

# “Panchayat Raj Institutions In Karnataka A Case Study Of Tumkur District”

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## **INTRODUCTION:**

In the time of the Rig-Veda 1700 BC, evidences suggest that self-governing village bodies called 'sabhas' existed. With the passage of time, these bodies became panchayats (council of five persons). Panchayats were functional institutions of grassroots governance in almost every village. The Village Panchayat or elected council had large powers, both executive and judicial. Land was distributed by this panchayat which also collected taxes out of the produce and paid the government's share on behalf of the village. Above a number of these village councils there was a larger panchayat or council to supervise and interfere if necessary.<sup>[2]</sup> Casteism and feudalistic system of governance under Mughal rule in the medieval period slowly eroded the self-government in villages. A new class of feudal chiefs and revenue collectors emerged between the ruler and the people. And, so began the stagnation and decline of self-government in villages.

During the British rule, the autonomy of panchayats gradually declined with the establishment of local civil and criminal courts, revenue and police organisations, the increase in communications, the growth of individualism and the operation of the individual Ryotwari '(landholder-wise) system as against the Mahalwari or village tenure system.

## **IN BRITISH ADMINISTRATION**

The panchayati had never been the priority of the British rulers.<sup>[3]</sup> The rulers were interested in the creation of 'controlled' local bodies, which could help them in their trading interests by collecting taxes for them. When the colonial administration came under severe financial pressure after the 1857 uprising, the sought was decentralization in terms of transferring responsibility for road and public works to local bodies. However, the thrust of this 'compelled' decentralization was with respect to municipal administration..

"The panchayat was destroyed by the East India Company when it was granted the office of Diwan in 1765 by the Mughal Emperor as part of reparation after his defeat at Buxar. As Diwan the Company took two decisions. The first was that it abolished the village land record office and created a company official called Patwari. The Patwari became the official record keeper for a number of villages. The second was the creation of the office of magistrate and the abolition of village police. The magistrate carried out policing functions through the Darogha who had always been a state functionary under the Faujdar. The primary purpose of these measures was the collection of land revenue by fiat. The depredations of the Patwari and the Darogha are part of our folklore and it led to the worst famine in Bengal. The effects of the famine lingered right to the end of the 18th century. These two measures completely disempowered the village community and destroyed the panchayat. After 1857 the British tried to restore the panchayat by giving it powers to try minor offences and to resolve village disputes. But these measures never restored the lost powers of the village community."

From 1870 that Viceroy **Lord Mayo's Resolution** (for decentralization of power to bring about administrative efficiency in meeting people's demand and to add to the finances of colonial regime) gave the needed impetus to the development of local institutions. It was a landmark in the evolution of colonial policy towards local government. The real benchmarking of the government policy on decentralisation can, however, be attributed to Lord Ripon who, in his famous resolution on local self-government on May 18, 1882, recognised the twin considerations of local government: (i) administrative efficiency and (ii) political education. The **Ripon Resolution**, which focused on towns, provided for local bodies consisting of a large majority of elected non-official members and presided over by a non-official chairperson. This resolution met with resistance from colonial administrators. The progress of local self-government was tardy with only half-hearted steps taken in setting up municipal bodies. Rural decentralisation remained a neglected area of administrative reform.

**The Royal Commission on Decentralisation (1907)** under the chairmanship of C.E.H. Hobhouse recognised the importance of panchayats at the village level. The commission recommended that "it is most desirable, alike in the interests of decentralisation and in order to associate the people with the local tasks of administration, that an attempt should be made to constitute and develop village panchayats for the administration of local village affairs". But, the **Montague-Chemsford reforms** (1919) brought local self-government as a provincial transferred subject, under the domain of Indian ministers in the provinces. Due to organisational and fiscal constraints, the reform was unable to make panchayat institutions truly democratic and vibrant. However, the most significant development of this period was the 'establishment of village panchayats in a number of provinces, that were no longer mere ad hoc judicial tribunal, but representative institutions symbolising the corporate character of the village and having a wide jurisdiction in respect of civic matters'. 1 By 1925, eight provinces had passed panchayat acts and by 1926, six native states had also passed panchayat laws.

The provincial autonomy under the Government of India Act, 1935, marked the evolution of panchayats in India. Popularly elected governments in provinces enacted legislations to further democratise institutions of local self-government. But the system of responsible government at the grassroots level was least responsible. D.P. Mishra, the then minister for local self-government under the Government of India Act of 1935 in Central Provinces was of the view that 'the working of our local bodies... in our province and perhaps in the whole country presents a tragic picture... 'Inefficiency' and 'local body' have become synonymous terms.

In spite of various committees such as the **Royal Commission on Decentralization** 1907, the report of Montague and Chemsford on constitutional reform 1919, the Government of India Resolution 1919, etc., a hierarchical administrative structure based on supervision and control evolved. The administrator became the focal point of rural governance. The British were not concerned with decentralised democracy but were aiming for colonial objectives.

The Indian National Congress from the 1920s to 1947, emphasized the issue of all-India Swaraj, and organized movements for Independence under the leadership of Mahatma Gandhi. The task of preparing any sort of blueprint for the local level was neglected as a result. There was no consensus among the top leaders regarding the status and role to be assigned to the institution of rural local self-government; rather there were divergent views on the subject. On the one end Gandhifavoured Village Swaraj and strengthening the village panchayat to the fullest extent and on the other end, Dr. B.R. Ambedkar opposed this idea. He believed that the village represented regressive India, a source of oppression. The model state hence had to build safeguards against such social oppression and the only way it could be done was through the adoption of the parliamentary model of politics. During the drafting of the Constitution of India, Panchayati Raj Institutions were placed in the non-justiciable part of the Constitution, the **Directive Principles of State Policy**, as Article 40. The Article read 'the State shall take steps to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government'. However, no worthwhile legislation was enacted either at the national or state level to implement it.

In the four decades since the adoption of the Constitution, panchayat raj institutions have travelled from the non-justiciable part of the Constitution to one where, through a separate amendment, a whole new status has been added to their history.

## BEFORE-INDEPENDENCE OF INDIA

Panchayat raj had to go through various stages. The First Five Year Plan failed to bring about active participation and involvement of the people in the Plan processes, which included Plan formulation implementation and monitoring. The Second Five Year Plan attempted to cover the entire countryside with National Extensive Service Blocks through the institutions of Block Development Officers, Assistant Development Officers, Village Level Workers, in addition to nominated representatives of village panchayats of that area and some other popular organisations like co-operative societies. But the plan failed to satisfactorily accomplish decentralisation. Hence, committees were constituted by various authorities to advise the Centre on different aspects of decentralisation.

## AFTER-INDEPENDENCE OF INDIA:The Balwant Rai Mehta Committee Report 1957

In 1957, Balwant Rai Mehta Committee studied the Community Development Projects and the National Extension Service and assessed the extent to which the movement had succeeded in utilising local initiatives and in creating institutions to ensure continuity in the process of improving economic and social conditions in rural areas. The Committee held that community development would only be deep and enduring when the community was involved in the planning, decision-making and implementation process. The suggestions were as follows:

- an early establishment of elected local bodies and devolution to them of necessary resources, power and authority,
- that the basic unit of democratic decentralisation was at the block/samiti level since the area of jurisdiction of the local body should neither be too large nor too small. The block was large enough for efficiency and economy of administration, and small enough for sustaining a sense of involvement in the citizens,
- such body must not be constrained by too much control by the government or government agencies,
- the body must be constituted for five years by indirect elections from the village panchayats,
- its functions should cover the development of agriculture in all its aspects, the promotion of local industries and others
- services such as drinking water, road building, etc., and
- the higher level body, Zilla Parishad, would play an advisory role.

The PRI structure did not develop the requisite democratic momentum and failed to cater to the needs of rural development. There are various reasons for such an outcome which include political and bureaucratic resistance at the state level to share power and resources with local level institutions, domination of local elites over the major share of the benefits of welfare schemes, lack of capability at the local level and lack of political will.

It was decided to appoint a high-level committee under the chairmanship of Ashok Mehta to examine and suggest measures to strengthen PRIs. The Committee had to evolve an effective decentralised system of development for PRIs. They made the following recommendations

- the district is a viable administrative unit for which planning, co-ordination and resource allocation are feasible and technical expertise available,
- PRIs as a two-tier system, with Mandal Panchayat at the base and Zilla Parishad at the top,
- the PRIs are capable of planning for themselves with the resources available to them,
- district planning should take care of the urban-rural continuum,
- representation of SCs and STs in the election to PRIs on the basis of their population,
- four-year term of PRIs,
- participation of political parties in elections,
- any financial devolution should be committed to accepting

That much of the developmental functions at the district level would be played by the panchayats.

The states of Karnataka, Andhra Pradesh and West Bengal passed new legislation based on this report. However, the flux in politics at the state level did not allow these institutions to develop their own political dynamics.

### **Committee of G.V.K. RAO 1985.**

The G.V.K. Rao Committee was appointed by Planning Commission to once again look at various aspects of PRIs. The Committee was of the opinion that a total view of rural development must be taken in which PRIs must play a central role in handling people's problems. It recommended the following:

- PRIs have to be activated and provided with all the required support to become effective organisations,
- PRIs at district level and below should be assigned the work of planning, implementation and monitoring of rural development programmes, and
- the block development office should be the spinal cord of the rural development process.

### **Committee Of L. M. SINGHVI -1986.**

L.M. Singhvi Committee studied panchayati raj. The Gram Sabha was considered as the base of a decentralised democracy, and PRIs viewed as institutions of self-governance which would actually facilitate the participation of the people in the process of planning and development. It recommended:

- local self-government should be constitutionally recognised, protected and preserved by the inclusion of new chapter in the Constitution,
- non-involvement of political parties in Panchayat elections.

The suggestion of giving panchayats constitutional status was opposed by the Sarkaria Commission, but the idea, however, gained momentum in the late 1980s especially because of the endorsement by the late Prime Minister Rajiv Gandhi, who introduced the 64th Constitutional Amendment Bill in 1989. The 64th Amendment Bill was prepared and introduced in the lower house of Parliament. But it got defeated in the Rajya Sabha as non-convincing. He lost the general elections too. In 1989, the National Front introduced the 74th Constitutional Amendment Bill, which could not become an Act because of the dissolution of the Ninth Lok Sabha. All these various suggestions and recommendations and means of strengthening PRIs were considered while formulating the new Constitutional Amendment Act.

### **THE KARNATAKA PANCHAYATRAJ ACT 1993**

In Karnataka Panchayath raj System has undergone many changes since 1960. The Janatha Party Government headed by Ramakrishna Hegde had introduced revolutionary changes in the act of 1983 which came in to effect on August 14<sup>th</sup> 1985 under this act Zillaparishads, Taluk Panchayat samities and Mandal Panchayat were the three Important bodies. There were also provisons for the constitution of Gramasabha and Nyayapanchayath. This act of 1983 worked well in the state. In Accordance with 73<sup>rd</sup> constitutional

Amendment Act the Government of Karnataka. has adopted another new Panchayat raj Act 1993. Some changes have been incorporate during the last one decade.

### **The Salient features of the Original 1993 Act :**

1. **Gramasabha :** Chapter II of makes provison for Gramasabha. It Must meet atleast twice in a year.
2. It is presided over by the Chairman of Concerned Village Panchayat. In is Oobsence the voice chairman of Village panchayat or any other member of the Village Panchayat will preside. Its functions include mobilization of voluntary labour and contribution for welfare program and implementation of developmental scheme.
3. **Constitution of Village Panchayats :** Chapter 3 of the Act deals with the Village panchayaths. The Village panchayath consists of such no of elected Members as maybe notified by the Election commissioner. Generally one member represents 400 persons. Seats are reserved for SCs and STs. The reservation shall not be less then 15 Percent of the total members of seats. In the case of SCs and not less then 3 Present in the Case of STs. One-Third of the total Number of seats are also reserved for backward classes. Further One-third of the seats are reserved for Women. Election to the Village panchayat is conducted on non-party basis. The members are elected for a term of five years from the date of its first meeting. Every Village Panchayat elects the chairman and choice chairman from among its members. In the case of these two offices also reservation is made in favor of SCs, STs and Women. A Village Panchayat should meet at least once in two Months. The Quorum per its meeting is One-third of the total Number of Members.

The idea which produced the 73rd Amendment was not a response to pressure from the grassroots, but to an increasing recognition that the institutional initiatives of the preceding decade had not delivered, that the extent of rural poverty was still much too large and thus the existing structure of government needed to be reformed. It is interesting to note that this idea evolved from the Centre and the state governments. It was a political drive to see PRIs as a solution to the governmental crises that India was experiencing. The Constitutional 73 Amendment Act, passed in 1992 by the Narasimha Raogovernment, came into force on April 24, 1993. It was meant to provide constitutional sanction to establish "democracy at the grassroots level as it is at the state level or national level". Its main features are as follows

- The Gram Sabha or village assembly as a deliberative body to decentralised governance has been envisaged as the foundation of the Panchayati Raj System.73rd Amendment of the Constitution empowered the Gram Sabhas to conduct social audits in addition to its other functions.
- A uniform three-tier structure of panchayats at village Gram Panchayat - GP intermediate or block Panchayat Samiti - PS and district Zilla Parishad - ZP levels.
- All the seats in a panchayat at every level are to be filled by elections from respective territorial constituencies.
- Not less than one-third of the total seats for membership as well as office of chairpersons of each tier have to be reserved for women.

- Reservation for weaker castes and tribes SC/ST have to be provided at all levels in proportion to their population in the panchayats.
- To supervise, direct and control the regular and smooth elections to panchayats, a State Election Commission has The Act has ensured constitution of a State Finance Commission in every State/UT, for every five years, to suggest measures to strengthen finances of panchayati raj institutions.
- To promote bottom-up-planning, the District Planning Committee DPC in every district has been accorded to constitutional status.
- An indicative list of 29 items has been given in Eleventh Schedule of the Constitution. Panchayats are expected to play an effective role in planning and implementation of works related to these 29 items.

#### **Functions :**

All municipal acts in India provide for functions, powers and responsibilities to be carried out by the municipal government. These are divided into two categories - obligatory or discretionary.

#### **Obligatory Functions :**

- supply of pure and wholesome water
- construction and maintenance of public streets
- lighting and watering of public streets
- cleaning of public streets, places and sewers
- regulation of offensive, dangerous or obnoxious trades and callings or practices
- maintenance or support of public hospitals
- establishment and maintenance of primary schools
- registration of births and deaths
- removing obstructions and projections in public streets, bridges and other places
- naming streets and numbering houses

#### **Discretionary Functions :**

- laying out of areas
- securing or removal of dangerous buildings or places
- construction and maintenance of public parks, gardens, libraries, museums, rest houses, leper homes, orphanages and rescue homes for women
- public buildings
- planting and maintenance of roadside and other trees
- housing for low income groups
- conducting surveys
- organizing public receptions, public exhibitions, public entertainment
- provision of transport facilities with the municipality
- promotion of welfare of municipal employees

Some of the functions of the urban bodies overlap with the work of state agencies. The functions of the municipality, including those listed in the Twelfth Schedule are left to the discretion of the state government.

Local bodies have to be bestowed with adequate powers, authority and responsibility to perform the functions entrusted to them by the Act. However, the Act has not provided them with any powers directly and has instead left it to state government discretion

Local Governments in Independent India, since 1992, has been formalized under the panchayat raj system (rule by village committee), a three-tier system with elected bodies at the village, taluk and district levels. The modern system is based in part on traditional panchayat governance, in part on the vision of Mahatma Gandhi and in part by the work of various committees to harmonize the highly centralized Indian governmental administration with a degree of local autonomy.<sup>[1]</sup> The result was intended to create greater participation in local government by people and more effective implementation of rural development programmes. Although, as of 2015, implementation in all of India is not complete the intention is for there to be a gram panchayat for each village or group of villages, a tahsil level council, and a zilla panchayat at the district level.

India has a chequered history of panchayati raj starting from the self-sufficient and self-governing village communities that endured the rise and fall of empires in the past, to the current highly structured system.

## REVIEW OF LITERATURE

Every Village is self sufficient Republic or Panchayat. The Government of the Village both male and female as the unit of Local self Govt. it is the original custodian of all authority. The Panchayat system as viewed by Gandhiji represents a village community. It is an autonomous Indian political Institution as far as the internal Village administration is concerned.

Panchayat raj means a political structure with its base at the village level with legislative executive and judicial power.

Decentralization of power is key concept in his theory of democracy according to him. It is fully wrong and democracy for the individual to take the law in to these own hands.

According to M K Gandhi's Village development means country development. The development of Indian society is based on Village system which is the unquestionable because India is a land of village with having six lakh twenty thousand villages and just four thousand urban centers. And majority people are living in village.

Concept of Panchayat Raj Many scholars have attempted to define and conceptualise the term Panchayat Raj. Hooja (1978) attempted to review the genesis of the twin concepts of Panchayat Raj and Democratic Decentralization in context of their historical perspective and in light of the development on the eve of independence and since. He suggests that there is a need for a harmonious working relation between the Panchayat Institution and the district administration. The issue, therefore, needs to be approached from a different angle, by which the agencies of the district administration and the Panchayat Raj bodies have to

work as mutually complimentary and supporting units of one and the same democratic administrations at the state level and not as rivals of contenders for each other's powers.

Mathur and Narain 1969 concentrated basically on two issues:

- (i) Panchayat Raj and Democracy, and
- (ii) The politico-administrative aspects of Panchayat Raj.

They were of the view that there is a conflict between Panchayat Raj and parliamentary democracy. They concluded that the problem of official and non-official relationship is not as baffling as it is made out to be. Lastly, they suggested that training and education programmes for the elected representatives are essential for their success

Inamdar (1970) attempted to study four village Panchayats in Maharashtra state. He has dealt with the working of this basic unit of government and administration in all its varied aspects, election, personnel (elected and appointed), functions, finances, Grama Sabha and most important, its leadership. The four case studies examined how far the purpose underlying the Village Panchayat Act of 1958 of Maharashtra state is realized in practice. The study points out the gap between the ideal and the real and thereby contributes to a deeper understanding of the village Panchayats that have now achieved a more significant role in laying the foundation of a socially awakened and economically secure democracy. He emphasizes that the successful functioning of the village Panchayats depend upon the availability of resourceful, imaginative, and active Panchayat leadership. As against this view

The Ashok Mehta Committee (1977) assumed that the success of the entire scheme would depend on the continued interest, goodwill, and cooperation of all political parties. The assumption regarding the value of political commitment or cooperation for the success of Panchayat Raj Institutions is valid. There is a little doubt that ultimately all administration, including development and welfare are part of the political process of building a society and polity and taking it into a certain direction.

Bhargava (1979) has discussed issues and problems with regard to the Panchayat Raj movement in the country in general, and Karnataka in particular. He mentioned that efforts have been made to discuss the major recommendations of the Ashok Mehta Committee with a view to highlight issues and problems of great significance in reforming the Panchayat Raj. Finally he suggests that there is a need for rural development to strengthen the rural infrastructures for development, faith in Panchayat Raj and timely elections to these bodies.

## SCOPE OF THE STUDY

This study assesses the socio economic political and Infrastructure development in Rural area and light of selected developmental Programs. Further the political participation as an important aspect which needs detailed study

Infrastructure Development Housing Health Sanitation Education, Public distribution system (PDS) Food and Civil supply, Cleaning, Employment, Self help groups and Rural banking etc. so for the research on this issues is scarce and for between. The result of the study will be useful for implementing proper policy for the development of villages.

The present study intends to cover the “**Grama panchayat In Tumkur District A Case Study**” after independence.

The study purposes know the social economic political and rural development of the villages. And useful of the development programs are analyse.

## **OBJECTIVE OF THE STUDY.**

1. To examine the socio economic and political development of the villeges.
2. To critically examine the central state government programs for the development of the Villeges
3. To study the income and consumption pattern of the village area people
4. To identified the issues and challenges faced by the Gramapanchayat
5. To study the power and function of Grama panchayat and it as a developmental authority.
6. To suggest policy measures to improve the Grama panchayat developmental activites.
7. To study the Constitutional empowerment of Village Panchayat as a Local Self Government.
8. To study the improvement of Reservation Policy of (OBC) Grama panchayat
9. To study the Special Focus on SC/St Reservation policy in politics and special developmental programmes.

## **HYPOTHESES**

1. Grama panchayat Developmental programs are not established properly
2. Grama panchayat is very necessary to the villages development
3. Grama panchayat is given basic awareness of the politics.
4. It is the way of decentralization of Political power.
5. Political clashes between villagers
6. Confusion Grama panchayat is getting constitutional status ?

## **METHODOLOGY**

Tumkur belongs to the group districts called the maiden location (plains) Districts and situated in the east central part of Kamataka state and to the south and south east of Chitradurga district. It situated between  $12^{\circ}, 45', 14^{\circ}, 20'$ . North latitude and between  $76^{\circ}, 20'$  and  $77^{\circ}, 31'$  east longitude. It is bounded on the north by Ananthpur district of Andhra pradesh on the east by Kolar and Bangalore Districts and south by Mandya District and on the west by district of Chitradurga Chikmagalur and Hassan.

Tumkur district comprises of 10 taluks from which 5 taluks were selected, from among there 50 respondent catch from 5 taluks were selected (Pavagada, Madhugiri, Tumkur, Kunigal, Tipatur). The methodological section envelope a brief discussion of the study area, sample design. Nature and sources of data and analytical frame work.

## DATA COLLECTION

Both primary and secondary were collected for the purpose.

### Primary Data

Primary data were collected with the help of pretested questionnaire, the Gramapanchayat development program from individually to obtain specific information a questionnaire

Group interviews and focus group discussion were used for obtaining the information regarding the Grama panchayati Development Programmes, Problems and other family issues. Socio Economic and Political awareness of the, Villagers Education, Health and Legal awareness of the Grama panchayati Development Programs were obtained from the male, female and also interview with Panchayati Officers who provide the employment. A total of 250 questionnaires were administrated Grama panchayati Villagers householder house holds who were randomly selected. Taluks Hobaly and each Hobaly 3-5 villages were selected for the ability of Grama panchayati Development Programs for interview. Each Taluk 50 questionnaires filled for research work.

### Study Area

Five Taluks in Tumkur district were selected in such a way that they represented the Taluks will are well developed as well as less developed. From each Taluk are Hobly was selected from each of the Hobli 2-5 villages were selected randomly. From each Hobli 50 respondents were selected randomly.

General information as well as specific information pertaining to employment, consumption migration and political awareness were collected using suitable interview schedule. The data were tabulated and analysed using multivariable techniques.

### Secondary Data

Secondary Data were collected term various Journals, Books, and published and unpublished theses. Reports Research Papers and Seminars and Articles, handbooks, Different years Census Reports, Rural developmental Statistical Books were used and also weather information Bureau Reports are utilized for the research work.

## SOURCES OF DATA AND TECHNIC OF RESEARCH

The secondary data will be collected from wearis reports of govt and from international developmental organization ICAR Publications dept of planning Institutional of planning and statistics DIDB Board NCER and Planning Commissions Deportment books journals conference publications news letters and magazines. The standard method of research and tectonic of measurement variable and testing observation will be used for the research purpose.

## CONCLUSION

Grama panchayat strategy for Rural development comprise the progress of infrastructure development of Villages like Agriculture handicraft Rural health, Education, Sanitation, Civil distribution, Income, Wealth Betterment of backward communities especially SC/St and other backward of Villages at all Level. Accordingly these initiatives enable the villages to develop local enterprises Co-operation and a spirit of self reliance among village community. further the available manpower can be utilized for processing the locally available raw materials by adopting of Simple techniques and even it as capacity to correct the regional imbalance of the nation.

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