CHAPTER - I

INTRODUCTION AND METHODOLOGY

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CHAPTER - I

INTRODUCTION AND METHODOLOGY

"Local authorities have greater opportunities today than ever before. If the powers of the central government are increasing, so are the powers of the local councils."¹

William A Robson

Introduction:

In this modern world, Local Government can be said to be a part of five-tier system of Government. Now considering present situation, at the peak is the supernational agency, like "the United Nations which is purely voluntary in its character and which lays down a code of conduct and behaviour with respect to the relations between the sovereign members. The supernational agency does not interfere in the internal affairs of its members, and its actions cannot exceed sovereign rights of the members. The second tier which falls below the first, consists of different regional groups, like the European Union, the South Asian Association for Regional Co-Operation [SAARC] etc. And these are also non-sovereign bodies, which are merely advisory and consultative in nature. The third tier comprises individual national Governments functioning in accordance with their national constitutions with in their national border. The constituent units of a national state which are called states or provinces form the fourth tier. The fifth and bottom tier is the local government at the district level and its functions are limited to the district, as provided by various statutes."²

¹ Encyclopaedia of the Social Science, vol ix-x p-584.
Real India is found in rural India. Almost 70% of the total population resides in rural India. Their main occupation is agriculture but agriculture so far has remained backward and under progressed. If the country is to progress, agriculture has to be developed first as it happens to be the very basis of Indian economy. 70% of the rural population constitutes a major market for the products of non-agricultural sector. But because of underprogressive character of agricultural sector, the rural population does not possess the required quantum of purchasing power, which constitutes a stumbling block for the development of non-agricultural sector. This shows the dependence of non-agricultural sector on agricultural sector. The agricultural sector has to throw off its mask of underdeveloped nature and develop on right lines. If this happens, the 70% of the rural population will have the necessary ability to demand more and more products of non-agricultural sector. With increased demand for non-agricultural products, investment will flow into the non-agricultural sector, creating more jobs and more production as there would be more profitability for investment. This will provide a new thrust to the all-round development of the economy. The agricultural sector has remained poor because of the operation of vicious circle of poverty. i.e., Poor income level-leading to poor savings - leading to poor investment which again leads to poor levels of income. So a major thrust has to be given to agricultural sector by pumping in more and more required inputs, like credit, better seeds, guidance to farmers to use better techniques of production, research in high

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yielding varieties of seeds, extension of irrigation facilities to more and more areas. If this has to take place, there has to be proper awareness on the part of rural population who is clinging to agriculture. So far as the opportunities that are available with the help of which wonderful results can be brought about. Agricultural scientists, Agricultural Universities, rural leaders, social workers, have a great role to play in bringing about the required awareness among our farmers.

Why Panchayat Raj system has been introduced in our country?

Even the British rulers in India were aware of the need to improve agricultural sector. With this end in view they introduced Co-operative societies Act in 1904 to start the Co-operative societies at the grass-root level to provide financial assistance to farmers at reasonable rate of interest. These were to be managed by the village people themselves. Thus a modest beginning was made during the British Raj to inculcate the habit of self help and to participate in running the co-operative societies. This, to some extent, paved the way for development of rural leadership.

As far as the growth of leadership in rural India is concerned, the administrative machinery that existed during the British rule has played an important role. The establishment of local self-governments during the days of Lord Rippon had a definite impact on the growth of rural leadership. The Local Self-Governments that existed in Karnataka during and after the dynastic rule has seen several ups and downs over the period. But the growth of rural leadership in the real sense of the term began after the Independence in 1947. Like the Zilla Panchayats of the present
days, there were District Local Boards during the British rule. The District Local Boards had the same functions as the Zilla Panchayats of today. They did wonderful work, particularly in the development of communication and rural water supply. Under the District Local Boards [1918], there were District School Boards which looked after the development of education and educational infrastructure.

The right to basic education and primary health care have been recognized as human rights, in the “United Nations charter on human rights” which was formulated in the year 1948. India being a signatory to the United Nations Convention on human rights is duty-bound to provide primary health care to every citizen of our country. The problems of health and hygiene have a direct effect on the weaker sections of society. The problems such as hygiene and housing and free space for construction of houses, drinking water and environmental cleanliness are some of the major issues which require special attention.

The Karnataka village Panchayat and local boards Act was passed in 1959. This Act provided for setting up of a three-tier system, consisting of Village Panchayats at the grass-root level, Taluk board at the intermediating level, and Zilla Panchayat the district development council. These institutions were set up with an intention to transfer some power to the elected and nominated people, with a well defined objective of bringing about

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4 M. Umapathy, A History of Local Self-Government in rural Karnataka Published by the director Prasaranga University of Mysore 1985 p-69.
5 Jasprit Kaur Soni, Governance of Panchayat Raj, Published by Worldwide Circulation through Authorspress Global Network, 2005 p-10
qualitative changes in rural life, a view to transferring power and responsibility to the people's institutions and to achieve certain well defined objectives of a planned programme.

With a view to improving the working of Local Self-Governments on All India basis, the government of India has formed a large number of committees to study and report to improve the working conditions of Zilla Panchayat institutions.

Karnataka State has also formed a number of committees with an intention of understanding the problems of villages, and one of the terms of reference entrusted to these committees was the growth and development of socio-economic aspect of rural Karnataka.

Government of India with a view to providing the strong constitutional backing, gave importance of constitutional status to the local institutions. The 73rd constitutional amendment which was passed in the year 1992, became operative from 1993 onwards.

During the freedom movement, Mahatma Gandhi the father of the nation stood for decentralization of power. Accordingly, the provision for Village Panchayat was included in our constitution in the form of Directive Principles of State policy under Article 40.6

Three decades later the Janata Government in 1977 appointed a committee headed by Ashok Mehta, to examine the functioning of Panchayat Raj Institutions. Its suggestions

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6 Brij Kishore Sharma, [Chairman, Copyright Board Formerly, Additional Secretary, Ministry of Law and Justice Government of India] Introduction to the Constitution of India, Prentice-Hall of India Private Limited New Delhi 2002 p-114
included: 1] two-tier system of Panchayat Raj; 2]party-based elections to Panchayat Raj Institutions; 3] regular elections to these institutions; and 4] establishment of Nyaya Panchayat. However, with the fall of the Janata Government in 1980, these recommendations could not be implemented.

Again with the 73rd Constitutional Amendment Act 1992, government showed renewed enthusiasm to revitalize the Panchayat Raj Institutions. The National Common Minimum Programme [NCMP] lays special stress on empowerment of the Panchayat with the Gram Sabha as the foundation of the Panchayat Raj. The devolution of funds is to be accompanied by devolution of functions and functionaries. A separate Ministry of Panchayat Raj has been created to give special attention to Panchayat Raj Institutions and over see the implementation of part ‘ix’ of the Constitution, inserted by the 73rd Constitutional Amendment Act, 1992, which institutionalized Panchayat Raj Institutions at the village, intermediate and the District levels as distinct units of self-government.7

Working of Panchayat Raj:

The working of Panchayat Raj Institutions during these thirty years has developed two streams of thoughts. "One view is that the Panchayat Raj functionaries, political as well as administrative were interested in power politics, and distribution of patronage created tensions in village communities and disturbed the village harmony. Panchayat Raj bodies have failed to protect the interests of the poor in the villages."8

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7 Indian Institute of Public Administration, Indraprastha estate Ring Road New Delhi, Annual Essay Prize Competition –2006 [Future Role of Panchayat Raj Institution] p-5 [ADMNIST]
8 Hoshiar Singh, 'Indian Administration' Published by Kitab Mahal Agencies, 22-A, Sarojini Naidu Marg, Allahabad. –2003 p-476.
They even failed to protect and strengthen the planning process at the micro level, and these bodies have not played significant role in the development of agriculture, minor irrigation, social welfare, sericulture, etc. The other point of view attributes the limited success of Panchayat Raj to lack of finances, lack of co-operation from the government departments, half-hearted policies, too much penetration by the state authorities from above and defective structure of Panchayat Raj Institutions.

In the beginning Panchayat Raj system worked successfully in some states, like Rajasthan, Maharashtra, Gujarat, Andhra Pradesh, etc, but within 10 years of its working, it became apparent that their performance is not glorious as it was being pointed; and studies showed that the benefits of development are being concerned by organized vested interest groups in these bodies at the cost of the poor. Several studies conducted by scholars in various states and also by some state level and All India Committees, made it clear that Panchayat Raj bodies could not fulfill the expectations of the rural people.

The Karnataka’s and West Bengal’s recent experiments of Panchayat Raj system are cited as a success story.9 It is said that the Zilla Panchayats in Karnataka are really emerging as a power centre below the state. But the studies by George Mathew10 and Gurumurty have shown that the power in the districts is enjoyed mainly by dominant castes belonging to the top power groups, and the interest of the poor are

10 George Mathew, [General editor] Status of Panchayat Raj in the States and Union Territories of India, Published by Institute of Social Science, Concept Publishing Company 2000 pp-134-144
sacrificed for strengthening the vested interests of the district leadership.

The study entitled "Working of Zilla Panchayat in Karnataka" 'A Case Study of Bijapur Zilla Panchayat' is confined to the five Taluk’s of Bijapur district in Karnataka state. The study is undertaken mainly in the context of the Karnataka Panchayat Raj Act 1993.

Statement of the Problem

The Bijapur District has seen around 30 famines over a period of hundred years. The district, though blessed with five big rivers, whose waters are to be utilized for agricultural purposes, has not harnessed them for all these days. Unless the lot of agriculture, and agriculturists is improved, the district will not improve properly. If its water resources are utilized properly, the district will be converted into a smiling garden. The leaders in the district are a major failure in this field. The progress of the district in the field of industry, means of transport and communication and in other walks of life, have not made any considerable progress. Bijapur district should have been foremost in agro-based industries. Because of the lack of development oriented nature of leaders the district has suffered a lot.

The people of Bijapur district have remained backward even after 59 years of independence. The object of the study is to point out where exactly the district is lagging behind and how best we should improve.

Without a suitable political structure no socio-economic change is possible. Socio-economic change is very much

\[11\] This information collected by researcher from the Office of the Deputy commissioner, on July 24th 2006
required to mobilize the local people and involve them in participatory works.

There are certain reasons why this study has been undertaken. First, it is the most backward and dry district of Karnataka, and majority of the people are uneducated. Secondly, no systematic progressive work has been made in the field of Communication, Industry, Agricultural development, Sericulture, Animal Husbandry, Crop Husbandry (tissue culture), Irrigation, Forest, Rural development, Community development, Village Roads and bridges, Rural electrification [Bhagya Jyoti] etc.

The third question to be raised is - why this particular topic 'working of Bijapur Zilla Panchayat' was selected? This needs to be justified Bijapur Zilla Panchayat has come to occupy a unique position in the history of Zilla Panchayats. Because it has been blessed with five big rivers which are flowing perennially in this district. But the people and our leaders have never tried to harness them to the benefit of the farmers. Leaders both at the local and at the union level are to be blamed for this state of affairs. Administrative officials have been a miserable failure, so far as these aspects of development are concerned.

Even the metergauge railway track which connects Bijapur to the other parts of the country has remained unconverted into Broad Gauge. This throws light on the weakness of local leadership. The majority of the Legislators and Members of parliament elected from Bijapur district have hardly raised their voice in Assembly and in parliament about the problems and possibilities of development
of this area. As a result, the Successive Governments ever since independence have not given serious attention to the problems of this area and the district has remained unchanged and undeveloped.

In recent years some progress is taking place in the field of irrigation, transportation and electrification. A dam has been constructed across the river Krishna at Almatti throwing immense opportunities for irrigation which will help Agricultural development, Horticultural development, and Dairy development. Long standing problems of development of the people of this area for conversion of Gadag-Sholapur meter gauge line into broad gauge line is progressing slowly. If this project is completed it will provide, along with the hydro electric power station that has recently been put up at Almatti, the basic infrastructure for the development of industries. The political leadership of this area should throw their weight on concerned authorities for the speedy completion of this gauge conversion project.

Bijapur district consists of 199 Gram Panchayats, 634 villages, and five Taluks, viz., Basavan Bagewadi, Bijapur, Indi, Sindagi, and Muddebihal, which have been selected for the purpose of the study. An attempt has been made here to go into the details of the problems of the people of Bijapur district.

The very focus of the recent studies is on political empowerment of rural poor and S Cs, S Ts, O B Cs, etc. Empowerment means giving the poor people and tribal people the capacity to influence the decision-making process by integrating them into our political system. Implementation of
this policy of reservation, that is, reserving the seats for S C, S T, O B Cs etc, in the political institutions [Z P] will help them and provide them with an opportunity to explain their grievances, and other related social and economic problems in a systematic manner. This very much requires to ensure better position for the rural people in all the different stages of their lives.

The level of participation of economically backward people in political life is an issue of great concern. This is because achievement of equality in all areas is seen as an inseparable one from active political participation. Here political participation means 'right to vote' 'right to contest', 'right to candidature'. They should provide employment opportunity for poor people as campaigners, backward people as members and also employ economically poor people and labourers at all the levels of the government, including oppressed people at the grassroots through the Zilla Panchayats.

The development of the mass of rural areas depends upon the motivation, awareness literacy, health and knowledge about the programmes formulated by the government for their overall development and upliftment. The government after independence has been working on this process, but the Zilla Panchayat can play a more important role in this particular programme of rural development. The desired results cannot be achieved without effective leadership at the local level and the enthusiastic participation of the rural population.

The problems range from awareness and quality issues to a missing infrastructure. There is a need to create right
atmosphere at the grassroots level. The Development cannot progress without responsibility and power. Community development programme can be effective only when the people of the rural areas understand its problems, and keep constant vigil on the administration of the Zilla Panchayat.

The main difficulty, concerned with finance is collective movement and utilization of resources. But the Zilla Panchayat doesn’t have taxation authority. Therefore, the Zilla Panchayat totally depends upon the funds allotted by state and central Governments. Especially, some of the rural development planned programmes come under the state and central Governments. To implement the programmes, 80-20 % of the funds is given by central and state governments respectively. So Zilla Panchayat is unable to generate adequate funds. In these events Zilla Panchayat has become a spending unit of the state government. At the same time the Zilla Panchayat is at a loss for not implementing any new development work, because of insufficient budget. Despite these financial problems, Zilla Panchayat tries rural life upliftment programmes.

Review of Literature:

1] Gopinath Raddy and Madhusudan Bandhii, In their article “The status of Panchayat Raj institutions in Andhra Pradesh and Karnataka a comparison” have made a comparative study of nature and functioning of Panchayat Raj institutions both in Andhra Pradesh and Karnataka. They have tried to throw light on the changes that have taken place in the structure and programmes of rural development, particularly, after the 73rd constitutional amendment. They have discussed the
functioning of Zilla Parishads, Mandal Parishads, and Nyaya Panchayats and Gram Panchayats.12

2] A. E. Punit in his published doctoral thesis entitled "Structural determinant in rural Leadership" has studied the leadership pattern with respect to the rural social structure in Kalyanipur village of Dharwad district.13

3] Haridwar Rai and Sakendra Singh in their book entitled "Panchayat Raj and the Citizen" say that the leadership, at the village level even now, continues to be in the hands of the old, moderately educated, tradition-following rich and higher caste people.14

4] Manoj Sharma in his book entitled "Local Government Rural and Urban", has described the nature and functioning of local government in England, France and United States of America. He has also tried to throw some light on the role and functions of local government in India.15

5] K Tulaseedharan Pillai, in his book entitled "Role of caste and class in the emerging pattern of rural leadership", has studied the emerging pattern of rural leadership in the rural social setting. He has also discussed the role of caste and class in influencing rural leadership.16

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14 Haridwar Rai and Sakendra prasad singh, Panchayat Raj and the citizen; The Myth of participatory Democracy", The Indian journal of public administration, vol xxi No 3 July- September 1975, pp-391-403
15 Monoj Sharma, Local Government Rural and Urban Anmol publication pvt ltd New Delhi 2004
16 KT Pillai, Role of caste and class in the Emerging pattern of Rural Leadership in Kerala; Doctoral thesis, Kerala University , 1975.
6] Dr Jasprit Kaur Soni, in his book entitled "Governance of Panchayat Raj", has discussed as to what should be done to eradicate poverty and the measures that are to be taken in order to strengthen local self Government. He has also mentioned measures regarding the participation of economically weaker sections of the society in Panchayat Raj Institutions. He has also explained the rights and privileges of the economically backward and SC/ST communities. He has also dealt to some extent, as to how local institutions help these people belonging to the under privileged sections of the rural society. 17

7] Yatindra Singh SiSodia, in his book entitled "Functioning of Panchayat Raj system", has discussed in detail decentralized planning and finance of Panchayat Raj Institution. He has also discussed at length the rural leadership and social setting and power structure at the rural level and decision making at the grass root level.18

8] G. Das, in his book "Political Sociology", has made a pointed reference to the secularization, of society which at present is drifting away from the religion. The book goes on explaining the importance of public opinion which has been playing its own role more so after the 18th Century. With the establishment of democratic system, the importance of public opinion has also increased. Regarding political culture, the book says, political culture is composed of the attitudes,

17 Jasprit Kaur Soni, Governance of Panchayat Raj, Published by Worldwide Circulation through Authorspress Global Network, 2005 pp-2-100
18 Yatindra Singh SiSodia, "Functioning of Panchayat Raj system" published by Madhya Pradesh Institute of Social Science Research, Ujjain Rawat publications Jaipur 2005 pp-1-328
beliefs, emotions and values of society that relate to the political system and not to political issues.

G. Das who has thrown much light on the leadership of the country, goes on to say that "Rise and fall of the countries in the international eyes has its deep interrelation, with the rise and fall of the country's leadership".

9] R D Joshi and G S Narwani, in their book "Panchayat Raj in India" [Emerging trends across the state] - have tried to explain the self government system, that prevailed from the Vedic period right upto the advent of British rule in India. They have also tried to throw some light on the system of self government that prevailed under princely states in different parts of the country. They have also discussed the changes that were introduced in the system of self government during the British rule. They have explained in detail how the Panchayat Raj Institutions have grown in different stages. They have also described how the objectives of Directive principles of State policy are being achieved through the Panchayat Raj Institutions.

10] Hoshiar Singh, in his work "Indian Administration", has dealt in greater detail about the historical development of Indian Administration from the ancient period down to the present days, and has shown how it has taken different shapes during the medieval and during British periods, besides throwing light on the legacies of western pattern of democratic decentralization of our administration. The author also

20 R P Joshi and G S Narwani, Panchayat Raj in India, Publication by Rawat Publications Jaipur-2002 pp-21-205
mentions the discussion that took place in the constituent assembly in this regard he also discusses the concept of Panchayat Raj and its working, and the author explains the seventy third amendment of the constitution in greater detail.21

11] H. D. Malaviya, in his book “Village Panchayats in India”, has discussed the historical background of the village Panchayat in the country since the ancient days. He has also explained how the village Panchayat in this country has developed into a sound system of democracy with respect to the indigenous traditions and culture. In fact, it is a comprehensive study of the ancient local institutions in general.22

12] S R Maheshwari in his book “Local Government in India” has described the system of governance from the Global to the grass-root level. He states that there are five stages of governance from the supranational to the grassroot level. According to him, the top tier is the United Nations Organization, a voluntary body which merely lays down codes of conduct for national states, and which does not interfere in the internal affairs of national states. The second tier consists of bodies like European union and SAARC etc., which are also voluntary bodies, and their function is limited to tendering advice to member states. The third tier consists of national governments functioning according to their national constitutions, and their jurisdiction is within their national borders. The fourth tier in the ladder consists of federating units of a federal government which are called provinces or

21 Hoshiar Singh, Indian Administration Publication Kitab Mahal Agencies New Delhi, -2003 pp-473-512
22 H D Malviya, Forword by Jaharlal Nehru Introduction by U N Dhebar preface by Shriman Narayan Radha Kumud Mookerji, Village Panchayat in India, Economic and Political Research department All India Congress Committee New Delhi -1956

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states. The last tier is the local government at the district level, and its functions are limited to a district, as provided by various statutes. He goes on explaining the working of community development programme and National Extension Service Programme.23

13] S P Jain, in his article "Participation, Decentralized Planning and Panchayat Raj in India: A Review", has discussed the concepts of area planning, block level planning and district level planning process, and he has also commented on the functioning of community development programme and National Extension Service Programme as visualized by the Balawant Rao Mehta Committe.24

14] M G Krishnan, in his book, "Panchayat Raj in India", has mentioned the formation of Zilla Panchayats, how they should formulate and implement the plans of development, as outlined by the planning commission of India. Further, he proceeds to discuss the meeting procedure of Zilla Panchayats and suggests as to who should be included as associate members with no voting rights. He has expressed his opinion that the prevailing system of electing members of Zilla Panchayat is very expensive, with the result the ordinary people find it difficult to contest the elections and only the vested and influential sections of the society dominate in the election, process and find their ways to Zilla Panchayat.25

15] G S Dikshit, in his book "Local Self-Government in Mediaeval Karnataka", has explained the fact that mediaeval rulers have encouraged people's participation in administration. For the

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23 S R Maheshwari, Local Self-Government in India, Publication by Laxmi Narain Agarwal Agra 2004
24 S P Jain Grass roots Governance, V-I, No.1, June 2003, Published by academy of Grassroots studies and research, India, pp.62-76.
25 M G Krishnan, "Panchayat Raj in India" Mittal publication New Delhi 1992 pp-20-75
sake of convenience of administration, the kingdom of a ruler was divided into Gram, Agrahar, Uru, Vishay and Nagar. Each unit has its own corresponding local self governing units nominated by the rulers of the states. 26

16] N R Inamdar, in his work “Functioning of Village Panchayats”, has examined the working of four village panchayats in Maharashtra for a period of two years from 1960-62 and expressed the opinion that only two Gram Panchayats worked satisfactorily and on democratic lines. The rest of the village Panchayats (Rahatwade and Khadakwala village Panchayats) were not that successful in their working due to lack of people’s participation and finance.27

17] Satpal Pulian [Editor], “The Karnataka Panchayat Raj Manual”, has explained, in the manual, how the Panchayat Raj System ought to be in Karnataka and also has mentioned the changes that have taken place between 1983 and 1993. He has also mentioned the procedure of amendment of acts related to Panchayat Raj System in the state.28

18] Vishnoo Bhagwan and Vidya Bhushan, in their book, “Public Administration”, have dealt in greater detail the way in which the Panchayat Raj System prevails in countries, like Canada, U.S.A. England, France etc.29

26 G S Dikshit, Local Self-Government in Medieval Karnataka, published by, Karnataka University Dharwad 2001 [Published Thesis]
29 Vishnoo Bhagwan and Vidya Bhushan, Public Administration’, S chand and Company LTD Ram Nagar, New Delhi 2001
19] K. A. Nilakant Shastri, in his book "Colas" has made a comprehensive study of the local self-government that existed in the region of the Cholas. The study of local self-government under the Cholas can be considered as the real democratic administration. The author explains the committee formulation system and election system in the local self-government under the Chola administration.30

20] C R Bada, in the book 'Emerging pattern of Rural Leadership" A case study in Gulbarga district', explains the way in which in the agrarian society, that too in villages the leadership emanates from the middle and the economically better of sections of the society with modest educational background. He has also stated that the younger generation of leaders are now emerging as leaders of rural society.31

21] K S Bhat, in his work "Emerging pattern of Leadership in Panchayat Raj set-up in Mysore State", points out the emergence of younger, educated, economically better off persons, mostly occupied in agriculture, having party membership and participation in community organizations as leaders. The ruling party also seems to be strengthening its position in the rural areas. He considers this emerging leadership to be an improved pattern as the idea of constructive Leadership in the public interest is gradually emerging.32

30 K A Nilakant Sastri professor of Indian history and Archaeology University of Madras, vol ii part I published by Madras University Madras 1937 pp-287-312
32 K S Bhat, Emerging pattern of leadership in Panchayat Raj setup in Mysore state; George Jacob [ed] Readings on Panchayat Raj National institute of Community Development Hyderabad, 1967
22) A. T. Kittur in his doctoral thesis “Working of Panchayat Raj institutions in Karnataka with special reference to Dharwad district” has made a detailed and an intensive study in the evaluation of Panchayat Raj Institutions in Karnataka with special reference to Mandal Parishad of Nigadi and Amminabhavi in Dharwad district.

This thesis has specifically emphasized implementation of Karnataka Zilla Panchayat, Taluk Panchayat Samitis, Mandal Parishad and Nyaya Panchayat Act 1959 which came into force in 1987.

He concludes that the changes are brought up in two directions namely developmental administration, on the one hand, and problems and weakness of village panchayat, on the other.33

23) S R Maheshwari, in his work “Local Government in India”, a work of general nature, studies both urban and rural local self-government institutions. Chapter VII of the book presents a comprehensive picture of the working of panchayats in different states of India. Moreover, the book covers historical development, structure, personnel, finance and functions of local government institutions. The author has also suggested certain steps for improving the system of local self-Government in India.34

24) In the book, ‘Leadership pattern in Rural Maharasthra’ V M Sirskar has pointed out that there is a perceptible trend

33 A T Kittur, Working of Panchayat Raj Institutions in Karnataka with special reference to Dharwad District” 1992
towards concentration of social, economic and political power. The democratization of power has not reached the weaker sections of the society. According to the author, the leadership has gone into the hands of rich peasantry, lawyers with agricultural background and a few rural businessmen.35

25] Pradipto Ray in his work, 'Characteristics of Emergent Leaders' explains that the present day leaders are well-informed and that the majority of them are better educated. He says that emerging leaders have better contact with extension agencies, and are having secular outlook. Age and caste among the present day leaders do not count. Such younger leaders will contribute a lot towards the developmental activities of our society.36

Different studies have been made in recent years on Panchayat Raj institutions, some of which have been reviewed in my concerned subject. The government is also initiating research on this problem, and researches have been carried out. There is still scope for doing further research on functioning and organizational aspects of Zilla Panchayat. It is also necessary for the public to know, how some functions of Zilla Panchayats such as maintenance of Public health. Cooperation among center and states needs to be critically examined, and should be made known to one and all. A few studies have been done in this field but still a lot of work is required to be done. Especially in North Karnataka, in the absence of proper

and effective leadership, a large amount of sanctioned funds are not being effectively utilised. Therefore, if they are implemented effectively, there is no doubt, the lot of the common man is going to be changed for the better.

It generates in the minds of people a ray of hope about their desire for change for participation in decision making for supervision of developmental works aimed at improving their economic lot. The birth of Local Self-Government is for the welfare of the people.37

**Conceptual Framework and Methodology**

In the present day the third layer [ZP] has implemented many developmental programmes and has provided different basic amenities such as providing rural development, general education, health facilities, construction of roads and bridges, irrigation, agriculture, rain harvesting, providing safe drinking water to the villagers etc. The Zilla Panchayat provides adequate training and information to the elected members about the financial position of Zilla Panchayat and their working and flow of funds from the central and state governments for the centrally sponsored and state sponsored projects.

The concept of Panchayat raj has been considered in different ways by different academicians and different policy makers such as units of local Government as an agency of state Government for carrying out the functions of the Government.38

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38 Y D Jadeja, Structural Patterns and Modes of Election in Panchayat Raj; The Indian Journal of public Administration vol xvi No 1 January-March 1970, pp-24-36
Iqbal Narain discusses the concept of Panchayat Raj both from the normative and empirical view points, and finally develops a compromised image, and considers Panchayat Raj as a system of local Government, a mechanism for the development of rural areas, and also as a very important agency of the state Government for carrying out specific activities with its objectives being considered as modernization, democratization and politicization tied to each other in system of interconnections and inter-actions. The process of politicization has begun on a large scale with the introduction of Panchayat Raj in the rural society in India. He has further called it an institutional mechanism for decentralization, essentially as a means of category concept.

S. R. Maheshwari say's that “Panchayat Raj in India” has three broad images. The three images are as follows: i) It is an instrument for the realization for the end of community development; ii) It is an organ of the state Government to execute community development programmes and other schemes, and iii) It is an idea to realize democracy at the village level.

Das Guptha discusses the concept as an i) Administrative tool [as viewed by the bureaucrats], ii) as an agency of local self government [as viewed by some others] and iii) As Gram Swaraj [as viewed by Jayprakash Narayan] as well as by all

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40 Iqbal Narain and ; P C Mathur, Panchayat Raj IN Rajasthan –Acase study of Jaipur district, George Jacob [ed] Readings on Panchayat Raj , National Institute of Community Development Hyderabad 1967 p-93
42 S R Maheshwari, ‘New Perspectives on Rural Local Government in India’ The Ashok Mehta Committee Report; Asian Survey, vol xix No 11 November 1979 p-1112
India Panchayat parishad] The public image of Panchayat raj is also discussed by Das Guptha. According to this author the public viewed it as an effort to put back the clock of progress with regard to its operational image. For the category of rural elite and weaker section of the community, the Panchayat Raj is a very important instrument for the implementation of the community development programme and also it provides an opportunity for an increased participation with the village Government and it also enables attaining position of political stability, but it is still to develop a concept of its own. The operational image of the three parties concerned is very far from being satisfactory.43

S. N. Dubey considers three basic rationales for the creation of Panchayat Raj. They are: i] To make the community development programme related to the needs and problem of the people, ii] To transfer decision-making authority to the village for developmental works, iii] To realize the value of participatory democracy.44 Therefore, development and democracy are regarded as two sides of the same coin. Development of Panchayat Raj in recent times is a means of modernizing rural minds to respond to the modern technology, and of associating the people with the process of decision-making.45

M. R. Khan discusses this concept from the viewpoint of i] Villagers ii] Elected representatives iii] Officials. At the outset, he says that it is an institution which provides the rural people

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45 VG Nandedkar, Local Government: Its Role in Development Administration, Concept Publication Company, Delhi 1979, p. 5
certain amenities, like the construction of roads and bridges, drainage, educational facilities, drinking water, local electrification, public health etc. Secondly, he points out that it is an institution for carrying out the village welfare. Thirdly, it is an institution of democratic decentralization, which is an autonomous body capable of deciding its own affairs and an important institution for implementing the community development programme.\textsuperscript{46}

The Zilla Panchayat has provided many opportunities for the emergence of democratic leadership which in turn provides opportunities for the ruling parties to strengthen its position in the rural areas, and in the long run, helps to become the vote bank at the time of election. Therefore, the leadership of the Zilla Panchayat provides opportunities for establishing the political linkage and socio-economic status of rural people in political culture. So by considering the above aspects, we can say that the objective of helping the process of politicization and realizing the values of participatory democracy will be achieved.

**Objectives**

1] To analyze the scope for emergence of democratic decentralization as provided by various Zilla Panchayat Acts in Karnataka.

2] To assess the work done in the field of education, public health, Agriculture, employment opportunities, irrigation, small scale industries, Rural communication, public works.

3] To study the extent of participation of elected members[leaders] in the working of Zilla Panchayat.

\textsuperscript{46} M R Khan Panchayat Raj in India ; George Jacob Readings on Panchayat Raj National Institute of Community Development, Hyderabad 1967 p-113.
4] To examine the role of members [leaders] in the process of decision-making at the Bijapur Zilla Panchayat.

5] To investigate whether financial assistance provided by both the Central and State Governments have been spent for the purposes for which they were granted and to evaluate extent of progress achieved in various fields under the Zilla Panchayat system.

6] To search the place of Zilla Panchayat leadership in the political linkage and Socio-economic status of rural people in political culture and functions in the process of modernization and the Zilla Panchayat leadership in the process of Politicization of the rural People.

**Hypothesis [Assumptions]**

The concept of Zilla Panchayat has also a long history reflecting shifting focus in theoretical orientation. In general, there are four concepts which are as follows:

1] Zilla Panchayat brings the decision-making process nearer to the people.

2] Zilla Panchayat provides opportunities for the grassroot level leadership in implementing the programmes of development.

3] More often the higher caste leadership exists at the Zilla Panchayat level, and a majority of them continue to hold the office for many terms.

4] With the policy of reservation people who were dependent on state here to before are now having an opportunity to participate in the decision making process.
Methodology

As far as the methods employed in this research are concerned, the researcher has been assisted to a considerable extent by elderly people residing in Bijapur district. The researcher has been blessed with the fact that he happens to be a resident of the area has been employed in S. S. Arts College Babaleshwar, has been able to come into contact with a large number of people; and it has become possible for him to collect relevant information and conduct observation of local events and developments. The researcher has been participating in the various events and developments around the city of Bijapur especially in the working of Zilla Panchayat. In this respect, a very important method employed in this study is that of observation and participant observation. The second most important method is that of historical method. The district of Bijapur has never been short of documents and written materials of various types, which were possessed by various institutions and important lawyers and some retired College principals and lecturers. Bijapur city is blessed with a municipal library which has a long record of existence, and now it has become a part of the public library which at present is run by Government of Karnataka. The library of S. B. Arts and KCP Science College has also a long list of old books which throw light on the historic city of the district. All the old records and rare copies were available with some old personalities, and they were made available for me. In most cases, documents or papers were Xeroxed for this purpose, and the originals were handed over to the owners. These papers have served the purpose of the
researcher. A case study method was also adopted. The case study method has been used in studying the Zilla Panchayat. In a sense, it is a case study of 'Working of Zilla Panchayat in Karnataka' "A Case Study of Bijapur Zilla Panchayat" is taken up in this study, and other empirical techniques as well were employed.

**Research Techniques:**

**Interview:**

Different leaders of the Bijapur Zilla Panchayat were interviewed by using the formal interview schedule. The researcher has used two different types of schedules to collect the relevant information, and the researcher has interviewed all the respondents himself.

**Schedule:** The researcher has collected information related to the social bases of Zilla Panchayat leaders and their role regarding Politicization, Modernization and Decision - Making. The data which was related to the performance of the Zilla Panchayat leaders has been collected from the official records, including the proceedings of the Bijapur Zilla Panchayat as well as from the office bearers of the respective Zilla Panchayat.

**Schedule II:** This schedule was meant primarily for the purpose of office bearers. In addition to the schedule, the researcher has had informal discussions with the officials who are associated with the Zilla Panchayat. This schedule yielded valuable information; and the data thus collected were subjected to cross verification.
Observation:

To observe the facts obtained and to make the interpretation of the data collected through the interview method, the researcher decided to move around the Zilla Panchayat to make observations and spot verification. The researcher has also attended various meetings of the Zilla Panchayat to observe the proceedings and the actual performance of the leaders of Zilla Panchayat.

Social Census:

For an ecological survey of the Bijapur Zilla Panchayat under census, the study was undertaken with the help of a village schedule. Through this schedule, vast information was collected regarding, i] Population ii] Location and territory, and number of villages covered. iii] Religion iv] Literacy and education v] Social organization vi] occupational distribution and others which include communication, Banks and post offices mass media like Radios, T V's, and News papers, health and water supply, co-operation, cottage Industries and extension service etc.

Other Sources:

Information was also collected from the following sources. They are as follows: i] Proceedings of the selected Bijapur Zilla Panchayat meetings, ii] Periodical report of the Zilla Panchayat. Concerned relevant records were collected primarily from, i]Bijapur Zilla Panchayat secretariat, ii] Rural development and Panchayat Raj department of Karnataka, iii] directorate of economics and statistics government of Karnataka, and district


**Practical difficulties:**

This study is basically a field study, which is done by using empirical methods. During the course of the study, the researcher faced number of practical difficulties, since the basic variable is the human behaviour in an organizational setting. The researcher encountered the problem of building up the rapport with both the officials and non-officials. Because of this the researcher faced some difficulties to get true information from them. However, this problem was overcome by convincing
and establishing good rapport with them. It was also noticed that there were no systematic maintenance of records, like office files, reports, meeting proceedings and other official papers at the office of the Zilla Panchayat and concerned departments. In spite of these difficulties the researcher was able to collect the necessary data for the present study.

**Limitation of the study**

In the absence of systematic availability of data in a chronological order, the present study has been limited to a period of a decade, i.e. from the year 1994 to 2004.

The present study is a burning topic. Day in and day out a large number of functions are required to be organised by local bodies. Since India is a land of villages and the progress of the nation depends upon the progress of villages, a large number of functions are required to be carried by Zilla Panchayat. It is humanly impossible to deal with each and every function of Zilla Panchayat. From the view point of convenience the study is limited to important functions of Zilla Panchayat.

**Outline of the present study**

The data and information collected have been systematically analysed and presented in the following chapters. The present thesis is an attempt to study the "Working of Zilla Panchayat in Karnataka" - 'A Case Study of Bijapur Zilla Panchayat 1994-2004' The thesis has been conveniently divided into six chapters.
The study begins with the chapter one which provides a brief introduction. About Panchayat Raj system and conditions of rural India and problems of Indian agriculture. "The growth of local self-government in India from the day's of Lord Rippon to the present times have been dealt with. Mahatma Gandhij the "father of nation" stood for decentralization of power. Accordingly the fathers of our constitution included the same in the chapter on Directive Principle of state policy. Our leaders have not been able to harness the resources of our district. The object of the study is to know how best to improve the existing conditions of the district. And also it presents the statement of problem, attempts a review of literature, highlights the conceptual framework, objectives and hypothesis of the study, and methodology and limitation of the study. Finally it gives an outline of the present study.

The second chapter analyses the growth and development of the rural local Self-Government in Karnataka. This chapter deals with the earlier local self governments which received no impetus during the days of dynastic rule in Karnataka, and it also examines the large number of committees and their reports meant to improve the working conditions in India. The Government of Karnataka has also formed number of study groups to suggest ways and means for the improvement of these local government to act effectively as an instrument of rural change. The present study enquires, specially in the context of democratic decentralization and Panchayat Raj Institutions, and discusses the constitution of Zilla Panchayat The chapter deals with a profile of the Bijapur district.
The Third chapter entitled Functioning of Bijapur Zilla Panchayat, ‘A Perspective’ is concerned with the constitutional and operative machinery of Zilla Panchayat administration. The chapter discusses the working of the standing committees, and the role of the President, the Vice-President, and the Chief Executive officer. Also the researcher has met the planning and account is officer and other officers and has gone to the extent of discussing the day to day working of Zilla Panchayat. The Chapter touches upon hierarchical aspects of local government, especially, the state-wise system of devolution of departmental functions to Zilla Panchayat, and transfer of functions in the entire country to the Panchayat Raj institutions have also been discussed here.

The Fourth Chapter titled, “Financial Aspects” deals with different aspects which have been discussed in detail. The chapter has been conveniently subdivided into Rural Development Programmes and Financial Assistance, Five Year Plan-wise Housing Schemes for the rural poor in India, Initiative taken by state government and Financial Delegation of Karnataka and Zilla Panchayat [Finance and Accounts] Rules 1996. The Central Government plan outlay and centrally sponsored schemes and expenditure incurred on them have been explained at the beginning of this chapter.

In the Fifth Chapter, an attempt has been made to discuss the Zilla Panchayat leadership in rural areas which has been divided into four parts, Socio-economic background of Political leaders, Politicization, Modernization and Decision-Making Process. Here researcher has tried to mention Political linkage based on factors determining leadership; emerging pattern of rural leadership
etc. An inter-personal relationship between officials and non-officials has also been dealt with.

The Sixth Chapter contains a summary of the major conclusions, findings, suggestions for the improvement and autonomous powers given to the Zilla Panchayat and the necessary steps to be taken to improve the working of the existing system. Finally, this chapter is followed by a select bibliography.