CHAPTER-5
AN ABLE ADMINISTRATOR
AND REFORMER
The people of Karnataka brought about a change in the Government in January 1983 and reaffirmed their faith in that Government again in March 1985. The Janata Government under Chief Minister Ramakrishna Hegde introduced the development process in the key sectors.¹ They can be examined as follows:

INVESTMENT AND PRIORITIES

The Karnataka's sixth five year plan for 1980-85 had completed three years of implementation by 1983. A new government had to manage this implementation of the sixth plan in the remaining two concluding and crucial years.

The sixth plan had broadly the objectives of accelerating the growth of the state's economy. Creating more employment and establishing of an economy with greater social justice and less income inequalities. The Planning Commission had approved an outlay of Rs. 2,265 crores for the sixth plan. By 1983, Rs. 1,372 crores of the sixth plan had been spent leaving a balance of Rs 894 crores for the remaining two years.²

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Utilising the flexibility of the planning process offered by annual plans, the new government made a bid for a fresh look at the goals. The priorities and implementation focusing attention on achieving accelerated growth with greater alleviation of poverty providing more and more goods and services required by the poorer sections of society. Offering an employment guarantee for those who sought work in rural areas, introducing innovative approaches to tackle the problem of the drought and making tireless efforts for improving the quality of living of the masses.

Larger investment coupled with better management and development of human resources for reducing the objectives were imperative. This led to the conceiving of new programmes and wherever necessary for modification of the existing programmes for the realisation of the new perspectives.

**TOTAL DEVELOPMENT OUTLAY**

The development outlay in the state includes the state plan outlay, expenditure on centrally sponsored and central sector schemes, expenditure on Cauvery Basin Irrigation projects which are pending approval, expenditure on Western Ghats Development and non plan development expenditure. The total development
expenditure which stood at Rs. 3137.11 crores during 1980-83 reached Rs. 6255.03 crores by the end of 1985. Of this nearly 50 percent (Rs. 3118 crores) was the development expenditure during two years 1983-85. Additional investment on irrigation which was Rs. 86.11 during 1980-83 rose to Rs. 109.72 crores during the closing two years 1983-85. In short, the annual average development expenditure which was Rs. 1045.70 crores during 1980-83 jumped to Rs. 1558.96 crores during 1983-85. Thus it increased by nearly 50 percent in the closing two years of the sixth plan.

The year wise development expenditure during the 1980-85 are given in the next page.
Table-1

DEVELOPMENT EXPENDITURE, KARNATAKA-1980-85

<table>
<thead>
<tr>
<th>Sl.No. Development Item</th>
<th>1980-83 (3 years)</th>
<th>RE.</th>
<th>BE.</th>
<th>1983-85 (2 years)</th>
<th>1980-85</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. State Plan expenditure</td>
<td>1371.92</td>
<td>630.53</td>
<td>650.28</td>
<td>1280.81</td>
<td>2652.73</td>
</tr>
<tr>
<td>2. Expenditure on centrally sponsored and central sector schemes</td>
<td>200.92</td>
<td>199.96</td>
<td>171.90</td>
<td>291.86</td>
<td>492.78</td>
</tr>
<tr>
<td>3. Expenditure on Cauvery Basin Project</td>
<td>86.11</td>
<td>44.16</td>
<td>65.56</td>
<td>109.72</td>
<td>195.83</td>
</tr>
<tr>
<td>4. Other Non-Plan Development expenditure</td>
<td>1472.23</td>
<td>672.95</td>
<td>755.17</td>
<td>1428.12</td>
<td>290035</td>
</tr>
<tr>
<td>5. Expenditure on Western Ghats Development</td>
<td>5.93</td>
<td>3.70</td>
<td>3.2</td>
<td>7.41</td>
<td>13.34</td>
</tr>
<tr>
<td>Total Development Expenditure</td>
<td>3137.11</td>
<td>1471.30</td>
<td>1646.62</td>
<td>3117.92</td>
<td>6255.03</td>
</tr>
</tbody>
</table>

Average Development Expenditure per years (Rs. crores):
- 1980-83: 1045.70
- 1983-85: 1558.96

Source: The Dawn of a New Era-p-10

HIGHER PRIORITY FOR MINIMUM NEEDS

The new government considered that providing minimum needs to the masses should get the top priority instead of
continuing to treat it as a residuary item after meeting the demands of the core sectors. This was initiated to provide a major fillip to rural areas and indirectly strengthen the rural infrastructure to supplement the anti-poverty programmes. To achieve this objective, outlay in minimum needs programme, cauvery electrification, rural roads, elementary education, adult education, rural health, rural water supply, rural housing, nutrition, environmental, improvement of slums and forestry for rural energy needs substantially raised in the annual plans for 1983-84 and 1984-85.

Investment on minimum needs programme as approved by the planning commission for the sixth plan was Rs. 207.86 crores. Against this, the realised investment was Rs. 383.90 crores. Such a steep stepping up of the outlays on the minimum needs programme was a direct outcome of the fresh look at the priorities and tilting allocation decisions in favour of the minimum needs. The average expenditure per year on the minimum needs programme almost doubled to Rs. 109.08 crores during 1983-85 in comparison with Rs. 55.25 crores during 1980-83.

Item wise expenditure on the minimum needs programme are the different years of the sixth plan are given in Table 2.
### Table 2

**EXPENDITURE ON MINIMUM NEEDS PROGRAMME 1980-83**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>(3 Years) RE</td>
<td>(2 Years) B.E.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Rural Electrification</td>
<td>178.60</td>
<td>160.00</td>
<td>1175.00</td>
<td>1335.00</td>
<td>1513.60</td>
</tr>
<tr>
<td>2. Rural Roads</td>
<td>2342.83</td>
<td>1003.00</td>
<td>956.00</td>
<td>1959.00</td>
<td>4301.83</td>
</tr>
<tr>
<td>3. Elementary Education</td>
<td>766.21</td>
<td>706.46</td>
<td>1154.00</td>
<td>1860.46</td>
<td>2626.67</td>
</tr>
<tr>
<td>4. Adult Education</td>
<td>331.52</td>
<td>148.12</td>
<td>292.12</td>
<td>440.24</td>
<td>771.76</td>
</tr>
<tr>
<td>5. Rural Health</td>
<td>630.60</td>
<td>443.32</td>
<td>890.55</td>
<td>1333.87</td>
<td>1964.47</td>
</tr>
<tr>
<td>6. Rural Watersupply</td>
<td>6736.14</td>
<td>4635.50</td>
<td>3005.00</td>
<td>7640.50</td>
<td>14376.64</td>
</tr>
<tr>
<td>7. Rural Housing</td>
<td>3514.57</td>
<td>1679.20</td>
<td>1773.50</td>
<td>3452.70</td>
<td>6967.27</td>
</tr>
<tr>
<td>8. Environmental Improvement of slums</td>
<td>414.99</td>
<td>145.60</td>
<td>457.00</td>
<td>602.60</td>
<td>1017.50</td>
</tr>
<tr>
<td>9. Nutrition</td>
<td>892.38</td>
<td>514.70</td>
<td>1187.00</td>
<td>1701.70</td>
<td>2594.08</td>
</tr>
<tr>
<td>10. Forestry for Rural energy Need</td>
<td>765.85</td>
<td>499.99</td>
<td>989.99</td>
<td>1489.98</td>
<td>2255.83</td>
</tr>
<tr>
<td>Total expenditure (1 to 10)</td>
<td>16573.69</td>
<td>9935.89</td>
<td>1880.16</td>
<td>21816.05</td>
<td>38389.94</td>
</tr>
<tr>
<td>Total state plan</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Expenditure</td>
<td>137192.00</td>
<td>63053.00</td>
<td>65028.00</td>
<td>128081.00</td>
<td>65273.00</td>
</tr>
</tbody>
</table>

**Annual average expenditure on minimum needs (Rs. Lakhs)**

<table>
<thead>
<tr>
<th>Period</th>
<th>1980-83</th>
<th>1983-85</th>
</tr>
</thead>
<tbody>
<tr>
<td>Period (3 Years)</td>
<td>5525</td>
<td>10,908</td>
</tr>
</tbody>
</table>
RURAL DRINKING WATER SUPPLY

Among the minimum need programme, the state achieved the distinction of providing rural water supply to all problem villages and also strengthening potable water supply in other villages within a record period. The outlay on rural water supply during 1983-86 was Rs. 76.4 crores as against Rs. 67.4 crores over a period of 3 years from 1980-83. At the beginning of 1983 covering a plan period of 32 years, the Number of potable water wells sunk in the state was 54,578. By March 1985, their number rose to 83,624. The record in ensuring potable water supply to rural to rural areas was dramatic in so far as the number of drinking water wells sunk during only two years from 1983 to 1985 was 29,046. No wonder Karnataka stood first in the country in the matter of rural water supply as per the assessment made by the planning commission.3

MAINTENANCE OF ASSETS

Inter-alia, emphasis was laid on better maintenance of assets like buildings, roads and irrigation works. Expenditure on it was Rs. 145.29 crores during three years of 1980-83 while it was Rs. 123.64 crores during the two years of 1983-85. The average

maintenance expenditure on assets per year during 1983-85 was Rs. 61.82 crores as against Rs. 41.76 crores during 1980-83.

**GROWTH OF STATE INCOME**

The net state domestic product (state income) which was Rs. 6009 crores on an average per annum during 1980-83 at current prices had increased to Rs. 8160 crores during 1983-85. Annual average growth recorded during 1983-85 had been quite impressive at 15.03 percent as against 10.50 percent for 1980-83. Similarly, annual average per capita income at current prices is Rs. 2035 for the years 1983-85 as compared to Rs. 1592 during 1980-83. Growth rate recorded in this regard on an average per annum was 12.27 percent during the period 1983-85 as against 7.76 percent for 1980-83.

State income at constant prices had increased from Rs. 2640 crores during 1980-83 to Rs. 2875 crores in 1983-85 on an average Per annum. Accordingly annual average growth had been 4.16 percent during 1983-85 as compared to 1.09 percent for 1980-83. per capita income at constant prices was Rs. 717.30 on an average Per annum during 1983-85 against Rs. 700.35 for 1980-83.

**EMPLOYMENT**
In the organised sector, employment opportunities had been steadily increasing in the later years of the sixth plan more than 51,000 new employment opportunities were created in the last two years as against 50,000 in the first three years. Women employment newly created was at the growth of 6000 per year during 1983-85 as against 5000 during 1980-83.

Although various programmes of the state had created employment opportunities substantially, both for the skilled and unskilled, the number of the job seekers was on the increase. In order to tackle the problems of educated employment, the scheme of stipendiary employment was implemented. The beneficiaries were the post-graduates, graduates and diploma holders from amongst families which had no adequate income (less than Rs. 3000 per year and no earning members in the family).

It had been the policy of the Janata Government to absorb the stipendiary graduates in the vacancies of the government employment in the departments concerned 50 per cent of the fresh jobs in various departments were reserved for these stipendiaries and local stipendiaries, stipend had been increased from Rs. 300 to Rs. 490 per month.
The growth of organised employment during the periods 1980-81 to 1984-85 is shown in the following Table 3.

**Table-3**

**ORGANISED EMPLOYMENT**

Unit-1000's

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Public</td>
<td>in 000's</td>
<td>794.2</td>
<td>816.1</td>
<td>813.8</td>
<td>863.5</td>
<td>882.3</td>
</tr>
<tr>
<td>1.</td>
<td>Private</td>
<td>in 000's</td>
<td>348.3</td>
<td>355.5</td>
<td>359.9</td>
<td>355.2</td>
<td>360.4</td>
</tr>
<tr>
<td>2.</td>
<td>Total</td>
<td>in 000's</td>
<td>1142.5</td>
<td>171.6</td>
<td>1191.7</td>
<td>1218.7</td>
<td>1242.7</td>
</tr>
</tbody>
</table>

|       | Women Employment | in 000's | 145.5 | 152.2 | 156.9 | 161.5 | 169.5 |

**Source:** Dawn of a new era.

The employment under the National Rural Employment Programmes: Rural landless employment guarantee programme and rural employment guarantee scheme had remarkably increased since 1983-84.

**Table-4**

<table>
<thead>
<tr>
<th></th>
<th>In lakh man days</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980-83</td>
<td></td>
</tr>
<tr>
<td>3 Years</td>
<td>1983-85</td>
</tr>
<tr>
<td>NREP</td>
<td>175.20</td>
</tr>
<tr>
<td>RLEGP</td>
<td>19.49</td>
</tr>
</tbody>
</table>

**Source:** Dawn of a New Era]
In the assessment of planning commission, Karnataka stood first in the country in the implementation of National Rural Employment Programmes.  

INSTITUTIONAL FINANCE

Increasing role of institutional finance in supplementing governmental finance was increasingly realised. Karnataka had better financial infrastructure than many states; but scope still existed in extending it to backward regions, improving quality of lending, providing more resources to unorganised weaker sections, improving the climate of recoveries etc. These aspects were attended to by the Department of Institutional Finance created in the state government in 1984. In this task, the Department acted as a liaison between state government and the financial institutions.

For the first time in the state a separate institutional finance plan was prepared. The plan visualised the proper lending pattern and institutional support to various economic activities. Efforts were made to diffuse the information on the various facilities available from the state Government preparations of "workbook" for

guiding field officers and provision of "Agricultural pass book" to the farmers for easing out administrative hurdles in obtaining credit from various financing agencies were contemplated.

Institutional network in the state had expanded and lending operations had improved in recent years. In regard to commercial banking operations the number of commercial bank branches had increased from about 2771 in 1980-81 to 3550 in 1984-85, adding 800 branches. Of these additional branches about 500 branches were opened during 1983-85. Advances to priority sectors had increased substantially by more than double from Rs. 595 crores in 1980-81 to Rs. 994 crores in 1982-83 and to Rs. 1350 crores in 1984-88.

Disbursement under Differential Interest Rate Scheme had been Rs. 35 crore per year on an average during the last two years as against Rs. 18 crores during 1980-83. There were 13 Regional Rural Banks in the state of which five banks had been started in the years 1984-85 alone. The state government with a view to cover each district by one regional rural bank had proposed to the Government of India for setting up of four more Regional Rural Banks in the state.

In commensurate with increase in the number of Regional
Rural Banks, the lending operation by them had also gone up substantially. Credit flow by the Regional Rural Banks have increased from Rs. 23 crore in 1980-81 to Rs. 56 crores in 1982-83 and to Rs. 95 crore in 1984-85 credit flow from the term lending institutions particularly that of Karnataka State Financial Corporation (KSFC) had created new highlights that year.

Total advances, lending to priority sectors and lending by other All-India financial institutions are given in the following Table. (See next page)
### Table-5

**PROGRESS OF FINANCIAL INSTITUTIONS IN KARNATAKA -1980-85**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>A. <strong>Commercial Bank</strong>&lt;br&gt;operations</td>
<td>Total Branches</td>
<td>No</td>
<td>2751</td>
<td>2903</td>
<td>3057</td>
<td>3343</td>
<td>3550</td>
</tr>
<tr>
<td></td>
<td>Total Advances</td>
<td>Rs. crores</td>
<td>1449</td>
<td>1772</td>
<td>2125</td>
<td>2351</td>
<td>2795</td>
</tr>
<tr>
<td></td>
<td>Advances to priority sector</td>
<td>Rs. Crores</td>
<td>595</td>
<td>743</td>
<td>994</td>
<td>1139</td>
<td>1350</td>
</tr>
<tr>
<td>B. <strong>Regional Rural Banks</strong></td>
<td>Disbursement</td>
<td>Rs. Crores</td>
<td>14</td>
<td>15</td>
<td>23</td>
<td>32</td>
<td>37</td>
</tr>
<tr>
<td>C. <strong>Term Lending Institutions</strong></td>
<td>Total Advances</td>
<td>Rs. Lakhs</td>
<td>2260</td>
<td>3746</td>
<td>5595</td>
<td>7580</td>
<td>9500</td>
</tr>
<tr>
<td>D. <strong>Central financing</strong>&lt;br&gt;(Amount Disbursement) Institutions</td>
<td>K.S.F.C.</td>
<td>Rs. Lakhs</td>
<td>1441</td>
<td>2164</td>
<td>3144</td>
<td>4267</td>
<td>7500</td>
</tr>
<tr>
<td></td>
<td>KSSIDC</td>
<td>Rs. Lakhs</td>
<td>694</td>
<td>953</td>
<td>1330</td>
<td>604</td>
<td>4500</td>
</tr>
<tr>
<td></td>
<td>I.D.B.I.</td>
<td>Rs. Crores</td>
<td>88</td>
<td>80</td>
<td>103</td>
<td>118</td>
<td>130</td>
</tr>
<tr>
<td></td>
<td>IFCI</td>
<td>Rs. Crores</td>
<td>10</td>
<td>22</td>
<td>13</td>
<td>13</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td>ICICI</td>
<td>Rs. Crores</td>
<td>15</td>
<td>23</td>
<td>14</td>
<td>23</td>
<td>27</td>
</tr>
<tr>
<td></td>
<td>LIC</td>
<td>Rs. Crores</td>
<td>9</td>
<td>20</td>
<td>9</td>
<td>9</td>
<td>15</td>
</tr>
</tbody>
</table>

Table Source: Dawn of a New Era.
I Poverty Alleviation Programmes

There were a number of poverty alleviation programmes under implementation during 1980-83. To these programmes eight new schemes were added by the new government in order to achieve more effective and satisfactory attack on the problem of poverty and of poor regions. These new schemes were as follows.

1. Anthyodaya,
2. Rural Employment Guarantee Scheme,
3. Aksharasene
4. Social security for widows,
5. Maternity allowance for child bearing women agricultural labours,
6. Dryland farming,
7. Halli Heddari (Village Roads),
8. Sethu Bandhana (Small Bridges) to improve communication in rural areas.

1. Anthyodaya

Anthyodaya was one among various new programmes introduced by the Janata Government in 1983-84. This programme was implemented in 56 selected Taluks. It envisaged upliftment of

five poorest families in every village. Financial assistance with subsidies was extended to the target families as under IRDP. These families also assisted on priority basis, under other schemes like old age and disabled pension, allotment of surplus land, provision of house to SC & ST's the scheme was implemented from 1983-84, with an annual target of 30,000 families in the selected Taluks. A total expenditure of Rs. 267 lakhs was incurred, benefiting over 37,000 families during the two years. As the programme was launched towards the end of 1983-84, only 7638 families were benefited during that year. However during 1984-85, annual target was fully achieved.

2. **RURAL EMPLOYMENT GUARANTEE SCHEME (REG'S)**

   This scheme was introduced in 1983-84, the REG's seek to provide guaranteed gainful employment to all illiterate, unskilled able bodied adults in rural areas within a reasonable distance from the place of residence. To begin with 45 taluks were covered under this scheme in 1983-84, later extended to 89 taluks in 1984-85.

3. **RURAL LANDLESS EMPLOYMENT GUARANTEE**

7. Six meaningful years- Assurances fulfilled 1983-89, Karnataka Information, Information and publicity Division, Government of Karnataka- 1989 p-44
PROGRAMME (RLEGP)

This was introduced in 1983-84 to improve and expand employment opportunities in rural areas and to provide guarantee of employment to landless labourers for at least 100 days in a year. The performance of Karnataka in implementing this programme stood first in the country during 1984-85 as per the planning commission's assessment.  

4. AKSHARA SENE

The age-old saying "Knowledge is mightier than sword". The most effective safeguard against exploitation and the sharpest instrument for motivating the poor to get into the mainstream of development is making people literate. Even though more than three decades of planning was done, the literacy rate in Karnataka was only 38.5 percent against the national average of 36.3 percent, for the poor to take advantage of the various programmes of development meant for their upliftment, they should become conversant about these schemes and should be able to procure information them from public authorities. They should also be able to raise their voice against

8. A People's Government, Promises and performances, Karnataka Information. 1986-p.3
injustice of one kind or the other. Therefore, government thought that a massive programme for making illiterate literate should be given high priority.

The 'Akshara Sene' Scheme was introduced with this objective of achieving a massive improvement in literacy. It was introduced in eight districts in the state with effect from April 1, 1984. This programme had three components:

i. Setting up of adult literacy centres by voluntary agencies

ii. Pre-Primary schools and

iii. Non-formal education to school drop-out and non-starters in the age group of six to eighteen years.

During two years 1983-85, school mothers had been appointed in 2286 pre-primary centres and more than 8000 non-formal education centre had been set up. The number of beneficiaries under adult literacy centres was 16.7 lakhs. The total expenditure incurred on these three components was about Rs. 3.2 crores during this period.

9. A people's government promises and performances, Karnataka Information- 1986 p-5
5. **PENSION TO DESTITUTE WIDOWS**

A monthly pension of Rs. 50 was provided to widows who were not supported by their relatives and did not have an income exceeding Rs. 1500 per annum. The pension was given till the death or remarriage. The scheme was in operation since April 1, 1984. As on December 1984, about 1.5 lakhs destitute widows received this benefit. The estimated expenditure during 1983-84 was Rs. 3 crores. In order to ensure prompt payment, the disbursement of pension was entrusted to public sector banks at the option of the beneficiaries.

6. **MATERNITY ALLOWANCE TO AGRICULTURAL LANDLESS WOMEN LABOURERS**

A novel scheme to help women agricultural landless labourers who suffered from malnutrition faced financial problems for getting medical care and for earning their livelihood during pre-natal and post-natal periods. Under this scheme which came into force from April 1984 not less than Rs. 300 at the rate of Rs. 100 per month was paid during advanced pregnancy periods. More than

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10 women and children welfare-Programmes and performances, Govt of Karnataka Information & Publicity Division- 1984, p-9
65,775 women were benefited by this scheme, for which the
government had incurred an expenditure of Rs. 2.02 crores till the
end of 1985.11

7. DRY LAND DEVELOPMENT PROGRAMME

More than three quarters of the cultivable area in Karnataka
was dry land, depending upon only rainfall for cultivation. The yields
were low and uncertain and acted as a disincentive to investment in
land improvement. The small and marginal farmers constituted the
majority of dry land farmers. While improved crop husbandry was
important to increasing yields, it was realised that appropriate land
and water management was equally important to improve the
productivity of dry land.

At this point of time there were several technological
innovations achieved substantial increase in the yields of dry land
crops.

A Dry Land Development programme was undertaken in the
state and four Dry Land Development Boards were constituted. One
for each revenue divisions.12 The main elements of the programme

11. Women & Children Welfare Programmes and performances,
Government of Karnataka Information and publicity Division- 1984,
p-10
12. Six Meaningful Years, Promises and performances, government of
Karnataka, Karnataka Information 1989- p. 25
consisted of soil and water conservation measure, improved crop husbandry and management, judicious use of inputs, farm forestry and mobilisation of institutional credit. To begin with one water shed - of about 25,000 hectares was selected in each district for development.

8. HALLI - HEDDARI AND SETHU BANDHANA

The state had set a perspective programme to cover all the villages with a population of 1000 and above with all weather roads. In addition to this it was proposed to take up cross drainage and side drainage works, in order that atleast 40 percent of the villages with population of less than 1000 also became accessible to all weather roads net work. Pursuant to these objectives, the state had taken up two programmes namely Sethu Bandana and Halli Heddari in 1984-85. Sethu Bandhana scheme aimed at providing cross drainage works on non-P.W.D roads. During 1984-85 208 cross drainage works were completed at a cost of Rs. 42 lakhs. Halli-Heddari scheme aimed at providing approach roads to roadless villages. During 1984-85, an amount of Rs. 12.55 lakhs was spent under this scheme.

Further, provision of all-weather approach roads to Scheduled Caste and Tribal colonies was an important part of the strategy in this sector. During 1983-84 a new scheme was launched to construct approach roads to Harijan-wards under special component plan. During the two years, 1983-85, about 300 kms. of approach roads were completed at a cost of Rs. 4.25 lakhs. Villages covered by all-weather roads had gone up from 8124 in 1982-83 to 8589 by 1984-85.

II SOCIAL WELFARE PROGRAMMES

NEGILU BHAGYA

This scheme was being implemented since August 1982 and aimed at providing assistance to families to whom surplus land was distributed and to ex-tenants on whom occupancy rights had been conferred under land reforms. The assistance ranging from Rs. 1000-Rs. 1500 was given to the families of surplus land guarantees and ex-tenants to enable them to purchase bullocks, agricultural implements and other inputs. As many as 14,522 were benefited under the scheme of which 11,476 received benefits during the last two years.14

EMPLOYMENT GENERATED

More than 51,000 new employment opportunities were created in 1983-85 as against 50,000 during 1980-83. Employment opportunities for women newly created was of the order of 6000 per year during 1983-85.

In order to tackle the problem of educated unemployment, the scheme of stipendiary employment was under implementation. Under the policy of the Janata Government to absorb the stipendiary graduates into government services, 50 percent of the fresh jobs in various departments were reserved for these stipendiary graduates and local candidates. Even their stipend was increased from Rs. 300 to Rs. 490 per month from December 1984.15

REHABILITATION OF BONDED LABOURERS

On abolition of bonded labourers 62,689 bonded labourers were released in the state. Only 10,000 were rehabilitated upto 1978-79 when the new rehabilitation scheme was undertaken. Between 1983-85 more than 32,000 persons were assisted under this scheme. More than 26,259 persons were given land under the

15. A people's government- promises and performances, Karnataka Information- 1986, p-2
surplus land distribution scheme. Of whom 15,364 persons belonged to SC's and 707 persons belonged to ST's. Under another scheme of assisting surplus land granters (benefactors) to take up agriculture, the number of beneficiaries in 1983-85 crossed 12,000 while it was only 3,542 in 1980-83.¹⁶

**DROUGHT PRONE AREA PROGRAMME**

The Drought Prone Area Programme was implemented in 85 taluks in the state. It was an integrated area development programme in agricultural sector aimed at optimum utilisation of land, water and live stock resources, restoration of ecological balance and stabilising the income of people. Particularly the weaker sections of the society. The important elements of the programme were development and management of water resources, soil and moisture conservation: Social and farm forestry, live stock and dairy development improving cropping pattern and agronomic practices and development of subsidiary occupations. About Rs. 49 crores was spent in the state during 1980-85 under the scheme.¹⁷

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¹⁶. The Dawn of a New Era-Government of Karnataka-1985, p-3
¹⁷. A People's Government- Promises and performances, Karnataka Information, 1986-p.3
FREE UNIFORMS TO SCHOOL CHILDREN

The government introduced another revolutionary measure—the provision of free uniforms to all school-going children in the state in a phased manner. During the first phase of the programme, introduced from the academic year 1985-86, all school children studying in first and second standards in government, Corporation and aided institutions were provided with free uniforms—two sets each. Girls belonging to SC and ST from standards third to seventh were also benefited. A sum of Rs. 1258.20 lakhs was spent in this programme to benefit 21,84,000 students.¹⁸

DISTRIBUTION OF FREE TEXT BOOKS TO SCHOOL CHILDREN

Another revolutionary measure introduced by the Janata Government was to provide free text books to all children studying in the first to seventh standards in government schools, corporation schools and aided schools.¹⁹ A sum of Rs. 391.50 lakhs was spent in the first year of its implementation to benefit 52,13,196 students. To make available the text books prescribed for other

¹⁸. Speech of Sri Ramakrishna Hegde, chief minister, Budget 1985-86 Government of Karnataka- 19th July 1985, p-10
¹⁹. Six meaningful years, promises and performances, Government of Karnataka, Karnataka Information-1989, p-5
standards free from middlemen and greedy book sellers; the
government itself took over the task of printing, supplying and
distributing text books all over the state. The services of school
teachers, educational officers and voluntary organisations were
utilised for the distribution of text books however, the government
also contemplated the setting up of a corporation to deal with the
task.

FINANCIAL ASSISTANCE TO PHYSICALLY CHALLENGED

A monthly assistance of upto Rs. 50 for per person was
provided to the physically challenged for their maintenance whose
annual family income was less than Rs. 3600. The scheme was in
operation from 1-4-1976 at the end of 1984, about 1.64 lakh
beneficiaries were covered under the scheme. The expenditure
incurred was Rs. 5.72 crores in 1983-84 and Rs. 6.50 crores in
1984-85.20

CONCESSIONS TO STUDENTS

Several concessions were extended to children of
economically backward classes and weaker sections in order to
make education of children less of a burden to the parents. During

20. A people's government- Promises and performances, Karnataka
Information- 1986, p-6
the period of 1983-84 and 1984-85 the outlay for this was stepped up substantially particularly for providing attendance scholarships in the form of uniform. The achievement during these two years almost doubled every year.²¹

THALIYA BHAGYA

To encourage community marriages, cut down wasteful expenditure on marriages and to enable young men and women from poor families to get married, the Government had introduced the Thaliya Bhagya Scheme.²² Under this scheme which was implemented from August 15 1985 the eligible couple got a Thali/Mangala Sutra weighing one gram of 22 carat gold, one pair of Dhothi and one saree and blouse worth Rs. 350 at free of cost. In a wedding where the Thali was not used an amount of Rs. 200 were given to the couple in the form of a National Savings Certificate.

DISTRIBUTION OF RICE AT SUBSIDISED RATE

Another programme envisaged by the government to provide food grains at cheaper rates for families of economically weaker sections of society. Families whose annual income was below Rs.

²¹ The Dawn of a New Era, The Government of Karnataka, 1985- p-23
²² Prajavani Jan. 30-1988
3500 were eligible to get food grains, rice and ragi at subsidised rates. Around 23,93,212 families had been identified under this programme which was implemented from November 1, 1985.

**DISTRIBUTION OF JANATA SAREES AND DHOTIES**

The scheme was implemented from October 2, 1985 to augment the purchasing power of rural folk and to provide cloth at cheaper rates. Under the programme, all persons belonging to families whose annual income was below Rs. 3500 were eligible to get these clothes at Rs. 15 per set of a dhoti and a shirt piece, Rs. 12.50 per set of a saree and a blouse piece. All the beneficiaries identified were provided with green cards. Nearly 23,93,212 availed benefit of this in the first year of implementation.

**GANGA KALYANA**

'Ganga Kalyana' had been introduced under the minor irrigation programme to provide community irrigation schemes to benefit people belonging to SC/ST, Backward Classes and other Minorities. Care had been taken to ensure that minimum utilisation of the scheme should go to the above mentioned sectors of the

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society.\textsuperscript{25} It was proposed to provide at least 10 community irrigation wells in each district. Nearly 115 Ganga kalyana schemes were in various stages of progress, out of which 19 were completed, with an irrigation potential of 182 hectares. These 115 schemes on which an expenditure of Rs. 25.281 lakhs was spent had an irrigation potential of 1017 hectares. During 1984-85, Rs. 1 crore was made available to dig 100 wells for the benefit of scheduled castes and scheduled tribes and another 100 wells for the benefit of backward classes and minorities.

**ADMINISTRATION CLOSER TO PEOPLE**

With the objective of bringing the administration closer to the people, the state public grievances organisation was established in July 1983 with officer at the district and taluk levels to look into public grievances and take corrective measures.\textsuperscript{26} It was under the charge of a cabinet minister.

**CONCESSIONS TO FARMERS**

The farming community in the state had often complained that it received a raw deal in the development process which had

\textsuperscript{25} Channaveeraiah H.R. A history of minor irrigation in Karnataka-Janapada-Vol., 1089- p-54
\textsuperscript{26} A People's Government Promises and Performance Karnataka Information-1986, p.8
allegedly rendered a majority of agricultural activities unremunerative. They had demanded several concessions and incentives in order to make agricultural operations viable and to achieve higher levels of production. In a bid to meet the legitimate demands of the farmers, the government had extended several concessions to the farmers.

PUBLIC DISTRIBUTION SYSTEM

The net work of fair price shops had been significantly expanded. As many as 3469 fair price shops had been opened during the five years period. The distribution of essential commodities was vastly improved during this period. The off-take was 48 percent of allotment in 1980-81 in respect of rice which had gone upto 84 percent in 1984-85. The off-take of rice was about 1.04 lakh tonnes in 1980-81 which had gone upto 3.05 lakh tonnes in 1984-85.27

III DROUGHT RELIEF

Unfortunately during the reference period, every alternate

year witnessed drought affecting adversely vast areas of state. Several scarcity relief measures were undertaken to provide wage employment by organising works in afforestation, minor irrigation, rural roads, rural water supply. Supply of Potable water, food grains and fodder were given highest priority. The total expenditure on scarcity relief was of the order of Rs. 132.53 crores during the five years.

Table-6

<table>
<thead>
<tr>
<th>YEAR</th>
<th>AMOUNT (Rs. in crore)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1982-83</td>
<td>29.30</td>
</tr>
<tr>
<td>1983-84</td>
<td>71.05</td>
</tr>
<tr>
<td>1984-85</td>
<td>152.05</td>
</tr>
</tbody>
</table>

[Source: Promises & Performances]

Total amount spent and the beneficiaries in respect of other programmes which have a bearing on reliefs were recaptured as follows:

Table-7

<table>
<thead>
<tr>
<th>Programme</th>
<th>1980-83 Amount spent (Rs. in crores)</th>
<th>1983-85 Amount spent (Rs. in crores)</th>
</tr>
</thead>
<tbody>
<tr>
<td>I Concessions to farmers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(i) Loans given by revenue department waived of</td>
<td></td>
<td>7.06</td>
</tr>
<tr>
<td>(ii) Reduction of Market Tax concessions (estimated)</td>
<td></td>
<td>6.50</td>
</tr>
<tr>
<td>(iii) Subsidy on failed wells</td>
<td></td>
<td>6.73</td>
</tr>
<tr>
<td>(iv) Concessions on co-operative loans</td>
<td></td>
<td>50.01</td>
</tr>
<tr>
<td>II Other Tax Reliefs</td>
<td></td>
<td>14.42</td>
</tr>
</tbody>
</table>

Average per year (Number)

<table>
<thead>
<tr>
<th>Programme</th>
<th>1980-85 (2 Years)</th>
<th>1983-85 (2 Years)</th>
</tr>
</thead>
<tbody>
<tr>
<td>III Fair Price Shops opened</td>
<td>659</td>
<td>746</td>
</tr>
</tbody>
</table>

[Source: Dawn of a New Era]
IV SECTORAL PROGRESS

1. AGRICULTURE

In spite of severe drought conditions that was witnessed during the years 1984-85, Agricultural production had not suffered a setback during this period 1983-85 as compared to the first three years of the sixth plan. This was possible mainly due to greater thrust envisaged by the new government to agriculture coupled with sustained emphasis on irrigation. The average annual food grains production in the state was 65.03 lakh tonnes during 1980-83 which increased to 70.59 lakh tonnes during 1983-85. Average annual production of oil seeds also increased from 7.5 lakh tonnes during 1980-83 to 8.86 lakh tonnes in the next two years. In this while traditional crops like ground nut production increased considerably thanks to extension services, sunflower was introduced in a big way with an average annual production at 1.5 lakh tonnes during 1983-85 which was about two fold higher than the level maintained during 1980-83. This had raised new hopes in the production of oil seeds in the state.

PROGRAMME OF DRY LAND FARMING

There was a new dimension in the state's policy towards agriculture as conceived by the new Janata Government and this had centred around the 'development of dry land farming' which hitherto remained as a residuary sector in the entire agricultural scenario of the state. The shift in emphasis on the dry land farming had raised hopes in the large chunk of the farming community which was wholly dependent on monsoon for crop production. Under the programme of Dry Land Development, water sheds of about 25,000 to 30,000 hectares had been identified in all districts to take up intensive development. In order to co-ordinate the functions as envisaged in the programme Four Dry Land Development Boards had been set up in the state, one each for a revenue division.

AGRICULTURAL EXTENSION SERVICES

In order to subserve the programme of Dry Land Development in an effective manner, the agricultural extension services were intensified in a big way. The extension services had a clear role in the success of this programme in carrying the dry land techniques such as inter-cropping, appropriate agronomic practices, optimum utilisation of rain water to the field level. Training and visit system

which was introduced in the year 1979-80 in the state was effective in reaching the modern farm techniques to the farmers due to effective extension network, it was possible to cover larger area under high yielding varieties besides other farm improvements. Areca under high yielding varieties increased from about 24 hectares in 1980-81 to 28 lakh hectares in 1984-85. Annual average area under High yielding varieties was about 30 lakh hectares during 1983-85 as against 27 lakh hectares during 1980-83-

**USE OF FARM INPUTS**

Use of important farm inputs like quality seeds, fertilisers, pesticides were maintained at a high level. About 9.48 lakh quintals of quality seeds were distributed on an average per annum between 1983-88 as against 6.98 lakh quintals during 1978-83. Similarly consumption of fertilisers increased considerably to 27.87 million tonnes during 1983-1988 from 18.55 million tonnes during 1978-83 period. Agricultural production increased to 354. About 43 lakh tonnes during 1983-88 inspite of severe drought conditions from 340.18 lakh tonnes during 1978-83.

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With a view to protect the farmers from crop failures the scheme of crop insurance was introduced in several taluks of state covering a variety of crops such as paddy, jowar, ragi and ground nut. Expenditure during 1984-85 was anticipated at Rs. 5 lakhs for this purpose against Rs. 1.5 lakhs spent during 1982-83. An outlay of Rs. 6 crores was provided for this scheme in the seventh plan with a matching contribution of Rs. 6 crores by the government of India.

In order to ensure fair deal to the farmers of their produce, the state government constituted 'Agricultural prices commission' in 1984-85. The commission would examine the cost and price structure of agricultural commodities and recommend remunerative price. State Government offered much higher open market prices in 1984-85 for certain commodities as compared to support prices recommended by the agricultural prices commission.

2. IRRIGATION

Development of irrigation received high priority in the Karnataka's development plans. Total investment that had gone into irrigation worked out to Rs. 1487 crores by the end of 1984-85. of this, expenditure incurred during the sixth plan was Rs. 706 crores.

Investment on irrigation during 1983-84 and 1984-85 was significantly higher than the investments made during the first three years of the sixth five year plan. Minor irrigation had received increasingly higher priority during 1983-84 period and 1984-85 as against the decelerating trend observed during 1980-83 period. Concerted efforts were made to complete the major projects like Upper Krishna-phase 1, Ghata Prabha Stage III, Malaprabha, Hemavathy, Harangi and Kabini. By and large, about 70 percent of the total investment on major irrigation went to these projects. Irrigation potential created during 1983-85 in two years was more than the potential created during the three years 1980-83. By the end of 1984-85, total potential created was 25.11 lakh hectares. Well irrigation became increasingly popular. Programme for constructing the irrigation wells with the assistance of the financial institutions received greater attention from the middle of the sixth five year plan. There were 3.59 lakh wells in 1979-80 and their
## Table-8

### USE OF KEY FARM INPUTS AND AGRICULTURAL PRODUCTION

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Quality seeds</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(In lakh quintals)</td>
<td>1.28</td>
<td>1.24</td>
<td>1.30</td>
<td>1.47</td>
<td>1.69</td>
<td>6.98</td>
<td>1.69</td>
<td>1.82</td>
<td>1.77</td>
<td>2.25</td>
<td>1.95</td>
<td>9.48</td>
</tr>
<tr>
<td>2.</td>
<td>Fertiliser Consumption</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(Million Tonnes)</td>
<td>3.61</td>
<td>3.66</td>
<td>3.44</td>
<td>3.83</td>
<td>4.01</td>
<td>18.55</td>
<td>4.87</td>
<td>5.87</td>
<td>5.56</td>
<td>5.70</td>
<td>5.87</td>
<td>27.87</td>
</tr>
<tr>
<td>3.</td>
<td>Plant Protection</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Chemicals (Tonnes)</td>
<td>2202</td>
<td>3221</td>
<td>2631</td>
<td>3190</td>
<td>3244</td>
<td>13598</td>
<td>3600</td>
<td>4100</td>
<td>3277</td>
<td>3263</td>
<td>4250</td>
<td>18490</td>
</tr>
<tr>
<td>4.</td>
<td>Food Production</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(lakh tonnes)</td>
<td>72.43</td>
<td>72.65</td>
<td>62.02</td>
<td>72.79</td>
<td>60.29</td>
<td>340.18</td>
<td>73.13</td>
<td>67.84</td>
<td>55.90</td>
<td>69.09</td>
<td>88.47</td>
<td></td>
</tr>
</tbody>
</table>

354.43

Source: Five Meaningful years of Janata Government 1988 p-32
number went up to 3.84 lakhs by 1982-83, and 4.05 lakhs by the end of 1984-85. In 1983, a programme for popularising sprinkler and drip irrigation was launched with an amount of Rs. 24 lakhs.\(^\text{32}\)

In order to bring about all-round development in the major and medium irrigation areas, Command Area Development Authorities were constituted in early fifth plan period, though full statutory backing was provided in 1980.

World Bank assisted Minor Irrigation Project could not take off till 1983-84. Investment under this project was less than two crores during the first three years of the sixth five year plan. Execution of the tank works picked up from 1983-84 onwards and more than Rs. 17 crores were spent during 1983-84 and 1984-85. During 1984-85, a number of measures were taken to remove the long-standing hurdles in the execution of various major irrigation projects. For instance, there were 196 land acquisition cases unsettled in the project areas of Upper Krishna stage I, Tungabhadra, Malaprabha and World Bank Minor Irrigation Project area. Of them 170 cases were settled. A number of bottle necks in the supplies of basic inputs like iron, steel etc were cleared so that the execution

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32. Speech of Ramakrishna Hegde, Chief Minister. Budget-1985-86, 19th July, 1985, p-16
of the work could progress as per schedule.

Table-9

ANNUAL EXTENSION OF IRRIGATED AREA [IN HECTARES]

<table>
<thead>
<tr>
<th>SI. No.</th>
<th>YEAR</th>
<th>LARGE AND MEDIUM IRRIGATED AREA</th>
<th>MINOR IRRIGATED AREA</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>01.</td>
<td>1979-80</td>
<td>2,52,000</td>
<td>1,37,000</td>
<td>3,89,000</td>
</tr>
<tr>
<td>02.</td>
<td>1980-81</td>
<td>22,000</td>
<td>31,000</td>
<td>53,000</td>
</tr>
<tr>
<td>03.</td>
<td>1981-82</td>
<td>27,000</td>
<td>9,000</td>
<td>36,000</td>
</tr>
<tr>
<td>04.</td>
<td>1982-83</td>
<td>53,000</td>
<td>30,000</td>
<td>83,000</td>
</tr>
<tr>
<td>05.</td>
<td>1983-84</td>
<td>54,000</td>
<td>14,000</td>
<td>68,000</td>
</tr>
<tr>
<td>06.</td>
<td>1984-85</td>
<td>60,000</td>
<td>10,000</td>
<td>70,000</td>
</tr>
<tr>
<td>07.</td>
<td>1985-86</td>
<td>42,000</td>
<td>20,000</td>
<td>62,000</td>
</tr>
<tr>
<td>08.</td>
<td>1986-87</td>
<td>52,000</td>
<td>25,000</td>
<td>77,000</td>
</tr>
<tr>
<td>09.</td>
<td>1987-88</td>
<td>54,000</td>
<td>35,000</td>
<td>89,000</td>
</tr>
</tbody>
</table>

[Source: Five meaningful Years of Janata Government. Government of Karnataka- 1988, p.29]

HORTICULTURE

With its varied agro-climatic conditions and topographical features, Karnataka is richly endowed in respect of horticulture. Karnataka stood first in respect of coffee with a contribution of 77 percent to the All-India production. It also stood first in respect
of areca. With regard to pepper and cashew it stood second and respect of cardamom and coconut it stood third in the country. The state is also well known for several fruit crops and vegetable crops. It was also equally known for flowers. Almost every horticulture crop grown in India is grown in Karnataka. As such, development of horticulture had a unique place in the overall planning strategy of Ramakrishna Hegde's government.

FORESTRY

During 1983-84 the state government decided to give a new thrust to the development of forestry and conservation. A massive free plantation was undertaken under social forestry from 1983-84 onwards. The size of the programme can be understood from the fact that for both the years 1983-84 (1.2 crores) and 1984-85 (1.1 crore) the seedlings distributed freely to the public were more than one crore per year. Encouragement was given to the public for free plantation on farms, roads and even in government areas assuring certain benefits. Further, harsh actions were also taken in felling the trees in the natural forests and to regulate the fellings in the

34. A Year of Achievement, 1983. Karnataka Information-1984, p.21
national parks and other protected areas.

**ANIMAL HUSBANDRY AND DIARY DEVELOPMENT**

Several steps were taken by the Janata Government in the sixth five year plan for the development of animal husbandry, poultry and dairying. During 1983, the operation Flood-II was launched for attaining increased production and distribution of milk and also for all-round development of dairy industry. The Karnataka Cooperative Milk Producer's Federation Limited (KMF) was established during this year with its activities all over the then 19 districts. The new organisation took over the function of not only the erstwhile K.D.D.C. but also that of dairy division of department of animal husbandry and veterinary services. They also implemented some of the activities of the animal husbandry and veterinary services department in respect of improving the crossbred stock treatment and fodder supply.

**FISHERIES**

Steps have been taken from time to time in the state for the development of fisheries both marine and inland the development of fisheries was mainly achieved by increasing mechanised boats,

35. The Dawn of a New Era, Government of Karnataka- 1985, p-25
improved nets and providing other infrastructural facilities. In almost every aspect of development of fisheries, considerable achievement has been made. In addition, certain important steps were taken to develop the infrastructure which include almost completion of deep sea fishing harbour at Malpe and completion of fair-weather fishing harbour at Honnavar. During 1984-85, the construction of fishing harbour at Mangalore was initiated.\(^{36}\)

**CO-OPERATION**

During this period, every village was covered by co-operatives in Karnataka. Rural population covered by co-operatives was as high as 90 percent, while the farming families benefiting from the same was as high as 92 percent.

Agricultural credit, co-operative sugar factories, co-operative spinning mills, and co-operative storage were the most important amongst several economic activities where co-operatives contributed significantly.

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1. New Industrial policy

The evolution of industrial development in the state over the last 30 years resulted in certain unsavoury imbalances like concentration of industries in and around Bangalore, over emphasis on heavy energy consuming industries without the attendant, direct or multiplier employment effects, overplaying of the state's role as an entrepreneur rather than as a catalyst resulting in diversification of limited financial resources to state entrepreneurs rather than providing the infrastructure and the climate needed to foster industrial development and inadequate stress on the potential that could be developed in small and tiny industries, cottage industries, handlooms, handicrafts and inadequate use of human and natural resources. Government formulated Industrial Policy Resolution in July 1983.37

II VILLAGE AND SMALL SCALE INDUSTRIES

The development of village and small scale industries was crucial to achieve the objectives of decentralised development of industries and employment maximisation. Therefore high priority

was accorded to the development of village and small industries. The government set a target of 1000 small scale industries to be set up every month. During the five year period the number of small scale units registered an impressive growth.

III. LARGE AND MEDIUM INDUSTRIES

In the field of industrialisation the objective was to maximize the industrial investment and revenues to the exchequer with the consideration to ensure accelerated industrial growth with a proper dispersal of industries and therefore spreading the benefits among citizens. The achievements were reflected in the perceptible increase that one could notice in the number of applications for industrial licences and letters of intent issued for new products.

SERICULTURE

Silk is one of the famed products of Karnataka, employing about 2.00 million people. Another 2.00 lakh farmers were engaged in silk worm rearing. Karnataka accounted for about 80 percent of the country's mulberry silk production, with an area of more than one lakh hectares under mulberry cultivation. The area under

mulberry and production of raw silk registered an impressive growth.

Co-operative as a form of organisation made significant strides in sericulture as in handlooms. There were 109 sericulture co-operative societies and 23 weavers co-operative societies in the state. A total credit of Rs. 5.28 lakh was disbursed by these societies to over 11,400 beneficiaries.

TRANSPORT AND COMMUNICATIONS

ROADS AND BRIDGES

Roads constituted the principal means of communication within the state owing to non-expansion of other means of communication particularly the railway network. In fact the roads had come to stay as the main arteries of the state's economy. Hence, not only new roads had to be constructed to provide communication facilities to all villages but they needed to be maintained in good condition. Allocations to this sector was inadequate in the earlier plans. Both in relation to the capacity of the public works department and in relation to the importance of this sector in catalysing the growth of the economy. However efforts were made not only to provide more funds but also to priorities within the road
network. Maintenance was to be given its due place.

While an amount of Rs. 60 crores (average of Rs. 20 crores per year) for new construction and Rs. 64 crores (average of Rs. 21.3 crores per year) for maintenance of roads was spent during the first three years (1980-83) of the sixth plan period, an amount of Rs. 55 crores and Rs. 56 crores (or an average of Rs. 27.5 crores and Rs. 28 crores per year) was spent respectively during the last two years (1983-85) of the plan.

RURAL ROADS

The major thrust of the roads programme was on rural roads. Minimum Needs Programme envisaged connecting villages with a population exceeding 1000 with all weather roads together with the support of cross drainage works. Average number of villages connected by road per year was 313 during 1980 and 1983 as against 353 during 1983 and 1985. Average number of villages connected by fair weather roads per year was 89 during 1980 and 1983, whereas it was 180 during 1983 and 1985. Average number of villages connected by all weather roads per year was 246 during 1980 and 1983 and 233 during 1983 and 1985. Another striking feature was that between 1983 and 85, not only more number of villages were connected by some road or the other but also more number of
villages were provided with fair-weather roads compared to the period from 1980 to 83. This was the reason for fall in the number of villages connected by Kutcha roads in 1983-84 compared to 1982-83 position.

NEW PROGRAMMES

For the first time a new scheme to connect SC/ST colonies —

and bastis by approach roads was introduced during 1983-84 and an amount of Rs. 4.25 crore was spent during 1983-85 for laying 300 kms of roads.

PORTS AND INLAND WATER TRANSPORT

Trade made the harbour as often as the harbour made the trade. Where an allround development was yet a desideratum and where potentialities far exceeded the resources already exploited, as in our country, the harbour made the trade ie. port preceded and trade followed. The main burden of Indian trade was shared only by some ports and this resulted in the canalisation of commerce and centralisation of industry. The establishment of a few all-weather ports wherever suitable conditions prevailed was a vital necessity for achieving balanced regional development. In this context the development of ports in Karnataka assumed special significance.

Karnataka's coastal line of 287 kms which ran along Uttara Kannada and Dakshina Kannada districts contained 20 ports. Of these, six were in Dakshina Kannada including New Mangalore port, which was developed as a major port in the country by the

government of India. Of the remaining ports all except Karwar were riverine ports.

During the five years (1980-85) infrastructural investments to meet the demands of existing traffic needs was made in eight ports Viz, Karwar, Belekeri, Tadri, Honnavar, Bhatkal, Kundapur, Hangarkatta and Malpe. As a consequence Karnataka's ports had developed an annual handling capacity of 12 lakh tonnes (excluding New Mangalore port).

Major thrust of the Janata government was on the development of Karwar port during this period. This emphasis made excellent economic sense. The Karwar's port's hinterland includes the iron and manganese ore of the Bellary, Hospet region and export outlet for industries in North Karnataka. It was estimated by the NCAER that the traffic potential of this port would rise from 10.7 lakh tonnes in 1985-86 to 37.5 lakh tons in 1995-96. The realisation of these estimates was contingent on (a) feasibility of certain categories of overseas trade being diverted to Karwar, (b) providing broad-gauge rail link to Karwar from Hubli and converting the Hospet-Hubli meter-gauge into broad-gauge line and (c) a good road-network radiating inland into central Karnataka.
In respect of inland water transport, there were 670 waterways on which Inland Water Transport System could be developed. Out of these, modern ferry services by mechanised launches built to standard designs was provided at 22 ferries by the Government at 48 ferries through auction-cum-lease and ferry through a water transport co-operative society at Karwar. The development of inland water transport in the state was basically confined to the modernisation of existing ferries either by introducing mechanised boats or by replacing the existing primitive types of crafts to ensure safety of passenger.

**ROAD TRANSPORT**

During the year 1984-85, the Driving Training Institute was commissioned at Hagari Bommanahalli with an intention to educate the drivers to avoid accident and also to achieve better results in KMPL (Kilometre Per litre) and Tyre kms. A number of concessions were introduced to the public during 1983-84. Free transportation was allowed to school-going children below the age of twelve years in urban and rural areas. The highschool students were eligible to travel by paying just Rs. five per month and college students at Rs. ten per month for less than ten kms and Rs. fifteen per month for more
than ten kms. The winners of the first five ranks in SSLC and PUC examinations were free to travel to the place of study for one year. Scheduled Caste and Scheduled Tribe students who secured high marks were also eligible to travel freely for one year. The public above the age of 60 could travel in Bangalore city at half the rate between 11 A.M. and 3 P.M. School children were provided with half rate for their educational trips. The drama troup which performed under the auspices of Sangeetha Nataka Academy were allowed to travel at 50 per cent concession. In Bangalore city one could travel anywhere by paying just Rs. three for the entire day on holidays and Rs. five on other days.  

SAMAGRA GRAMEENA SARIGE YOJANE

A novel scheme first of its kind in the entire country was introduced during 1983-84 to provide transport facilities to every village in a phased manner. Dharwad and Bellary districts were selected for this at the first instance. The objective of this scheme was to provide service exclusively to rural masses by linking the villages with taluk head-quarters and Hobli head-quarters.

42. A Year of Achievement 1983, Karnataka Information-1984, p-37.
43. Ibid- p-36.
EDUCATION

The new Government emphasized the importance of improving the quality of life of the masses in addition to bringing about faster rate of development in all spheres of the state's economy. Concentration on development of core sectors like power and irrigation for a very long time under the five year plans was not accompanied by a corresponding development of the social and community services covering education, health, housing, drinking water, welfare of the weaker sections like SCs/STs and other backward classes. Social welfare and providing of nutritious food to the growing children who formed the new generation had not received appropriate priority in comparison with investment in agriculture, power, irrigation, industry and transport. So much so, a disequilibrium between development in the productive sectors and development in the social and community services sector had manifested, making the masses feel that human resources development was getting confined to only the elitist section. Against this background, the policy of the new Government was to devote more resources and institutional structure for not only accelerating the development of human resources at the lower income group level. But also to provide the necessary support to
the masses in rural areas to realise their aspirations through better and greater access to social and community services. In this context how the minimum needs programme came to be provided the highest priority has already been mentioned. The progress in the primary education was note worthy as the government was determined to fulfil its constitutional obligation to provide primary education to our children between the ages of six and fourteen. The following table shows this trend.

**Table-12**

<table>
<thead>
<tr>
<th></th>
<th>1980-83 (3 years)</th>
<th>1983-83 (2 years)</th>
<th>1980-85</th>
</tr>
</thead>
<tbody>
<tr>
<td>Additional enrolment in primary education</td>
<td>3,14,222</td>
<td>2,82,503</td>
<td>5,96,725</td>
</tr>
<tr>
<td>Additional schools established</td>
<td>1,644</td>
<td>1,426</td>
<td>3,090</td>
</tr>
</tbody>
</table>

**source:** Dawn of a New Era

**MEDICAL AND PUBLIC HEALTH**

The striking feature of the extension of health services in the state was the establishment of primary health centres, primary health units, sub-centres and subsidiary health centres in rural area. Equal Attention was paid to the development of Indian systems of Medicine. Out of a total of 27 Ayurvedic Dispensaries set up during
1983-85, 15 were set up during the period 1980-83.\textsuperscript{44}

**HOUSING**

The distribution of a record number of sites and construction of Janata Houses in rural areas, construction of houses for urban poor and houses for police scheme were some of the salient achievements in this sector. Besides the housing board was implementing schemes for construction of houses for different categories of persons both under HUDCO assistance and state Plan Schemes.

**WATER SUPPLY**

The first item on the Government's agenda for rural development was the programme for providing drinking water to villages. Scarcity of drinking water was a chronic problem in many of the villages in the state. The achievement of these programmes were impressive.

(See next page)

\textsuperscript{44} Six Meaningful Years, Promises and performances, Government of Karnataka, Karnataka Information- 1989, p-44.
URBAN DEVELOPMENT

There was notable progress in the activities of Bangalore Development Authority, particularly during the last two years of the
period 1980-85. Out of 15 layouts formed, seven were formed during the last two years. And the achievement during the last two years in site allotment was conspicuous compared to the early period. As against 2,921 sites allotted during the three years 1980-83, as many as 7,573 sites were allotted during the two years 1983-85, taking the total number of sites allotted during the period, about 929 hectares of land for formation of sites. In addition, 429 flats for lower and middle income groups and 1032 houses for economically weaker sections were constructed under HUDCO scheme. Another noteworthy development was the creation of a green belt around Bangalore city, not only to beautify Bangalore but also to ensure healthy environment.

WELFARE OF THE SCHEDULED CASTE AND SCHEDULED TRIBES AND OTHER BACKWARD CLASSES

Determined to give priority to the upliftment of the oppressed and the backward classes, the Government evolved measures which were bound to yield beneficial results in the near future. Special institutes to train SC and ST students to take competitive examinations conducted by the public service commission, Banks and other institutions were started in Bangalore, Mysore, and Dharwar. The scholarship of Rs 75 for students studying in the 5th,

6th and 7th standards were raised to Rs. 100. Backward class students willing to join the defence forces were provided with special training facilities in Belgaum and Bangalore.

A high power state level committee presided over by the Chief Minister was constituted to monitor the recruitment of Harijan and Girijan candidates to the Government services. A special provision was made for direct recruitment of 84 talented Harijan and Girijan graduates every year to the higher levels of administration.46

Several Schemes were implemented to assist these communities for their economic upliftment like giving pre-matric scholarships, supply of equipment books, award of prize money to

<table>
<thead>
<tr>
<th>S.S.L.C. students.</th>
<th>Table-15</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Pre-Matric Scholarships: Annual average number of beneficiaries</td>
<td>39221</td>
</tr>
<tr>
<td>2. Supply of sewing machines: Annual average number of beneficiaries</td>
<td>752</td>
</tr>
<tr>
<td>3. Families assisted to construct houses: Annual average number of beneficiaries</td>
<td>362</td>
</tr>
<tr>
<td>4. Expenditure incurred for the welfare of SC &amp; ST (Rs. lakhs) Average expenditure for welfare of SC &amp; ST (Rs. in lakhs)</td>
<td>1345.04</td>
</tr>
<tr>
<td></td>
<td>448.35</td>
</tr>
</tbody>
</table>

Besides the appointment of backward classes commission and state level minority commission, Government implemented several schemes for the benefit of backward classes, like provision of scholarships providing hostels. Rural artisans were assisted and marginal finance was provided under chaitanya Scheme.

SOCIAL WELFARE AND NUTRITION

Women and children, they conjured up a vision of mother and child the basic and most moved picture in our civilisation. It is also a fact that it was they who were among those who needed all that could be done to improve their conditions. The evil of dowry system was brought to be stamped out, by entrusting of dowry cases for investigation by COD Schemes aimed at developing the skills of women and disabled and to assist them to be self-reliant and earn their livelihood as well as to ensure proper growth of children. The progress achieved was impressive.

LABOUR WELFARE

A major organisational restructuring had taken place for expeditious mediation, conciliation, adjudication and arbitration of industrial disputes. The major components of the organisation in Karnataka- A Report on policies and Programmes and achievement done-1983, p-5.
strengthened consisted of labour courts, industrial tribunals and labour department. Regional offices were opened. Special drive was made to mobilise funds for the welfare of labourers under the Workmen’s Compensation Act 1923, a revision to Section 4 was made to give effect to raising the maximum wage limit to Rs. 1000. The inter state migrant workmen (Regulation of employment and conditions services) Act 1979, was given effect to by framing appropriate rules.

APPRENTICESHIP AND JOB-ORIENTED TRAINING SCHEME

In order to provide job oriented training, state government stepped up the expenditure on apprenticeship and job oriented training programme in the state. The stipend was raised from Rs. 130 per month to Rs. 230 per month for the second year and Rs. 150 per month to Rs. 300 per month in the third year and from Rs. 160 to Rs. 350 per month for the fourth year. During the sixth five year plan, the apprenticeship places located were in order of 8000 to 8700 places per year. Special care was taken to provide suitable training for women. An effort was made to diversify the courses of training in those years.
YOUTH SERVICES AND SPORTS

The Government also bestowed adequate attention on the development of sports. Various schemes had been implemented like construction of stadia and encouragement to outstanding sportsmen. Government proposed to provide one sports stadium in each taluk.

Forty nine rural gymnasia were constructed during the period, out of which, 30 were added during the last two year. Assistance was provided to construct 45 stadia.

DEVELOPMENT OF LANGUAGE, ART AND CULTURE

Kannada was made the official language at all levels of administration and a Kannada Kavalu Samithi was formed to act as a watchdog to oversee the implementation of this decision. Teaching of Kannada was now made compulsory language in all schools and Kannada teachers were appointed in non-Kannada schools. An expenditure of Rs. 71 lakhs was incurred on schemes directly promoting the development of Kannada language including promotion of Janapadha and Yakshagana.

The outlays on promotional activities of drama, dance, music and sahitya were substantially increased during 1983-85.
Expenditure on promotion of urdu sahitya, music and dance, drama, literature and fine arts were doubled during these two Years compared to that of earlier three years put together.

Karnataka was the first state to bring out state Gazetteer in kannada. Five volumes of the Gazetteer were brought out during five year period at an expenditure of Rs. 12 lakhs. Government took certain special measures for the promotion of film industry. The subsidy payable to regional language films produced in the state was enhanced from Rs. 1 lakh to Rs. 1.5 lakhs in respect of colour films and Rs. 50,000 to Rs. 1 lakh in respect of black and white films. A committee consisting of representatives of all sectors of film industry were constituted. The procedures for obtaining permission for shooting were simplified.

**REFORMS IN ADMINISTRATION**

The development administration had become more complex. It demanded new skills, quicker adoption, innovation and imaginative handling of the development with social justice. Speedy decision making and timely implementation called for a responsive and efficient administrative apparatus down to the village.

level. Proper relations had to be established with the people so as to understood their problems. In this direction, the Government brought out outstanding improvement and changes in administration during Ramakrishna Hegde's chief Ministership.\footnote{49}

The broad objectives of the government since 1983 included bringing administration closer to the people, decentralised administration, overall bias in development rooting out corruption and elimination of ostentation in the conduct of government.

**POWER TO PEOPLE**

People must be free to shape their destinies. Unless they had the power to decide what was best for them freedom had little meaning. As a first step in this direction discretionary outlay under the caption 'District Level Sub-Plan' was introduced in the state for the first time during 1983-84 with a budget provision of Rs. 750 lakhs. Similar amount was provided during 1984-85 also. Until March 1983, there was very little freedom for the District Development Councils to take up even every small schemes/works of local importance even though the District Planning process was under implementation since 1978-79.

The establishment of a clean and efficient administration implied that the imperative need to eliminate corruption. The methods adopted so far had only reached the tip of the iceberg. Radical steps were needed to be initiated. The enactment of Lokayukta act was a major step towards clearing the administration of the stigma of corruption. The unique feature of the Lokayukta act in Karnataka was that the Lokayukta was empowered to inquire into complaints against all government functionaries including the Chief Minister, legislators, officials, office bearers of co-operatives and public corporations. It was to be noted that Karnataka under the Janata Government was the first state in the country to adopt such a measure.\(^{50}\)

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CONCLUSION

The people of Karnataka brought about a change in the government in January 1983 and reaffirmed their faith in that government again in March 1985. The Janata Government, the first non-Congress government in the history of Karnataka under the steward leadership of Chief Minister Ramakrishna Hegde in these five years 1983-88 introduced several new programmes and accelerated the development in the key sectors.

The Janata Government gave the highest priority for the basic minimum needs programme, provide water borewells. To solve the problem of drinking water supply in the problem villages of Karnataka. To improve the quality of human life in addition to accelerating the development in all sphere's of the state's economy, a rural employment guarantee scheme was introduced under which any person within the age-group of 18-65 could get work, if he or she sought work in the rural areas. Employment being the anti-dote to poverty, Vigorous implementation of the employment programmes like NREP, RLEG, coupled with the rural employment guarantee scheme was in the forefront of policy for tackling poverty and improving living conditions of the poor. As a result, Karnataka achieved the distinction of being the first in the entire country in
implementation of NREP. To provide a permanent remedy for the
drought prone areas, dry land development boards were set up in the
four divisions of the state to improve the stability and productivity
of dry land farming with technological backup. Added to this was a
revision of the industrial policy of the state according higher
priority to village and tiny sector industries.

The development of human resource, primary, at the lower
income groups received greater attention to draw them into the
mainstream of development. Therefore 'Akshara sene' Programme
was introduced so that the illiterates could become neo literates and
become conscious of the dignity of human being and protect
themselves against exploitation and utilise the opportunities given
to them for improving their income and living conditions. Priority
for power and irrigation was continued.

Larger investments and well conceived programmes were no
doubt crucial for achieving the new goals; but in themselves were
inadequate. They needed sensitive minds and simplified procedures
for effective implementation. Administration was oriented to the
speedy fulfilment of the requirement of the common man and be
free from corruption. The Janata Government made an honest attempt
at generating such an atmosphere in the administration of the state
by its acts to set up zillaparishads and mandal panchayats and the
establishing of Lokayukta.
An analysis of the Chief Minister Ramakrishna Hegde's tenure reveals that during the first two years of Janata Government's rule (1983-85) was quite impressive. Nevertheless it continued its efficient administration till the last day of his tenure in 1988. There were some of the programmes which were not successful owing to the financial crunch, natural causes like drought, groupism, casteism in the party. It can be mentioned without any doubt that Hegde's Government achieved much more than what the previous governments could achieve. Ramakrishna Hegde heralded *dawn of a new era in the Karnataka Government and politics.*
NEW ADDITION
CHAPTER-V-NEW ADDITION
ADMINISTRATOR AND REFORMER

[EVALUATION OF RAMAKRISHNA HEGDE’S GOVERNANCE]

Political leadership is a complex process by which persons in power influence their followers, civil society and wider public to accomplish societal goals. Political leaders are necessary for initiating as well as for hastening the process of change in any society. It may be social change, economic change, constitutional change or political change. In all these process of change, political leadership plays an important role. Political leaders carry out the process of change by applying their leadership attributes like politically relevant beliefs, socially adored values generally approved character, wide knowledge and wisdom acquired through learning and experience.

Political leadership and economic development are inter-related. Economic development requires mobilization of a country’s physical, human and financial resources and their deployment in productive activities. Further since the main goal of economic development is to raise the standard of living of the people. What is produced by deploying the country’s resources should be equitably distributed.

Today mere creation of material wealth and resultant material
welfare are not the only goals of economic development. The prime objective of economic development is not merely the elimination of material poverty but more importantly to eradicate illiteracy, disease, environmental degradation and through them improving the quality of life and establishing peace and tranquility in the society. In other words political leaders play an important role in good governance and governance in turn plays an important role in pushing up the pace of economic development.

Realising the importance of governance in achieving growth in developing countries world bank experts (Kaufman et al. 2002)*1 World Bank, Washington DC. have studied the association between governance and growth in developing countries. For their purpose they identified 'voice and accountability'; 'political stability', 'governments effectiveness' regulatory quality', 'rule of law' and control of competition as the main indicators of good governance. They found strong correlation between quality of governance and level of growth in a majority of countries studies. Political leadership does influence to a large extent these indicators of governance.

The most important mechanism through which political leaders contribute for economic development is by choosing appropriate policies and programme, implementing them effectively and by creating / reviving adopting the required institutions for hastening the pace of development, for example Lee kwan Yew former prime minister of Singapore was instrumental for formulating the right type of economic policies which integrated that city state into the world economy in the sixties of the last century. *2

Even in the absence of natural resources he initiated the development policies primarily in the public sector but encouraged private sector also to operate in the force market setting. This strategy worked and raised the level of development of Singapore. Mahathir Mohammad, former Prime Minister of Malaysia was responsible for the creation of world-class economy in Malaysia, which has, ensured higher standard of living. Higher literacy and higher life expectancy to his people. Mahathir Mohammed was not an admirer of western values but not an anti capitalist either. He understood the merits of market forces and their requirements to spur economic development in a

*2. Shome, SK, Anthony Shome, Toney, malay political leadership Roet ledge publication, UK 2002 pp 310-340
traditional society. Accordingly he implemented appropriate economic policies for the growth of Malaysian economy.

The latest example of political leadership spurning economic development is in China. Former President of People's Republic of China, Jiang Zemin has been credited with improving a basically centralized communist economic system to capitalist market stimuli and achieving spectacular rates of growth of GDP in China. China was transformed from a poor economically oppressed economy into a manufacturing hub of Asia.

In India, Jawaharlal Nehru no doubt laid the foundations for the development of the Indian economy. But his policies were found to be inadequate to make India achieve higher growth rate of its GDP. Though late by a few decades Narasimha Rao – Manmohan Singh duo took the risk of introducing required economic reforms like Liberalization, Privatization and Globalization.

This enabled India to raise its GDP growth to higher plateau apart from integrating the Indian economy into the global economy.*^3

It is true that even after 15 years some section of the society including ideologically left oriented parties have not accepted these

economic reforms whole heartedly. Therefore the risk of diluting the economic reforms as for example in the power sector and delay in implementing the required reforms particularly in the fiscal sphere still remains.

POLITICAL LEADERSHIP AND ECONOMIC DEVELOPMENT IN KARNATAKA

Against this background the role of Karnataka’s political leadership in the process of economic development of the state can be studied. For this purpose political leadership of the state can be identified with the Chief Ministership. This is because the Chief Minister is the political leader of the party in power and all policy decisions relating to economic development and social justice have to be approved by the cabinet headed by him. Other leaders may influence economic development policies through their performance and advise to the cabinet and the Chief Minister. But the Chief Minister’s role is crucial in influencing the pace and quality of development of a state.

It may be argued that it is futile to reach for any association between chief ministership and the pace and quality of development of a constituent state in a vast country like India. Where major economic
Development policies are determined at the national level. Though there is an element of truth in this argument. It is necessary to remember that the State governments implement most of the development policies and programmes.

Further more it is necessary to remember that while examining the contribution of Chief Ministers for economic development of Karnataka, we cannot forget the fact that the policy and programmes implemented by the previous chief ministers may start yielding result in the succeeding years making the succeeding Chief Ministers to claim the entire credit.

This is inevitable in any longitudinal study but difficult to quantitatively disaggregate the relative contributions in their respective periods.

Karnataka State has been administered by as many as nineteen Chief Ministers from October 25, 1947 to Jan - 2006.
Table 1. Chief Ministers of former Mysore State and of Karnataka

<table>
<thead>
<tr>
<th>Chief Ministers</th>
<th>From</th>
<th>To</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. K. Hanumanthaiah</td>
<td>30-03-1952</td>
<td>19-08-1956</td>
</tr>
<tr>
<td>1. S. Nijalingappa</td>
<td>01-11-1956</td>
<td>10-04-1957</td>
</tr>
<tr>
<td>President Rule</td>
<td>19-03-1971</td>
<td>20-03-1972</td>
</tr>
<tr>
<td>7. D. Devaraj Urs</td>
<td>20-03-1972</td>
<td>31-12-1977</td>
</tr>
<tr>
<td>President's Rule</td>
<td>31-12-1977</td>
<td>28-02-1978</td>
</tr>
<tr>
<td>10. Ramakrishna Hegde</td>
<td>10-01-1983</td>
<td>29-12-1984</td>
</tr>
<tr>
<td>11. Ramakrishna Hegde</td>
<td>08-03-1985</td>
<td>13-02-1986</td>
</tr>
<tr>
<td>12. Ramakrishna Hegde</td>
<td>16-02-1986</td>
<td>10-08-1988</td>
</tr>
<tr>
<td>President Rule</td>
<td>21-04-1989</td>
<td>30-11-1989</td>
</tr>
<tr>
<td>President Rule</td>
<td></td>
<td></td>
</tr>
<tr>
<td>20. Dharam Singh</td>
<td>28-05-2004</td>
<td>03-02-2006</td>
</tr>
<tr>
<td>21. H.D. Kumaraswamy</td>
<td>08-02-2006</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: Government of Karnataka, Bangalore

It may be observed from Table 1 that three Chief Ministers administered the former princely state of Mysore and fourteen Chief Ministers presided over the destiny of the re-organised state of Karnataka. Many of them functioned as Chief Ministers for short
periods. Even to thus contribution to formulating and implementing appropriate policies at the right time cannot be ignored.

4. DEVELOPMENT PERFORMANCE OF CHIEF MINISTERS OF KARNATAKA

The political leadership of both K.C. Reddy and Kengal Hanumantaiah emerged during freedom movement. But Kengal Hanumantaiah’s leadership was the product of great political event which brought out his leadership potential. Nijalingappa was also thrown up by freedom movement. So were B.D. Jatti and S.R. Kanthi. However, Devaraj Urs’ leadership emerged by a particular socio-political development, which had evolved after the formation of unified Karnataka State. It was the outcome of a crisis of confidence. There was a general perception that the two dominant communities in the state had monopolised the political power and all the benefits, which go with it. At that momentous time there was a split in the Indian National Congress party and Devaraj Urs joined Indira Gandhi congress. This set him against congress (O) and ‘garibi hatao’ slogan caught the imagination of the poor people. Devaraj Urs rode to power on that political wave. Though Ramakrishna Hegde had participated in freedom movement, his political leadership did not emerge from it but as a compromise candidate and continued
for a considerable time. At the backdrop it is worthwhile to examine the tenure of Devaraj Urs.

Chief Ministership of Devaraja Urs was remarkable. He was chief-minister from 1972 to 1980. His period is marked by not merely reasonably good pace of economic development but also by the far-reaching socio-economic and political reforms. In the field of economic development his period witnessed 5.3 percent annual growth of state income (NSDP) [Net state Domestic product]. Per capita Income increased from Rs. 584 in 1972-73 to Rs. 729 in 1979-80 at 1970-71 prices. Net area irrigated in the state had declined in earlier years. It stood at 13.78 lakh hectares in 1971-72 which increased to 14 lakh hectares in 1979-80.\textsuperscript{4} He completed many Cauvery basin irrigation project by allocating more funds.

Gundu Rao succeeded Devaraj Urs as the Chief Minister of Karnataka and he was there for three years from 1980 to 1983 During his period the NSDP of Karnataka increased by 4.5 percent per annum and the per capita income increased from Rs. 1520 in 1980-81 to Rs. 1663 in 1983-84 at 1980-81 prices. The net area under irrigation increased from 13.60 lakh hectares in 1980-81 to 15.90 lakh hectares in

1983-84. The food grains productions, which had declined to 58.80 lakh tonnes in 1980-81, increased to 72.52 lakh tonnes in 1983-83. It could be the result of free supply of electricity to the farmers. The percentage of people below poverty line in 1983-84 declined to 30.26 in rural Karnataka and to 22.73 in urban Karnataka.

DEVELOPMENT PERFORMANCE OF RAMAKRISHNA HEGDE AS CHIEF MINISTER OF KARNATAKA

Though Ramakrishna Hegde had participated in freedom movement, his political leadership did not emerge from that political event namely, independence movement. After 1983 Karnataka assembly elections when two dominant community leaders were pitched against each other for the post of Chief Ministership, he emerged as a compromise candidate and continued for a considerable time. Ramakrishna Hegde's period of Chief Ministership and marked by continuous drought in the state and political tight rope walking. He served Karnataka state for a period of five years from 1983 to 1988. During his period the Net State Domestic Product (NSDP) state income of Karnataka grew at an annual rate of 6 percent which is a remarkable achievement judged against the background of successive droughts faced by the state. The percapita income increased from Rs. 1663 in
1983-84 to 1853 in 1987-88 at 1980-81 prices.* The net area irrigated during Hegde’s period increased to 20 lakh hectares and food grains production increased to 71 lakh tonnes after recovering from drought years. Even so the percentage of people living below poverty line in 1987-87 showed an upward tendency by increasing to 31.10 in rural Karnataka though it declined to 19.83 in Urban Karnataka. This is the effect of continuous drought which affected the cereal intake of rural people.*

A Lasting contribution of Ramakrishna Hegde to the state of Karnataka has been the implementation of political decentralisation by enacting Panchayatiraj Legislation. There were several novelties in the system created by Hegde like making the elected representatives as the chief executive, reservation for women, backward classes and SC’s/STs in the elected seats etc. These novelties attracted the national attention and induced Rajiv Gandhi to initiate efforts to enact 73rd and 74th constitutional amendments to give constitutional status to the Panchayatiraj Institutions in the entire country.*

7. Solidarity (Hyderabad) and Sanket (Bhopal) at Ford Foundation, New Delhi, October 2002, P-7.
Ramakrishna Hegde as the Chief Minister of Karnataka was ably supported by Rural Development and Panchayatiraj Minister Abdul Nazeer Sab. The Panchayatiraj Act of 1983 was a revolutionary Act. It had a provision that gave a Zillaparishad President the states of a state minister Zilla Parishad was given the power to write the confidential Report of the CEO’s. New system brought in some radical shifts in the power structure both political and bureaucratic. Several administrative reforms followed the devolution of power under the Act. The state Budget provided for a district sector in tune with the new functional assignments down the line. A state finance commission was also put in place. A significant feature of the reform was that the Deputy Commissioners (District Collectors) were divested of their development related responsibilities and officials far senior to them were appointed Chief Secretaries of Zillaparishads. 73rd Constitutional Amendment and its ratification by the respective state Government has been such that empowerment of PRI’s (Panchayatraj Institutions is far from affording them the powers and capacity to carry out even their minimal tasks of local governance. In all states PRI’s operate as extensions of government line departments rather than as local governance institution.

Their capacity for the managements of natural resources despite having a considerable mandate, appears even more wanting. For the departments implementing the watershed and Joint Forest Management (JFM) programming, the over-riding considerations have been to deliver them based on the guidelines and targets in the limited time frame that has been set.*

The Zillaparishads became crucial bodies in development activities in the districts and major district rural development agencies (DRDA's) were brought under their control. Officials cite studies to show that rural Karnataka witnessed rapid strides in development work, particularly in respect of rural infrastructure such as roads, water supply and school building.* This situation however did not last long. The system lost its much-needed political support with the death of Nazeer Saab. When the five-year terms of the Zillaparishads and mandal panchayats ended in 1992, the elections were postponed and the


Zillaparishads were brought under the Deputy commissioner’s administration. In a major policy shift officials junior to the collectors were posted as Chief Secretaries of the Zillaparishads which meant a return to the pre-1983 administrative hierarchy with Deputy commissioners at the top.

Leaders had opportunities reasons for undertaking democratic decentralisation. Karnataka Chief Minister, Ramakrishna Hegde, wanted to build up a local base for his Janata Party, which was still relatively new in the early 1980’s, so it could compete with the older, well established Indian National Congress.*11

A Remarkable boom in software and out-sourcing occurred in Bangalore. This occurred as a result of conscious decisions by political leader to induce change that is by Ramakrishna Hegde.*12

Before 1987, when development funds reached the taluk level, a group of four or five persons (The Block Development Officer, the


Assistant Engineer and influential non officials) would meet behind closed doors, rake off a substantial portion of that money – 40% has been given as an estimate by people involved in such profiteering-and the remainder would be presented to ordinary people as 100% of the development budget. After 1987 (during Hegde period) the system became so transparent that hundreds of people in every taluk knew what 100% of the budget actually was. As a result, such grand theft became impossible.*13

In 1983, for the first time MLA’s were permitted by the Chief Minister Ramakrishna Hegde to determine the transfer of other officials within the taluks. This has enabled them to exercise powerful leverage over decisions by officials to assist Gram (village) Panchayats with development projects to pursue (or to subvert) legal prosecution*14

James Manor, an American Scientist based in Britain, has explained why Ramakrishna Hegde advocated a policy of “Karnataka for Kannadigas”.

“He wanted to make an independent power base for himself. This

*13. James Manor, Change in Karnataka over the Last Generation:
Villages and Wider Context, Institute of Development studies,
University of Sussex 2005; p 36.
slogan enabled him to gather some of the Pro Kannada excitement, which had been mounting in the state. He seized the opportunity from the Kannada Matinee idol Rajkumar, who was considering the possibility of entering into politics. Moreover, by adopting the case of Kannada, Hegde has strengthened his image as a regional leader. This Pro Kannada attitude had, no doubt, helped him in his party landslide victory in 1985 Assembly elections"*15

An important policy decision taken by the Ramakrishna Hegde Government was the appointment of the Sarojini Mahishi Committee to study the unemployment problems of Kannadigas. This committee appointed by the Government in 1984 as a response to the pressure from various Kannada organisations to check uncontrolled migration from other states and there by ensure employment opportunities for Kannadigas*16 in Karnataka. That is Karnataka, Kannadigas The principal demand of all sons of the soil movement was govern


interventions in the form of laws, regulation and administrative orders to provide jobs and admission to educational institutions to the members of local ethnic groups. These interventions are often referred to as preferential politics.

Overall analysis proves that Ramakrishna Hegde was a shrewd political leader. He used his public policy and administration to suit his practical political necessities as well as to spread his ideology.