# CONTENTS

<table>
<thead>
<tr>
<th>DECLARATION</th>
<th>Pg. No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>CERTIFICATE</td>
<td></td>
</tr>
<tr>
<td>ACKNOWLEDGEMENTS</td>
<td></td>
</tr>
</tbody>
</table>

## SUMMARY OF CONTENTS

<table>
<thead>
<tr>
<th>CHAPTER- I- INTRODUCTION</th>
<th>Pg. No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>01</td>
<td></td>
</tr>
<tr>
<td>CHAPTER- II- PANCHAYATI RAJ INSTITUTIONS IN ANCIENT, MEDIEVAL AND IN BRITISH PERIOD</td>
<td>13</td>
</tr>
<tr>
<td>CHAPTER- III- PANCHAYATI RAJ INSTITUTIONS IN THE POST COLONIAL PERIOD</td>
<td>36</td>
</tr>
<tr>
<td>CHAPTER- IV- DEVELOPMENT OF PANCHAYATI RAJ INSTITUTIONS IN KARNATAKA</td>
<td>81</td>
</tr>
<tr>
<td>CHAPTER- V- ANALYSIS OF LEGAL FRAME WORK FOR GRASS ROOT DEMOCRACY, UNDER KARNATAKA PANCHAYAT RAJ ACT, 1993</td>
<td>132</td>
</tr>
<tr>
<td>CHAPTER- VI- PANCHAYATI RAJ AND FINANCES</td>
<td>199</td>
</tr>
<tr>
<td>CHAPTER- VII- PANCHAYATI RAJ IN MYSORE DISTRICT</td>
<td>249</td>
</tr>
<tr>
<td>CHAPTER- VIII- EVALUATION OF VARIOUS RURAL DEVELOPMENT PROGRAMMES THROUGH THE PANCHAYATI RAJ INSTITUTIONS</td>
<td>311</td>
</tr>
<tr>
<td>CHAPTER- IX- GRAM SABHA</td>
<td>376</td>
</tr>
<tr>
<td>CHAPTER- X- CONCLUSIONS AND SUGGESTIONS</td>
<td>417</td>
</tr>
<tr>
<td>SELECT BIBLIOGRAPHY</td>
<td>428</td>
</tr>
<tr>
<td>TABLE OF CASES</td>
<td>436</td>
</tr>
<tr>
<td>SELECT GLOSSARY</td>
<td>438</td>
</tr>
<tr>
<td>ABBREVIATIONS</td>
<td>445</td>
</tr>
<tr>
<td>APPENDICES</td>
<td>448</td>
</tr>
</tbody>
</table>
CONTENTS

CHAPTER- I – INTRODUCTION.

1.1 IMPORTANCE OF LOCAL GOVERNMENTS. ................................. 1
1.2 THE PROBLEM. ................................................................. 4
1.3 OBJECTIVES OF THE STUDY. ............................................... 7
1.4 RESEARCH METHODOLOGY. ............................................... 8
1.5 ORGANISATION OF CHAPTERS. ......................................... 10

NOTES AND REFERENCES. ...................................................... 11

CHAPTER- II - PANCHAYATI RAJ INSTITUTIONS IN ANCIENT, MEDIEVAL AND IN BRITISH PERIOD.

2.1 PANCHAYATI RAJ IN ANCIENT INDIA. ................................... 13
2.2 THE VILLAGE COUNCIL- INSCRIPTIONAL EVIDENCES. ............... 14
2.3 VILLAGE PANCHAYATS DURING MUGHAL PERIOD. .................... 19
2.4 VILLAGE PANCHAYATS UNDER THE BRITISH RULE. ............... 22
2.5 CONCLUSION. ................................................................. 31

NOTES AND REFERENCES. ...................................................... 33

CHAPTER- III - PANCHAYATI RAJ INSTITUTIONS IN THE POST COLONIAL PERIOD.

3.1 MAHATMA GANDHIJI’S CONCEPT OF VILLAGE PANCHAYAT. ....... 36
3.2 A DEBATE IN THE CONSTITUENT ASSEMBLY. .......................... 37
CHAPTER- V - ANALYSIS OF LEGAL FRAME WORK FOR GRASS ROOT DEMOCRACY UNDER KARNATAKA PANCHAYAT RAJ ACT, 1993.

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.1</td>
<td>INTRODUCTION.</td>
<td>132</td>
</tr>
<tr>
<td>5.2</td>
<td>CONSTITUTION OF PANCHAYATS.</td>
<td>132</td>
</tr>
<tr>
<td>5.3</td>
<td>FREE AND FAIR ELECTIONS.</td>
<td>135</td>
</tr>
<tr>
<td>5.4</td>
<td>PROCEDURES IN ELECTION PETITION.</td>
<td>144</td>
</tr>
<tr>
<td>5.4.A</td>
<td>Trial of Election Petition.</td>
<td>144</td>
</tr>
<tr>
<td>5.4.B</td>
<td>Grounds for Declaring Election to be Void.</td>
<td>146</td>
</tr>
<tr>
<td>5.5</td>
<td>MOTION OF NO-CONFIDENCE.</td>
<td>164</td>
</tr>
<tr>
<td>5.6</td>
<td>MEETINGS OF PANCHAYATS.</td>
<td>172</td>
</tr>
<tr>
<td>5.7</td>
<td>FUNCTIONS, DUTIES AND POWERS.</td>
<td>180</td>
</tr>
<tr>
<td>5.8</td>
<td>TAXES AND FEES.</td>
<td>186</td>
</tr>
<tr>
<td>5.8.A</td>
<td>Composition of Taxes in Factory Areas.</td>
<td>188</td>
</tr>
<tr>
<td>5.9</td>
<td>CONCLUSION.</td>
<td>192</td>
</tr>
</tbody>
</table>

NOTES AND REFERENCES. | 194 |

CHAPTER- VI - PANCHAYATI RAJ AND FINANCES.

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.1</td>
<td>INTRODUCTION.</td>
<td>199</td>
</tr>
<tr>
<td>6.2</td>
<td>SOURCES OF INCOME IN THE ANCIENT VILLAGE COMMUNITY.</td>
<td>199</td>
</tr>
<tr>
<td>6.3</td>
<td>POSITION IN THE POST INDEPENDENCE.</td>
<td>201</td>
</tr>
<tr>
<td>6.3.A</td>
<td>Resources of Panchayats.</td>
<td>203</td>
</tr>
<tr>
<td>6.3.B</td>
<td>Expenditure of Panchayats.</td>
<td>205</td>
</tr>
<tr>
<td>6.3.C</td>
<td>Resources of Panchayat Samitis.</td>
<td>205</td>
</tr>
<tr>
<td>6.3.D</td>
<td>Zilla Parishad.</td>
<td>206</td>
</tr>
<tr>
<td>6.3.E</td>
<td>General.</td>
<td>206</td>
</tr>
<tr>
<td>6.4</td>
<td>THE INCOME STRUCTURE OF RURAL KARNATAKA.</td>
<td>209</td>
</tr>
<tr>
<td>6.4.A</td>
<td>A Brief History.</td>
<td>209</td>
</tr>
</tbody>
</table>
6.4.E) State Finance Commission. ........................................ 219

6.5 ELEVENTH FINANCE COMMISSION (FOR THE YEAR 2000-2005). ---- 233
6.5.A) Measures to Augment the Consolidated Funds of the States. ----- 235
6.5.B) Reforms in Local Taxes and Rates. ............................... 235
6.5.C) Maintenance of Civic Services. ................................... 236
6.5.D) Account and Audits. .............................................. 236
6.5.E) Database on the Finances of the Panchayats. ...................... 237
6.5.F) Grants for the Panchayats. ....................................... 237
6.5.G) Taxation on Central Government Properties. .................... 238

6.6 VIEWS OF THE INTERVIEWED RESPONDENTS. .......................... 239
6.7 CONCLUSION. .......................................................... 242
NOTES AND REFERENCES. ............................................... 245

CHAPTER- VII - PANCHAYATI RAJ IN MYSORE DISTRICT.
7.1 MYSORE DISTRICT IN GENERAL. ...................................... 249
7.1.A) Profile of Mysore District. ...................................... 249
7.1.B) Origin of Name. ................................................ 250
7.1.C) Location. ........................................................ 250
7.1.D) Area and Population. .......................................... 250
7.1.E) Agriculture and Irrigation. .................................... 251
7.1.F) Rainfall. ......................................................... 252
7.1.G) Horticulture. .................................................... 252
7.1.H) Sericulture. ..................................................... 252
7.1.I) Animal Husbandry. ............................................ 252
7.1.J) Fisheries. ....................................................... 253
7.1.K) Forest. ................................................................. 253
7.1.L) Banking Industry. .............................................. 254
7.1.M) Communication. .............................................. 254
7.1.N) Industry. .......................................................... 254
7.1.O) Literacy and Educational Institutions. ................. 254

7.2 LOCAL SELF-GOVERNMENT IN MYSORE DISTRICT. ........ 255
7.2. A) A Brief History. .............................................. 255
7.2. B) Village Panchayats. .......................................... 258

7.3 INSTITUTIONAL FRAME WORK OF GRAMA PANCHAYAT,
    TALUK PANCHAYAT AND ZILLA PANCHAYAT. ................. 261
    7.3.A) Formation. .................................................. 263
    7.3.B) The Salary and Allowances. ............................. 264
    7.3.C) Staff of Zilla Panchayat. ................................ 268
    7.3.D) Staff of Taluk Panchayat. ................................. 271
    7.3.E) Staff of Grama Panchayat. ............................... 273

7.4 FUNCTIONING OF ZILLA PANCHAYAT AND TALUK PANCHAYAT.
    7.4.A) Standing Committees. ..................................... 279
    7.4.B) Motion of No Confidence. ................................. 291

7.5 SAMPLE GRAMA PANCHAYATS. ................................ 295
    7.5.A) Brief information about Udbur and Siddalingapura Grama Panchayats. 295
    7.5.B) Public Security. ............................................ 297
    7.5.C) Poverty Alleviation. ...................................... 299
    7.5.D) Agriculture and Animal Husbandry. ..................... 300
    7.5.E) Environment. .............................................. 302
    7.5.F) Education. .................................................. 302
    7.5.G) Communications. .......................................... 303
    7.5.H) Personal Observations. .................................. 305
CHAPTER-VIII-EVALUATION OF VARIOUS RURAL DEVELOPMENT PROGRAMMES THROUGH THE PANCHAYATI RAJ INSTITUTIONS.

8.1 ROLE OF PANCHAYATI RAJ INSTITUTION IN RURAL DEVELOPMENT.
   8.1.a) Concept of Rural Development. 
   8.1.b) Definition. 
   8.1.c) Objectives of Rural Development.

8.2 AREA DEVELOPMENT PROGRAMMES.
   8.2.A. Wage Employment Programmes.
      8.2.A.a) Jawahar Gram Samriddhi Yojana (JGSY).
      8.2.A.b) Employment Assurance Scheme (EAS).
   8.2.B. Housing and Habitate Development Programmes.
      8.2.B.a) Indira Awaaz Yojana (IAY).
      8.2.B.a.i) Construction and Up gradation of Houses.
      8.2.B.a.ii) Credit Cum Subsidy for Rural Housing Scheme.
      8.2.B.a.iii) Housing Scheme under State Plan.
      8.2.B.a.iv) Sites under Ashraya Scheme.
      8.2.B.b) Swasthi Grama Yojana.
      8.2.B.b.i) Swasthi Grama Yojana in Udbur Village.
   8.2.C. Watershed Development Programmes.
      8.2.C.a) Drought Prone Areas Programme (DPAP).
      8.2.C.b) Western Ghats Development Programme (WGDP).
8.2.D. Special Economic Programmes. 339

8.2.E. Rural Energy Programmes. 342
8.2.E.a) Integrated Rural Energy Programme (IREP). 343
8.2.E.b) National Programme for improved Stoves (Chulhas) (NPIC). 346
8.2.E.c) National Project on Biogas Development (NPBD). 347

8.2.F. Rural Water Supply and Sanitation. 349
8.2.F.a) Water Supply Schemes. 349
8.2.F.b) Nirmal Gram Yojana (NGY). 351

8.3 PANCHAYATI RAJ PROGRAMMES. 355
8.3.a) Panchayati Raj and Education. 355
8.3.a.i) Introduction. 355
8.3.a.ii) The Status of Education in Mysore District. 356
8.3.a.iii) Adult Education Programme. 356
8.3.b) Panchayati Raj and Health and Family Welfare. 357
8.3.c) Panchayati Raj And Social Welfare. 361
8.3.c.i) Educational Development Programmes. 361
8.3.c.ii) Economic Development Programmes. 362
8.3.c.iii) Social Development Programmes. 362
8.3.c.iv) Special Unit Plan. 362
8.3.c.v) Scheduled Tribe Sub-Plan. 363
8.3.c.vi) Welfare of Backward Class and Minorities. 364
8.3.d) Panchayati Raj And Women And Child Development. 366
8.3.e) Panchayati Raj And Environment. 368

8.4 CONCLUSION. 371
NOTES AND REFERENCES. 373
CHAPTER- IX - GRAMA SABHA.

9.1 INTRODUCTION AND IMPORTANCE OF PEOPLE’S PARTICIPATION. 376

9.2 THE PLACE OF GRAM SABHA IN THE PRE-INDEPENDENCE AND IN POST COLONIAL INDIA. 379

9.3 THE DIWAKAR COMMITTEE REPORT. 382

9.3.A. Status and Role of the Gram Sabha. 383
9.3.B. Strengthening the Gram Sabha. 385
9.3.C. Size and Meetings of Gram Sabha. 385
9.3.D. Decision-Making in Gram Sabha. 385
9.3.E. Functional Committees. 385
9.3.F. Village Production Plans. 386
9.3.G. Village Volunteer Force. 386
9.3.H. Welfare of Women and Weaker Sections. 386
9.3.I. Training and Education. 386
9.3.J. Institutional Functioning. 387
9.3.K. Regeneration – the Objectives. 387

9.4 GRAM SABHA AND ITS DEVELOPMENT IN KARNATAKA. 390

9.5 INTERPRETATION OF DATA RELATING TO GRAM SABHA. 394

9.5.A. Views of Interviewed Respondents. 399
9.5.B. Personal Observations. 406

9.6 CONCLUSION. 409
NOTES AND REFERENCES 413

CHAPTER- X - CONCLUSIONS AND SUGGESTIONS. 417
NOTES AND REFERENCES 427
APPENDICES.

APPENDIX-I  –  Text of the 73rd Constitution Amendment Act, 1992. 448
APPENDIX-II  –  Text of Eleventh Schedule (Of Constitution). 454
APPENDIX-III  –  Text of Schedule-I of KPR Act, 1993. 455
APPENDIX-IV  –  Text of Schedule-II of KPR Act, 1993. 459
APPENDIX-VI  –  Text of Schedule-IV of KPR Act, 1993. 467
APPENDIX-VII  –  Schedule for Grama Panchayat Members. 468
APPENDIX-VIII  –  Schedule for Taluk Panchayat and Zilla Panchayat Members. 471
APPENDIX-IX  –  Schedule for Common Man. 475
APPENDIX-X  –  Schedule for Secretaries of Grama Panchayats 480
APPENDIX-XI  –  Schedule for officials of Grama Panchayats Except Secretaries. 481
APPENDIX-XII  –  Schedule for Officials of Taluk and Zilla Panchayats. 482