

UNIVERSITY OF MYSORE



OPERATION BHARANI

WORKSHOP ON REVITALISATION OF PANCHAYAT RAJ ADMINISTRATION

BACKGROUND PAPER

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Organised by

UNIVERSITY OF MYSORE, MYSORE

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KARNATAKA PANCHAYAT PARISHAT, BANGALORE



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UNIVERSITY OF MYSORE

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WORKSHOP ON REVITALISATION OF PANCHAYATH RAJ

ADMINISTRATION.

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CHAPTER I

OBJECTIVES OF PANCHAYAT RAJ WORKSHOP

1.1 Accepting the principles of "Democratic Decentralisation" as recommended by the Balwant Rai Mehta Committee which envisaged the establishment of three tier system of Panchayath Raj Administration at Village, Taluk and District level, the State Government enacted the legislation the Mysore Village panchayat and local Board Act in 1959.

1.2 In the beginning when the Panchayat Raj was introduced the local bodies worked with tremendous enthusiasm to develop the rural areas. This enthusiasm did not last long and the Panchayat Raj institutions have not been able to generate the same spirit in Community development which they were able to do at the beginning due to various reasons.

1.3 The Government of Karnataka, then appointed in October 1972 a committee headed by Sri Kondajji Basappa the then Deputy Minister of Co-operation with some other members. The Committee after its depth studies, prepared the "Mysore Panchayat Raj Bill 1970" which was placed before the Assembly during January 1970 which did not come out as an Act.

1.4 The Karnataka Panchayat Parishat, Bangalore being a **liason** body between the Government of Karnataka and Panchayat Raj bodies has created several forums to discuss the plus and minus points of Panchayat Raj administration. In addition to organising District level sammelas at Mysore Division and Bangalore Division were held during August 1975 and November 1975 respectively. A zonal conference of Southern states was also organised at Bangalore during September 1976. A state level conference was due to be held to consider the recommendations made by various level conferences.

1.5 The Karnataka Panchayat Parishat has requested the University of Mysore to organise a workshop on revitalisation of Panchayat Raj Administration in the State inviting the important officials, Non-officials, academicians and experts in the field to pool their thinking to study the existing situation of Panchayat Raj Administration in the state, short comings and limitations and all other aspects of these democratic bodies at different levels and to suggest ways and means for the revitalisation of these bodies.

Hence, a group of selected Administrators, academicians, people representatives and field workers are provided a forum by the University of Mysore in collaboration with Karnataka Panchayat Parishat for two days to discuss and to give their recommendations about the revitalisation of Panchayat Raj Administrations in Karnataka State.

The Union Government have set up high level committee as Ashoka Mehta the Chairman to study the working of Panchayath Raj institutions and suggested steps to revitalise them. The recommendations made by the workshop can yield useful results by sending the same to the Ashoka Mehta's Committee through Government of Karnataka.

CHAPTER 2

EXISTING SITUATION OF PANCHAYAT RAJ BODIES IN
KARNATAKA

2.1 INTRODUCTION:

Under the democratic decentralisation set up, Panchayat Raj was introduced in the Karnataka State on 1.11.1959, the date on which the Karnataka Village Panchayats and Local Boards Act 1959, came into force. The act provides for a system of Local Authorities viz., Panchayats at Village level, Taluk Boards at Taluk level and District Development Councils at District level.

2.2 CONSTITUTION OF PANCHAYAT RAJ BODIES

Village Panchayats and its constitution:

There are 8649 Panchayats in the state out of which 118 are town panchayats. The village panchayat is a basic institutions and is constituted for a revenue village or for a group of revenue village having a population of not less than 1500 but not more than 10000. The Panchayat shall consist of not less than 11 and not more than 19 members. Seats are reserved for Scheduled Castes and women. The reservations for women is not less than 2 in number. The members are elected from the constituencies into which the area within the jurisdiction of the village panchayat is divided.

Taluk Development Board and its constitution:

There are 175 Taluk Development Boards in the State. The Taluk Boards are established for every taluk with members directly elected by ballot with a strength of 15 seats for taluks with a population less than one lakh and 19 seats for a population of one lakh and above. Seats are reserved for Scheduled Castes and women. Besides, the elected members, the Members of Legislative Assembly and Members of Legislative Council are entitled to take part in the proceedings and vote at the meetings of the Taluk Boards.

DISTRICT DEVELOPMENT COUNCIL AND ITS CONSTITUTION:

There are 19 District Development Councils in the State. The District Development Council consists of the Deputy Commissioner of the respective District as Chairman, MLA's and MLC's of the respective districts, the Presidents of the Taluk Development Boards and District Officers of the Government Departments working in the District not exceeding 15 as may be nominated by Government to be the members. A member of scheduled caste and a women are also nominated by the Government.

2.3 Election of Panchayat Raj Bodies:

The Karnataka Village Panchayats and Local Boards Act 1959 provides for the conduct of elections to the Panchayat Raj bodies by direct ballot. Under the provisions of the said Act, the Karnataka Panchayats and Taluk Boards Elections Rules 1959 have been issued with a view to provide a detailed procedure for holding elections to the Panchayat Raj Institutions.

The terms of office of members of Panchayats and Taluk Boards is for a period of four years. Government may extend the normal terms of Panchayats and Taluk Development Boards by two more years but not exceeding six years in aggregate. The Act empowers Government to appoint Administrators or Administrative Committees if the elections to Panchayat Raj Bodies have not legally been held or due to the removal of Presidents of Taluk Boards or Chairman of Village Panchayats.

The first general elections to village panchayats and Taluk Development Boards were held in the year 1960 and then second time in 1963. The third elections of Village Panchayats and Taluk Development Boards were due to be conducted in February 1972. But in view of the national emergency, scarcity and drought conditions and other local difficulties the elections were postponed. Now the elections to Village Panchayats are proposed to be held in the month of May 1978.

2.4 FUNCTIONS OF PANCHAYAT RAJ BODIES:

VILLAGE PANCHAYATS: The obligatory and Discretionary duties of the village panchayat is given in section 42 and 43 of the Act. The panchayats are entrusted with all civil and development functions in the area under its jurisdiction. The Taluk Board may transfer certain institutions for maintenance under section 44. In addition, Government assigns certain functions under section 46 regarding maintenance of village forest, maintenance of waste land & posture lands. Government may vest certain lands to Village Panchayats for maintenance.

The village panchayats, due to meagre income, are not in a position to discharge their duties efficiently. It is observed that the village panchayats have not done well in providing drainage facilities and improving sanitation, village lighting is the obligatory function of the village panchayath. But it is observed in number of cases the village lighting facility is discontinued even in cases of electrified villages due to non payment of electrical charges.

In spite of vesting the properties such as gomal and other waste lands by Government to Village Panchayats, the Village panchayats are still not in a position to maintain them well and improve them. The Village Panchayats still feel that the removal encroachment of such lands vested is still the responsibility of Government.

The Village panchayaths shall constitute the Committees under section 51 of the Act.

1. Agriculture Committee
2. Health Committee
3. Village Industries Committee

These Committees should assist the village panchayats in **discharging** its duties efficiently.

But it is observed that the sub-committees are not constituted by the Village Panchayats in number of cases. In village panchayats where the committees are constituted they are not regularly meeting. Let alone the sub committees even the Village Panchayats are not regularly meeting as contemplated in the Act.

Under section 83(4) it is provided that a gramasabha meeting inviting all adult residents of the village must be held once in year for placing the Annual accounts and obtain the approval of the budget. This is almost similar to the general body meeting of the co-operative institutions. But in reality it is noticed that the gramasabhas were held in some Village Panchayats in the beginning. But it is not at all being held.

TALUK DEVELOPMENT BOARDS:

The Taluk Development Board has number of obligatory and discretionary duties as detailed in section 130 & 131 of the Act. It is the taluk level Executive Panchayath Raj body which actually is responsible for the entire development programme in the taluk. It is also to supervise and control the activities of the development block. They are the agencies through which the plan and non plan schemes of different development departments are implemented.

The following departmental schemes are implemented through the Taluk Development Boards.

1. Agriculture
2. Animal Husbandry
3. Development village forest
4. Maintenance of tanks with less than 10 acres atchka
5. Industries
6. Maintenance of Rural Ayurvedic dispensaries
7. Welfare programmes of S.C.s and S.Ts.

The taluk boards have been executing these programme very efficiently which is being appreciated by the Government and the people. But due to reduction in income due to revised policies, the Taluk Boards have not been able to discharge their duties as efficiently as they use to be in earlier years.

Under Section 124 of the Act, the Taluk Board shall constitute

- i) Standing Committee
- ii) Audit Committee and
- iii) Public Health Committees

These Committees are normally constituted. But they are not held in periodical intervals.

DISTRICT DEVELOPMENT COUNCILS:

The District Development Council, the District level body of Panchayath Raj Administration is only an advisory body. It reviews and co-ordinates the working of the Taluk Boards. It is incharge of the preparation of District Plan. It meets in periodical intervals to discharge its duties.

2.5 FINANCES:

Village Panchayats: Under the Karnataka Village Panchayat and Local Boards Act 1959, the income of the village panchayat consists of mainly (1) Taxes and fees collected, (2) Income received from its remunerative assets and the properties vested in it by the Government and (3) 30% L.R. grant in general and 10% L.R. as discretionary grant.

The table No.1 shows the details of tax resources of the Village panchayat.

The Village panchayats have, normally a very meagre income. They have not tried to increase their resources. Even though the act provides for revision of taxes once in four years, majority of the V.Ps in the state have not been doing this regularly. Even the tax levied is not being regularly collected.

The annual demand of all the V.Ps in the state is approximately Rs.1.5 crores. There is an arrears of Rs.2,63,68,781/- as on 31.3.1977 to be collected. The divisionalwise details of D.C.B. of V.P taxes is given in table 3.

The grants received by the V.Ps is to the tune of Rs.1.4 crores per year. The details are shown in Annexure 4.

TALUK BOARDS:

The Taluk Board finances include mainly (1) duties on transfer of immovable properties, market tax, income from other aspect (ii) 50% of the LR grant & discretionary grant of LR 10% and (iii) funds relating to Community development.

Annexure (2) shows the taxation resources of the Taluk Boards.

The income by transfer of immovable properties has gone down in every taluk due to change of policies which has effected the registration under LR 50% & 10% grants, a sum of Rs.2.52 crores is normally given to the 175 taluk Boards as per Annexure 4.

Due to increased expenditure on the establishment of Taluk Board Hospitals, the Boards are feeling difficult to attend other obligatory functions. In spite of it the Taluk Boards are spending nearly 1.15 crores on amuliation of SCs & STs as shown in Annexure 5.

ANNEXURE-1

TAXATION RESOURCES OF V.Ps IN KARNATAKA

I. COMPULSORY TAXES: Section 73 Schedule I page 175

- a) i) Tax on buildings i) 8% of the annual letting value per annum;
 ii) Tax on lands not subject to agricultural assessment. ii) Rs.1/- per 100 Sq.yds.per annum.
- b) Professional tax
- | | <u>Monthly income</u> | <u>Half yearly tax</u> |
|------|-----------------------|------------------------|
| i) | Rs.1000 & above | Rs.12-50 |
| ii) | Rs.500 to 1000 | 6-00 |
| iii) | Rs.300 to 500 | 3-00 |
| iv) | Rs.200 to 300 | 2-00 |
| v) | Rs.100 to 200 | 1-00 |
| vi) | Rs. 50 to 100 | 0-50Paise |
| vii) | Rs. 30 to 50 | 0-20 " |
- c) Vehicle tax(other than motor vehicles)
- | | | |
|------|--------------------|---------------|
| i) | 4 wheeled vehicles | Rs.10-00/year |
| ii) | 2 wheeled | 6-00 -do- |
| iii) | carts | 4-00 -do- |
| iv) | Bicycle | 2-00 -do- |
- d) Market Fees.
- e) Taxes on Fares and entertainments
- f) Fee on market, bus stand etc.
- d) Water taxes.

ANNEXURE-2TAXATION RESOURCES OF TALUK DEVELOPMENT BOARDS IN
KARNATAKA.

- I. Compulsory Taxes -
- II. Optional Taxes:
- i) A duty on transfer of immovable property upto 3% (Sec.164)
 - ii) A tax on animals brought for sale in the markets established by Taluk Development Boards not exceeding 25 paise per animal (Sec.164).
- III. Assignments
- (Sec.165(i))
 - i) L.R.Assignment - Amount equal to 50% of the L.R.actually collected.
 - (Sec.165(2))
 - ii) L.R.Assignment - Amount equal to 10% of the Land Revenue actually collected (For specific purpose).
- IV. Matching Grant. -
- Miscellaneous:
- Local Cess (Sec.163)
- 1. 12 paise per every rupee compulso:
 - 2. Maximum that could be levied by the Taluk Development Board is 25 paise for every Rupee.
- Rents & Fees:
- License Fee (Sec.167)
- License fee varies for the places in which machinery/manufacturing plant driven by power other than Electricity (P.529).
- Fee on Shandies, Markets and Fairs
- According to the schedule.
- License fee regulating certain trades
- Section 143 schedules (Page 172)

ANNEXURE 3

The demand, Collections & Balance of V.P.Taxes in the State.

Name of Divisions	Arrears as on 1-4-76	Demand for 1976-77	Total	Collection during 76-77	Balance
Mysore	80,69,641-00	21,25,547-00	1,01,95,188-00	36,57,330-00	75,37,849-00
Bangalore	65,32,275-00	63,91,570-00	1,29,23,845-00	55,29,353-00	73,94,490-00
Gulbarga	66,59,107-00	30,29,061-00	96,88,168-00	32,11,219-00	64,76,949-00
Belgaum	69,79,381-00	31,80,366-00	1,01,59,747-00	42,00,254-00	59,51,493-00
	2,82,40,404-00	1,47,26,544-00	4,29,66,948-00	1,65,98,167-00	2,63,69,781-00

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ANNEXURE-4

INCOME, EXPENDITURE AND GRANTS RECEIVED FROM GOVERNMENT
DURING THE YEAR 1971-72 to 1975-76 BY TALUK DEVELOPMENT BOARDS

Year	Income	Expenditure	Grants received from Government
1971-72	6,42,84,164-00	6,62,86,624-00	2,36,14,800-00
1972-73	7,14,46,493-00	6,42,48,363-00	2,55,40,029-00
1973-74	6,12,05,169-00	6,50,30,739-00	2,24,16,874-00
1974-75	8,97,42,838-00	6,84,23,218-00	2,48,11,426-00
1975-76	7,98,14,198-00	7,30,41,832-00	2,51,94,850-00

INCOME, EXPENDITURE AND GRANTS RECEIVED FROM GOVERNMENT DURING
THE YEAR 1971-72 to 1975-76 BY VILLAGE PANCHAYATS.

Year	Income	Expenditure	Grants received from government
1971-72	2,82,85,526-00	3,39,25,244-00	1,91,08,676-00
1972-73	3,68,73,146-00	3,24,27,285-00	1,33,02,994-00
1973-74	3,89,96,301-00	2,86,98,473-00	2,05,53,118-00
1974-75	4,01,94,966-00	3,50,18,067-00	1,33,86,790-00
1975-76	4,21,39,959-00	3,78,44,732-00	1,36,06,926-00

ANNEXURE 5

Statement showing the reservation of 18% of Taluk Development Board funds and expenditure to the end of December 1977 in the State.

Sl. No.	District	Allotment	Expenditure	Balance
1.	Bidar	3,30,486	1,54,461	1,75,925
2.	Bijapur	7,84,082	2,13,743	5,70,339
3.	Belgaum	8,42,443	3,02,410	5,40,033
4.	Mandya	6,28,259	2,95,292	3,33,017
5.	Mysore	6,74,249	3,66,015	3,08,234
6.	Chickmagalur	3,17,958	1,56,409	1,61,549
7.	Raichur	10,41,207	0,04,392	10,36,815
8.	Hassan	4,83,129	1,95,730	2,87,399
9.	Bangalore	7,97,276	2,17,103	5,80,173
10.	Shimoga	3,51,245	1,55,679	1,95,566
11.	Mangalore	2,74,897	1,73,272	1,01,715
12.	Kolar	6,32,715	1,89,809	4,42,906
13.	Karwar	5,51,300	2,42,254	3,09,046
14.	Coorg	2,53,800	1,33,902	1,19,898
15.	Tumkur	5,67,526	2,79,125	2,88,401
16.	Chitradurga	3,71,189	2,10,898	1,60,291
17.	Gulbarga	11,78,634	6,39,764	5,38,870
18.	Dharwar	9,91,847	5,35,244	4,58,603
19.	Bellary	3,97,294	3,15,179	82,115
		1,14,69,626	47,78,681	66,88,895

SOME PROBLEMS OF VILLAGE PANCHAYATHS3.1: The village panchayat financially not a viable unit:-

Due to constitution of the village panchayat under Section 3 of VP & LB Act 1959, the jurisdiction of the VPs will be normally one village in case of Revenue village with more population and a group of 3 or 4 small villages in case of Revenue villages with lesser population. As a result the income of the V.P. will not even be Rs.1000/- per annum. Since they are small in size and financially not viable units they are not in a position to discharge their duties efficiently. As a result the minimum facilities required to the people is not being extended by the V.P. Hence it may be desirable to have big contiguous viable units consisting of population ranging from 5000 to 10000 with an income of Rs.10000/- to Rs.15,000/- per annum.

In case of Malnad and hilly tracks it may be relaxed to a population of 2500 with an income of Rs.7500/- per annum. This will reduce the number of V.Ps and make them viable units with increased income.

3.2: WORKING OF PANCHAYAT SECRETARIES:

The village panchayaths with less than 12000 population are being managed by the village accountants of the revenue department as ex-officio Panchayat Secretary. At present the Village Accountants are not evincing interest in V.P. work and their concentration is moved towards revenue work from which establishment they are borne. Due to their non-availability to the V.Ps the Village Panchayat meetings are also not regularly held. The V.P. taxes are not collected and the V.Ps have almost become helpless for want of secretary.

It may be desirable to have separate panchayat Secretaries as the V.Ps cannot be allowed to suffer by this gap any more.

3.3 REVISION OF TAXES BY V.Ps.

Even though the revision of tax is to be made once in four years there are village panchayats which have never revised their taxes from the inception of the Act. This is not being done because the elected representatives do not wish to become unpopular by revising tax. Hence it is necessary for the Government to fix up certain years in which taxes should be revised on the approved scale by the Deputy Commissioner of the respective District.

3.4 Audit of Village of Panchayats:

The problems are faced in two points. One for producing records for audit and other in complying the audit objections. It is with greatest difficulty the accounts are being audited at Taluk level. The audit reports are not complied systematically.

Hence, for each taluk, an audit check should be at Taluk Board Office to get the compliance by periodically reminding the village panchayats.

3.5 Supervision and control over panchayaths:

Under the Act, the Assistant Commissioner of the subdivision has the power to control supervise and take action on V.Is and T.D.Bs. Since the Assistant Commissioner is busy in revenue matters he may not be able to pay full attention to V.P.matters.

The Block Development Officer who is the Chief Executive Officer of the T.D.B. is supposed to have full control over the panchayats, but he has no statutory power over the VPs excepting the V.I.Budgets. The Panchayat Extension Officer who is guiding assisting the V.Ps has also no statutory powers under the Act. Hence it is necessary to delegate certain

powers to E.O(Panchayat) and to the Chief Executive Officer in the interest of improving V.P.administration.

At present there is one E.O.(Panchayat) for a taluk irrespective of the village panchayats in that taluk. It may be desirable to have one Extension Officer(P) for 50 village panchayaths and 2 in case where there are more than 50 VPs.

3.6 RELATIONSHIP OF V.Ps & TALUK DEVELOPMENT BOARDS:-

At present there is no linkage between the village panchayath and the Taluk Board. Due to this, whatever decision taken at the Taluk Board will not be known to the W.P. and the programmes are not channeled through village panchayat. It may be desirable to have some linkage as it is seen in the neighbouring states.

If the V.P.Chairman are made the members of the Taluk Board Member, they may feel the responsibility better.

MEMORANDUM ON PANCHAYATI RAJ-(NEED FOR A CONSTITUTIONAL AMENDMENT)

SUBMITTED BY

SHRI S.K.DEY ON BEHALF OF A DELEGATION OF THE ALL INDIA PANCHAYATI PARISHAD ON MAY 20, 1976, TO SARDAR SWARAN SINGH, M.P. CHAIRMAN OF THE CONSTITUTION AMENDMENT COMMITTEE APPOINTED BY THE PRESIDENT ALL INDIA CONGRESS COMMITTEE.

- - -

INTRODUCTION:

It was recognised round the world that the rural life is indivisible, and all efforts to raise it to higher levels must of necessity to be interrelated. Strictly according to this conclusion the Government of India, soon after Independence, established the concept of Community Development as an approach to rural development encompassing more than eighty percent of her population, and the National Extension Service as an official agency to implement an integrated Rural Development programme. It was realised at the very inception of the programme that, if people were to be the main objectives of development and not merely the things about them, and development were to be enduring and integrated, there should be the closest of association of people with every aspect of the programme. A "Block Advisory Committee" consisting of village representatives nominated by the Collector of the District came in as the first instalment of a "Government programme with people's participation".

As the "B.A.C." was found ineffective, the administrative order soon followed to raise B.A.C. to B.D.C.- the Block Development Committee - so that their recommendations would be considered mandatory unless amended by the District Development Council. This too was found wanting. Meanwhile the Balwant Rai Mehta Committee went into action to devise how a "Government programme with people's participation" could be transformed into a "People's programme with Government participation". Followed what was recommended as "Democratic Decentralisation" by Balwant Rai Mehta Committee - in early 1958 and which was christened "Panchayati Raj" by Jawaharlal Nehru, the first Prime Minister of India.

Panchayati Raj, according to Jawaharlal Nehru, had the seeds of basic growth of our Democracy in consonance with the concept of Mahatma Gandhi who had defined Swaraj.

"Not as a concentration of authority in a few, but the acquisition of the capacity in the many - to regulate authority when abused".

Jawaharlal Nehru went all out without mental reservation to recommend the ushering in of Panchayati Raj throughout India with adequate devolution of authority, responsibility and resources. The years that have elapsed since 1959 when P.R. was first inaugurated by Nehru, have seen many a vicissitude of fortune in these grass-roots institutions on which depends so very much of our democracy above, in substance.

A review of the P.R. Programme by States, Universities and other agencies reveal features which can broadly be summed up as follows:

- i) Devolution of genuine authority, resources and responsibilities, has been tardy and very meagre with the exceptions of Maharashtra and Gujarat.
- ii) Elections (the safety valves) have been unconscionably erratic and irregular
- iii) Audit has been perfunctory
- iv) There has been wide spread allergy to sharing of administrative and political authority with P.R. both at official and political levels.

The All India Panchayat Parishad held its sixth National Sammelan at New Delhi in March 1973, to review the whole position of P.R. as had emerged by then. The Prime Minister of India opened her precious message to this national gathering by stating "the fundamental approach of Democracy is not only that power flows from the people but that people should be associated in the largest possible numbers with decision making and the wielding of authority". President V.V.Giri in his inaugural address to the Sammelan mentioned - "In the states where adequate resources and power could be transferred to Panchayati Raj bodies, the system has shown results; elsewhere its performance has remained ineffective.

Growth of panchayati Raj institutions has witnessed the emergence of younger and progressive leadership in our villages which is providing these bodies with new dynamics of development". "The other side of the picture in the Panchayat today", he added, "is that it is more used as a pawn in local power politics at the cost of development programmes. This has resulted in unusual delay in holding elections in many places. These are unhappy trends. We have to get over our reluctance in decentralising power and authority if we have to ensure our democracy to grow from grass-roots". The A.I.P.P. Sammelan accordingly passed a resolution in this behalf as follows:-

"The Central Government is urged to take immediate steps for appropriate amendments in the constitution where by the P.R. institutions are endowed with constitutional status, role and resources in a manner that these institutions become units of Government at their own level and are not subject to extraneous pressures in their functioning. The A.I.P.P. is urged to take this matter up with the Government of India as a high priority".

The A.I.P.P. has examined this matter in all aspects over the last three years in the light of Article 40 in the Directive Principles of our Constitution. It would like to take this opportunity of presenting before the Special Committee for amendment of the Constitution of India, headed by Sardar Swaran Singh, appointed by the President, All India Congress Committee. The A.I.P.P. is convinced that as in other fields covered by the admirable concepts adumbrated in the Directive Principles of our Constitution, an amendment such as follows will go a long way to ensure speedy action in the healthy growth of democracy in India-Political, economic and social-from the roots as envisaged by our Prime Minister.

AMENDMENTS

First Article

i) There shall be an organic system of Panchayati Raj institutions - Local Government Institutions - Springing from the gram sabha (the base composing the adult population of the lowest tier (in the system covering one or more villages) at village panchayat, Block or Tehsil and at the District levels. The institutions will be entrusted to bodies elected in accordance with law.

ii) Every such body shall, subject to this Constitution and the laws enacted by the respective State Legislature, perform within the appropriate administrative unit, such functions as shall be prescribed by Parliament or the respective State legislature which may include functions relating to -

- a) Administration and the work of public officers
- b) Formulation and implementation of plans relating to public services, economic and social development.
- c) Promotion of the implementation of economic and social legislation enacted from time to time by the State or the Central Government.

iii) As in the case of the Centre vis-a-vis the States, there will be a list of subjects prescribed for the P.R. institutions as subjects which are concurrent with the State, and as subjects which are exclusive to the P.R. institutions themselves.

Second Article

Panchayati Raj, as institutions for grass roots democracy being indivisible from the basic concept of democracy to which the Republic of India is pledged, the subject of Panchayati Raj shall be, one concurrent with the state. The responsibility of the centre will broadly be promotional so as to ensure-

a) That State legislation confirms in basic features to a model legislation that the centre will draft in consultation with the states.

b) That there is genuine devolution of democratic authority and responsibility to P.R. institutions such as will enable them to discharge their role with progressive increase in competence and initiative in the institutions as well as in individual members.

c) That P.R. institutions enjoy devolution of resources with adequate authority to develop resources of their own through taxation, direct or indirect, or through creation of revenue yielding assets, and to prepare their budgets and to maintain funds.

d) That elections to P.R. institutions conform in time interval and otherwise, to all India norms adopted for general elections to parliament and State legislature.

e) That activities of P.R. institutions are subject to periodic audit by an agency independent of administration as is the case with those of Central and State Governments.

f) That there are administrative incentives to efficiency and integrity, and deterrants against malfunctioning of P.R. institutions.

STATEMENT OF OBJECTS AND REASONS FOR INTRODUCING

PANCHAYAT RAJ BILL 1970 AS FORMULATED BY SRI KONDAJJI BASAPPA
COMMITTEE.

The Mysore village Panchayats and Local Boards Act, 1959 was brought into force from the 1st November 1959 and Village and Town Panchayats Taluk Boards and District Development Councils were constituted under the provisions of the said Act. Representations and suggestions were made to Government from time to time that the Act should be amended with a view to making the Panchayatraj institutions more self-sufficient so as to enable them to take up development programmes entrusted to them efficiently and expeditiously. The Mysore Resources and Economy Committee also examined the position of these local bodies and recommended that in addition to the Panchayats and Taluk Boards there was necessity to establish a strong body at the District level, which should be made the prime democratic local body in the State with not only control and supervision over the Taluk Boards and Panchayats in the district but with wide functions and powers to take up and execute all development works and plan schemes upto the district level.

2. Government, therefore appointed in October 1962 a Committee headed by Shri Kondajji Basappa, the then Deputy Minister for co-operation with some members of the Legislature and other non-officials and three officers of Government as members to make recommendations on the changes necessary in the Mysore Village Panchayats and Local Boards Act, 1959. The Committee examined the matters entrusted to them, visited the neighbouring States of Tamilnadu, Andhra Pradesh and Maharashtra, to study the working of the Panchayatiraj Institutions there and made recommendations on the constitution, functions and finances of these bodies. In the main, the Committee recommended the setting up of executive Zilla Parishads to be in charge of all the present functions of the development Departments of Government at the district level, the continuance of Taluk Development Boards with some changes in their constitution, functions and finances and the

continuance of village and Town Panchayats more or less in the form in which they are working at present. Based on the recommendations of Sri Kondajji Basappa Committee, a Bill entitled the Mysore Panchayatiraj Bill was introduced in the Legislative Assembly and was referred to a joint Select Committee. The Bill as revised by the Joint Select Committee could not be proceeded with consequent upon the dissolution of the Legislative Assembly.

3. In the meantime Government took a decision to take over 100 percent of the land revenue collection of the State to the Village Panchayats and Taluk Boards by raising the grant to the Taluk Development Boards from 20 percent to 50 percent of the land revenue collection of the Taluk and also to increase the discretionary grant that is being paid to the Taluk Boards and Village Panchayats from the land revenue assignment from 5 percent to 10 percent. In view of the increased activities of the Taluk Boards, it was proposed to provide for increase in the rate of local cess leviable, upto a maximum of 25 paise on every rupee of the land revenue on the request of the Taluk Boards. It was also decided to entrust the collection of taxes to the Village Accountants so that the collection work might be more effective. There were also other matters which required immediate action and which necessitated amendments to some sections of the Mysore Village Panchayats and Local Boards Act, 1959. Hence, the Mysore Village Panchayats and Local Boards (Amendment) bill, 1970 was placed before the Legislative Assembly during January 1970 and has since become an Act. This Amendment Act, besides providing for the three matters referred to above, makes provision for the appointment of Administrators to the Taluk Development Boards where elections have been stayed by a court or a competent authority, levy of pilgrim fees, apportionment of shandy revenue between Taluk Boards and Panchayats, and Government directing persons in custody of Panchayat Fund or the Taluk Board Fund to pay certain dues etc.

4. A comprehensive Panchayatiraj Bill based, in the main, on the provisions of the Bill as reported by the Joint Select Committee and incorporating the provisions made in the Mysore Village Panchayats and Local Boards (Amendment) Act, 1970 and also a few other changes, has therefore been proposed. Hence this bill. The main features of this bill are :-

(1) Zilla Parishads are proposed to be constituted with elected Chairman and with (i) members directly elected on the basis of adult franchise (ii) ex-officio members (iii) members of the Legislature and the Parliament (iv) associate members. The Zilla Parishad will be incharge of the development activities at the district level in the fields of Community Development, Agriculture, Animal Husbandry, Communications, Public Health, Minor irrigation, Industries, Co-operation, Primary and Secondary Education, Fisheries and Horticulture. It will have an officer of the status of a Deputy Commissioner as Chief Executive Officer.

(2) the Taluk Development Boards will be continued more or less in the form in which they are working at present with the Chairman of the Taluk Agricultural Produce Co-operative Marketing Society and the Chairman of the Taluk Land Development Bank as associate members;

(3) the Village and Town Panchayats will continue in their existing form;

(4) there will be special representation for women and for Scheduled Castes and Tribes on all the three bodies;

(5) Out of the 100 percent land revenue that would be made over to the Panchayatiraj Institutions, it is proposed to allocate 30 percent to the Panchayats, the Taluk Development Boards and Zilla Parishads respectively, the remaining 10 percent will be paid to the Panchayats and the Taluk Development Boards at 5 percent each.

(6) the State Government will levy a local cess at the rate of 12 paise in the rupee on all items of land revenue and the cess so collected will be paid to the Zilla Parishad.

In addition, on the recommendation of each of these three Panchayatiraj bodies Government will levy an additional local cess not exceeding 50 paise in the rupee of land revenue in the area within the jurisdiction of each of these bodies;

(7) besides making over the land revenue income and the proceeds of the local cess to these bodies it is proposed that the Government should make a matching grant to each of these three bodies within the jurisdiction of which the additional local cess is levied of an amount equal to the amount collected by way of cess by these bodies;

(8) all secondary and primary schools run by Government and Taluk Boards will be entrusted to the Zilla Parishads and on such transfer, the assets and liabilities pertaining to such schools shall stand transferred to and vest in the Zilla Parishad and the staff will be treated as Government servants and their services will be placed at the disposal of the Zilla Parishads;

(9), the salaries of the Chief Executive Officer, Chief Accounts Officer, Deputy Chief Accounts Officer working in the Zilla Parishad and of the other staff of Government working with the Panchayatiraj bodies will be met by Government from the consolidated fund;

(10) provision has been made in the Bill for the constitution of Nyaya Panchayats in the State;

(11) A State Council for Panchayatiraj will be constituted to review the working of the Panchayatiraj bodies and to advise Government on all general questions relating to Panchayatiraj Administration.

GIST OF RECOMMENDATIONS MADE AT DISTRICT LEVEL
CONFERENCE HELD IN DIFFERENT DISTRICTS.

The District seminars of Village Panchayat Chairmen were held as follows:

1. Bidar	5-5-1977	5. Belagann	4-10-1977
2. Gulbarga	5-9-1977	6. North Canara	7-10-1977
3. Raichur	20-9-1977	7. Dharwar	24-10-1977
4. Bellary	22-9-1977	8. Bijapur	27-10-1977

In all the District level conferences, they have discussed the existing situation and have recommended as follows:

1. CONSTITUTION OF VILLAGE PANCHAYATHS, TALUK BOARDS AND DISTRICT DEVELOPMENT COUNCILS: Almost all the seminars have recommended that the population of the Village panchayath should range between 2500 to 3000 to make the VPs administratively & economically viable. For constitution of Town Panchayath they have expressed that the population must be 5000 with an income of not less than Rs.12000/- per annum

2. ELECTION: Almost all the District level seminars have recommended the election of V.P. Chairman should be the members of the Taluk Board. Some of the seminars have recommended that the Jilla Parishat should be headed by the elected non official members.

3. RESOURCES: a) Regarding resources, the common opinion appears to be that there must be per capita annual grant of Rs.10/- and Rs.10/- or 15/- to VPs and Taluk Boards respectively as the income has considerably been reduced to local bodies due to new policies. This is in lieu of I.R.grants given to facilitate execution of development works according to need.

b) All the seminars have recommended that the House Tax should be levied on the basis of valuation of houses instead of its rental value.

4. WORKING OF VILLAGE ACCOUNTANTS AS V.P. SECRETARIES:

All the seminars are thoroughly dissatisfied with the working of the Village Accountants as V.P. Secretaries. Hence they have suggested that out of the total Village Accountants in each taluk, 50% of the Village Accountants to be kept under revenue and other 50% under Chief Executive Officer of Taluk Board to place in charge of the Revenue and V.P. works respectively independently. This will not involve any additional expenditure to Government and will improve the administration.

5. CONSTITUTION OF PANCHAYATH RAJ DIRECTORATE:

- a) They have strongly recommended for the constitution of a separate Directorate for Panchayath Raj Administration.
- b) They have recommended a Panchayath Extension Officer for every 30 Village Panchayaths.
- c) They have also recommended an officer to be appointed of District Development Assistants Rank at Sub Divisional level with the powers of the Assistant Commissioner.

The recommendations made by the different District level seminars are given here for the information of the delegates participating in the workshop.

CONSTITUTION OF PANCHAYATH, TALUK BOARD AND DISTRICT DEVELOPMENT COUNCILS

- DHARWAR:
1. The panchayaths with a population of 2500 to be constituted instead of 1500 VPs with more than 10000 income even with less than 5000 population may be constituted as Town Panchayaths
 2. The Village Panchayath Chairmen should be member of Taluk Develop Board and an Executive Council of 15 to 19 members to be constituted from out of these elected chairmen to administer the Taluk Board.
 3. The Taluk Development Board Presidents will be the members of District Development Councils - and the D.D.C. will elect its' present.
 4. The duration of the elected bodies must be for a period of 5 years instead of 4 years.
- BIJAPUR:
1. The population of each V.P. should be between 2500 to 5000.
 2. The Seminar has recommended to give effect to Kondajji Sasappa's report regarding constitution of Village panchayaths, Taluk Development Boards and Jilla parishats
 3. They have suggested that V.P. Chairman should be elected by direct elections.
 4. The directly elected V.P. chairman should be member of the Taluk Development Board.

- BIDAR:
1. The population of each VP should be 2500 to 3000 to make the VPs viable and has suggested to have 9 to 15 members.
 2. The Chairman should be elected directly where as the Vice-Chairman will be elected by indirect elections.
 3. All the V.P.Chairmen should be the, T.D.B.members.

NORTH CANARA:

1. No need for change of the constitution of Village panchayaths from the existing Act. But the constitution of T.D.B. and D.D.C. to be reconstituted.
2. The V.P.Chairmen should be elected by the V.P.members and they should be the members of the T.D.B.
3. The District Development Council should have an elected chairman who should be a non-official.

BELGAUM

1. The population of each VP should be 2000 to 3000. The minimum income of Town Panchayath should be Rs.20000/-
2. To have proper relationship between V.P. & T.D.Bs the V.P.Chairmen elected by V.P.Members should be the Taluk Development Board members. The T.D.B. members should not be directly elected. The act requires to be ammended accordingly.
3. The Jilla parishat will continue as it is.

- RAICHUR:
1. The VP should have 2000 population and the elections should be as it is.
 2. The Act should be amended to make the VP chairman as member of the Taluk Development Board.

- GULBARGA
1. The V.P.chairman should be elected by direct election and no confidence motion against the chairman could be decided in Gramasabha.
 2. The V.P.Chairman should be the Taluk Board members.

RESOURCES

- DHARWAR:
1. Govt. to pay the grant of Rs.10/- and Rs.15/- per head per anum to VPs & TDBs respectively.
 2. The panchayaths should levy taxes on street lights and the house tax should be fixed on the valuation of the house than its rental value.
 3. The revenue in cattle shandy should go to the VPs concerned.
 4. There must be Finance corporation for panchayat raj bodies to take financial assistance whenever required and wherever possible.

UJAPUR:

1. The Seminar has opined that the VPs and T.D.B.s get less grants when the allotment of grants is based on Land revenue collections as the L.R. collections may be less due to draught conditions. Hence they have suggested that a per capita of Rs.10/- to be given to VPs & TDBs both according to population.
2. They have agreed with 2 and 3 of Dharwar.

RESOURCES (CONTD)

BELLARY:

1. They have also suggested to request Government to pay per capita of Rs.10/- as L.R. 30% is not enough to meet even the election charges of the V.Ps.
2. They have agreed to levy the tax on the basis of valuation instead of rent
3. The income of ferries should go to VPs instead of TDBs.
4. Stamp duty on transactions belonging to the V.P. area should come to the respective village panchayath.
5. The Village panchayath should get all the revenue out of sandy, jagra etc., in its area.
6. Tax levied on Irrigation pumpsets to be debited to the panchayath concerned.
7. It has also opined that some percentage of excise revenue to be paid to the Village panchayaths.

BIDAR:

1. The Village panchayaths should be allowed to levy taxes on street lights.
2. The Village panchayaths should be authorised to issue Dakia chit for sale of cattle instead of police patel issuing it.
3. The house tax should be on the basis of valuation of the building and not on the basis of rental value.
4. The Village panchayath should get the sale realisation of fish in tanks and stone quarries in their jurisdiction. This revenue is being taken by fishery and Geology departments respectively
5. The professional tax should be the revenue of village panchayath.
6. The V.Ps and TDBs should be sanctioned a per capita of Rs.10/- by Government as grant.

NORTH CANARA

1. The Village panchayath should get 10% of the forest revenue or a per capita grant of Rs.10/- on the basis of the population.
2. The house tax should be on the basis of the valuation and not on rental value basis.

BELGAUM

1. 40% of L.R. to Village panchayath & 40% L.R. to Taluk Development Board should be given as grant. The quantum of grants are affected due to abolition of LR VP to 5 acres of dry land. Hence government should pay 25% of the profession tax collected to VPs.
2. The income of cattle fair should come to the panchayaths. If the collections are made by market committees 50% of the Revenue should be adjusted to concerned Village panchayaths.
3. To increase the revenue of the VPs some portion of forest revenue, per capita grant at Rs.10/- portion should be adjusted to V.Ps.
4. The entire house tax should be collected and the house tax to be levied on the basis of valuation of the building & not on the rental value

RESOURCES (CONTD)

- RAICHUR 1. Per capita grant of Rs.10/- to be given to the village panchayaths per anum.
2. Wherever the Regulated Market Committees are constituted, the ~~income~~ income of the committee to be shared with Village panchayaths and Taluk Development Boards.
- GULBARGA : Per capita grant of Rs.10/- to be sanctioned to village panchayaths per anum.

ADMINISTRATION

Dharwar: 1.-At present the Village accountants are working as as V.P.secretaries also, But their work as panchayath secretary is far from satisfactory. The village panchayath should have its independant secretary, the salary of whom will be borne by Government. If it is not possible, half of the Village Accountants in each taluk may be kept at the disposal of C.E.O. Taluk Developer Board to keep them in charge of VPs and to directly work under Chief Executive Officer. This will not increase the expenditure on Government.

2. Under Section 221 and 223 of the VP & E.V. Acto 1959, provision is made for the constitution of the Karnataka local bodies service. Even after 18 years of introcetion of the bill nothing is done in this behalf. This is one of the reasons to the mal administration in panchayath raj bodies. Hence necessary attention to be given to this item early.

3. Hitherto, the recruitment of Block Development Officer was done by the Public Service Commission. Now that the Government have cancelled this and has proposed to take the services of the officers from different departments. The officers so drafted have failed to function as good extension workers. Hence it is resolved to fill up the posts of B.D.Os by promoting the E.O(P)s and by selecting among the Extension officers through Public Service Commission only.

4. The Village panchayath chairmen and members should be paid the D.A. of Rs.5/- for very meeting attended by them

5. Village panchayath members who absent for 3 meetings continuously held must be removed from the panchayath.

6. In member of village panchayaths, the house tax has not been revised from the inception. The revision of tax must be done once in 4 years. If any panchayath fails to do it, the Chief Executive Officer must be empowered to revise the tax. The section 76 to be amended accordingly.

7. The Audit of V.P. accounts should be done at V.P. office. The auditors intiate their programme well in advance to V.Ps and they should write down the audit notes in Kannada.

8. Permission of the Deputy Commissioner is necessary whenever the panchayaths want to deposit their money in banks. Whenever such requests are received the Deputy Commissioners should leniently view such proposals.

ADMINISTRATION (CONTD)

BIJAPUR: 1. They have expressed the displeasure regarding the working of Village accountants as V.P. Secretaries as they are not keen about V.P. work. They have agreed with the decision of Dharwar

2. The Village panchayath members to be paid D.A. of Rs. 3/- to Rs. 5/= and have agreed to remove the members who absent for 3 continuous meetings instead of 6. They have requested for the amendment of section 11 of V.P. & L.B. Act.

3. They have suggested to have one E.O. (Panchayath) for every 30 Village panchayaths instead of having one E.O. (Panchayath) for the taluk irrespective of the number of VPs.

4. The powers of the Assistant Commissioner as appellate authority should be delegated to the C.E.O. of the Taluk Development Board who is the immediate concern.

5. Regarding audit they have agreed with the decision of Dharwar.

6. The Survey department should help to maintain the grameetana and dimension of sites in VP office as the Revenue department maintains the details in respect of survey numbers.

7. They have suggested the amount of restriction expenditure rules in respect of following items.

- a) The delegation of powers of sanctioning of posts in VPs to be given to the Deputy Commissioner instead of Divisional Commissioner.
- b) Reception expenditure to be enhanced to Rs. 100/- instead of Rs. 10/- for village panchayaths.
- c) Relief to fire accident and calamities to be revised from Rs. 25/- to Rs. 100/- in each case.
- d) To sanction Rs. 100/- as grant in aid to youth clubs, Mahila Mandals, Shishuviharas and other local institutions.

8. The seminar has recommended for the constitution of a separate directorate for development and agreed with the suggestions made in Dharwar seminar.

BELLARY:

1. The village accountant should not be allowed to work as V.P. Secretary concurrently as he does not evince any interest in V.P. works. Hence they have suggested that 50% of the existing village accountants should be kept at the disposal of C.E.O. to work as V.P. Secretaries exclusively.

2. There must be a separate directorate to Panchayath Raj Administration. The Directorate to panchayath raj administration. The directorate should have its own staff from village to state level.

3. More powers to be delegated to the V.P. Secretary: to extract work from the Bill collector, clerk etc.

4. There are 60 - 70 - 80 village panchayaths in a taluk which is being supervised by one Extension Officer (Panchayath). There must be one E.O. (Panchayath) for 25 to 30 V.P.s.

ADMINISTRATION (CONTD)

BELLARY (CONTD)

5. As the work has increased in the V.P. jurisdiction, there must be a panchayath officer at Sub-divisional level to look after V.P. administration and at District level there must be a Senior Special officer to look after village panchayaths.

6. As the work load to the Assistant Commissioner for Revenue sub division is more, the powers of the Assistant Commissioner in respect of Village panchayath administration should be delegated to the Chief Executive Officer of the Taluk Board.

7. The Panchayath Raj department should be an independent department from village to state level, without any relationship with revenue as it is to-day. It should function like Horticulture, Agriculture, & PWD departments independently.

8. At present, the ministerial staff of Taluk Development Board is drafted by Revenue department. They waste lot of time in knowing different schemes under implementation such as Agriculture, Animal Husbandry, Horticulture, Public works and Family Planning etc.

BIDAR:

1. The Village Accountants work are not satisfactorily discharging their duties as V.P. Secretaries. It must be bifurcated. 50% of the Village Accountants should be kept under C.E.O, to function as V.P. Secretaries exclusively.

NORTH CANARA

1. The V.P. Secretary should be trained official, and his salary to be paid by Government.

2. The V.P. members should be paid D.A. of Rs.5/- to attend the V.P. meetings.

3. The section 221 and 223 of VP and LB Act should be put to action to improve the panchayath raj administration.

4. The V.P. administration should be in Kannada

5. The Panchayath raj training centres should not be closed. If they are closed they must be opened again as there is need for such training centres.

BELGAUM

1. The village accountants are not evincing interest in respect of V.P. works. There must be separate V.P. secretaries for V.P. work the salary of them to be borne by the Government. The salary should be disbursed through the Village panchayath.

2. It has suggested that the audit should be done by an internal audit party in development instead of local audit circle. The audit should be regularly done once a year as there are instances of audit once in 5-years by which time there will be change of chairman and accountants. The audit reports should be in Kannada.

Belgaum(contd)

3. There must be a separate panchayath raj directorate to improve the administration from village to state level.

4. The post of B.D.O. to be filled by promoting the E.O(Panchayaths)

5. The Government have not yet settled the position of Village Accountants from Bombay Karnataka area. They must be treated as Government officials.

RAICHUR: 1. Regarding working of Village Accountants, they have expressed their dissatisfaction and have suggested as per Dharwar Seminar.

2. At the Sub-Divisional level a District Development Assistant should be appointed exclusively to look after the panchayath administration.

3. A separate directorate to be constituted for panchayath raj administration to improve the administration.

OTHER SUBJECTSDharwar:

1. The Village panchayaths are empowered to remove the encroachment of village roads and Kaludari. The survey department should do this free of cost whenever required

2. Even the demarcation of Gramatana should be done by the survey department. Then only the VPs can take action for removal of encroachment.

3. 18% of the VP and TDB budgets should be earmarked for social welfare after deducting establishment expenditure, loans, and other accounts given for specific purposes. It should not be 18% of the Budget.

4. The Village panchayaths have executed bonds to Karnataka Electricity Board agreeing to pay the minimum charges for 7 years. In several cases this minimum charges are being recovered even ~~after~~ after 7 years. This requires to be examined.

5. Electricity should not be disconnected for non-payment of charges by V.Ps. The matter could be taken up with the C.E.O. of Taluk Development Board and recovery made.

6. The lands such as gomal and other waste lands vested in panchayaths have divested to Government under Section 49. These properties to be vested in Village panchayaths.

7. The election of VPs and TDBs to be held only after suggestions given regarding constitution is implemented.

BIJAPUR: Regarding electric arrears, same opinion of Dharwar seminar is expressed.

BIDAR: The Village panchayaths should get assistance from Khadi Gramodyoga to instal cow dung gas plants.

NORTH CANARA: 1. The Gomal and waste lands should be vested to panchayaths.

2. The decisions of the seminars should be implemented. It has observed with regret that it is not seriously considered by Government.

Belgaum:

1. The Development works taken up by Government and Taluk Development Boards should be executed through the Village panchayaths.

2. 18% to be reserved for welfare of SC and ST should be based on actual revenue and not on budget which includes the amounts received for specific purposes etc.

RANCHUR:

1. Necessary provision to be made to levy tax on street lights.

2. The entertainment tax is not being properly checked by commercial tax department which has resulted lesser income to Village Panchayaths in respect of cinemas and Drama houses. In Hyderabad Panchayath Act this power was delegated to village panchayaths. If this is provided in the act, the income can be increased.

MULBARGA:

At present the cheques written by Village Panchayath Chairman & Secretary are being encashed. A 'Pre-audit' arrangement should be introduced sanctioning the required staff at Taluk Board office to avoid mis-use of funds & defalcations.

NOTE: List of participants in the workshop will be communicated separately (Item No.7 of contents)

CONFERENCE OF PANCHAYATH CHAIRMEN OF MYSORE DIVISION
HELD ON 30TH AND 31ST AUGUST 1975

The following are the suggestions made and problems posed by the delegates in the Divisional Level conference

1. The Government should ensure that the farmers who produce food grains should get proper price for their produce.
2. The rise in prices of foodgrains is due to the intervention of middle men. Early remedial measures are necessary and they have to be enforced to stop such intervention and check the smuggling activities.
3. The illicit transport of foodgrains out of the borders is one of the reasons for the rise in prices. Strong action should be taken to check this smuggling activities.
4. In the distribution of foodgrains and control of prices at the village level, the panchayats and the co-operatives should work together. At present, there is no direct co-ordination between these institutions. This defect should be set right.
5. The Panchayats concerned should be kept informed of the food grains allotted to the co-operatives for distribution in the villages.
6. The rural parts should be provided with more water facilities.
7. Penal interest should not be charged on loans given for agricultural improvement.
8. Agro-Kendras should be established in backward areas by the Agro-industries Corporation and they should be run on "no profit no loss" basis.
9. The irregularities occurring in the co-operatives should be dealt with effectively and more help should be made available to the farmers from the co-operatives.
10. The prices of fertilisers must be reduced.
11. The ryots will be benefited if loans are given to them without interest for another five years.
12. The Panchayats should be enlightened about the part they have to play in land reforms.
13. Much difficulty is being experienced due to the village accountants not writing the correct PAHANI.
14. There are cases of land being granted to those already possessing lands; this should be remedied.
15. It is seen that persons have been chosen to serve on Taluk land tribunals who are not residents of that taluk and no justice can be expected from them.
16. Effective steps should be taken to stop encroachment of gomal lands.

17. Separate Secretaries should be appointed to Panchayats to make them work properly.
18. Every Panchayat should have a separate Panchayat office and the Secretary should be present at the office during stipulated working hours.
19. The royalty now being credited to Revenue Department, the Abkary revenue and 10% of the receipts from Forests may be allotted to the Panchayats for their development needs.
20. Houses should be constructed and allotted to village school teachers so as to make them to reside in the villages and do their school work properly.
21. 50% of the land revenue may be given to the Panchayats.
22. Panchayats should be invested with more powers.
23. District Conferences of Chairmen of Village Panchayats should be held.
24. The present allotment of Rs.2500/- is quite inadequate for the construction of low-cost dwelling-houses. At least Rs.4000/- per house should be sanctioned if the houses are to last at least for 30 years.
25. An aid of Rs.500/- is being given to each Harijan family for construction of low-cost dwellings. It is requested that poor families of other classes may also be given such aid.
26. Sites for dwellings may be allotted in the villages nearer to drinking water facilities.
27. The demand charge on irrigation pumpsets that are being levied by the Electricity Board may kindly be waived off.

CONFERENCE OF PANCHAYAT CHAIRMEN OF BANGALORE DIVISION
HELD ON 9TH AND 10TH NOVEMBER 1975.

The following are the resolutions passed at the conference of the Panchayat Chairman of the Bangalore Division.

1. The Conference welcomes the 20 point economic programme and also the 12 point programme for prohibition of drinking enunciated by the Prime Minister and pledges itself devotedly to the implementation of the programmes.
2. This conference requests the Government to direct the Revenue Department to furnish each Panchayat with a correct kula-war list of land-holders in each village to help implement the provisions of the land reforms and debt relief acts.
3. Every panchayat should prepare a list of landless in its area. The list so prepared should be sent to the land grant committee. The committee should distribute land according to the list. The conference requests the Government to give such a direction to all concerned.
4. The conference resolves to request every village panchayat to conduct a special meeting to acquaint the people with the ordinances promulgated by the Government regarding bonded labour, relief of rural debts and minimum wages to agricultural labourers. The conference requests the Government to instruct the officers concerned to be present at the meeting and to explain the ordinances to the public.
5. This conference resolves that as a part of the Silver Jubilee Celebrations of Gram Panchayats, a seminar of Panchayat Chairmen and members may be held in each taluk and discussions may be held about the schemes for the small and marginal farmers, famine relief, development of achkat areas, family planning, etc., and arrange for their implementation.
6. This conference agrees with the suggestions that the panchayats should be re-organised so as to make them economically sound and administratively efficient.
7. The conference requests the Government that the Panchayat units should be provided with the services of full-time secretaries specially appointed for the panchayats.
8. The conference pleads for changing the present method of allotting land revenue to the panchayats and Taluk Development Boards and requests to provide finance according to the population (per capita) of each panchayat and Taluk Development Board.
9. This conference is of the opinion that any Government land unauthorisedly occupied by any body for any length of time should be vacated under an ordinance from Govt.

BANGALORE DIVISION CONFERENCE:

10. The Government should make arrangements to provide the farmers with articles of necessity at controlled rates in accordance with their production capacity so that the farmers may not lose interest over their avocation.
11. This conference pleads strongly with the Government that encouragement should be given for the establishment of medium scale industries in order to solve the unemployment problem in the rural areas.
12. This conference requests the Government to see that rules for grant of loans to common people in the villages for development purposes are simplified so that they may get these loans through the co-operative banks or the Nationalised banks.
13. This conference requests the Government to change the present system of election to panchayats and Taluk development boards and to introduce a system whereby those elected as village panchayat chairmen are enabled to represent those panchayats in the Taluk Development Boards of their respective taluks.

PANCHAYATH RAJ

ZONAL CONFERENCE OF SOUTHERN STATES HELD IN BANGALORE

ON 10TH & 11TH SEPTEMBER 1976

The main recommendations of the conference are as follows:

With regard to the elections and patterns of Panchayati Raj Institutions the Conference recommended :-

1. Elections to Panchayati Raj Bodies long due now and must be held as early as possible and regularly in future.
2. It recommended direct election of village Panchayat Chairmen and Panchayat Samithi Presidents.
3. It called for establishment of a sound three-tier structure of organisations.
4. It urged that the Grama Sabha meetings atleast once in two years must be made compulsory.
5. Establishment of Planning Cells at the three levels of Panchayati Raj was recommended.
6. Provisions for adequate financial resources and decentralisation of administrative infrastructure to the Grass root level and creation of a separate development cadre has been recommended.

With regard to the resources of Panchayat Raj bodies the conference recommends:

1. Establishment of a viable Panchayat with a population of not less than 1000 with a potential of getting an income of Rs.10000/- per year which works out at the rate of Rs.10/- per capita.
2. Setting apart of not less than 25% of the budgetted expenditure of the State for Rural development works through the various Tiers of Panchayati Raj system.
3. The assessment and collection of taxes wherever there is no sound collecting authorities at the Village Panchayat level should be handed over to the Revenue Agency. There should be a quinquennial revision of assessment at the Panchayat Level.
4. All Programmes of Development expenditure in the State in the Panchayat area should be undertaken only consultation with Panchayat.

5. Panchayats should be permitted to avail loans for viable projects from Banks and other financial agencies and in this connection creation of a Panchayati Raj Finance Corporation is recommended.

On the problems of Weaker Sections, the Panchayati Raj Conference recommends as follows:

1. Recommended more funds may be made available to Panchayat to undertake welfare activities with regard to weaker sections. At least 20% of the Revenue of the State should be made available to the Panchayat for undertaking these activities.
2. Training should be provided particularly to the members of Panchayat of Weaker Sections to enable them to participate properly and effectively in the activities of these bodies.
3. The role of youth, women and their organisations to promote the welfare of weaker sections has also been greatly stressed.
4. Reservation of even the posts of Surpanchs and Presidents of Panchayati Samithies and Zilla Parishats for Scheduled Castes and Tribes is recommended.

Statement showing latest information pertaining to list of village panchayats and Town panchayats(District-wise) as on 1-4-77

1. Name of Divn. & District	No. of taluks	No. of villages	No. of towns	No. of panchayats		No. of Panchayats	
				Village panchayats	Town panchayats	Income less than Rs. 12000/-	Income of VP more than Rs. 12000/-
BANGALORE DIVISION							
Tumkur	10	2725	10	558	2	544	16
Kolar	11	3425	13	511	-	511	-
Bangalore	11	2683	11	605	3	558	47
Chitradurga	9	1481	10	445	1	438	7
Shimoga	9	2000	13	427	2	362	63
Total	50	12314	57	2546	8	2413	133
MYSORE DIVISION							
Mysore	11	1852	13	636	4	636	4
Mandya	7	1483	10	403	2	399	6
Hassan	8	2532	8	401	-	375	26
Chickamagalore	7	1115	3	255	-	243	12
Dakshina Kannada	8	684	20	437	8	361	75
Kodagu	3	297	10	108	-	103	5
Total	44	7963	64	2240	14	2117	128
BELGAUM DIVISION							
Belgaum	10	1136	39	520	36	478	42
Bijapur	11	1245	19	577	11	515	62
Dharwar	17	1359	23	597	22	540	79
Uttar Kannada	11	1352	8	223	1	213	10
Total	49	5092	89	1917	70	1746	193
GULBARGA DIVISION							
Gulbarga	10	1304	13	520	5	506	19
Bidar	5	620	2	293	1	259	15
Raichur	9	1496	15	696	15	317	94
Bellary	8	804	10	319	5	300	22
Total	32	4224	40	1528	26	1402	150
STATEMENT SHOWING LATEST INFORMATION PERTAINING TO VILLAGE PANCHAYATHS AND TOWN PANCHAYATS (DIVISION - WISE)							
1. Bangalore	50	12314	57	2546	8	2413	133
2. Mysore	44	7963	64	2240	14	2117	128
3. Belgaum	49	5092	89	1917	70	1746	193
4. Gulbarga	32	4224	40	1528	26	1402	150
Grand Total	175	19593	250	8231	118	7678	604

LIST OF TALUK DEVELOPMENT BOARDS -

BANGALORE DISTRICT (BANGALORE DIVISION)

1. Bangalore North
2. Bangalore South
3. Hosakote
4. Doddaballapura
5. Nelamangala
6. Anekal
7. Devanahalli
8. Ramanagaram
9. Magadi
10. Kanakapura
11. Channapatna

KOLAR DISTRICT

12. Kolar
13. Malur
14. Bangarpet
15. Mulbagal
16. Srinivasapur
17. Chikkaballapur
18. Gowribidanur
19. Gudibanda
20. Siddalaghatta
21. Bagepalli
22. Chintamani

TUMKUR DISTRICT

23. Tumkur
24. Kunigal
25. Gubbi
26. Tiptur
27. Chikkanaikanahalli
28. Turuvekere
29. Madhugiri
30. Sira
31. Pavagada
32. Koratgere

CHITRADURGA DISTRICT

33. Hiriyur
34. Challakere
35. Molakalmuru
36. Davanagere
37. Harihar
38. Hosadurga
39. Holalkere
40. Jagalur
41. Chitradurg

SHIMOGA DISTRICT

42. Shimoga
43. Sagar
44. Bhadravati
45. Channagiri
46. Honnali

47. Thirthahalli
48. Sorab
49. Shikaripur
50. Hosanagar

MYSORE DIVISION
MANDYA DISTRICT

51. Mandya
52. Malavalli
53. Haddur
54. Pandavapura
55. Krichnerajapet
56. Sricangapatna
57. Nagamangala

MYSORE DISTRICT

58. Mysore
59. Nanjangud
60. Heggadadevanakote
61. Gundlupet
62. Hunsur
63. Periyapatna
64. Chamaraajanagar
65. T. Narisipura
66. Yelandur
67. Kolligal
68. Krichnarajanagar

COORG DISTRICT

69. Mercara
70. Sorwarpet
71. Varajpet

HASSAN DISTRICT

72. Hassan
73. Arkalgud
74. Alur
75. Channarayapatna
76. Holenarasipur
77. Belur
78. Sakleshpur
79. Arasikere

SOUTH KANARA DISTRICT

80. Puttur
81. Mangalore
82. Coondapur
83. Sullia
84. Udipi
85. Bantwal
86. Karkal
87. Belthangady

CHICKMAGALUR DISTRICT

- 88. Chickmagalur
- 89. Kadur
- 90. Mudigere
- 91. Tarikere
- 92. N.R.Pura
(Narasimharajapura)
- 93. Koppa
- 94. Shringeri

GULBARGA DIVISION

GULBARGA DISTRICT

- 95. Gulbarga
- 96. Shahpur
- 97. Shorapur
- 98. Alland
- 99. Chincholi
- 100. Afzalpur
- 101. Jewargi
- 102. Yadgir
- 103. Sedam
- 104. Chittapur

BELLARY DISTRICT

- 105. Bellary
- 106. Hospet
- 107. Sandur
- 108. Hadagalli
- 109. Harapanahalli
- 110. Mallapur
- 111. Kudligi
- 112. Siraguppa

BIDAR DISTRICT

- 113. Bidar
- 114. Humnabad
- 115. Basavakalasan
- 116. Bhalki
- 117. Santhpur

RAICHUR DISTRICT

- 118. Raichur
- 119. Manvi
- 120. Lingsugur
- 121. Kushtagi
- 122. Sindhanur
- 123. Gangavati
- 124. Deodurg
- 125. Yelbarga
- 126. Koppal

BELGAUM DIVISION

DHARWAR DISTRICT

- 127. Dharwar
- 128. Gadag

- 129. Ron
- 130. Mundargi
- 131. Kundgol
- 132. Hangal --
- 133. Shirahatti
- 134. Haveri
- 135. Byadagi
- 136. Ranebennur
- 137. Hubli -
- 138. Kalghatgi
- 139. Navalgund
- 140. Savanur
- 141. Nargund
- 142. Shiggaon
- 143. Hirekerur

BELGAUM DISTRICT

- 144. Belgaum
- 145. Raibag
- 146. Chikkodi
- 147. Hukkeri
- 148. Athani
- 149. Khanapur
- 150. Bailhongal
- 151. Gaundatti
- 152. Ramdurg
- 153. Gokak

NORTH KANARA DISTRICT

- 154. Karwar
- 155. Supa
- 156. Kumta
- 157. Ankola
- 158. Siddapur
- 159. Honavar
- 160. Mundgod
- 161. Yellapur
- 162. Haliyal
- 163. Sirsi
- 164. Bhatkal

BIJAPUR DISTRICT

- 165. Bijapur
- 166. Basavana Bagewadi
- 167. Muddebihal
- 168. Indi
- 169. Sindgi -
- 170. Bagalkot
- 171. Badami
- 172. Jamakhandi
- 173. Bilgi
- 174. Mudhol
- 175. Hungund.

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