

CHAPTER IV

PANCHAYATI RAJ INSTITUTIONS IN KARNATAKA

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 present chapter speaks of the historical developments in Panchayati Raj System in the country as well as the State of Karnataka.

The environment and conditions existing in those days were favorable to the Panchayats to function freely and without interferences from the Central or Provincial Governments because the control and authority exercised by the Government over the village affairs were minimal. The Government works were within the purview of the village and the village authorities had the power to execute these works. The entrusted functions like the defense, the preservation of law and order, the settlement of disputes, the collection of revenues on behalf of the State, the maintenance of roads, famine relief, health facilities and others were under the control of the village panchayats. “The small amount of control over the village authorities by the Central and Provincial Governments was partly due to the ancient conception of the state and its relation to society and partly of the economic conditions of those days” (Venkatarangaiya M and Pattabhiram M 1969 : 2-3).

The self government was more real in those days and evidence were available to support this fact. The village assemblies consisted either of all the heads of households or of all adults. There was no “*Mahasabha*” operated through a variety of Committees and there were prescribed rules of debate and voting at the meetings of the General Assembly and the Committees. This clearly shows that the “the present system of government based on democratic principles owed its genesis to ancient village republics. Nothing could be more democratic than this”

(Venkatarangaiya M and Pattabhiram M 1969: 3). In conformity with this, the assemblies had adequate finances to administer the numerous services and to undertake development works. The taxes were collected in cash / or in kind. The available resources were utilized through effective devices.

The homogeneous and integrated character of the society that existed in the past was responsible for the successful working of the Panchayats. And also, the community spirit that prevailed among the inhabitants of the villages had strengthened and boosted the morale of these institutions. There was no room for personal or group rivalries and the administration of these assemblies went on quite smoothly and this resulted in giving effective and efficient administration to the village as a whole. It has been observed that the “success of a governmental system depends not only on the kind of institutional machinery setup, but also on the public spirit, the honesty, the efficiency and the sense of responsibility of men-in-charge of the machinery. All these qualities were deep-rooted in those who handled the machinery of local self-government in the past. It was the great merit of a society based on immemorial custom and tradition (Venkatarangaiya M and Pattabhiram M 1969 : 4).

4.1. Panchayats under the Mughals

An entirely new phase of these institutions started with the coming of the Mughals; the period of anarchy following the collapse of the dynasty and the advent of establishment and consolidation of the British rule in India. The old system gradually started losing its grip with the interference of the Central Government in its affairs. “The Mughals had interfered very little with the ancient customs of village government. They incorporated the village as an unit for collection of revenue and policing purposes only. The state dealt through the headman who was held responsible for the maintenance of law and order and the restitution of theft within the areas of his authority. The judicial powers of the village council, the Panchayat, were considerably curtailed under the Mughals. Otherwise, local affairs remained unregulated from above and the village officers and servants were answerable primarily to the Panchayats” (Tinker Hugh, 1967:19).

In spite of the democratic nature of the village administration, the villages during the Mughal period were controlled by strong headmen and it was the rule of one man. The panchayat was not fully representative in character. “Most of its members were drawn from the members of the founding families or from the Brahmins and superior cultivators. The menials and landless men had almost no say in its affairs”(Tinker Hugh, 1967:19). But, in some parts of South India, these institutions were often made up of a representative of each of the constituent communities of the village including the *sudras*, the panchayats supervised almost all the affairs of the village, decided disputes and apportioned taxes. “They were conservative bodies, often dilatory, unenterprising and far from impartial and their deliberations had the great weight on religion and custom in the panchayat” (J.H. Drummond, 1937: 5-6).

This clearly shows that the panchayats did not have any universality during the Mughal period because most villages were ruled by landlords or their agents exercising quasi-feudal authority. This was also prevalent in the so-called Ryotwari provinces. The democratic functioning was totally absent in the village government and even then, there was a sense among villagers to participate in the panchayat affairs. “The old panchayat whether as a caste tribunal or as a judicial or administrative body, normally conducted its deliberations in the presence of all who cared to attend” (Hugh Tinker, 1967: 19).

4.2. Panchayats under the British

The same dismal feature continued with the establishment of the British rule in India. Panchayats were given least importance in the administration, which in turn led to the disruption in the village community life. Slowly, these institutions started losing their self-government character which was the feature of the ancient village government system and led to near extinction. The state authority became highly centralized and the villages were dealt directly instead of through its assemblies or the panchayats. Special programmes like the construction and maintenance of irrigation works, relief works, the laying of roads and the payment of grants-in-aid to schools were implemented by the state. A new judicial system was introduced under which disputes were carried for settlement to courts outside

the village. All these new developments led to the curtailment of the powers of panchayats and most of the functions associated with these institutions for ages were being transferred to external official agencies. And then onwards, the villagers began to look to the Central or Provincial Governments for more and more help. The village functionaries like the village headmen, accountants and other public functionaries who were regarded as representatives of the village community, ceased to operate with the introduction of salaried officials of the Government. The introduction of new educational system encouraged migration of men from villages to towns which, in turn drained rural areas of enlightened leadership.

In the years after 1857, rural self-government received some importance. District funds were set up in a few states and were given powers to levy a cess on land revenue, education and road taxes. District and taluk local fund committees were set up as advisory bodies and these were nothing more than a convenience for the district magistrate to supply him with information or to carry out miscellaneous duties. Moreover, the funds available were so small that no proper public services were possible. And the village was hardly touched by the new district committees (Hugh Tinker, 1967: 39).

From the year 1870, India saw the dawn of representative local institutions. A significant impetus to the development of local governments, both at the rural and urban, was given by Mayo's resolution of 1870. The primary objective of the resolution was to enlarge the powers and responsibilities of the Governments of Presidencies and Provinces in respect of the public expenditure in some of the civil departments like roads, education, medical services, civil works, and police; it also afforded opportunities for the development of self-government to harness social interest, supervision and care for the management of funds devoted to education, sanitation, health services and local public works (Venkatarangaiya M and Pattabhiram M 1969 : 97-103)

“Lord Ripon who was regarded as father of local self government had the intentions of ensuring real village development”. Lord Ripon made some major recommendations such as: Political education is the primary function for local government, of greater importance than administrative efficiency, rural boards are

to be set up, similarly to municipal boards (Venkatarangaiya M and Pattabhiram M 1969 : 106). The unit of administration should be small the sub-division, tahsil or taluk. All boards should contain two thirds majority of non-officials and they should be elected whenever possible. The chairman of the local boards should be accordingly non-official whenever possible (Tinker Hugh, 1967:45).

The process of strengthening the local self-government institutions received further impetus with the appointment of the Royal Commission on Decentralization in 1907, headed by C.E.H. Hobhouse. The Commission sought public opinion about the steps to be taken for the revival of the age old institution of village panchayats. The Commission viewed that the local self-government should start from the village level instead of from the district level. It stated: “we consider, as the local self-government should commence in the villages with the establishment of village panchayats, so the next step must be the constitution of boards of areas of smaller size than a district. We desire, therefore, agencies of rural administration” (Jathar R.V.,1967:21). District boards were retained with co-ordinating and financial powers. The Commission recommended the grant of some powers to panchayats so that they can perform their duties independently. They were entrusted with the functions like village sanitation, control over ponds and management of schools. The Commission suggested that there should be adequate finances to cope and should be empowered to have a portion of the land cess, receipts from markets, fees on civil suits and special grants for particular objects to be made by the district board.

These recommendations of the Commission were certainly far reaching and conducive to the best interests of the villages. Thus, it was only subsequent to 1909 when this Commission’s report was published that the importance of the village panchayats came to be recognized. Even the Indian National Congress at its 24th session at Lahore in 1909 passed a resolution on the subject and urged the Government of India “to take early steps to make all local bodies from village panchayats upwards elective with the elected non-official chairman and to support them with adequate financial aid” (Jathar R.V., 1967:21). But the government did not respond to this call and remained deaf.

The years that followed after the First World War saw the advent of leaders like Lokamanya Tilak and Gandhiji on the National Political Scene. On the one hand, the people of India were awakened by the call made by Tilak who declared that ‘Swaraj is my birth right and I shall have it’. He was conscious that the local self-government in the real sense of the term was not possible till Swaraj was obtained. On the other hand, Gandhiji who set the tone of the nationalist point on the panchayat, declared that “the village panchayats would be now a living force in a special way and India would almost be enjoying self-government suited to its requirements” (Shivaiah, 1976:21). He evolved a new strategy of freedom struggle based on non-violence and non-cooperation. All these developments strengthened the right of national self-determination. The need of the time was the freedom and a responsible independent government.

Before the introduction of Montague-Chelmsford constitutional reforms, the Government of India passed a resolution in May 1918 emphasizing the need for separate legislation to accelerate the development of panchayats. It stated that “the development of village panchayat system should, in any case, be secured by separate legislation unconnected with the Acts relating to the Municipal and Rural Boards” (Jather R.V. 1967:26). It recommended an extension of the franchise to the whole body of rate-payers, stressed the need for appointment of non-officials as chairmen not only for urban councils but also for district boards, pleaded for the widening of the base of village panchayats, so that they might become the natural expressions of the corporate lives of individual villages. This resolution served as a guideline to ministers who under the scheme came in as in-charge of local administration (Venkatarangaiya M and Pattabhiram M 1967:171).

With the introduction of responsible government as envisaged by Montague-Chelmsford report, things moved little faster as compared to the conditions existing during the implementation of the recommendations as put forth by the Decentralization Commission. Acts, establishing panchayats, were passed in the Provincial states of Madras, Bombay, Bihar, Bengal and Uttar Pradesh in 1922 and 1925, respectively. This was followed by a number of native states. The most significant development of this period was ‘the establishment of the village

panchayat in a number of provinces, no longer a mere *ad hoc* judicial tribunal, but a representative institution symbolizing the corporate character of the village and having a wide jurisdiction in respect of civic matters” (Shivaiah, 1976: 33).

In 1927, a Commission (Indian Statutory Commission) was appointed under the chairmanship of Simon to go into the details of the working of local self-governments and also to enquire into the steps to be taken for bringing about further change in the system of responsible government under the Act of 1919. The Commission felt that the development of responsible government after the passing of many resolutions, acts and reforms was not a picture of unrelieved failure or unqualified success (Venkatarangaiya M and Pattabhiram M 1967:199).

The major drawbacks in the working of local bodies were traceable to the factors such as the inability to realize the importance of having a competent and well paid official analogous to the town clerk to the country council, failure to realize the need for control by the provincial governments over local self-government authorities, the large size of an average district in India, inadequacy of financial resources and lack of public spirit among many voters.

The critical assessment of the performance of local self-government institutions made by the Commission was very well supplemented by the Indian leaders too. The vehement opposition came from D.P. Misra, the then Minister for local self-government under the Government of India Act of 1935 in Central Provinces. He was of the view that “the working of our local bodies in our province and perhaps in the whole country presented a tragic picture”. Inefficiency and ‘local body’ had become synonymous terms. Party strife, based not on party programmes but on personalities, was rampant. Members of our local bodies wasted most of their time and energy and sometimes also public funds over the appointment and dismissal of their employees who were untrained and inefficient. The district officials merely occupied the position of irresponsible critics having nothing to do with the day-to-day conduct of business by the so called self-governing bodies” (Venkatarangaiya M and Pattabhiram M 1967: 208-209). In spite of adverse developments in the arena of local government, the idea of panchayat remained as a vital factor and also as a strategy for the struggle for

independence. The main architect behind this was none other than Mahatma Gandhi who fought relentlessly for the cause of Swaraj. He viewed panchayat as a 'Swaraj institution' and later he wrote that 'village organization' "meant the organization of the whole of India, in as much as India was predominantly rural"(Shivaiah, 1976:35). He pleaded for the complete 'Village Swaraj' which was a complete republic, independent of its neighbours for its own vital wants and yet interdependent for any others in which dependence was a necessity (Venkatarangaiya M and Pattabhiram M 1967: 247).

4.3. Panchayats after Independence

With these new ideas of Gandhiji and others about the place of panchayat in our political system, the main question which came up after India got independence was that whether this institution should have a place in the new constitution or not? The Constituent Assembly was set up in order to draw up a New Constitution. The Assembly appointed two Committees to propose a scheme for both the Central and State Governments. These two were named as the Union and Provincial Committees. If we look into the recommendations of these two Committees, nowhere do we find a mention of panchayat and also of the Gandhian views. To quote Austin: "The minutes of the Committee meetings contain no mention of a Gandhian constitution or of panchayat or indirect government. A Gandhian constitution seems not to have been given a moment's thought (Granville Austin, 1972:34). And it is a surprise to note that even in the Draft Constitution, the Word panchayat did not appear even once. Obviously, the Drafting Committee did not discuss panchayats in its meetings.

The Assembly debates reflected the deal picture of the importance of panchayat in the Constitution. Those who favoured had considered panchayats as schools of democracy and as instruments of village uplift: and they recommended giving these institutions some financial resources and a measure of autonomy. Amendments were moved in this regard and commendable in this respect was that by M.A. Ayyangar and N.C. Ranga. It read: "the state shall establish self-governing panchayats for every village or a group of villages with adequate powers and funds to give training to rural people in democracy and to pave the effective

decentralization of political and economic power” (Granville Austin, 1972:36). In contrast to this, a strong opposition came from persons like Ambedkar who had nothing but contempt for our villages. He was of the view that ‘what is the village but a sink of localism, a den of ignorance, narrow-mindedness and communalism? I am glad that the Draft Constitution has discarded the village and adopted the individual as its unit” (Venkatarangaiya M and Pattabhiram M 1969:250).

Many members expressed their disappointment over the views of Ambedkar in regard to village India and took exception and pleaded for the incorporation of panchayats in the Constitution. However, no member proposed a resolution to make panchayats as the base for an indirect system of government and to fulfill the goals of Gandhian ideals. While emphasizing the importance of panchayats, members recalled that Gandhi had always thought that India must be governed by panchayat raj and that local governing bodies could improve economic conditions in India. The panchayats, their supporters stated, were the expression of Government from the bottom up and the Draft Constitution was wrong because it was government from the top down. This overcentralization, they said, was undemocratic and might lead to fascism. Gandhi had said that democracy must be broad-based and decentralized. Village panchayats were needed to train the people in government” (Granville Austin, 1972:36).

The aim of the Article has long been generally accepted “if India has to progress and it has to create awareness about the reality of village life” (Granville Austin, 1972:38). Commenting on the importance of panchayats in the Constitution, Henry Maddick wrote that the “panchayat development under the Constitution had three main aims: to foster: the involvement of individuals throughout the nation in the process of democratic government, to gain the villagers participation in national development from the village level upwards (an aim which would, it was hoped, increase agricultural and village industrial production and thus promote an improvement in village conditions) and to lessen the burden of state administration through decentralization” (Maddick Henry, 1968:204-205).

The impact of all these development is seen in the launching of Community Development Movement in 1952. Since then, the developments of panchayats and village life have been undertaken by the State Governments with the help of Union Government's Ministry of Community Development, acting as a coordinator and to mobilize resources for effective implementation of programmes. However, the fact remains that it is the responsibility of the State Governments (by virtue of item 5 of the State List II of the Constitution, Seventh Schedule) to undertake developmental activities with the involvement of local level institutions, that is, the PRIs. The purpose behind the creation of these institutions was to reach the rural populace with the development programmes in order to improve the social and economic conditions of the rural fold. Maddick opined that "the system is sound and the will to make it work widespread. It should make for a great advance in the Indian Government and Administration. And, the judgment continues, they should be a world-wide example of democratic decentralisation" (Maddick Henry, 1970).

4.4. Panchayati Raj System in the States of the Indian Union

The blueprint as provided by the study team of Balawantraï Mehta gave motivation to the constituent unit of the Indian Union to enact necessary legislation to implement the Panchayati Raj System as a form of local self-government. In this process, Rajasthan and Andhra Pradesh were the first to adopt the panchayati raj in 1959. Later in 1959, Karnataka and Orissa introduced the same in their respective states and other states followed suit. However, the organizational pattern of the panchayati raj followed by different states differed in respect of the number of units (tiers) adopted. For instance, the states of Kerala, Jammu and Kashmir and Sikkim have only one tier, that is, village panchayat. The States of Himachal Pradesh, Orissa, Madhya Pradesh, Haryana and Manipur have adopted a two-tier system, that is, village panchayat and panchayat samiti and the states of Meghalaya, Nagaland and Mizoram are yet to introduce panchayati raj institutions. Except for these states, the remaining 11 states have full-fledged three tier system that is, the village panchayat, panchayati samiti and zilla parishad.

As for as the Union Territories are concerned, only Chandigarh and Arunachal Pradesh have adopted the three-tier system of Panchayati Raj and Delhi

two-tier. Other Union Territories, such as the Andaman and Nicobar Islands, Pondicherry, Goa, Daman and Diu, Dadra and Nagar Haveli have only one tier of the PRIs, that is, panchayat (in Pondicherry, it is called commune panchayat).

The statistics relating to the distribution of PRIs in the country are fairly impressive. The statistics collected for the year 2010-11 show that the number of village panchayats was 217,319, panchayat samitis 4,526, and zilla parishads 300.

4.5. Panchayati Raj 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" (Bhat 1977 : 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 (Bhat 1977 : 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 state’s 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’s 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-ordinating 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. Chandrashekaraiyah³⁸ (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 $2/3^{\text{rd}}$ of the taluk board members should be elected directly, $1/3^{\text{rd}}$ 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 people’s 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 state’s 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 constitutes 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 (Census 2011 and Karnataka at a Glance 2009-10).:

- (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.

Development of rural areas in the State would therefore imply improving the productivity of agriculture and other economic activities in the rural areas, improving the coverage and quality of infrastructure, and improving the quality of services, which contribute directly to upgrading the quality of human resources. The Department of Rural Development and Panchayat Raj is implementing a number of schemes for improvement of living conditions of the people, to create economic and political awareness in rural areas (website: rdpr.kar.nic.in).

4.6. Improvement of Rural Infrastructures

In order to promote improvement in the quality of life in the rural areas, it is necessary to promote the development of infrastructure including rural communications, housing, water supply and sanitation, watershed development and minor irrigation.

4.6.1. Development of Rural Roads

The total length of rural roads in the State is 104,034 km. Out of this, 23,511 km is asphalted. Roads with macadam surface, less than about 40,000 km is considered as all weather roads. Improvement of roads and their maintenance is the responsibility of the Zilla Panchayats since 1987. The technical supervision is the responsibility of Rural Development and Panchayat Raj Department. Improvement of Roads and their maintenance are being done through the District Sector Roads and Bridges Schemes, Employment generation schemes and Pradhan Manthri Gram Sadak Yojana and so on as well.

4.6.2. Rural Water Supply

The Department has the responsibility of coordinating the provision of water supply for domestic purposes in over 56,682 rural habitations in the State in conformity with national norms for rural water supply. For this purpose, the Department is implementing the State sponsored Rural Water Supply Schemes, Centrally sponsored Accelerated Rural Water Supply Programme, Sub-Mission Projects for Rural habitations with water quality problems under the Rajiv Gandhi National Drinking Water Mission, and Externally Aided Projects with the assistance of the World Bank and Danida.

4.6.3. Rural Sanitation

Promotion of Rural Sanitation is being carried out by the Department through the state owned programme Nirmala Grama Yojana and the Central Rural Sanitation Programme (CRSP). Latrines are being provided to primary schools with water supply facilities. A novel habitat development programme Swachha Grama

Scheme has been launched this year with a cost of Rs. 2,000 million for implementation in 1,000 villages with assistance from HUDCO.

4.6.4. Minor Irrigation

There are 36,696 small tanks in the state out of which tanks having an achcut area of 40 ha and below come under the jurisdiction of Zilla Panchayats. There are 33,374 such Minor Irrigation Tanks.

4.7. Poverty Alleviation

The Department is implementing a number of programmes for poverty alleviation in the rural areas both through assistance for self-employment activities, and through wage employment oriented works. Swarna Jayanthi Gram Swarozgar Yojana (SGSY) is aimed at assisting the rural households who are below poverty line through credit, subsidy, training facilities and other supporting activities to enable the rural poor to take up remunerative self-employment oriented activities. On the other hand, programmes like Jawahar Gram Samridhi Yojana (JGSY) and Employment Assurance Scheme (EAS) aim at providing assured wage employment to the rural poor by engaging them in the creation of economically productive and socially beneficial assets like roads, school buildings, irrigation wells, anganwadi buildings, community halls and land development works. Sampoorna Grameena Rozgar Yojana (SGRY), a centrally sponsored scheme, has been launched during 2001-02 with an objective of providing additional wage employment in the rural areas and also food security, alongside the creation of durable community, social and economic assets and infrastructural developments in these areas. The emphasis under this scheme is on watershed development promoting traditional water resources and Nava Grama, development of housing layouts in rural areas, giving greater opportunity at Panchayat Raj Institution level to converge funds from different sectors. Jawahar Grama Samrudhi Yojana and Employment Assurance Scheme were merged into this scheme from 2002-03. Indira Awaas Yojana aims at both generation of employment and creation of housing facilities for the rural poor.

4.8. Rural Energy Programmes

Promotion of sustainable sources of renewable energy to meet the energy requirements of rural households is another component of the policy of rural development pursued in the state. For this purpose, the Department is implementing an Integrated Rural Energy Programme. The Department also implements a programme for popularizing improved model cook stoves (chulhas) through its National Programme for Improved Chulhas. The development of biogas for meeting domestic energy requirements is being achieved by the Department through the National Programme for Biogas (NPBD) and the State's own Anila Yojane.

4.9. Democratic Decentralization

One of the major responsibilities of the Department is in the realm of implementing the provisions of the Karnataka Panchayati Raj Act 1993 to achieve democratic decentralization in the governance of the state's rural areas. The Department coordinates the process of the establishment of Panchayati Raj Institutions under the above legislation and monitors their functioning in order to ensure that Panchayati Raj Institutions in the State function as viable and vibrant institutions of Local Self-Government.

Karnataka has the distinction of enacting a comprehensive Panchayati Raj Act which incorporates all the essential features of the 73rd Constitutional Amendment. The Act came into force from May 10, 1993, within a few days of 73rd Constitution amendment was adopted. The Karnataka Panchayati Raj Act 1993 provided for a elected three-tier system at the village (Grama Panchayat), taluk (Taluk Panchayati Samiti) and district (Zilla Panchayat) levels (KPR Act 1993).

Panchayati Raj system in Karnataka has mainly a three tier structure, spatially speaking panchayat at village/group of villages level, Taluk Panchayati Samiti (TPS) at the taluk level and Zilla Panchayat (ZP) at the district level. At present, there are 5,628 panchayats, 175 taluk panchayati Samitis and 30 Zilla Panchayats in the state.

Table 4.1, ORGANIZATION STRUCTURE OF STATE



Source: website: rdpr.kar.nic.in.

4.10. Ward Sabha and Grama Sabha

Ward Sabha

- (1) Subject to the general orders of the Government, Ward Sabha shall meet at least once in six months.
- (2) The quorum for the meeting of a Ward Sabha shall be not less than one tenth of the total number of members of the Ward Sabha or twenty members whichever is less. Not less than 30 per cent of the voters attending the Ward Sabha shall be women. Persons belonging to the Scheduled Castes and Scheduled Tribes shall be represented in proportion to their population in the Ward Sabha.

- (3) Ward Sabha shall, subject to such rules as may be prescribed, exercise the following powers and discharge the following functions, namely:
- (a) 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 place it before the Grama Sabha for inclusion in Grama Panchayat development plan;
 - (b) to identify the most eligible persons from the area of Ward Sabha for beneficiary oriented schemes on the basis of criteria fixed and prepare a list of eligible beneficiaries in the order of priority and forward the same to the Grama Panchayat for inclusion in its development plan;
 - (c) to verify the eligibility of persons getting various kinds of welfare assistance from Government such as pensions and subsidies;
 - (d) to get information from the officers of the Grama Panchayat as to the services they render and the works they propose to do in the succeeding period of six months after the meeting of the Ward Sabha;
 - (e) to get information from the Grama Panchayat on the rationale of every decision of the Grama Panchayat concerning the area of the Ward Sabha;
 - (f) to get information from the Grama Panchayat on the follow up action taken on the decisions of the Ward Sabha;
 - (g) to provide and mobilize voluntary labour and contributions in cash and kind for development work and supervise such development works through volunteer teams;

- (h) to make efforts to ensure that the members of the Ward Sabha pay taxes and repay loans to the Grama Panchayat;
- (i) to suggest the location of streetlights, street or community water taps, public wells, public sanitation units, irrigation facilities and such other public amenity schemes within the area of the Ward Sabha;
- (j) to identify the deficiencies in the water supply and street lighting arrangements in the area of the Ward Sabha and suggest remedial measures;
- (k) to impart awareness on matters of public interest such as cleanliness, preservation of the environment and prevention of pollution;
- (l) to assist the employees of the Grama Panchayat in sanitation arrangements in the area of Ward Sabha and render voluntary services in the removal of garbage;
- (m) to promote programme of adult education within the area of the Ward Sabha;
- (n) to assist the activities of public health centres in the area of the Ward Sabha, especially in disease prevention and family welfare and to create arrangements to quickly report the incidence of epidemics and natural calamities;
- (o) to promote harmony and unity among various groups of people in the area of the Ward Sabha and to arrange cultural festivals and sports meets to give expression to the talents of the people of the locality; and
- (p) to exercise such other powers and discharge such other functions as may be prescribed.

- (4) The procedure for convening and conducting the meetings of the Ward Sabha shall be such as may be prescribed.
- (5) Every meeting of a Ward Sabha shall be presided over by the member of the Grama Panchayat elected from the area of the concerned Ward Sabha and in his absence by any other member of the Grama Panchayat nominated by it.
- (6) All resolutions in respect of any issue in the meeting of the Ward Sabha shall be passed by a majority of the members present and voting.

Grama Sabha

(KPR Act. 1993, version 2011, Section 3 and 3A Substituted by Act 37 of 2003 w.e.f. 1.10.2003).

- (1) The Grama Sabha shall meet at least once in six months: Provided that a Special meeting of the Grama Sabha shall be convened if a request is made by not less than ten percent of the members of the Grama Sabha with items of agenda specified in such request and there shall be a minimum of three months period between two special meetings of the Grama Sabha.
- (2) The quorum for the meeting of a Grama Sabha shall be not less than one tenth of the total number of members of the Grama Sabha, or hundred members, whichever is less. At least ten members from each Ward Sabha within the Panchayat area shall attend the meeting and not less than thirty percent of the members attending the Grama Sabha shall be women. Persons belonging to the Scheduled Castes and Scheduled Tribes shall be represented in proportion to their population in the Grama Sabha.
- (3) Subject to such rules as may be prescribed, the Grama Sabha shall exercise powers and discharge functions as hereinafter provided, namely:

- (a) to consider and approve the annual plan prepared by the Grama Panchayat;
- (b) to generate proposals and determine the priority of all schemes and development programmes to be implemented in the Panchayat area by the Zilla Panchayat or Taluk Panchayat, after considering the recommendations and suggestions of the Ward Sabhas through the Grama Panchayat;
- (c) to identify and select the most eligible persons from the Panchayat area for beneficiary oriented schemes on the basis of criteria fixed by the Grama Panchayat, Taluk Panchayat, Zilla Panchayat or the Government and to prepare list of beneficiaries in the order of priority after considering the priority lists of individual beneficiaries sent by the Ward Sabhas. Such list shall be binding on the concerned Grama Panchayat, Taluk Panchayat, Zilla Panchayat or the Government, as the case may be;
- (d) to disseminate information on development and welfare programmes and to render assistance in effective implementation of development schemes by providing facilities locally available and to provide feedback on the performance of the same;
- (e) to render assistance to the Grama Panchayat in collection and compilation of details required, formulation of development plans, collection of essential socio-economic data and canvassing participation in health, literacy and similar development campaigns;
- (f) to get information from the officers of the Grama Panchayat as to the services they will render and the works they propose to

do in the succeeding period of six months after the meeting of the Grama Sabha;

- (g) to get information from the Grama Panchayat on the rationale of every decision of the Grama Panchayat concerning the Panchayat area;
- (h) to get information from the Grama Panchayat on the follow up action taken on the decisions of the Gramasabha;
- (i) to provide and mobilize voluntary labour and contributions in cash and kind for development works and to supervise such development works through volunteer teams;
- (j) to resort to persuasion of Grama Sabha members to pay taxes and repay loans to the Grama panchayat;
- (k) to decide, after considering the suggestions of the ward sabhas the location of street lights, street or community water taps, Public wells, Public sanitation units, irrigation facilities and such other Public amenity schemes and to identify the deficiencies in them and after considering the suggestions of the Ward Sabhas to suggest the remedial measures and to report the satisfactory completion of the works;
- (l) to impart awareness on matters of public interest such as cleanliness, preservation of environment and prevention of pollution;
- (m) to assist employees of the Grama Panchayat in sanitation arrangements in the panchayat area and to render voluntary services in the removal of garbage;
- (n) to promote the programme of adult education within the Panchayat area;

- (o) to assist the activities of school betterment sanghas, Anganwadi, Mahilasamaja, Youth associations, self-help groups, women activities in the Panchayat area;
 - (p) to assist in the activities of public health centres in the panchayat area, especially in disease prevention and family welfare population control and control of cattle diseases and create arrangement to quickly report the incidence of epidemics and natural calamities;
 - (q) to promote communal harmony and unity among various groups of people in the Panchayat area and to arrange cultural festivals, literary activities and sports meets to give expression to the talents of the people of the locality;
 - (r) to conserve and maintain public properties such as Gomala, tanks, tank beds, groundwater, grazing grounds for the cattle, mines and so on within the limits of the Gram Panchayats;
 - (s) to take action to prevent discrimination on the basis of caste, religion and sex and to direct the Grama Panchayats not to grant license to shops vending liquor or narcotic drugs or place of gambling or any other activities prejudicial to public interest;
 - (t) to identify the child labourers, if any, present within the limits of the Grama Panchayats and to take action to rehabilitate them and to assist in implementation of the legal action specified by the Central and State Governments;
 - (u) to exercise such other powers or discharge such other functions as may be prescribed.
- (4) The Grama Sabha shall in its ordinary meeting or a special meeting convened for the purpose, discuss the budgetary provisions, the

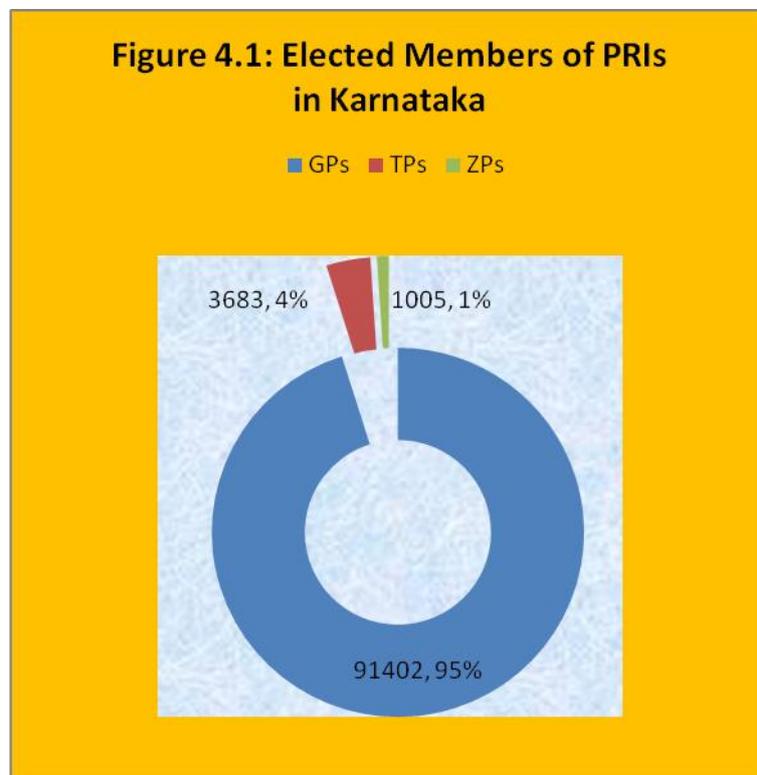
details of plan outlay and the subject-wise allocation of funds and also the details of the estimate and cost of materials of the works executed or proposed to be executed in the Panchayat area.

- (5) The annual statement of accounts of the preceding financial year, the last audit note and replies thereto and the panchayat *jamabandi* report and action taken thereto shall be placed by the Grama Panchayat for the consideration of the Grama Sabha in its meeting. The views, recommendations or suggestions of the Grama Sabha shall be communicated to the Grama Panchayat. The Grama Panchayat shall give due consideration to the views, recommendations and suggestions of the Grama Sabha.
- (6) The procedure for convening and conducting the meeting of the Grama Sabha shall be such as may be prescribed.
- (7) Every meeting of a Grama Sabha shall be presided over by the Adhyaksha (President) of the concerned Grama Panchayat and in his absence by the Upadhyaksha (Vice-President) and in the absence of both Adhyaksha and Upadhyaksha, by any member of the Grama Panchayat nominated by it.
- (8) The officers of the Grama Panchayat shall attend the meetings of the Grama Sabha as may be required by the Adhyaksha and an officer specifically nominated by the Grama Panchayat as convener of the Grama Sabha meeting shall assist in convening and conducting its meetings and recording its decisions in a minute book and also in taking follow-up action thereon.
- (9) The Grama Sabha may constitute sub-committees consisting of not less than ten members of whom not less than half shall be women, for in-depth discussion on issues and programmes, for effective implementation of decisions of the Grama Sabha and in furtherance of exercise of powers and discharge of functions of Grama Sabha.

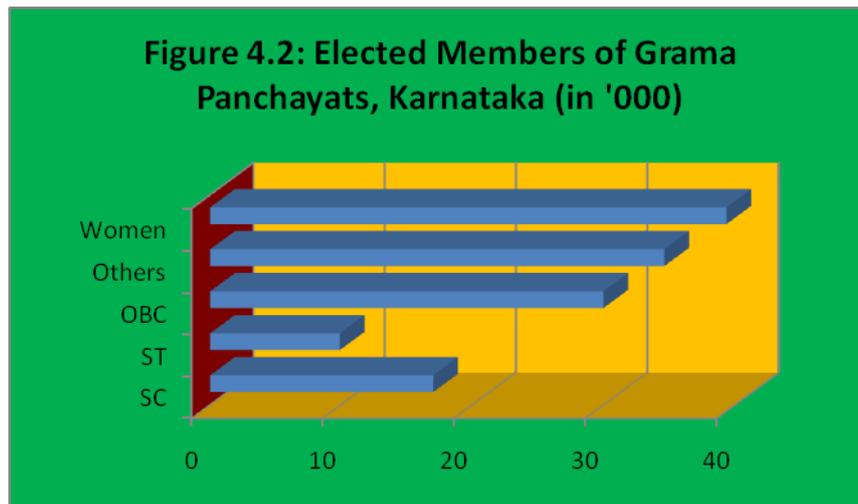
- (10) All resolutions in respect of any issue in the meetings of the Grama Sabha shall be passed by the majority of the members present and voting.

4.11. Elected Members of Panchayati Raj Institutions in Karnataka

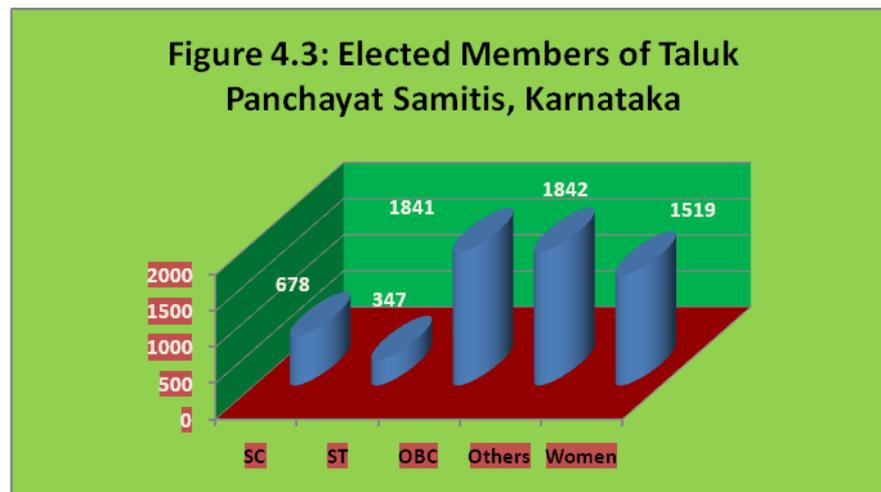
Table 4.2 shows the distribution of elected panchayat members in the three-tier system of Panchyats, namely, grama panchayats, taluk panchayat samitis and zilla panchayats. There are in all 5,628 village panchayats, 176 taluk panchayat samitis and 30 zilla panchayats, a total of 5,833 panchayati raj institutions. In them, in position, are 96,090 elected members in the three different tiers: 91,402 in grama panchayats, 3,683 in taluk panchayat samitis, and 1,005 in zilla panchayats (Figure 4.1).



Among the 91,402 elected GP members are: 16,999 scheduled caste members, 9,880 scheduled tribe members, 29,944 other backward community members and 34,581 from other communities. Women elected members to the GPs number 39,318, which is about 43 per cent of the total elected members in the State (Figure 4.2).



As for elected TPs in the state of Karnataka, there is a total of 3,683 members, of whom 1,519 or 41.24 per cent are women (Figure 4.3). The community-based elected members in place are: 678 scheduled caste members, 347 scheduled tribe members, 1,841 other backward community members and 1,842 other community members.

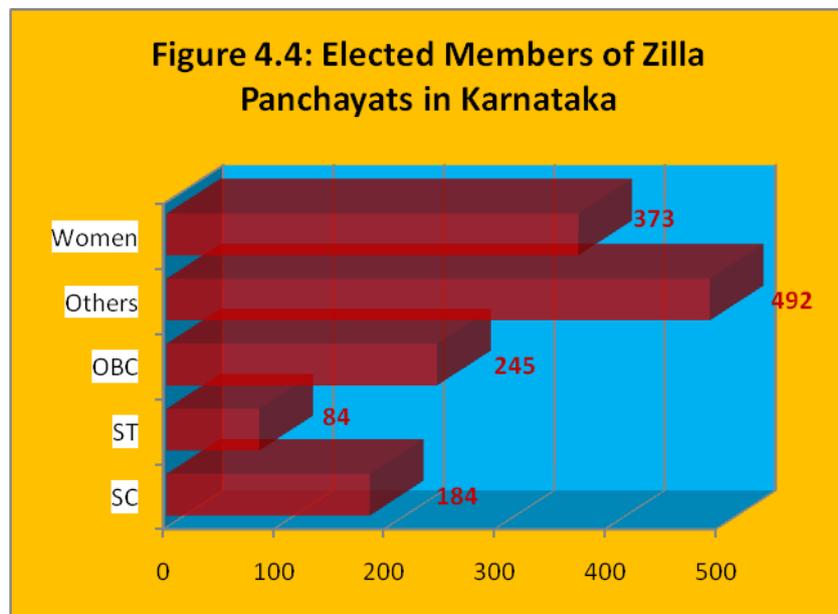


A total of 1,005 elected ZP members are in position, with 373 women (37.1 per cent), 184 scheduled caste members, 84 scheduled tribe members, 245 members from other backward communities and 492 members belong to other communities (Figure 4.4). The membership of the panchayat raj institutions is on the basis of caste communities and every broad community category gets its own share of elected membership in the institutions. There is also representation for women in these institutions.

Table 4.2: Distribution of Elected 3-Tier Panchayat Members in Karnataka

Panchayat Level	No. of Panchayats	SC	ST	OBC	Others	Total	Women members
Village Panchayats	5,628	16,997	9,880	29,944	34,581	91,402	39,318
Taluk Panchayat Samitis	176	678	347	1,841	1,842	3,683	1,519
Zilla Panchayats	30	184	84	245	492	1,005	373
Total	5,833	17,859	10,311	32,030	36,915	96,090	41,210

Source: Rural Development and Panchayat Raj Department, Bangalore and RDPR website : www.rdpr.kar.nic.in



4.12. Village Panchayats

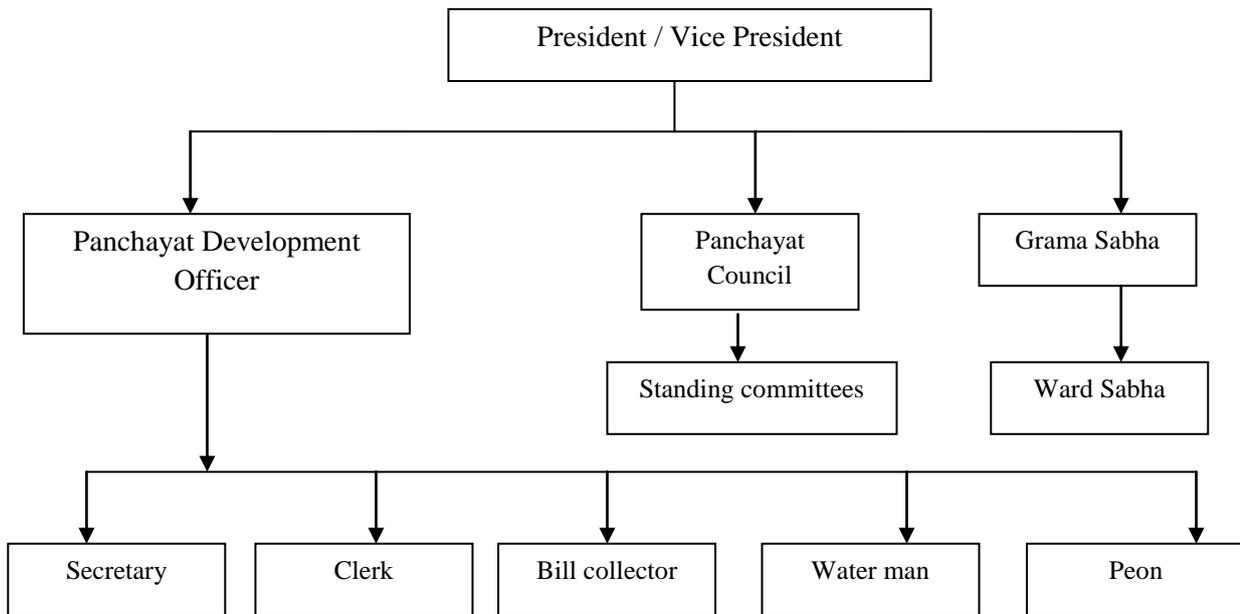
The Act provides for the constitution of the basic institutions, the panchayat, for the area comprising a revenue village or group of revenue villages with a population ranging from 5,000 to 7,000. As per the Act, villages having a population of not less than 5,000.

The memberships of the panchayat include members not less than 11 and not more than 19, all of whom are directly elected from multi-member constituencies of two or more members on the basis of universal adult franchise. Seats are

reserved for the representatives of the scheduled castes and scheduled tribes in proportion to their population in the area and for women, whose membership in no case should be less than two. The members are directly elected and section 27 of the Act provides for the election of the chairman and vice-chairman of the panchayat from amongst its members. According to the Act (section 27), the members of a panchayat shall hold office for a term of five years. Section 80 empowers the government to appoint the Panchayat Development Officer, the Secretary (KPR Act (amendment) 2011) and the panchayat's executive. As provided in the Act, a panchayat shall meet for the transaction of business at least once in every month. There is also a provision for special meetings. Though, the term 'Grama Sabha' as such is not used in the Act of 1959, it provides for a meeting of all the adults in the village once or twice a year to consider and approve the village panchayats 'administrative reports and budgets'.

“A panchayat shall convene, in such a manner and at such a time as may be prescribed, a meeting of the adult residents of the village and the statement of accounts together with the report of the administration for the proceeding year and the programme of the work proposed for the following year should be read out and explained at such meetings. Every panchayat is required to constitute three committees by election, to carry out the functions entrusted or delegated to it in respect of agriculture, public health and sanitation and promotion of village industries respectively, in all the areas within the jurisdiction of the panchayat”.

Figure 4.5: Organization of Grama Panchayat in Karnataka



Source: Human Development Report 2008, Mysore District

4.12.1. Standing Committees

Every Grama Panchayat shall constitute the following Committees by election⁴⁷

- (i) **Production Committee** for performing functions relating to agricultural production, animal husbandry and rural industries and poverty alleviation programmes;
- (ii) **a Social Justice Committee** for performing functions relating to;
 - (a) promotion of educational, economic, social, cultural and other interest of the Scheduled Castes and Scheduled Tribes and Backward Classes;
 - (b) Protection of such castes and classes from social injustice and any form of exploitation;
 - (c) Welfare of Woman and Children;

- (iii) **an Amenities Committee** to perform functions in respect of education, public health, public works and other functions of the Grama Panchayat.

Election of members of standing committee shall be held as soon as, or after the general elections of members of Grama Panchayat or on its reconstitution or establishment under this Act or immediately before the expiry of the term of office of the members of the Standing Committee.

The term of office of every member of the Standing Committee shall, save as otherwise provided in this Act be thirty months from the date of the election or till he ceases to be a member of the Grama Panchayat, whichever is earlier (Section 1A and 1B Inserted by Act 8 of 2000 w.e.f. 3.4.2000).

Each Committee shall consist of not less than 3 and not more than 5 members including the Adhyaksha and Upadhyaksha as the case may be. The Adhyaksha shall be the ex-officio member and Chairman of the Production Committee and Amenities Committee. The Upadhyaksha shall be the ex-officio member and Chairman of the Social Justice Committee: Provided that the Social Justice Committee shall consist of at least one member who is a woman and one member belonging to the Scheduled Castes or Scheduled Tribes.

Each Committee shall be competent to co-opt in such manner as may be prescribed, members of farmers clubs, mahila mandals, yuvak mandals and other similar bodies recognized by the Government. A representative of co-operative societies in the panchayat area shall be co-opted to the Production Committee. The rights and liabilities of the co-opted members shall be such as may be prescribed. The Standing Committees shall perform the functions referred to above to the extent the powers are delegated to them by the Grama Panchayat.

4.12.2. Other Committees

A Grama Panchayat may appoint one or more committees consisting of such members as it may decide for any purpose other than those specified in Section 61 and may invest in the Committee so appointed with such powers and functions as may be necessary or expedient for the fulfillment of the purpose for which it is appointed (Inserted by Act 29 of 1997 w.e.f. 20.10.1997).

The Committee appointed under sub-section (1) shall be competent to co-opt in such manner as may be prescribed for such of the residents of the panchayat area.

The procedure of the Committee shall be such as may be prescribed.

Panchayat's functions are categorized into two types:

- (1) Obligatory functions; and
- (2) Discretionary functions.

The obligatory functions of the village panchayats include village roads, tanks, street lighting, sanitation and conservancy, control of epidemics, promotion and development of economic conditions with reference to agriculture and welfare of scheduled castes and scheduled tribes. The discretionary functions of the panchayats cover a broad range affecting the life and property of the village community, in general. They include civic functions like medical relief, markets, statistics and the developmental functions like cooperation, and veterinary relief. Besides, there are some 'agency functions' assigned by the TPS and the government, the execution of construction works, distribution of irrigation water, management of minor forests, pasture and common lands are the most important. The regulatory powers of the panchayat are also quite extensive. The panchayats can make by-laws on a wide range of matters concerning sanitation, buildings, and markets.

The main sources of income of the Grama panchayat are the following taxes and fees: Tax on land, house tax, professional tax, vehicle tax, fees on shandies, fees on registration of animals sold in the markets, tax on private scavenging, and water tax.

4.13. Taluk Panchayat Samiti

The next higher tier (also middle tier) is the Taluk Panchayat Samiti (TPS), constituted for each taluk and consists of members directly elected through ballot by all the residents in the non-urban areas of the taluk. The strength of the TPS varies depending on the population, taluks, with population of less than one hundred thousand can have 15 members and these, having one hundred thousand

and above, can elect 19 members. Seats are reserved for scheduled castes on the basis of their population and for women, the number being not more than two.

Members of Legislative Assembly (MLA) whose constituencies lie within the taluk and members of the Legislative Council (MLCs) are entitled to take part in the proceedings and also vote in the meetings. The presidents and vice-presidents of TPSs would be elected from among members only. The term of all directly elected members is five years. The MLAs and MLCs hold office till the end of their tenure in the state legislature.

4.13.1. Constitution of Taluk Panchayat

- (1) Every Taluk Panchayat shall consist of:
 - (i) The elected members as determined under section 122;
 - (ii) The 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;
 - (iii) The members of the Council of States and the State Legislative Council who are registered as electors within the taluk; and
 - (iv) One-fifth of the Adhyakshas of the Grama panchayats in the Taluk by rotation for a period of one year as the [Adhyaksha of the Taluk Panchayat] may be determined by lots (substituted by Act 29 of 1997 w.e.f. 20.10.1997): Provided that an Adhyaksha who was a member under this clause for one term shall not be eligible to become member for a second term during the remainder of his term of office as the Adhyaksha. The members of the House of People, the State Legislative Assembly, the Council of States and the Legislative Council and the Adhyaksha of the Grama Panchayats referred to in clauses (ii), (iii) and (iv) of sub-section (1) shall be entitled to take part in the proceedings of, and vote at, the meetings of Taluk Panchayats except at a special meeting convened for the purpose of election of the Adhyakshas and Upadhyakshas

under sub-section (1) of section 138 or for considering a no confidence motion under sub-section (3) of section 140 (substituted by Act 29 of 1997 w.e.f. 20.10.1997).

Notwithstanding anything contained in this section or sections 122,123 and 124 but subject to any general or special orders of the Government, where two-thirds of the total number of members of any Taluk Panchayat required to be elected have been elected the Taluk Panchayat shall be deemed to have been duly constituted under this Act.

Elected Members: The number of elected members of a Taluk Panchayat shall consist of persons elected from the territorial constituencies in the Taluk as may be notified from time to time [by the State Election Commission]¹, at the rate of one member for every ten thousand population or part thereof, of the Taluk (substituted by Act 37 of 2003 w.e.f. 1.10.2003) provided that in taluks having a population of not exceeding one hundred thousand, there shall be a minimum of eleven elected members.

4.13.2. Functions of Taluk Panchayat Samiti

- (1) The Taluk Panchayat shall perform the functions specified in Schedule II (substituted by Act 29 of 1997 w.e.f. 20.10.1997): Provided that where the State Government or Central Government provides funds for the performance of any function specified in Schedule II, the Taluk Panchayat shall perform such functions in accordance with the guidelines or norms laid down for performance of such function.
- (2) Notwithstanding anything contrary contained in the sub-section (1) or Schedule II, it shall be obligatory on the part of the Taluk Panchayat, insofar as the Taluk Panchayat fund at its disposal will allow, to make reasonable provision within the area under its jurisdiction in respect of the following matters, namely:

- (i) Construction and augmentation of water supply works to the level of not less than 40 litres per capita for day;
- (ii) filing half-yearly report regarding the activities of Grama Panchayats within the taluk regarding:
 - (a) holding of Grama Sabha;
 - (b) maintenance of water supply works;
 - (c) construction of individual and community latrine;
 - (d) collection and revision of taxes, rates and fees;
 - (e) payment of electricity charges;
 - (f) enrollment in schools; and
 - (g) progress of immunisation.
- (iii) Providing adequate number of classrooms and maintaining primary school buildings in proper condition, including water supply and sanitation;
- (iv) acquiring land for locating the manure pits away from the dwelling houses in the villages.

4.13.3. Assignment of Functions

- (1) The Government may assign to a Taluk Panchayat, functions in relation to any matters to which the Executive authority of the Government extends or the functions which have been assigned to the State Government by the Central Government.
- (2) The Government may, by notification, withdraw or modify the functions assigned under this section.

General Powers of Taluk Panchayat: The Taluk Panchayat shall have powers to do all acts necessary for, or incidental to, the carrying out of the functions entrusted or delegated to it and, in particular, and without prejudice to the foregoing powers to exercise of all powers specified under this Act.

4.13.4. Standing Committees

- (1) A Taluk Panchayat shall have the following standing committees, namely:
 - (a) General Standing Committee;
 - (b) Finance, Audit and Planning Committee;
 - (c) Social Justice Committee.
- (2) Each standing committee shall consist of such number of members not exceeding six including the Chairman as specified by the Taluk Panchayat, elected by the members of the Taluk Panchayat from among the elected members. The election of members of standing committee shall be held as soon as / may be after every general election of members of the Taluk Panchayat or on its reconstitution or establishment under this Act or immediately before the expiry of the term of office of the members of the standing committee (substituted by Act 29 of 1997 w.e.f. 20.10.1997): Provided that the Social Justice Committee shall consist of at least one member who is a woman and one member from either the Scheduled Castes or Scheduled Tribes, whichever has more number of elected members.
- (2A) The term of office of every member of the standing committee shall, save as otherwise provided in this Act, be twenty months from the date of his election or till he ceases to be a member of the Taluk Panchayat, whichever is earlier (inserted by Act 17 of 1996 w.e.f. 23.3.1996).
- (3) The Adhyaksha shall be the ex-officio member and Chairman of the Finance, Audit and Planning Committee. The Upadhyaksha shall be the ex-officio member and Chairman of the General Standing Committee. The other Standing Committees shall elect the Chairman from among the members (substituted by Act 29 of 1997 w.e.f. 20.10.1997).
- (4) No elected member of the Taluk Panchayat shall be eligible to serve on more than one standing committee.
- (5) The Executive Officer shall be the ex-officio Secretary of every standing committee.

4.13.5. Functions of the Standing Committees

- (1) The General Standing Committee shall perform functions relating to the establishment, communications, buildings, rural housing, village extensions, relief against natural calamities, water supply and all miscellaneous residuary matters.
- (2) The Finance, Audit and Planning Committee shall perform the functions relating to the finance of the Taluk Panchayat, framing of budgets, scrutinizing proposals for increase of revenue, examinations of receipts and expenditure statement, consideration of all proposals affecting the finances of the Taluk Panchayat and general supervision of the revenue and expenditure of the Taluk Panchayat and co-operation, small savings scheme and any other function relating to the development plan of the Taluk.
- (3) The Social Justice Committee shall perform functions relating to,-
 - (a) promotion of education, economic, social, cultural and other interests of the Scheduled Castes and Scheduled Tribes and Backward Classes;
 - (b) protecting them from social injustice and all other forms of exploitation;
 - (c) amelioration of the Scheduled Castes and Scheduled Tribes and Backward Classes; and
 - (d) securing social justice to the Scheduled Castes and Scheduled Tribes, women and other weaker sections of the society.
- (4) The standing committee shall perform the functions referred to above to the extent the powers are delegated to them by the Taluk Panchayat.

4.13.6. Procedure of Committee

- (1) Taluk Panchayat may frame regulations relating to election of members of committees conduct of business therein and all other matters relating to them.
- (2) The Chairman of every committee shall in respect of the work of the committee be entitled to call for any information, written statement, account

or report from the office of the Taluk Panchayat and to enter on and inspect any immovable property of the Taluk Panchayat or work in progress connected with the work of the committee .

- (3) Each committee shall be entitled to require attendance at its meetings any officer of the Taluk Panchayat who is connected with the work of the committee. The Secretary shall under instruction of the Committee, issue notices and secure the attendance of the officer.

4.13.7. Delegation of Powers

The Taluk Panchayat may, by notification delegate to the Executive Officer or other officer any of the powers conferred by or under this Act on Taluk Panchayat.

Powers and Duties of the Adhyaksha: The Adhyaksha shall be the Executive head of the Taluk Panchayat and shall (substituted by Act 9 of 1996 w.e.f. 29.11.1995):

- (a) convene, preside at and conduct meetings of the Taluk Panchayat;
- (b) discharge all duties imposed and exercise all the powers conferred on him under this Act and the rules made there under and perform such functions entrusted to him by the Government from time to time;
- (c) exercise supervision and control over the Executive Officer for securing implementation of resolutions or decisions of the Taluk Panchayat or of the Standing Committees which are not inconsistent with the provisions of this Act or any general or specific directions issued under this Act (omitted Act 9 of 1996 w.e.f. 29.11.1995 and inserted by 37 of 2003 w.e.f. 1.10.2003).
- (d) exercise overall supervision (and control) over the financial and executive administration of the Taluk Panchayat and place before the Taluk Panchayat all questions connected therewith which shall appear to him to require its orders and for this purpose may call for records of Taluk Panchayat (inserted by Act 37 of 2003 w.e.f. 1.10.2003); and

- (e) have power to accord sanction upto a total sum of twenty-five thousand rupees in a year for the purpose of providing immediate relief to those who are affected by the natural calamities in the Taluk: Provided that the Adhyaksha shall place at the next meeting of the Taluk Panchayat for its ratification, the details of such sanctions.

Powers and Duties of the Upadhyaksha: The Upadhyaksha of the Taluk Panchayat shall:

- (a) exercise the powers and perform the duties of the Adhyaksha, when the Adhyaksha is absent or on leave or is incapacitated from functioning (inserted by Act 1 of 1997 w.e.f. 26.2.1997); and
- (b) in the absence of the Adhyaksha [or when the office of Adhyaksha is vacant] preside over the meeting of the Taluk Panchayat (inserted by Act 1 of 1997 w.e.f. 26.2.1997).

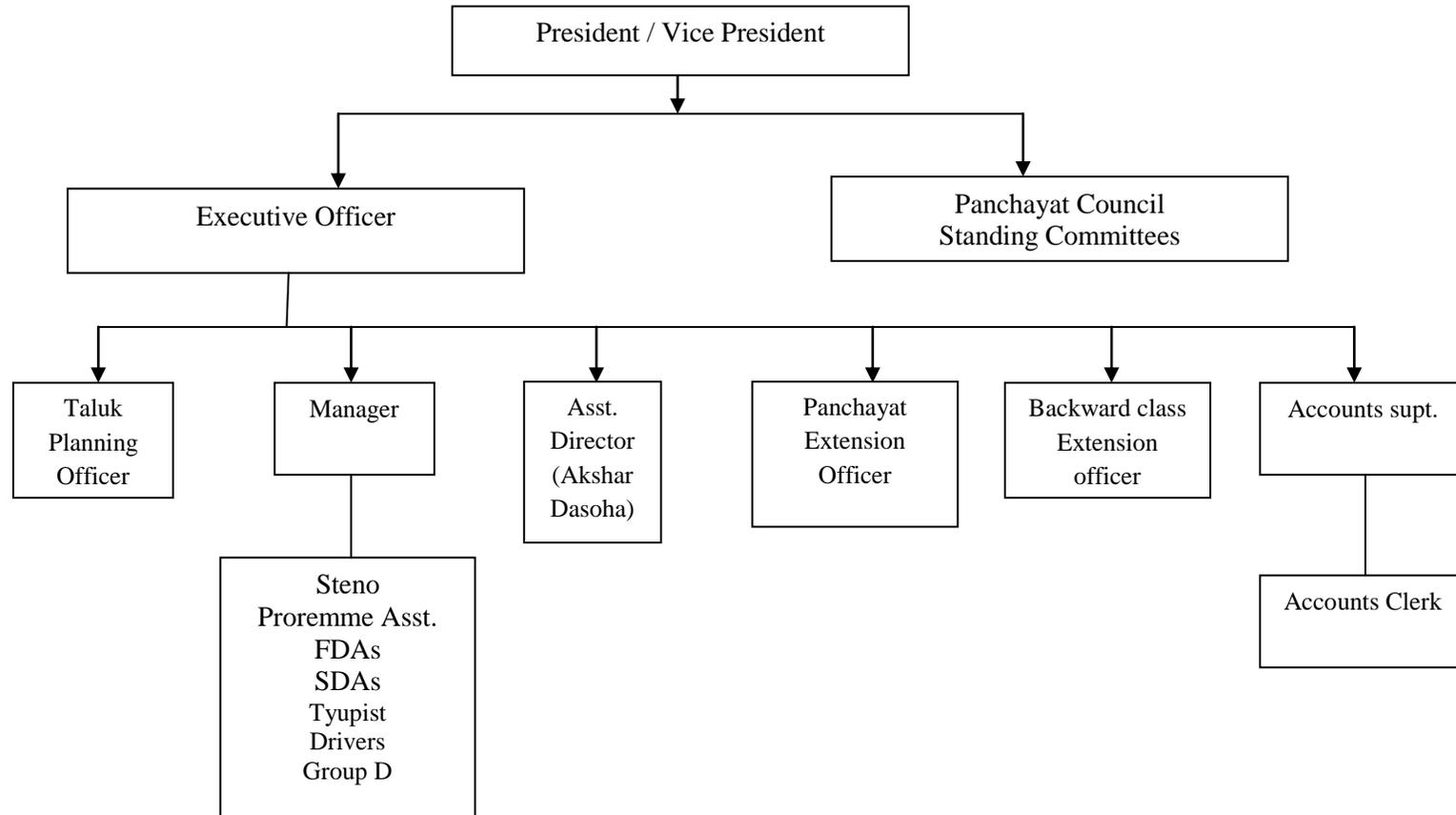
4.13.8. Mode of Making Contract

- (1) Every contract or agreement entered into on behalf of the Taluk Panchayat shall be binding on the Taluk Panchayat only if the said contract or agreement is executed in accordance with the provisions of this section.
- (2) The Executive Officer shall execute contract or agreements on behalf of the Taluk Panchayat in respect of matters which he is empowered to carry out under the provisions of this Act. He may execute such contract or agreement on behalf of Taluk Panchayat upto such amount of value of contract or agreement as may be specified by the Government from time to time. In all other cases he shall execute a contract or agreement only with the sanction of the Taluk Panchayat.

4.13.9. Staffs of Taluk Panchayat Samiti

Executive Officer and Other Staffs: The Government shall appoint a Group A Officer of the State Civil Services or equal to the rank of the Assistant Commissioner to be the Executive Officer of the Taluk Panchayat.

Figure 4.6: Organisation of Taluk Panchayat Samiti in Karnataka



Source: Human Development Report 2008, Mysore District

The main sources of income of the taluk panchayat samitis are grants from the government or zilla panchayat. They are also entitled to levy the following fees and tolls. Fees for the use of their property, license fee on brokers etc., fees for the service of bulls and stallions; fees at fairs, markets, agricultural shows and industrial exhibitions and fees on the registration of animals sold in the markets and rent collected for its property.

4.14. Zilla Panchayat

The Apex institution of panchayat raj in Karnataka is the Zilla Panchayat (ZP) constituted for each district. There are 30 ZPs corresponding to 30 districts in the state as a whole. The ZP consists of the presidents of all the TPS, in the district, members of the Lok Sabha and the state Legislative Assembly representing a part or whole of the district, members of the Rajya Sabha and the state Legislative Council, who are ordinarily residents in the district. In addition to these, it includes the government officers working in the district, not exceeding 15 in number, a member of the scheduled caste and women members, all nominated by the state government (Karnataka at a Glance 2009-10).

The Deputy Commissioner (Head of the District Administration) of the districts is the ex-officio president of the ZP. The state government has been empowered to appoint a secretary to the district council of the status of an assistant commissioner. It is clear, therefore, that the ZP is partly managed by elected (indirectly) representatives and partly by the government nominees. Furthermore, the very fact that the president of the ZO is the Deputy Commissioner of the district, the ZP becomes a bureaucratic organisation rather than an organisation of the elected representatives of the people. The Zilla Panchayat is simply a coordinating and supervisory body with no executive functions.

4.14.1. Functions of Zilla Panchayat

- (1) The Zilla Panchayat shall perform the functions specified in Schedule III (Subsection 1 and 2 substituted by Act 29 of 1997 w.e.f. 20.10.1997):
Provided that where the State Government or Central Government provide

funds for the performance of any function specified in Schedule III, the Zilla Panchayat shall perform such functions in accordance with the guidelines or norms laid down for performance of such function.

- (2) Notwithstanding anything contained in sub-section (1) or Schedule III, it shall be obligatory on the part of the Zilla Panchayat so far as the Zilla Panchayat fund at its disposal will allow, to make reasonable provisions within the area under its jurisdiction, in respect of the following matters, namely:
- (i) establishment of health centres including maternity centres so as to cover the entire population within five years, as per the norms laid down by the Government;
 - (ii) construction of underground water recharge structures to ensure availability of water in the drinking water wells;
 - (iii) prevention of drilling of irrigation bore wells in the vicinity of drinking water wells to ensure adequate drinking water, especially in lean season; and
 - (iv) drawing up a plan for social forestry development in each taluk and spending not less than such percentage of the District Plan allocation every year as may be specified by the Government from time to time.

4.14.2. Assignment of Functions

- (1) The Government may assign to a Zilla Panchayat, functions in relation to any matters to which the executive authority of the Government extends or in respect of the functions which have been assigned to the State Government by the Central Government.
- (2) The Government may, by notification, withdraw or modify the functions assigned under this section.

4.14.3. Standing Committees

- (1) The Zilla Panchayat shall have the following Standing Committees, namely:

- (a) General Standing Committee;
 - (b) Finance, Audit and Planning Committee;
 - (c) Social Justice Committee;
 - (d) Education and Health Committee; and
 - (e) Agriculture and Industries Committee.
- (2) Each Standing Committee shall consist of such number of members not exceeding seven including the Chairman as specified by the Zilla Panchayat elected by the members of the Zilla Panchayat from amongst the elected members. The election of members of standing Committee shall be held as soon as may be after every general election of member of Zilla Panchayat or on its reconstitution or establishment under this Act or immediately before the expiry of the term of office of the members of the Standing Committee: (substituted by Act 29 of 1997 w.e.f. 20.10.1997): Provided that the Social Justice Committee shall consist of at least one member who is a woman and one member from either the scheduled castes or the scheduled tribes whichever has more number of elected members.
- (2A) The term of office of every member of the standing committee shall, save as otherwise provided in this Act, be twenty months from the date of his election or till he ceases to be a member of the Zilla Panchayat, whichever is earlier (inserted by Act 17 of 1996 w.e.f. 23.9.1996).
- (3) The Adhyaksha shall be the ex-officio member and Chairman of the Finance, Audit and Planning Committee. The Upadhyaksha shall be the ex-officio member and Chairman of the General Standing Committee. The other standing committees shall elect the Chairman from among their members (substituted by Act 29 of 1997 w.e.f. 20.10.1997).
- (4) No member of the Zilla Panchayat shall be eligible to serve on more than two Standing Committees.
- (5) The Chief Executive Officer shall be the Ex-officio Secretary of the General Standing Committee and the Finance, Audit and Planning Committee and he shall nominate one of the Deputy Secretaries as Ex-officio Secretary for

each of the remaining standing committees. The Chief executive officer shall be entitled to attend the meetings of all the standing committees.

4.14.4. Functions of the Standing Committees

- (1) The General Standing Committee shall perform functions relating to the establishment matters and functions relating to communications, buildings, rural housing, village extensions, relief against natural calamities and allied matters and all miscellaneous residuary matters.
- (2) The Finance and Planning Committee shall perform the functions relating to:
 - (a) the finances of the Zilla Panchayat, framing of budgets, scrutinizing proposals for increase of revenue, examination of receipts and expenditure statements, consideration of all proposals affecting the finances of the Zilla Panchayat and general supervision of the revenue and expenditure of the Zilla Panchayat.
 - (b) the plan priorities, allocation of outlays to developments, horizontal and vertical linkages, implementation of guidelines issued by the Government, regular review of planned programmes, evaluation of important programmes and small savings schemes.
- (3) The Social Justice Committee shall perform functions relating to:
 - (a) promotion of educational, economic, social, cultural and other interests of the Scheduled Castes and Scheduled Tribes and Backward Classes;
 - (b) protecting them from social injustice and all other forms of exploitation;
 - (c) amelioration of the Scheduled Castes and Scheduled Tribes and Backward Classes; and
 - (d) securing social justice to the Scheduled Castes and Scheduled Tribes, women and other weaker sections of the society.
- (4) The Education and Health Committee shall perform the following functions:
 - (a) be in-charge of all educational activities of the Zilla Panchayat;

- (b) undertake the planning of education in the district within the framework of the national policy and the national and state plans;
 - (c) survey and evaluate the educational activities of the Zilla Panchayat;
 - (d) perform such other duties pertaining to education, adult literacy and cultural activities as the Zilla Panchayat may assign to it; and
 - (e) health services, hospitals, water supply, family welfare and other allied matters.
- (5) The Agriculture and Industry Committee shall perform functions relating to:
- (a) agricultural production, animal husbandry, cooperation, contour bunding and reclamation;
 - (b) village and cottage industries; and
 - (c) promotion of industrial development of the district.
- (6) The Standing Committees shall perform the functions referred to above to the extent the powers are delegated to them by the Zilla Panchayat.
- (7) The Committees shall perform in respect of matters assigned to them such additional duties as may be prescribed.

4.14.5. Procedure of Committees

- (1) The Zilla Panchayat may frame regulations relating to election of members of committees conduct of business therein and all other matters relating to them.
- (2) The Chairman of every committee shall in respect of the work of that committee be entitled to call for any information, written statement or report from the office of the Zilla Panchayat and to enter on and inspect any immovable property of the Zilla Panchayat or any work in progress concerning the committee.
- (3) Each committee shall be entitled to require attendance at its meetings any officer of the Zilla Panchayat who is connected with the work of the committee. The Chief Executive officer shall under instruction of the Committee, issue notices and secure the attendance of the officer.

4.14.6. General Powers of Zilla Panchayat

- (1) The Zilla Panchayat shall have powers to do all acts necessary for or incidental to, the carrying out of the functions entrusted or delegated to it and, in particular, and without prejudice to the foregoing powers to exercise all powers specified under this Act.
- (2) Subject to the general or special orders of the Government, a Zilla Panchayat may:
 - (a) incur expenditure on education or medical relief outside its jurisdiction.
 - (b) provide for carrying out any work or measure likely to promote the health, safety, education, comfort, convenience or social or economic or cultural well-being of the inhabitants of the district;
 - (c) contribute to associations of all India, State or Inter-State level, concerned with the promotion of local Government and to exhibition, seminars and conferences within the district related to the activities of Grama Panchayat, Taluk Panchayat and Zilla Panchayat; and
 - (d) render financial or other assistance to any person for carrying on in the district any such activity which is related to any of the functions of the said bodies.

4.14.7. Staffs of Zilla Panchayat

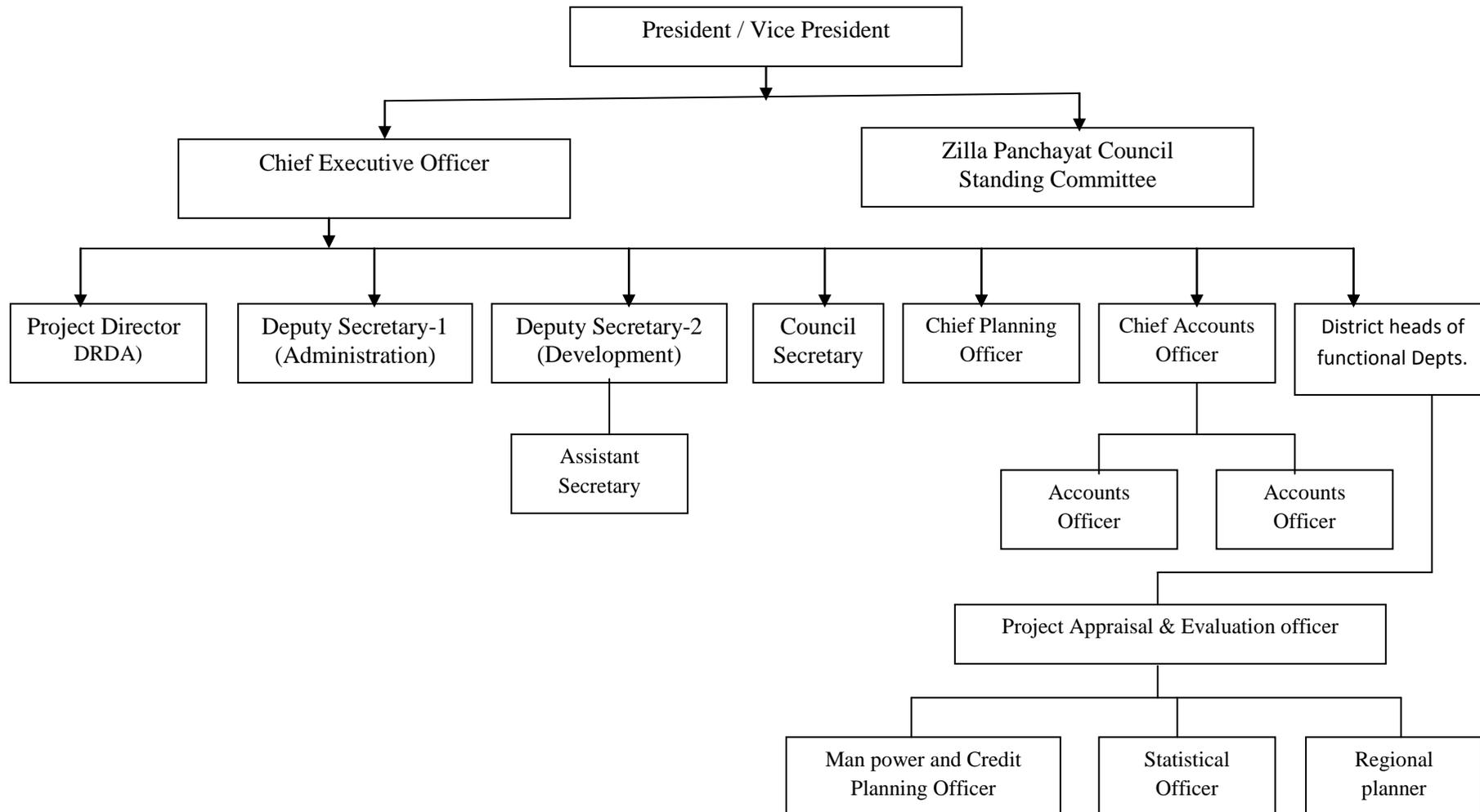
4.14.7.1. Chief Executive Officer and Other Officers:

- (1) The Government shall appoint an officer not below the rank of the Deputy Commissioner of a district as Chief Executive Officer of the Zilla Panchayat: Provided that if a suitable officer not below the rank of the Deputy Commissioner of a District is not available for appointment as Chief Executive Officer of the Zilla Panchayat, the Government may for a period of three years from the date of commencement of the Karnataka Panchayati Raj (Amendment) Act, 1998 appoint an officer of the Karnataka Administrative Service (Selection Grade) or an officer belonging to the Development and Local Government Branch of the Karnataka General Services holding

a post in a Grade equal to that of the Karnataka Administrative Service (Selection Grade) as Chief Executive Officer of the Zilla Panchayat (inserted by Act 29 of 1998 w.e.f. 24.11.1998).

- (2) The Government shall also appoint a Chief Accountants officer, a Chief Planning Officer and one or more Deputy Secretaries for each Zilla Panchayat. (Inserted by Act 29 of 1997 w.e.f. 20.10.1997)
- (3) The Government shall post from time to time to work under every Zilla Panchayat such number of other officers and officials of the State Government (including any officers and officials appointed to such services from amongst persons employed by existing local authorities) and officers of the All India Service as the Government considers necessary.
- (4) Notwithstanding anything contained in this Act or any other law for the time being in force the Government or any other officer or other authority authorized by it in this behalf shall have power to effect transfer of the officers and officials so posted either within the district or from one district to another district.
- (5) The Government may as from the specified day constitute such services for each Zilla Panchayat as may be prescribed.

Figure 4.7: Organisation of Zilla Panchayat in Karnataka



Source: Human Development Report, 2008 Mysore District

4.14.7.2. Functions, Powers and Duties of the Chief Executive Officer and Other Officers

- (1) Save as otherwise expressly provided by or under this Act, the Chief Executive officer shall perform the following functions (substituted by Act 9 of 1996 w.e.f. 29.11.1995 and inserted by Act 37 of 2003 w.e.f. 1.10.2003):
 - (a) exercise all the powers specially imposed or conferred upon him by or under this Act, or under any other law for the time being in force;
 - (b) control the officers and officials of, or holding office under the Zilla Panchayat subject to the general superintendence and control of the Adhyaksha and such rules as may be prescribed (substituted by Act 9 of 1966 w.e.f. 29.11.1995);
 - (c) supervise and control the execution of all works of the Zilla Panchayat;
 - (d) take necessary measures for the speedy execution of all works and developmental schemes of the Zilla Panchayat;
 - (e) have custody of all meeting papers and documents connected with the proceedings of the meetings of the Zilla Panchayat and its Committees;
 - (f) draw and disburse monies out of the Zilla Panchayat fund; and
 - (g) exercise such other powers and discharge such other functions as may be prescribed.
- (2) The Chief Executive Officer shall attend every meeting of the Zilla Panchayat and shall have right to attend the meeting of any Committee thereof and to take part in the discussion but shall not have right to move any resolution or to vote. If in the opinion of the Chief Executive Officer any proposal or resolution before the Zilla Panchayat or any Committee or any order of the Adhyaksha is violative of, or inconsistent with, the provisions of this Act, or any other law or rule or order made thereunder or any financial regulation or budget provision or is in derogation of the functions and powers of the Zilla Panchayat, or its committee or the Adhyaksha, it shall be the duty of the Chief Executive Officer to advise the Zilla Panchayat or the committee or the Adhyaksha in the form of a written

- note containing the reasons for his opinion and specifying the law, rule, order, regulation or provision with which the proposal or resolution or order is inconsistent and if the proposal or resolution or order has been considered and passed by the Zilla Panchayat or the committee or the Adhyaksha before such advice is tendered, the Chief Executive Officer may resubmit the proposal or resolution or order with his advice after such examination as he considers necessary (substituted by Act 29 of 1997 w.e.f. 20.10.1997).
- (3) If the Zilla Panchayat or any of its committees or the Adhyaksha passes the resolution or order without resolving the inconsistency referred to in subsection (2) it shall be the duty of the Chief Executive Officer, notwithstanding any other provisions in this Act, to forward forthwith to the Government under intimation to the Adhyaksha a copy of the said resolution or order along with his written note and he shall not implement such resolution or order otherwise than as decided by the Government: (Substituted by Act 29 of 1997 w.e.f. 20.10.1997.) Provided that if the Government does not communicate its decision within fifteen days from the date of receipt of such letter, the Chief Executive Officer shall take action to implement such resolution of the Zilla Panchayat or the committee or the order of the Adhyaksha.
- (4) The Chief Accounts Officer shall advise the Zilla Panchayat in matters of financial policy and shall be responsible for all matters relating to the accounts of the Zilla Panchayat including the preparation of the annual accounts and budget.
- (5) The Chief Accounts Officer shall ensure that no expenditure is incurred except under proper sanction and in accordance with this Act and the rules and regulations made thereunder and shall disallow any expenditure not warranted by the Act or the rules or regulations for which no provision is made in the budget.
- (6) The Deputy Secretary shall assist the Chief Executive Officer in the performance of his duties.

The Zilla Panchayats have not been assigned any independent sources of revenue. No provision has been made in the Act for the constitution of a fund at the district level. In brief, it depends entirely upon the government for its meagre expenditure.

The organizational structure of the three-tier institutions is given in the following charts 4.2, 4.3 and 4.4. Section 309 of the PRI Act provides scope for the preparation of Development Plans. Every Grama Panchayat would prepare plans called Annual plans and submit it to the Taluk Panchayati Samiti and Taluk Panchayati Samiti consolidate the plans at the taluk level and taluk plans are submitted to the Zilla Panchayat which prepares its plans based on the feedback obtained from GP and TPS. This plan has to be submitted to the District Planning Committee (DPC).

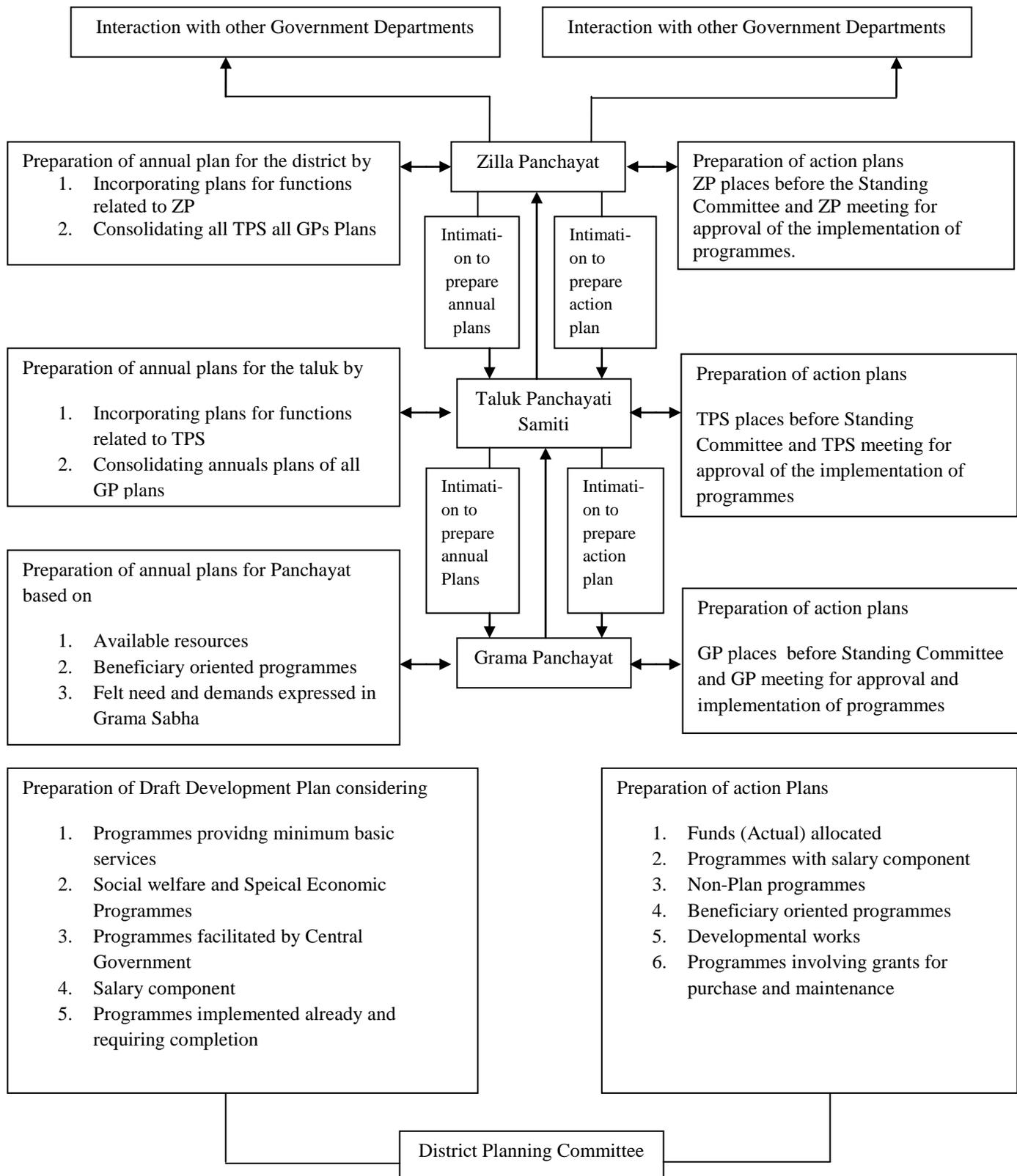
Section 310 provides for the constitution of a District Planning Committee (DPC) which is a novel feature of the 73rd CAA to consolidate the plans of the PRIs and Urban Local level Institutions. The DPC consists of Members of Parliament, Elected Members from Zilla Panchayat, Members from Urban Local Bodies. The Chairperson of the DPC is the Adyaksha of the ZP, Mayor of City Corporation or President of City Municipal Council is Upadyaksha of DPC. MLSs, MLCs, DC are permanent invitee. Chief Executive Officer is the Secretary of DPC.

The DPC has to prepare a District Development Plan for matters of common interest of the ZP, TPS and GPs. The DPC also has to consolidate the plans including spatial plans, sharing physical and natural resources, integrated development of infrastructure and environmental conservation. The existing planning process of the three panchayats is given in the following figure 4.5.

The District Plan has to concentrate on the following; the Document and analyze district economy based on the detailed resources inventory and establish levels of development of Sub-Districts / Taluks., formulate District Sector Schemes, prepare integrated spatial development plans to direct investment on infrastructure and district service networks system for social and economic

development, prepare employment budgeting and plans, prepare urban and rural sectoral development plans, indentify overall finances available for annual and five year plans and disaggregate finances under national, State and district sector schemes and prepare perspective five year and annual integrated development plan for the district, monitor and evaluate projects implemented at the district level and building a District Vision.

Figure 4.8
Existing Planning Process of Three-Tier System of Karnataka



Source: Human Development Report, Mysore District, 2008.

Conclusion

This chapter has discussed threadbare the organizational structures, human resources and functions of the three-tier system of Panchayati Raj Institutions. The chapter has extensively used the legislative and other legal documents which describe the structures and functions of the grama panchayats, Taluk panchayat samitis and Zilla panchayats. This has in a lengthy discussion pointed out the nuances with which the panchayat raj system operates in Karnataka with legal sanctions.

In the following chapters, the intent is on discussing the data collected and the analytical results of the same using simple statistical techniques.

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