CHAPTER - VI

PROBLEMS OF DHARWAD ZILLA PARISHAD AND SELECTED MANDAL PANCHAYATS
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The new system of panchayat is working since 1st April 1987 and since then it is facing numerous teething problems in its operation. The panchayat bodies have a number of problems which are political, administrative and financial in nature and significance.

Political Problems:

The panchayat bodies are primarily conceived as local self-government institutions for the purpose of providing civic amenities and promoting developmental efforts in the rural areas. Armed with wide-ranging powers, these bodies have become the centres of power in rural areas. From the perspective of their duties and responsibilities they may be regarded as development agencies of far reaching consequences for the rural population. In these agencies the developmental function gets intermixed with the power variable at the gross-roots level. Panchayat bodies can play a useful role only if they are in a position to reflect the true spirit of the rural population. They should not remain aloof from the immediate and long term concerns of the rural people. Their operational tactics
and strategy must be in tune with the hopes and aspirations of the people. Such an ethics demands that power must come from the vital sections of the rural society. It necessarily involves the emergence of leadership from the bulk of the rural populace so that it becomes the true representative of the rural people who in turn can serve the rural people in an effective manner. In rural India poor and poverty-stricken people constitute the majority section of the rural society. The bulk of the population have either no land or have meagre holdings. Given this reality large sections of the population is left with virtually no means of livelihood. It is presumed that power and leadership should come from this section of the people. Then only meaningful policies can be initiated to eradicate poverty by uplifting the poorest of poor in the Indian society. In the Dharwad Zilla Parishad the bulk of the leadership (members) has come from the dominant castes i.e., the Lingayats and the landowning class. The class and caste structure of the Dharwad Zilla Parishad members show that socially and economically the dominant castes and classes predominate in this body. The backward classes and minorities have a marginal representation which certainly is not in consonance with their strength in the population of the district. The scheduled castes and tribes, women representation is limited to the extent of reservation as per the Act. This means that their percentage in the power structure is limited to the extent the Act provides
for such representation. It shows that power is concentrated in the dominant castes and classes. Thus the emerging power pattern in the Dharwad Zilla Parishad is not representative of the members of various castes and classes in the rural population. The rural strata is one particular kind in which the power nexus is dominated if not complicated by the dominant castes and classes who have developed their own vested interests. These dominant castes and classes play a very crucial role in elections and as well as in the socio-economic and political life of the rural areas.

In view of these pervasive compulsions it is not surprising that even in the selected Mandal Panchayats also the locally dominant castes are dominating these bodies, though a small percentage of the poor and the labour class have also entered into the arena of rural power. The minorities and backward classes also have better share in rural government at the Mandal level when compared to the Zilla Parishad. At the Mandal level the less previledged castes and classes have a greater opportunity for a share in power with the dominant castes and classes. But at the apex level the position is quite different with the dominant castes and classes monopolising power. This hiatus may be due to the fact that the backward classes and minorities in the rural areas are able to mobilise and organise better at the base level than at other levels. In this context
the impact of the backward classes movement especially after
the emergence of Devaraj Urs as a dominant figure in Karnataka
State politics in the year 1972-73 created new opportunities
for this section of the population.

The rural society is highly hierarchical and various kinds
of inequalities prevail. Due to this factor, the rural power
structure either favours one or the other class and caste.
Initiation of development requires equality as a pre-condition.
In this connection we may refer to Gunnar Myrdal\textsuperscript{1} who has put
forth the view point that equality is a pre-condition of develop­
ment. Without equal-treatment of all individuals it would be
difficult to bring about rapid economic development in the rural
areas. In the peculiar conditions that prevail in rural areas
some kind of protective discrimination is necessary to protect
the interests of the weaker sections. Arguing in the same vien
Uphoff and Esman on the basis of their study of rural development
in sixteen countries consider relative equality as the pre-condition
for development.\textsuperscript{2} In the absence of equality in rural society
power and benefits of development are \textit{cornered} by few dominant

\begin{enumerate}
\item Gunnar Myrdal, \textit{The Challenge Of World Poverty}, \textit{op.cit.},
pp.63-64.
\item Norman T. Uphoff and Milton J. Esman, \textit{Local Organisation For
Rural Development : Analysis Of Asian Experience}, (Ithaca,
\end{enumerate}
sections of the population. Dominance may be acquired through the caste, class or by any other factors. In the Dharwad Zilla Parishad and the selected Mandal Panchayats power is cornered by the dominant castes and classes of the society. This may cut at the very roots of the concept of democracy. In this context Sheshadri points out that the institution created to bring changes in the socio-economic structure, because of the logic of the situation legitimises the authority of the socio-economically well-off persons. Politics in the rural context is essentially manipulative in nature and it manifests in many ways. Given the kind of political consciousness and coupled with a low level of literacy, the play of politics is largely unorganised or disorganised. The rules of the game of politics neither understood nor are they clearly laid down in order to achieve something distinct or concrete for the community as a whole. Under such circumstances rural political elites effectively manipulate with a view to acquire power. This enables the political elite to effectively manipulate development policies in their favour.


The Dharwad Zilla Parishad and Mandal Panchayats are not truly representative of the rural society and it is doubtful to what extent they serve the cause of the rural poor. It is a truism to assert that in-built caste and class-consciousness do not permit the acceptance of a radical policy to alter the conditions of the rural poor.

Since the inception of the Panchayati Raj institutions the role of political parties has assumed greater importance.\(^5\) The debate has acquired greater importance due to the bold step taken by the government in allowing a role for political parties in local self-government institutions. Political parties have a functional role in mobilising public opinion and organising elections on some kind of ideology. They help in forming of government particularly in a parliamentary form of government. Supporters of parliamentary democracy feel that it is based on organised political parties\(^6\) and direct elections is the only and certain means of effective democratic government. Political parties have a highly educative role in promoting national interest and operational policies towards this end. Indeed,

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political parties themselves are instruments of political education. But it must also be recognised that sometimes political parties do prove dysfunctional particularly in rural governments like Panchayati Raj institutions. This may be because every issue is considered from the party angle than on its merit and rationality. In the Dharwad Zilla Parishad party politics has played its role in forming government and providing effective opposition. It has also played its dysfunctional role where every issue was considered on party lines. Moreover, party politics is reflected in the parishad debates. National and State level political issues are invariably brought in the Zilla Parishad meetings and lot of precious time is wasted on these peripheral issues. For instance, the issue of dismissal of the Janata Dal Government and imposition of Presidential rule in the State and waving of farmers loans have created noisy scenes in the Zilla Parishad.

One will have to accept these abnormalities as they are the by-products of party politics. The only alternative is to lay down norms and guidelines as to the nature of issues to be discussed in the Zilla Parishad meetings. The Act itself could provide adequate powers to the presiding officer to regulate the discussion in the meetings in conformity with the guidelines or norms that may be laid down in this regard.
The pattern of party politics is reflected even at the Mandal Panchayat level. For instance, in the Nigadi Mandal Panchayat voting of no-confidence on party lines which is the normal democratic practice has not been established because of the manipulative tactics of the pradhan who has indulged in politics. This is evident from the initiation of no-confidence motion against the pradhan. The pradhan belongs to Janata-Dal Party. The Congress(I) which was in opposition moved a motion of no-confidence against the pradhan. In this case, the Congress (I) got support from some of the dissident Janata Dal Members. The pradhan known for his manipulative tendency, kidnapped some of the dissident members of Janata Dal on the day of the no-confidence motion. Due to their absence the meeting could not take place and ultimately the no-confidence motion against the pradhan failed. In this way party politics, and cross votings have figured in the Nigadi Mandal Panchayat thus exposing the power struggle and its ugly manifestations to the rural population. Under such circumstances, party politics enters in every decision of the Mandal Panchayat which in turn affects adversely the development processes. Such a fact means that the goal of development of the poor is displaced by the goal of power-management.

The goal of decentralisation is transfer of powers to the units with a view to making them self-reliant. Once power is
transferred from one centre, the other centre lower in the hierarchy exercises the same power. In Karnataka, the Zilla Parishads and Mandal Panchayats have been given adequate powers in development and welfare activities by the Act. In the normal course where the powers are transferred to democratic local self-government units it implies that power and authority is in the process of decentralisation. But the fact is that even though power has been transferred from the State government to the local units, yet the various ministries and departments function in the old groove. They seem to predominate even after the transfer of power to lower authorities. This only means that the functionaries in the Zilla Parishad and the Mandal Panchayats have not been able to do away with their mentality of dependence on the Government. The obvious practice of assigning a Minister for each district to look after the developmental activities in the area cuts the ground under the Adhyaksha who heads the Zilla Parishad. The Zilla Parishad must be given a free hand to plan and implement programmes of socio-economic amelioration of the people.\(^7\) Further the recent action of the State government in withdrawing certain departments from the purview of the Zilla Parishad has led to the dilution of powers of local self-government

units. For instance, the decision to remove the department of co-operation from the purview of the Zilla Parishad has severely curtailed the sphere of activities or jurisdiction of this body. The government on the one hand talks of bringing about democratic decentralisation by parcelling out power to the people at the grass-roots level, but on the other hand through its actions has somewhat weakened the powers of the Zilla Parishad and Mandal Panchayats. What is necessary is a harmonious balance between what is necessary and what is possible under the existing circumstances.

Administrative Problems - Official-Non-Official Relations:

One of the offshoots of Panchayati Raj administration is the Problem of official and non-official relations. The problem of official and non-official relations is an off-spring of Panchayati Raj administration. To ensure peoples' participation in rural local-government, Panchayati Raj institutions were introduced in the Community Development phase. Since then the problem of officials and non-officials has figured prominently in the literature of development administration.

Many studies have been carried out to examine the problem of official and non-official relations in Panchayati Raj admini-

All these studies expose various dimensions of official and non-official relations in rural development administration. Ideally, the relationship should be one of popular leadership and interpretation of popular will by the elected and co-opted representatives advising and counselling the officials with whom must rest the execution of the policies finally adopted by the concerned bodies. This obviously enunciates the relationship


existing in a parliamentary government between popular ministries and the bureaucrats. This type of relationship exists at the State and the national level governments. But the Panchayati Raj institutions are not able to evolve this much needed parliamentary tradition at the grass-roots level. Many reasons are attributed to this lack of functional relationship between officials and non-officials. They are listed as follows;

(i) Different socio-economic backgrounds of officials and non-officials;

(ii) Lack of clear demarcation of spheres of actions, powers and functions of officials and non-officials;

(iii) Interference of non-officials in administration;

(iv) Poor quality of officials;

(v) Psychological problems—superiority and inferiority complexes, lack of commitment, lack of understanding and adjustment;

(vi) The culture of bureaucracy;
The process of politicisation; and
Improper demand on the officials by the political masters.

In the light of the above considerations questions were posed to the officials and non-officials regarding their inter-relationship problems. The sound interpersonal relationship between officials and non-officials is possible in a homogenous atmosphere. The homogeneity can be established if the socio-economic background of the members of the organisation is more or less same. The different socio-economic backgrounds create different perception, attitudes and orientations in the members of the particular organisation. In a study on official-non-official relations it was revealed that within officials and non-officials a type of mirror image seems to prevail. In order to probe in this matter the official and non-official's socio-economic profile is constructed. The officials and non-officials almost belong to the same religion and caste denominations. This is evident from the table number 1.

Table - 1: Religion And Caste Of The Officials And Non-Officials Of Dharwad Zilla Parishad:

<table>
<thead>
<tr>
<th>Religion/ Caste</th>
<th>Non-Official</th>
<th>Official</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percentage</td>
</tr>
<tr>
<td>I. Hindus</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Lingayat</td>
<td>33</td>
<td>48.5</td>
</tr>
<tr>
<td>2. Raddi</td>
<td>3</td>
<td>4.4</td>
</tr>
<tr>
<td>3. Kuruba</td>
<td>6</td>
<td>8.8</td>
</tr>
<tr>
<td>4. Maratha</td>
<td>1</td>
<td>1.5</td>
</tr>
<tr>
<td>5. Ganiga</td>
<td>1</td>
<td>1.5</td>
</tr>
<tr>
<td>6. Brahmin</td>
<td>3</td>
<td>4.4</td>
</tr>
<tr>
<td>7. Kshatriya</td>
<td>1</td>
<td>1.5</td>
</tr>
<tr>
<td>8. SC/ST</td>
<td>16</td>
<td>23.5</td>
</tr>
<tr>
<td>9. Others</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Total Hindus</td>
<td>64</td>
<td>94.1</td>
</tr>
<tr>
<td>10. Jain</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>11. Muslim</td>
<td>3</td>
<td>4.4</td>
</tr>
<tr>
<td>12. Christian</td>
<td>1</td>
<td>1.5</td>
</tr>
<tr>
<td>Total Other Religions</td>
<td>4</td>
<td>5.9</td>
</tr>
<tr>
<td>TOTAL</td>
<td>68</td>
<td>100.00</td>
</tr>
</tbody>
</table>
Table - 2 : Age Of Officials/Non-Officials :

<table>
<thead>
<tr>
<th>Age</th>
<th>Officials</th>
<th>Non-Officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>20-24</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>25-29</td>
<td>1 (2.6)</td>
<td>7 (10.3)</td>
<td>8 (7.5)</td>
</tr>
<tr>
<td>30-34</td>
<td>5 (13.2)</td>
<td>10 (14.7)</td>
<td>15 (14.2)</td>
</tr>
<tr>
<td>35-39</td>
<td>6 (15.8)</td>
<td>11 (16.2)</td>
<td>17 (16.0)</td>
</tr>
<tr>
<td>40-44</td>
<td>3 (7.9)</td>
<td>20 (29.4)</td>
<td>23 (21.7)</td>
</tr>
<tr>
<td>45-49</td>
<td>2 (5.3)</td>
<td>7 (10.3)</td>
<td>9 (8.5)</td>
</tr>
<tr>
<td>50-54</td>
<td>14 (36.8)</td>
<td>8 (11.8)</td>
<td>22 (20.8)</td>
</tr>
<tr>
<td>55-59</td>
<td>7 (18.4)</td>
<td>2 (2.9)</td>
<td>9 (8.5)</td>
</tr>
<tr>
<td>60 and above</td>
<td>-</td>
<td>3 (4.4)</td>
<td>3 (2.8)</td>
</tr>
</tbody>
</table>

TOTAL 38(100.0) 68(100.0) 106(100.0)

Age is a significant factor in moulding the behaviour of individuals. The assumption is that if the members of an organisation belong to the same age group, the homogeneity and cohesiveness in actions can be ensured. In the present study the majority of the officials and non-officials belong to the age group of 40 to 50, i.e., the middle aged group is dominant in the Zilla Parishad. At the same time significant majority
is also in the age group of 25 to 40. This shows that the functionaries (officials as well as non-officials) who are working in the Dharwad Zilla Parishad belong more or less to the same age-group. This necessarily ensures greater understanding and unity of purpose. The age distribution pattern is shown in Table number 2.

The officials and non-officials interact together in many areas of administration. These may be policy implementation, routine administration, utilisation of Government grants and personnel problems like transfer, promotion, discipline and so on. The crux of the official and non-official relations, mainly revolves around these areas. This is because proper co-operation and understanding in these areas results in a balanced and meaningful official and non-official relations. In case non-co-operation exists the relations turn into strains and stresses thereby affecting the whole system. "Conscious efforts are required on the part of both officials and non-officials for avoiding such irritants which come in the way of smooth functioning of the administrative machinery. The creation of right climate for working of these institutions is of primary importance. The elected representatives and the service have to evolve healthy conventions to act as lubricants of the weakening machinery." In order to probe into this a query was put to the

Q: In the light of your personal experience, please indicate the areas of co-operation and conflict between yourself and non-officials. Please make your observations from the following perspective.

Table - 3: Personal Experience Of Officials In Obtaining Co-operation And Conflict With Respect To Various Perspectives

<table>
<thead>
<tr>
<th>Perspectives</th>
<th>Area of Co-operation</th>
<th>Area of Conflict</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy implementation</td>
<td>34 (89.5)</td>
<td>4 (10.5)</td>
<td>38 (100.0)</td>
</tr>
<tr>
<td>Routine administration</td>
<td>23 (60.5)</td>
<td>15 (39.5)</td>
<td>38 (100.0)</td>
</tr>
<tr>
<td>Utilisation of Government Grants</td>
<td>33 (86.8)</td>
<td>5 (13.2)</td>
<td>38 (100.0)</td>
</tr>
<tr>
<td>Personnel Problems like Transfers etc.</td>
<td>19 (50.0)</td>
<td>19 (50.0)</td>
<td>38 (100.0)</td>
</tr>
</tbody>
</table>

The answers are tabulated in table 3. Interestingly the above table reveals that maximum co-operation exists in the area of policy implementation and utilisation of Government funds whereas the areas of routine administration and the personal problems are the main conflicting areas. The officials and
non-officials work in unison to implement policy. It is a natural corollary that to implement policy maximum funds are utilised. Hence officials and non-officials again act in togetherness and share a common purpose for their actions. The routinised administration involves day to day affairs of the office such as rule application, and making notes and putting up the cases for sanction or approval. This aspect of the reality obviously exhibits the most noted defect of bureaucracy i.e., red tapism and delay. The day to day conflict also ensues forth from this basic divergence in role perception. Quite often trivial issues assume ominous proportions, clash develops and the conflict deepens. In this way the disharmony in relationship is created.\footnote{S. Bhatnagar, Rural Local Government In India, (New Delhi, Light and Life Publishers, 1978), p.142.} It is natural that the conflict between officials and non-officials is bound to exist in this area since the officials work in a bureaucratic framework while non-officials work in an open and free atmosphere. Hence officials have to develop a democratic spirit and frame of mind. Non-officials have to realise that without the proper co-operation of the officials development work cannot be accomplished. Primarily this situation calls for adjustments on the part of both officials and non-
officials and this can only be a gradual process. Likewise personnel problems of officials like transfers, promotion and discipline also create conflict between the two. This is because officials either expect favour in these matters or non-officials want to punish officials taking recourse to these matters. Hence on one side there is favouritism and on the otherside punishment and recrimination by the non-officials results in conflicting situations between officials and non-officials. This is what the officials opined and is also evident in the above table.

The administration is primarily concerned with the distribution of goods and services. In fact the delivery of service is a prime function of bureaucracy particularly at grass-roots level. In order to corner maximum services the political pressures are bound to exist. Under such a situation the official actions are subjected to discussion and debate and eventually result in stresses and strains. In order to avoid these conflicting situations officials must act tactfully and pursuade the non-officials to withdraw political pressures for improper demands.

In order to elicit official opinion on this, a question was asked to the officials:

Q: Do you think that non-official members often put pressure on officials for improper demands?

Table - 4: The Pressure From Non-Official Members On Officials For Improper Demands:

<table>
<thead>
<tr>
<th>Response</th>
<th>Number of Officials</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Do it if it is within rules</td>
<td>34</td>
<td>89.5</td>
</tr>
<tr>
<td>Do not yield to pressures</td>
<td>3</td>
<td>7.9</td>
</tr>
<tr>
<td>Try to convince</td>
<td>1</td>
<td>2.6</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>38</td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

The responses show that more than 85 per cent of officials expressed that non-officials exert pressure for improper demands. Complementary to this question, another question was posed to officials as to how they react when such pressures are exerted. Around 90 per cent of officials expressed the view that they
do the work if it is within the framework of rules and 2.6 per cent of respondents said that they try to convince non-officials regarding such improper demands. This is natural that officials under bureaucratic culture go by rules. Since many officials are development-oriented they try to convince non-officials regarding unfeasibility of improper demands by the non-officials. What was required at this juncture was enlightened and committed non-official leadership in league with efficient and development-oriented officers who would be able to deliver the goods. But such a practice can develop only within a large socio-political culture which places emphasis on merit, honesty, sincerity, and dedication. 15

In order to have a sound relationship between official and non-officials, officials should mould their behaviour and attitude in the desired direction. This means that officials while interacting with non-officials should perform all the activities prescribed under parliamentary democracy. Sometimes it so happens officials wrongly interpret this attitude and go to the extent of not displeasing non-officials for any work. In order to probe into this a question was put to the officials:

Q: It is said that generally there is a tendency among the officials not to displease political leaders. How far is it true?

<table>
<thead>
<tr>
<th>Response</th>
<th>Number of Officials</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>True</td>
<td>9</td>
<td>23.7</td>
</tr>
<tr>
<td>Not true</td>
<td>7</td>
<td>18.4</td>
</tr>
<tr>
<td>Partly true</td>
<td>22</td>
<td>57.9</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>38</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

The answers as tabulated in Table 5 reveal that 57 percent of the respondents expressed as partly true whereas 23 percent opined as true. It shows that more than 80 percent respondents in one or the other occasion never displeased non-officials. This raises a serious question. In order not to displease non-officials, officials may have to sometimes bypass rules and other official norms. This necessarily dilutes the rationality, neutrality, and impartiality of the bureaucratic spirit. Additionally, this raises some suspicion about favouritism. In this connection, it can be said that in a welfare State a degree of
commitment to national goals is called for not only from politicians but also from civil servants.16

Table - 6 : Frequency Of Contact By Non-Officials To Officials For Their Problems

<table>
<thead>
<tr>
<th>Approach</th>
<th>Number of Non-Official Members (Z.P.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Usually</td>
<td>10 (29.4)</td>
</tr>
<tr>
<td>Some time</td>
<td>12 (35.3)</td>
</tr>
<tr>
<td>Rarely</td>
<td>10 (29.4)</td>
</tr>
<tr>
<td>Never</td>
<td>2 (5.9)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>34 (100.0)</td>
</tr>
</tbody>
</table>

The frequency of contacts between officials and non-officials denotes the sound interpersonal relations between the two. This is because they must work together to achieve the cherished goals of Panchayati Raj institutions. The non-official's contact with the officials necessarily bridges the gap between the two and clears out any misunderstandings and misconceptions. Sometimes

it does enhances the efficiency of administration. A Question was asked to the non-officials regarding their frequency of contact with the officials. The response shows that more than 60 per cent of the non-officials say that they have contact with officials. This shows that non-officials do meet officials for their problems and work. This necessarily ensures speedy implementation of the work and removal of red tapism and thus reduces the problem of too much bureaucratization. The response of non-officials to officials for their problems is shown in the above table.

In the rural development administration the efficiency and effectiveness of officials can be increased if the non-officials support the official's rational actions. Whatever decision the official takes in consonance with norms must be supported by non-officials to ensure proper working of the system. The smooth working of Panchayati Raj institutions to some extent is determined by the non-official's support to the officials for their rational acts. A question was asked to officials whether non-officials support them in their actions. The answers are tabulated as follows:
Table - 7: To What Extent Non-Officials Support Officials?

<table>
<thead>
<tr>
<th>Opinion</th>
<th>Number of Officials</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fully</td>
<td>20</td>
<td>52.6</td>
</tr>
<tr>
<td>Partly</td>
<td>13</td>
<td>34.2</td>
</tr>
<tr>
<td>No</td>
<td>5</td>
<td>13.2</td>
</tr>
</tbody>
</table>

TOTAL 38 100.00

More than 50 per cent of the respondents said that non-officials fully support them in their official actions. Likewise, 34% of the respondents expressed that non-officials partly support them in their official endeavours. It is a very healthy sign that non-officials support the rational actions of the administrators thereby ensuring smooth working of the system. This type of support also facilitates a balanced relation between official and non-officials thereby enhancing the efficiency of Panchayati Raj administration.

The above analysis shows that a number of factors are responsible for smooth relations of officials and non-officials. A number of variables have salience on the official and non-official relations in Panchayati Raj institutions. The economic,
political and social variables have a greater say in determining the pattern of official and non-official relations. This is because these variables either contribute for smooth or tenuous official and non-official relations. A question was asked in order to rank which factors have greater salience in official and non-official relations. The following table shows the responses expressed by the officials.

Table - 8 : The Variables Having Salience In Official/Non-Official Relations

<table>
<thead>
<tr>
<th>Variables</th>
<th>Number of Officials</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>I</td>
</tr>
<tr>
<td>Economic</td>
<td>2 (5.3)</td>
</tr>
<tr>
<td>Political</td>
<td>28 (73.7)</td>
</tr>
<tr>
<td>Social</td>
<td>8 (21.0)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>38 (100.0)</td>
</tr>
</tbody>
</table>

More than 90 per cent of the respondents expressed the view that political and social variables were the first rank factors to have greater salience on these relations. In the second preference 57 per cent of the respondents said that economic variables were predominant while in the third preference 60 per cent of the
officials expressed the view that the social variables had greater salience. In general, officials feel that political and social variables have greater salience compared to the economic variable in official and non-official relations.

Policy Prescriptions:

The nature, substance and thrust of official and non-official relations in the context of Dharwad Zilla Parishad has been discussed and analysed in earlier portions of this chapter. Our task now will be to make certain policy prescriptions which can go a long way in improving the functioning of the Zilla Parishad and the Mandal Panchayats. These suggestions are made in the belief that governmental policy makers in league with non-officials may implement them in an expeditious manner to achieve the long term objectives of the Dharwad Zilla Parishad and Mandal Panchayats in particular and Panchayati Raj institutions in general.

(1) Government officials must develop a sense of commitment to the cause of the upliftment of the rural population. This calls for a great deal of tolerance, patience and understanding of rural problems in terms of public interest.
(2) Public officials have a great responsibility to ensure discipline formally and informally. By discipline we mean the ability to function according to rules, regulations and procedures which can go a long way in proper utilisation of scarce resources for the benefit of the people.

(3) Government officials must have a good mental disposition towards the rural population. They should not assume an air of superiority in their dealings with rural people. If they maintain cordial relations the objective of action-motivated and problem-solving approach can be put into practice without delay.

(4) The areas of maladjustment or tension between officials and non-officials are to be found at the intra-group and inter-group levels. This may be because of sharp differences in local political leadership due to the play of caste, sect or other extraneous factors or these tensions may be because of the practice of sending development officers on deputation to local self-government institutions resulting in these officers involving in an atmosphere of dual loyalty. The policy implementation that we would like to make to remove the
tension between official and non-officials at the intra and intergroup levels is that officials should not function in a bureaucratic, indifferent and superficial manner. Elected members and officials should develop the habit of mind and tradition of mutual trust and respect making them to cater to popular aspirations;

(5) The elected representatives should give greater importance to matters relating to policy, planning, production, and public participation at the ground level rather than interfering with routine administrative matters. The administrative matters should be left to officials who have the necessary expertise to operate effectively as meaningful and catalytic agents of socio-economic welfare measures. The present system is new and development of sound traditions take time for the civil service. It is the question of mental adjustment to tasks. A democratic spirit has to be developed among the officials while the non-officials should be made aware about the intricacies of bureaucracy and development administration. This necessarily demands adjustment on the part of both officials and non-officials and this can be ensured in a gradual manner;
The government must take punitive steps against those elected representatives who take decisions contrary to established procedures, rules and regulations. Sometimes elected representatives may take wrong decisions because of ignorance or lack of training in legal matters. In this connection a job-training course could be based upon problem-solving technique and illustrated by simple case studies. The government also should devise ways and means to check undue pressure brought by non-officials and political parties by making suitable provisions in the Act.

The effective working of the Panchayati Raj system requires effective control and supervision of development bureaucracy by the political leaders, but the problem of this type of supervision and control is becoming acute. This is because public bureaucracy at the lower rungs is not attuned to this type of supervision and control by popular representatives. This has become a critical problem. The problem lies in lack of proper commitment and orientation. The officials or the non-officials may not have fully appreciated each other's role thereby creating frequent deadlock and crisis in development administration. The lack of culture of politics and proper appreciation of the panchayat system at lower levels by the officials has resulted
in this type of feelings and actions. Such feelings and actions can be effectively evaded by organising workshops, and short term training courses. In this connection training assumes an important role for orienting and making them committed to the development function.

The human resource development is a crucial variable for the success of Panchayati Raj institutions. This is because the managers (both officials and non-officials) of panchayat bodies must have proper orientation and understanding of the system in which they are working. Many problems of Panchayati Raj institutions like lack of understanding between officials and non-officials, lack of integrity, lack of commitment, lack of honesty and humanity, irrationality, arrogance, status, and power psychosis are attributed to the inadequacy of proper human resource development planning. The panacea for all these human ills is training. Thus training occupies a prominent place for the success of rural local government. Rural development is not likely to be self-sustaining without a range of diverse yet related training programmes.\(^1\) The people who run the institutions must have proper orientation, attitude, perception and commitment towards the system. Training ensures a proper

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balance between the human side and the institution side of the organisation. In fact, training injects life blood into the system. Commenting upon the importance of training an expert body of the U.N. remarks that "training is designed to increase the knowledge and skills of an individual in order to give him greater capacity in his field of work."  

Hence training is an organised procedure which brings about a semi-permanent change in behaviour for a definite purpose. Training also is schooling, learning, adoption, and not just a ritual. Thus training is learning, that changes behaviour. If it does not change behaviour no learning has occurred.

Many high power committees appointed by various State governments have recognised the importance of training for the efficiency of Panchayati Raj institutions. The Sadiq Ali team and Giridharilal Vyas Committee of Rajasthan, Bongirwar Committee of Maharashtra, Jinabhai Dorji Committee of Gujarat, Marasimhan

and Vengal Rao Committees of Andhra Pradesh have emphasised training for strengthening panchayat bodies. Likewise the Ashoka Mehta Committee too has recognised its merit and recommended for proper training to ensure efficiency and effectiveness in Panchayati Raj institutions.

Training is a process whereby individuals learn the skills, attitudes, and orientation congruent to a particular role. Role of the pattern of actions expected of a person in the social system with its accompanying rights and obligations, power and responsibility are intrinsic to the training process.


There are three issues in training of official and non-officials of Panchayati Raj institutions.

(i) What should be the objective of training?

(ii) What should be the strategy for training?

(iii) Whether officials and non-officials should be imparted training in composite groups or separately?

Objectives Of Training:

In general the objectives of training can be listed as follows:

(i) Training must create in the participant a liking or interest in work. It should become as interesting to an adult as play is to a child. The zest for work can be created by making the trainee overcome the negative attitudes towards work and making him feel at home at work so that it is not treated as a burden but as a pleasure;
(ii) Training must enable the participant to develop confidence in work and induce self-reliance so that dependence on others is minimised;

(iii) Training must enable the participant to develop the right work ethic and culture which would also need to be reinforced by precept and example;

(iv) Training must bring about an attitude of precision or exactness in work; and

(v) Training must enable the participants to value the time dimension in work. That time is money and it needs to be saved and effectively utilised must become one of the general objectives of training in government. How to plan work and execute it effectively with the help of the specific skills imparted should also be the concern of training.  

24 S.N.Rao, "Objectives And Opportunities Of Training In Government", in A.P.Saxena, Training In Government: Objectives And Opportunities, op.cit., p.89.
Apart from these general objectives of training, specific objectives with regard to Panchayati Raj must be included. They are firstly orienting the officials and non-officials towards the panchayat legislation and its role in development planning and implementation at the local level. Secondly, the work mechanism of panchayat system should be made known to officials in general and non-officials in particular. In the last instance, training with regard to relationship between officials and non-officials, between non-officials themselves must be imparted with regard to relationship between officials and non-officials. The stress must be on human relations.

The above listed objectives must form the content of all the training programmes meant for official and non-officials in the Dharwad Zilla Parishad and selected Mandal Panchayats.

**Strategy For Training:**

Training should be recognised as a vital aspect for the success of panchayati Raj institutions. The training must be made mandatory for all those involved in the working of rural local government. The success of any training programme needs three variables. Firstly adequate funds, secondly expertised training, Lastly the full participation and co-operation of trainees. The result-oriented training requires appropriate
development of training materials, training manual and training skills and tools. The top level political masters and bureaucrats must ensure the necessary conditions for launching successful training programmes for the middle and lower rung officials and non-officials. Lastly, the strategy involves adequate review and evaluation of training programmes.

3. **Combined Orientation Training**:

Ever since the inception of Panchayati Raj institutions, the issue whether to have training for officials and non-officials in a composite group or separately is debated. The pros and cons of the two modes reveal nothing substantial. This is because one cannot categorically rule out any single mode of training. This is because both combined and separate training courses for official and non-officials will be required under certain circumstances. However, in certain training programmes a composite group of trainees from officials and non-officials can be included as trainees. The combined training has certain advantages. In the opinion of Ashoka Mehta Committee, it provides "opportunity for an exchange of views and cross-fertilization of ideas. It enables them to understand and appreciate each others viewpoints with greater clarity and empathy. The participants tend to realise and absorb how they
through their attitudes and approaches to others can facilitate or impede progressive action for providing leadership and *evening* co-operation.\(^{25}\)

**Financial Problems:**

The main problem with regard to finance is resource mobilisation. The Zilla Parishads and Mandal Panchayats have been given grants by the State government. The Zilla Parishad has no taxation power. The Mandal Panchayats have taxation power on many items. It is reported that about 80 to 90 per cent finances of these bodies are derived from the State exchequer. It shows that only about 20 per cent resources are managed by these bodies. Once the State government provides grant it is automatically categorised as conditional grants, without much autonomy for its use. It can be used only for the purpose for which it is lent. Hence financial centralisation which is the bane of all State governments has hindered the mobilisation of resources and even the low percentage of mobilised resources have not been fully exploited in the larger interests of the people. In the Nigadi and Ammanbhavi Mandal Panchayats the tax share is only 20 per cent of the total budget. This

can be effectively raised, but the Mandal Panchayats have always fought shy of raising taxes. In the absence of any taxation the Zilla Parishad has not been able to raise finances in a considerable measure. In view of this reality the Zilla Parishad has become a mere spending agent of the State government. In effect, it may appear to have lost its character of local self-government.

The expenditure pattern of the Zilla Parishad and Mandal Panchayats shows a significant trend. A large chunk of the expenditure is made for non-plan schemes, which means that the funds are mostly spent on establishment and administration. In the Dharwad Zilla Parishad for the years 1987-88 and 1988-89 the non-plan expenditure was Rs.4502.58 and Rs.5858.53 lakhs respectively. This amounts to 62 per cent of the total budget. These figures clearly show that a considerable portion of the budget is spent on administration, leaving a meagre amount for development activities. Such an expenditure pattern has to be reversed so that adequate funding can be provided for development and welfare services.

The financial management and maintenance of accounts is another problem. In the Dharwad Zilla Parishad and selected Mandal Panchayats accounts are not maintained in a systematic manner even though it is under the direct control of the State
Accounts Officer. Government accounts are not kept in double entry system which is the normal practice in private commercial firms. The Zilla Parishad audit has been brought under the State Accountant General. The Accountant General audits the Zilla Parishad accounts whereas Mandal Panchayat accounts are verified by the Zilla Parishad. The Accounts department and the local audit circle of the State government have an onerous responsibility for maintaining proper accounts. Auditing has to be made compulsory and at regular intervals. In the presence of regular audit financial misappropriation and other errors can be avoided, if not eliminated completely.

In sum, we may argue that the problems of Dharwad Zilla Parishad and the selected Mandal Panchayats of Amminbhavi and Nigadi are fairly complex in nature. Some of these problems are of a political nature while others are of an administrative nature. In this chapter official-non-official relations, training problems etc have been discussed at length and appropriate conclusions have been drawn and some suggestions have been made. One broad conclusion is that all these problems are manageable and can be solved given the determination and sincerity of all the individuals involved in Panchayati Raj institutions.
CHAPTER VII

FINDINGS, POLICY PRESCRIPTIONS AND
CONCLUSIONS OF THE STUDY
In this chapter an attempt is made to specify the findings, conclusions and policy prescriptions of the study.

Findings:

The establishment of Zilla Parishad and Mandal Panchayats in Dharwad District have created a new atmosphere and a new culture in development administration. This has resulted in a more efficient and effective performance of development departments as they have come under popular control. Such a process has not only democratised development administration but it has made it more receptive to the needs of the people.

Organisationally the system is sound but there are certain weaknesses. The weaknesses may be identified as lack of proper linkage between Mandal Panchayats and the Zilla Parishad. Another defect is inadequate staff at the level of Mandal Panchayats. The role of the Taluk Panchayat Samithi is not properly conceived taking into consideration the importance of block administration.
The composition of the Dharwad Zilla Parishad shows that men and women of reasonably high calibre have been able to participate in the local self-government. The new leadership is emerging, however this leadership is confined to the dominant caste of the district (Lingayat) which in some instances goes against the democratic spirit. Women and scheduled caste members have been able to mobilise themselves more than the requisite reservations. This is a sign of political development because these two categories were most unorganised all these days. In the Mandal Panchayat too there is a similar trend with the emerging of new leadership which is educated and younger in age. Here also the Lingayat caste is strongly represented in these bodies. The minor castes have a very marginal representation. The pradhans of selected Mandal Panchayats are graduates, thus making the leadership a more meaningful one.

The officials are slowly adjusting to the new politico-administrative culture, one notable feature is that barring a few, most of the official contingent in the Zilla Parishad has a positive orientation towards the new system. This is a good sign keeping in view their responsibility and commitment to development. A few officials still lack the commitment and are averse to popular control. It has resulted in some sort of clashes as reported in newspapers and discussed in the
Zilla Parishad meetings. As regards the official and non-official relationship a sound relationship is emerging. This has been made possible by sound relationship existing between the Chief Secretary and the President of the Zilla Parishad. In such a relationship the personalities of the Chief Secretary and the President of the Zilla Parishad are important. If they are objective and accommodating in nature a harmonious relationship can develop between these two individuals.

The MLA's, MLC's, and MP's have taken interest in this system. They are more articulate and quite thorough in presentation of their cases in the meetings. A true parliamentary spirit is prevailing because of the effective and constructive opposition. This has been made possible by the democratic attitude of the President.

There is a mismatch between the functions allotted to the Zilla Parishad and the selected Mandal Panchayats and resources at their disposal. The Zilla Parishad has been given almost all developmental works barring a few like major irrigation, public works etc along with transfer of resources by way of grants. Likewise the Mandal Panchayats have been assigned numerous functions but their resource base is very weak. The crux of the problem lies in good financial management by these institutions. The Zilla Parishad has not been provided with sufficient funding
except by way of loans. The fact is that Mandal Panchayats have been assigned numerous taxation powers but as such they are shy to go in for additional taxation or comprehensive imposts. This is true of local self-government institutions in the country. It is very paradoxical that on the one hand local self-government institutions have been given wide ranging powers, but on the other hand matching funds are not provided with the result that there is no relationship between power and responsibility.

The planning under these institutions is very weak. Planning is mainly confined to allocation of schemes and targets. Planning as an independent exercise in a district is not undertaken. This is due to heavy reliance for funding on the State government and inadequate staff at the planning department of the Zilla Parishad. Hence planning from below is neither realistic nor scientific in its manifestations.

The developmental work of the Dharwad Zilla Parishad is fairly satisfactory but there is still much scope for improvement in desired directions. Our study has shown that available finances and resources have not been fully utilised by the Zilla Parishad. For instance, under the Health Department the allotted money was Rs.78.22 lakhs but the expenditure was only 49.22 lakhs for the year 1987-88. Similarly the allotted
money for 1988-89 for health was Rs.96.14 lakhs whereas the expenditure was Rs.48.44 lakhs only. The failure to use fully the earmarked funds is a bad reflection on the working of the Zilla Parishad.

The Taluk Panchayat Samithi in actual practice has become very effective in performing its task. Its effectiveness is enhanced because of the presence of MLA as a Chairman. The Taluk Panchayat samithi provides for the review of development work in the Taluk. The Block Development Officer's position is not properly conceived in the present system. His services need to be utilised fully so as to strengthen local self-government units.

Gram Sabhas in the initial stages proved very effective and villagers were very enthusiastic in participating in them. Gradually the rural population has lost interest due to non-fulfilment of the promises by the Mandal Panchayats. The Dharwad Zilla Parishad has issued a circular to strengthen them by emphasising the need to have regular meetings of these bodies. The Zilla Parishad is trying to energise it in a functional manner.

The operation of political parties has resulted in some kind of bias in the working of Panchayati Raj institutions.
Most of the issues in the Zilla Parishad and Mandal Panchayats are discussed on political lines. The State and Central political compulsions are reflected in the Zilla Parishad meetings. For instance, the writing of loans of the farmers and the dismissal of the State government and the imposition of President's rule have been discussed in the Zilla Parishad meetings. Under such a situation it is needless to state that local issues are sidelined and issues of national importance are discussed without objectivity and rationale. The question arises whether it is within the purview of the Zilla Parishad to deal with issues of a political nature and which are not germane to its objective of improving the socio-economic conditions of the people. It is suggested that conventions or norms should be established which can guide the operational dimension of the Dharwad Zilla Parishad.

**Recommendations (Policy Prescriptions):**

The above discussion has shown that Panchayati Raj institutions have been confronted with a number of problems in administration, finance and other aspects. In order to strengthen the Panchayati Raj institutions in Dharwad District, the following steps must be initiated:
(1) In order to improve the linkages and means of communication between the Mandal Panchayats and the Zilla Parishad either the Adhyaksha or Upadhyaksha or Chairman of Standing Committees of the Zilla Parishad should be designated as the contact person for a number of Mandal Panchayats;

(2) It is necessary to strengthen the administrative set up at the Mandal, taluk and district levels since the staff is inadequate particularly at the Zilla Parishad and Mandal levels, immediate measures should be taken to increase the staff. A new post of Junior Engineer must be created at the Mandal level with one or two additional office assistants for each Mandal Panchayat;

(3) The post of Block Development Officer should be upgraded to class I and the Taluka Panchayat Samithi should be given more powers;

(4) Government officials must develop a sense of commitment to the cause of the upliftment of the rural population. This calls for a great deal of tolerance, patience and understanding of rural problems in terms of public interest. The Government must take punitive steps against those elected representatives who take decisions
contrary to established procedures rules and regulations. Sometimes elected representatives may take wrong decisions because of ignorance or lack of training in legal matters. In this connection a job training course could be based upon problem-solving and illustrated by simple case studies. The government also should devise ways and means to check undue pressures brought by non-officials and political parties by making suitable provisions in the Act.

(5) Over all it would appear that members of the Legislative Assembly and Council evince keen interest and participate in the Zilla Parishad deliberations. Traditions of parliamentary democracy are taking roots gradually.

(6) The Zilla Parishads and Mandal Panchayats must be given adequate finance, since the major share of funding is now spent on the non-plan schemes. The planned schemes are left with meagre funds, which adversely affect economic development. Hence funding should be enhanced to meet out the expenditure on developmental programmes. It is also suggested that steps should be taken to ensure proper utilisation of the available finance and resources.

(7) With regard to the planning process, it should be strengthened at the level of the Zilla Parishad. The
planning staff must be well-equipped with the latest tools of planning management. The staff must be provided in-service training to upgrade their skills. Further, the infrastructure of the planning wing should also be upgraded by providing better equipment and skilled human resources.

(8) The three-tier structure of the panchayat system is meant to be rooted in the Gram Sabha. Mandal Panchayats have so far been reasonably prompt in convening the Gram Sabha meetings. The attendance at these meetings is generally poor. The reason is that the commitments made by the Mandal Panchayats are more often not honoured. Hence the villagers lose interest and keep away from the Gram Sabha meetings. Therefore, Mandal Panchayats and the Zilla Parishad must keep the villagers informed about the progress of development works carried out in their jurisdiction and make serious and sincere attempts to successfully complete the works on hand.

(9) Most of the funds of the Mandal Panchayats are made up by government grants only. The reluctance to impose and collect taxes is almost universal. Inadequate attention to development programmes and shyness to enforce direct taxation and consequent dependence on government for funds
CONCLUSION:

The introduction of the new system of Panchayati Raj has brought about considerable change in the rural areas of the Dharwad district. The changes are in two directions. Firstly, changes have been brought in development administration by way of a new system, new principles and a new way of working. Secondly, changes have been seen in rural life due to the organisation of the new system which has allowed political parties to come to the doors of the rural population. Changes in development administration have resulted in enhancing the efficiency and effectiveness of government departments in the provision of services. This is evident from the perception of officials as well as members. Likewise, the common villager also is optimistic of economic development through the rural based bodies. The organisation of people's government has made the administration more responsive towards people's desires and needs. In a good measure efficiency has
become the watchword and yardstick for judging issues. The Report of the Zilla Parishad and Mandal Panchayat Evaluation Committee supports these perceptions and findings. The Report is of the opinion that in the field of medical and public health, allocation of houses, promotion of fisheries and horticulture and operation of schools the progress has been very impressive. In case of the Dharwad Zilla Parishad the performance in the spheres of Aksharasena, provision of housing sites under Janata Schemes is commendedable and of far reaching consequence. Likewise the operation of the Mandal Panchayats have also shown positive success in the field of rural development. In the selected Mandal Panchayats, their performance in the fields of rural water supply and education are very noteworthy.

The induction of political parties at the grassroots level has helped the mobilisation of rural people to a great extent. The net result of all these positive developments is greater participation of the people through political parties. It is

2. Ibid., Paras 24, 25, 26 and 27, pp.9-11.
therefore not surprising that political socialisation of rural people is a reality in recent years. Moreover, such a process has helped political parties to broaden their base at the grassroots through the instrumentality of these institutions.

In spite of these achievements the new experiment is plagued with a number of problems, inadequacies and weaknesses which have been already dealt with in the study. The structural inadequacies like lack of organic linkage between the Zilla Parishad and the Mandal Panchayats have hampered the working of rural institutions to a great extent. Inadequacies of staff particularly at the Mandal Panchayat level is a persistent reality. The status of the block development officer is still under a cloud. The planning department at the Zilla Parishad level has inadequate staff. The planning personnel lacks training. These lacunae point out to the fact that the existing bureaucracy is ill-suited to meet the momentous challenges of this bold and new experiment. The problem of finance is of a very acute nature. But it must be noted that the problem is not only lack of finance but centralisation of finance thereby reducing the status of these institutions as mere agents of the State Government. The Mandal Panchayats have not exploited their powers in mobilising resources to the maximum extent. The Zilla Parishad does not have taxation power. All these negative features go against the spirit of decentralisation and self-reliance.
The emerging leadership in rural local self-government institutions is young and educated. This is a positive sign and may eventually throw up a kind of rational leadership. However, leadership is dominated by the dominant castes of the rural society which violates the true spirit of democracy. Leadership must be representative of the rural masses. The poor and unorganised sections of rural society have not been able to capture the leadership in the Zilla Parishad, but to a small extent they have made their presence felt in the Mandal Panchayats. Whatever the nature of leadership it must seek to bring about socio-economic development as early as possible.

The Gram Sabha conceived as a unit of direct democracy was successful in the initial stages. But of late this institution is declining because of the lack of interest of the rural masses.

Political parties have played a major role in mobilising the rural people, but this has also created new problems like factions, groups, clashes and in certain instances rampant violence which is undesirable. Whatever is known from newspaper reports, journals etc., the fact is that the impact of political parties is such that groupism among the rural folk has become the order of the day resulting in political violence. To a certain extent the rural population is disenchanted with the
The success of Panchayati Raj institutions depends upon two important factors. One is commitment and the other is independent finance. Commitment on the part of elected leaders to serve the people in a spirit of dedication is necessary. This is a basic requirement without which no system can flourish. Likewise commitment on the part of the development functionaries, the State Government and the State leaders is another important requirement. Adequate funding is a crucial ingredient in making these institutions self-reliant and independent. Hence these bodies have to be provided with independent finance so that they can plan as genuine decentralised units of government.

In conclusion, it may be said that this study has consistently taken the position that rural socio-economic revitalisation is *sine-qua-non* of the experiment of democratic decentralisation. Rural institutions like the Zilla Parishad and Mandal Panchayats have a crucial role in creating a new ethos and a new political culture at the grass roots level. These rural local self-
government institutions can prove as the bedrock of Indian democracy.

Hopefully this study based on empirical research has made a thorough study of the various dimensions of the activities of the Dharwad Zilla Parishad and the two selected Mandal Panchayats of Amminbhavi and Nigadi.