CHAPTER- II
STRUCTURAL FUNCTIONAL ASPECTS OF PANCHAYATI RAJ INSTITUTIONS

In this chapter focus is given to study and visualize PRIs in context of structural functional analysis. Two Gram Panchayats are selected for study and to observe how they are functioning within the framework of the Taluka Panchayats and Zilla Panchayats. They are studied in terms of theoretical and practical perspective. This chapter is divided into two parts. While the first part concentrates on the theoretical aspects of PRIs the second part deals with the actual performance of PRIs in accordance with the various Acts.

PART-I
THEORETICAL ASPECTS OF PANCHAYATI RAJ INSTITUTIONS

There are various schools of thought with regard to the study of Panchayati Raj Institutions in India and abroad viz, traditional school of thought, or old school, the medieval school of thought, the modern school of thought and the new school of thought. Here an attempt is made to arrange all views in a chronological order to understand the system of thought as clearly and precisely as possible. All theories have tried to know what Panchayati Raj system is or what it should be or what it should do. For this purpose, various theories have been arranged to study the nature, the purpose or the objectives of the Panchayati Raj Institutions.

Traditional Theory or Old Theory

As mentioned in the introductory chapter, Panchayati Raj system is not a new invention or innovation. It is quite old. It can be traced back to ancient society or ancient civilization. Even, the concept of it can be found in the Vedas, the Puranas, the great epics the Ramayana and the Mahabharata, and even Manusmriti. Manu considered that entire village was a unit of administration. The village was a republic. There are three
types of settlement of disputes one is “Gram” i.e. village, secondly “Pura” i.e. town and thirdly “Nagara” i.e. city. Similarly, in the *Ramayana* and the *Mahabharata* also, there are references to the concept of Panchayati Raj Institutions.

“The ancient philosopher-theologist, Narad, indicates four types of traditional courts of adjudication viz., the family, the occupational group, the clan and the king. Yagnavalka also assigns to the king the responsibility of promoting the legal system supported by the five pillars, namely the family, the caste, the occupational group, the clan and the village. Yagnavalka also mentions three courts of adjudication viz; ‘Kula’ ‘Sreni’ and ‘Puga’. ‘Kula’ refers to the family members or families belonging to same caste. It used to settle the disputes arising within the same community of families that existed in a society. Then ‘Sreni,’ refers to the Panchayati (the members of occupational group) having their jurisdiction to solve the village problems. Finally the ‘Puga’ (the Panchayati of different castes within a given territory, say a village) was a court having jurisdiction over the members of different castes and occupations dwelling in the same village or town. There are indications that these Panchayats were independent in their working. From the writings of Yagnavalka it is amply brought out that the directives issued by the king to these Panchayats used to be based on tradition, the rule of law, and were not governed by his personal whims and fancies. Further the king used to act as a guardian of these Panchayats so much so that the faltering Panchayats were taken to task by the king.”

Similarly there have been some references to the Panchayat system in the Kautilya’s *Arthashastra* which help us to realize the old or traditional theory.

**The Medieval and the Modern Theory**

The Medieval school of thought is supposed to have arisen during the Chola Dynasty and later on the Mughal Dynasty (1556 to 1749). The pattern of village
organization was based on Mauryan and Gupta’s style. "A little altered by vicissitudes of Mughal, Maratha rule, each village had a number of hereditary native officials. The most important was a headman; usually referred to as the ‘Patel’ who collected the revenues. This view is shared by Majumdar and his associates."³

The Modern Theory

This theory brought up significant developments for the growth of Panchayati Raj Institutions. During British period, many attempts were made in order to scale Panchayati Raj Institutions in India. Lord Ripon is considered as the father of local self-government in India. His historic resolution on 18th May 1882 suggested for the establishment of local self-government or Panchayati Raj Institutions. Following are the resolutions.

Main Resolutions:

1. The establishment of a network of local self-government institutions.
2. The reduction of official element of not more than one-third of the total membership.
3. The exercise of control from without and not from within.
4. A large measure of financial decentralization.
5. The adoption of election as means of constructing local bodies.

Various provincial governments largely accepted the recommendations of Lord Ripon. Initially the reforms of Lord Ripon were met with considerable success. But subsequently these were hampered by conservative paternalistic administration waddled to the cult of efficiency.⁴

The modern theory or school of thought has been evolved by various scholars. The following are the views which help us to understand the Panchayat Raj Institutions in a systematic manner in a democratic set up.

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The concept of Panchayati Raj Institution can be studied basically on the following three objectives:-

1. Democratization
2. Modernization
3. Politicization.

Democratization includes mass or large participation of people in local governing bodies. Modernization conveys a change or an alteration to the traditional set up or old set up. And thirdly politicization connotes the interference of political parties or above scales macro political systems over the micro political units by involving, directing, coordinating, financing and assisting in various capacities.

Vijandra Singh who is critical of this theory, does not agree with this point of view, and states that “panchayati raj is conceived and set up as an instrument of change, of transformation it was, as it were, going into the very bowels of our system and trying to change it”\(^5\) Here the author tries to say that democratization includes politicization and modernization includes cultural part of politicization. Thus he pleads that the vital element was an organized aspect of change. In order to support and validate the views of Vijandra Singh, it is mentioned that the Panchayati Raj Institutions are basically organized units for a change or an instrument of a change or transformation. Without an organization it is very difficult to bring about changes in the society. Thus micro political system brings lot of changes in the village community by providing methods such as planning, organization, staffing, directing, coordinating, financing or assisting. Luther Gullick states through “POSDCORB”as the main components of administration, in his papers on *Science of Administration*.

The process of politicization has begun on a massive scale for the first time in the rural society. The Institutional mechanism has been arranged In the form of
decentralizing the power to the local or rural units.

Similarly R. C. Prasad, in his book *Democracy and Development* holds that there are three approaches to the study of Panchayati Raj Institutions viz.,

1. As institution of local self-government.

2. As an agency of higher (macro) units of government to carry out certain tasks on their behalf and;

3. As idea to realize democracy at the village level

This view clearly indicates that Panchayati Raj Institutions are the institutional agencies of state government to realize democracy through micro units. Iqbal Narain states that "Panchayati Raj is a system of local government, a mechanism for rural development and also an agency of state government for specific activities".

According to S. R. Maheshwari "Panchayati Raj in India, has three dimensions. Firstly it is an instrument for the realization of the ends of the community development; secondly, it is an image and an organ of the state government to execute community development programmes and other schemes; and finally it is an idea to realize democracy at the village level."

However, K. S. V. Raman was not in favour of the establishment of Panchayati Raj Institutions in the country. He considered "Panchayati Raj as a political stunt partly concerned with election purposes and partly with diverting attention of the public from serious lapses in administration."

The intention behind the acceptance of Panchayati Raj Institutions was not the delegation of rural power to the people at large but to regain the hold on the villages which some parties had lost. This statement was really found true in the 2000 and 2005 Gram Panchayat elections held in Karnataka after 73rd Amendment to the Constitution. Sugata Dasgupta in his book *The Concept of Panchayati Raj and their institutional implication* discusses
the concept

1. As an administrative tool.
2. As an agency of local self government and
3. As Gramswaraj (as viewed by Jayaprakash Narayan).

In the light of the ideas cited above, we can say that the administrators are the rural elites; weaker sections of the community are the parties for community development. As an administrative tool, Panchayati Raj is an instrument for the implementation of the community development programmes. It provides opportunity for increasing participation with the village government and also for attaining the position of political stability. In order to promote the concept of Gramswaraj it has to develop a concept of its own. M. R. Khan considers the concept of Panchayati Raj Institutions from three viewpoints, viz,

1. Villagers.
2. Elected representatives and
3. Officials.

In the first place it is an institution which provides the villagers certain amenities like construction of roads, educational facilities, drinking water etc. Secondly, it is an institution for carrying out welfare measures and developmental activities at the village level. And thirdly it is an institution of democratic decentralization, an autonomous body capable of deciding its own affairs and an institution for implementing local developmental programmes.

Ziauddin Khan the author of *Community Development Panchayati Raj and Local Self Government* considers Panchayati Raj for all intents and purposes as a local self-government institution the idea of which is to bring the decision-making authorities nearer to the people. This indicates that PRIs intend to involve people into a
participatory democracy. Leaders like Jayaprakash Narayan, Vinobha Bhave, Jawaharlal Nehru, Subhas Chandra Bose and Sardar Vallabhbhai Patel had also shared in strengthening Panchayati Raj Institutions. The great socialist Jayaprakash Narayan held that “Panchayati should constitute the foundation of the political organization of the country and should enjoy the widest possible authority to govern all their affairs.” He also said “the village Panchayati, as the base of political structure would rise to the national level. The village assembly of the lowest level would under this arrangement be organically linked to the national assembly through a system of indirect elections held by means of consensus among the electors.”

Similarly S. N. Dubey has described Panchayati Raj Institutions on the basis of three ideas. They are as follows:

1. To make community development programmes the relevant needs of the people.
2. To transfer decision-making authority regarding development work to the villages and;
3. To realize the values of participatory democracy.

“The Panchayati Raj is an institution of democratic decentralization an autonomous body capable of deciding its own affairs, an institution for implementing local developmental programmes.” “The success of panchayati is dependent on the quantity of this leadership.” Accordingly it is assumed that panchayati leaders provide opportunities to the ruling party in strengthening its position in the rural areas and thus become ‘vote bank’ during the time of elections.

An overview of all these concepts of Panchayati Raj Institutions leads to the following formulations:

1. Panchayati Raj provides opportunity for the emergence of democratic leadership.
2. The objective of Panchayati Raj is to help the process of politicization and to realize the values of participatory democracy.

3. Panchayati Raj is an instrument for rural development and modernization.

4. Panchayati Raj brings the decision-making authority nearer to the people.

5. Panchayati Raj leadership provides opportunity for establishing political linkage in the rural areas.

6. It gives a momentum for social, political, economic and cultural change and development in the village.

7. It is an instrument, which gives an opportunity to develop political education by voting and contesting.

Besides Indian thinkers, there are some European thinkers like H. J. Laski, Lord Bryce and Munro who have expressed their views on this subject. H. J. Laski in his book *A Grammar of Politics* says, “Local self government is educative in perhaps a higher sense than any other part of the government.” 14 Lord Bryce held that “The best school for democracy and the best guarantee for its success is the practice of local government.” It is the school, in which the citizen acquires the habit of independent action, learns what his duty is to the state and how to discharge it”15. In the same manner Dr Munro says, “It is the area of local politics that the people most easily learn their first lesson in the art of governing themselves.”16 In the light of these viewpoints, it is learnt that Panchayati Raj Institutions have been set up and developed especially to teach and educate the mass (rural) at large to get them involved in participatory democracy. When we refer to study the U. S. (United States) Bureau of Censuis, (Duane Lockard, 1968) we find that PRIs have three essential characteristics. They are as follows:

1. It is an organized entity, possessing organization and some minimum powers.

2. It is an agency of the public to whom it must be accountable.
3. It must have substantial autonomy.

The above-cited characteristics enable us to clearly understand that PRIs are essentially politically organized units of the village. Secondly, they possess some minimum powers. Thirdly, the success of Panchayati Raj Institution largely depends upon accountability of leaders to the public. And finally, without 'autonomous status' to the Panchayati Raj units, it would be merely, working as an agent of the state, which is dominating the lower units (Micro Political Units) of the village.17

PART-II

STRUCTURAL FUNCTIONAL ASPECTS OF PRI'S IN INDIA

India has gathered wide experience in the practice of democratic decentralization in the wake of the recommendations of Balvantray Mehta Study Team.18 A team was appointed in January 1957 to study and report on the community development. Accordingly the committee submitted its report by recommending three tiers of administration: They are as follows-

1. Village Panchayat for the Village.
2. Panchayat Samithis for the Block.

The Cabinet Secretariat in their Resolution No.14/1/2/77 CF Dated 12th December 1972, appointed the committee on Panchayat Raj Institutions. The resolution reads.19- "The government accords the highest priority to rural development, so as to increase agricultural production, create employment, eradicate poverty and bring about an all round improvement in the rural economy. The government considers that the maximum degree of decentralization, both in planning and in implementation, is necessary for the attainment of these objectives".20

The committee was set up with 13 members, with Shri Ashok Mehta as the
chairman; and chief ministers of various states, MPs (Members of Parliament), members of Planning Commission, professors and others as the members of the committee. The committee started functioning with framing certain objectives for the study and finally it held various meetings (about 40) and prepared the questionnaire to gather the public opinion throughout the country.

Ashok Mehta Committee submitted its report in 1978 and recommended two tiers instead of three tiers.

**Evolution of Panchayati Raj System in Karnataka:**

The Constitutional 73rd Amendment Act, 1992 mentions in section 243 of part 9 that “Panchayat” means an institution of self-government constituted under Article 243 B, for the rural areas.21 The 73rd Amendment to the Constitution made Panchayat Raj Institutions operative by making them as regular local self-governing bodies. This brought an Amendment to Article 280 of the Indian Constitution that added the eleventh schedule to Article 243-G.

Before 1993, attempts were made to introduce PRI’s in Karnataka in 1959 and 1983. The first phase of evolution can be traced back to 1959, soon after Balwantray Mehta Committee was set up for framing the structure of PRIs’S in India. The Government of Karnataka passed the Bill to enact the “Mysore Village Panchayats and Local Boards Act” in 1959 22 which provided three tier structure for Panchayati Raj viz., village Panchayat at the bottom, Taluka Development Board in the middle and District Development Council at the top, which exercised wide power. Village Panchayat and TDB worked in subordination to District Development Council. This system worked till 1983.

1980s are considered to be significant days for Karnataka when non-congress government came to power in Karnataka. The popular Janata Government emerged in the
state on secular and socialistic principles under the dynamic and charismatic leadership of Ram Krishna Hegde. He had great enthusiasm and concern for rural development, which was wholly supported and encouraged by his party-men and constituent parties of his government. He had an ideological commitment to change the governance in the state as envisaged in the party manifesto, “we gave top priority to the idea “Power to the People” (Abdul Nazir Sab, Rural Development Minister in the Hedge government in his seminar papers Towards Four-pillar state at ISEC (Institute of Social and Economic Change) Bangalore.

In 1983, the non-congress government came to power headed by Ram Krishna Hegde, which paved the base to Panchayat Raj Institutions by drafting the Bill viz.; “The Karnataka Zilla Parishads, Taluka Panchayat Samities, Mandal Panchayat and Nyaya Panchayat Bill” in 1983. The bill was ultimately passed on 10th July of 1985.24 Elections were held for three tiers in 1987 in Karnataka. Mandal Parishads, Taluka Parishads and Zilla Parishads came into being to exercise their powers in 1987. Owing to the serious efforts of Shri Ram Krishna Hegde and Abdul Nazirsab very comprehensive and far reaching innovations were made through enactment relating to Panchayati Raj Institutions.25 Dr. Upendra Baxi, an eminent jurist made a detailed analysis in an address entitled Participatory Justice: a critique of Nyaya Panchayats

The Karnataka Zilla Parishad and Mandal Panchayat Act was based on the principles-enunciated in the Ashok Mehta Committee Report. The objectives of the Act were to give the highest priority to rural development to increase agricultural production, create employment opportunities, eradicate poverty and bring about all-round improvement in the rural economy. The Act provided maximum degree of decentralization both in planning and implementation.

The Act also incorporated several sections to achieve the objectives of democratic
decentralization, pertaining to structural functional and financial aspects of Zilla Panchayat and Mandal Parishads. Democratic decentralization implies progressive devolution of decision-making on all vital matters affecting people’s lives. But Janata government did it “in spirit not in letter”. Decision-making, policy-making, planning was retained by high power committee. Soon after completing the first term of Zilla Parishads and Mandal Parishads, elections were not conducted, instead the same body continued for further period of one year, later on they were dissolved. In course of time, the Janata government was afflicted with some internal squabbles among the top level leaders for leadership. So the Mandal Parishads and Zilla Parishads no more existed for the second term. But they are well recorded in the history of PRIs in Karnataka.

Now, coming to the third and permanent phase of evolution towards Panchayati Raj Institutions, lot of discussions, seminars and symposia were conducted throughout the country in order to find a permanent solution to the PRIs. Accordingly the 73rd Constitutional Amendment Bill was introduced in 1991 and passed in Parliament. This Act came into force with effect from 24th April 1993. In view of this Act, it became mandatory to all the states to conduct elections to Panchayats regularly. However, the Act provided some options to the state governments to make necessary arrangements at their convenience.

In view of the 73rd Amendment, the Karnataka State passed a separate legislation in 1993 entitled “Karnataka Panchayat Raj Act, 1993” The Act contains 19 (nineteen) chapters and 321 (three hundred twenty one) sections. The Act was first published in the Karnataka Gazette Extraordinary on 13th April 1993 and received the assent of the Governor on 13th April 1993. In this Act, emphasis has been given to three-tier structure, viz, Gram Panchayats, Taluka Panchayats and Zilla Panchayats to exist at the village level. Zilla Panchayats enjoy more powers to control and supervise the Taluka
Panchayats and the Gram Panchayats.

GRAM SABHA

Gram Sabha is viewed as a village legislature, it enjoys more and wide powers to check and control the Gram Panchayats. Section 3 of Gram Sabha Clause (1) deals with subject to the general orders of the government. The Gram Sabha shall meet from time to time but six months shall not intervene between any two meetings. If the Gram Panchayat fails to convene Gram Sabha, the Executive officer shall convene the Gram Sabha.27

Clause (2) states that the Gram Sabha shall consider the following matters and may make recommendations and suggestions to the Gram Panchayat:

a) The annual statement of accounts of the Gram Panchayat, the report of administration of the preceding financial year and the last audit note and replies, if any, made there to;

b) The report in respect of development programmes of the Gram Panchayat relating to the preceding year and development programmes proposed to be undertaken during the current year;

c) The promotion of unity and harmony among all sections of society in the village;

d) Programme of adult education within the village;

e) Such other matter as may be prescribed.

Clause (3) of section 3, states that the Gram Panchayat shall give due consideration to the recommendations and suggestions of the Gram Sabha.

Clause (4) states that the procedure for convening and conducting the meetings of the Gram Sabha shall be such as may be prescribed.

Clause (5) states that every meeting of the Gram Sabha shall be presided over by the Adhyaksha of the concerned Gram Panchayat and in his absence by the Upadhyaksha or any of the Gram Panchayat.

34
Clause (6) states that the Gram Sabha shall perform the following functions-

a) Mobilizing voluntary labour and combinations in kind and cash for the community welfare programmes;

b) Identification of beneficiaries for the implementation of development schemes pertaining to the village: Provided that in case the Gram Sabha fails to identify the beneficiaries within a reasonable time, the Executive Officer shall, in consultation with the Gram Panchayat, identify the beneficiaries.

c) Rendering assistance in the implementation of development schemes pertaining to the village.

WORKING OF GRAM SABHA

The working of Gram Sabha reflects the idea of direct democracy as in vogue in ancient Greece and the present Swiss Confederation. Thus it is an attempt to give the people their own brand of socialism which must not be seen as imposed from outside.28 Gram Sabha is considered as the legislature of village Panchayat. The status, position and the powers of Gram Sabha are mentioned in the structural functional part of the discussion. Here efforts are made to study and examine whether the Gram Sabha is working as a competent body to review the performance of the Gram Panchayats or not. Gram Sabha is a basic unit which gives meaning to the participatory democracy or participation of the people directly in all the three levels namely decision making, implementing the same and in the evaluation process also. Since Gram Sabha is a sovereign body to control and supervise the Gram Panchayats, it should work actively. Hence peoples' participation determines the efficiency of the government29 (Paul H Appleby, Public Administration in India, 1953). So far as the two Gram Panchayats selected for the study and the Gram Sabha of respective panchayats, it is observed that they are not competent enough to perform the duties.
Actual features of Gram Sabha

Gram Sabha is expected to perform various duties as per the section 3 of Karnataka Panchayat Raj Act, 1993. But the study of Gram Sabhas in both Gram Panchayat jurisdictions reveals the following features.

1. Meetings of Gram Sabha are held regularly as per the Act of 1993.
2. Attendance of the members in the Gram Sabha is a matter of concern.
3. Gram Sabha gives good suggestions.
4. The suggestions of the Gram Sabha are not seriously taken in to consideration.
5. Usually the farmers, young and educated youth take an active part in the Gram Sabha.
6. People are not interested to attend the meetings of the Gram Sabha.
7. Despite advance notice or prior intimation, the people are unwilling to attend the meeting.
8. Only those who seek government benefits are interested to attend the Gram Sabha.

Reasons for the least participation

There are various reasons for the least participation in the Gram Sabha. They are mentioned below.

1. **Lack of Knowledge**: Most of the people in rural area are uneducated and illiterate. They do not know the importance of Gram Sabha and the existing rules. This certainly comes in their way to take active participation in the Gram Sabha.
2. **Dissatisfaction**: Most of the people would not like to attend the Gram Sabha because of the fact that the beneficiaries are selected well in advance and this selection is not based on merit but on the whims and fancies or the likes and dislikes of the leaders of Gram Panchayat.
3. **Lack of Political Awareness**: The people are not aware of various government schemes and benefits available to them. This factor is seriously damaging the image of the participatory democracy.

4. **Inactive Gram Sabha**: Gram Sabha is actually an active organ of the village government. But unfortunately, so far as present Gram Sabhas in both Gram Panchayats are concerned, they are functioning as subordinate body to the Gram Panchayats. As a matter of fact it is found that the decisions of Gram Sabha are not really taken into consideration.

**Quorum required:**

As per the Government Circular No. 146.Plan- Div/ G.S. /04-05 dated 16-10-2004 and Taluka Panchayat office, Ramadurg dated 20-05-2005, the minimum strength in the Gram Sabha should be, not less than 10% of the voters list. If it is less than 10%, the Gram Sabha meeting should be postponed for a week, but not more than one week. Table No.1& 2 indicate the schedule of Gram Sabha meetings held in Gram Panchayats of K.Chandargi and Sonna respectively.

The following Table No.2.1 and 2.2 are indicating the dates and the number of people attended the Gram Sabha meetings held during the period between 1994-95 to 2005-06 at K Chandargi and Sonna Gram Panchayats respectively.
## Table No. 2.1.
The dates and number of people attended the Gram Sabha meeting at K Chandargi.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Year</th>
<th>Date</th>
<th>Place</th>
<th>Number of People attended</th>
<th>Remarks</th>
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<tr>
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<td>24-04-94</td>
<td>K.Chandargi Ward No. 1</td>
<td>98</td>
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<td></td>
<td></td>
<td>28-04-94</td>
<td>K.Chandargi Ward No II</td>
<td>115</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>29-04-94</td>
<td>Murkatnal, Gudagop</td>
<td>82 &amp; 120</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>30-04-94</td>
<td>M.Chandargi</td>
<td>96</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>1995-96</td>
<td>17-05-95</td>
<td>K.Chandargi &amp; Gudagop</td>
<td>105 &amp; 125</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>17-05-95</td>
<td>Ward No II</td>
<td>75 &amp; 85</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>1996-97</td>
<td>17-06-96</td>
<td>K Chandargi, M</td>
<td>125 &amp; 70</td>
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<td>120 &amp; 75</td>
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<td>12-05-97</td>
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</tr>
<tr>
<td>9</td>
<td>2002-03</td>
<td>26-06-02</td>
<td>K.Chandargi, Kesarkop &amp;</td>
<td>135</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>26-06-02</td>
<td>M.Chandargi</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>27-06-02</td>
<td>Gudagop &amp; Murkatnal</td>
<td>125 &amp; 70</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>23-11-02</td>
<td>K.Chandargi</td>
<td>125</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>11-02-03</td>
<td>K.Chandargi</td>
<td>200</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>2003-04</td>
<td>15-09-03</td>
<td>K.Chandargi &amp; Gudagop</td>
<td>125 &amp; 105</td>
<td>Met to scrutinize the</td>
</tr>
<tr>
<td></td>
<td></td>
<td>16-09-03</td>
<td>M.Chandargi</td>
<td>120 &amp; 85</td>
<td>voter list</td>
</tr>
<tr>
<td></td>
<td></td>
<td>16-09-03</td>
<td>Murkatnal</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>2004-05</td>
<td>15-09-04</td>
<td>K.Chandargi&amp;M.Chandargi</td>
<td>115 &amp; 100</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>10-02-05</td>
<td>Gudagop &amp; Murkatnal</td>
<td>125 &amp; 80</td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>2005-06</td>
<td>07-06-05</td>
<td>K.Chandargi Ward No. I</td>
<td>130</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>07-06-05</td>
<td>K.Chandargi Ward No II</td>
<td>55</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>08-06-05</td>
<td>M.Chandargi &amp; Gudagop</td>
<td>85 &amp; 128</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>08-06-05</td>
<td>Murkatnal</td>
<td>80</td>
<td></td>
</tr>
</tbody>
</table>

Courtesy: Gram Panchayat Office K. Chandargi.
Table No. 2.2.
The dates and number of people attended the Gram Sabha Meeting at Sonna.

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Year</th>
<th>Date</th>
<th>Place</th>
<th>Number of People attended</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>1994-95</td>
<td>19-5-94</td>
<td>Sonna,Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>1995-96</td>
<td>20-5-95</td>
<td>Sonna,Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>1996-97</td>
<td>18-6-97</td>
<td>Sonna, Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>1997-98</td>
<td>20-3-98</td>
<td>Sonna, Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>1998-99</td>
<td>16-5-99</td>
<td>Sonna, Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
<tr>
<td>6.</td>
<td>1999-00</td>
<td>19-11-99</td>
<td>Sonna, Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
<tr>
<td>7.</td>
<td>2000-01</td>
<td>25-10-2000</td>
<td>Sonna, Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
<tr>
<td>8.</td>
<td>2001-02</td>
<td>24-1-01</td>
<td>Sonna, Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
<tr>
<td>9.</td>
<td>2002-03</td>
<td>15-06-02</td>
<td>Sonna, Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
<tr>
<td>10.</td>
<td>2003-04</td>
<td>24-05-03</td>
<td>Sonna, Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
<tr>
<td>11.</td>
<td>2004-05</td>
<td>27-04-05</td>
<td>Sonna, Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
<tr>
<td>12.</td>
<td>2005-06</td>
<td>16-05-05</td>
<td>Sonna, Nagaral Kontikall Nagaral (Tanda)</td>
<td>10 per cent of the voters list</td>
<td></td>
</tr>
</tbody>
</table>

Courtesy: Gram Panchayat Office Sonna.

The Table No.2.1.& 2.2. as mentioned above indicate that the people are not much interested in attending the Gram Sabha meetings. Hardly 10 per cent of members as per
the voters list have attended the meeting in Sonna Gram Panchayat, whereas in K Chandargi a little more or slightly marginal number of people have attended the meeting.

**Constitution of Gram Panchayats and Standing Committees**

Section 4 of the 1993 Act mentions about Panchayat area and establishment of Gram Panchayat. Clause (1) states that the subject to the general or special orders of the Government, the Deputy Commissioner, if, in his opinion, it is expedient, to declare any area comprising a village or group of villages having a population of (not less than ten thousand and not more than sixteen thousand) to be a Panchayat area, may, after previous publication, declare such area as a Panchayat area for the purposes of this act and also specify its headquarter.\(^3\)

Provided that the government may order that area with a population (not less than six thousand) may be so declared as a Panchayat area in such areas as of the districts of Belgaum, Chikmagalur, Dakshina Kannada, Dharwad, Hassan, Kodagu, Shimoga, (Udupi, Haveri) and the government may specify Uttar Kannada as:

Provided further that irrespective of population, whether it is found necessary, the government, as a special case, may, order that an area within (a radius of eight kilometers, diameter of sixteen kilometers) from the center of a village may be so declared as a Panchayat area in such areas of the districts of Belgaum, Chikmagalur, Dakshina Kannada, Dharwad, Hassan, Kodagu, Shimoga, (Udupi, Haveri) and Uttar Kannada as may be specified by the government:

Provided also; that Deputy Commissioner may, with the previous permission of the government declare; any area comprising a village or group of villages having a population of (either less than ten thousand or more than sixteen thousand) to be a panchayat area.

Section 5 of the Act states the constitution of Gram Panchayat. Clause (1) of the
section states that Gram Panchayat shall consist of such number of elected members as may be notified from time to time by the state (State Election Commission), at the rate of one member for (every one thousand population) or part therefore of the Panchayat area.\(^{31}\)

Provided; that the determination of the number as aforesaid shall not affect the then composition of the Gram Panchayat until the expiry of the term of office of the elected members then in office.

Clause (2) states that seats shall (subject to the general or special order of the state Election Commission) be reserved by the Deputy Commissioner in a Gram Panchayat,

a. For the Scheduled Castes;

b. For the Scheduled Tribes;

And the number of seats so reserved shall bear nearly as may be, the same proportion to the total number of seats in the Gram Panchayat as the population of the Scheduled Castes in the Panchayat area or of the Scheduled Tribes in the Panchayat area bears to the population of the Panchayat area:

Clause (3) states that such number of seats, which shall, as nearly as may be one-third of the total number of seats of the Gram Panchayat (shall, subject to the general or special order of the state Election Commission) be reserved by their Deputy Commissioner for persons belonging to the Backward Classes.

Qualification

Section 11 deals with qualification for membership. Every person whose name is in the list of voters of any Gram Panchayat Constituency shall, unless disqualified under this act or under any other law for the time being in force, be qualified to be elected as a member of the Gram Panchayat.\(^{32}\)

Provided that in the case of seats reserved for the Scheduled Castes or Scheduled
Tribes or Backward Classes or is not a woman, as the case may be, qualified to be elected to such seat.

Section 12 deals with disqualification for members. A person shall be disqualified for being chosen and for being a member of a Gram Panchayat.33

a) If he is so disqualified by or under any law for the time being in force for the purposes of the elections to the state legislatures:
Provided that no person shall be disqualified on the ground that he is less than twenty five years, if he has attained the age of twenty-one year.

b) If he has been sentenced by a criminal court to imprisonment for a term exceeding three months in respect of an offence under the Karnataka Excise Act, 1965 (Karnataka Act 21 of 1966), such sentence not having been subsequently reversed or quashed or the offence pardoned.

Election of Adhyakasha and Upadhyaksha

Section 44 deals with the election of Adhyakasha and Upadhyaksha. Clause (1) of the section states that every Gram Panchayat shall, (Within one month from the date of publication of names of elected members under sub-section (8) of section 5); choose two members of the Gram Panchayat to be respectively Adhyaksha and Upadhyaksha. In the event of occurrence of any vacancy by reason of death, resignation, removal or otherwise in the office of Adhyaksha or Upadhyaksha, the Gram Panchayat shall choose another member to be the Adhyaksha or the Upadhyaksha, as the case may be.34

Clause (2) of the act mentions that subject to the general or special order of the (State Election Commission), the Deputy Commissioner shall reserve,-

a) such number of offices of Adhyaksha and Upadhyaksha of Gram Panchayat in the state for the Scheduled Castes and Scheduled Tribes and the number of such offices bearing as nearly as may be the same proportion to the total number of
offices in the state as the population of the Scheduled Castes in the state or of the Scheduled Tribes in the state bears to the total population of the state.

b) such number of offices of Adhyakshas and Upadhyakshas of the Gram Panchayats, which shall as nearly as may be, one-third of the total number of office of Adhyaksha and Upadhyaksha in the state for the persons belonging to the Backward Classes.

(Provided that out of the offices reserved under this clause eighty per cent of the total number of such offices shall be reserved for the persons falling under category ‘A’ and the remaining twenty per cent of the offices shall be reserved for the persons falling under category ‘B’).

Provided further that if no person falling under category ‘A’ is available, the offices reserved for that category shall also be filled by the persons falling under category ‘B’ and vice versa;

(c) not less than one-third of the total number of offices of Adhyaksha and Upadhyaksha of Gram Panchayats in the state from each of the categories which are reserved for persons belonging to the Scheduled Castes, Scheduled Tribes and Backward Classes and of those which are non-reserved, for woman.

Provided that the offices reserved under this sub-section shall be allotted by rotation to different Gram Panchayats.

Table No.2.3 clearly shows that out of 5652 seats for the post of Adhyakhsas, the quota for women is fixed at 1885, among the 345 for SC, 157 for ST, 502 for BCM- ‘A’ (Backward Community Categories) for BCM-‘B’ 126 and 755 seats were meant for General Category. Equal number of seats provided for the post of Upadhyakhsas and they were distributed as per the reservation quota allotted to the post of Adhyakhsa as above. From the Table No. 2.3., it is found that sufficient posts were provided to the women
representatives in the Gram Panchayat elections held in March 2005 in Karnataka.

Table No. 2.3. 
Reservation of Seats of Adhyakhsas and Upadhyakhsas for the Gram Panchayats in Karnataka

<table>
<thead>
<tr>
<th>S.No</th>
<th>Reservation of seats</th>
<th>Adyakhsa Total</th>
<th>Women</th>
<th>Upadhyakhsa Total</th>
<th>women</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>SC</td>
<td>1033</td>
<td>345</td>
<td>1033</td>
<td>345</td>
</tr>
<tr>
<td>2.</td>
<td>ST</td>
<td>470</td>
<td>157</td>
<td>470</td>
<td>157</td>
</tr>
<tr>
<td>3.</td>
<td>BCM-&quot;A&quot;</td>
<td>1507</td>
<td>502</td>
<td>1507</td>
<td>502</td>
</tr>
<tr>
<td>4.</td>
<td>BCM-&quot;B&quot;</td>
<td>377</td>
<td>126</td>
<td>377</td>
<td>126</td>
</tr>
<tr>
<td>5.</td>
<td>General</td>
<td>2265</td>
<td>755</td>
<td>2265</td>
<td>755</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>5652</td>
<td>1885</td>
<td>5652</td>
<td>1885</td>
</tr>
</tbody>
</table>


So far as women representation in both Gram Panchayats of the case study is concerned it is found that 33 per cent of reservation to the quota of women has been exceeded. At present, 8 women representatives are elected in each Gram Panchayat.

Section 45 deals with procedure for election of Adhyaksha and Upadhyaksha on the establishment of Gram Panchayat etc. 35

Clause (1) of the section declares that prescribed officer shall after every general election of members of a Gram Panchayat or on its constitution, reconstitution or establishment under this Act and in any case within one month from the date of publication of names of the elected members under sub-section (8) of section 5 and so often as there arises any causal vacancy in the office of the Adhyaksha or Upadhyaksha, call for a meeting of the Gram Panchayat and presides over it, without right to vote, and in such meeting the Adhyaksha or the Upadhyaksha or both, as the case may be, shall be elected.

Clause (2) states that any dispute relating to the validity of the election of a Adhyaksha or Upadhyaksha of Gram Panchayat under this Act shall be decided by the Panchayat area or the major portion of the Panchayat area, whose decision thereon shall be final.
Resignation or Removal of Adhyaksha and Upadhyaksha

Section 48 deals with resignations or removal of Adhyaksha or Upadhyaksha. Clause (1) of the section says that the Adhyaksha of the Gram Panchayat may resign his office by writing under his hand addressed to the Assistant Commissioner and the Upadhyaksha of the Gram Panchayat may resign his office by writing under his hand addressed to the Adhyaksha and in the absence of the Adhyaksha to the Assistant Commissioner.\textsuperscript{36}

Clause (2) of the section mentions that every Adhyaksha or Upadhyaksha of the Gram Panchayat shall vacate his office if he ceases to be member of the Gram Panchayat.

Clause (3) of the section clears that every resignation under sub-section (1) shall take effect on the expiry of ten days from the date of its receipt by the Assistant Commissioner or the Adhyaksha, as the case may be, unless within the period of ten days he withdraws such resignation by writing under his hand addressed to the Assistant Commissioner or the Adhyaksha, as the case may be.

Clause (4) states that every Adhyaksha and Upadhyaksha of Gram Panchayat shall, after an opportunity is afforded for hearing him (and if necessary after obtaining a report from the Taluka Panchayat and considering the same) be removable from his office as Adhyaksha or Upadhyaksha by the (Government) for being persistently remiss (or guilty of misconduct) in the discharge of his duties and an Adhyaksha or Upadhyaksha so removed who does not cease to be a member under sub-section (2) shall not be eligible for re-election as Adhyaksha or Upadhyaksha during the remaining term of office as member of such Gram Panchayat.

Motion of No Confidence

Section 49 of the Act provides for the motion of no-confidence against Adhyaksha or Upadhyaksha of Gram Panchayat,- every Adhyaksha or Upadhyaksha of
Gram Panchayat shall forthwith be deemed to have vacated his office if a resolution expressing want of confidence in him is passed by a majority of not less than two thirds of the total number of members of the Gram Panchayat at a meeting especially convened for the purpose in accordance with the procedure as may be prescribed.37

Provided that no such resolution shall be moved unless notice of the resolution is signed by not less than one third of the total number of members and at least ten days notice has been given of the intention to move the resolution.

Meeting of the Gram Panchayats

Section 52 of the Act mentions that meeting of the Gram Panchayats as mentioned in clause (1) that a Gram Panchayat shall meet for the transaction of business at least once in two months at the office of the Gram Panchayat and at such time as the Adhyaksha may determine.38

Clause (2) states that the Adhyaksha may, whenever he thinks fit, and shall, upon the written request of not less than one-third of the total number of members and on a date within fifteen days from the receipt of such request, call a special meeting.

Clause (3) mentions that seven days notice of an ordinary meeting and three days notice of special meeting specifying the place, date and time of such meeting and the business to be transacted there at, shall be given by the secretary of the Gram Panchayat to the members and such officers as the government may prescribe, and affixed on the notice board of the Gram Panchayat.

FUNCTIONS, DUTIES AND POWERS OF GRAM PANCHAYATS, ADHYAKSHA AND UPADHYAKSHA

Section 58 of the Act deals with functions of the Gram Panchayat as mentioned in clause (1) that the Gram Panchayat shall perform the functions,39 specified in Schedule-1, provided that where the State Government or Central Government provides funds for
the performance of any functions specified in Schedule-I, the Gram Panchayat shall perform such function in accordance with the guidelines or norms laid down for performing such function.

(1-A) Notwithstanding anything contained in sub-section (1) and Schedule-I, it shall be obligatory on the part of a Gram Panchayat in so far as the Gram Panchayat fund at its disposal will allow, to make reasonable provision within the Panchayat area in regard to the following matters, namely,

1. Providing sanitary latrines to not less than ten per cent of the households every year and achieve full converge as early as possible;
2. Constructing adequate number of community latrines for the use of men and women and maintaining them;
3. Maintain water supply works either on its own or by annual contract by generating adequate resources;
4. Revising and collecting taxes, rates and fees periodically which are leviable under the Act;
5. Ensuring universal enrolment of children in primary school;
6. Achieving universal immunization of children;
7. Ensuring prompt registration and reporting of births and deaths;
8. Providing sanitation and proper drainage;
9. Construction, repair and maintenance of public streets;
10. Removing encroachments on public streets or public places;
11. Providing adequate number of street lights and paying electricity charges regularly;
12. Filling up insanitary depressions and reclaiming unhealthy localities;
13. Destruction of rabid and ownerless dogs;
14. Maintenance of all community assets vested in it;
15. Maintenance of records relating to population census, crop census, cattle census,
census of unemployed persons and persons below poverty line;
16. Earmarking places away from the dwelling houses for dumping refuse and
manure.

There is a provision in clause (2) that the Gram Panchayat may also make provision for carrying out within the Panchayat area any other work or measure which is likely to promote the health, safety, education, comfort, convenience or social or economic well being of the inhabitants of the Panchayat area.

Clause (3) states that the Gram Panchayat may, by a resolution, passed at its meeting and supported by two-thirds of its total number of members and with the prior approval of the Taluka Panchayat

a) make provision for or make contribution towards, any exhibition, conference or seminar within or outside the Panchayat area but within the district;
b) make contribution to any medical, educational or charitable institutions or any other institutions or any other institutions of public utility, within the Panchayat area which are registered under the Karnataka Societies Registration Act, 1961, Karnataka Co-operative Societies Act, 1959 or under any other law for the time being in force.

The working of both Gram Panchayats of Sonna and K. Chandargi has been illustrated in a separate chapter.

**General Powers of Gram Panchayats**

Section 60 of the Act mentions general powers of the Gram Panchayat, Gram Panchayat shall have powers to do all acts necessary for or incidental to the carrying out of the functions entrusted, assigned or delegated to it and in particular and without
Standing Committees

Section 61 mentions about the constitution of the Standing Committees in Gram Panchayats. Clause (1) of the section mentions that every Gram Panchayat shall constitute the following committees by election:

1. Production Committee for performing functions relating to agricultural production, animal husbandry and rural industries and poverty alleviation programmes;

2. A Social Justice Committee for performing functions relating to, -
   a. Promotion of educational, economic, social, cultural and other interest of the Scheduled Castes and Scheduled Tribes and Backward Classes;
   b. Protection of such castes and classes from social injustice and any from exploitation;
   c. Welfare of women and children;

3. An Amenities Committee to perform functions in respect of education, public health, public works and other functions of the Gram Panchayat.

As per section 61 of the Act, the Standing Committees have been constituted in both Gram Panchayats of K Chandargi and Sonna respectively.

Table No.2. 4.
Members of the various Standing Committees at K Chandargi, during 2005-06

<table>
<thead>
<tr>
<th>S.No</th>
<th>Name of the Members</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.</td>
<td>Smt. Shivakka B. Nadabatti</td>
<td>Member</td>
</tr>
<tr>
<td>3.</td>
<td>Shri. Ajjappa. R. Navarakki</td>
<td>Member</td>
</tr>
<tr>
<td>4.</td>
<td>Shri. Hanamant. U. Koujalagi</td>
<td>Member</td>
</tr>
<tr>
<td>5.</td>
<td>Smt. Yallavva. H. Padasali</td>
<td>Member</td>
</tr>
</tbody>
</table>
### ii) Production Committee

<table>
<thead>
<tr>
<th>S. No</th>
<th>Name of the Members</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.</td>
<td>Smt. Laxmi K. Patil</td>
<td>Member</td>
</tr>
<tr>
<td>3.</td>
<td>Shri. Kallappa B. Korakoppa.</td>
<td>Member</td>
</tr>
<tr>
<td>4.</td>
<td>Shri. M. S. Patil</td>
<td>Member</td>
</tr>
<tr>
<td>5.</td>
<td>Shri S B Hosamani</td>
<td>Member</td>
</tr>
<tr>
<td>6.</td>
<td>Smt. Renuka. N. Jelli</td>
<td>Member</td>
</tr>
</tbody>
</table>

### iii) Social Justice Committee

<table>
<thead>
<tr>
<th>S. No</th>
<th>Name of the Members</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.</td>
<td>Shri. P. B. Somanatti</td>
<td>Member</td>
</tr>
<tr>
<td>3.</td>
<td>Shri. M. B. Patil</td>
<td>Member</td>
</tr>
<tr>
<td>4.</td>
<td>Smt. Mallavva. B. Tadasnoor</td>
<td>Member</td>
</tr>
<tr>
<td>5.</td>
<td>Smt. Susalavva. B. Hosamani.</td>
<td>Member</td>
</tr>
</tbody>
</table>

### Table No.2. 5. Members of the various Standing Committees at Sonna, during 2005-06

#### i) Amenities Committee

<table>
<thead>
<tr>
<th>S. No</th>
<th>Name of the Members</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Shri. R.H. Sankannavar</td>
<td>Chairman</td>
</tr>
<tr>
<td>2.</td>
<td>Shri S.H. Kaleppagol</td>
<td>Member</td>
</tr>
<tr>
<td>3.</td>
<td>Shri. R.V. Dodamani</td>
<td>Member</td>
</tr>
<tr>
<td>4.</td>
<td>Shri. S.S. Avati</td>
<td>Member</td>
</tr>
<tr>
<td>5.</td>
<td>Shri. Dasu. Gangaram. Lamani</td>
<td>Member</td>
</tr>
<tr>
<td>6.</td>
<td>Shri. S.I. Hosagoudar</td>
<td>Member</td>
</tr>
</tbody>
</table>

#### ii) Production Committee

<table>
<thead>
<tr>
<th>S. No</th>
<th>Name of the Members</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Shri. R.H. Sankannayar</td>
<td>Chairman</td>
</tr>
<tr>
<td>2.</td>
<td>Shri. Shivanand. S. Hiremath</td>
<td>Member</td>
</tr>
<tr>
<td>3.</td>
<td>Shri. R.S. Deshpande</td>
<td>Member</td>
</tr>
<tr>
<td>4.</td>
<td>Shri. S.J. Chalavadi</td>
<td>Member</td>
</tr>
<tr>
<td>5.</td>
<td>Smt. A.A. Sunagad</td>
<td>Member</td>
</tr>
<tr>
<td>6.</td>
<td>Smt. S.K. Busareddi</td>
<td>Member</td>
</tr>
</tbody>
</table>

#### iii) Social Justice Committee

<table>
<thead>
<tr>
<th>S. No</th>
<th>Name of the Members</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Smt. P.N. Shivapuji</td>
<td>Chairman</td>
</tr>
<tr>
<td>2.</td>
<td>Shri. P.V. Hudedamani</td>
<td>Member</td>
</tr>
<tr>
<td>3.</td>
<td>Shri. J.B. Mundaganur</td>
<td>Member</td>
</tr>
<tr>
<td>4.</td>
<td>Shri. A.Y. Ingalagi</td>
<td>Member</td>
</tr>
<tr>
<td>5.</td>
<td>Smt. S.G. Madar</td>
<td>Member</td>
</tr>
</tbody>
</table>
STAFF OF GRAM PANCHAYAT

Section 111 deals with the position of Secretary; clause (1) states that every Gram Panchayat shall have a whole time Secretary who shall be an officer of the government and shall draw his salary and allowances from the Zilla Panchayat fund. Clause (2) states that the secretary shall perform all the duties and exercise all the powers imposed or conferred upon him by or under this Act or any or byelaws made thereunder.

Staffing Pattern of the Schedule of Employees

Section 112 states about staffing pattern and schedule of employees. Clause (1) states that the government may, by order, specify the staffing pattern, the scales of pay and mode of recruitment of staff of Gram Panchayat.

There are very few staff members working in the Gram Panchayats so far as present staffing pattern is concerned in the state. Secretary is the only government employee; tax collector and his assistant are appointed on an add-hoc basis, besides water men, sweepers and chaprasis are appointed on lump sum salaries. Clause (2) states that the Gram Panchayat shall, subject to sub-section (1), determine and submit for approval of the chief executive officer a schedule of employees specifying the designation and grants and the salaries and allowances payable to its officers other than the secretary required for carrying out the duties imposed upon the Gram Panchayat by or under this Act.

With the above mentioned analysis it is learnt that PRIs are dealt with the support of various Acts and subsequent Amendments done to the Constitution of India and the Panchayati Raj Acts enumerated in the state. Keeping the objectives of rural development and philosophy of Panchayati Raj in mind the structural framework is nicely designed. But when we think about the practicability of the system the need of hour for amendment to the present Act is felt quite necessary.
NOTES AND REFERENCES


16. Ibid.


19. Ahok Mehta Committee Report 1978 (Introductory Part)

20. Ibid.


27. The Karnataka Panchayati Raj Act' of 1993. Published in the Karnataka Gazette Extraordinary on the 13\textsuperscript{th} April 1993.


30. The references 30 to 43, as per The Karnataka Panchayati Raj Act of 1993, published in the Karnataka Gazette Extraordinary on the 13\textsuperscript{th} April 1993.