on the other hand through its various policies weakens the position of these grass root units. In such a situation, the future of decentralized democracy in our country is rather bleak.\(^\text{19}\)
15. The main problem with regard to finance is resource mobilization and its utilization. The Zilla Panchayat has no taxation power, so the Zilla Panchayat entirely depends upon state government grants. Though the Grama Panchayats have taxation power on some items and the Taluka Panchayats have the income of stamp duties, 80 percent of the finance of these institutions is derived from the state exchequer. Once the state government provides grants, it automatically controls the expenditure, which affects the autonomy of the panchayat institutions.\(^\text{20}\)

16. Financial management and maintenance of accounts is another problem of panchayat institutions. In the selected gram panchayats accounts are not kept in double entry system which is normal practice of private commercial firms, as most of the secretaries at Grama Panchayat level are not given the proper training in accounting. In the Taluka Panchayat, money can be drawn only with joint signatures of Executive Officer and an Account Superintendent who is the ‘C’ grade officer. The system of money drawing in Taluka Panchayat has kept ‘C’ grade officer in an equal footing with an ‘A’ grade officer which affects the hierarchical system of administration.\(^\text{21}\)

III. Prospects of Panchayati Raj Institutions in Gulbarga District:

The Indian political system during the last forty years has acquired only an oligarchy and the commitment of politicians to meet the development needs of the community has been eroding. In order to shake up this oligarchical approach of the Indian polity, intellectuals and committed persons from non-political and non-official fields will have to come forward to make the political process of democratic decentralization a success at different levels, from the
Centre, State and District to the local levels. Panchayati Raj in Karnataka in this background reached a high watermark in creating a new leadership, which is distinctly different from the existing feudal and oligarchical milieu. A new leadership with a different socio-economic perspective has started emerging due to various measures introduced in the new Act, which has been in vogue in Karnataka. It is in this background the prospects of Panchayat Raj institutions in Gulbarga district is explained as under,

1. Panchayati Raj in the district will forge linkages between the different levels of leadership since it will carry power politics into the rural areas, rural leadership will assume a new importance, as rural political affairs constitute a significant variable in district politics.

2. There will be a mutual dependence between traditional leadership and the new leadership. Thus a strong linkage will emerge between these two levels.

3. In the rural political scene of the Gulbarga District, the Panchayati Raj leaders will play a significant role in all the elections including general elections. They actually will hold the decisive keys that unlock the doors in these elections. An intimate relationship and proximity with the grassroots help them to be politically most viable units in the democratic process.

4. Panchayati Raj system in Gulbarga district has been to fully able to absorb the better people as the leaders.

5. A new breed of leadership will emerge with the introduction of the new system of Panchayati Raj system in Gulbarga District, with a new
perspective and a different socio-economic understanding and reservation.

6. There will be a discernible change in the quality of leadership, although it continues to be from the affluent and traditionally higher echelons of rural society.

7. The leaders of PRIs in Gulbarga district will gather the initiative, which is required to become the force to reckon with, in Local-Self Government affairs and also in wider political affairs of the society.

8. In the days to come, political mobility and accelerated communication might bring about a slow and incremental change among the backward classes and minorities in Panchayati Raj system in Gulbarga District, as the tradition of Backward Classes movement is an influential trend in the politics of Gulbarga District.

9. Persons belonging to the higher strata of rural society will be no more in a position to claim authority exclusively on the basis of their caste, status, family or wealth. They have to interact with the average villager and seek his support and co-operation on the basis of equality. They have to behave like a commoner and this in itself is a great change in the direction of formation of democratic attitudes in the emerging institutional leadership.

10. The new leadership cuts across the traditional hierarchical pattern of village leadership and is a positive advance in the direction of democracy at the rural local levels. The leadership, which has been emerging, has a combination of power and development. It is not
unusual to find such a combination in Panchayati Raj system anywhere. In a normal political process—either in Parliament elections or Legislative Assembly elections, leadership is more oriented to power and authority. This trend represents a transitional phase and would ultimately become a part of the democratic process itself. The solace we can have out of the new leadership is its development consciousness through the power and authority they are vested with.

11. The new system of Panchayati Raj institutions in Gulbarga district will help to accentuate socio-economic change through its new leadership, which is comparatively young in age, of development orientation and of the exigencies of the situation has lesser resistance to social change or inclined to accept demands of modernization.

12. The new leadership in course of time may develop its role and importance as a catalyst of change and progress; a concrete beginning in this direction is quite perceptible.

13. Thus, Panchayati Raj system has a direct relationship with leadership, socio-economic change, rural development, finances and party politics. There has been an unflinching influence on the society in general, on all spheres of human activity with the emergence of Panchayati Raj administration, a new order and awakening is seen in the rural society. It is only the ideals of Gandhiji that have to guide and direct the Panchayati Raj bodies always for better rural order.
NOTES AND REFERENCES


8. Mandal Panchayat Members in various parts have urged the authorities concerned for constructing toilets for ladies and other such basic necessities in a village, *which have never been demanded before by their representatives*.


11. P.R. Dubashi, Policy and Performance – *Agriculture and Rural Development in Post–Independence India*.


