CHAPTER - 2

GROWTH AND DEVELOPMENT OF RURAL LOCAL SELF-GOVERNMENT IN KARNATAKA:
BIRD’S EYE VIEW

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“All that is old is not necessarily good, and all that is new is not necessarily bad. The wise accepts the good after due investigation and the fools accept what others say.”

Kalidas

An attempt has been made in this chapter to go into the details of historical perspective of Rural Local Self-Government in Karnataka. In the medieval period only lip sympathy was paid towards the functioning of local governments. When dynasties were in existence, for administrative convenience in respect of tax collection and also for the maintenance of proper discipline in the entire area Local Self-Governments were given somewhat importance.

For our convenience the present study has been divided into three phases, as far as the study goes back from first century to the present times. In the absence of proper literature and subject matter, researcher has made use of historical books and have collected some information from well-versed persons of great repute.

Regarding the working of Panchayat Raj institutions in Karnataka from the earlier days a large number of statutes have been passed by state legislatures which have been dealt with and a majority of these statutes have their impact on the working of Rural Local Self-Government in Karnataka.

1 H.D. Malaviya, Village Panchayats in India, Economic and Political Research Department, All India Congress Committee, New Delhi-1956, p.215.
2 G.S. Dikshit, Local Self-Government in medieval Karnataka, published by Karnataka University Dharwad 2001 p-7 (Published Thesis)
First phase: This phase ranges from 1st Century to 10th Century covering dynastic rule like, Satavahanas, [121BC to 174 AD] Gangas of Talkadu [350 AD to 1025 AD], Kadambas of Banavasi [350 AD to 540 AD], Chalukyas of Badami [540-757 AD] and Rashtrakutas [757 AD to 973 AD]. These rulers were considered as benevolent rulers. They have given a lot of importance to Local Self-Governments. Accordingly, these local self-governments were in those days the bedrock of administration. In the opinion of these rulers, sense of participation was a must among the villagers. Keeping these things in mind for the convenience, the kingdom of a ruler was divided as Gram [village], Agrahar [Brahman Settlements], Uru [Town], Vishaya [taluk], and Nagar [city], and these units of local self-government had their own corresponding Assemblies, and they had their own self-governing institutions.

During the dynasty of Cholas from 850 AD to 1223 AD, as historical evidences have revealed the functioning of Local Self-Government was at its zenith. The decentralization of political power on the principle of democratic pattern was practised during the this period. Administration at the local level was looked after by peoples representatives and the local problems were solved by this body effectively. Madras Epigraphical Report of August 19th 1899 states that the inscription found in Uttermeru in Tamilnadu has confirmed this fact. A great historian A K Neelakant Shastri in his great work “A study in Cholas history and administration” has gone to the extent of revealing the fact that the inscription deals with the single-tier system of functioning.

3 K R Basavaraja, History and Culture of Karnataka, Chalukya Publications Dharwad 1984 pp-27-32
4 G S Dikshit, Local Self-Government in Medieval Karnataka, published by, Kamatak University Dharwad 2001 op cit p-7. [Published Thesis]
of Local Self-Government.\footnote{Shrinivas Padagar, Epigraphical sources of Indian history, Ramashraya publication Dharwad 2004. pp-135 –145.} The entire state was divided into Kadambu [wards] which was once again divided into 12 Kerigalu [constituencies]; members for these Keries [villages] were elected directly by people as we elect our representatives at present. The people who supported the representatives were called relatives of the representatives. The grievances of these people were redressed by the representative whose tenure was for a period of 3 years. Only the persons between the age group of 35 to 70 alone were allowed to contest these elections. To be candidates in such elections, persons were required to be men of character; and character less persons and those who had been punished and imprisoned were debarred from contesting. Moreover the people who were paying taxes to the government alone were eligible to contest such elections.\footnote{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} In each segment there were 30 people, and the entire body consisted of 5 committees, and each committee was to consist of 6 members. The duration of each committee was for a period of one year. The committees, depending upon their functions were called variyams, like, 1) \textit{Samvastar variyam} [annual Committee] 2) \textit{Panchvariyam} [no information] 3)\textit{Tottavariyam} [Horticulture or Garden Committee] 4) \textit{Erivariyam} [Lakes Management Committee], 5) \textit{Pon variyam} [Gold] [Income Committee] and 6) also enquiry Committee were setup. First, General Business Committee, second, Supervision Committee, third, paura[civil] Committee. These committees' were concerned with, general business, constructing lakes, charities, (collection of donations) temple trusts, irrigation, transport facilities, construction of Roads etc. These are the most important functions mentioned in the inscription.\footnote{Directorate of Distance Education, Karnatak University Dharwad. Publication on behalf of the directorate of distance education by the registrar, Karnatak university Dharwad 2006 op cit pp-20-26}
In the local administrative matters; the central Government never interfered. The present day working of the majority of Zilla Panchayat or Local Self-Government, contains the same administrative set up with a little bit of changes here and there. 73rd Amendment of the Constitution seems to be an improvement upon the then administrative set up. It looks like putting old wine in a new bottle.

The other important point to be noted here is that the Cholas sowed the seeds of democracy and that democracy is not new to India.

**Second phase:** The period from the 10th Century AD to the 17th Century was treated as the Golden age of local self-government in Karnataka. During this period Karnataka was ruled by 1) Chalukya’s of Kalyana (973 A D to 1200 A D) and 2) Hoysala’s and Yadawas from 1022 A D to 1342 A D, 3) Vijayanagar empire from 1336 A D to 1565 A D, 4) Adil Shahi’s of Bijapur from 1489 A D to 1686 A D. These dynasties ruled Karnataka, during their rule the views of the people about local administration were given due importance. The local self-governments, during this period, were called ‘Agrahar; ‘Nadu’ [Group of villages], ‘Mahanadu’[District Assembly] etc. and it consisted of different functional bodies such as village government, the Assembly, Executives, Nadu Assemblies etc. These were the local institutions in the Golden Age of Local Self-Government in the Karnataka history. Because peace and prosperity prevailed during this period, they were self-governing units with the help of Assemblies. They were

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9 B Shiek Ali, The hoysala dynasty, Published prasaranga University of Mysore , Mysore 1972 pp-34-343 Quoted by G S Dikshit, Local Self-Government in medieval Karnataka, published by, Karnataka University Dharwad 2001 op cit p-7 [Published Thesis]
representative in character. This explains usage of terms like *prajegalu* and *prajesettikaral*, *gramadoundagalu*, *samastha prajegalu*, *haleru*, and so on. They worked in a collective, corporate and democratic manner. The use of such expressions as *voppi*, *sarvaikyamathyavagi*, *Aiksvamyavagi*, *vodambutta*, *Anumatadinda* indicate that these institutions believed in discussion, consensus and unanimity, and that they respected consulted and considered the public opinion. We can very well conclude this section with the following excellent observation by Dikshit: "We cannot say that all above mentioned features, which are prominent in democratic societies, prevailed everywhere. But what is most remarkable is the spirit of experimentation in corporate life".

**Third phase:** This phase ranges from the middle of 17th Century to the middle of 19th Century. It witnessed a large number of changes due to the peculiar circumstances which took place during this period. During this period, the importance of Local Self-Government increased and this was because of the absence of strong central government. During the period of Wodeyars of Mysore [from 1610 AD to 1761 AD] and the rule of Mummadi Krishna Raj Wodeyar [from 1761 AD to 1799 AD] the local government institutions were left untouched, even rulers like, Hyder Ali and Tippu sultan [1761 AD to 1799 AD] could not reform local institutions. The 'Nadu' and the 'Mahanadu' totally disappeared. But village Panchayats and Town Assemblies continued to operate within the villages and towns.

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11 Ibid p-135 Quoted G S Dikshit local self-government in medieval Karnataka 1964 op cit p-183
12 G S Dikshit, Ibid op cit p-183
13 K R Basavaraja, History and culture of Karnataka, Chalukya Publications Dharwad 1984 op cit p-214
The history of Local Self-Government during the British period once again marks tremendous improvement. Successive British viceroys understood the importance of participation of villagers in administration which, according to them, was a must. During this period India was passing through liberal reforms. During this period Lord Rippon came as a viceroy of India. [1882-1919] He was considered the father of Local Self-Government in India. He passed a resolution in the year 1882. Accordingly, during this period local boards were established at the village level, and Municipal bodies were established in urban areas. District and Tehsils were formed and sources of income were separately allotted to such local bodies. The Government was only to guide them. As far as the administration of these bodies was concerned, a lot of autonomy was guaranteed. The Chairmen of these local bodies were elected by the members themselves. Hence during this period, Lord Rippon provided a proper shape for growth of Local Self-government in India. A number of princely states like Mysore passed a lot of Acts regarding the formation of local bodies. In many provinces local bodies could be superseded in case there was abuse of power. After the departure of Lord Rippon, British administration patronized them properly.

The concept of decentralization has come a long way from the ‘kazi’ justice or the Panchayat decision from the ancient days to the current constitutional provision for scientific decentralized governance in India. The milestones of

15 K R Basavaraja, History and culture of Karnataka, Chalukya Publications Dharwad 1984 op cit pp-381-409
17 Neeta Tapan, Decentralization and Fiscal Devolution, A Macro View, [ed Yetindra singh Sisodia Functioning of panchayat raj system] Published by M P Institute of Social Science Research, ujjain 2005 p-326.
Decentralization in India include the resolution of local self government on 18th May 1882\(^\text{18}\), in 1896 and again in 1897 the Government of India adopted the resolution, and it completely ignored the villages. In the year 1907-08, the entire subject of local self-Government was reconsidered by a Royal Commission on decentralization which was appointed by King Edward VII. This Commission consisted of five Englishmen and an Indian, that is, Ramesh Chandra Datt. The Commission recognized that “Rural India constitutes major portion of India. Therefore the primary territorial units of Government organization consists of villages which form the lower rung of the ladder on which larger administrative entities were to be developed.”\(^\text{19}\)

The Act of 1919 introduced a diarchic system of government, transferred the subject of local self-Government to the control of popularly elected ministers, responsible to the legislature. The Act heralded an era of new interest and activity in the field of local government.\(^\text{20}\)

After the first world war and with the passing of the Government of India Act of 1919, the local self-Government was transferred to Indian ministers who were anxious to make the pattern of local government more effective and efficient.\(^\text{21}\) A number of Acts were passed by provincial legislative council between 1920-26, respectively. The Panchayat Acts were passed in Assam, Bengal, Bombay, Central province, Bihar, Punjab and United provinces.\(^\text{22}\) The aim of these Acts was to reduce the dependence of local government on British administration for

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\(^{18}\) Nikunjalata Datta, Village Panchayats in India, Published by Mittal Publication New Delhi 1989 p-38

\(^{19}\) V V Rao, A Hundred years of Local Self-Government in Assam, Bani prakash mandir Gauhati 1965 p-34.

\(^{20}\) S R Maheshwari, Local Government in India, Orient Longman New Delhi 1971 pp-20-21

\(^{21}\) K S Shingh, People of India; Karnataka vol xxvi part 1 [Anthropological survey of India ] Affiliated east -west press PVT LTD New Delhi 2003 p-92

\(^{22}\) Vinod Vyasulu, Panchayats Democracy and Pream Rawat and Rawat publication Jaipur 4 2003 pp-78-79
As far as the local government is concerned, the Act of 1935 resulted in nothing more than minor improvements. Therefore, the last opportunity, which was offered by the government of India Act of 1935, was too short lived. In the year 1939, World War second started. During this period, the problem of local government naturally paled in significance before the questions of national and international importance. But whatever efforts were made towards the growth of local government institutions came to a sudden halt after the outbreak of the Second World War and resignation of popular ministries of the congress dominated provinces. Therefore, the Governors took over the entire responsibility for the administration of their provinces and continued to do till 1946.

Certain positive developments also took place even though the progress of local self-government suffered a setback during this period. Among the progressive steps we can consider the expansion of the functions and powers of local bodies, separation of executive and legislative functions in large urban local bodies, abolishing the system of nominations, widening networks and diagnosing the hurdles coming in the way of the development of the local self-governing institutions. The present system of Panchayat Raj which laid great emphasis on

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23 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 p-132 Ibid pp-92-93


25 K S Shingh, People of India; Karnataka vol xxvi part 1 [Anthropological survey of India] Affiliated east-west press PVT LTD New Delhi 2003 op cit p-93
Lakshmeshwar inscription of the Yuvaraja Vikramaditya.

First face.
democratic decentralization is the direct outcome of the democratic constitution of 1950.

The tradition of Village Government bodies, which were very strong in Karnataka, is explained in the Karnataka state Gazetteer. This system has been practiced for centuries, and the inscriptions have proved to be the strong evidence of the nature of local bodies in the past centuries. For example, the "Lakshmeshwar Pillar" Inscription of the Yuvaraja Vikramaditya says that their administrative local bodies were very strong and smoothly running under the king, but in his kingdom it was called first phase of a Mahajana [householders] or Brahman burgesses. Lines from 10 to 23 in this inscription mention the local bodies. An Inscription found in the city of Lakshmeshwar during the period of Yuvaraja Vikramaditya of western Chalukyas of Badami dynasty in 725 A.D to 733 A.D gives a clear evidence of how local self-Governments in this area operated with special reference to working of Municipal bodies. And also the other inscriptions of the state has evidences of the nature of local bodies in the earlier centuries. The local bodies were called Uru, [Town], okkalu [residents], Praja [subject], Samudaya [assembly], Ura hadinentu jati [the 18 castes of the village], and Agrahar [Brahman settlements], aivattu okkali [50 families], and mahajananas [head of scholarly Brahmans. These are forms in which some assemblies at the Village level existed.

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26 Karnataka state Gazetteer, part II published by Government of Karnataka 1982 p-369
Britishers expected total co-operation and help from Indian citizens in their struggle against Germany. The freedom movement in India by the national Congress became more popular among Indian masses. Gandhiji the father of the nation gave a call for non-co-operation movement, and it had its impact on Local Self-Government. Local Self-Governments were not given any importance. Hence they made no progress during this period. Ultimately after the Second World War which was concluded in 1945, India won her independence in 1947. After independence Karnataka was not a unified state Kannada speaking areas were distributed in old Madras, Maharashtra, Andhra Pradesh, and Kerala. It is only after the reorganization of states in 1956, all the Kannada speaking areas were amalgamated, and a new Karnataka state was formed with its headquarters at Bangalore. The styles of functioning of Local Self-Governments in princely state of Mysore, Bombay Karnataka area, Madras Karnataka area, Hydarabad Karnataka area, Coorg were different in nature.

**Princely State of Mysore:** In the erstwhile Mysore state the municipal committees were set up in the year 1862. Such committees were formed in the cities of Mysore and Bangalore to deal with the local affairs. By the year 1972-73 there were totally 58 municipalities. The village Panchayats for each Group of villages were established in 1919. Permission was given for holding elections. Many statutory regulations were made for controlling and supervising the local bodies at different levels, and it included women's right's and elementary education. With respect to the urban bodies, the Mysore Town
municipality. Act 1933 was replaced by the Mysore town municipality Act 1951 and from then onwards the municipalities were given financial powers. And in the rural areas Karnataka began experimenting with Panchayats in 1960 and this was based on the experience of princely Mysore state.

**Bombay Karnataka:** The erstwhile Bombay presidency had jurisdiction over four districts of Dharwad, Belgaum, Bijapur and Uttar Kannada which were called Bombay Karnataka. The local bodies were created for the first time under East India Company. Municipalities were constituted under the Bombay District Municipalities Act of 1901 and it gave greater powers to the municipalities. In the year 1925, another Act was passed which gave greater power to the municipalities. Some of them became municipal Borough’s. Then the district local board Act VI of 1923 was passed for each revenue district, excluding municipal areas. The members of the district local board were elected by the people. Some seats were reserved for scheduled castes, scheduled tribes and women. The Panchayats at the village level were governed under the Bombay Act of 23 of 1928. The district boards which had elected presidents and vice presidents also started functioning in the Bombay presidency. For providing gradual enlargement of scope and function, the Bombay village Panchayat Act underwent many changes in 1928, 1933, 1939, and 1947. A unique feature that existed in the Bombay village Panchayat Act was the continued existence of the district school boards

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29 M Umamathy, A History of Local self-Government in Rural Karnataka published by The director Prasaranga university of Mysore 1985 pp-29-31
30 Ibid p-2-3
to look after the primary and secondary education, with the members elected from rural and urban local bodies.

**Madras Karnataka:** The areas such as Dakshina Kannada, Bellary, and Kollegal Taluk were parts of the former Madras presidency. The town improvement Act X of 1865 and local funds Act II of 1871 were brought into action for local administration. This gained more strength when the local boards Act was passed in 1920. This Act gave a lot of strength to the resources and power to the local government.

In the same year the village Panchayat Act was passed and several regulations were made with respect to elections and tenure. The village Panchayats were given more powers to elect their respective officers and to reserve seats for Muslims, Indian Christians, Europeans, Anglo-Indians, Harijans and Women.32

**Hyderabad Karnataka:** In the erstwhile Nizam’s Hyderabad state, the three Districts of Bidar, Gulbarga, and Richur were included, and they were known as Hyderabad Karnataka area. It was in the year 1887-88, an Act was passed regarding the working of the Local Self-Governments. During the 1940-42, the Hyderabad District boards and Hyderabad village Panchayats Act was formed with several provisions for providing local autonomy before this Act was passed, the municipal committees were constituted in 1934.33

During the year 1935, the state Government provided for the formation of Municipal committees for all the district head quarters and all other bigger towns in state with non-official

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33 Vinod Vyasulu, Panchayats Democracy and Prem Rawat and Rawat Publication Jaipur - 4 2003 op cit pp-78-79
majority, with several sub committees under them. Special emphasis was laid on sanitation committee. The Municipality committees consisted of 16 members, of whom 12 were non—officials, and two committees consisted of five members comprising three officials and two non-officials. The outstanding feature of the local fund administration in the state of Hyderabad till 1929 was the combination of district and town finance. Regarding the village administration, the enforcement of the Hyderabad village Panchayats Act 1940 paved the way for beginning of local administration at the grass root level.

**Coorg [Kodagu] Area:** The British commissioners ruled Kodagu for 113 years [1834-1947]. During this period municipal committees were constituted in towns, like Madakeri and Virajpet and administered the local areas. The Kodagu district board was established in 1901, and was administered directly by commissioner himself. But the board was abolished in 1953 and the administration was taken over by the then Coorg Government. The State of Karnataka was formed in the year 1956 by bringing together the erstwhile princely state of Mysore, four district of Bombay, three districts of Hyderabad, two district of Madras and the centrally administered territory of Coorg. Before the reorganization of states the development of local government institutions in these five areas had proceeded independently.

**Change after Re-organisation:**

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34 Suryanath U. Kamat, Chief Editor, Karnataka State Gazetteer part- II, Published by Government of Karnataka, 1983, op.cit, p.462
The dream of Gandhiji about the Gram Swarajya focused its attention on the Education, Medical Care, Sanitation, Removal of Social and Economic disabilities of the Villages. After the death of Gandhiji our leaders wanted to translate his dream into action. In the year 1952, community development programme was started. But due to the non-involvement and non-participation of the local people, this community development programme, could not come up to the expected level.

The Zilla Panchayats in India have travelled a long way to acquire constitutional recognition in the form of directive principles of state policy under article 40. It is mentioned in article 40 that the “state shall take steps to recognize village Panchayats and endow them with such powers and authority that may be necessary to enable them to function as units of self government.” This article got a mere lip service for many years, before finding a place of some importance in the Balawant Rao Study Team Report in 1959. This three-tier democratic decentralization in the form of Panchayat Raj was also a tribute paid to Mahatma Gandhi. Thus, on the recommendation of the Balawant Rao Mehta committee, on October 2 [Gandhiji’s birthday] 1959, the Panchayat Raj movement was launched.

The introduction of Panchayat Raj in the country was a very important step towards the development of Panchayat Raj. Rajasthan was the first state to launch the Panchayat samiti and Zilla Panchayat Act on 2 October 1959. Pundit Jawaharlal Nehru, who was then the prime minister of India inaugurated

36 Jasprit kour soni, Governance of Panchayat Raj ; Authors Press Publication 2005 Laxmi Nagar New Delhi op cit p-6
37 Arun Chaturvedi and B R Purohit, Panchayat Raj in Rajasthan , A review ; Rawat Publication 2005 op cit p-87
the Panchayat Raj at Shadnagar, Andhra Pradesh on the day of Vijayadasami in the month of October 1959. Prime Minister Nehru praised the pioneering efforts of these two states in taking the most revolutionary and historic step.

In pursuance of Balawant Rao Mehta Committee report of 1957, the Panchayat Raj system was introduced in Karnataka. The Karnataka village Panchayats and local boards Act 1959 introduced a three-tier system consisting of the village panchayats, the Taluk boards and the district development councils, with the main objective of transferring power and responsibility to the people's institutions and to achieve certain well-defined objectives of a planned programme. The 1950 Act was amended subsequently through the Acts 26 of 1961, 22 of 1964, 5 of 1965, 4 of 1970, and 21 of 1974. This Act repealed all the Acts that were prevailing in different regions of the state at the time of reorganization. By the end of March 1976 there were 8411 Panchayats in the state, including 96 town Panchayats as against a total number of 26826 Villages in the state. By the year 1979, there were 8224 Village Panchayats 129 Town Panchayats 19 District development councils in state.

Post 1956 Period:

The gaining of independence introduced an important dimension and there was a growing demand for proper functioning of local self government which has been voiced during the freedom struggle. During the periods of 1950, 1953, and 1956,

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38 Arun Chaturvedi and B R Purohit, Panchayat Raj in Rajasthan, A review; Rawat Publication 2005 op cit, pp-87-88
39 Suryanath U Kamath [Chief editor] Gazetteer of India; Karnataka state Gazetteer part II Published by Government of Karnataka 1983; op cit p-93
a lot of changes were made in Madras, Bombay and Hyderabad. In the old state of Mysore two committees, namely, the Venkatappa committee in 1950 and the D H Chandrashekaraiya committee in 1954, recommended major changes in the structure and functions of local government, but no action was taken, as the issue of reorganization of states was pending. Therefore, in 1956 the new state of Mysore inherited various patterns of local government from its five integral areas.

**From 1956 to 1987:**

In 1958, the Balawant Rao Mehta Committee set up by the central Government, suggested the three-tier system of ‘local self government’ which was afterwards called Panchayati Raj.

The **Balawant Rao Mehta Committee** recommended three-tier structure as follows: The Village Panchayat at the lowest level, the Panchayat Samiti at the intermediate level and Zilla Parishad at the highest level, i.e. at the District level. The report of the Mehta committee recommended that the Zilla Parishad should be merely a supervisory and coordinating body. To provide a particular organized structure to these bodies, the Mehta committee recommended a system of indirect election wherein the Presidents of lower bodies can become

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40 Gazetteer of India; Karnataka state Gazetteer part II Published by Government of Karnataka 1983 op cit p-463  
41 B S Kanna Panchayat Raj in India Rural Local Self-Government [National perspective and state studies ] Published by Deep and Deep Publication s F- 159 Rajouri Garden New Delhi 1994 p-139  
ex-officio members of the next higher body. Dynamic attitude should be adopted towards the functioning of the proposed new set up. Further, devolution of powers, functions and resources from the state government should be done in future, after looking to the success of the scheme. Effective training of people’s representatives at the three tiers of the local bodies, was also stressed. Looking at the diversity of the socio-economic conditions, some states might modify the proposed system. They may prefer devolution of powers to the district level body.

The formation of new states co-incided with the release of the Balawant Rao Mehta committee report which provided a new momentum for the Panchayat Raj. Taking into consideration the recommendation of the Balawant Rao Mehta committee, covered all parts of developmental administration of the state. The Mysore village panchayats and local boards act 1959 was enacted, and a three tier structure was introduced. The village Panchayat and taluk development boards were directly elected by the villagers where as the district development councils were non-elected bodies.

In 1963, the Government of India appointed K Santhanam committee to study and recommend the measures to be adopted regarding the revenue required for proper functioning of Panchayat Raj Institutions, and to give suggestions for increasing their revenues and finding out their own resources so that these local institutions can take advantage of various

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44 Ibid p-125
grants from the state government in the true sense. The Committee recommended, establishment of a Panchayat Raj financial corporation in order to receive various grants and to distribute the required amount to Panchayat Raj Institutions. In every state special right should be given to the Panchayats for the assessment of taxes and the right to recover land revenue etc. The state should also share the revenue from mines, forest and cereals with the Panchayats that are having less agricultural land and land revenue. The committee said that when the Acts were passed by legislative Assemblies, efforts should have been made to provide for sufficient funds to perform functions given to the Panchayat Raj Institutions.

The second generation of Panchayats began to rise in 1977 after a major change took place in the Political structure of our country. The Janata government wanted to make strong the grassroots of democratic bodies in rural India. Therefore, a committee headed Ashok Mehta was appointed by the central government to look into the situation in the rural parts of India and to suggest measures for revitalization of these democratic bodies. This particular step taken by the government gave birth to what may be called the second generation Panchayats in some states, like Karnataka, Andhra Pradesh, Kerala, and West Bengal. Karnataka took strong and effective legal steps for reducing the role of the system of government in rural governance as an attempt to build a

47 Prabhat Datta, Peoples Participation , Rural Administration and the Bureaucracy, The West Bengal Experience, Kurukshetra April 1998 p-50
strong village self-Government and to give a new direction to rural governance.\(^{48}\)

The **Ashok Mehta Committee** (1978) recommended the implementation of the development programme which should be planned in a decentralized way by giving more powers to the lower rung of Panchayat Raj Institutions rather than to the higher order. The Political Parties should participate effectively in Panchayat Raj affairs as their participation may ultimately convert their mutual competition in a constructive co-operation for rural development.\(^{49}\) The Committee suggested the basic smooth functioning of the Panchayat Raj Institutions at the basic level. Further it also suggested a large number of long term measures to protect the weaker sections of the society. They viewed the role of Panchayat Raj system as a whole, and also pointed out specifically that it was not only meant for decentralization, but also for supporting rural development and giving powers for the planning process at the micro level. The Primary unit in the Panchayat Raj system should be the Zilla Parishad and not the Panchayat Samiti because Zilla Parishad had better leadership and resources\(^{50}\). Therefore, the committee wanted the Panchayat Raj Institutions to participate in the development activities in the areas such as agriculture, forestry, cottage industries, welfare activities etc. The major recommendation of the committee was to adopt the two-tier system instead of

\(^{48}\) Prabhat Datt , The Second Generation Panchayat in India, Calcutta Book House, Amend in Time for the third generation ; The telegraph Calcutta December 22 1995

\(^{49}\) Report of the Committee on Panchayat Raj Institutions, Ministry of Agriculture and Irrigation, Department of Rural development, Government of India New Delhi 1978. pp-177-78.

\(^{50}\) Report of the Ashok Mehta Committee, para iv 2- iv 8.
the three-tier system as was suggested by the Balawant Rao Mehta committee report.\textsuperscript{51}

In the year 1983, the Planning Commission of Government of India appointed \textbf{C H Hanumanth Rao Committee} to recommend the Decentralized planning and also the working of Panchayat Raj institutions more effectively at the district level. [District Planning cell was set up] The Committee suggested measures for making the decentralized planning at the district level more effective. The committee stressed the need for public participation at the local level, especially at the grass root level, because the Panchayat Raj Institutions should have full powers and they can contribute significantly for formulation, execution and evolution of planning at the local level. These Panchayat Raj Institutions are to provide the frame work for the popular participation and organize development programmes.\textsuperscript{52}

The rural development, which is an integrated concept for the growth social Justice and poverty alleviation, continues to be one of the principal area of focus, in the seventh five year plan. The development strategy of the seventh plan deals directly with the problems of poverty, unemployment and regional imbalance. The success of this, depends on the effective steps taken towards the decentralization of planning and developmental administration of the people through


elected bodies at the grass-root level institutions and voluntary agencies as well as organization of the poor villagers.\textsuperscript{53}

Therefore, the Planning Commission setup the G.V.K. Rao Committee in 1986 to view the existing arrangements for rural development and poverty alleviation programmes and to recommend appropriate structural mechanism to ensure that they are planned in an integrated manner so that the same may be implemented effectively. The committee recommended strengthening of Zilla Parishads and district level planning as well as better integration of block and lower level of planning with lower Panchayati Raj Institutions.\textsuperscript{54}

But afterwards another Committee was formed, that is, the L M Singhvi Committee in 1986-87. The committee wanted Panchayat Raj Institutions to be closely involved in Planning and implementation of rural development programmes at lower levels.\textsuperscript{55} This Committee recommended that village Panchayats should be made viable by combining finances. It also supported the G V K Rao Committee for integrating administrative structures with Panchayati Raj Institutions. The Shingvi Committee and Ashok Mehta Committee suggested suitable amendments for the purpose\textsuperscript{56}.

The report of the Sarkaria Commission on Center-State Relations [1988] also deals with the Panchayati Raj


\textsuperscript{55} Kurukshetra, February, 1989

\textsuperscript{56} Concept paper on Panchayat Raj Ministry of Agriculture Government of India New Delhi 1986-87
institutions. The commission, in order to ensure democratic functioning that elections to, Zilla Parishads and Municipal corporations should be held regularly, and these institutions should not remain superseded for longer periods. It recommended any one of the alternatives, that is, i) By laws with respect to this matter made by all the state legislatures in accordance with a model bill be prepared on the basis of consensus at the forum of inter-state council [inter-governmental council, recommended under Article 263] ii) By a law on this subject made by Parliament under Article 252[1] with the consent of the legislatures of all the states. iii) By a Parliamentary law uniformly applicable throughout India containing provisions analogous to Article 172 and 174 of the constitution.

In 1988-89, the P K Thungan Committee recommended that regular elections be held for all Panchayat Raj institutions. Zilla Parishad should function as an agency of planning commission and should work for planning and development.

But the linking of the socio-economic development programme with the functioning of Panchayati Raj institutions, has been a matter of great debate over the years. But there has been a lack of Political will to provide a proper shape to

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57 Vasant Desai [VISER], Panchayat Raj Power to the people, Himalaya publications house Bombay 1990 p- 471
58 Ibid p - 472
59 Quoted by, Vishvajit P Singh, Populism or panacea? Seminar Journal 360 August 1989 p-34, mentioned by, R P Joshi and G S Narwani, Panchayat Raj in India, Rawat publication Jaipur 2002 op cit. p-39
these ideas.\textsuperscript{60} The concept of Panchayat Raj was given a concrete shape by Pt. Jawaharlal Nehru with the formation of Panchayat Raj Institutions. The Prime Minister Rajiv Gandhi tried his level best to revitalize these grass root level institutions.\textsuperscript{61}

\textbf{Rise and fall of Panchayat Raj [1965-78]:}

States followed different systems of Panchayat Raj. For example, Jammu and Kashmir followed a Single-Tier System; Haryana chose a Two-tier system and Rajasthan and Andhra Pradesh adopted a Three-Tier system. Panchayat Samiti was more powerful in Rajasthan and Andhra Pradesh whereas Zilla Parishad was more powerful in southern states. In the beginning, there was enthusiasm but it dwindled after the second Panchayat elections in 1965 onwards. And Karnataka adopted a multi-level Panchayat Raj system and gave more powers to the village Panchayat.\textsuperscript{62} But when the Basappa committee was adopted, then Karnataka constituted Three-Tier structure Panchayat Raj system, powers were largely devolved on the middle-level tier, that is, Panchayat Samiti or Taluk Development Boards.

\textsuperscript{60} D D Guru, New Economic Policy Initiative Employment Wes Weekly vol xiv No 18 Saturday 29 July 1989 p-2


\textsuperscript{62} P R Joshi and G S Narwani, Panchayat Raj in India Emerging Trende Across the State, Rawat Publications Jaipur 2002 op cit, pp-32-33

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Committees in various states:

In view of the increasing importance of Panchayat Raj, the following committees were appointed in several states to recommend organizational pattern, resources of Panchayat Raj Institutions, administrative powers, personnel system and other problem.

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It was during this period that Panchayat Raj gained momentum. It became a process of governance, linking people from the Gram Sabha to the Lok Sabha, thereby proving that
democracy at the top would not be a success if it was built from below. S K Dey rightly opined that the panchayat was a local body limited to a Geographical area whereas Panchayat Raj was distinctly different from Panchayat. Panchayat Raj had thus, become a bedrock of democratic decentralization right from Gram Sabha to Lok Sabha.\textsuperscript{63}

\textbf{District Development Council:}

It is a district level body consisting of officials and the nominated members and indirectly elected members. Each district in Karnataka had a development council in 19 districts before formation of Panchayat Raj institutions. The members of the district development council consist of \textit{ij} the deputy commissioner of district \textit{ii] members of Lok Sabha, state Legislative Assembly whose constituencies lie within the district, \textit{ii] members of the Rajya Sabha and state legislative council, who are residents in the district, \textit{iii] presidents of taluk development board in the district, \textit{iv] a member of scheduled caste [elected member] and \textit{v] officers of government department working in the district, [ not exceeding 15 members nominated by the government], vi] a woman member nominated by the government.}\textsuperscript{64} The deputy commissioner of the district is its ex-officio president and the District Development assistant is its secretary.\textsuperscript{65} It is more a bureaucratic and advisory body. The district development council is only a coordinating and supervising agency with no executive functions. They do not have independent sources of revenue. They entirely depend upon the government to meet their expenditure.

\textsuperscript{63} P R Joshi and G S Narwani, Panchayat Raj in India Emerging Trende Across the State, Rawat Publications Jaipur 2002 op cit pp-35
\textsuperscript{64} Sutyanath U Kamath, [ Chief Editor]Gazetteer of India ; Karnataka State Gazetteer part II Published by Government of Karnataka 1983. op cit pp-452-464
\textsuperscript{65} M Umagathy, A History of Local Self-Government in Rural Karnataka Published by the Director Prasaranga University of Mysore, Mysore 1985. op cit p-116
The Committee on Panchayat Raj 1962:

The Government of Karnataka constituted a committee on 10th October 1962. Under the Chairmanship of Shri Kondajji Basappa. It had 11 members. This committee was constituted to examine and to suggest amendments made to the 1959 Act. It was also constituted to make the developmental work effective by local bodies. The terms of reference called upon the committee to examine the recommendation of the Mysore resources and economic committee on the subject of democratic decentralization. In the light of experience of the neighbouring states such as Tamil Nadu, Andhra Pradesh, and Maharashtra, to indicate whether any changes were necessary in the 1959 Act.66

The committee which submitted its report to the Government on 25th may 1963, first affirmed its faith in the Panchayat Raj. It observed that the Panchayat Raj system had come to stay and that it was the joint responsibility of the Government and elected representatives representing these institutions to strive for their effective and smooth functioning of the Panchayat Raj.

The committee stressed need for setting up an effective executive body to carry out an over all supervision of the implementation of developmental projects and programmes. To have a linkage between taluk development boards and village Panchayats and Nyaya Panchayats. It also suggested the need for strengthening Gram Sabha.67

The most important recommendation of this committee was in favour of the constitution of an executive body called the Zilla Parishad at the district level in place of existing district development councils. The main points, which it approved in this connection were as follows. 1] that there were certain schemes of a distinct character which only an executive district body can undertake; 2] that the district level body would be able to supervise, inspect and guide all the subordinate bodies, so that the need for a separate official hierarchy for this purpose may be got rid off 3] that the Mysore Resources and Economy committee Report had felt the need for a “strong local body at the district level in place of the present District Development Council”; 4] that the historical experience with the District Boards in old Mysore and else-where supported the establishment of a stronger district level body; 5] that the experience of Maharashtra showed that there were enough schemes or functions in a state which could be conveniently demarcated and entrusted to strong executive bodies at the state, District and taluk levels; 6] that it was essential to control, democratize and harness the powerful district level officers for developmental work more effectively; 7] that it affords scope for the growth of a competent non-official leadership at the district level and 8] that an executive district level body would not in any way diminish the importance of the existing Taluk Boards.68

After the death of former Prime Minister Pundit Jawaharlal Nehru the interest in Panchayat Raj at the National

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level declined. The same was the case in the state also. The elections that were due in 1964 were postponed till 1968. When fresh elections were held, the state government set up the Kondajji Basappa committee which submitted its report in 1963, recommending the setting up of elected Zilla Parishads and establishment of Nyaya Panchayats. The elections that were due were postponed again in 1972, but in the year 1975 the taluk development board and many village Panchayats were superseded, and placed under the administrators. Elections were held in 1978 but these bodies were dissolved once again in 1983.

In the year 1983, the Janata government came to power and Ramakrishna Hegde became the Chief Minister, and Abdul Nazir Sab became the Rural development minister. This government gave a lot of importance for the growth and development of local self-governments. The Chief minister and development minister recognized the importance of the entire system of Panchayat Raj. Therefore, a new law was introduced in the year 1984. This law has provisions for two tier Panchayat systems, like Zilla Parishad and Mandal Panchayat.

The Karnataka Panchayat Raj Act of 1983:

The Karnataka Panchayat Raj Act 1983 could be regarded as a very important landmark in the history of local

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69 M Umapathy, A History of local self-Government in Rural Karnataka Published by the Director Prasaranga University of Mysore Mysore 1985. op cit pp-12-27 Quoted by K S Keshava Murthy, Karnataka dalli Panchayat Raj A book in Kannada containing the background and history of Panchayat Raj Institutions and Legislation in Karnataka Published by the author 1996 pp-52-53

70 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 op. cit. pp-131-134 Quoted by K S Keshava Murthy, Karnataka dalli Panchayat Raj A book in Kannada containing the background and history of panchayat Raj institutions and legislation in Karnataka Published by the author 1996 pp-52-53
governments in India, because it demonstrated for the first time the willingness of the state government to involve itself its substantial power and function in favour of sub-state institutions. The new set up was modelled on the suggestion made in the Ashok Mehta committee report with two-tier structure, that is, Zilla Parishad at the district level and Mandal Panchayats for the village level.71

Zilla Parishad involves the process of devolution of powers. The Zilla Parishad was considered very important, and enjoyed primacy when it was reorganized. The district was a large unit capable enough to be nearly sufficient in administrative and technical capability. The Zilla Parishad was fully responsible for planning and implementing programmes in the district but on the other hand, the Mandal Panchayats were regarded as implementing agencies. The Zilla Parishad members were directly elected with 25 percent of seat reserved for women and also reservation of seats for SCs and STs in proportion to their population with a minimum of 18 percent seats reserved for them.72 The Members of the Parliament, and Members of legislative Assemblies, belonging to that district, were allowed to vote but could not hold any office. The Adhyaksha and Upadhyaksha were given the status and salaries of minister of state and deputy minister of state government respectively.73

71 Karnataka Zilla Parishad, Taluk Panchayat, Samiti, Mandal Panchayat and Nyaya Panchayats Act 1983, Section 167.
72 Karnataka Zilla Parishad, Taluk Panchayat, Samiti, Mandal Panchayat and Nyaya Panchayats Act 1983, Section 178.
73 K S Keshava Murthy, Karnataka Panchayat Raj A book in Kannada containing the background and History of Panchayat Raj Institutions and Legislation in Karnataka published by the author 1996 pp-54-65
The official machinery of the Zilla Parishad was headed by the chief executive called the chief secretary who belongs to the Indian administrative service [I A S], besides having state accounts staff under the chief accounts officer. The Zilla Parishad also has a planning unit under the chief planning officer with four or five subject specialists. All these district level officers and the technical staff were held responsible for the implementation of developmental work under the Zilla Parishad. The deputy commissioner is kept away from the Panchayat Raj set-up.74

Functions of different ranges were entrusted to the Zilla Parishad besides the overall co-ordination and integration of developmental schemes and the preparation of plans for the development of the district. The Zilla Parishad was given specific responsibility in the field of Agriculture, Animal husbandry, welfare of SCs and STs and the backward classes. For building and communication, education, public health, irrigation and ground water resources, industries, horticulture, fisheries, rural electrification and distribution of essential commodities, allocation of plans and non-plans, budgetary provisions were made.75 An idea of the scale of transfer, in monetary terms, can be had from the fact that in 1987-88 about 30% of the government employees, of the district, of which primary school teachers constituted the largest number, came under the direct control of the Zilla Parishads.76

74 M G Krishanan, Panchayat Raj in India Mittal Publishing House, New Delhi 1992 pp-69-70
75 Karnataka Zilla Parishad, Taluk Panchayat, samiti, Mandal Panchayat and Nyaya Panchayats Act 1983, section 182
76 Ibid section 182
Recent Reorganization - [1987-2000 onwards]:

The Karnataka Zilla Parishad, Mandal and Nyaya Panchayat Act 1983, which received presidential assent on July 10, 1983 was gazetted on August 2, 1985 by replacing the earlier Act.77

The Panchayat Raj Act of Karnataka 1985 is based on the recommendation of the Ashok Mehta Committee of 1978. The then Chief Minister Shri Ramakrishn Hagde said, “We have enacted this law with a view to translating Gandhiji’s concept of Gram Swaraj into reality; it also symbolizes that a large and diverse country like India cannot survive as a democratic country unless it adopts a four-tier federal system with functioning units of government at the mandal, district, state, and national levels. In the real sense these units will function as governments at different levels.”78

After the Janata party came to power in 1983, the state government decided to reorganize the existing rural local self government. The motive force behind this particular initiative was the chief minister who was equally supported by the cabinet minister Nazir Sab, [rural development minister]. A new law was enacted for the reorganization of the existing system of Zilla Parishads based upon the recommendation made by the Ashok Mehta Committee [1978]. This new system started functioning in April 1987, when elections were held for it, after the expiry of the normal term of 5 years of the elected members had ceased to hold the office and

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77 H M Virabhadraya, Karnataka Zilla Parishad ,Mandal , Nyaya Panchayat Act 1985. Published by Anurad Prakashan Vijay Road , Dharwad[Kannada] p-2
administrators had been appointed by the Congress party. According to the direction of the supreme court elections were said to be held by December 1993, so that the Panchayat Raj functioned normally.79

The entire Zilla Parishad administration is headed by a senior civil servant of IAS cadre is designated District Chief Secretary, who not only exercises control over the officers belonging to the developmental departments in district at large but also co-ordinates district developmental administration. The district rural development agency is concerned with the implementation of special anti-poverty programmes. By this it consolidated its power and jurisdiction.

Besides providing substantial devolution of finance from the government to the Zilla Parishads, the Act has mentioned that a financial commission has to be appointed once in every 5 years, to examine the needs and requirements of these institutions and to make suitable recommendations for the meetings and to make the political parties capable of utilizing the opportunities for participation in the elections and working of Zilla Parishads.

Mr Nazir Sab, the architect of the new Karnataka scheme of Democratic Decentralization said, "We will have two planning processes hereafter, one at the district level and the other at the state level." As Mr. Nazir Sab, elaborates, the principle schemes at state level are medium and major irrigation works, electricity projects etc. These will be formulated at the state

The other projects will be formulated by the Zilla Parishad. To make this successful and secure, Nazir Sab says, "The legislative Assembly will pass two appropriation bills, one for the state sector and another for the Zilla Parishad." Besides this, the Karnataka schemes' main intention is to ensure integration of planning activities at the district level. After that, all the programmes, which are handled by the district rural development societies, will be formulated by the Zilla Parishad. The district rural development society does not figure at all in the district level planning process.

An important character which needs to be included into the Karnataka model is to give new meaning to the social justice committee which each Zilla Parishad is supposed to have. This particular position allows the standing committee the function of securing social justice to the scheduled castes, scheduled tribes and women and other weaker sections of the society. Social justice committee should be given enough powers, and should be encouraged to exercise its powers; judiciously and effectively. It should be represented by the Adhyaksha of the Zilla Parishad himself. The collector and the district superintendent of police should be the permanent invitees of the Zilla Parishad. This step would be the most important one.

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80 George Mathew, Towards Four Pillar State in Panchayat Raj in Karnataka Today New Delhi 1986 pp-54-55
81 Ibid p-55
82 Amal Ray Economic and Political Weekly Jan 14 of 1987 p-262.
Evaluation Committee of Karnataka:

The Zilla Parishad evaluation committee. March 1989 was appointed by the government of Karnataka under the chairmanship of K. S. Krishnaswamy, P. S. Appu, and L. C. Jain as members, who have made certain significant observations on the working of Karnataka Panchayat Raj system, which is one of the biggest Panchayat Raj systems in India.\(^{84}\) The observations are as follows: i] It criticizes the tendency of Zilla Parishad towards centralization. ii] The Zilla Parishad is not fully equipped for area planning. iii] District planning is very badly handled by sectoral allocation.\(^{85}\)

The evaluation committee of Karnataka headed by K S Krishnaswamy has objected in principle, to the central government, directly funding the local bodies.\(^{86}\) The conference of ministers and secretaries of Panchayat Raj departments held at New Delhi on July 4 1993 denounced this direct funding of village Panchayat by central government amounts to side tracking the state government ministries of Panchayat Raj.

Comments of Krishanswamy Committee:

According to the committee, the performance of Zilla Parishad was quite impressive in several fields of various districts, such as primary education and health facilities, allocation of house sites/ houses under the government sponsored schemes, inland fisheries, horticulture and forest.

\(^{84}\) Amitava, Mukherjee, Decentralisation Panchayat in the Nineties publication vikas publishing pvt LTD New Delhi 1994 p-76


\(^{86}\) Amitava, Mukherjee, Decentralisation Panchayat in the Nineties Publication Vikas Publishing pvt LTD New Delhi 1994 p-80

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Generally, the development works were executed speedily. For the mobilization of local resources and for developmental activity the Zilla Parishad had shown its willingness and capability.

Several new development schemes should be transferred from the Zilla Parishad which should reinforce administratively and financially for this purpose, and the ministers and the legislators should avoid interfering into the day-today working of Zilla Parishad, so that the Zilla Parishad members could function systematically and appropriately. The new practice of making the ministers in charge of various districts should be discontinued, as one of the major steps in this direction.

The state development council which includes the adhyakshas and the state ministers should be activated for dealing with the problems in the working of Panchayat Raj. This step would contribute to a healthy development of the new Panchayat Raj in the state.

Though the statute has stipulated a large number of powers and functions to be devolved upon the Zilla Parishads, actually the state departments have not delegated requisite administrative power and resources to them. This should be rectified appropriately, if Zilla Parishad, has to play an important role in local development.87

Several eminent public leaders and social scientists hailed the inauguration of Panchayat Raj in Karnataka as a

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major step towards reinforcing genuinely the democratic decentralization in state. Its working, since 1987, has been appraised by some enquiry bodies and the state Government itself and the institute of social sciences comprehensively. The enquiry bodies were the Zilla Parishad evaluation committee 1989, and the finance commission for Zilla Parishad 1989. The recent Governments review of its performance regarding the rural development has been incorporated in the draft of 8th five year plan 1992-1997 of Karnataka.88

Comments on Zilla Parishad in Karnataka:

In the year 1989-90, a comprehensive evaluation study of the leadership in Panchayati Raj in the state was made by the institute of social science. Many elected Zilla Parishad members, eminent social scientists and senior administrators have also commented upon the positive and negative features as very important and necessary during its working in recent years.

The comments made by the senior economist and social scientist of Karnataka, Mr. G Thimmaih, are as follows: "Devolution of large power and functions high status and large powers conferred on Adhyakshas strengthening of administrative wing and large representations guaranteed to women and schedule caste, schedule tribes and provisions for periodic setting up of local finance commission. Thus Panchayati Raj in Karnataka reflects significant application of the concept of democratic decentralization. He is of the opinion


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that the criticism of Panchayati Raj on the grounds of high expenditure involved prevalence of corruptions and domination of elites is exaggerated. The Zilla Parishads have however not been given any taxation powers and have therefore to depend entirely on state Government for finance. Secondly, the chief accounts officer in the Zilla Parishad tends to be very conservative in allowing actual expenditure to be incurred on the various developmental expenditures. This often constrains the timely completion of developmental schemes and activities.\textsuperscript{89} according to him.

The great administrator Dr. D. M. Nanjundappa remarks that the Karnataka model of Panchayati Raj is more fundamental than those adopted in other states. One of the most distinguishing features of this model is the devolution of powers, upon the Panchayati Raj Institutions, the Zilla Parishad and the newly created Mandal Panchayat which have replaced the Gram Panchayats. The planning and execution of most of the developmental functions of local character have been given to the two major Panchayati Raj Institutions, that is, the Zilla Parishad and Mandal Panchayat. One more distinguishing feature of Karnataka model is that a very substantial representation is being guaranteed to women and schedule caste and schedule tribes through reservation of 25 percent seats for the former and 18 percent for the latter. An important suggestion of Nanjundyapa is that a very substantial autonomy should be given to the Panchayati Raj institutions, so

\textsuperscript{89} G Thimmaiah a senior Economist of Karnataka, Quoted by B S Kanna, Panchayat Raj in India \[rural local self-government\] National perspective and State Studies published by Deep and Deep Publications F-159 New Delhi 1994 op cit p 181
that these institutions can function without unnecessary control or interference of the state Government.90

The institute of social science has in its evaluation of the Panchayati Raj made a comment, “Though the Panchayat Raj has contributed substantially to the Politicization process in the villages. It has so far not contributed significantly to the strengthening of self reliance among the people in socio-economic development process.”91

**Finance Commission of Karnataka:**

The grant-in-aid should be based on the past performance, population, economic and geographical conditions and backwardness and the size of district, with a separate weightage for the S Cs and S Ts and the illiterate. Special grant should be given for the districts that are prone to drought. Due weightage should also be given to the mobilization of resources. The aid given to the Zilla Parishad should be raised from 10 percent to 20 percent. The cost escalation should be added every year to allocation plans. There should also be a percentage of allocation for taking up works at the discretion of Panchayati Raj bodies.92 The schedule of rate for the work in the backward areas should be different from that meant for the districts which are forward. Irrigation, industries, schools, colleges, literacy and agricultural labour should also be given preference according to Gadgil formula.

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90 D M Nanjundappa a retired Senior Administrator and Social Scientist, Ex-Vice-Chancellor Karnataka University Dharwad quoted by Planning from below in Yojna January 26 1989.
92 Amitava, Mukherjee, Decentralisation Panchayat in the Nineties Publication Vikas Publishing pvt LTD New Delhi 1994 pp-77-78

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which is adopted for inter district allocation. Zilla Parishad should be permitted to raise land loans for various developmental activities, like construction of bridges, and roads etc.

**State Development Council:**

At the peak of the Panchayat Raj system is the state development council which is chaired by the chief minister, and comprises the Adhyakshas of Zilla Parishad in the state, six ministers of the state as members and the development commissioner as the member secretary.\(^93\) They all have to meet once in four months and provide a forum for the continuous review and direction of the Panchayat Raj movement in the state. But in addition to providing a sound board for policy and procedural formulations and the interaction between the Political executives and the Panchayat Raj system, the council was intended to be a high level forum for exchange of views between the elected heads of the district with their state level counterpart.\(^94\)

**Devolution of Schemes:**

For the devolution of schemes certain principles have been observed. Those schemes with a Mandal orientation have been transferred to Mandals. All the schemes with an inter-Mandal, inter-Taluk or District orientation have been transferred to Zilla Parishad. The schemes remaining in the state sector are strictly those with a pronounced inter-
Districts orientation or world bank and other externally assisted programmes. The entire special component plan and the tribal sub-plan are made over to the Zilla Parishads for implementation.

**District Ministers, M L As and M L Cs:**

The district ministers continue to be the chairmen of the 20 point programme committee of the district. The Adhyaksha has been designated as its vice-chairman. This committee reviews at regular intervals, the progress of implementation of programmes and the action to be taken is to be based on such reviews. Since district ministers in their capacity as M L As / M L Cs and M Ps are the members of Zilla Parishads, they attend the meetings of the Zilla Parishads and participate constructively in decision-making.

**N. G. O.s and Co-operatives:**

In March of 1987, a two days workshop was organized by the government of Karnataka for bringing together the Adhyakshas and the chief secretaries of Zilla Parishad, representatives of a large number of N G O s in the state and the department heads/statutory boards/public sector under taking etc. This meeting was organized to consider the new equations which have to be evolved in the proceedings of the new system, wherein the participation of N G O s becomes possible. The state has always given high importance to the role of N G O s in the development and welfare administration.

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More over, Panchayati Raj bodies are continuing the tradition. The government has recognized the need to provide a strong economic base as a complement to the Panchayati Raj system. The government has also taken the decision of giving the jurisdiction to the primary co-operative societies to finance the credit required meant of the farmers. Steps will be strictly taken towards reorganization of the mandal. This consideration is also responsible for providing an associate membership of the Zilla Parishad to the president of Mandal Parishad. Central Co-operative Bank and representation of the Taluk Panchayat Samitis to the Taluk Agriculture Produce Co-operative Marketing Society [T A P C M S ] and Primary Agriculture Rural Development Board [PARDB].97

**Training:**

There is a strong need for a comprehensive training programme. The philosophy, the responsibility and the powers of Panchayat Raj bodies have to be understood. The procedures and implementation techniques governing schemes and programmes transferred to these bodies should be made fully understandable. The budgetary accounting, planning and financial control areas have to be studied and comprehended. Above all, the important areas of relationship with the other functionaries concerned with the administration at the local regional and state levels, have to be appreciated and put on the right path of mutual respect and interdependence. The requirement not only involves initial training but also gives a continuous reorientation and updating through a mix of

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seminars and workshops. The training has to cover staff of Panchayat Raj bodies at the senior, junior and intermediate levels of the departments, such as the representatives of NGOs, co-opted members of the state legislature and Parliament and above all the elected members of the Zilla Parishad.98 This programme has been launched from the beginning of 1987 onwards, and it is still going on.

**Adhyaksha and Upadhyaksha:**

The members of the Parishad elect two amongst them as Adhyaksha and Upadhyaksha for a normal period of 5 years. According to the provision of the act, the divisional commissioner has been authorized by law to ensure elections. The Adhyaksha and Upadhyaksha have been given the salary and allowances that are equivalent to those of the ministers of state and the deputy ministers of the state government. Whenever they want, they can resign their office. And also they can be removed from their office by the state government on the grounds of default or misconduct in their performance of their duties.

The Adhyaksha has been empowered to be the executive head of the Zilla Parishad and also is responsible for conducting the meeting of the Zilla Parishad. The Upadhyaksha is responsible to preside over the meetings of the Parishad in the absence of the Adhyaksha and also he should exercise power and perform the duties which are delegated to him. He is also the ex-officio member and the

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chairman of the general standing committee of the Zilla Parishad which is a very important body.99

The Committee System:

This mechanism of the committee system, has played a predominant role in the modern government and administration. For the working of Panchayat Raj body, the provision for setting up of committees in the Zilla Parishad had been there under the earlier Panchayat Raj system since 1960 to 1963. A complete analysis of the committee system under the present set-up provides an insight into the role of Zilla Parishad.

The Zilla Parishad will have as many as nine standing committees, General standing Committee, Finance and Audit Committee, Planning and development committee, Social Justice Committee, Education Committee, Agricultural and Animal Husbandry Committee, Health Committee and Industries Committee.100 Each of these committees perform its related duties which help in the development of the people in the district.

Women [S Cs and S Ts]:

The reservation for S Cs and S Ts is found in the Panchayat Raj system in all the states, but the reservation of 25 percent for the women is a unique system in Karnataka. It has work force with all the power and prestige of elected representatives numbering above 14000 in every

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100 Karnataka Panchayat Raj Act 1983, Section 177
Within this reservation for women there is again a provision for at least one S Cs or STs community, providing for representation to the weakest among the rural women in the democratic decentralized government set-up.

**Panchayati Raj Institutions, Election commission:**

The election commission will conduct Panchayat elections, and is empowered with the power of superintendence, direction and control of the preparation of electoral rolls and conducting of all elections to the Panchayat Raj bodies. It will be an independent body appointed by the Governor of the state.102

Electoral rolls for all the Zilla Parishads are to be prepared by the respective deputy commissioners at every election to Zilla Parishad, and all those above the age of 18 are to exercise their franchise and such of those who want to contest should have their names enrolled in their respective segments and they should have completed 25 years of age.103

**Finances of the Zilla Parishad:**

In spite of the number of problems such as structural, organizational, Administrative, financial etc, it is the financial problem which matters most for the success of democratic decentralization.104 The success of Panchayat Raj Institutions will largely depend on the way the financial problems of these institutions are sorted out.

In the state of Karnataka, the new Act empowers the state government to finance Zilla Parishads. The following

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101 Karnataka Panchayat Raj Act 1983, Section 178
102 Kurukshetra 1998 April
103 Karnataka Panchayat Raj Act 1983, Section 153(11)
financial assistance is provided by the state government to Zilla Parishads:

i] the amount is transferred to Zilla Parishad fund by appropriation out of the consolidated fund of the state such as:

ii] all grants, assignment loans and contribution are to be made by the Government.

iii] all fees and penalties paid to or levied by or on behalf of the Z P under this Act and all fines imposed under this act;

iv] all rents from lands or other properties of the Zilla Parishad;

v] all interests, profits and other money accruing by gifts, grants, assignments or transfers from private individuals or institutions;

vi] all proceeds of land, securities and other properties sold by the Zilla Parishad;

vii] all sums received by or on behalf of the Zilla Parishad by virtue of this or any other Act.

A unique feature of the Act is the innovation of the finance commission for the Zilla Parishad to be set up by the Government. The finance commission will allocate resources to all the districts, depending upon their requirements and priorities.105

**Finance commission:**

As we have a statutory finance commission at the center, which is appointed every five years, the states were also

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105 Karnataka Panchayat Raj Act 1983, Section 191
suggested by the Union Government to have a finance commission at the local level, which could decide about the division and proper distribution of funds for different schemes and matters, it was decided by the Government of Karnataka to appoint a finance commission within six months after the Act came into force. 106

District Planning Committee:

The District Planning Committee's are to be constituted as per the article 243 of the constitution for integrating rural and urban plans prepared by Panchayat and Municipalities and also to take into consideration special planning, sharing of water and other physical and natural resources, integrated development of infrastructure and environment conservation. These important functions have facilitated to interface between Municipalities and Panchayats. An attempt has thus been made to integrate rural and urban areas, which is essential for preparing a meaningful plan of the district as a whole. Only 11 states, namely, Haryana [only 4 districts] Karnataka, Kerala, Madhya Pradesh, Orissa, Rajasthan, Sikkim, Tamilu Nadu, Tripura, Utter Pradesh, West Bengal and three union territories, namely, Andman and Nicobar Islands, Daman Diu and Lakshadweep have taken action to constitute District Planning Committees.

In the majority of the states, these committees are chaired by ministers and officers of the state government, which is against the spirit of the 73rd constitutional Amendment Act. If these committees are chaired by the ministers and officers of

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the state government, there would be little initiative available to local bodies for Planning and implementing scheme.107

### Table 2.1

<table>
<thead>
<tr>
<th>States</th>
<th>Status of Constitution of DPCs</th>
<th>States</th>
<th>Status of Constitution of DPCs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Andhra Pradesh</td>
<td>Not constituted</td>
<td>Manipur</td>
<td>Yes in 2 districts out of 4</td>
</tr>
<tr>
<td>Arunachal Pradesh</td>
<td>Not constituted</td>
<td>Orissa</td>
<td>25 districts, minister is</td>
</tr>
<tr>
<td>Assam</td>
<td>Not constituted</td>
<td>Punjab</td>
<td>Not yet but its constitution is under active consideration</td>
</tr>
<tr>
<td>Bihar</td>
<td>Not constituted</td>
<td>Rajasthan</td>
<td>Yes, chairperson of DP is</td>
</tr>
<tr>
<td>Jharkhand</td>
<td>Not constituted</td>
<td>Sikkim</td>
<td>Yes</td>
</tr>
<tr>
<td>J&amp;k</td>
<td>Yet to adopt the provisions of 73rd Amendment Act</td>
<td>Tamil Nadu</td>
<td>Yes, chairperson, DP is</td>
</tr>
<tr>
<td>Goa</td>
<td>Not constituted</td>
<td>Himachal Pradesh</td>
<td>Only in 6 districts, rest under consideration</td>
</tr>
<tr>
<td>Gujarat</td>
<td>Not constituted</td>
<td>Tripura</td>
<td>Not constituted</td>
</tr>
<tr>
<td>Goa</td>
<td>Not constituted</td>
<td>Uttar Pradesh</td>
<td>Yes minister are chairperson</td>
</tr>
<tr>
<td>Himachal Pradesh</td>
<td>Only in 6 districts out of 12</td>
<td>West Bengal</td>
<td>Yes, chairperson of DP is</td>
</tr>
<tr>
<td>Karnataka</td>
<td>Yes, in all districts, President, ZP is</td>
<td>Chandigarh</td>
<td>Not constituted</td>
</tr>
<tr>
<td>Kerala</td>
<td>Yes, chairperson of DP is</td>
<td>D&amp;N Haveli</td>
<td>Yes chairman of DP is chairman of DPC</td>
</tr>
<tr>
<td>Madhya Pradesh</td>
<td>Yes, district in charge ministers are chairpersons</td>
<td>Meghalaya</td>
<td>Not applicable</td>
</tr>
<tr>
<td>Meghalaya</td>
<td>Not applicable</td>
<td>Chhattisgarh</td>
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<td>constituted, minister is</td>
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</tr>
<tr>
<td>Maharashtra</td>
<td>Chairperson of DPC</td>
<td>Mizoram</td>
<td>Not applicable</td>
</tr>
<tr>
<td>Mizoram</td>
<td>Not applicable</td>
<td>Nagaland</td>
<td>Not applicable</td>
</tr>
</tbody>
</table>

Source: Agenda Paper: 1st Meeting of the Empowered Sub-Committee on Financial and administrative Empowerment of Panchayat Raj Institutions held on 26 June 2003, Ministry of Rural Development.

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107 Panchayat Raj and Rural Governance Experiences of a Decade by Mahipal Published in Economic and Political Weekly, January 10 2004 pp-138-141
Constitutional status to the Panchayat Raj Institutions:

India has given importance to the Constitutional status to the local government since 1993. The 73rd Constitutional Amendment was passed in the year 1992 and it became operative from 1993 onwards. This is a unique feature, because most of the countries in the world depend on their local government which are governed by statutory laws. India is the fifth country in the world which has included them in the constitution. The other countries which have followed this system of local governments are Germany, Japan, Brazil and Nigeria. The Constitutional Recognition of Local Government in Germany and Japan was forced on them by the allied powers. One must also note, the Draft of “European Charter of local self-Government” (1982), was prepared for the adoption by the member states of the Council of Europe for providing adequate legal protection.

A new part IX with the heading “Panchayat” was added to the constitution Article 243, a new schedule IX containing 29 powers to be transferred to the Zilla Panchayat was added. Thus, Panchayat Raj Institutions became an integral part of the constitution. In 1986, the committee under the chairmanship of a noted constitutional expert Dr. L. M. Shingvi, recommended that a constitutional status be given to the Panchayat Raj institutions in order to give an independent identity and integrity to the Panchayat Raj Institutions. This was suggested by L. M. Shingvi. He also

108 K.S.Keshav Murthy, Karnatakaadalli Panchayati Raja [Kannada edition] HDCr t d DDA and Published by the author page 90+ viii 1996 p-65
109 S.R.Maheshwari, Local Government in India, Published by Laxmi Narain Agarwal Agra 2004 p-9
110 Indian Constitution, Article 243 [B]
suggested that a new Chapter should be added in the constitution of India. The G V K Rao committee 1985 also suggested regular elections to the Panchayat Raj institutions and the formulation of plans at district level.\textsuperscript{111}

The Sarkaria Commission [1988] on the center-state Relations did not agree with the L. M. Shingvi committee's report of giving a constitutional status to the Panchayat Raj. The commission recommended that the powers regarding Panchayat Raj should be placed under the entry 5 of the list II exclusively with states. A uniform law may be followed by all the legislatures in accordance with the model bill of the inter-state council of ministers which are established under the Article 263 of the constitution by a law of the Parliament under Article 252[1].\textsuperscript{112}

In 1989, the P. K. Thungan committee had recommended that the Panchayat Raj bodies should be constitutionally recognized on the basis of the 64\textsuperscript{th} constitution Amendment bill which was introduced in the Parliament.\textsuperscript{113}

The constitutional 64\textsuperscript{th} Amendment bill got two-thirds majority in the Lok Sabha, but failed in the Rajya Sabha on 15\textsuperscript{th} October 1989 by two votes.\textsuperscript{114} The Political Parties, intellectuals and the citizens found some drawbacks in the bill,

The constitutional 74th Amendment bill was a combined bill for Panchayat Raj institutions and Municipalities. It was

\textsuperscript{111} RS Joshi and G S Narwani, Panchayat Raj in India 2002 Rawat publications, Jaipur, p- 46
\textsuperscript{112} RS Joshi and G S Narwani, Panchayat Raj in India 2002 Rawat publications, Jaipur, op cit p-46-47
\textsuperscript{113} Ibid p- 48
\textsuperscript{114} SS Singh and Suresh Mishra, legislative Framework of Panchayat Raj in India New Delhi 1993 p-20
introduced on 7th September 1990, but it was never taken up for any discussion.\textsuperscript{115}

On the 6th of September 1991, two constitutional Amendment bills, that is, 72\textsuperscript{nd} and 73\textsuperscript{rd}, were introduced in the Parliament. They were referred to the joint select committee of the Parliament. The report of the committee was received on 22 September 1992. The Narshimha Rao Government presented the 72\textsuperscript{nd} Amendment bill in the Lok Sabha on 22 December 1992, and the 73\textsuperscript{rd} Amendment bill in the Rajya Sabha on 23 December 1992. The bill got the approval of 17 states in 1992, and of Bihar and West Bengal on the 20 April 1993. When president of India gave his assent on 24\textsuperscript{th} April 1993, it became law.\textsuperscript{116}

The same union law allowed the state governments to make subsequent amendments to the respective Panchayat Raj Act to enable the implementation of the 73\textsuperscript{rd} Amendment. The Government of India made a pointed reference for the state governments that, while making changes in the Panchayat Raj Act, the Article 243 [M] should become a guiding principle.\textsuperscript{117}

\textbf{The 73\textsuperscript{rd} Constitutional Amendment Act 1993:}

The Constitutional 73\textsuperscript{rd} amendment act 1993 was passed because there was an urgent need to ensure in the Constitution certain basic and essential features of the Panchayat Raj Institutions and, at the same time to give them strength and continuity.\textsuperscript{118} The basic features of the act are as follows:

\begin{itemize}
  \item \textsuperscript{115} Ibid p-23
  \item \textsuperscript{116} S S Singh and Suresh Mishra, Legislative Framework of Panchayat Raj in India New Delhi 1993 op cit p-289
  \item \textsuperscript{117} Ibid pp-289-98
  \item \textsuperscript{118} Ibid
\end{itemize}
Constitution of a three-tier system of the Panchayats:

The legislature of the state may make provisions in respect of the compositions of the Panchayats. All the seats at the village level, intermediate level and district level shall be filled by persons chosen by direct elections from the respective territorial constituencies in the Gram Panchayat, Panchayat Samits or Zilla Panchayat areas. The members who are chosen by direct elections shall have the right to vote to choose. The chairperson who shall be elected through direct election at the village level, and the number of directly elected members of block and district levels is less than 20 lakhs. There may be only a two-tier system at the village and district levels.119

Reservation of seats:

Seats shall be reserved for the S Cs / S Ts in proportion to their population. Not less than one-third of the total number of seats shall be reserved for women in each category, e.g. S Cs / S Ts. These seats shall be allotted by rotation to different constituencies. The office of the chairperson of the Panchayats at all levels shall also be reserved in the same proportion for the S Cs / S Ts / Women. Reservation for other backward class of citizens may be done as the state legislature may provide.120

Power, Authority and Responsibility:

The state legislature may empower Panchayats with such powers and authorities which may be necessary to enable them to function properly as institutions of self government,

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119 Constitution of India, Article 243 A and B
120 Constitution of India, Article 243 D
and such laws may consist of provision for the devolution of powers and responsibility upon Panchayat at the appropriate level, subject to such conditions as may be specified with respect to the preparation of plans for economic development and social justice, and the implementation of schedules for economic development and social justice as may be entrusted to them, including those in relation to the matters listed in the eleventh schedule.\textsuperscript{121}

**Development After the 73\textsuperscript{rd} Constitutional Amendment:**

At the end of 1992, new Congress Governments revived the Panchayat Raj institutions. Institution of Panchayat Raj was implemented in Karnataka. Prior to the 73\textsuperscript{rd} Amendment there was the two-tier system operating in Karnataka. But after the implementation of the 73\textsuperscript{rd} Amendment Act 1993, the three tier structure was brought in to picture.

Karnataka was the first state in the country to do so after the 73\textsuperscript{rd} Amendment. Thus, the Karnataka Panchayat Raj Act 1993 came into force on the 10\textsuperscript{th} of may 1993. As could be expected, the state Act conforms to mandatory Constitutional requirements.\textsuperscript{122}

**Constitution of Zilla Panchayat:**

Every Zilla Panchayat shall consist of only the elected members as determined in the section 160, and the members of Parliament and the members of state legislative Assembly representing the whole of the district, whose constituencies lie within the district. The Zilla Panchayat shall consist of the members of state assembly and the members of state legislative

\textsuperscript{121} Constitution of India, Article 243 G

\textsuperscript{122} T R Satish Chandran Karnataka Status of Panchayat Raj in the States and Union Territories of India, Publishing Company, 2000 op cit p-137
council who are registered as electors within the district and the Adhyaksha of Taluk Panchayats.123

**Elected Members:**

The elected members of a Zilla Panchayat should consist of the persons who are elected from the Taluks in the district. The number of members to be elected from each Taluk should be as per the direction of the state election commission, that is, one member for forty Thousand or a part thereof of the population. In Utter Kannada and Chikmaglur Districts for every thirty Thousand there is a member, and in the case of Kodagu District there shall be one member for every eighteen Thousand.124

**Determination of elected members after census:**

Upon the publication of the figures of each census, the number of members of a Zilla Panchayat which is determined by state election commission is to be in proportion to the population of the district, provided that the determination of the numbers as aforesaid shall not affect the then composition of the Zilla Panchayat. Until the expiry of the term of office of the elected members.125

**Reservation of Seats:**

The seats shall be reserved in the Zilla Panchayat for the scheduled tribes and number of seats that are reserved shall bear as nearly as the same proportion of

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123 Section 159 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999 [Section 159 corresponds to Section 139 of the K Z P, T P, M P, and Nyaya Panchayat Act 1983 [Karnataka Act No 20 of 1985]

124 Section 160 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999 [Section 160 substituted by Act No 10 of 1995 and shall be deemed to have come into force w.e.f 13-1-1995]

125 Section 161 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
the total number of seats to be filled by direct election in the Zilla Panchayat as the population of scheduled caste and scheduled tribes in the district, is provided that such reservation shall not be less than 15 per cent of the total number of seats in the case of scheduled caste and not less than 3 per cent in the case of scheduled tribes. Out of reservation for S Cs S Ts, one-third of that is reserved for backward classes and women.\textsuperscript{126}

**Delimitation of territorial Constituencies:**

According to the special orders of the state election commission, the area shall be divided within the jurisdiction of every Zilla Panchayat for the purpose of such Zilla Panchayats into many single member territorial constituencies. The extent of each territorial constituency shall be a taluk or a part of the taluk, and the area shall be divided, or should consist of constituencies for the people belonging to scheduled caste scheduled tribes backward classes and women.\textsuperscript{127}

**Right to Vote:**

Every person whose name appears in the electoral roll relating to a constituency which is subjected to the other provisions shall be entitled to vote at any election which takes place in that constituency. Those people whose names do not appear in the electoral roll shall not vote at such elections. No person shall vote in more than one constituency and more than once in the same constituency. If he does so all his votes shall be invalid.\textsuperscript{128}

\textsuperscript{126} Section 162 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
\textsuperscript{127} Section 163 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
\textsuperscript{128} Section 164 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
Electoral Roll;

The electoral roll of the Zilla Panchayat shall be prepared under the direction and control of the state election commission, provided that the electoral roll of the Karnataka legislative assembly for the time being in force for such part of the district as included in any constituency of the Zilla Panchayat, may be adopted for the purpose of preparation of electoral roll. No name shall be allowed for inclusion or deletion, and no entry that is made after the last date for making nomination is valid.\footnote{Section 165 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999}

Qualification of Candidate:

A person shall not be qualified to be chosen to fill a seat in a Zilla Panchayat unless his name is included in the electoral roll of the Zilla Panchayat for the time being in force in the district. A person shall not be qualified to be chosen from a constituency to fill a seat in a Zilla Panchayat, unless in the case of a seat reserved for the scheduled castes or scheduled tribes or backward classes or women, such person is a member of those castes or tribes or classes or a woman as the case may be.\footnote{Section 166 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999 [ Section 166 corresponds to Section 153 of the K Z P, T P, M P, and Nyaya Panchayat Act 1983 [ Karnataka Act No 20 of 1985]}

Disqualification for members:

A person shall be disqualified from being chosen and for being a member of Zilla Panchayat on the ground that he has not attained the age of 21, that he has been sentenced by criminal court for imprisonment for a term of three months,
with respect to an offence under the Karnataka Excise Act 1965, that an order has been passed against him under Section 117 of the Code of Criminal Procedure, that he has been dismissed from any local authority or suspended by the order of competent authority or that he has been removed from membership and finally that he holds an office of profit under the Government.\textsuperscript{131}

**Vacancy of Seat:**

(a) The vacancy of seat in the Zilla Panchayat becomes possible if a member is subjected to disqualification as specified in section 167, of Zilla Panchayat act or if a member of Zilla Panchayat takes part in a discussion in which he has an interest directly or indirectly and votes at the end of the discussion, he is subjected to disqualification, under section 167.\textsuperscript{132}

(b) If a member remains absent continuously for three meetings he is disqualified from membership and automatically seat falls vacant.

**Method of Voting and Procedure for Election:**

Every election shall have as many voters as there are members to be elected. No elector shall give more than one vote to any one candidate. Subject to the provisions of this act, elections to the Zilla Panchayat shall be held by ballot in accordance with such rules as may be prescribed. The provisions of Sections 26, 27, 28, 29, 30, 31, [31A-31B] 32, 33, 34, 35, 36, 37, 38, 39 and 40 shall apply in respect of elections.

\textsuperscript{131} Section 167 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
\textsuperscript{132} Section 168 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
Prohibition of Simultaneous Membership:

If a person elected by more than one Zilla Panchayat constituency he should prepare notice and get it signed by the deputy commissioner or any other officer authorized by the government of the state within the prescribed time and he should choose any one constituency. If the candidate does not choose the constituency, then the Deputy Commissioner or any authorized government officer shall determine the candidate’s constituency. The vacancy that is created in such a case shall be filled up by elections.

Application of certain sections relating to elections:

The provision of sections 15, 16, 17, 18, 19, 20, 21, 22, 23, and 24 of Zilla Panchayat Act of 1993 apply mutatis mutandis in respect of election to Zilla Panchayat. In case of dispute an application shall be made to the civil court having jurisdiction. Any person aggrieved by any decision or order of the [Civil Court] under this Section may appeal within thirty days from the date of such decision to the District Judge and the decision of the District Judge on such an appeal shall be final and binding.

Publication of names of members:

The names of members elected to any Zilla Panchayat shall be [notified by the state Election Commission] in the official Gazette.

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133 Section 169 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
134 Section 170 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
135 Section 171 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
136 Section 172 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
Term of office of members:

Except as is otherwise provided in this Act, members of a Zilla Panchayat elected at a general election shall hold office for a term of five years. The term of office of members elected at a general election shall commence on the appointment for the first meeting of the Zilla Panchayat. The term of office of a member elected to fill a casual vacancy shall commence on the date of publication of his name under Section 172.137

Resignation of members:

A member of a Zilla Panchayat may resign his membership in writing under his hand and addressed to the Adhyaksha of Zilla Panchayat and his seat shall become vacant on the expiry of fifteen clear days from the date of such resignation, unless within the said period of fifteen days, he withdraws such resignation by writing under his hand addressed to the Adhyaksha. The Adhyaksha shall cause the letter of resignation to be laid in the next meeting of Zilla Panchayat.138

Removal of members for misconduct:

The government, if it thinks fit on the recommendation of the Zilla Panchayat, may remove any member after giving him an opportunity of being heard, and after such enquiry as it deems necessary, if such member has been found guilty of misconduct, in the discharge of his duties or of any disgraceful conduct, or has become incapable of performing his duties as a member.139

137 Section 173 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
138 Section 174 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
139 Section 175 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
Election of Adhyaksha, Upadhyaksha and term of Office:

The elected members of Zilla Panchayat shall choose two members among themselves as Adhyarsha and Upadhyarsha respectively. If there is a casual vacancy in the office of the Adhyaksha Upadhyaksha shall be no election held, if the vacancy is for a period of less than one month. \(^{140}\)

Salary and allowances of the Adhyaksha and Upadhyaksha and other members:

The salary and allowances of Adhyaksha and Upadhyaksha shall be as prescribed. Every member of the Zilla Panchayat other than the Adhyaksha and the Upadhyaksha shall be entitled to receive such sitting fee and allowances as may be prescribed. \(^{141}\)

Resignation or removal of Adhyaksha and Upadhyaksha:

A member who is holding office as Adhyaksha of Zilla Panchayat may resign his office at any time by addressing a latter to the government. Every Adhyaksha and Upadhyaksha shall vacate office if the vote of no-confidence is passed by a majority of total number of elected members. No resolution expressing want of confidence in an Adhyaksha or Upadhyaksha shall be made within six months from the date of his election. Any Adhyaksha and Upadhyaksha can be removed from his office by the government for miss conduct in the discharge of his duties. The Adhyaksha and Upadhyaksha who are removed by the government can also be removed from the membership of Zilla Panchayat. \(^{142}\)

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\(^{140}\) Section 177 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999

\(^{141}\) Section 178 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999

\(^{142}\) Section 179 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
Meeting of Zilla Panchayat:

A Zilla Panchayat shall hold a meeting once in two months, and the meeting shall be held at the head quarters of the Zilla Panchayat. The date of the first meeting shall be fixed by the Deputy Commissioner of the district, who shall also be present at the first meeting. The date of the other subsequent meeting shall be fixed at the previous meeting. If the Adhyaksha thinks that a special meeting is required, he can give a request fifteen days before. If he fails to call a special meeting then the Upadhyaksha or one-third of the total number of the members of the Zilla Panchayat may call special meetings. One-thirds of the total number of members of Zilla Panchayat shall form a quorum at the meeting of Zilla Panchayat. If ture is no quorum the members shall wait thirty minutes more and after that the person presiding the meeting shall throw open the agenda to the public for discussion and the public should be given a chance to interrupt and speak. The Adhyaksha and Upadhyaksha should be present at the meeting. If the Adhyaksha upadhyaksha are absent, then the members shall elect one among themselves to preside over the meeting. All the questions will be decided by a majority of votes of the members. At the meeting during discussions a member may propose any resolution which is connected to the listed subjects. The Adhyaksha may propose any urgent subject which is not in the agenda. Any meeting shall be adjourned from time to time with the consent of the majority of members. No resolution of the Zilla Panchayat shall be modified or cancelled within six months. The proceedings of each meeting shall be recorded in the minutes book and it
shall be read by the chairman and the same shall be reported to the next meeting of Zilla Panchayat, and finally the minutes book can be inspected by any member of the Zilla Panchayat. A copy of every resolution passed by the Zilla Panchayat should be forwarded to the Government within 10 days.

**Interpellations:**

Any member of the Zilla Panchayat may interpellate the Adhyaksha and upadhyaksha relating to the matters of administration of Zilla Panchayat. A member of Zilla Panchayat can also inform the Adhyaksha about the negligence in the execution of any work and negligence in the maintenance of any property belonging to Zilla Panchayat. A member may also suggest any improvement.

**Zilla Panchayat may require the presence of Government officers at meeting:**

The Zilla Panchayat shall address a latter to the government officers coming under a particular jurisdiction to be present at the meeting of Zilla Panchayat. The chief executive officer of the Zilla Panchayat shall address letters to such officers fifteen days in advance. The officers must be present. If they are not able to come, they should appoint their deputy or subordinate.

**Validity of Proceedings:**

No disqualification of any person acting as a member of the committee shall be deemed to change any act or proceedings of the Zilla Panchayat. No resolution of Zilla Panchayat shall be deemed invalid on account of any

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143 Section 180 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
144 Section 181 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
145 Section 182 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
irregularities in the service of notice upon any member provided that the proceedings of the Zilla Panchayat, where affected by such irregularities all the committee members should be aware of the minute that has been made and signed. If any vacancies occur in the Zilla Panchayat or committee the continuing members may act as if no vacancy has occurred.146

A decade of Zilla Panchayat in Karnataka has been a matter of debate and speculation about its performance and its impact in all the districts of Karnataka. Three Zilla Panchayat elections are already over. All-most three million people including one million women and a fairly large number of Schedule Castes /Schedule Tribes have taken part in these elections. The large presence of the underprivileged and the poor showed a remarkable interest in the development of the rural politics of Karnataka. This significant development has a special meaning, because earlier, these groups of the underprivileged and the poor were excluded from the political life, and involvement in village development activities and participation in political activities. This is also a matter of serious debate as to how this excluded group of people after their involvement in active politics and different developmental activities would effectively tackle local power equation and set the agenda for development. Even now the fact remains that these backward classes and ignored classes have demonstrated their arrival at all the political stages of the district, the states and countryside.

146 Section 183 Karnataka Panchayat Raj Act 1993 Act No 10 of 1999
There are, however, variations in the socio-economic development levels of various districts. Therefore, a composite developmental index of the district was prepared. Officially these include variations, like Bangalore rural, Dhakshin kannada, Shivamoga, Mandya, and Belguam, which occupy the first 5 positions. In the index of districts of Gulbarga, Bijapur, Raichur, Bidar and Tumakur occupy the last 5 position. But the remaining 9 districts fall in between these two extremes.147

The recent development of the communication media in recent years and the working of democratic institutions have contributed in the process of transformation of the traditional rural society gradually. However, the social tensions and even social conflicts such as inter-class conflicts and inter-caste conflicts have increased in the rural areas. Because of the process of social changes, all these above mentioned things have come under control particularly in the recent years.

The Karnataka states recent experiment of Panchayat Raj System has been a success story. It has been observed that the Zilla Panchayats in Karnataka are emerging as a strong power centre below the state, but, according to the studies done by George Methew and Gurumurthi,148 they show that the power in the Zilla Panchayats is mainly enjoyed by the people belonging the dominant castes. In this process the interest of the poor people is sacrificed for strengthening the vested interest of the district leadership.

Recent development and Decreasing Power of Zilla Panchayats Power:

The Karnataka Governor, Kurshid Alam Khan, in his address to the joint session of Karnataka legislative Assembly, remarked on 27th October 1999. “That the Democracy has to be enforced by devolving powers, resources and responsibilities to decentralized bodies. We do not want people to come to the Vidhan Soudha for solving their problems, which can be solved at the local level institutions. The Panchayat Raj Institution at the village taluk and district levels should be empowered to take decisions on matters that directly affect people’s lives. Thus our aim is to strengthen the local administration and governance by the people. For their own benefit, local decentralization and governance will have the advantage of involving citizens of every creed and class in this common venture and will promote greater harmony among different communities.”

The Panchayat Raj, as a development mechanism, primarily rests on power mechanism. That is, power to the people for true democracy, and development is the real objective which needs to be fulfilled through devolution of powers and financial assistance to the Panchayat Raj institutions. Only then all the people of different classes can participate in democracy to plan and administer their own affairs.

The then Union Finance Minister, Yashwant Sinha, also stressed the need to increase decentralization by maximizing the functions of the Panchayat Raj Institutions. He said, that

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Kurshid Alam Khan, Governor of Karnataka, Panchayat Raj Update, November 1999 p- 4
“There is no alternative to devolving powers and functions and finance to the Panchayats, if we are serious about the development of India”.150

The Balawant Rao Mehta Committee, report which has been considered as the Bible of the Panchayati Raj system in India, states that Panchayat Raj should have co-ordination and maintenance of responsibilities and supervision activities. To lower pressure on Zilla Panchayat the Gram Panchayats should be given more powers in the light of Belur decelerating 23 January 2004.151

To bring all the state and central schemes such as several drinking water supply schemes, like A R W S R, M N P, P M G Y, R W S, A R W S P, - D DP, Rural school water supply and Sanitation programme, A RW S P, MPs Announcement scheme, 1000- P W S , 1000- MWS special scheme, Scheme taken up under additional support to Zilla Panchayats, MLA/ MP Grants, CRF/NCCF, into effect and to bear the expenditure the Zilla Panchayat directly should give the financial and other assistance to the Gram Panchayat under the supervision of Taluk Panchayat. All the above said matter should be brought into effect in the financial year 2004-05 in the entire state of Karnataka and the budget should also be allotted.152

150 Yashwant Sinha, Finance Minister, Government of India, Panchayat Raj Update September 2000, P 8


The document contains text in Malayalam, focusing on various schemes and programs related to water supply and sanitation. It mentions schemes such as ARWSP, MNP, PMGY-RWS, ARWSP-SC, etc., and discusses the implementation and benefits of these schemes. The text also includes signatures, possibly indicating official approval or endorsement.

1. **ARWSP** (All Rural Water Supply Programme)
2. **MNP** (Majestic Nalini Programme)
3. **PMGY-RWS** (Pradhan Mantri Grameen Yojana - Rural Water Supply)
4. **ARWSP-SC** (All Rural Water Supply and Sanitation Programme - Secrecy)
5. **1000-PWS, 1000-MWS Special Scheme**
6. **Schemes taken up under additional support to ZPs, MLA/MP Grants, CRF/NCCP**

The document highlights the importance of these schemes in providing access to clean water and sanitation facilities, particularly in rural areas. It emphasizes the need for continued support and implementation to ensure the welfare of the population.
The Government has passed an order regarding bringing lakes and tanks under the jurisdiction of Gram Panchayats. This was made clear by the Chief Minister in his budget address in 2002-03.

As per our declared decentralization views, “We have to make all possible efforts to strengthen village Panchayats, hereafter the income generated from village tanks will be left to the village Panchayats themselves. The extra resources raised by the village Panchayats through taxes and other means will be directly related to the grant-in-aid to be released to them. This I hope will encourage village Panchayats to raise sufficient resources.”

The Government has passed an order on 1/3/2004 directing the transfer of lakes with less than 40 hectares from Zilla Panchayats to the village Panchayat and all records concerning those lakes were to be handed over to village Panchayats and these lakes should be maintained by the rural development Engineering division and the fisheries department jointly.

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153 The Chief Minister of Karnataka spoke, in the year 2002-03 Budget Session.[Chief Minister declaration]
154 Government Order No GAP/165/ZPS/2002 Bangalore Date 01-03-2004
3s»etj3 hSsmtOO tfctterffte
a»o» : tintt. resE scesxeam s^rt s§ofi*sa «£ 
ntstewwi : sacs-c&& re£s worses saws* aas| ... csajSSM? at^ssroo 
sesj aw aftewjg
(is:#. ostSTOoSO) 
TOSTOS aOfSf VXXOFSiF.
rg£vrm&$Q 3S5 jS^scS3» cost
104
History of Local Self-Government in Bijapur

The History of Local Self-Government in Bijapur District dates back to 1854. In those days, the collector of the district was the president of the self-Governing body. There were no elections and also no non officials in those statutorily set up bodies.155

As regards local boards, there is no separate department in Bijapur district. The Mysore Panchayats and local boards Act 1959, was brought into force from 1st November 1959. The erstwhile District local board was abolished and in its place Taluk development boards came into existence from that date. However, general control is exercised by the Deputy commissioner who is responsible to the Divisional commissioner, Belgaum. The Deputy commissioner has powers to control Municipalities and local bodies.

The Deputy commissioner Bijapur exercises control over the village Panchayats, through the Assistant commissioner and chief executive officers of the Taluk development boards. The Tahsildars are responsible for the elections to the village Panchayat

Democratic decentralization;

The concept of Panchayat Raj which visualizes democratic decentralization, by giving more powers to village Panchayats, has been introduced in the district by the Mysore village Panchayats and local boards Act 1959, from 1st November

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155 B N Shri Sathyan, [chief editor] Mysore state Gazetteer, Bijapur district the government of Karnataka Press, Bangalore 1966 p-373
1959. There are eleven Taluk boards and a District development council. The meetings of these boards and council were, presided over by the Deputy commissioner. According to this Act the three tier structure started functioning.\textsuperscript{156}

The following Table indicates the number of village Panchayats and Town Panchayats as on 30\textsuperscript{th} September 1965 in Bijapur District.

Table -2.2

<table>
<thead>
<tr>
<th>Sub-Division</th>
<th>Taluks</th>
<th>Village Panchayats</th>
<th>Town Panchayats</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bijapur</td>
<td>Bijapur</td>
<td>54</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>B Bagewadi</td>
<td>53</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>Muddebihal</td>
<td>50</td>
<td>3</td>
</tr>
<tr>
<td>Indi</td>
<td>Indi</td>
<td>51</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Sindagi</td>
<td>56</td>
<td>1</td>
</tr>
<tr>
<td>Bagalkot</td>
<td>Bagalkot</td>
<td>35</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>Badami</td>
<td>54</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>Hungund</td>
<td>54</td>
<td>2</td>
</tr>
<tr>
<td>Jamakandi</td>
<td>Jamakandi</td>
<td>45</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Mudhol</td>
<td>30</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Bilgi</td>
<td>30</td>
<td>1</td>
</tr>
</tbody>
</table>

Sources: Mysore state Gazetteer, Bijapur District, The Government of Karnataka Bangalore 1966

In this Table there are 516 village Panchayats and 17 Town Panchayats in the district.

In 1985, the new government under the Chief Minister ship of Ramakrishna Hedge, the two-tier system was introduced i.e. Zilla Parishad and mandal Panchayat. Under this act the programmes were carried out smoothly in Bijapur district.

\textsuperscript{156} B N Shri Sathyan, [chief editor] Mysore State Gazetteer, Bijapur District the Government of Karnataka press, Bangalore, 1966 op cit, pp-375-376
A little later in 1993, as per the 73rd Amendment to the constitution a new system of Panchayat Raj was introduced. The already existing two-tier system was given up, and a three-tier structure consisting of Zilla Panchayat, Taluk Panchayat, Gram Panchayat was introduced. The decentralized administration methods introduced by the act of 1993 were working with tremendous success, and have developed a sense of participation among the villagers. Every villager has gone to the extent of demanding more and more reformatory measures to be implemented in his area.

Bijapur Zilla Panchayat a Profile:

Bijapur is one of the largest districts in Karnataka and has an area of 10541sq Km, consisting of 5.49% of the area of the state. It is nearly 580Kms away from the state capital Bangalore. It lies between 15x50 North Latitude and 74x54 and 76x28 East Longitude. The district is bounded by Solapur district on the north and Sangli on the north-west [both of them were from Maharashtra state], by the district of Belgaum on the west, Bagalkote on the south, Gulburga on the east and by Raichur on the south-east. Thus, it is a land-locked district on the northern boundary of Karnataka.

Bijapur district is accessible by both highways and rail. The National highway 13 passes through the district in the eastern and central parts, of Muddebihal and Bijapur. The taluka towns are well connected by state highways and district roads. The railway line connecting Solapur in Maharashtra and Hubli in Karnataka passes through the center of the district, via Indi and Basavan Bagewadi. Bijapur
district consists of 5 Talukas, viz., Bijapur, Basavan-Bagewadi, Indi, Muddebihal and Sindgi.

**Demographic features:**

The district's population [18.10 lakhs] constitutes 3.42% of the total population of the state. The population growth during the 1981-91 was less than state average of 2.10% per annum. About 80% [14.48 lakhs] of the population live in rural area as against the state average of 69%. Scheduled castes and Scheduled Tribes account for 20.1% [3.1 lakh] of the population. The density of population at 172 per sq KM far less than the state average of 446. Workers as a percentage to total population are 39.81% which is comparable to the state figure of 44.1%. The literacy rate at 56% stood marginally above the state figure of 55. The literacy rate among male is 57.95% whereas among female it is only 39.14%.

**Topography:**

Geographically, the district lies in the tract of the deccan plateaus. The lands of the district can be broadly divided into three zones: the northern belt consisting of the northern parts of Bijapur Taluks of Indi and Sindagi; the central belt consisting of Bijapur city; the Southern belt consisting of the rich alluvial plains of the Krishna Rivers parted from the central belt by a stretch of barren Trap. The northern belt is a succession of low rolling uplands without much vegetation, gently rounded and falling into intermediate narrow valleys. The upland soil being shallow, the villagers are generally confined to the banks of the streams and are far away from one another. The Don river valley has plains and
consists of rich tracts of deep black soil stretching from west to east. Across the Krishna River is a rich plain crossed from west to east by two lines of sandstone hills. Further south towards Badami and South west to east by two lines of sandstone hills. Further south towards Badami and South west of Hunagund, the hills increase in number, and the black Soil gives way to the red sandy soil.

**Drainage:**

The district is criss crossed by river Bhima and river Don which are tributaries of river Krishna and it is drained mainly by river Krishna which is one of the two great rivers of South India.

**Rain fall:**

There are 34 rain gauging stations in Bijapur District. The average annual rainfall for the district is 552.8 m.m. with 37.2 rainy days. The monsoon generally breaks in the district during June and lasts till October. The highest mean, monthly rainfall is 149.2 mm in the month of September and lowest is 3.4 mm in February. The annual rainfall variation in the district is marginal from place to place.

**Ground Water Condition:**

Bijapur District can be categorized as a low to moderately yielding area [1000ph to 8000 Iph] 72.2% of district falling in this category. From considerable part of the district [9%] poor yielding [less than 1000ph sources] or non-feasible areas have been reported. The talukas having largest poor yielding area, are Muddebihal [19%] followed by Indi [15%], Bijapur and Sindagi [13%each], Basavan Bagewadi [4%]. Low yielding areas [ 1000ph to 4000 Iph source ] in the district constitute about 40% of the
district, with the largest being Basavan Bagewadi [54%] and smallest in Indi taluk. Moderate yields [4000 ph to 8000 lph source] are reported from 36% of the district, highest being in Bijapur with 70% of the area, and lowest being in Sindagi with 19% of the taluka. High yielding areas [more than 8000 lph sources] are over 15% of the district. The smallest area under this category is in Sindagi Taluka [2% each] and largest is in Muddebihal [29% each] where very lengthy contact zones occur between traps and other formations.

The below table gives the yield factor computations of each taluka of the district, Sindagi, with low problems and yield Ranking of 2.51 to 2.75, three talukas [Bijapur Indi Muddebihal] with medium problems and yield factor between 2.76 and 3.5, and none in the serious problem classification with yield factor over 3.5 the yield’ ranking for the district works out to 2.61 indicating the critical condition of the district.

<table>
<thead>
<tr>
<th>Taluka</th>
<th>Fraction of area of taluka in the yield range of</th>
<th>Yield Rank</th>
<th>Problem Category</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>&lt; 1000 lph</td>
<td>1000-4000 lph</td>
<td>4000-8000 lph</td>
</tr>
<tr>
<td>Bijapur</td>
<td>0.13</td>
<td>0.44</td>
<td>0.27</td>
</tr>
<tr>
<td>Basavan Bagewadi</td>
<td>0.02</td>
<td>0.54</td>
<td>0.26</td>
</tr>
<tr>
<td>Indi</td>
<td>0.15</td>
<td>0.47</td>
<td>0.24</td>
</tr>
<tr>
<td>Sindagi</td>
<td>0.13</td>
<td>0.46</td>
<td>0.19</td>
</tr>
<tr>
<td>Muddebihal</td>
<td>0.38</td>
<td>0.38</td>
<td>2.14</td>
</tr>
<tr>
<td>Bijapur District</td>
<td>0.62</td>
<td>2.29</td>
<td>3.1</td>
</tr>
</tbody>
</table>

Source: collected by Internet [http://bijapur.nic.in/images/bjp_profile.Htm]

As per the categorization of DMG, GOK, report No 286, 1995, the taluka Indi falls in the Dark Category where
ground water utilization is as high as 85% of available ground water, while two talukas of Basavan Bagewadi are certified as Grey with ground water utilization between 65% and 85%. The remaining 4 talukas of Bijapur are classified by DMG as white with less than 65% utilization.

**Water Quality:**

On the basis of projections from this information, the main parameters affecting water quality in Bijapur can be expected to be Brackishness [salinity] and Hardness. Salinity affects the district in high to low groundwater problem areas and occurs in areas all along the major and minor river courses and stream courses.

**Economic Activities:**

The District is predominantly an agricultural belt. Besides this, dairy, poultry, sheep/goat rearing, sericulture activities are being pursued by the population. The district has tremendous market potential for mass consumer goods, semi durables, durables, industrials, raw materials, intermediate products, capital goods, agricultural implements, etc. The undivided Bijapur district finds 12\textsuperscript{th} place in terms of number of registered SSI units in the state as on March 1995. The District Rural industries project [DRIP] which is under implementation from 1999-2000 has shown good progress during first years.

**Export Oriented Units:**

Some farmers of Bijapur district have gone to the extent of exporting the farm products, like, grapes, pomegranate, banana,
Juice, Jam, Jelly, Pickles have also been functioning in the district.

**Banking Network:**

The District is served by 81 branches of commercial Banks. Some of them concentrate on Hi-Tech agricultural finance and many of them finance agricultural sector to a considerable extent. Bijapur Grameena Bank, D.C.C. Bank with 23 branch are also rendering financial assistance to various economic activities. Karnataka State Financial Corporation within branch at Bijapur is catering to the needs of the industrial sector of the district.