

1

**COMMUNITY HEALTH CELL**  
**47/1, (First Floor) St. Marks Road**  
**BANGALORE - 560 001**



## TABLE OF CONTENTS

		<u>Page Nos.</u>
Chapter I	Introduction	1 - 5
Chapter II	General Observations	6 - 19
Chapter III	Institutional Aspects	20 - 51
Chapter IV	Administrative Arrangements	52 - 76
Chapter V	Planning	77 - 85
Chapter VI	Summary of Conclusions and Recommendations	86 - 96
Appendix 1	Constitution of Committee	99 - 100
Appendix 2	Questionnaires issued	101 - 104
Appendix 3	List of persons met	105 - 109
Appendix 4	Districtwise list of Panchayat Raj Institutions on 1.4.1987	110 - 110
Appendix 5	Transferl of Plan Schemes to Zilla Parishad/Mandal Panchayats.	111 - 138
Appendix 6	Important G.O's. relating to administrative, financial arrangements.	139 - 162
Appendix 7	Budgetory outlay for Zilla Parishad - 1987-88 & 1989-90.	163 - 164



## CHAPTER I

### INTRODUCTION

1.1 The Karnataka Zilla Parishads, Taluk Panchayat Samitis, Mandal Panchayats and Nyaya Panchayats Act, 1983 (hereafter the 1983 Act) received Presidential assent in July 1985 and was Gazetted in August 1985. Elections for Zilla Parishads and Mandal Panchayats were held in January 1987 and these institutions started operation on April 1, 1987. They have thus been in existence for exactly two years.

1.2 The new Panchayat Raj System represents a bold step towards democratic decentralisation, based on the principles of selfgovernance and sovereignty of the people. Its performance is being watched with keen interest by people all over the country since, against the powerful Centripetal forces which have been in operation, very much more than the fate of a few substate organisations is presently at stake. Acutely conscious of this national concern, the late Shri Abdul Nazir Sab, the Karnataka Minister for Rural Development and Panchayat Raj asked us in the summer of 1988 whether we would, as a Committee undertake a quick assessment of how the system was working, and what environmental or structural factors needed to be modified to place it on a sound basis.



- 1.3 On our accepting his invitation, the Government Order, constituting this Committee and specifying its terms of reference issued on 1.6.1988 (Appendix 1). <sup>Page 39</sup> Because of inescapable prior commitments of some members, the Committee was not able to commence regular work until October 1988. Tragically, Shri Nazir Sab passed away on October 25, 1988, before we could communicate to him even preliminary impressions. At our request the Karnataka Government graciously agreed to extend the Committee's term until March 31, 1989, and we have kept to that target.
- 1.4 In pursuance of its task the Committee adopted a three pronged strategy to collect evidence. First, it issued questionnaires to ascertain the experience and views of the main functionaries of Panchayat Raj Institutions viz., Adhyakshas and Chief Secretaries of Zilla Parishads as well as a random set of Pradhans of Mandal Panchayats; and of Heads of Departments and Secretaries to Government of Karnataka. These questionnaire covered the entire gamut of issues relating to achievements, statutory provisions, administrative and financial arrangements, sanctioning powers, programme implementation and planning system for development. Replies were received from 6 Adhyakshas, 14 Chief Secretaries of Zilla Parishads, and 78 Pradhans of Mandal Panchayats. Written



responses were received from twelve Heads of Departments but only two Secretaries to Government of Karnataka. Secondly, the Committee had a series of meetings with the respondents and some of the other important Officers of Zilla Parishads viz., Executive Engineers, DDPIs and the Health and Family Welfare Officers as well as with Officers of the State Government. We also had detailed discussions with Sri T.R. Sathishchandran, Director, ISEC and former Chief Secretary, Government of Karnataka and Dr. D.M. Nanjundappa, Vice Chancellor, Bangalore University and former Planning Commissioner, Government of Karnataka who were very closely associated with the establishment of Panchayat Raj Institutions in Karnataka. And finally, we scrutinised the circulars and Government Orders relating to these matters, as well as the notes placed before the High Power Committee on its minutes. The questionnaires and the list of persons whom the Committee met at different places are attached as Appendices 2 and 3.

- 1.5 To ensure the submission of our report before the target date as well as to keep it short, we have refrained from reproducing all the data in full detail. However, we have benefitted greatly from the information provided by these sources, and we would like to record our deep gratitude to all the persons who took time off to write to us or meet us personally.



1.6

The structure of the report is broadly as follows; We have set down in Chapter II some general observations which in our judgement, are relevant to this context. The succeeding Chapters III, IV and V cover, respectively, institutional, administrative and planning aspects of the new system as it is presently operating. Questions relating to financial arrangements are covered alongwith administration and planning. The principal recommendations are summarised in the following chapter. Some basic material constituting the background to the report have been put together in Appendices in a separate volume.

1.7

In writing this report, we have constantly borne in mind the purpose which Shri Nazir Sab had in view when asking us to take up this work. That is to say, we have concentrated on putting together what, in our considered judgement, needs to be done quickly to place the new Panchayat Raj institutions on sound, democratic basis. We have noted the many things that have already been achieved in this regard, but only in summary fashion. We should like to make it amply clear that the allotment of space in this report is not an indication of the weight we attach to the systems positive achievements. We would like to state unequivocally that we consider the steps taken by the Karnataka Government imaginative and courageous, and the progress achieved by



Zilla Parishads and Mandal Panchayats on the whole very impressive. We also believe that with the modifications suggested in this report, further progress towards effective democratic decentralisation will be more rapid.

- 1.8 Finally we should thank Shri Nayaz Ahmed, Member Secretary of the Karnataka Government, Panchayat Raj Department, and other members of that Department for the administrative and other facilities provided by them throughout our work. We are also grateful to the Institute of Social Studies Trust, Bangalore for their assistance in producing at short notice the final copies of the Report.



## C H A P T E R II

### GENERAL OBSERVATIONS

- 2.1 The establishment in April 1987 of Panchayat Raj institutions under the 1983 Act constitutes a major departure in the system of governance in Karnataka. Though only developmental functions have at present been transferred to these institutions, they have been conceived as governments in the real sense, with their separate legislative and executive authority, and even judicial authority when the Nyaya Panchayats envisaged in Chapter XI and XIV of the 1983 Act are brought into being. The declared objectives in setting up these local governments are decentralisation of powers and functions to promote democratic institutions and secure greater participation by people in "local and Governmental affairs". Clearly, a change of this nature takes considerably longer than two years to achieve its objectives. The system is still in transition and it would be inappropriate to try to evaluate it in the sense of passing a summary judgement on its performance. We have therefore thought it more useful to review the tasks these institutions have so far accomplished,



the problems they face, and to suggest steps which, in our assessment, could contribute to a more effective realisation of democratic decentralisation.

2.2 There are a few general observations we should like to make at the outset. Major changes in political structure are not just legislative acts and government orders. They are matters as much of ideals, of human spirit and dedication, of political will and leadership. The 1983 Act goes very much further than the Karnataka Village Panchayats and Local Boards Act of 1959, which it has replaced. It involves a significant divestment of power by the State government to elected bodies at district and village levels. The decision to do so constitutes in itself a rare act of political courage and dedication to democratic ideals on the part of those who piloted it. Well before the 1983 Act came into effect, an immense amount of detailed work relating to election procedures, demarkation of jurisdiction, administrative arrangements, training etc., was completed. Political and bureaucratic resistance which a far-reaching change of this kind naturally faces was overcome with an extraordinary combination of resolute purpose and sagacity, at both ministerial and official levels. It is true that in the process, several compromises and concessions have been accepted without



full appreciation of the hiatus they were to create later between intent and practice. We shall come to these presently. But, we should first like to record our deep admiration of the dedication and zeal which the then Chief Minister Shri Ramakrishna Hegde, the late Shri Abdul Nazir Sab, their ministerial colleagues and senior officials have brought to this task. Despite many obstacles, they have set in motion a trend which holds exciting promise not merely for this State but for the entire country, for which they deserve praise.

- 2.2 Under the 1983 Act, only developmental responsibilities have been transferred to the Panchayat Raj institutions. These lie largely in the areas of agriculture, animal husbandry, fisheries, rural development, primary and secondary education, health and family welfare, welfare of scheduled castes and tribes, rural employment schemes, people's housing schemes, sericulture, village and small industries, civil supplies and a few other minor subjects. In respect of public works, irrigation, horticulture and forests, the surrender of authority to local governments has been minimal. In fact, the extent and conditions of transfer of power bear all the marks of ministerial and bureaucratic resistance that has been in operation since before the coming



into existence of these institutions. Cooperation which had originally been assigned to Zilla Parishads has subsequently been taken back by the State Government, for reasons that appear to be largely political.

2.3 Within these areas, the major part of transferred schemes falls into the category of Centrally Sponsored Schemes, externally financed programmes and spill-over or committed ongoing projects - in respect of all of which technical or expenditure norms have been specified by the Central or State Governments. Very little free resources are available to these bodies under plan outlay and because of the State's acute financial stringency, the drawal of even allocated resources has been subjected to severe restrictions.

2.4 Despite all these limitations, the actual achievements of Zilla Parishads and Mandal Panchayats are impressive. Virtually in all districts, the operation of schools and health facilities has improved vastly. Attendance of both teachers and students has gone up noticeably. New teachers have been recruited to fill up posts which had long remained vacant. Priority has been given to the extension, repairs and maintenance of school buildings, effective use has been made of operation Black Board to strengthen educational institutions at both primary and secondary levels.



2.5 ; Likewise, there has been significant progress in the area of medical and public health facilities. Besides a big improvement in the attendance of doctors and other medical personnel, steps have been taken to secure the supply of drugs and medicines more regularly and in accordance with local requirements. Pressure from local governments has also led the State Government to make substantial modifications in its medical stores purchase policy, and ZPs have been able to secure more of their supplies locally more cheaply and promptly.

2.6 Considerable progress has also been made in the allocation of housing sites under Janatha and other special housing schemes. For construction of houses under low-income housing programmes, efforts have been made to utilise local resources, inspite of pressures to entrust these works to outside organisations. In regard to roads, bridges and other construction works, the achievements have been less spectacular for reasons to which we come later. But even in this area, local bodies have been able to monitor the works better and to provide wherever possible opportunities for local contractors and labour. In a number of instances, ZPs and



MPs have utilised the facilities available for construction works under RLEGP, NREP or other programmes to add to or repair buildings needed for essential local purposes, such as schools, public health centres and community halls.

2.7 A major achievement of these institutions is the systematic development of inland fisheries. Virtually, in all districts, the output of fish and the revenues mobilised from this source have increased vastly beyond what had been achieved earlier under State auspices. Similarly, the performance under horticulture farms and forests (which the State Government still controls to a great extent) has also been good. Without going into details under individual headings, the replies we have received and the information given to us during our meetings showed clearly that, inspite of the teething difficulties inevitable in a state of transition, development works have not only not slackened but show very considerable progress. More importantly, what has been done reflects more correctly the priorities and preferences of the local community.

2.8 The 1983 Act empowers only Mandal Panchayats to levy taxes; Zilla Parishads can charge



licence fees, collect rents from property and, with State approval, raise loans. Many of these institutions have used these powers to supplement the finances transferred by the State Government to good advantage. They have also mobilised substantial sums by way of donations and contributions from local people for construction of school and other buildings. In some instances, ZPs have used innovative methods to combine local contributions by users of certain facilities with tied or borrowed funds available from other sources - as for instance lift irrigation schemes in Bellary, horticulture schemes and seed farms in Raichur. Overall, both ZPs and MPs have given ample evidence of their willingness and ability to mobilise local resources, both real and financial.

- 2.9 As mentioned above, the 1983 Act postulates a deep commitment to the promotion of democratic institutions at the ground level and of people's participation in local and governmental affairs. Its success obviously depends as much on a full acceptance of the objectives and responsibilities of self-government by the people at large, as on a change in attitudes and practices at the State level. We have been deeply impressed by



the extent to which people in all parts of the State have already absorbed this message. Notwithstanding the novelty and complexity of legislative and procedural arrangements for transfer of power, men and women at local levels have become keenly aware of their altered political status. Their willingness to accept authority and responsibility is palpable; so is the realisation by elected representatives of their accountability to local communities, regardless of party affiliation. Admittedly, much more yet remains to be done in this respect, to ensure that political equality is enjoyed by all strata of Society. But there has been undoubted, and encouraging progress in this direction.

- 2.10 During our visits to the divisional headquarters, we have had meetings with virtually all the Zilla Parishad Adhyakshas and Upadhyakshas. The calibre of men and women elected to these offices is remarkably high. While some of them have served in the past as district or taluk board presidents or legislators, many others are relatively young and new to high office. Even so they show a rare understanding of the magnitude of the change that has occurred and the opportunities for



self-government which are now open to them. Our contacts with Mandal Panchayats and Pradhans have been less extensive. But in the few that we have had, the same qualitative change was evident. Not only the traditional village leaders but others elected to the Mandal Panchayats commanded respect and seemed to have a good appreciation of their role. Women and scheduled caste members of these Panchayats, however, still seemed hesitant in asserting themselves. Hopefully with more experience and better spread of education and employment to these neglected groups, this will also change rapidly for the better. It is also encouraging to find both at the MP and ZP level, that elected representatives belonging to different political parties are learning to work together and cooperate for the common good - this augurs well for our parliamentary democracy at large, as in course of time some of them are bound to move Central and State level public offices.

- 2.11 Elected representatives and officials seconded to Zilla Parishads have now a better understanding of their respective roles and responsibilities than was the case two years ago. They have learnt to respect each other, and



recognise that the Panchayat Raj system depends on their being able to develop a common outlook and esprit de corps. There are of course, many problems yet in this area. But the positive, and clearly observable, elements are a more harmonious relationship between officials and non-officials at the district level and a noticeable improvement in the performance of officials and government institutions.

Virtually everybody is now agreed that with decentralization, public servants are more conscious of their accountability not just to their superiors in office but to the people of whose government they are employees.

It is also true that not all the officers placed in the service of local governments have become attuned to this new climate. Many consider it beneath their station to serve local governments, or accept the authority of those holding elective offices. We are also aware that some departmental officials are making open or tacit moves to secure a reversion to State control, or at least an abridgment of the authority of local governments.

It would be a grievous mistake to encourage such attitudes and movements, and we earnestly hope they will be resisted at both political and official levels.



2.12 This is in fact a wider and more fundamental question. Since the State can share with district governments only the powers it has, any abridgment of its authority by the Central Government automatically reduces the scope and vitiates the climate for democratic decentralization. Recent trends have unfortunately been towards a progressive encroachment on States' autonomy by the Central Government through both administrative and fiscal means. An extreme measure of this genre is the attempt by the Central Government to deal directly with district authorities, in the name of decentralization. Such a policy could only result in hardening attitudes at State level against any surrenders of authority to state governments. Regardless of any transferred to district authorities, it would be a negation of the spirit of federalism, and will lead inevitably to the unitary type of administration prevalent under the British with District Collectors having "sovereign" control over elective bodies at the district level. We should like to emphasize the obvious but vital issue of the need on the part of the Central Government also to change its practices and policies in support of genuine decentralization

2.13 Coming back to the main theme, within the area defined for them in the 1983 Act, Zilla



Parishads and Mandal Panchayats are entitled to exercise their options fully. It is their priorities which should prevail, even when they differ from the perceptions or preferences of State level legislators, ministers or officials. Likewise in matters where for one reason or another policy has to be decided for the State as a whole, it will be healthy for the sub-state governments to accept them, so long as they do not diminish their jurisdiction or freedom of action. To some extent, these separations of authority can be embodied in the government orders issuing under the prevailing legislation. But formal measures of this type cannot cover all contingencies, and an enduring means of maintaining mutually beneficial inter-governmental relations is to develop conventions that are in harmony with the purposes of decentralization. It is therefore necessary that officials, legislators and ministers avoid taking decisions on subjects that belong to sub-state governments, or imposing their choice indirectly through financial and other administrative controls. It is of course true that the Act of 1983 is in principle subject to change by the State Legislatures. Likewise, many officials in the Zilla Parishad administrations are still on State Government service. These factors



should not become an excuse for State authorities to decide and issue orders on matters that are within the purview of local authorities. There is still plenty of evidence that legislators, ministers and officials of the State Government do not fully seem to be aware of and appreciate that Zilla Parishads have both the authority and the obligations to function as full-fledged governments, with freedom to evolve their own policies and practices and, indeed, to make mistakes like any other institution. This attitude has to change.

2.14 There is one other point we wish to make in this context. It is often stated by people both in the government and outside that Panchayat Raj institutions are dominated by upper castes, richer classes or other entrenched interests in rural society. Some have gone further and observed that scheduled castes, and the poor and underprivileged are worse off than before; and that for their sake, Zilla Parishads and Mandal Panchayats should be subject stricter surveillance by State Government. These are patently large questions and we do not have much evidence to conclude one way or another. But we have reason to believe that elected members as well as officials of Panchayat Raj institutions are already subject



to effective surveillance by their electors; and in such matters as awarding contracts or selecting beneficiaries of poverty alleviation programmes, partisan decisions are more easily identified than at present. More over, the pressures and vested interests to which Zilla Parishads and Mandal Panchayats are subjected have not come into being as a consequence of decentralization, nor is there anything peculiar in local institutions to accentuate them. If they have gathered strength in recent times, it is for reasons which have long been at work, and which partisan policies at Central and State levels have regrettably encouraged. These are remedied more by the spread of education and greater involvement of people in governance than by political or administrative manoeuvres, as is already obvious. These come into play more effectively with decentralization of decision of making in government - which is what the Panchayat Raj institutions are capable of achieving.

2.15 We now turn to a consideration of our principal findings.



CHAPTER III

INSTITUTIONAL ASPECTS

3.1 The Panchayat Raj structure that now exists consists of institutions at the district and taluk levels and at the level of Mandals or a group of villages. The scope and functions of these institutions, as well as the staff and financial resources to be made available to them by the State Government, have been set down in detail in the 1983 Act and in a number of Government orders issued since 1985. Much of this has already been published for general information by the State Government. For reasons of brevity as well as economy, we are not reproducing them in full in this report but appending only those details which are related directly to our observations.

3.2 The replies received in response to our questionnaire as well as the discussions we have had with local and State Government authorities have thrown up a variety of problems concerning legislative powers, administrative regulations, adequacy of financial resources, staffing patterns, financial or technical norms specified by the Central or State Government, etc. Many of these are inter-linked



and have to be dealt with jointly. However we have tried to categorise them under a few convenient headings on the basis of the principal approach needed to appreciate or deal with them. Comments on what may be considered the institutional aspects have been separated from those relating to administrative arrangements, financial resources, planning and other matters more or less in that order. We should like to repeat that these are not watertight compartments; strengths and weaknesses in one area often have a bearing on developments in another area and these inter-connections should be borne in mind in reacting to any individual observation made below.

#### MANDAL PANCHAYATS

3.3 Of the three institutions established under the Act - viz. Zilla Parishad(ZP), Taluk Panchayat Samithis (TPS) and Mandal Panchayat (MP) - the TPS is a wholly coordinating and advisory body. Zilla Parishads and Mandal Panchayats constitute the effective tiers of government one at the district level and the other at the grass-roots level. We shall deal essentially with these institutions, and take up the question of taluk level institutions later.



3.4 Conceptually, the Mandal Panchayat constitutes the cutting edge of the new policy. It has the main responsibility for execution of development schemes and mobilisation of local resources. It is also directly and more severely than any other elected body in the country accountable to the people through Gram Sabhas, which have to be convened at least twice a year. In comparison the Zilla Parishad's functions are much more those of overseeing and coordinating, providing staff and medical support to Mandal Panchayats and liaising with State Government. However, actual policy has focussed relatively more on the transfer of power and resources to Zilla Parishads. So much so that MPs which under the Act have onerous functions of planning and execution of development at the ground level have been given only one single functionary, a Panchayat Secretary, to keep their books, records and accounts. There is in consequence a gross mis-match between the functional responsibility of Mandal Panchayats and their direct command over resources. Mandal Panchayats are now acutely dependent on Zilla Parishads to a large extent for both staff and finance, and this inevitably limits their freedom of operation. At this first stage of devolution, it is perhaps natural that authority should flow from the State to the district authorities, and through



them to the lower tiers of government. Historically also, the district and the taluk have been the common administrative units below the State level. But it is important that Mandal Panchayats which are pivotal to the Karnataka Scheme of decentralisation, command over resources and freedom of action should be progressively enlarged. The Act of 1983 should be viewed as a step in further evolution rather than the final stage in the journey towards democratic decentralisation.

5. Much of the mis-match mentioned above arises from government orders and continuation of old systems of organisation, rather than any major defect in the design of the 1983 Act. Modifications in certain provisions of the Act may be necessary later in the light of experience, after all the adjustments are made in rules and regulations to enable Zilla Parishads and Mandal Panchayats to function more independently. For the present, the accent should be on developing proper conventions to guide inter-government relations and a commitment politically to press ahead with the actualities of decentralisation. The readiness with which Zilla Parishads and Mandal Panchayats have been accepted shows that the latent capabilities of people for self-government can be harnessed quickly



when they are properly stimulated. The rural community is not as commonly alleged, slow to change. There is already a perceptible increase in the awareness of people about the authority they can exercise under the new regime. People's expectations have been aroused and they have understood the twin aspects of the new system - power and accountability. These are irreversible and any frustration of their hopes could have dangerous consequences. This permanent shift in the political environment should be appreciated at all levels in any further dealings with Panchayat Raj institutions.

3.6 The evidence we have able to gather indicates that the accountability of members and bearers of Mandal Panchayats to the people is visibly operative. This has had the effect, on the one hand, of making these local governments to function better and more responsibly; and on the other, to recognise more openly the constraints to which they are subject and within which they should accept commitments at Gram Sabha meetings or in other open fora. Since more people are able to monitor them, there is a noticeable decline in malingering and malpractices in schools, public health centres and other



government institutions. Where actual performance has fallen short of commitments or specific information on works completed, causes for delay etc., has not been readily available, those in charge have had to face acute embarrassment in their meetings with Gram Sabha or Panchayats. This has naturally led some Mandal Panchayats to avoid convening Gram Sabha meetings and officers failing to attend them. But by and large the tendency has been to press for better support from Zilla Parishads and district officials, as well as to try to educate the general public on the reality of various kinds of constraints to which Mandal Panchayats are subject.

3.7 This is an important matter Mandal Panchayats have so far been reasonably prompt in convening Gram Sabha meetings as required under the 1983 Act. We have also been informed that attendance at these meetings has generally been good - though rarely all members are present. The demands at these meetings have inevitably been many; and when Mandal Panchayats are able to meet only a few of these. Grama Sabhas members are apt to be disappointed or become impatient. If quick and effective steps are not taken to enable Mandal Panchayats to discharge their functions well, and Grama Sabhas fail to appreciate the constraints on them, people could



lose interest in attending Gram Sabha meetings or accepting Mandal Panchayats as the effective local authority. It is therefore of the utmost importance that Mandal Panchayats should be adequately supported by Zilla Parishads and officers at different levels, and arrangements made to keep them informed of the progress of development works carried out in their jurisdiction by ZP's or State Departments.

- 3.8 An important function that Gram Sabhas and Mandal Panchayats have to perform is the identification of local priorities and of persons eligible for benefit under the programmes of poverty alleviation and assistance to underprivileged sections of society. In both these respects, the advantages of the new system have already become noticeable. Local preferences have been identified promptly and, within the flexibility they have, resources allocated. We have also been informed that in general, there is a better selection of beneficiaries. Here again, the efficiency with which Gram Sabhas have functioned has depended heavily on the openness with which Mandal Panchayats have sought to consult them. There have been some complaints however of Mandal Pradhans convening Gram Sabha meetings in a hurry and without adequate publicity of the agenda for the meetings. Such meetings, we



have been told, have been poorly attended and usually by only those whom the Mandal Panchayat functionaries have mobilised. The selection of priorities or of beneficiaries in such meetings has been subject to severe criticism by the people, especially when there is evidence of partisanship by Mandal Pradhans or the party in power. While MPs must eschew manouvers of this kind, a lasting remedy has to depend on the vigilance of local communities. It is therefore vital that the requirement of convening Gram Sabha meetings atleast twice a year should be enforced, despite the effort required for this in the larger Ma-ndals. Attendance and popular assistance in decision-making at such meetings will also improve when Mandal Pradhans and concerned officers attend regularly and come prepared to give the information sought by members. We are confident that with genuine effort on the part of elected representatives and government officials to seek popular participation and support through regular meetings of Gram Sabhas, the community will respond readily and the choices of schemes and beneficiaries will be in accordance with need and equity.

- 3.9 Mandal Panchayat meetings are being held regularly atleast once every month and are generally well attended. ~~Women~~ Women and Scheduled Caste and Scheduled



Tribe representatives who form about 43 to 45 percent of the elected body, are beginning to take part in the proceedings but have naturally been slow to participate with others on an equal footing. Those present at Mandal Panchayat meetings during our visits were less vocal than others. When they were invited to speak, however, they made their points clearly. Apparently, it will be some time before they make their presence felt, both in voicing their special needs and ensuring that in the other decisions taken by Mandal Panchayats their interests are fully safeguarded. On inspecting the subjects which the Mandal Panchayats had discussed in the few meetings prior to our visit, we found sufficient and encouraging evidence that the special programmes for benefitting Scheduled Castes and Scheduled Tribes had been given enough importance. A similar clear picture did not emerge on progress with regard to schemes for benefitting women or for providing adequate opportunities to women in the IRDP and other common programmes of assistance. Hopefully this will change with the passage of years ; steps should in any case be taken to enlarge the awareness and activity of women and Scheduled Caste and Scheduled Tribe representatives in both the Gram Sabhas and Mandal Panchayat meetings.



3.10 A question that is often asked about the Panchayat Raj system is whether district and local governments are vitiated by party politics and dominated by upper classes and ca-stes. Our enquiries in this regard have not been deep or extensive enough to enable any definite conclusion. Some who appeared before us have however observed that Mandal Panchayats are dominated by members belonging to upper castes and affluent classes. While recognising that class and caste differences exist in rural communities, we have no evidence to show that these are any more than in other areas or at other levels; or that they have been accentuated by Panchayat Raj. The broad impression we have is that vital decisions affecting the interests of the local community have not been delayed or distorted on party or caste considerations. Overall, it would appear that there is a good amount of cooperation and mutual respect among members of Mandal Panchayats even when they belong to different political parties or caste groups. In the final analysis, a diminution of these conflicts is a function of basic changes in social systems and attitudes encompassing the entire polity rather than any part of it. As long as such influences remain strong at the level of Central and State governments it is not rational to expect Zilla Parishads



and Mandal Panchayats to be free from them. We do see however good prospects of a change in the overall environment with the progressive activation and periodic elections of these decentralised bodies.

- 3.11 Several suggestions have been made to deal with this issue at the local level such as a change in the method of election to Mandal Panchayats, rotation of Pradhans and Upapradhans on an annual basis, reservation also for "backward" classes, monitoring of Mandal Panchayats by higher level organisations etc. Without going into a detailed examination of the pros and cons of each of these, we may merely observe that it is neither rational nor practicable to change the electoral system for local elections so soon after it has come into operation, or in isolation from the electoral processes for other tiers of government. Likewise we do not advise any further reservation in Panchayat Raj membership; such a remedy could be worse than the disease. The suggestion of Mandal Pradhans and Upapradhans being rotated annually or periodically between elections merits consideration. This could be done in such a way that women and SC/ST members alternate with others for these offices. Finally, any monitoring



authority itself is free from such influences. This is not a condition which satisfied at present. We would therefore emphasize that the responsibility for mitigating these disruptive elements should vest with the people themselves, as is natural for a democracy.

3.12 Besides staff and financial shortages, Mandal Panchayats are also handicapped in certain other ways. Despite their crucial role in the new set-up, Mandal Pradhans have not been accorded adequate facilities to enable them to function effectively. The salaries of Pradhans and Upa-pradhans specified in the 1983 Act (Rs.300 and Rs.150 PM) are less than those of the lowest-paid government servant. Apart from travelling and daily allowances when they go out of their area on official work, they get no allowances. While we are not suggesting that these should be made offices of profit, we see no rationality in expecting Pradhans to make a disproportionate sacrifice for public service. Also, in a status-conscious society, their office has to be made prestigious enough for the public, as well as for government officials to accept their authority without demur. While we do not want to suggest any specific modifications in their salary or status, these are matters which should be seriously considered at the ministerial level.



3.13 Vastly more important than this is the absence of proper operational linkages between Mandal Panchayats and Zilla Parishads. Most Mandal Pradhans have told us that they are unable to meet and discuss their problems with the Chief Secretary and senior officials at the district level, let alone Adhyakshas and Chairmen of standing committees. The Taluk Panchayat Samithi as now constituted is totally inadequate for this purpose. Besides being subject to the whims and conveniences of the presiding members of the State Legislature, the TPS has no organic link with the Zilla Parishad, except through the local Zilla Parishad members and officers. Zilla Parishad members are themselves dissatisfied with their tenuous relationship with Mandal Panchayats especially as many of them feel that just as MLA's have been made members of Zilla Parishads they should ex-officio be members of Mandal Panchayats. This has strained somewhat the relationship between Mandal Pradhans, Zilla Parishad members and MLA's many of whom feel that their standing with the local community is compromised by what they consider to be a denial of proper status to them at the Mandal level.

3.14 We are aware of the circumstances under which the Taluk Panchayat Samithi emerged in its



present shape. At the stage at which the Panchayat Raj Act was being piloted through the State Legislature, it would clearly have been impolitic to suggest that its members (the MLAs) remain totally outside the scheme. In the process, however, the basic principle that no one should be simultaneously entitled to membership at two tiers of government has been compromised. Just as a person cannot at the sometime be member of the Lok Sabha and of the Legislature of his State, it would be a healthy convention to limit membership to one or the other of the three tiers of government that now exist in the State. We are of the view that though it may not be practicable right away to reconstitute the Taluk Panchayat Samithis totally differently, a change in that direction should be initiated before the next election to the Panchayat Raj institutions, so that those standing for election should make a clear choice of the elected forum in which they want to sit.

- 3.15 This however, is a large question and we shall have occasion to refer to it again later in this chapter. At this point the issue is that of improving the linkages and means of communication between Mandal Panchayats and Zilla Parishads. This will require taking some measures to improve the capability of the Taluk Panchayat Samithi



to discharge its coordinating function better than it is able to do now (see below) More importantly, there is need for some means of ensuring that Mandal Pradhans are able to meet the Zilla Parishad Adhyaksha and Upadhyaksha the chairmen of the standing committees, Chief Secretary etc. periodically or when the need arises. Given the large number of Mandals in each district, it is clearly not possible for any one individual at the Zilla Parishads level to function as a common point of contact for all Mandal Pradhans. A more practicable course would be for the Zilla Parishad members holding any of the offices mentioned above to be designated as the contact person for a number of Mandal Panchasyats within the district. It would be appropriate for such designated persons both to visit the assigned Mandal Panchayat under their charge once in a while attend the concerned Taluk Panchayat Samithi meetings and be available to the Mandal Pradhans when they come to district headquarters. In order for Zilla Parishad officials to perform these consultative functions effectively, it is necessary to reorganise work practices at the district level and make more time available to the Adhyaksha and the others to tour the district to a greater extent than at present. In this regard there is much mileage that could be derived from the



office of the Zilla Parishad Upadhyakshas to help the Mandal Panchayats. This would not only satisfy a felt need of Mandal Panchayats but also help in making the office of the Zilla Upadhyakshas more meaningful.

- 3.16 As we have already observed earlier, under the present dispensation there is a mis-match of responsibilities and resources at the Mandal level. There is also an imbalance in the allocation of schemes by the State Government to Zilla Parishads and Mandal Panchayats for which they have executive responsibility. Many of the schemes presently allocated to Zilla Parishads can conveniently be transferred to Mandals, with a re-deployment of existing staff and transfer of the required resources to the Mandal account. With such transfer, it will become even more important than at present for Zilla Parishad functionaries to give more time to Mandal Pradhans for counselling and guidance and they will also be better able to do so.
- 3.17 Even after improving the Mandal Panchayats, Zilla Parishads relationship in the manner mentioned above, the question of the role of members of the Legislative Assembly remains. In the ideal situation, MLA's of each district should function essentially as conduits between the Zilla Parishad and the State Assembly, for



presenting the views of the district government at state level and guiding the Zilla Parishad on the requirements of state level policies. It is certainly not their function to act as intermediaries between the district and lower levels of government. This is part and parcel of the wider question of Zilla Parishad - State Government. Relationship to which we return later in the Report. However, in so far as Taluk Panchayat Samithi is concerned, it is not advisable to leave the Chairmanship as a sinecure for MLAs. When the administrative changes recommended in Chapter IV are introduced, the utility of the Taluk Panchayat Samithi as a forum for horizontal coordination will be augmented. In that context, it will be useful to ensure that TPS meetings are not adversely affected by the MLAs other commitments. This can be achieved by resorting to the convention of rotating the Chairmanship annually among MLAs, ZP members and Mandal Pradhans; or on a rotating basis, electing a Chairman for each meeting from amongst those present. While enabling the TPS to meet more regularly and the MLAs to maintain some contact with Mandal Panchayats in their area, such an arrangement would be of much benefit to the others, first in giving a somewhat bigger role to ZP members and secondly by according a considerably higher public status to Mandal Pradhans than at present We earnestly



hope that the changes suggested above and the attendant reasons will be appreciated by the members of the State legislature in the wider interests of decentralisation. For the long-term benefit to the Panchayat Raj system, it is necessary to emphasize as soon as possible the autonomy of each government at the Legislative level within the framework of the Act of 1983.

#### Zilla Parishads

3.18 We turn now to Zilla Parishads. Many of the observations made above regarding Mandal Panchayats apply mutatis-mutandis to Zilla Parishads. However, with more staff support and larger budgets at their disposal, they have operated with greater authority and facility. The ministerial status of Adhyakshas and the high seniority of Chief Secretaries have also been of benefit to their work. Development programmes for which they are responsible have been competently implemented. Meetings of Zilla Parishads and their standing committee have been organised regularly, more or less like those of the State Legislature. As we have already observed, many of the Adhyakshas are men of high calibre, who can play much bigger political role in the future. In a number of districts, women



have been elected to the office of Upadhyakshas. They have all been impressive and quite articulate about the changes in practices and attitudes necessary at all levels for ensuring equality of treatment for women and other underprivileged sections of society.

- 3.19 A good part of the inter-party and intra-party differences operating at the State level have inevitably spilled over to Zilla Parishads. In a few cases, they have hampered the effective functioning of these institutions. Overall, however, Zilla Parishad Adhyakshas and leaders of the opposition parties have conducted themselves with commendable responsibility and a substantial amount of legislative and executive work has been carried out on an agreed basis. However, the experience so far makes it amply clear that it would be difficult to develop healthy parliamentary conventions at the Zilla and Mandal levels if they are not scrupulously observed by the various political parties at the Central and State level governments.
- 3.20 That apart, virtually every Zilla Parishad has seized the opportunities open to it to deal with local problems of development energetically. Initial differences and uncertainties in dealing



with the State Government, as well as with their own officers have been largely overcome with sagacity and sensible accommodation of one another's positions. We have been glad to note the esteem in which Adhyakshas are held by Chief Secretaries and their fellow-officers. Likewise, the Adhyakshas and other members of the Zilla Parishads have now a better appreciation of the responsibilities of the Chief Secretary and other officers in ensuring the observance of certain administrative procedures and practices. There have of course been some instance of undue interference by elected members and lack of cooperation by officers. But we have no evidence to show that these problems have been anymore than before the establishment of Zilla Parishads.

3.2.1 Nine standing committees have been set up in each Zilla Parishad under Art 177 of the Act of 1983, with not more than six members each. The Upadhyakshas is the ex-officio Chairman of the General Standing Committee, while the Chairman of the other committees are elected from among its members. The Chief Secretary has also been designated as secretary of every standing committee. While this arrangement may have been useful in mollifying ZP members, it has tied down both members and officers to



meetings at zilla headquarters and prevented them being effective in other ways. In particular, the number and frequency of these committee meetings has burdened the Chief Secretary with so much desk work that he is virtually inaccessible to Mandal Pradhans or others concerned with preparing and implementing development projects. The plethora of Zilla Parishad and committee meetings also comes in the way of greater interaction between the Zilla Parishad functionaries and Mandal Panchayats on the one hand and Zilla Parishad Adhyakshas and the State Government on the other. In the beginning perhaps the number of committees and frequency of their meeting were unavoidable. We believe that a stage has now been reached when the number of committees could be reduced to four or five by regrouping the existing ones; and secondly, their regular meetings could be once in two months, rather than every month, with a provision for special meetings when any urgent need arises. Such a modification would also require the delegation of much of routine approvals to the Chief Secretary or other senior officers of the Zilla Parishad once the lines of action are defined by the concerned Committee.

- 3.22 In their meetings with us, several ZP Upadhyakshas have represented that they have no functions



apart from those assigned to them by Adhyakshas, and chairing the General Standing Committee meetings; and that the 1983 Act should be amended to define their functions more specifically. Relative to the status and facilities accorded to them, enough responsibility has perhaps not been delegated in many cases and there is ground for dissatisfaction. But the remedy for this is not as statutory allocation of authority between the Adhyaksha and Upadhyaksha. At the district level, the final authority has to vest with the Adhyaksha; and it should be his responsibility to delegate adequate authority to his Upadhyaksha. We have much sympathy with the desire of Upadhyaksas to be utilised more effectively. This can in fact be done by the Adhyakshas willingly assigni-ng more specific administrative responsibility to their deputies besides presiding over the General Standing Committee and acting in their stead in their absence. In particular, it would be useful for Upadhyakshas to have more explicit responsibility to visit Mandal Panchayats and Taluk headquarters and strengthen the links between Zilla Parishads and Mandal Panchayats. It would also be useful to entrust the Upadhyakshas with the responsibility of overseeing plan formulation at the district level on the basis of the plans emerging from the Mandals.



- 3.23 It is our impression that at present Zilla Parishad Adhyakshas are over burdened with meetings and day-today administration. While they should remain the undisputed chief executive at the district level, it is vital that they so organise their work as to devote more<sup>time</sup> to policies and inter-governmental relations. In the present scheme, they have the responsibility liaising with the State Government at one end and Mandal Panchayats at the other. This casts on them the heavy responsibility of acting as transmitters of power from the State to the Mandals and Grama Sabhas. They have to protect progressively enlarge the authority of district vis-a-vis the State; and, at the same time, guard against district level institutions and administration encroaching on the Mandals. Indeed, since the entire purpose of the Panchayat Raj System is to bring decision making close to the people, the district and state governments should progressively become sources of support for Mandal Panchayats, rather than "high commands". As we have occasion to observe later (Chapter IV), existing forces all seem to be in the opposite direction of reducing



Mandal Panchayats to in consequence; hence the responsibility of Zilla Parishad Adhyakshas to contain and reverse this trend is very great.

RELATIONS WITH STATE GOVERNMENT

3.24 Turning to the State Government, we should like to repeat that its decision to accept the devolution of so much statutory authority to Zilla Parishads and Mandal Panchayats is a remarkable achievement. It would therefore be tragedy if wittingly or unwittingly, the actual process of developing these sub-state institutions into effective governments is not further strengthened.

3.25 Symbolic as it might appear, it is extremely important that State Government once again makes clear its total and unequivocal commitment to progressive devolution of authority to Panchayat Raj institutions. Following the demise of Shri Abdul Nazir Sab and change in government, there is wide spread uncertainty about the State's position in this regard. It is necessary to allay this through a reaffirmation at the highest level



of the government's determination to proceed resolutely towards democratic decentralisation. Without such public statement of purpose those opposing Panchayat Raj within the government as well as outside will be encouraged to create new difficulties and mobilise public opinion against these fledgeling institutions.

- 3.26 Along with this, the State Cabinet should make it absolutely clear within the Government that any direct or indirect measure to reduce the authority of Zilla Parishads and Mandal Panchayats will not be tolerated. It is unfortunate that so soon after the establishment of these institutions, several steps have been taken to reduce their authority through both cabinet and departmental decisions. All of cooperation and the bulk of horticulture have been taken back. For one reason or another, a great deal of authority for sanction and implementation in respect of public works, irrigation, forestry, education and so on has been retained by the State Governments even when no question of inter-district coverage



arises. We have been informed that in many of these cases, the decisions have been for political rather than operational reasons. It is against this background that we consider it vital for the government to reassure the general public, and the Panchayat Raj institution, of its commitment.

3.27 A major step in this direction would be to give up forthwith the practice of assigning to State Ministers overall responsibility for individual districts. With the appointment of Zilla Parishads and extension of ministerial status to Adhyakshas, the practice of district ministers is not only redundant, but positively harmful. It diminishes the effective control of Adhyakshas over district administration and provides needless opportunities for personal conflicts. A change in this regard is also necessary <sup>the</sup> to emphasise <sup>the</sup> altered role of the State Government in the new set-up.

3.28 With the establishment of Zilla Parishads and Mandal Panchayats, government within the State becomes more federal in character,



with clear-cut demarcation of jurisdiction. Since only developmental responsibilities have been transferred at this stage to Zilla Parishads, the State Government still retains a large measure of direct control in district administration. But development and non-development decisions cannot always be fully separated and there will be many situations in which decisions by Zilla Parishads will impinge on the State's domain and vice versa. For the most part, these may be resolved at the district level between the Chief Secretary of Zilla Parishad and Deputy Commissioner of the District. When this is not possible or does not happen, systems should be established for deciding on the basis of mutual agreement. In this process, great care should be taken by the State Government to ensure that the responsibilities and freedom of action of the local government are not truncated.

- 3.29 The present demarcation of responsibilities for developmental and non-developmental functions naturally raises the question whether this ought to be a permanent



feature of Government in the State. This is not the issue which can be, or ought to be, decided in a hurry. It is possible to argue that these nascent bodies should not be overburdened with the full responsibilities of Government right away, and that they should gradually assume responsibilities for law and order, revenue administration and so on later on. On the other hand, there is the equally valid argument that not to do so now could make a later transfer of authority even more difficult. We have not been able to examine all aspects of this problem in depth in the time at our disposal and therefore do not wish to make a summary recommendation. But we believe that this issue should not be sidelined indefinitely and steps should be initiated without delay to work out a time-bouond programme for transfer of all or most of the authority for district administration to Zilla Parishads and through them to Mandal Panchayats and Nyaya Panchayats at the ground level.



3.30 A more immediate need is to reactivate the State Development Council, which is to provide a forum for continuous review and interaction between the State Cabinet and Zilla Parishads. This council is required to meet every quarter with the Chief Minister as Chairman, all Adhyakshas and six State Ministers as members and the Development Commissioner as Member-Secretary. But the Council has not met since July 1988 and the only forum available for inter-governmental consultations at the highest level in danger of becoming moribund. We cannot over-emphasise the urgency of resuming quarterly meeting of the State Development Council. In anticipation of such meetings, Zilla Parishad Adhyakshas have been having consultations among themselves and identifying issues of common concern for discussion with the State Government. Further postponement of Council meetings will add to the fears of Zilla Parishads that the Government is losing interest in them and does not wish to consult them. Just as the Government of India's failure in convening regular meetings of the National Development Council has needlessly



exacerbated, relations between the Central and the state governments, failure to hold quarterly meetings of the State Council Development, Could sour inter-governmental relations within the State. We would therefore strongly urge the government to take steps to organise regular meetings of the Council. We also recommended that the secretarial responsibility for the Council be transferred to the Secretary, Panchayat Raj Department after the changes in regard to this Department recommended in Chapter IV are made.

- 3.31 Along with the above, certain other major changes are necessary at Government level. Procedures and conventions should be modified to prevent State Ministers and State Legislature becoming concerned with the day-today administration of development activities by Zilla Parishads and their officers. This will also involve redefinition of the responsibilities of State Level Departments, as explained in the next Chapter. At the political level, matters relating to subjects, schemes or administrative cadres transferred to Zilla Parishads should not be ordinarily the concern of State Ministers, unless



a question State-wide policy arises. Likewise, members of the State Legislature should observe the convention of not raising questions on matters coming within the purview of Zilla Parishads on the floor of the Assembly or with State Ministers. Since they have access to Zilla Parishad Adhyakshas under the present arrangement, it would be proper for them to take these up at the district level. Even when over a period, MLAs participation in Zilla Parishad affairs is modified, it would be appropriate for them to refrain from seeking to monitor Zilla Parishads or put pressure on them through State agencies.

3.32 In all of these matters, the issue is not one of legality or jurisdiction, but of spirit, attitudes and conventions. We are aware these are not changed or strengthened easily, or by some fiat. They have to come about from understanding, discipline and empathy. A political change of the kind brought about by the Panchayat Raj Act of 1983 necessarily implies major mental adjustments. Having taken the formal step of creating Panchayat



Raj institutions, we earnestly hope that State Ministers and Legislators will create an environment in which Zilla Parishads and Mandal Panchayats will grow in strength and, in the process add to the strength of the State Government itself.

DD-110

01567



C H A P T E R I V

ADMINISTRATIVE ARRANGEMENTS

4.1 The administrative requirments of Mandal Panchayats and Zilla Parishads were worked out in detail well before April 1987 by the High Power Committee of Secretaries. These were broadly in accordance with the provisions of the Act (Articles 121 to 123 and Article 173) and on the basis of functions transferred by the State Government. Schemes for elections administrative strusctures conditions of service, lines of command, powers of sanction and so on were specified in great detail. Accoplishment of so large and intricate a task in a relatively short period was a truly remarkable achievement; and this commendable work of the High Power Committee greatly facilitated the launching of Panchayat Raj institutions on the prescribed date.

4.2 present set-up

The administrative and technical staff placed at the disposal of Zilla Parishads in April 1987 were all from existing



government staff. Senior officers in Groups A & B posted to Zilla Parishads were treated as on deputation. Recruitment to these cadres, as well as transfers promotions etc., continued to be the responsibility of the State Government. Posts belonging to groups C & D, however, were to be permanently absorbed by the Zilla Parishads, constituting their regular cadres. Zilla Parishad's were also empowered to recruit additional staff in these categories.

- 4.3 At the Mandal level there is provision only for one whole time Secretary to the Panchayat, to be appointed by the Zilla Parishad in consultation with the MP. However, it is open for Mandal Panchayats to engage other staff on their own, on salaries and allowances paid from the Mandal Panchayat Fund. In practice, the scope for such additional employment is virtually nil, because of severe financial limitations. We shall discuss this matter after considering other details of the administrative structure at district and taluk levels.



4.4 Since Zilla Parishads and Mandal Panchayats have been entrusted with only developmental responsibilities, all categories of officers in charge of law and order, land revenue administration and other regulatory functions have remained in State service, with the Deputy Commissioner in over-all charge. Organisationally, therefore, there are now two parallel structures in each district - one under the administrative control of the Chief Secretary to the Zilla Parishad and the other under the Deputy Commissioner. The Chief Secretaries posted to Zilla Parishad's are invariably senior in service to Deputy Commissioners, and this has helped in emphasising the primacy of both development and the Zilla Parishad's authority in the district. We also learn that with reduced responsibilities, the Deputy Commissioners and his assistants at other levels are now able to do a good deal more in land administration and other areas which had received in adequate attention in the past. This division of administrative responsibility at the district level is, in any event,



a reflection of the sharing of functions between the ,State Government and Zilla Parishads. We believe that as the Panchayt Raj system evolves in the future, this will also change. For the present, we are satisfied that no insuperable difficulty has arisen because of this arrangement and Chief Secretaries and Deputy Commissioners have worked well together.

#### 4.5 Control by State Departments

The Chief Secretary of the Zilla Parishad who is the Zilla Parishad's Chief executive officer is assisted by one or more Deputy Secretaries, a Chief Accounts Officer a Chief Planning Officer, Council Secretary two Assistant Secretaries and other supporting secretarial and planning assistants. (See Appendix VI). District Officers and their staff in all other departments are under the Chief Secretary's operational control. But as already observed State department heads have retained substantial administrative control over them, particularly in the public works, Forests, Horticulture and Education departments. This arrangement is understandable as a start and there are perhaps some



good reasons for treating A & B Group officers as on deputation. But it leaves room for possible conflict of obligations and rights. Therefore, promotions and other service powers which vest with departmental heads have some times been exercised in a manner contrary to the needs or conveniences of Zilla Parishads. Also, officers at the district level are often unable to perform according to local requirements when these vary from the norms and conditions stipulated by their parents departments. Thanks largely to tactful handling of such situations by Zilla Parishad Adhyakshas and Chief Secretaries, disagreements have so far not been such as to hamper Zilla Parishads seriously. But perpetuations of this arrangements will not be helpful in the long run, and it is, in our opinion necessary to review this issue early, with a view, to enabling the Chief Secretary of the Zilla Parishads to have an effective say in the administrative control of all district level officers.



4.6 Notwithstanding the powers transferred to Zilla Parishads under the 1983 Act, actual operations of these bodies are seriously circumscribed by administrative and financial restrictions imposed under numerous Government Orders and circulars. A circular clarifying the question of administrative control by Heads of Departments over district officers on deputation with Zilla Parishads, issued by the Rural Development & Panchayat Raj Department (No.RDP 82 ENQ 87 Dated 17.8.1987) states that supervisory responsibilities and disciplinary powers will remain with the Heads of Departments and any action that Zilla Parishads can take in this regard should be strictly in accordance with existing Government rules. Similarly rules governing transfer policy to be followed by Zilla Parishads in respect of officers on deputation are laid down by another circular (RDP 406 ZPS 88 Dated 30.8.1988) issued by the same department. A circular issued by Public Works Department ( No.PWD 47 CRM 88 dated 25th May 1988) "instructs" that in respect of all works for which Zilla Parishads are authorised under the Act to accord administrative approval,



"The estimate for such work may got technically approved by the competent technical authority before the work is administratively approved by the Zilla Parishads".

- 4.7 Likewise, there are a large number of circulars or orders issued by Finance, Planning or other departments limiting of the freedom/action of Zilla Parishads and MPs. Some of these are reproduced in Appendix VI. All of them have issued after consideration and decision by the High Power Committee and usually at the request of concerned departmental heads. Invariably, they have consisted of an affirmation of existing Government rules or practices; and in case of disagreement between the conveniences or needs of Zilla Parishads, and existing rules or practices, the High Power Committee's decisions have often been such as to continue the status quo. Thus the change in sanctioning limits for Executive Engineers has been more or less symbolic - from Rs.1 Lakh to Rs.2 Laksh; the system of having to obtain technical approval from three different superintending engineers at the next level for construction



and bridges, irrigation and public health engineering continues. Assistant Engineers at taluk levels have no sanctioning powers whatsoever. While these may have been appropriate under different conditions in the past, they have only succeeded in delaying and frustrating the execution of schemes transferred to Zilla Parishads and Mandal Panchayats.

- 4.8 Even more restrictive are the conditions relating to financial allocation and use. Basic questions of budgetary structure and policy will be examined along with planning policy in the next Chapter. Here, we may refer briefly to the control exercised by the State Government on the utilisation of funds by Zilla Parishads and Mandal Panchayats. Though the 1983 Act provides for the Constitution of Zilla Parishad and Mandal Panchayat Funds on lines of the State's Consolidated Fund, the authority to draw on the fund or to carry over the balances from year to year are severely restricted. These Funds are maintained by the State Treasuries, and drawals on them are totally dependent on the release of funds by



the State Government from time to time. Because of the acute financial stringency of the State, these releases have been both irregular and often less than sanctioned in <sup>the</sup> budget. Until recently, Mandals were limited to a drawal of Rs.15,000 per month from Mandal-I account, which is in principle wholly at their disposal; and this has been rescinded only very recently. Except for 14% to 15% of the budgetary allocation for plan expenditure, the rest is pre-allocated by the State Government. This was understandably unavoidable in 1987-88, since the State Budget for that year had been placed before the legislature before the establishment of Zilla Parishads and Mandal Panchayats. But the practice has continued practically unchanged. The relative proportion of budgetary resources allocated to Zilla Parishads as well as the untied part of the total has remained unchanged. Finally, the department or scheme-wise allocations cannot be changed by Zilla Parishads by more than 10% without the prior sanction of the department concerned.



4.9 There are many more restrictions of this type and it is not necessary to list them all here to make our point. While many of these have been formally approved by the Cabinet, many other instructions of this kind have issued directly from departmental heads, with or without the approval of <sup>the</sup> /High Power committee. In general, the attitude at the administrative level palpably been one of continuing past practices and procedures, and in some cases, tightening them on various grounds.

4.10 We are deeply concerned by this situation. We are aware of the Government's obligation to establish rules and procedures which aim at preventing mis-use authority and waste or misappropriation of public money. These are entirely laudable objectives and every effort has to be made to attain them. /But with the establishment Panchayati Raj, the frame work within which these objectives are to be attained has changed in both form and character. Within the powers assigned to Zilla Parishads and Mandal Panchayats under the 1983 Act, the rights as well as the responsibility



of controlling public servants and public expenditure fully belong to these organisations. These are elected bodies and the right to call them to account is that of the people in their areas, not officials at the State capital. It is time we rid ourselves of the notion that bureaucracy is more impartial and more aware of the public interest than the people themselves. We therefore, recommend the appointment of a committee headed by an outside expert in Government and consisting of official representatives of both the State and Zilla Parishads, as well as some non-official members to review all Government Orders and instructions, with a view to modifying them in such a way as to prevent any abridgement of the rights conferred by statute on Panchayati Raj institutions.

4.11 A further measure urgently needed is the restructuring of the Government budget and reorganisation of Government departments with a view enhancing the technical support they can give to Zilla Parishads and other local governments. These are examined in some detail in Chapter V. We would only like to observe that relative to



the tasks remaining with the State Government after the transfer of developmental and supervisory responsibilities to Zilla Parishads, State departments have more staff than necessary. Excess personnel of both administrative and technical cadres could be either placed at the disposal of Zilla Parishads if they so required, retrained and redeployed more usefully and progressively reeducated. This is a task to which the High Power Committee could turn, now that the ground work for district and mandal administrations have been completed

4.12 In the process of redefining the scope and functions of different departments, special attention should be paid to two nodal departments, namely Panchayat Raj and Planning. For purely historical reasons, Panchayat Raj has remained attached to Rural Development in one department. This in our view has deprived the Panchayat Raj wing of the departmental role and status which rightly belong to it. It has not been able to serve as a nodal department through which Zilla Parishads can sort out all their problems with



the State Government. Nor is it able as presently constituted to ensure that guidelines and instructions inconsistent with the objectives and status of Zilla Parishads do not issue from other departments without specific Cabinet approval. We have also recommended in para 330 above that secretarial functions in respect of the State Development Council should be assigned to the Panchayat Raj department. In view of all these needs, and aware of the heavy burden already borne by the State's Chief Secretary, we recommend Panchayat Raj work be entrusted to a full department under an officer of the rank of Additional Chief Secretary, and explicitly empowered to function as a nodal point for Zilla Parishad and Mandal Panchayat affairs. Our observations on the Planning Department's responsibilities are contained in Chapter V.

#### Zilla Parishads and Mandal Administration

- 4.13 Mention was made in Para 4.2 of the meagre staff available to Mandal Panchayats. The majority of these organisations have



no staff of their own, even though they are empowered by the 1983 Act to appoint them. Their Secretaries are appointed and paid by Zilla Parishads. Other officers whom they have to utilise to perform their developmental functions are all in the employment of the Zilla Parishad or State Government. These officers are generally at Taluk level, <sup>have</sup> or ~~responsi-~~ bility for more than one Mandal. Consequently, Mandal Panchayats are hopefully short of executive assistance; and in view of the pivotal role of these Panchayats, this weakness in the system should be speedily remedied.

4.14 A major impediment in this regard is the serious shortage <sup>of</sup> budgetary resources at the disposal of Mandal Panchayats. Even in the original transfer of Schemes to Zilla Parishads and Mandal Panchayats, a large number of schemes nominally under the Mandal heading were in list II, for which funds were placed in Mandal-II account operated by Zilla Parishads. Transfers to Mandal-I account which was operated by Mandals, were through the



Zilla Parishads and barely enough to cover salaries, electricity charges etc. Until recently, even monetary resources locally mobilised by Mandal Panchayats had first to be credited to the State Treasury and drawn as and when made available. Wherever we went, this was the major and obvious obstacle to the proper functioning of Mandal Panchayats.

- 4.15 In the attitude of Zilla Parishads and their functionaries towards Mandal Panchayats there was often the same propensity to control or even take over as at State level. We regret to note that in the recent past, 12 of the 22 schemes originally listed under Mandal-I have been transferred by the State to Zilla Parishads, and we are not aware of any objections to this by Zilla Parishads. The result is a virtual take-over of Mandal responsibilities by the Zilla Parishad, while the Panchayats are left to face the music in Grama Sabhas. Concurrently, with the transfer of schemes, funds also are shifted from Mandal-I to Mandal-II. This is an issue which we hope the Finance Commission will look into and suggest



appropriate remedies. But we cannot overemphasise the need to desist from reducing Mandal Panchayats to total ineffectiveness by such unilateral administrative decisions.

4.16 More positively, it is urgently necessary to strengthen and streamline the administrative set up at the Mandal, Taluk and District levels.. The weakness at the Mandal level is particularly pronounced. Though it is the basic unit for area planning and development administration, it has been hamstrung by the inadequacy of staff and absence of effective arrangements, particularly of the engineering departments, implement promptly and efficiently its decisions. Distance and numbers have rendered rather tenuous the linkages between the Zilla Parishad and the Mandals. And the Taluk setup as constituted at present is unable to function as an effective link between Mandals and the Zilla Parishad. In our view the following steps should be taken to bring about a substantial improvement in the situation.



4.17 The only full-time official of the Mandal Panchayat is ~~a~~ a poorly paid secretary drawn from the ranks of Gram Sevaks/Revenue Assistants. Though it is obviously necessary to provide the Mandals with a secretary of <sup>a</sup> higher calibre, there may be practical difficulties in doing so immediately. It should, however, be possible to transfer one more government functionary to the Mandal Panchayat by redeployment of existing field staff. In our view it should be possible to pull out a sufficient number of Village Accountants from revenue administration for this purpose. On an average there <sup>are</sup> three Village Accountants within the jurisdiction of a Mandal Panchayat; when one of these is transferred to the Mandal Panchayat, the work is doing at present can easily be distributed among the others left with the Revenue Department.

4.18 In most districts one Junior Engineer has been placed at the disposal of two Mandals and this arrangement has not been working satisfactorily. We recognise that cost consideration come in the way of appointing more. But considerable



improvement can be effected by stipulating that each Junior Engineer will work for the first three days of the week with one Mandal and for the remaining three days with the other. The Pradhans of both Mandals should be empowered to record annual confidential remarks on his work .

4.19 The post of Block Development Office should be upgraded and a Class-I Officer should be appointed in that position. IAS Officers in the junior scale members of the State Civil Service and hand-picked Officers of other development departments should man these posts; the first posting of every IAS Officer after the completion of training could well be as a B.D.O. for atleast two years in addition, Government should explore the possibility of recruiting on contract from three to five years, well-motivated fresh graduates of Indian Institute's of Management, Institute of Rural Management at Anand and Indian Institutes of Technology for these appointments, after a short orientation course. Apart from being Secretary of the Taluk Panchayat Samithi and taking effective follow-up action, the B.D.O's functions should include .



providing effective horizontal coordination at the Taluk level, maintaining close liaison with the Mandal Panchayats rendering assistance to them in the formulation and implementation of projects, monitoring progress of all development programmes in the Taluk, and constituting the principal administrative agent of the Zilla Parishad in the Taluk. While according a higher status and strengthening his hands, care should be taken to ensure that he functions as a genuine friend of the Mandal Panchayat. Any tendency on his part to throw about his weight and boss over them should be severely curbed; and if he is temperamentally unfit for this role he should be shifted quickly.

4.20 In the new set-up the Assistant Commissioner has been relieved of his developmental responsibilities and is now concerned only with the maintenance of law and order, land revenue administration and some other regulatory functions. Though we appreciate that from some points of view it is not a neat arrangement, we are inclined to recommend that the



part-time services of Assistant Commissioners be utilised for handling certain specified development duties under Zilla Parishads. By virtue of the prestige and status of his office, the Assistant Commissioner is best equipped to bring about effective horizontal coordination at the Sub-Divisional level and also ensure that officers of different departments extend necessary assistance and cooperation to Mandal Panchayats. Incidentally, such an arrangement will also afford an opportunity to young executive officers to acquire valuable experience of development administration which they will otherwise miss in the new dispensation. When this change is introduced, both the Deputy Commissioner and the Chief Secretary of the Zilla Parishad should record annual confidential remarks on the work of the Assistant Commissioner.

- 4.21 The Chief Secretary of the Zilla Parishad is burdened with onerous responsibilities and he is required to attend<sup>to</sup> a wide variety of functions. Interviews and routine work also consume a great deal of his time, with the result that even outstanding



officers find it difficult to do justice to their office. The upgrading of the post of B.D.O. and the utilisation of the part-time services of the Assistant Commissioner as suggested in the preceding paragraphs would, no doubt, give some relief to the Chief Secretary. But that is not enough. We suggest that the Chief Secretary be assisted full-time by a Special Assistant drawn from the I.A.S. or the State Civil Service. This officer can relieve the Chief Secretary of routine duties, attend to and try to solve the problems of the Mandal Pradhans and others who wish to meet the Chief Secretary and also look after public relations work and protocol. The creation of such a post hopefully leaves the Chief Secretary free to attend to his more important functions at the policy-making level and liaison with State Departments.

- 4.22 As we have observed in Para 4-11, the introduction of Panchayat Raj has led to many changes in the duties and responsibilities of senior officers of several departments at the State and divisional levels, and it is expedient to re-define their duties and responsibilities. There is, we believe, considerable scope in this process for redeployment of personnel



and posting many of them as Special Assistants to the Chief Secretaries of Zilla Parishads. We have also indicated above similar re-deployment of personnel at the district and lower levels as well. As suggested in para 4-11, the High Power Committee should study all aspects of this problem and make specific recommendations, at an early date.

4.23 There are two other related matters.

A large number of Boards and Corporations have been set up by the State Government with specific functions. Besides the Karnataka Electricity Board and similar organisations for the provision of infrastructure support, there are others like the Agro-Industries Corporation, the Land Army Corporation etc., whose operations have a direct bearing on developmental work undertaken by Zilla Parishads and Mandal Panchayats. Unlike the Taluk Agricultural produce Co-operative Marketing Societies and Primary Land Development Banks whose presidents are members of Taluk Panchayat Samithis, and Chairmen or Presidents of District Central Cooperative Banks who are associate members of Zilla Parishads, all other



State Corporations are uninvolved in the administrative changes that have taken place. While we do not think that these corporations should have any direct role in the administrative process at district or lower levels, we believe that some modifications in their mode of operation will be necessary to enhance their utility to Zilla Parishads and Mandal Panchayats. We have been informed that the conditions of work and norms adopted by many of these non-departmental bodies are unsuitable for decentralised operations, and Zilla Parishads or Mandal Panchayats are often unable to utilise their services as required by the related State level departments. Particular mention has been made in this context of the difficulty of using the Land Army Corporation by Mandal Panchayats, for instance in housing for scheduled castes and sched tribes, or in securing proper service from KEB, and Forest Development Corporation. In the process of re-examining the existing government orders or instructions, or working out the redeployment of personnel and functions, the manner in which these Boards and Corporations entrusted with basic infrastructure or social welfare services could be made



both more accessible and more useful to Zilla Parishads and Mandal Panchayats should also be examined.

4.24 Finally, the link between administrative freedom and financial freedom is very close, as experience at all levels amply demonstrate. Many of the administrative changes recommended above would be ineffective without corresponding modifications in the financial powers of State Governments, Zilla Parishads and Mandal Panchayats. There is no dispute that effective mechanisms should exist for preventing unauthorised expenditure and ensuring cost-effectiveness. But just as too much laxity in financial control is inadvisable, too much control can become counter productive. At this stage of Panchayat Raj institutions, it is vital that they are not handicapped by severe restrictions on their financial operations. Within the total resources allocated to them, or mobilized by them, the pattern and purposes of expenditure should be subjected to a minimum of pre-determination by the State Government.



It is far better to allow them as free a hand as possible, making it the obligation of the local electorate and elected representatives to ensure the administrations compliance with proper codes of conduct in the use of public funds.



CHAPTER V

PLANNING

- 5.1 One of the objectives of the 1983 Act is to create an institutional framework the absence of which has hitherto prevented planning from below in Karnataka. Grama Sabhas, Mandals and the Zilla Parishads which form the core of this framework are expected to initiate the planning process from the base and to formulate an integral plan for the area (district) as a whole as well as each sub-area level i.e., Village and the Mandal. The area plans to be developed at the Mandal Panchayats level were also seen as essential-
- (i) for the integrated development of resources - comprising of land, water and energy - village by village and
  - (ii) for the universalisation and fulfilment of atleast the basic minimum needs of elementary education, primary health care, drinking water, housing, rural communications, food, fodder and fuel.

These plans from below are expected to be the building blocks for the State Plan, which in turn is expected to bring a practical rapport between the area plans and the state level sectoral initiatives aimed at strengthening the economy of the State as a whole and



and generating growth in and leave much to be accomplished at the ground level as well as the State level.

5.2 Area Planning has not yet been undertaken in any significant sense of the term. True the Gram Sabhas and Mandals have indicated local needs and priorities - but these are merely listed. There is no mechanism to help the Mandals to weave them into an area plan. They have also not been provided with any technical assistance to make an inventory of local resources of land, water, etc., village by village. Except for a marginal 10 to 15 percent, the bulk of the development finance provided to them is committed to schemes which were conceived by the administration prior to the establishment of the decentralised institutions.

5.3 A skeleton staff for planning has however been provided at the Zilla Parishad level in the past one year. But it is inadequate and ill-equipped for the nature and depth of area planning exercises required. Besides, as in the case of MPs, at the Zilla Parishad level too, the bulk of the resources (over 80 percent) are committed to schemes previously conceived by various State or Central level agencies/departments. Even this limited



exercise at local planning by MPs and ZPs has been severely handicapped by

- (i) the rigidity in districtwise allocations into sectoral allocations accentuated by committed schemes,
- (ii) the restrictions on reappropriation powers of Zilla Parishads from one sector to another, and within a given sector to 10 percent of the scheme-wise allocation,
- (iii) the limited scope available to ZPs etc for changing the predetermined norms attached to Centrally Sponsored Schemes in particular which by their nature come within the purview of MPs and ZPs.

5.4. Another glaring lacuna is that the development activities/schemes and related allocations of the sectoral departments at the State level have not been systematically reviewed, from the viewpoint of their continued relevance and necessity after the creation of the ZPs etc. These schemes/expenditure have not been weeded out or reoriented in the light of the emerging needs of the decentralised institutions.

It is apparent that the logic and logistics of decentralised area planning do not appear



to have been fully understood at the state level. This explains why conditions have not yet been created for the efficient formulation of area plans. The Expert Group on Perspective Plan set up by the Government of Karnataka has spelt out the imperatives of decentralised planning and made various suggestions for translating it into practice. We endorse the basic thrust of the Perspective Plan that, to aid the planning process from the village to the State level, maximum use be made of all available technical, educational and social institutions in the State. This would vastly improve the supply of information and technical assistance in planning services in quantity and quality, as well as on a spatially dispersed basis without enlarging the bureaucratic machinery beyond the minimum essential.

5.5 In this context the decision of the State Government to extend the State Council of Science and Technology to district levels is a welcome step. This will enrich local planning in respect of science and technology inputs and facilitate the use of remote sensing and other data, for development purposes. ZPs should also be empowered to use a percentage of their allocation for obtaining technical consultancy as and when needed.

5.6 One of the road blocks in the way of decentralised planning is the existing budgetary procedure. Presently, the allocations for various ZPs are fragmented and appear as part of each sectoral department. This is a source of great deal of sectorwise rigidity. At



one stage, the Finance Department had itself proposed that allocations to ZPs should appear in a lumpsum in the State Budget instead of being parcelled out to sectoral departments. It had also suggested that this procedure should be introduced atleast for plan schemes, and the issue of non-plan schemes could be considered later. But we understand that this very useful suggestion was not acted upon because of lack of clarity as to which Departmental Minister will be answerable to the Legislature.

Transfers to ZPs/MPs are in the nature of grants. They are comparable to grants to the States in the Central Budget. Therefore sectoral departments should not be required to answer questions on the day to day activity of the grantees. We therefore urge that both plan and non-plan allocations to ZPs/MPs must be show in the budget in a lumpsum and transferred through a nodal department - in this case a reconstituted Panchayat Raj Department.

Furthermore, whatever be the order of resources or the mode of transfer to ZPs/MPs from the State Plan, there should be no unproductive restrictions such as on the extent of reappropriation etc.

- 5.7 As a corollary, the plan formulation procedures should be altered. The Mandal Plan should be taken as one unit for assimilation in the Zilla Plan ie., without



the sectoral breakup of the Mandal plan being identified in the Zilla Plan. In the prose attached to the Mandal plan a broad percentage distribution of total plan, by main activities i.e., education, health etc. could be shown to indicate the main thrust.

A similar strategy should apply to Zilla Parishad plans to facilitate their assimilation in the State plan. In case of District plans, the sectoral thrust could be indicated in somewhat greater detail but mainly for informational purposes.

The present planning set up at the State level, the staff, and procedures have to drastically reoriented and upgraded to

- (a) effectively assist the ZPs/MPs with information and advice in the formulation of area plans and
- (b) systematically scrutinise departmental plans/schemes at State level to ensure their support to and compatibility with area plans.

We suggest that the Planning Department's capability be enhanced first by using the services of specialised institutions and where these are not available by expansion of its own staff. Reform of the planning and budgetary process is the key to the success of decentralised planning and in this the role of the Planning Department is crucial - as it has an overview of the direction of development.



5.8 It is only when these conditions have been fulfilled that we can reap the full advantage of an area plan, informed by local priorities and enriched by local resources and initiatives. The only way locally elected representatives of these bodies can prove effective and satisfy their local electorate, is to respond to local priorities and needs. This as stated above has not received the requisite attention and technical support. We have no doubt that if local planning of this content and dimension is not allowed to emerge and operate there is every likelihood of a serious breakdown of the decentralisation scheme in general.

5.9 One of the important institutional innovations of the Karnataka decentralisation scheme is the formation of the State Development Council (SDC) referred to earlier comprising of senior members of the State Cabinet and all Adhyakshas of ZPs. ZPs have been contributing to the agenda of the SDC and taking active part in its deliberations - which have also helped the State's political and administrative leadership to gain first hand knowledge of progress, problems and prospects of development and planning at the ground level. At the same time these discussions have helped ZPs to share each other's experience as well as to widen their understanding of the State level and national level plan perspectives and issues.

5.10 Because of the increasing interval between SDC meetings,



a sense of isolation is beginning to grow among the ZPs, as they find decisions on development matters which fall in their domain being made by the Cabinet or the High-Power Committee without consulting them. There is also a visible lack of restraint on the part of the sectoral departments in encroaching upon ZP territory. These will lead to distortions in planning and weaken decentralised planning, if allowed to go unchecked.

- 5.11 We therefore reiterate that the Government give top priority to revitalise the SDC. We also urge that in the interest of the decentralisation scheme and proper rapport between the State level and ZPs, the High-Power Committee which comprises of officials only, be broadbased as a Standing Committee of the SDC for resolving issues between the ZPs and the State level.
- 5.12 The revival of SDC will also ensure that the share of Mandals/ZPs in the total plan outlay of the State is fair and commensurate with the responsibilities entrusted to them. We note with some concern that their share in plan outlay which was expected to be not less than 35 percent, has declined to about 25 percent. It is necessary in our view, to fix a floor, say 33 percent or 1/3rd, below which the ZP/Mandal allocations are not allowed to fall. We also suggest that proposals of all departments which encroach on the activities or allocations of Panchayat bodies or



issuance of operational directions by the departments to the former, must be subject to prior clearance by the SDC standing committees - if plan priorities and relative importance of decentralised planning are to be maintained.



CHAPTER VI

SUMMARY OF CONCLUSIONS & RECOMMENDATIONS

6.1 The actual performance of Zilla Parishads and Mandal Panchayats is impressive. Virtually in all districts the operation of schools and health facilities has improved vastly. Considerable progress has been made in the allocation of housing sites under various schemes. Performance in the fields of inland fisheries, horticultural and forests has also been good. Generally development works are being executed more speedily and there is better control of field staff. (2.5 to 2.8)

✓6.2 The ZPs and MPs have given ample evidence of their willingness and ability to mobilise resources. (2.9)

6.3 Notwithstanding the novelty and complexity of legislative and procedural arrangements for transfer of power, men and women at local levels have become keenly aware of their altered political status. The calibre of men and women elected to the offices of Zilla Parishad Adhyakshas, Upadhyakshas is remarkably



high. The Mandal Pradhans command respect and seem to have a good appreciation of their role. Women and scheduled caste members of the Mandal Panchayat still appear to be hesitant in asserting themselves. (2.10 & 2.11) ✓

6.4 A harmonious relationship exists between officials and non-officials at the district level and now public servants are more conscious of their accountability to the people. Unfortunately some officers are not yet attuned to the new climate and often attempts are made to make inroads into the authority of local governments. Such attempts should be resisted absolutely at the political and official levels. (2.12)

6.5 As the states can share with the district governments only the powers they have, all attempts by the Central Government to abridge the powers of the States should be resisted. We should like to emphasize the obvious but vital issue of the need on the part of the Central Government to change its practices and policies in support of genuine decentralisation. (2.13)

6.6 There is plenty of evidence that legislators, ministers and officials of the State Government



still have mental reservations about the scheme of decentralisation. This attitude has to change. (2.14)

6.7 We did not come across any evidence to show that the conditions of the scheduled castes and other under privileged people have worsened consequent upon the introduction of Panchayat Raj. If the rural vested interests have waxed strong, it is for reasons which have been long at work, and which partisan politics at Central and State governments have regrettably encouraged. (2.15)

6.8 There is a gross mis-match between the functional responsibility of Mandal Panchayats and their direct command over resources. The Mandal Panchayats command over resources and freedom of action should be progressively enlarged. (3.4)

6.9 There is no immediate need to amend the 1983 Act. For the present the accent should be on developing proper conventions to guide inter-governmental relations and a commitment politically to press ahead with the actualities of decentralisation. (3.5)

6.10 If quick and effective steps are not taken to enable Mandal Panchayats to discharge



their functions well, and the Gram Sabhas fail to appreciate the constraints on them, people could lose interest in attending Gram Sabha meetings or accepting Mandal Panchayat as the effective local authority. (3.7)

6.11 On the whole there has been improvement in the selection of beneficiaries and implementation of poverty alleviation programmes. A lasting remedy to partisan decision making by Mandal Panchayats is the eternal vigilance of local communities. It is, therefore, vital that the requirement of canvassing Gram Sabha meetings atleast twice a year should be enforced. (3.8)

6.12 Overall it would appear that there is a good amount of cooperation and mutual respect along members of Mandal Panchayats even when they belong to different political parties or caste groups. (3.10)

6.13 We do not recommend any change in the electoral system for local elections or enhancement of reservations. (3.11)

6.14 There is a strong case for improving the salary and allowances of Mandal Panchayats. (3.12)

6.15 A serious flaw in the system has been the absence of proper operational linkages between Mandal Panchayats and Zilla Parishads. (3.13)



- 6.16 Considering the circumstances in which Panchayat Raj was introduced, it was probably necessary to have 'MLAs as Chairmen of Taluk Panchayat Samithis. We are of the view that in due course it would be a healthy convention to limit a person's membership to one or the other of three tiers of government that would exist in the State. (3.14)
- 6.17 With a view to improving the linkages and means of communication between the Mandal Panchayats and Zilla Parishads a practical course would be for one Zilla Parishad Member holding the office of Adhyaksha, Upadhyaksha or Chairman of Standing Committees to be designated as the contact person for a number of Mandal Panchayats. (3.15)
- 6.18 Many of the schemes presently allocated to Zilla Parishads can conveniently be transferred Mandals, with a redeployment of existing staff and transfer of the required resources to the Mandal Account. (3.16)
- 6.19 Instead of leaving the Chairmanship of the Taluk Panchayat Samithi as a sinecure for the MLAs, a better arrangement will be to establish the convention of rotating the Chairmanship annually among MLAs, ZP members and Mandal Pradhans; or, on a rotating basis, election of a Chairman for each meeting from amongst those present. (3.17)



- 6.20 Zilla Parishads, with their larger staff and budgetary support compared to Mandals, have functioned with greater authority and facility. Development programmes for which they are responsible have been competently implemented. (3.18)
- 6.21 A good part of the inter-party and intra-party differences operating at the State level has spilled over to the Zilla Parishads. Overall, however, Zilla Parishad Adhyakshas and leaders of opposition parties have conducted themselves with commendable responsibility and a substantial amount of legislative and executive work has been carried out on an agreed basis. (3.19)
- 6.22 At present there are nine Standing Committees. We recommend that the number of Standing Committees be reduced to four or five by regrouping the existing ones and that their regular meetings could be once in two months rather than every month, with a provision for special meeting when the need arises. (3.21)
- 6.23 While we are opposed to a statutory allocation of authority between the Adhyaksha and Upadhyaksha, we suggest that the Adhyakshas could assign some specific administrative responsibility



to their deputies besides presiding over the General Standing Committee and acting in their stead in their absence. (3.22)

6.24 The State Government should reiterate its total and unequivocal commitment to the progressive devolution of authority to Panchayat Raj institution. (3.25)

6.25 The State Cabinet should make absolutely clear within the government that any direct or indirect measure to reduce the authority of Zilla Parishads and Mandal Panchayats will not be tolerated. (3.26)

6.26 The practice of assigning State Ministers responsibility for individual districts should be discontinued forthwith. (3.27)

6.27 Steps should be initiated to work out a time bound programme for transfer of all or most of the authority for district administration to Zilla Parishads & Nyaya Panchayats at the ground level. (3.29)

6.28 The State Development Council should be reactivated and we strongly urge the State Government to organise regular meetings of the Council. We also recommend that secretarial responsibility



for the council be transferred to the Secretary, Panchayat Raj Department. (3.30)

6.29 Procedures and conventions should be modified to prevent State Ministers and the State Legislature becoming concerned with day to day administration of the Zilla Parishads. (3.31)

6.30 A political change of the kind brought about by the 1983 Act necessarily implies major mental adjustments. Having taken the formal step of creating Panchayat Raj institutions, we earnestly hope that State Ministers and Legislatures will create a favourable environment for the Zilla Parishads and Mandal Panchayats to function efficiently. (3.32)

6.31 State department heads have retained substantial administrative control over their staff in the districts. It is necessary to review this arrangement so as to enable the ZP's Chief Secretary to have effective administrative control over all district level offices and their staff. (4.2)

6.32 Notwithstanding the substantial transfer of power to Zilla Parishads, the actual operations of these bodies are seriously circumscribed by administrative and financial restrictions. There are also a large number of



circulars or orders issued by Finance, Planning and other departments limiting the freedom of action of Zilla Parishads and MPs. (4.6-4.7)

6.33 The attitude at the administrative level has palpably been one of continuing past practices and procedures and in some cases, tightening them on various grounds. (4.9)

6.34 We recommend the appointment of a Committee headed by an outside expert in government and including official representatives of both the State and Zilla Parishads as well as some non-official members to review all Government orders and instructions, with a view to modifying them in such a way as to prevent any abridgement of the rights conferred by statute on Panchayat Raj institutions. (4.10)

6.35 There is the need to restructure the Government budget and reorganise Government Departments with a view to enhance the technical support they can give to Panchayat Raj institutions. After the transfer of developmental and supervisory responsibilities to Zilla Parishads, the State Departments generally are left with more staff than they need. The High Power Committee could look into these matters and make appropriate recommendations. (4.11)



- 6.36 In the process of redefining the scope and functions of different departments, special attention should be paid to the nodal departments: viz Panchayat Raj and Planning. We recommend that Panchayat Raj work be entrusted to a full-fledged department under an officer of the rank of Addl. Chief Secretary and explicitly empowered to function as a nodal point for Zilla Parishad and Mandal Panchayat affairs. (4.12)
- 6.37 It is urgently necessary to strengthen and streamline the administrative setup at the Mandal, Taluk and District levels. It should be possible to pull out a sufficient number of village accountants from the Revenue Department to provide one more functionary for each Mandal Panchayat. Junior Engineer's responsibility to work for each Mandal should be specifically identified and Mandal Pradhans should be empowered to write confidential remarks on junior engineers. (4.14 to 4.16)
- 6.38 The post of BDO should be upgraded to Class-I. I.A.S. officers in the Junior Scale, State Civil Service Officers, hand picked officers of other departments and fresh graduates of I.I.M. IRMA and I.I.S. should be appointed on contract to posts of B.D.O. (4.19)



- 6.39 Part-time services of the Asst. Commissioners should be utilised for certain specific development duties under the Zilla Parishad. Both the Chief Secretary of Zilla Parishad and the Deputy Commissioner should record remarks on the Asst. Commissioners. (4.20)
- 6.40 The Chief Secretary of Zilla Parishad should be assisted by a Special Assistant drawn from the I.A.S. or the State level service. (4.21)
- 6.41 The progress made by the State in reorienting and strengthening the / process and planning / planning / capability to suit the compulsion of decentralised area planning leaves much to be desired. Technical assistance is particularly lacking at the Mandal level. The budgetary procedures adopted are also proving to be a bottle neck. At the apex level the State Development Council which started well has slackened. (5.1 to 5.4 and 5.9)
- 6.42 The report has made specific suggestions to overcome the shortcomings with speed and at low continuing costs, which if acted upon would foster area based plan approach, the essence of decentralisation. (5.5 to 5.12)

BANGALORE  
March 30, 1989

K.S. Krishnaswamy - Chairman  
P.S. Appu - Member  
L.C. Jain - Member  
T.Y. Nayaz Ahmed - Member-Secretary



*PART-II*  
*APPENDICES*



REPORT OF THE ZILLA PARISHAD  
AND MANDAL PANCHAYAT EVALUATION  
COMMITTEE



Visited Zilla Parishad Office, Mandya

Sri. K. Shingarigowda, Adhyaksha.  
Sri A. Ramaswamy, Chief Secretary,  
Chief Accounts Officer.

Meetings on 16.1.89 and 17.1.1989 in the Committee Room No.252,

M.S. Building, Bangalore.

16.1.1989

Smts/Sriyuths:

1. Rajappa, Upadhyaksha, ZP, Shimoga.  
T.N.Krishnappa, Upadhyaksha, ZP, Tumkur.
3. H.Ningaiiah, Adyaksha, ZP, Tumkur.
4. Dr. B.Muniyappa, Upadhyaksha, ZP, Kolar.
5. B.M.Krishnappa, Adhyaksha, ZP, Kolar.
6. C.Narayanaswamy, Adhyaksha, ZP, Bangalore.
7. D.V.Rao, Chief Secretary, ZP, Kolar.
8. D.Thangaraj, Chief Secretary, ZP, Tumkur.
9. K.Jyothiramalingam, Chief Secretary, ZP, shimoga.
10. S.N.Shanthakumar, Divisional Commissioner, Bangalore.
11. C.S.Kedar, Deputy Commissioner, Bangalore.

17.1.1989

- 1 District Health and Family Welfare Officer, Bangalore.
2. Deputy Director of Public Instuction, Bangalore.
3. Executive Engineer, ZP Division, Bangalore.

Vi 'ted Zilla Parishad Office, Bangalore.

Attended Conference of Mandal Pradhans alongwith

Sri. C.Narayanaswamy, Adhyaksha, and Sri. M.Maheshan,  
Chief Secretary, and observed the proceedings..

\*\*\*\*\*



Meetings held at Zilla Parishad, Belgaum on 20th & 21st February, 1989.

\*\*\*\*\*

**Elected Representatives:**

Smts/Sriyuths:

1. B.G.Patil, Adhyaksha, ZP Dharwar,
2. B.V. Naregal, Upadhyaksha, ZP, Dharwar
3. Ramanand B.Nayak, Adhyaksha, ZP, Uttara Kannada.
4. Pramod Vighneswar Hegde, Upadhyaksha, Uttara Kannada.
5. Smt. Suman S.Kollar, Upadhyakshe, ZP, Bijapur.
6. Amarsingh V.Patil, Adhyaksha, ZP, Belgaum.
7. Smt. Anasuya V.Belavadi, Upadhyaksha, ZP, Belgaum.

OFFICERS

1. A.P.Joshi, Chief Secretary, ZP, Uttara Kannada.
2. Aravinda Jadhav, Chief Secretary, ZP, Bijapur.
3. Raju Premkumar, Chief Secretary, ZP, Belgaum.
4. Deputy Secretary, Zilla Parishad, Dharwar.
5. Deputy Commissioner, Belgaum.
6. Divisional Commissioner, Belgaum Division.
7. DDPI, Belgaum.
8. District Health & Family Welfare Officer, Belgaum.
9. Executive Engineer, ZP, Belgaum.

At Kittur:

1. 7 Mandal Pradhans.
2. Sri. Bikkannavar, Leader of Opposition in ZP, Belgaum.
3. Visited Mandal Panchayat Halsi.

-----



Meetings held in March 1989 at Bangalore.9.3.1989

1. Sri. A.B.Datar, Chief Secretary.
2. Sri. S.S. Meenakshi Sundaram, Secretary, RD & PR.
3. Sri. K.Krishna Kumar, Secretary, Agriculture & Horticulture.
4. Sri. Nagaraja Sheety, Secretary, Health & Family Welfare.
5. Sri. M.Shankara Narayanan, Additional Chief Secretary.  
and Commissioner, Planning.
6. Sri. D.M.Desai, Secretary, Public Works & Elec. Department.
7. Sri. M.Basavanna Gowda, Director of Planning.

12.3.1989

1. Chairman and Members of Finance Commission.

20.3.1989

1. Sri. T.R. Sathischandran, Director, Institute for Social & Economic Change, Bangalore.

21.3.1989

1. Dr. D.M.Nanjundappa, Vice Chancellor, University of Bangalore,  
Jnana Bharathi, Bangalore.

\*\*\*\*\*



Appendix-IV

DISTRICTWISE LIST OF PANCHAYAT RAJ INSTITUTIONS AS ON 1ST APRIL 198 .

	Zilla Parishads	Taluk Pancha- yat Samithis	Mandal Pancha- yats.	Interim Mandal Panchayats
1. Bangalore Rural	1	9	102	1
2. Kolar	1	11	125	4
3. Tumkur	1	10	145	5
4. Chitradurga	1	9	116	5
5. Shimoga	1	9	165	7
6. Mysore	1	11	160	5
7. Mandya	1	7	99	5
8. Dakshina Kannada	1	8	167	2
9. Kodagu	1	3	60	5
10. Hassan	1	8	104	5
11. Chickmagalur	1	8	107	5
12. Belgaum	1	9	200	-
13. Bijapur	1	11	166	2
14. Dharwar	1	17	163	3
15. Uttara Kannada	1	11	123	3
16. Gulbarga	1	10	166	3
17. Bidar	1	5	73	1
18. Bellary	1	8	89	2
19. Raichur	1	9	139	3
	19	172	2469	66
1. Bangalore	DDC	TDB	VPs	IMP
	1	3	145	.1

Note: Bangalore District continues to be governed by Karnataka Village Panchayat and Local Boards Act 1959.



## APPENDIX V

Rural Development and Panchayat Raj Secretariat

Subject:- Transfer of Plan Schemes to Zilla Parishad/Mandal Panchayats.

## PREAMBLE

The Karnatak Zilla Parishads, Taluk Panchayat Samithis, Mandal Panchayats and Nyaya Panchayats Act, 1983, (Karnataka Act No.20 of 1985) hereinafter referred to as "the Act" envisages functions to be carried out by Zilla Parishads and Mandal Panchayats and it is necessary to specify clearly the responsibilities entrusted to them.

2. The High Power Committee constituted for implementation of the Act constituted a Sub-Committee to delineate, the schemes that can be transferred to Zilla Parishads and Mandal Panchayats and also frame the delegation of administrative, technical and financial powers keeping in view the functions spelt out in the Zilla Parishads Act.

3. The said sub-committee in consultation with all Secretaries to Government and Heads of Department recommended the schemes which may be retained at a State Level and schemes that may be transferred to Zilla Parishads and Mandal Panchayats having regard to their functions as enumerated in the Act.

4. The recommendations of the Sub-Committee were considered in detail by the High Power Committee which recommended transfer of schemes to Zilla Parishads and Mandal Panchayats as specified in Statements I and II.

5. The recommendations of the said High Power Committee have been accepted by the Government for implementation. Hence the order.

ORDER NO. RDP 183 VAC 86, BANGALORE, DATED 1st April 1987.

1. Government of Karnataka hereby transfers the ongoing schemes included in the VII the plan to Zilla Parishads and Mandal Panchayats under Section 2 and 56 respectively of the Karnataka Zilla Parishads, Taluk Panchayat Samithis, Mandal Panchayats and Nyaya Panchayats Act, 1983 as specified in Statements I and II respectively appended to this Order for implementation during the year 1987-88.

2. As per the provisions of Section 182 of the Act the following are retained at the State Level in addition to the schemes not specifically transferred to Zilla parishads and Mandal Panchayats.

- (a) All externally aided projects of different departments.
- (b) All activities of various Boards and Corporations.
- (c) All Research and Training Programmes and Projects of a Pilot nature.



- (d) Institutions/Schemes having their operation in more than one district.
- (e) Life Irrigation schemes taken up by Public Works Department.

3. The Transfer of these schemes is subject to the following conditions:-

I. In the Planning exercise the entire district should be the unit of Planning leaving only such civic functions as are performed by municipalities/corporations.

II. Any scheme/project/work involving an outlay of more than Rs.2 lakhs shall have the technical sanction of the competent Departmental Officer. No technical sanction for such scheme/project/work shall be accorded by a Zilla Parishad.

III. Zilla Parishads may accord administrative sanctions for all the schemes within an outlay of Rs.10.00 lakhs. Zilla Parishad may also accord administrative sanctions for all on-going sanctioned schemes within the approved financial limits.

IV. Whether functions have been clearly assigned to Zilla Parishads and Mandal Panchayats in externally aided projects of any Department, the Planning, scope location, etc., should be decided by the concerned Department in consultation with Zilla Parishads/Mandal Panchayats as the case may be. Implementation of the projects in such cases at the instance of the concerned department of Government can be entrusted to the Zilla Parishads/Mandal Panchayats.

V. Corporations/Boards shall list out such of their programmes as get implemented in different districts and keep the respective Zilla Parishads informed about them, so that the Zilla Parishads will be in a position to take these programmes in to consideration at the time of formulation of the Districts Plans. This will also avoid duplication and help better integration of plan programmes at the area level.

VI. The various Corporations, Board and Statutory authorities in the State which implement programmes having considerable impact on the socio-economic life of the district should constantly keep in touch with Zilla Parishads and keep them informed of their Programmes. If necessary they may entrust their implementation of supervision to Zilla Parishads particularly, if they do not have their own staff in the districts.

VII. All the rules governing the schemes as laid down in the applicable Government Orders and Circulars shall be strictly followed. The District Officers of concerned Departments, who have been implementing the schemes would be familiar with these rules/orders, etc., However for convenience, the concerned Heads of Departments shall codify as early as possible a "Manual of schemes" which shall set out, with regard to each scheme, (a) Policy (b) Objectives (c) guidelines (d) Government Orders, Circulars, rules and instructions (e) Procedure of implementation and (f) procedure of Inspection, evaluation, monitoring and reporting.



VIII. The schemes shall be implemented in accordance with the monthly physical and financial schedule fixed by the Zilla Parishad/Mandal Panchayat at the time of approval of its Budget under Section 198/124 of the Act before the commencement of the financial year. Wherever any targets have been fixed by Government of India/State Government, they shall be followed.

IX. The progress of implementation of the schemes shall be reviewed by the Zilla Parishad/Mandal Panchayat every month in the same manner as is presently in vogue and in such other manner or format as Government may prescribe from time to time and reports shall be sent to Government on the prescribed dates.

X. Funds also will be released by Government in accordance with the schedule so fixed and having regard to unspent balance in previous releases.

XI. Under Sub-Section (2) of section 183 of the Act, Government has the power, (a) to inspect scheme/works (b) to review their progress with respect to the schedules fixed (c) to evaluate the performance under schemes and to send a report of findings to the Zilla Parishad/Mandal Panchayat. Such reports may be used by Government at the time of finalising the plan of the succeeding year.

XII. A Zilla Parishad shall not unilaterally alter or order changes in the schemes of a Mandal Panchayat after it has been approved as part of the Mandal Panchayat budget under section 124.

XIII. In case any Zilla Parishad/Mandal Panchayat wishes to modify any rules governing an on-going scheme or wishes to introduce any new scheme, such modification shall be mutually agreed upon between Government and the Zilla Parishad before the plan is finalised for the succeeding year. No new post shall be created except as an integral part of a scheme of the Zilla Parishad/Mandal Panchayat so agreed upon.

By Order and in the name of the Governor of Karnataka,

T.H. NAYAK,  
Under Secretary to Government,  
Rural Devt. and P.Raj Department.



## STATEMENT I

List of Zilla Parishad Schemes

Schemes transferred to Zilla Parishads for which they will be responsible.

## AGRICULTURE

- 1) Taluka establishments
- 2) Seed Farm units as per annexer to this Statement
- 3) Plant Protection
- 4) CSS for Eradication of pests and diseases on crops in Endemic Areas-Control of special pests of Agricultural Importance.
- 5) Scheme for Crop protection against Turpod Borer
- 6) Coffee stem borer control
- 7) CSS for Intensive Cotton District Programme-Reinfed
- 8) CSS for Intensive oilseed development Programme sun-flower Development.
- 9) CSS for National oilseed Development Programme
- 10) Development of Sugarcane
- 11) Agricultural Fairs and exhibitions
- 12) Transferred Scheme of Farmers Training and Education Centres.
- 13) Bidar Integrated Rural Development Project.

## HORTICULTURE

- 1) CSS for development of Cashew (Plan Protection)
- 2) Coconut Development on Canal bunds
- 3) Aland Project of Intensive Development of Horticulture (Cocoa Development)
- 4) B II
- 5) Distribution of Minikirts
- 6) Marketing of Fruits and Vegetables
- 7) Training of farmers
- 8) Assistance for Development of Nurseries
- 9) Horticultural Buildings.

## SOIL CONSERVATION

- 1) Soil Conservation works as watershed basis



# ರಾಜ್ಯ ಮಟ್ಟದ ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಚುನಾಯಿತ ಮಹಿಳಾ ಪ್ರತಿನಿಧಿಗಳ ಸಂಘ

## ಸಂಘದ ರಚನೆ : (ಪ್ರಾಂತ್ಯಿಕ ಚೌಕಟ್ಟು)

ಒಂದು ಸಂಘವನ್ನು ಸ್ಥಾಪಿಸಿ, ಸಂಘದ ನಿಯಮಾವಳಿಯಂತೆ (ಸಂವಿಧಾನದಂತೆ) ಅಧ್ಯಕ್ಷರು, ಉಪಾಧ್ಯಕ್ಷರು, ಕಾರ್ಯದರ್ಶಿ ಮತ್ತು ಪದಾಧಿಕಾರಿಗಳನ್ನು ಚುನಾಯಿಸುವುದು. ತಾಲ್ಲೂಕು ಮಟ್ಟದ ಪದಾಧಿಕಾರಿಗಳು, ತಮ್ಮ ಪಂಚಾಯತ್‌ಗಳಲ್ಲಿ ಕಂಡು ಬರುವ ಸಮಸ್ಯೆಗಳನ್ನು ಕ್ರೋಢೀಕರಿಸಿ, ಜಿಲ್ಲಾ ಮಟ್ಟದ ಸಭೆಯಲ್ಲಿ ಪದಾಧಿಕಾರಿಗಳ ಮುಂದಿಡುವ ಜವಾಬ್ದಾರಿಯನ್ನು ಹೊಂದಿರುತ್ತಾರೆ. ಸಾಮಾನ್ಯವಾಗಿ ಸಂಸ್ಥೆಯ ಸಭೆಯನ್ನು ಮೂರು ತಿಂಗಳಿಗೊಮ್ಮೆ ಕರೆಯಲಾಗುತ್ತದೆ.

## ಸಂಘದ ಗುರಿ ಮತ್ತು ಉದ್ದೇಶಗಳು

1. ದೌರ್ಜನ್ಯಗಳಿಂದ ಪ್ರಭಾವಿತರಾಗದೆ, ಒತ್ತಡಕ್ಕೆ ಮಣಿಯದೆ ಧೈರ್ಯ ಮತ್ತು ಆತ್ಮ ವಿಶ್ವಾಸದೊಂದಿಗೆ ತಮ್ಮ ಕರ್ತವ್ಯವನ್ನು ನಿರ್ವಹಿಸಲು ಸಾಧ್ಯವಾಗುವಂತೆ ಮಹಿಳಾ ಪ್ರತಿನಿಧಿಗಳಿಗೆ ತಿಳುವಳಿಕೆ ಕೊಡುವುದು.
2. ತಮ್ಮ ಹಕ್ಕುಗಳ ರಕ್ಷಣೆ ಮತ್ತು ಸಮಸ್ಯೆಗಳಿಗೆ ಪರಿಹಾರ ಕಂಡುಕೊಳ್ಳಲು ಸಾಧ್ಯವಾಗುವಂತೆ ಮಹಿಳಾ ಪ್ರತಿನಿಧಿಗಳನ್ನು ಸಶಕ್ತರಾಗಿಸುವುದು.
3. ಒಂದು ಗ್ರಾಮ ಪಂಚಾಯತಿನ ಸದಸ್ಯೆಯರು ಇನ್ನೊಂದು ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಸದಸ್ಯೆಯರೊಂದಿಗೆ ಸೌಹಾರ್ದಯುತ ಸಂಬಂಧವಿರಿಸಿಕೊಳ್ಳುವಂತೆ ನೋಡಿಕೊಳ್ಳುವುದು.
4. ರಾಜ್ಯ-ಜಿಲ್ಲೆಗಳಲ್ಲಿ ಮಾತ್ರವಲ್ಲದೆ ಇತರ ರಾಜ್ಯಗಳ ಚುನಾಯಿತ ಮಹಿಳಾ ಪ್ರತಿನಿಧಿಗಳು ತಮ್ಮ ಅನುಭವಗಳನ್ನು ಹಂಚಿಕೊಳ್ಳಲು ಅವಕಾಶ ಸೃಷ್ಟಿಸುವುದು.
5. 5 ವರುಷದ ಅಧಿಕಾರಾವಧಿ ಪೂರ್ತಿ ಮಾಡಿದ ಮಹಿಳಾ ಪ್ರತಿನಿಧಿಗಳು ಪುನಃ ಚುನಾವಣೆಗೆ ನಿಲ್ಲುವಂತೆ ಪ್ರೇರೇಪಿಸುವುದು ಮತ್ತು ಈ ನಿಟ್ಟಿನಲ್ಲಿ ಸೂಕ್ತವಾದ ಹೆಚ್ಚಿನ ಮಾಹಿತಿ ಕೊಡುವುದು.

## ಸಂಘದ ಚಟುವಟಿಕೆಗಳು :

1. ಎಲ್ಲಾ ಪಂಚಾಯತಿಗಳಲ್ಲೂ ಸರಕಾರದ ಯೋಜನೆಯಂತೆ ಸುಲಲಿತವಾಗಿ ಕಾರ್ಯಕ್ರಮಗಳು ನಡೆಯುತ್ತಿವೆಯೇ ಎಂದು ಪರಿಶೀಲಿಸುವುದು.
2. ಗ್ರಾಮಗಳ ಜನಸಂಖ್ಯೆ ಹಾಗೂ ಬೇಡಿಕೆಗೆ ಅನುಗುಣವಾಗಿ ಸರಕಾರವು ಪಂಚಾಯತಿಗೆ ಅನುದಾನವನ್ನು ಬಿಡುಗಡೆ ಮಾಡುತ್ತಿದೆಯೇ ಎಂದು ಪರಿಶೀಲಿಸುವುದು.
3. ಸಂಘವು ಸರಕಾರದ ಯೋಜನೆ ಮತ್ತು ಸಂಬಂಧಪಟ್ಟ ಸರಕಾರೀ ಆದೇಶಗಳ ಬಗ್ಗೆ ಕಾಲಕಾಲಕ್ಕೆ ಸರಿಯಾದ ಅರಿವು ಇಟ್ಟುಕೊಳ್ಳುವಂತೆ ನೋಡಿಕೊಳ್ಳುವುದು.
4. ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ವ್ಯಾಪ್ತಿಯಲ್ಲಿ ಕಾಣುವ ಸಾಮಾಜಿಕ ಕಡುಕುಗಳ ಮತ್ತು ದೌರ್ಜನ್ಯಗಳ ತಡೆಗಟ್ಟಲು ಕ್ರಮ ಕೈಗೊಳ್ಳುವುದು.
5. ಅವಶ್ಯವಿರುವ ಸಂದರ್ಭಗಳಲ್ಲಿ ಸರಕಾರೀ ಕಾನೂನು ಮತ್ತು ನಿಯಮಗಳಿಗೆ ತಿದ್ದುಪಡಿ ಮಾಡುವಂತೆ ಸರಕಾರದ ಮೇಲೆ ಒತ್ತಡ ಹೇರುವುದು.
6. ಹೆಚ್ಚು ಪರಿಣಾಮಕಾರಿಯಾಗಿ ಕೆಲಸ ಮಾಡುವಂತೆ ಗ್ರಾಮ ಸಭೆಯನ್ನು ಸಶಕ್ತವಾಗಿಸುವುದು.

## ಪಂಚಾಯತ್ ರಾಜ್ ಮಾಹಿತಿ ಕೇಂದ್ರ :

ಗ್ರಾಮ ಪಂಚಾಯತ್ ಸದಸ್ಯರಿಗೆ ಮಾಹಿತಿಗಳು ಸುಲಭವಾಗಿ ಲಭ್ಯವಾಗುವಂತೆ ಜಿಲ್ಲಾ ಮಟ್ಟದಲ್ಲಿ ಮಾಹಿತಿ ಕೇಂದ್ರಗಳನ್ನು ಸ್ಥಾಪಿಸುವುದು.

## ಪದಾಧಿಕಾರಿಗಳ ಆಯ್ಕೆ :

ಸಂಘದ ನಿಯಮಾವಳಿಯಂತೆ, ಅರ್ಹ ನಾಯಕತ್ವ ವಹಿಸಿಕೊಳ್ಳುವ ಸಾಮರ್ಥ್ಯವಿರುವ ಮಹಿಳೆಯನ್ನು ಅಧ್ಯಕ್ಷೆಯಾಗಿ ಆರಿಸಬೇಕು. ದಯವಿಟ್ಟು ನಿಮ್ಮ ಸಲಹೆ-ಸೂಚನೆಗಳನ್ನು ಈ ವಿಳಾಸಕ್ಕೆ ಕೊಡಬೇಕಾಗಿ ವಿನಂತಿ.

ಸುಮನ್ ಕೋಲ್ಹಾರ

ಸಂಯೋಜಕರು

ಕರ್ನಾಟಕ ಸ್ತ್ರೀ ಸೂಚನಾ ಕೇಂದ್ರ

ಸಿಂಗಮ್ಮ ಶ್ರೀನಿವಾಸನ್ ಸಂಸ್ಥೆ

ತರಂಗ, 10ನೇ ಅಡ್ಡರಸ್ತೆ,

ರಾಜಮಹಲ್ ವಿಲಾಸ ಎಕ್ಸ್‌ಟೆನ್‌ಷನ್

ಬೆಂಗಳೂರು-560 080



**ANIMAL HUSBANDARY**

- 1) Direction and Administration
- 2) Opening of Rural Veterinary Dispensaries and Upgrading of Rural vet. Dispensaries to Intake type.
- 3) Mobile Veterinary clinic
- 4) Hospitals and Dispensaries
- 5) Establishment of Cross Breed Heifer Project
- 6) Artificial Insemination Project (transferred from IRDS)
- 7) Pig Breeding Station

**FISHERIES**

- 1) Executive Establishment
- 2) Buildings
- 3) FFDA-Intensive Development of Inland Fish Culture-1 Grant in Aid
4. CSS- FFDA-Intensive Development of Inland Fish Culture.
5. Fish Production, rearing and Distribution
- 6) Mariculture (Revenue and Capital accounts)
- 7) CSS for Pilot Project for Development of Brackish water Fish Culture.
- 8) Maintenance of Landing and Berthing facilities
- 9) NCDC sponsored scheme for Financial Assistance for Fisheries Co-operatives-Subsidy, Investment and Loans)
- 10) Exhibitions
- 11) Fisheries Link Roads.
- 12) (a) Transferred scheme of Infrastructural facilities to Coastal fishing villages.  
(b) Buildings (Revenue and capital).

**FOREST**

- 1) Buildings
- 2) CSS soil conservation scheme in catchment of River Valley Projects (100% G.O.I)

**RURAL DEVELOPMENT**

- 1) Per capita grant to Zilla parishads (Grant-in-aid)
- 2) Remuneration to Bio gas supervisors

**MINOR IRRIGATION**

- 1) Water tanks
- 2) Direction and Administration



## 3. Tribal Sub Plan

## 4. Construction of New tanks

## 5. Construction of pickups, Anecuts and Feeder-channels

## 6. Restoration of tanks including breached tanks.

## 7. World Bank assisted Minor Irrigation project (Tanks with an outcatch of less than 220 hectares).

## 8. Flood Control and Kharland Schemes.

## ROADS AND BRIDGES

## 1. Roads in Sugar Factory areas

## 2. Railway safety works

## 3. Other Roads Formation

## 4. Direction and Administration

## 5. Machineries and equipment

## 6. Survey

## 7. Asphalting of roads, grading sub grade and preparing the surface.

## 8. Construction of bridges and culverts and improvements to existing one.

## NUTRITION

## 1. Transportation charges for foodgrains

## PRIMARY AND SECONDARY EDUCATION-PRIMARY EDUCATION

## 1. Inspection

## 2. Primary schools

## 3. Construction of Classrooms-Grant in Aid (MNP)

## 4. Residential schools for talented SC girls in A division.

## 5. Programme for continuing education (Akshara scheme)

## 6. Appointment of school mother teachers

## 7. Supply for free text books, stationery and uniforms etc., (MNP)

## 8. Buildings.

## SECONDARY EDUCATION

## 1. Inspection

## 2. High Schools

## 3. Residential High School

## 4. Private High Schools completing five years existence (Grant-in-aid)

## 5. Buildings.



## INDIAN SYSTEM OF MEDICINE

1. Opening of and Maintenance of Ayurvedic Hospitals
2. Up-grading of Ayurvedic Dispensaries
3. Additional staff to Ayurvedic and Unani dispensaries
4. Opening of Homeopathic dispensaries in rural areas
5. Opening of Unani dispensaries in rural areas
6. Up-grading of Unani dispensaries
7. Opening of nature cure dispensaries in rural areas.

## RURAL HEALTH - 2210

1. Health Sub-Centres
2. Extension of Primary Health Centres
3. Primary Health Centres
4. Health Sub-Centres
5. Up-Grading of Primary Health Centres (Community Health Centres).
6. Buildings
7. Provision for ambulance
8. Establishment of blood banks
9. Centrally sponsored scheme of National I.B. Control (State share)
10. Mobile Health Units
11. Buildings

## OTHER HOSPITALS

12. Buildings-Ancillary sub-Centres (additions and alterations)

## PRIMARY HEALTH CENTRES BUILDINGS

13. Buildings-Health Sub-Centres
14. Taluka level General Hospitals
15. Provisions of X ray facilities to Taluka hospitals



**OTHER EXPENDITURE**

16. Buildings - Primary Health Units
17. Centrally sponsored school services
18. Repairs to hospital equipments
19. L.C.Ds. Projects.
20. Drinking Water Supply to Rural Health Institutions.
21. Mental Health Project
22. Centrally Sponsored National Leprosy Control Project
23. Centrally Sponsored Eradication of Falaria Programme
24. National Guinea Worm eradication
25. National Programme for Control of Blindness

**RURAL HEALTH - 4059**

1. District Health offices Buildings.

**RURAL HEALTH - 4210**

1. Up-grading of Primary Health Centres (Community Health Centres)-Buildings.

**FAMILY WELFARE**

1. Family Welfare Bureau
2. Rural Family Welfare Centres (Under PHC)
3. Rural Sub-Centres (Opened Under Family Welfare)
4. Urban Family Welfare Centres run by State Government
5. Universal Immunization Programme.

**TRANSPORT FAMILY WELFARE**

6. Rural Family Welfare Centres
7. District Family Welfare Bureau
8. State Health Transport Organisation
9. Scheme of Issue of Karnataka Lottery Tickets to acceptors of Sterilisation.
10. Mass Education-Publicity and Propaganda



**WELFARE OF SCs AND STs****WELFARE OF SCHEDULED CASTES****ECONOMIC DEVELOPMENT.**

1. Supply of Sewing Machines
2. Law, Medical and other Professional graduates
3. Award of Prize money to students who passed in SSLC in I class
4. Award of Prize money for College Students
5. Admission of Scheduled Caste Students to the Institutions like Ramakrishna Ashrama
6. Financial Assistance to Voluntary organisations of construction of Hostel Buildings
7. Supply of Free Text Books and Uniforms (Vidya Vardhaka Scheme)
8. Hostels.
9. Payment of Extra Boarding Charges over and above the post Matric Government of India Scholarships
10. Grant-in-aid to private Hostels (Boarding Charges)
11. Residential Schools
12. Trainees in Industrial Training Institutions and Industrial Training Centres
13. Starting of Government Hostels for College Students
14. Payment of Extra Study Tour Charges
15. Training centres in self Employment Schemes
16. T.C.H. Training for Girls
17. C.S.S of Prematric scholarships to the children of those engaged in unclean occupation.
18. Subsidy for Construction of Houses
19. Providing Electricity to Harijan Houses
20. Legal assistance
21. Contribution to NREP for Construction of SC/ST Hostel Buildings.
22. Scheme for Removal of Untouchability Centrally Sponsored scheme for book banks for SC's and ST's Students in Medical/Engineering degree Colleges.

**WELFARE OF TRIBES**

23. Award of Prize money of SSLC I Class Students
24. Award of Prize money to College Students
25. Hostels



26. Payment of Extra Boarding and Lodging charges
27. Grant in aid to private Hostels
28. Ashram Schools
29. Payment of Extra Study tour charges to post-matric students
30. Training Centre for Self-Employment Scheme
31. Providing Electricity of STs Houses
32. Buildings (State and Centrally Sponsored Scheme)
  - (a) Hostels for Boys
  - (b) Hostels for girls.

#### WELFARE OF BACKWARD CLASSES AND MINORITIES

1. Hostels for denotified tribes
2. Supply of books and equipments to post matric students
3. Payment of extra study tour charges to post matric students
4. Grants for General Hostel Buildings (Transferred from Education Department) Grant-in-aid
5. Incentive to Hostlers
6. Pre-matric hostels for boys and girls.
7. Post-matric Hostels for boys and girls.
8. Increasing student strength in Pre-matric hostels (New schemes)
9. Improvement of hostels (New Scheme)
10. Training for self employment (New Schemes)
11. Supply of sport materials
12. Construction of B.C. Hostels under NRIP
13. Buildings.

#### STIPENDARY EMPLOYMENT SCHEME FOR UNEMPLOYED GRADUATES AND

##### DIPLOMA HOLDERS.

1. Contribution to NRE, for construction of hostels
2. Scheme for Removal of Unemployment Centrally sponsored scheme for
3. Strengthening of District Planning Machinery (State and Central)

#### SOCIAL WELFARE

1. Scheme for care and maintenance of destitutes/orphan children
2. CSS of Integrated Child Development Service
3. CSS for Care and maintenance of Destitutes and orphan children
4. Creches for Working mothers.
5. BIRD
6. Social Input for Area Development



7. Taluka Mahila Mandals

8. Widow/Devadasis remarriage

9. Taliya Bhagya.

## HOUSING

1. Supervisory Establishment of peoples Housing Schemes
2. Residential accommodation for Village level functionaries

## SERICULTURE

1. Farms

### Karnataka Sericulture Project with the Assistance of World Bank

#### Technical Service Centres

3. Administration

#### Sericulture Co-operatives

4. Subsidy

5. Investment

6. Assistance to Sericulturists-SCP village and small Scale Industries.

#### Village and Small Industries

#### 2851 Village and Small Industries

1. District Industries Centres-(CSS)

2. Interest subsidy for artisans

3. Collective Handlooms/Centres (Subsidy)

4. Housing Colony (Handlooms)

5. Big Dye Houses (Handlooms)

6. Improved Appliances (Handlooms)

7. Training of Handloom Weavers

8. Managerial grants to primary handloom weavers societies

9. Assistance to Coir Co-operatives

10. Apiculture

#### 951 Capital outlay in village and Small Industries

11. Investment in handloom weaver Co-operative Societies

12. Investment in Coir Co-operative Societies

13. Share capital investment in Industrial Co-operatives

#### 51 Loans for Village and Small Industries

14. Big Dye Houses

15. Housing Colonies



16. Loans to Collective Weaving Centre-loans
17. Loans towards share Capital to new members
18. Improved appliances
19. Loans, to Industrial Co-operatives
20. Loans to Coir Co-operatives
21. Seed Margin Money for tiny and SSI Units in Rural Areas.

#### Co-operation-2425 Co-operation

1. CSS of NCDC Construction of Rural Godowns Subsidy
2. Completion of Incomplete Godowns-subsidy.
3. Interest Subsidy in MT loans to Small and Marginal Farmers, Agricultural Labourers.
4. NCDC scheme of construction of Godowns by Marketing Federation subsidy (State share)
5. Interest subsidy on loans to Marketing Societies
6. Special Component Plan
7. NCDC Scheme of students consumer Societies
8. Interest subsidy to weak co-operatives including wholesale Co-operatives.
9. CSS of revitalization of Weak Co-operatives
10. Construction of Business premises.

#### 4425-Capital outlay in Co-operation

11. Investments in District Central Co-operative Banks
12. Investments in Service Co-operative Societies
13. Investments in Urban Co-operative Banks
14. Share Capital Contribution for setting up of Grainage-cum-Chawki rearing Centre by Sericulturist cum Farmers Service Co-operative Societies-NCDC Scheme (State Component).
15. Additional share capital by Government on behalf of small and Marginal Farmers to obtain Irrigation loans.
16. Contribution to Primary Marketing Societies for the purpose of working Capital (Investments).
17. Share Capital for construction of Godowns by P.A.C./Marketing Societies/Federation under NCDC III Project through World Bank Assistance for storage (State Component).
18. CSS for NCDC Share Capital for construction of Godowns Cotton by PACs/Marketing Societies/Federation under World Bank Assistance.
19. Share Capital Contribution to Processing Societies and Other Societies for establishment of Processing Units NCDC Scheme.
20. CSS NCDC Scheme of strengthening of share Capital Base in PACs on revitalization/Development and business activities (Central share).



21. Share Capital Contribution to Fruits and Vegetable growers Co-operative Societies.

#### 5475 Capital outlay in other General Economic Services

22. NCDC Scheme of Distribution of Consumer Articles in Rural areas Investment.
23. Students Consumer stores-NCDC Scheme
24. CSS-Assistance for opening Small branches by Consumer Co-operatives for Weaker Section.
25. CSS Assistance for Opening departmental stores/LSR/Common Kitchen Centre.
26. CSS of NCDC for providing Margin Money to Agriculture Credit Services/ Co-operative Societies for distribution of Consumer Goods in rural areas.
27. CSS Scheme for rehabilitation of weak Consumers Co-operative Societies.
28. Central Co-operative Wholesale stores-Investment.

#### 6425-Loans for Co-operation

29. Loans to IAPCMS-linking credit with production and Marketing.
30. Loans towards share Capital for the members of Sericulturist-cum-Farmers Co-operatives.
31. CSS of NCDC Loans for setting up of Grainage-cum-Chawki rearing Centres.
32. Loans for purchase of defaulters properties by Government in PLD Banks.
33. Loans for Construction of Godowns-NCDC Scheme-loans to Marketing Societies.
34. Central Sector Scheme of NCDC-Loans for Construction of Godowns.
35. Loans for Completion of Incomplete Godowns
36. Loans to Co-operative Societies Including House Building Co-operative Societies.
37. Working Capital Loan to employees Co-operative Societies
38. CSS-NCDC Loans for Small and Medium sized, processing units.
39. Interest free loans for additional share capital in Co-operative Societies (Special Component Plan).

#### Tribal Sub-Plan: (6425 loans to Co-operation)

1. CSS Scheme for providing assistance to Co-operative institutions and weak co-operatives.
2. CSS scheme of NCDC loan for Construction of Godowns
3. FA for Opening of processing units of Forest Produce by Lamps.
4. Loans for Opening of Purchase and sale point



## 7425 Loans for other General Economic Services

- 40. NCDC Scheme-Loans for distribution of Consumer articles in rural areas.
- 41. CSS-Opening of Small Branches by Consumer Co-operatives for weaker Section.
- 42. CSS-Opening of departmental stores LSR/Common Kitchen Centres.

## 3456-Civil Supplies

- 43. NCDC Scheme of distribution of Consumer articles in rural areas-subsidy.
- 44. Students Consumer stores-NCDC Scheme.
- 45. CSS subsidy for Opening of Small branches of Consumer Co-operatives for weaker Section.
- 46. CSS of Assistance for Opening of Departmental Stores, LSFO and Common Kitchen Centres.
- 47. Assistance to weak Consumer stores including Wholesale Stores-subsidy.
- 48. Assistance for purchase of Van for rural distribution Centres.

## 2230 Labour and Employment

- 49. Assistance to Labour Co-operatives-Subsidy

## 4250-Capital Outlay on other Social Services

- 50. Investment in Primary Labour Co-operatives

## 2204-Sports and Youth Services

- 1. Construction of Gymnasia and Scholarship to Rural Gymnasts.
- 2. Flood lighting and other improvements for play grounds
- 3. Grants for construction of Indoor Stadium and Open Air Theatres.
- 4. Regional Youth Centres at District Level
- 5. Youth Camps and Rallies
- 6. Maintenance of Students' Hostel.
- 7. Assistance to DYS for purchase of Sports materials
- 8. Teenage Clubs and Hobby Grounds.



## FARMS TRANSFERRED TO ZILLA PARISHADS (ANNEXURE TO STATEMENT I)

Sl. No.	Name	District	Area in Acres
1.	Seed Farm Chandurayanahalli	Bangalore Rural	22-10
2.	do Hirehalli	Tumkur	15-00
3.	do Varadahalli	Kolar	41-00
4.	do Ratnapur	Mysore	25-00
5.	do Gorur	Hassan	28-20
6.	do Sanur	Dakshina Kannada	24-06
7.	do Haralahalli	Shimoga	25-00
8.	do Chikkabantanaballi	Chitradurga	38-10
9.	do Malagarakoppa	Uttara Kannada	35-00
10.	do Yadgir	Gulbarga	30-20
11.	do Hudgi	Bidar	22-30
12.	do Athani	Belgaum	21-20
13.	do Madarkandi	Bijapur	39-30
14.	do Guladahalli	Raichur	49-00
15.	do Gundinahole	Raichur	59-00
Total			476-26

## STATEMENT - II

## MANDAL SCHEMES - CATEGORY - 1

Schemes transferred to the Mandal Panchayats for which they will be responsible.

Adult Education

1. Centrally Sponsored Schemes of Rural Functional Literacy project.
2. Adult Literacy Programme
3. Adult Literacy Programme-Akshara sene

Rural Water Supply

4. Maintenance of piped Water Supply Scheme
5. Maintenance of Mini Water Supply Scheme



6. Maintenance of Borewells
7. Open Drinking Water Wells
8. Rural Sanitation

#### Housing

9. Experimental Low Cost Housing Scheme (ELCHS)
10. House Sites to Landless Labourers in Rural Areas Welfare of SCs and STs
11. Nursery-cum-Women Welfare Centres

#### Agriculture

12. Agricultural Extension Project (World Bank Aided)

#### Rural Development

13. Per Capita Grant to Mandal Panchayats (Rs.7.50 per capita)

#### Roads and Bridges

14. Rural Communications (ICRC)
15. Other Rural Communication
16. Master Plan for Rural Roads-I Phase CD Works
17. Sethubandhana
18. Halli Headdari
19. Asphalting of Roads in village Limits
20. Construction of Approach Road and Harijanwadas under SCP.
21. Construction of Roads with people participation programme.
22. Minimum Needs programme

#### Mandal Schemes-Category-II

Schemes in respect of which the Mandal panchayats will be responsible only for:

- a) Planning, including selection of beneficiaries and identification of works and
- b) supervision, monitoring and reporting of the schemes/works.

#### Family Welfare.

- 1) Village Health Guides-
- 2) Compensation (I.U.D., Vasectomy and Tubectomy)
- 3) Additional Compensation to acceptors of vacetomy
- 4) Special Incentive Scheme.



Rural Water Supply

5. NRWS-Piped Water Supply Schemes-
6. ARWS-Piped Water Supply Schemes
7. Borewells (State and Centre)
8. Mini Water Supply Schemes (State and Centre)

Housing

9. HUDCO Assisted Peoples Housing Scheme (including Bank Assisted)

Welfare of SCs. and STs.

10. Award of Merit Scholarships for SCs. and STs.
11. Award of Pre-Matric Scholarships for SCs. and STs.
12. Government of India Post-Matric Scholarships for SCs and STs.-

Welfare of Backward Classes and Minorities

13. Award of Pre-Matric Scholarships
14. Award of Post-Matric Scholarships

Tribal Sub-Plan (of all Departments)

15. Tribal sub-Plan
16. Special Central Assistance for Tribal Sub-Plan

Special Component Plan (of all Departments)

17. Special Component plan
18. Special Central Assistance for Special Component Plan

Social Welfare

19. Construction of Anganawadi Buildings

Nutrition

20. Special Nutrition Programme for pregnant, Nursing, mothers and for pre-schools children (including TSP and SCP)
21. Midday Meals.

Agriculture

22. Tribal sub-Plan
23. Special Component Plan

Horticulture

24. C.S.S. for laying out Demonstration Plots for Cashew
25. C.S.S. for subsidised Plantation of cashew in Non-Departmental (Areas).
26. New Area Expansion-Aromatic Medicinal Plants
27. Plantation Crops (28) SPICES



- 28. Expansion of Area under Vegetables
- 29. Expansion of Area under Fruits (Citrus)
- 30. Expansion of Area under commercial flowers
- 31. Dry Orchards
- 32. Tribal sub-Plan
- 33. Special Component Plan

#### Soil Conservation

- 34. C.S.S. of customs Hiring services
- 35. C.S.S. of assisting Small and Marginal Farmers land Development and supply of Inputs Kits.
- 36. Soil Conservation and field Trials and Dry farming Technology (Implements)
- 37. Tribal Sub-Plan
- 38. Special Component Plan

#### (A) National Water Shed Development Programme. Animal Husbandry

- 39. Grass Land Development
- 40. Tribal sub-Plan

#### Fisheries

- 41. Subsidy to Inland Fisheries for procuring fishing gear
- 42. Subsidy to fish, Farmers for construction of Fish Culture Tanks.
- 43. Subsidy to fishermen for Improvement to Traditional fishing.
- 44. Construction of Fish Farms (Departmental and PWD)

#### Forest

- 45. Soil Conservation (Afforestation)
- 46. Social Forestry Project (World Bank/ODA/UK aided)
- 47. C.S.S. Social Forestry including Raising of Rural fuelwood Plantations.
- 48. C.S.S. of Decentralised Farms
- 49. Danida assisted Integrated Development of Dakshina Kannada District.

#### Co-operation

- 50. Women's Co-operative Societies (assistance and investments)

#### Tribal Sub-Plan

- 51. a) Subsidy for construction of cattle sheds/Codowns
- b) Subsidy for opening of purchase and sale points
- c) Financial Assistance for opening of firewood Depots by LAMPS (Assistance and Investment)



- d) Financial Assistance for opening of processing units of forest produce by LAMPS (Assistance and Investment).
- e) Grant-in-Aid for enrolment and incidental cost of Tribal members as members of Tribal Societies.
- f) Additional share capital to members of LAMPS.

#### Rural Development

- 52. Rehabilitation of Bonded Labourers
- 53. Development of women and Children in Rural Area (DWCRA).
- 54. Special Livestock Production Programme
- 55. Drought Prone Area Programme (Centre and State)
- 56. National Rural Employment Programme
- 57. Rural Landless Employment Guarantee Scheme
- 58. Rural Employment Guarantee Scheme
- 59. C.S.S. of Financial Assistance to new assignee of land on imposition of ceiling on land holdings
- 60. Integrated Rural Development Programme
- 61. Anthyodaya
- 62. Assistance to SF/MF for increasing Agricultural Production subsidy on wells pumpsets, fuel etc., on IRDP Pattern.
- 63. Western Ghats Development Programme

#### Sericulture

- 65. Chawki Rearing Centres
- 66. Tribal Sub-Plan

#### Sports and Youth Services

- 67. Youth Clubs



# PROCEEDINGS OF THE GOVERNMENT OF KARNATAKA

Sub: Transfer of Plan Scheme of Zilla Parishad and Mandal Panchayat.

## READ:

1. G.O.NO.RDP 183 VAC 86, dated 1-4-87.
2. Proceedings of the High Power Committee dated 6-7-87.
3. U.O. Note No. SWL 139 SPH 87, dated 27-8-87.

## PREAMBLE:

In Government Order dated 1-4-87 read at (1) above, Government have transferred certain plan schemes to Zilla Parishads and Mandal Panchayats.

In the 25th meeting of High Power Official Committee held on 6-7-87, it has been decided to transfer the scheme "Upahara Kendra" to the Zilla Parishads and the Department of Social Welfare will get the required funds allotted by the Finance Department and release the same to Zilla Parishads for implementation of the programme.

In the U.O.Note dated 27-8-87 read at (3) above Social Welfare and Labour Department has requested to entrust Special Nutrition Programme also to Zilla Parishad for implementation and requested the Rural Development and Panchayat Raj Department to modify the G.O. referred to above accordingly.

## GOVERNMENT ORDER NO. RDP 381 ZPS 87, BANGALORE DATED 16-11-87.

In the Statement-I of the Government Order No.RDP 183 VAC 86 dated 1-4-87 under the heading "Social Welfare".

1) for item 2, the following shall be substituted namely:

"2. Integrated Child Development Service"

2) after item '9' the following shall be inserted namely.

"10. Upahare Kendra.

11. Special Nutrition Programme."

By Order and in the name of the  
Governor of Karnataka

(T. H. NAYAK)

Under Secretary to Government,  
Rural Development & P.Raj Department.



PROCEEDINGS OF THE GOVERNMENT OF KARNATAKA

Sub: Transfer of Plan Scheme to Zilla Parishad and Mandal Panchayat.

READ:

- 1) G.O. NO. RDP 183 VAC 86 Dated 1.4.87.
- 2) Proceedings of the High Power Committee Dt. 22.10.87.

PREAMBLE:

In Government Order Dated 1.4.87 read at (1) above Government has transferred certain plan schemes to Zilla Parishads and Mandal Panchayats.

In the 29th meeting of High Power Official Committee held on 22.10.87 the Committee requested Secretary, Rural Development and Panchayat Raj Department to discuss the proposal regarding transfer of certain schemes from Mandal Panchayat Category-I to Category-II in the conference of the Chief Secretaries of Zillaparishads held on 28th and 29th of October 1987. Accordingly this was discussed in the conference and the Chief Secretaries requested for transfer of the Schemes in view of the practical difficulties confronted in the implementation of these schemes. Hence the following order:

ORDER NO. RDP 124 ZPM 87, BANGALORE DATED THE 12TH JANUARY 1988.

In the Statement-II of the Government order No. RDP 183 VAC 86, Dated 1.4.87.

(1) under the heading "Mandal Schemes-Category-I" in the sub-heading "Roads and Bridges" and serial numbers 14 to 22 and entries relating thereto shall be omitted:

(2) Under the heading "Mandal Schemes-Category-II" after Sl. No. 67 the following shall be added namely:

"ROADS AND BRIDGES"

68. Rural Communications (ICRC)
69. Other Rural Communication,
70. Master Plan for Rural Roads-I Phase CD works.
71. Sethubandhana,
72. Halli Heddari,
73. Asphalting of Roads in village limits.



74. Construction of Approach Road & Harijanwadas under SCP
75. Construction of Roads with peoples participation programme.
76. Minimum Needs programme"

By Order and in the name of the  
Governor of Karnataka,

Sd/-  
(T.H. Nayak)

Under Secretary to Government,  
Rural Development & Pan.Raj Department.



PROCEEDINGS OF THE GOVERNMENT OF KARNATAKA

Sub: Transfer of Plan scheme to Zilla Parishad and Mandal Panchayath.

READ:

- 1) G.O.No. RDP 183 VAC 86 dated: 1.4.87.
- 2) G.O.No.RDP 124 ZPM 87 dated 12.1.88.
- 3) Proceedings of the High Level Official Committee Dated 25.1.1988.

In Government Order dated 1.4.87 read at (1) above, Government have transferred certain plan schemes to Zillaparishads and Mandal Panchayats for implementation.

In Government order dated 12.1.88 certain plan schemes have been transferred under the heading Mandal Schemes-Category-I to Mandal Schemes-Category-II.

In the 30th meeting of High Level Official Committee held on 25.1.1988 it was decided to transfer Adult Education Programme from Mandal Panchayat Category-I to Category-II in view of the Practical difficulties confronted in the implementation of these schemes. Hence the following order.

ORDER NO. RDP 113 ZPS 88, BANGALORE, DATED 8TH MARCH 1988.

In the Statement-II of the Government order No.RDP 183 VAC 86, dated 1.4.1987.

(1) under the heading "Mandal Schemes-Category-I" the sub heading "Adult Education" and serial number 1 to 3 and entries relating thereto shall be omitted:

(2) under the heading "Mandal Schemes-Category-II" after Sl. No. 76, the following shall be added, namely:

"Adult Education"

- (1) Centrally Sponsored schemes of Rural Functional Literacy Project.
- (2) Adult Literacy Programme,
- (3) Adult Literacy Programme Akshara Sene".

By order and in the name of the  
Governor of Karnataka,

Sd/-  
(T.H. NAYAK),  
Under Secretary to Government,  
Rural Dev.and Pan. Raj Department.



## PROCEEDINGS OF THE GOVERNMENT OF KARNATAKA

SUB: Transfer of plan Scheme to Zilla Parishad and Mandal Panchayats.

## READ:

1. G.O. NO. RDP 183 VAC 86 Dated: 1.4.87.
2. G.O. NO. PWD 182 MIG 87 dated 1.3.88.

## PREAMBLE:

In Govt. Order dated 1.4.87 read at (1) above Government have transferred certain plan schemes to Zillaparishads and Mandal Panchayats.

In the meeting held on 19-11-87 of the State Development Council it was suggested to transfer the scheme "ganga Kalyana" to the Zilla Parishads from State Sector and accordingly public Works Department in their Government order read at (2) above have transferred the said scheme to Zillaparishads.

GOVERNMENT ORDER NO. RDP 177 ZPS 88 BANGALORE, DATED 29-4-1988.

In the Statement-I of the Government Order No.RDP 183 VAC 86, Dated 1.4.1987 under the heading "Minor Irrigation" after item 8 the following shall be added, namely:-

"9. Ganga Kalyana".

2. The terms and conditions of the transfer shall be as specified in the Government Order dated 1.3.88 read at (2) above.

By Order and in the name of the  
Governor of Karnataka,

Sd/-

(P.A. RAMASWAMY NAIDU)

I/C Under Secretaries to Government,  
Rural Devt. and Pan.Raj Department.



PROCEEDINGS OF THE GOVERNMENT OF KARNATAKA

Subject:- 'Transfer of Plan Scheme to Zilla Parishad and Mandal Panchayats.

- READ: 1. G.O.No. RDP 183 VAC 86 dated: 1.4.87.  
 2. Proceedings of the Monitoring committee Meeting held on 20.8.87.  
 3. G.O.No.CI 27 CTH 85 Dated: 6.7.85.

PREAMBLE:

In Government order dated 1.4.87 read at (1) above, Government have transferred certain plan schemes to Zilla Parishads and Mandal Panchayats.

In the Monitoring Committee meeting held on 20.8.87 read at (2) above it has been decided to implement the scheme for distribution of Sarees, Blouse pieces, Dhoties and Shirting Pieces among women and Men of Weaker Sections through Zilla Parishads at the District Taluk Level.

In Government Order Dated 6.7.85, read at (3) issued by Commerce and Industries Department it has been stated that the Karnataka Handloom Development Corpn. is the nodal agency for implementation of the said scheme. Hitherto the scheme was being monitored at the District level by the Deputy Commissioners and Thasildar at Taluk level, Consequent upon formation of Zilla Parishads as the Government has decided to entrust this scheme also to Zilla Parishad for implementation in the Dist. revised procedure Guidelines for implementation of this programme will have to be issued. Hence the order.

GOVT. ORDER NO.RDP 399 ZPS 87, BANGALORE DATED 27th JUNE 1988.

In the Government Order No.RDP 183 VAC 86 dated 1.4.87, in Statement I under the heading "village and small industries" after item 10, the following shall be inserted namely:

- "11 (1) Scheme for distribution of Sarees, Blouse pieces, Dhoties and Shirting pieces among women and men of weaker section".  
 (2) Monitoring and implementation of the scheme is indicated in the Annexure appended to this order".

By order and in the name of the  
Governor of Karnataka,

Sd/-  
 (T.H. NAYAK),  
 Under Secretary to Government,  
 Rural Development & Pan. Raj Deptt.



ANNEXURE

1) The Karnataka Handloom Development Corporation limited Bangalore shall continue to be the nodle agency for implementation of the scheme and handle the responsibility of producing and procuring stocks required for distribution under the scheme and making them available to the taluk wholesale points for further distribution to retail points.

2) Zilla Parishads shall be responsible for distribution of stock received by the Taluk Wholesalers from the corporation. Zilla Parishads shall ensure that the retailers lift the stocks from taluk wholesalers on time and distribute it to the eligible beneficiaries.

3) Block Development Officers shall be responsible for implementation of the scheme at the taluk level. They would monitor at regular intervals receipt of stocks by wholesalers lifting of stocks by the retailers from the wholesalers proper distribution of stocks by the retailers prompt payment of sales proceeds by the wholesalers to Karnataka Handloom Development Corporation and submission of fortnightly and other reports as may be called for by the corporation and the Government.



PROCEEDINGS OF THE GOVERNMENT OF KARNATAKA

Subject:- Transfer of Plan schemes to Zilla Parishad and Mandal Panchayat.

READ: 1) G.O.No.RDP 183 VAC 86 Dated 1-4-87.

2) Proceedings of the High Power Committee held on 28.7.88.

PREAMBLE:

In Government order dated 1.4.87 read at (1) above Government have transferred certain plan schemes to Zilla Parishads and Mandal Panchayats.

In the 32nd meeting of the High Power Official Committee held on 28.7.88 it has been decided to withdraw the salary portion under agricultural extension project from MP-I Category and to transfer the same to MP-II category and to authorise the Assistant Directors of Agriculture at the Taluk Level to draw and disburse the salary for the staff working in Agricultural Extension Project (W.B.Aided). Hence this order.

GOVT. ORDER NO.RDP 431 ZPS 88, Bangalore, Dated: 21.9.88.

In the statement II of the Government Order No.RDP 183 VAC 86 dated 1.4.87.

- (1) Under the heading "Mandal Scheme-Category-I" in Sl. No.12 after the brackets and words "(World Bank Aided)" the following words shall be added "excluding the salary portion".
- (2) Under the heading "Mandal Schemes-Category-II", after Sl. No.23 the following shall be added namely:-  
"23. A. Salary portion of the Agricultural Extension Project (World Bank Aided)".

By Order and in the name of the  
Governor of Karnataka,

Sd/-  
(T.H.NAYAK),  
Under Secretary to Government,  
Rural Development & Pan. Raj Deprt.



PROCEEDINGS OF THE GOVERNMENT OF KARNATAKA

Subject:- Transfer of plan Schemes to Zilla Parishads  
and Mandal Panchayats.

READ: 1. G.O.No.RDP 183 VAC 86 Dated: 1-4-1987.

2. Proceedings of the High Level Official Committee Dated 7.9.87.

PREAMBLE:

In Government order dated 1-4-87 read at (1) above, Government have transferred certain plan schemes to Zilla Parishads and Mandal Panchayats for implementation.

In the 28th Meeting of High Level Official Committee held on 7-9-87 it was recommended to transfer some of the Horticulture Farms to Zilla Parishads. This recommendation was duly considered by the Cabinet on 12-11-88 and the transfer of 166 farms to the Zilla Parishads was agreed to. Hence the following order.

ORDER NO.RDP 644 ZPS 88, Bangalore DATED: 9-3-1989.

In the Government order No.RDP 183 VAC 86 Dated 1-4-87 in Statement-I under the heading " Horticulture "After item 9 the following shall be inserted with effect from first day of April 1989 namely:

"10 Horticulture farms as per Table below".



APPENDIX VI

## Rural Development and Panchayat Raj Secretariat

## A. Creation of Posts in Zilla Parishads

READ: Government Order No.RDP 15 ZPS 87 (1) dated 9th February 1987

## PREAMBLE:

The Official Committee for the implementation of the Karnataka Zilla parishad, Taluk Panchayat Samithis, Mandal Panchayats and Nyaya Panchayats Act, 1983 has recommended an organisation structure for each Zilla Parishad. The Government has after careful consideration accepted the said recommendation and accordingly issued a Government Order read above with a few modifications.

2. At present, the D.R.D.S has got several categories of staff sanctioned. The salary of these persons are met out of the 10 percent of I.R.D. funds meant for administration expenses. With the formation of the Zilla Parishad, the D.R.D.S gets merged with the Zilla parishad. the necessity for continuation of the post sanctioned under the above Scheme was considered and certain posts were deleted.

3. Similarly, wherever the Centrally Sponsored D.P.A.P. is in operation, the staff relating to this Scheme also are merged with the D.R.D.S. The staff in this Scheme also paid out of 10 percent of funds earmarked for implementation. The official Committee has recommended deletion of certain posts from this category also.

4. Apart from this, the Official Committee recommended creation of various posts in the Office of the Chief Secretary for implementation of the Zilla Parishad Scheme. The Salary of these additional staff will have to be met out of the grant allocated to the Zilla Parishad under proviso to Section 114 (3) of the Zilla Parishad Act.

5. Certain categories of staff transferred from the Development Branch of the Deputy Commissioners Office are also merged in the Office of the Zilla Parishad. Taking all these creations and abolitions into account it is considered necessary to issue a comprehensive order indicating the staff in the Zilla Parishad. Hence the following order.

ORDER NO.RDP 15 ZPS 87, BANGLAORE, Dated 2nd March 1987.

After careful consideration, Government of Karnataka hereby accords sanction for the creation of the staff indicated in Annexure in the organisation of the Zilla Parishad of each District. A comprehensive list of staff admissible scale of pay to each Zilla parishad, number of posts created is given in the Annexure. All other posts relating to D.R.D.S. DPAP of Development Branch of Deputy Commissioner's Office not found in this list are deemed to have been abolished with immediate effect. The additional posts created for Zilla Parishads are also included in the Annexure. This order is in supersession of all previous orders on creation of staff under DRDS, DPAP, Development Branch under Deputy Commissioner etc.



2. The Salaries of officials who were being paid from DRDS funds included in this list will continue to be debited to 10 percent Administration fund of IRDP. A separate bill shall be prepared for the salary of these officials and a separate account of expenditure shall be kept for the expenditure met out of I.R.D. funds for claiming assistance from Government of India as expenditure out of I.R.D. funds.

3. Similarly, in the case of DPAP staff also (in respect of persons transferred from DPAP Scheme), the salary will be claimed out of DPAP funds. A separate bill shall be prepared for this also for claiming assistance out of DPAP funds from Government of India. In respect of other category of staff the expenditure shall be met out of the grants provided to the Zilla Parishad under section 114 (3) of the Zilla Parishad Act.

4. As indicated earlier, all other posts not found in this list shall be deemed to have been abolished with immediate effect and no incumbents against such posts shall be taken as employed in the Office of the Zilla Parishads. Such incumbents unless they are otherwise suitable for any post in the annexure and can be shown against that post, be relieved forthwith and ask to report to their parent Department. No other posts shall be created in Zilla Parishads without prior sanction of Government.

5. Any surplus staff presently working in the D.R.D.S. can also be considered for absorption against the posts indicated in the Annexure if they qualify for absorption against those posts.

6. This order issues with concurrence of Finance Department vide No.382, dated 13th February 1987 (Senior Director, Budget).

By Order and in the name of the  
Governor of Karnataka,

Sd/-

AMRUTHAPPA PATIL

Director (Panchayat Raj),

and L/O Deputy Secretary to Govt.,

RD and P.R. Department



B. Creation of posts in Taluk Panchayat Samithis orders regarding.

\*\*\*\*\*

READ:

- 1) G.O.No.RDP 15 ZPS 87 (1) dated 9.2.87.
- 2) G.O.No.RDP 246 VAC 86 dated 10.2.87.
- 3) G.O.No.RDP 15 ZPS 87 dated 2.3.87.

GOVT. ORDER NO.RDP 89 SPL 87, BANGALORE, DATED 1st APRIL 1987.

In prusance of the Government Orders read at (1), (2) and (3) above, the Government of Karnataka are pleased to sanction the creation of the posts indicated in the Annexure in Taluka Panchayat Samithis of each Taluk in the organisation of Zilla Parishad of the District. A comprehensive list of staff admissible, scale of pay of the post in each Taluk Panchayat Samithi and number of posts created is given in the Annexure.

2. The officers/officials deputed to work under the Taluk Panchayat Samithis (except Biogas Supervisors and Junior Engineers (NREP) shall draw their salaries under the Head of Accoun "2515-other Rural programmes-191 Assistance to Local Bodies etc., Zilla Parishads and Mandal Panchayats (Non-Plan)" except the District and Block Staff for whom grants are being released separately every month to the Chief Accounts Officer.

3. In respect of Biogas Supervisors the expenditure shall be debited to "110-Non Conventional Sources of Energy-191 Assistance to Local Bodies Corporations, etc., Zilla Parishads and Mandal Panchayats to Biogas Supervisors (Plan)". The Salary of the Junior Engineers (NREP) will continue to be debited to NREP funds.

4. No deputation allowance will be admissible to the persons to work under the Taluk Panchayat Samithis.

5. The persons deputed to work under the Taluk Panchayat Samithis shall be under the administrative control of the concerned Zill Parishads from the date of this Order.

6. The concerned Departments shall issue posting ordrs in respect of their employees on deputation against their posts.

By Order and in the name of the  
Governor of Karnataka,

Sd/-

M.S. BASAVARAJAH,  
Under Secretary to Government,  
Rural. Devt. & Pan. Raj. Department.



# STAFFING PATTERN OF THE TALUK PANCHAYAT SAMITHIES

Sl. No.	Designation of the post	B'lore (Rural)	Tumkur	Chitra-durga	Kolar	Shimo-moga	Mysore	Mandya	Chick magalur	Hassan
1	2	3	4	5	6	7	8	9	10	11
1.	Block Development Officer	8	10	9	11	9	11	7	7	8
2.	Manager	8	10	9	11	9	11	7	7	8
3.	Extension Officer (Credit)	8	10	9	11	9	11	7	7	8
4.	Extension Officer (A.H.)	18	10	9	11	9	11	7	7	8
5.	Junior Engineer. (RE)	13	15	13	14	10	17	7	7	11
6.	Junior Engineer N.R.E.P)	8	10	9	11	9	11	8	8	8
7.	Social Education Officer.	8	10	9	11	9	11	7	7	8
8.	Progress Assistant.	8	10	9	11	9	11	7	7	8
9.	First Dn. Assistant	13	15	13	15	10	17	9	8	11
10.	Second Dn. Assistant	21	25	22	26	19	28	16	15	20
11.	Typist	13	15	13	15	9	17	9	8	11
12.	Driver	8	10	9	11	9	11	7	7	8
13.	Peon.	24	30	27	33	27	33	21	21	24
14.	Biogas Supervisor.	8	10	9	11	9	11	7	7	8
15.	Extension Officer (Co-operation).	13	15	13	15	10	17	9	8	11
		179	205	182	217	166	228	136	131	160

(Summarised from Annexure to G.O.No.RDP 89 SPL 87. dated 1st April 1987 ).



Sl. No.	Designation of the post	D.k	Kodagu	Bel- gaum	Dhar war	Bija- pur	U.K.	Gul- barr	Bella- ry	Bidar	Raichur	Total
1.	Block Devt. Officer	8	3	10	17	11	11	10	8	5	9	172
2.	Manager	8	3	10	17	11	11	10	8	5	9	172
3.	Extension Officer (Credit)	8	3	10	17	11	11	10	8	5	9	172
4.	Extension Officer (A.H.)	8	3	10	17	11	11	10	8	5	9	172
5.	Junior Engineer (RE)	14	3	18	23	20	11	17	12	8	15	251
6.	Junior Engineer (NREP)	8	3	10	17	11	11	10	8	5	9	172
7.	Social Education Officer	8	3	10	17	11	11	10	8	5	9	172
8.	Progress Assistant.	8	3	10	17	11	11	10	8	5	9	172
9.	First Dn. Assistant.	14	3	18	23	20	11	17	12	8	15	252
10.	Second Dn. Assistant.	23	6	29	11	31	22	27	20	10	24	425
11.	Typist	14	3	18	23	20	11	17	12	8	15	251
12.	Driver	8	3	10	17	11	11	10	8	5	9	172
13.	Peon	24	9	30	51	33	33	30	24	15	27	516
14.	Biogas Supervisor.	8	3	10	17	11	11	10	8	5	9	172
15.	Extension Officer (Co- operation).	14	3	18	23	20	11	17	12	8	15	251
		175	54	221	337	243	198	215	164	102	192	3504

(Summarised from Annexure to G.O.No.RDP 89 SPL 87 dated 1st April 1987)



# STAFFING PATTERN OF ZILLA PARISHADS IN THE STATE

Sl. No.	Designation of post	No. of Posts sanctioned	Bangalore (R)	Tumkur	Kolar	Shimoga	Chitradurga	Belgaum	Bijapur	Uttara Kannada	Raichur	Gulbarga	Belary	Mysore
1.	Chief Secy.	19	1	1	1	1	1	1	1	1	1	1	1	1
2.	Deputy Secy.	19	1	1	1	1	1	1	1	1	1	1	1	1
3.	D. Secy. II	17	1	1	1	1	1	1	1	1	1	1	1	1
4.	Chief A. Officer	19	1	1	1	1	1	1	1	1	1	1	1	1
5.	Council Secy.	19	1	1	1	1	1	1	1	1	1	1	1	1
6.	Chief Planning Officer	19	1	1	1	1	1	1	1	1	1	1	1	1
7.	Asst. Secy (A)	19	1	1	1	1	1	1	1	1	1	1	1	1
8.	Asst. Secy (Dev)	19	1	1	1	1	1	1	1	1	1	1	1	1
9.	Accounts Officer	38	2	2	2	2	2	2	2	2	2	2	2	2
10.	Project Appraisal & Eval. Officer	19	1	1	1	1	1	1	1	1	1	1	1	1
11.	Manpower & Credit Plan. Officer	19	1	1	1	1	1	1	1	1	1	1	1	1
12.	Regional Planners	19	1	1	1	1	1	1	1	1	1	1	1	1
13.	Statistical Officer	19	1	1	1	1	1	1	1	1	1	1	1	1
14.	Superintendents	167	9	9	9	9	9	9	9	9	9	9	9	9
15.	Asst. Statistical Officer	19	1	1	1	1	1	1	1	1	1	1	1	1
16.	Planning Asst.	19	1	1	1	1	1	1	1	1	1	1	1	1
17.	Stenographers	302	16	16	16	16	16	16	16	16	16	16	16	16
18.	First Divn. Asst.	454	24	25	25	24	24	25	24	24	24	25	24	26
19.	Typists	169	9	9	9	9	9	9	9	9	9	9	9	9
20.	Second Dn. Asst.	317	17	17	17	17	17	17	17	17	17	17	17	17
21.	Record Keepers	19	1	1	1	1	1	1	1	1	1	1	1	1
22.	Drivers	93	5	5	5	5	5	5	5	5	5	5	5	5
23.	Peons	359	19	19	19	19	19	19	19	19	19	19	19	19
24.	Binders	19	1	1	1	1	1	1	1	1	1	1	1	1
25.	M.P. Secretaries cum-RD As.	2469	102	145	125	165	116	200	166	123	139	166	89	160
		4671	219	263	243	283	233	318	283	240	256	284	206	279

(Summarised from Annexure to G.O.No.RDP 15 ZPS 87 (T) dated 9th February 1987).



Sl. No.	Designation of post	Bidar	Mandya	Hassan	Chick-magalur	Dakshina-Kannada	Kodagu	Dharwar
1.	Chief Secy.	1	1	1	1	1	1	1
2.	Deputy Secy.	1	1	1	1	1	1	1
3.	D. Secy.II	-	1	1	1	1	-	1
4.	Chief A. Officer	1	1	1	1	1	1	1
5.	Council Secy.	1	1	1	1	1	1	1
6.	Chief Planning Officer	1	1	1	1	1	1	1
7.	Asst. Secy (A)	1	1	1	1	1	1	1
8.	Asst. Secy (Dev)	1	1	1	1	1	1	1
9.	Accounts Officer	2	2	2	2	2	2	22
10.	Project Appraisal & Eval. Officer	1	1	1	1	1	1	1
11.	Manpower & Credit Plan. Officer	1	1	1	1	1	1	1
12.	Regional Planners	1	1	1	1	1	1	1
13.	Statistical Officer	1	1	1	1	1	1	1
14.	Superintendents	7	9	9	9	9	7	9
15.	Asst. Statistical Officer	1	1	1	1	1	1	1
16.	Planning Asst.	1	1	1	1	1	1	1
17.	Stenographers	15	16	16	16	16	15	16
18.	First Divn. Asst.	18	24	24	23	25	18	28
19.	Typists	8	9	9	9	9	8	9
20.	Second Dn. Asst.	14	17	17	17	17	14	17
21.	Record Keepers	1	1	1	1	1	1	1
22.	Drivers	4	5	5	5	5	4	5
23.	Peons	18	19	19	19	19	18	19
24.	Binders	1	1	1	1	1	1	1
25.	M.P. Secretaries cum-RD As.	73	99	104	107	167	60	163
		174	216	221	223	285	161	284



RURAL DEVELOPMENT AND PANCHAYAT RAJ SECRETARIAT  
ADMINISTRATIVE ARRANGEMENTS IN EACH ZILLA PARISHAD

**PREAMBLE:-**

The Official Committee for the implementation of the Zilla Parishads, Taluk Panchayat Samithis, Mandal Panchayats and Nyaya Panchayats Act, 1983 recommended an organisation structure for each Zilla Parishad. The Government has, after careful consideration, accepted the said recommendation and the following order is issued:-

ORDER NO. RDP 15 ZPS 87 (1), BANGALORE, DATED: 9TH FEBRUARY 1987.

The Chief Secretary, of the Zilla Parishad (generally to be referred to as Secretary) will be an Officer of the rank of Senior Deputy Commissioner of A District. He will be the Secretary of the General Standing Committee, the Finance and Audit Committee and the Planning and Development Committee of the Zilla Parishad. He will be the head of the Official Organisation of the Zilla Parishad whose executive head is the Adhyaksha elected by the Zilla Parishad. The Secretary will be assisted by two Deputy Secretaries (except in Kodagu, Bidar and Bangalore Districts) one, dealing with IRDP and REGS with all its components and the other, mainly dealing with establishment and Office Administration relating to all Departments of the Zilla Parishad. They will service one or more Standing Committees of the Zilla parishad when so nominated by the Secretary. There will be only one Deputy Secretary for the Zilla Parishads of Bidar, Kodagu and Bangalore Districts and he will assist the Secretary in all matters.

The Chief Accounts Officer, the Chief Planning Officer and the Heads of all function Dept will be officers of the Zilla Parishad reporting to the Chief Secretary. In respect of certain schemes specified by Government, such as world Bank assisted programmes, the Heads of functional Departments will be required to discharge the duties assigned to them by the concerned State Heads of Departments.

The Chief Accounts Officer will be responsible for the compilation of accounts of the Zilla Parishad and Mandal Panchayats, internal audit, preparation and operation of the budget of the Zilla Parishad and financial control over the field officers. Proposals with financial implications will be scrutinised by him before they are submitted to the standing Committees. The Accounts Officer dealing with the schemes shall be in charge of the Budget Section and the Opinion Section. The Accounts Officer dealing with Audit and Accounts shall be in charge of compilation of accounts and internal audit of the Zilla Parishad.

The Chief Planning Officer will, in consultation with the Deputy Secretaries and the heads of functional Departments, formulate the plan schemes of the Zilla Parishad and compile the plan schemes of the Mandal Panchayats as may be finalised by them and will thereafter integrate both into the "district plan". He will also monitor plan performance of the Zilla Parishad and Mandal Panchayats.



APPENDIX 1PROCEEDINGS OF THE GOVERNMENT OF KARNATAKA

Subject:- Constitution of an Evaluation Committee for Studying  
Zilla Parishad system.

ORDER NO. RDP 206 ZPS 88, BANGALORE DATED: 1st JUNE 1988.

Preamble:

Zilla Parishads and Mandal Panchayats have started functioning with effect from -4-1987. These local bodies have now completed one year and it is felt-necessary to evaluate the working of these institutions by an independent committee.

ORDER

Government after careful consideration are pleased to constitute an evaluation committee for studying the working of Zilla Parishads and Mandal Panchayats for period of six months and report to Government with the following members.

- |                                                                                        |                    |
|----------------------------------------------------------------------------------------|--------------------|
| 1. Sri Krishnaswamy                                                                    | Chairman           |
| 2. Sri P.S. Appu                                                                       | Member             |
| 3. Sri L.C. Jain                                                                       | Member             |
| 4. Director (Panchayat Raj)<br>& E/o Deputy Secretary to Govt.,<br>RD & PR Department. | Member & Secretary |

The Committee will decide the methodology suitable for the study and give its report.

2. The Chairman and Other members of the Committee shall hold office from the date they assume office and shall meet as often as is felt necessary and submit their report to Government within six months.

3. The Committee shall:-

- i) Assess the overall working of the Zilla Parishads and Mandal Panchayats in the State;
- ii) Identify factors which are detrimental to the working of these institutions and remedial measures thereof;
- iii) Administrative arrangements & its adequacy or other wise;
- iv) Adequacy of power, Administrative and financial to these institutions;
- v) Powers vested with offices-Vis-a-vis in the Committee and Zilla Parishad-inconsistencies if any;
- vi) relationship between officers of Zilla Parishad and its committees and members;
- vii) functional relationship between Zilla Parishads and Mandal Panchayat and Zilla Parishads, Mandal Panchayats and Government-areas of friction and remedies, and



viii) impact of Panchayat Raj System on the implementation of Development programmes.

4. Non-official members will be eligible for TA and DA as admissible to the highest category of officers of State Government in accordance with the provisions of K.C.S.Rs.

5. Non-official members will also be entitled to received a sitting fee of Rupees one hundred and fifty per day for attending the meetings of the committee for the day or days of sittings in lieu of daily allowance.

6. The expenditure on the committee may be debited under the Head of account- 3451-Secretariat-Economic Services-090 Secretariat-02 Expenditure connected with Committees conferences and Tribunals (N.P.) and The Director (Panchayat Raj) and Member Secretary will.

7. This order issues with the concurrence of Finance Department vide their U.O. No. FD. 834/Exp- 2/88, dated: 24-5-1988.

By order and in the name of the  
Governor of Karnataka,

Sd/-

(T.H. NAYAK)

Under Secretary to Government,  
Rural Development and P. Raj Department.

COPY



APPENDIX IIQUESTIONNAIRE

The Zilla Parishads/Mandal Panchayats have completed One year. Based on your experience, kindly furnish replies to the following questions.

ACHIEVEMENTS:

1. Please list the ten Major achievements of the Zilla Parishads/Mandal Panchayats.

ELECTORAL SYSTEM:

2. Based on your experience of the 1st election to Zilla Parishads and Mandal Panchayats in 1987, do you have any suggestion for improvement of the system of election of members and office bearers to Zilla Parishads & Mandâl Panchayats.

3. The Gram Sabha has to be convened atleast twice in a year. Is the periodicity reasonable or do you propose more frequent meetings of Gram Sabha? Are there any suggestions to make this Gram Sabha a more effective instrument?

4. Do you consider it necessary to have a statutory provision to discuss certain subjects compulsorily by the Zilla Parishads, Taluk Panchayat Samithis and Mandal Panchayats? What are they?

ADMINISTRATION:

5. What are your views on giving Executive Powers to the Taluka Panchayat Samithi?

6. What are your suggestions for improving the Legislative/Administrative arrangement with regard to:

- 1) Adhyaksha
- ii) Upadhyaksha
- iii) Committees
- iv) Chief Secretary
- v) Staff
- vi) Other Administrative matters.

FINANCIAL:

7. Presently funds are being provided to Zilla Parishads for various programmes in addition to the united per capita grants-do you consider it necessary to make any changes in the devolution of funds? what are the changes you propose?

8. What are your views about giving powers of taxation to Zilla Parishad and what areas for taxation would you propose for Your Zilla Parishad?

9. Do you consider necessary to permit Mandal Panchayats to raise loans from Financing Institutions for development projects? What are the conditions you would propose in this regard?

POL-110

01567

COMMUNITY HEALTH CELL  
47/1, (First Floor) St. Marks Road  
BANGALORE - 560 001



IMPLEMENTATION:

10. What steps have been taken to ensure that Special and earmarked programmes for Scheduled Castes/Scheduled Tribes women, and Children are effectively implemented? Can you cite some examples of what your Zilla Parishads/Mandal Panchayats has achieved in this sphere in the past one year in relating to major earmarked programmes Ex-DWACRA/ICDS.

11. Certain programmes/schemes are under Mandal Panchayats Sector, Which are the major programmes you propose for transfer to Mandal Panchayat from MP-II and Zilla Parishad Sectors?

12. What improvements you would suggest in order to improve the implementation arrangements for development schemes in terms of (i) economy (ii) Speed and (iii) satisfaction of those in whose interest the scheme is implemented.

PLANNING:

13. What has been your experience in preparation of the Annual Plans of the Zilla Parishads/Mandal Panchayats for 1987-88 and 1988-89.

14. What are your suggestions for improving the planning process (i) from Gram Sabha to Mandal Panchayat and mandal Panchayats to Zilla Parishad and (ii) between the Zilla Parishad and the State Level.

15. What are your suggestions for extending the scope for planning by Zilla Parishads, Mandal Panchayats and Gramasabas, and where and to what extent existing programmes/schemes formed at State/Capital and entrusted to Zilla Parishads for implementation needs modification or change.

16. What are your suggestions for strengthening the Planning Capability?

17. Centrally Sponsored Schemes have prescribed guidelines. Do you propose any change? What are they? Please indicate the programmes in which you consider changes?



QUESTIONNAIRE FOR MANDAL PANCHAYATS

1. What has been the experience of Mandal Panchayats in the implementation of various development programmes in 1987-88.
2. What has been the experience of Mandal Panchayats in preparing the plan for 1988-89 based on the demands made in Gramasabha?
3. What has been the experience of Mandal Panchayats in raising local taxes?
4. What suggestions you would like to make for the better implementation of development programmes/schemes by the Mandal Panchayats.

it,  
lg,  
r,  
7.e  
r1  
1



QUESTIONNAIRE FOR HEADS OF DEPARTMENTS

1. Consequent on the transfer of District Sector Scheme to Zilla Parishads/Mandal Panchayats what are the major schemes or what is the major role of your department?
2. Specifically, in the past one year, what is the nature of technical assistance, guidance, help, your department has provided to Zilla Parishads or Mandal Panchayats in planning or implementation and what is the nature of help sought by these bodies from your department, which have not been able to provide and reasons thereof
3. In the context of charged scope and role of your department, what are the new ideas/suggestions you have for the department to play a dynamic role to ensure that the State has an outstanding rank in this country in development progress (quantitatively qualitatively) in your specialised field?



APPENDIX-IIILIST OF PERSONS MET BY COMMITTEE MEETING HELD AT ZILLA  
PARISHAD, GULBARGA ON 22nd AND 23rd NOVEMBER 1988.Elected Representatives:Smt/Sriyuths:

1. Shri Revanasiddappa Hanumanthappa Bagodi,  
Adhyaksha, Z.P., Gulbarga.
2. Shri Bhavi Bettappa,  
Adhyaksha, Z.P., Bellary,
3. Shri Muralidhar Madhava Rao Kale,  
Adhyaksha, Z.P., Bidar,,
4. Smt. Maitra Patil,  
Upadhyaksha, Z.P., Raichur,

OFFICERS:

1. Shri N.R. Venkatesh,  
Chief Secretary,  
Zilla Parishad, Bidar,
2. Shri V. Madhu,  
Chief Secretary,  
Zilla Parishad, Raichur,
3. Shri S.A. Patil,  
Chief Secretary,  
Zilla Parishad, Bellary,
4. Shri Gulam Samdhani,  
Deputy Secretary,  
Zilla Parishad, Gulbarga.
1. District Health & Family Welfare Officer, Gulbarga.
2. Executive Engineer, Zilla Parishad, Gulbarga.
3. Statistical Officer, Zilla Parishad, Gulbarga.
4. Visited Mandal, Panchayat at Aurad, Gulbarga.



MEETING HELD AT ZILLA PARISHAD HALL MYSORE ON 2nd and 3rd  
OF JANUARY 1989.

Smt/Sriyuths:

1. M.P. Vrushabhendrappa,  
Adhyaksha, Z.P., Mysore,
2. V.G. Appaji Gowda,  
Upadhyaksha, Z.P., Mysore,
3. Smt. C.R. Ratnamma Mallegowda,  
Upadhyakshe, Z.P., Chickmagalur,
4. Patel Shivaramu,  
Adhyaksha, Z.P., Hassan,
5. R. Lachanaik,  
Upadhyaksha, Z.P., Hassan,
6. G.M. Karambaiah,  
Adhyaksha, Z.P., Kodagu,
7. P.M. Khasim,  
Upadhyaksha, Z.P., Kodagu,
8. K. Shingarigowda,  
Adhyaksha, Z.P., Mandya,
9. Shivalingaiah,  
Upadhyaksha, Z.P., Mandya,

OFFICERS:

1. M.R. Sreenivasa Murthy, Chief Secretary, Z.P., Mysore,
2. Nagachannachar, Deputy Secretary, Z.P., Mandya,
3. B. Parthasarathy, Chief Secretary, Z.P., Hassan,
4. M.R. Chandrasagupta, Chief Secretary Z.P., Chickmagalur,
5. V.C. Hullur, Chief Secretary, Z.P., Kodagu,
6. Smt. Ranjani Srikumar, Chief Secretary, Z.P., Dakshina Kannada,
7. D.D.P.I., Mysore,
8. District Health & Family Welfare Officer,
9. Executive Engineer, K.R.Nagar,
10. Executive Engineer, Z.P., Mysore.

Visited Yeraganahalli Mandal Panchayat, Mysore Taluk,  
Mysore District.



All existing staff at the Block level will be under the control of the Zilla Parishad concerned.

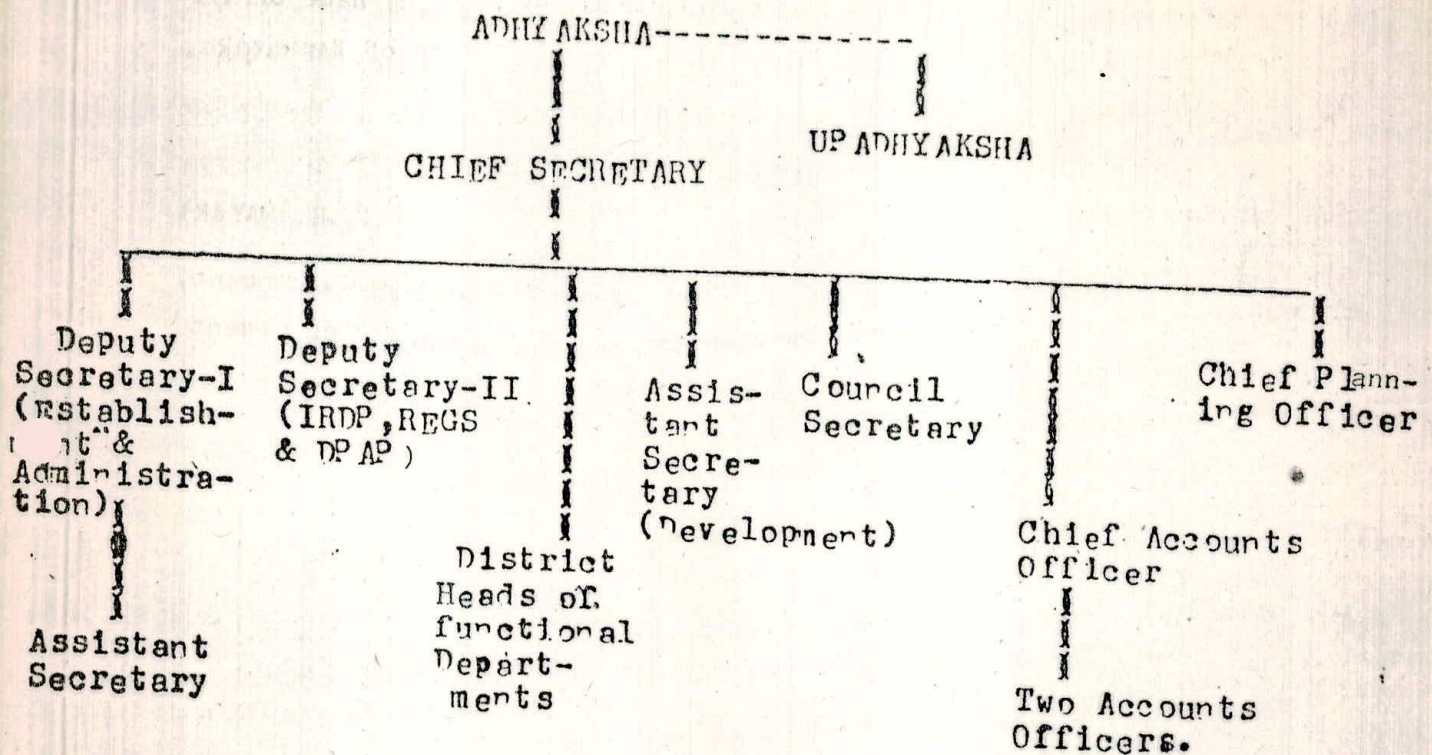
The Zilla Parishad may appoint a legal Advisor or Retainer for such legal advice as may be required by it.

A copy of the organisation chart of the Zilla Parishad is attached.

By Order and in the name of the  
Governor of Karnataka,,

AMRUTHAPPA PATIL,  
DIRECTOR (PR) AND EX-OFFICIO DY. SECRETARY,  
RURAL DEVELOPMENT AND PAN. RAJ. DEPARTMENT.

ORGANISATION CHART OF ZILLA PARISHAD





## RURAL DEVELOPMENT AND PANCHAYAT RAJ SECRETARIAT

GOVERNMENT ORDER NO. RD P 167 ZPS 87, BANGALORE.DATED 17th JULY 1987.

In exercise of the powers conferred under Sub-Section (2) of Section 183 of the Karnataka Zilla Parishads, Taluk Panchayat Samithis, Mandal Panchayats and Nyaya Panchayaths Act 183 (Karnataka Act 20 of 1985), the Government of Karnataka hereby authorise all Heads of Departments and Divisional Level Officers (i.e. having jurisdiction over more than one district) of all departments to periodically inspect works or development schemes undertaken by the Zilla Parishads pertaining to their respective departments. As indicated in the section cited above, the Inspecting Officer should forward to the Chief Secretary to Zilla Parishad a report on the inspection made pointing out therein any irregularities noticed and his suggestions for improvement.

By Order and in the name of the  
Governor of Karnataka,

(T.H. NAYAK)

Under Secretary to Government,  
Rural Development and Pan. Raj Department



## GOVERNMENT OF KARNATAKA

No.RDP 82 ENQ 87.

Karnataka Government Secretariat,  
Multistoreyed Building,  
III Stage, III Floor,  
Bangalore-560 001, dated 17.8.1987.

CIRCULAR

Sub: Clarification on the question of administrative control by the Heads of the Departments over District Officers-

-----

Certain doubts have been expressed with regard to the question of administrative control over the District Officers now working on deputation with the Zilla Parishads.

This was discussed at length in the High Power Committee for the implementation of the Zilla Parishad Act and it has been decided that until further orders-

- 1) Supervisory responsibilities will continue to remain with the respective Heads of the Departments.
- 2) Disciplinary powers will also remain with the Heads of Departments which has to be exercised keeping in view the fact that the implementing Officers are on deputation to the Zilla Parishads concerned.
- 3) The Zilla Parishads can take disciplinary action against any official working for the Zilla Parishad but this has to be done strictly in accordance with the K.C.S. (C.C.&A.) Rules, 1957 applicable to the employees under deputation from Government.
- 4) The Departments no longer have the powers to withdraw the funds allotted to any Zilla Parishad.
- 5) If the Heads of Departments find that the Zilla Parishads are not implementing the Schemes properly, they should bring the same to the notice of the Chief Secretary of the concerned Zilla Parishad.
- 6) When any amount is required to be diverted from one scheme to the other by the Zilla Parishad, the concerned Zilla Parishad should obtain the prior concurrence of the concerned Head of the Department.

The Heads of Departments and the Chief Secretaries of the Zilla Parishads are requested to follow these instructions.

Sd/- S.S. MEENAKSHI SUNDARAM.  
Secretary to Government,  
Rural Development & P.Raj Deptt.



## GOVERNMENT OF KARNATAKA

No.RDP 406 ZPS 88

Karnataka Government Secretariat,  
M.S. Building,  
III Stage, III Floor, Bangalore,  
Dated 30.8.88.

CIRCULAR

Sub: Transfer of Officials of Zilla Parishads-policy-regarding.

---

A number of representations have been received from the Government servants working on Deputation with the Zilla Parishads to the effect that there have been indiscriminate transfers in a few Zilla Parishads without following any norms during the last transfer season. A few Zilla Parishads have also requested the Government to clarify as to what should be the policy in respect of transfer of employees who are on deputation with the Zilla Parishad. The Government have carefully considered the matter and the following guide-lines are issued for strict implementation by the Zilla Parishads while transferring the Govt. servants who are on deputation with the Zilla Parishads/Mandal Panchayats, in supersession of all earlier orders issued in this behalf.

- 1) No official of the Zilla Parishad shall be transferred within a minimum period of three years of stay at one place.
- 2) All transfers prior to an official completing three years of stay at one place shall be considered as premature.
- 3) The General transfers in respect of employees belonging the Group 'B' 'C' and 'D' category shall be effected by the ZPS. only during the period between 1st May and 10th June of the year. While during this period premature transfers, mutual transfers etc., can be effected by the Z.Ps. for effecting premature transfers at any other point of time prior approval of the Govt. would be necessary, clearly furnishing justification for the same. Any transfer, on request from an official, shall be without the benefit of transfer TA/DA and joining time.
- 4) All transfers proposals of officials within the Zilla Parishads shall be considered and processed by the Chief Secretary of the Zilla Parishad concerned and shall be effected only with the approval of the Adhyaksha of the Z.Ps.
- 5) Neither the General standing Committee nor any other Committee of the Zilla Parishad shall deal with the transfer of officials of the Zilla Parishads.
- 6) A copy of the O.M.No. DPAR 9 STR 84 dt. 5.9.1985 shall apply mutatis-mutandis to the transfers of officials of the Zilla Parishads as well.

Sd/-

( T.H. NAYAK),  
Under Secretary to Government,  
Rural Development & P.Raj Department.



## GOVERNMENT OF KARNATAKA

No.PWD 19 CRM 87

Karnataka Government Secretariat,  
Vidhana Soudha,  
Bangalore, Dated 16.5.1987.

CIRCULAR

Sub: Formation of Zilla Parishad-Transfer of work charged/  
supernumerary/NMR Monthly rated/NMR daily wage  
employees to Zilla Parishads.

----

Instructions have been issued in Govt. Order No.PWD 52 CRM 85, dated 27.4.87 regarding transfer of schemes/works to the Zilla Parishads with effect from 1.4.87. With the transfer of the above works to Zilla Parishads it is also necessary to transfer the work charged and NMR staff etc., to the Zilla Parishads.

The matter has been examined and the following guidelines are issued regarding transfer of work charged/NMR/Supernumerary/staff to Zilla Parishads.

- 1) The cost of establishment consisting of work charged establishment/supernumerary/NMR/Monthly rated/NMR on daily wages have to be apportioned to Zilla Parishads and State Sector Proportionately on the work load based on the grants provided for both budgeted works and maintenance and repair works keeping the percentage of establishment costs retained with PWD/transferred to Zilla Parishad approximately the same. This should be done districtwise.
- 2) As far as possible the incumbents transferred to Zilla Parishads of the above category should continue to be deployed on the same works. Only in cases where the staff transferred to Zilla Parishads is inadequate, surplus staff from the nearest place should fill up the gap.
- 3) While transferring the incumbents to Zilla Parishads sub division-wise list may be prepared in the order of the length of service of the incumbents and a blend of both senior and juniors should be transferred to the Zilla Parishads and since Zilla Parishads are to be formed newly more number of Senior personnel may be transferred to Zilla Parishads so that their experience is useful to the Zilla Parishads.

All the Executive Engineers are hereby directed to take immediate action for transferring the work charged/supernumerary/NMR monthly rated/NMR daily wage employees to Zilla Parishads, based on the above norms. The list of the work charged/supernumerary/NMR establishment should be prepared by the Executive Engineers based on the above norms and got approved by the concerned Chief Engineers before actually effecting the transfer.

Action taken may be reported to Government.

Sd/-

(K.C. REDDY)

Secretary to Government,  
Public Works CAD and Electricity Dept.



## GOVERNMENT OF KARNATAKA

NO.PWD 19 CRM 87

Karnataka Government Secretariat,  
Vidhana Soudha,  
Bangalore, dated 12.5.1987.

CIRCULAR

Sub: Budget allocations for 1987-88 for the works transferred to Zilla Parishads - reg.

-----

Various Divisions and Sub-Divisions belonging to Public Health Engineering Department, C&B Zone as well as Minor Irrigation Zone have been transferred to Zilla Parishads. It has been decided that the Divisions and Sub-Divisions under the Zilla Parishads will discharge the functions of all the three disciplines, viz., Roads and Bridges, Minor Irrigation and Public Health Engineering in respect of the works/schemes transferred to Zilla Parishads and Mandal Panchayats. Thus, since the Zilla Parishads Divisions and Sub-Divisions are multi-purpose, each of them will have to operate on the different budget heads of the three disciplines. It would be necessary that the Divisions and Sub-Divisions should know what is their budget under each budget head.

2. The funds allocated to the various Zilla Parishads under the different heads have been indicated in the Budget 1987-88. MMR formats have been prepared by the concerned Heads of Departments in respect of the works pertaining to each Zilla Parishad. It would be necessary to identify the amounts allotted under the different budget heads in respect of the three disciplines of Roads and Bridges, Minor Irrigation and Public Health Engineering and allot the same to the concerned Divisions and sub-divisions. This will have to be done immediately.

3. Following are the guidelines for distribution of the grants for the works entrusted to Zilla Parishads.

- a) The grants provided for the specific District Sector Schemes/works included in the Budget falling under each Division/Sub-Division jurisdiction, will be the grant and work for the particular Division/Sub-Division.
- b) Where the Budget grants provided is lumpsum against a number of works, the Zilla Parishad will have to identify the works which have to be taken up in order of priority and limit the number of works to the grants available instead of spreading the amount on all the works too thinly, due priority being given to ongoing and committed works.



- c) In respect of lumpsum grants for maintenance and repairs, the total Maintenance and Repairs grants should be distributed to each division/sub-division based on the norms of Public Works Department and Minor Irrigation Divisions, depending upon the Kilometerage of road and their classification, plinth area of buildings, and acreage in respect of minor irrigation works.

4. The Chief Secretaries of Zilla Parishads are requested to identify the budget allocations for the different disciplines as stated above and intimate the same to each Division/Sub-Division.

Sd/-  
(K.C. REDDY),

Secretary,  
Public Works CAD & Electricity Dept.,



## GOVERNMENT OF KARNATAKA

No. PWD 47 CRM 88

Karnataka Government Secretariat,  
Vidhana Soudha,  
Bangalore, dated 25th May 1988.CIRCULAR

Sub: Regarding technical approval to projects/works  
before according administrative approval by the  
Zilla Parishads.

----

Zilla Parishads have been empowered to accord administrative approval to all new schemes within an outlay of Rs.10 lakhs each, vide G.O. No. RDP 183 VAC 86 dated 1.4.1987. In respect of technical sanction to the estimates the existing delegated financial powers of Public Works Department have to be followed.

2. It has been brought to the notice of Government that before according administrative approval by the Zilla Parishads for works upto Rs. 10 lakhs, it is desirable that such estimates are technically cleared by the concerned Superintending Engineer or Chief Engineer, who is competent to accord technical sanction for such works, in order to ensure that the proposals are technically sound.

3. The matter was considered at the 30th Meeting of High Power Official Committee for implementation of Zilla Parishad Act etc., and it was decided that in respect of works the estimates of which are to be administratively approved by the Zilla Parishads, the estimates of those works should be technically examined by the competent technical authorities, prior to the accord of administrative approval by the Zilla Parishads and accordingly suitable instructions may be issued to the concerned.

4. It is therefore instructed that in respect of works for which administrative approval is to be accorded by the Zilla Parishads as per the Zilla Parishad Act, the estimate for such works may be got technically approved by the competent technical authority concerned before the work is administratively approved by the Zilla Parishads. In such cases where technical approval has been given by the competent technical authorities, the procedure of according technical sanction after administrative approval may be dispensed with and the technical approval should be construed as technical sanction.

5. This issues with the concurrence of Finance Department vide U.O. Note No. PWD 153 FCII 88 dated 23.5.88.

Sd/-

(K.C. REDDY)

Secretary to Government,  
Public Works, CAD & Elec. Deptt.



PROCEEDINGS OF THE GOVERNMENT OF KARNATAKA  
(Public Works CAD & Electricity Department)

Sub: Handing over of M.I. works to the Zilla Parishads along with the staff.

GOVERNMENT ORDER NO.PWD 19 CRM 87 dated 5.12.1987.

With the formation of the Zilla Parishads from 1.4.1987, certain PWD and MI divisions and sub divisions along with the staff and machinery have been transferred to the various ZPS.

In the meeting of the High Power Official committee for implementation of the Z.P. Act held on 22.10.87, this question was discussed and it was agreed that a committee consisting of the Chief Engineer PHE, Chief Engineer, (C&B), Chief Engineer, MI, and the Chief Secretary of the Z.P. concerned will finalise the apportionment of the staff, machinery etc. between the Z.P. Engineering Divisions/sub divisions and the MI and PWD divisions and sub divisions in each one of the districts. The committee desired that the transfer should be effected as quickly as possible.

ORDER

Government are pleased to constitute a committee consisting of the Chief Engineer PHE Bangalore, Chief Engineer (C & B), Bangalore/Dharwad, Chief Engineer, MI Bangalore, Chief Engineer, CMO Bangalore and the Chief Secretary of the Zilla Parishad concerned. The Chief Engineer PHE will be the Chairman of the committee. The Chief Engineer CMO Bangalore, will be the convenor of the committee. The Committee will meet, if necessary at each District headquarters and finalise the recommendations for the apportionment of the staff, machinery etc., between the Zilla Parishad Engineering division/sub divisions and the MI and PWD divisions and sub divisions in each one of the districts. The committee should finalise its work within six months positively.

This order issues with the concurrence of the Finance cell vide their U.O. Note No.PWD 1700 F.C.I. 87, dated 27.11.1987.

By Order in the name of the  
Governor of Karnataka,

Sd/-  
(G. NANJUNDAS WAMY)  
Under Secretary to Govt.,  
PW, CAD & Elecy, Dept.,  
(Com-I).



Appendix-6

## Rural Development and Panchayat Raj Secretariat

## Financial arrangements for the Zilla Parishads and Mandal Panchayats

## PREAMBLE:

The Official Committee for the implementation of the Karnataka Zilla Parishads, Taluk Panchayat Samithis, Mandal Panchayats and Nyaya Panchayats Act, 1983 has made recommendations in regard to financial arrangements for the Zilla Parishads and Mandal Panchayats after the first election to the said bodies. The Government, after careful consideration, has accepted the said recommendations and the following order is issued.

Order No.RDP 15 ZPS 87 (2), Bangalore DATED 9th FEBRAURY 1987

Government is pleased to order the following financial arrangements in respect of Zilla Parishads.

1. The Zilla Parishads are likely to be constituted shortly before the end of the year 1986-87. It may not be possible to assess the unspent amount available with the Government Departments and assess correctly the amounts to be released to the Zilla parishads/Mandal Panchayats for the remaining period of the financial year 1986-87. In the circumstances it has been considered necessary that the present financial arrangements shall continue till the end of the current financial year. The schemes will continue to be executed by the various departments by drawing funds from the treasuries as at present. Salaries will also be drawn as at present upto 31st March 1987. However, the funds of the DRDS as on date of the formation of Zilla Parishads will form part of the Zilla Parishad Fund from that date. The District Treasury Officers should transfer the balance as on the date to a new department head indicated below.

" 847 Departments of Local Fund-  
Panchayat Bodies Funds-  
Zilla Parishad Fund"

2. As the planning process for 1987-88 has already been completed, it will not be possible for the Zilla Parishads to prepare a fresh District Plan for 1987-88. Hence the 1987-88 plan proposals have been finalised by the departments as hitherto and furnished to the Planning Department and Finance Department for incorporation in the State Budget for 1987-88.

3. The amounts transferable to Zilla Parishads, Mandal Panchayats will, therefore, be shown under the relevant departmental demands in the 1987-88 budget and each portfolio Minister would assume responsibility



for moving the demands. The Budget provision for schemes transferred to Zilla Parishads, Mandal Panchayats will be made under the relevant major heads and will be included in the demands for grants to be moved by the respective portfolio Ministers. For example schemes relating to Animal Husbandry will be included under the demand 'Animal Husbandry' and will be moved the Minister for Animal Husbandry.

4. As regards the release of funds to Zilla Parishads/Mandal Panchayats during the 1987-88 the provisions for all schemes under a major head will be clubbed together as a lumpsum amount for each district in the State Budget except in the case of earmarked schemes. Centrally sponsored and Central Sector Plan schemes. In the latter case, provision will be shown scheme-wise and district-wise under the relevant major head. The provision for the non-plan schemes transferred to Zilla Parishads/Mandal Panchayats will be also be shown as lumpsum amount. The lumpsum provisions for plan and non-plan schemes will be shown as distributed among the Zilla Parishads/Mandal Panchayats in the main budget itself, the amounts for each District being shown separately. The total of all lumpsum amounts will be released periodically on the basis of the MMR phasing of schemes and the monthly reports of financial and physical progress.

5. The funds to be transferred to the Mandal Panchayats are required to be released directly by the Government but pending further examination of procedure and for the year 1987-88 block grants under each major head will be released to Mandal Panchayats through the Chief Secretary of the Zilla Parishad (and not through the Statutory body).

6. The Zilla Parishads/Mandal Panchayats are required to spend the amounts allotted under each major head for the purposes for which they were voted. Zilla Parishads/Mandal Panchayats may, except in the case of earmarked schemes, Centrally sponsored and Central Sector Schemes, change the scheme-wise allocation within a major head in the district Plan subject to the provisions of Section 199 and 124 (4) respectively. The State Government will normally approve even changes from one major head to another as and when required by the Zilla Parishads during the year 1987-88, subject to the provisions contained in Section 199 of the Act and subject to further to regularisation by vote of Legislature wherever necessary.

7. The Zilla Parishads/Mandal Panchayats should formulate their own plan proposals for 1988-89 as contemplated in Section 183 of the Act. The exercise will have to begin in mid 1987 which will be shortly after the constitution of the Zilla Parishads/Mandal Panchayats. The Resources discussions for the plan between the Planning Commission and the State Government are usually held in October and November and the working group discussions are held before the end of December. While the Zilla parishads/Mandal Panchayats should start their exercise in planning in July and furnish the districts plans to the State Government by mid-September, a complete account of the actual expected resources and expenditure for the financial year ending on the 31st day of March next following together with the budget estimates for the succeeding financial year can be presented by the Finance and Audit Committee to



the Zilla parishad at a meeting to be held between the first day of February and 10th day of March, keeping in view the state budget already presented/approved. Detailed instructions will be issued by the Planning Department in due course.

8. As regards the financial procedures, the treasuries will continue as paying Officers for the Zilla Parishads/Mandal Panchayts also. The drawals of the bills will be from the Zilla Parishad/Mandal Panchayts funds maintained by the Treasury into which Government will periodically transfer grants under the Act. The Treasury Officer will render separate accounts to the CAOs of the Zilla Parishads/Mandal Panchayts supported by schedules and vouchers. The detailed compilation of the accounts of Zilla Parishads/Mandal Panchayts will be done by the CAOs on the basis of the accounts rendered to them by the Treasury Officers. Each Drawing Officer should prepare separate bills wherever expenditure is debitable to the Consolidated Fund of the state and the Treasury Officers will continue to render account to the Accountant General as at present.

9. While the State Planning Department will act as the nodal agency in respect of Plan formulation and integration of the plans, the Rural Development and Panchayat Raj Department will be the nodal agency for the release of funds and the monitoring and review of progress.

By Order and in the name of  
Governor of Karnataka

Sd/-

AMRUTHAPA PATIL

Director (PR) and Ex-Officio Dy  
Secy. Rural Development and  
Pan. Raj Department.



## GOVERNMENT OF KARNATAKA

No.RDP 294 ZPS 87

Karnataka Government Secretariat  
M.S. Building  
Bangalore, dated 14-8-1987.

CIRCULAR

Subject:- Release of Grants/Funds etc., to the  
Officers of Zilla Parishads.

-----

It is noticed that the Zilla Parishads are corresponding to this Secretariat even on issues of grants/funds which pertain to various other departments of the Government. While it is perfectly in order to keep this Department informed of the issues it would be desirable in the Zilla Parishads directly take up the matter with the Government Departments concerned duly marking a copy to this department for pursuing the matter at Government level wherever necessary.

2. To expedite decisions, it is hereby requested that the Zilla Parishads may take up all routine matters and problems directly with the departments concerned duly marking copies of their references to Rural Development and Panchayat Raj Department wherever necessary so that this Department could take follow up action if required.

Sd/-  
(S.S. Meenakshi Sundaram)  
Secretary to Government  
Rural Development & P.Raj Department.



## GOVERNMENT OF KARNATAKA

No.RDP 70 BAC 88

Karnataka Government Secretariat,  
M.S. Building,  
Bangalore, dated 8th June 1988.

CIRCULAR

The Chief Secretaries of Zilla Parishads have complained that the Treasury and Sub-Treasury Officers are not honouring most of the bills presented by the Mandal Panchayats and that they are not able to pay work bills and electricity bills, which some times run to Rs. Five thousand or above.

2. The issue has been examined in consultation with the Finance Department and the Finance Department has given concurrence for drawal of funds by each Mandal Panchayats up to Rs.15,000/-per month from Account No.1 of the Mandal Panchayats

3. This may be brought to the notice of Mandal Panchayats as well as Sub-Treasury Officers for immediate compliance.

(S.S. MEENAKSHI SUNDARAM)  
Secretary to Government  
Rural Development & P.Raj Department.



## GOVERNMENT OF KARNATAKA

No.FD 36 ZPM 88

Karnataka Government Secretariat,  
Vidhana Soudha,  
Bangalore, dated 11-11-1988.

OFFICIAL MEMORANDUM

Subject:- Unspent balance of grants released to Zilla Parishads during 1987-88 permission for utilisation of -

-----

The Zilla Parishads have, at present no independent resources. Pending the report of the Zilla Parishad Finance Commission, funds for plan & non-plan schemes as budgetted are being released to Zilla Parishads on schemes by scheme basis. At present the Zilla Parishads can only spend the amounts approved in the Government budget on specific schemes included therein. Normally the amounts provided for in the budget from year to year lapse at the end of the financial year. Provision for scheme to be executed through the Zilla Parishads in 1988-89 have been made in the budget for that year taking into account the non-plan requirements of Zilla Parishads and plan allocations to them. As the expenditure in the budget has been provided taking into consideration the resources available, it would not be possible to release funds to Zilla Parishads in excess of the provision made in the budget for 1988-89.

2. The Zilla Parishads have unspent amounts in their budget at the end of 1987-88. Amounts spent from these carried over balances in addition to the amounts budgetted during 1988-89 will seriously affect the ways and means position of the State Government. All the Zilla Parishads are therefore hereby informed that they cannot spend the unspent balance of 1987-88 as a matter of course. If any Zilla Parishad wants to spend the unspent balance under any sector, they should obtain prior permission of the State Government. Full justification should be given for the expenditure, when such proposals are sent.

Sd/-  
(N.S. MANI)  
Senior Director (Budget)  
& Ex-Officio Addl. Secretary to Govt.  
Finance Department.



## GOVERNMENT OF KARNATAKA

No.RDP 6 AFN (2) 89.

Karnataka Government Secretariat  
M.s.BuildingIII, Stage, III Floor  
Bangalore, Dated 22nd March 1989.CIRCULAR

Following our Circular No.RDP 70 BAC 88, dated 8th June 1988, some of the Zilla Parishads have complained that Treasury and Sub-Treasury Officers are not honouring the bills presented by the Mandal Panchayats for their expenditure from M.P-I.

Finance Department has now clarified that there are no restrictions on the drawal of funds by the Mandal Panchayats out of the balances in their P.D.Accounts. This may be brought to the notice of all the Mandal Panchayats, Treasury and Sub-Treasury Officers, for necessary action.

(S.S. MEENAKSHI SUNDARAM)  
Secretary to Government  
Rural Development & P.Raj. Department.

APPENDIX VII

Plan Outlay for 2011 - Sectoral Classification  
(Budget Estimates for all years)

(Rs. Lakhs)

1988-89



## (Budget Estimates for all years)

(Rs. Lakhs)

Sl. No.	Sectors	1987-88			1988-89			1989-90		
		From State Budget	From Centre Budget	Total	From State Budget	From Centre Budget	Total	From State Budget	From Centre Budget	Total
1.	Primary & Secondary Education	360.30	-	360.30	1546.00	-	1546.00	2034.32	1186.39	3221.31
2.	Adult Education	132.60	249.00	381.60	107.26	249.39	357.15	175.77	453.91	629.68
3.	Sports and Youth Services	6.35	-	6.35	10.00	-	10.00	33.00	-	33.00
4.	Medical and Public Health	1140.00	69.00	1209.00	1276.12	206.22	1482.34	1275.50	220.45	1495.95
	1) Indian System of Medicine	12.08	-	12.08	33.00	-	33.00	33.00	-	33.00
5.	Family Welfare	96.00	2219.06	2314.06	102.50	2441.80	2544.30	103.00	2545.31	2648.31
6.	Water Supply and Sanitation	1819.00	2232.96	4051.96	1025.74	2352.72	3378.46	1845.23	2452.65	4297.88
7.	Housing	1233.75	-	1233.75	1322.82	-	1322.82	1182.33	-	1182.33
8.	Welfare of SC's & ST's	228.47	152.00	380.47	351.00	107.33	518.33	409.00	211.73	620.73
9.	Welfare of Backward Classes	246.29	-	246.29	307.55	-	307.55	348.00	-	348.00
10.	Social Security and Welfare (Women and Children Welfare)	103.30	684.00	787.30	160.92	965.23	1126.15	161.00	1133.41	1294.41
11.	Nutrition									
	(i) Special Nutrition Programme	699.30	-	699.30	501.34	-	501.34	512.92	-	512.92
	(ii) Midday Meals Programme	79.40	-	79.40	19.77	-	19.77	14.41	-	14.41
	(iii) Subsidised Foodgrains for Poor	236.07	-	236.07	335.30	-	335.30	349.00	-	349.00
	(iv) Upahara Kendras	-	-	-	-	122.44	122.44	-	127.02	127.02
12.	Crop Husbandry (Agriculture)	571.16	137.32	708.48	532.93	173.49	706.42	584.25	634.95	1219.20
13.	-do- (Horticulture)	126.40	15.00	141.40	110.32	9.46	119.78	126.30	8.54	134.84
14.	Soil and Water Conservation	623.31	369.11	992.42	395.31	413.27	808.58	726.38	481.25	1207.63
15.	Animal Husbandry	122.39	-	122.39	252.25	36.09	288.34	573.33	41.73	615.06
16.	Fisheries	108.54	25.50	134.04	159.00	46.00	215.00	200.00	41.64	241.64
17.	Forestry and Wild Life	949.35	339.45	1288.80	987.00	252.00	1239.00	1248.00	221.36	1469.36
18.	Co-operation	369.32	134.35	503.67	475.30	391.33	866.63	252.32	307.33	559.65
19.	Stipendiary Employment Scheme	450.00	-	450.00	305.33	-	305.33	494.00	-	494.00
20.	REDA Programme									
	Rehabilitation of Bonded Labourers	250.00	235.37	485.37	133.00	123.00	256.00	133.00	123.00	256.00
21.	IRIP									
	(a) Monitoring Cell	148.23	143.33	291.56	179.35	173.35	352.70	219.06	219.07	438.13
	(b) Subsidy	1141.30	1141.30	2282.60	1321.00	1321.00	2642.00	1722.12	1722.12	3444.24
22.	Development of Women & Children in Rural Areas (DNACRA)	33.00	33.00	66.00	10.00	10.00	20.00	10.10	10.10	20.20

163



(in Lakhs)

Sl. No.	Sectors	1987-88			1988-89			1989-90		
		From State Budget	From Centre Budget	Total	From State Budget	From Centre Budget	Total	From State Budget	From Centre Budget	Total
23.	DPHE (a) Central	524.50	524.50	1049.00	524.50	524.50	1049.00	616.45	616.45	1232.90
	(b) State	97.50	-	97.50	102.50	-	102.50	13.00	-	13.00
24.	Integrated Rural Energy Programme (IREP)	-	-	-	56.00	-	56.00	56.00	-	56.00
25.	Land Reforms (Surplus Land)	30.00	30.00	60.00	32.00	32.00	64.00	27.00	27.00	54.00
25.	Western Ghats	-	623.00	623.00	-	677.00	677.00	-	676.75	676.75
27.	Rural Employment									
	(a) NRDP	1115.00	1115.00	2230.00	1150.00	1150.00	2300.00	1723.00	1723.00	3446.00
	(b) RLDP	-	2335.00	2335.00	-	1710.00	1710.00	-	1584.70	1584.70
	(c) Rural Employment Guarantee Scheme (RREGS)	100.00	-	100.00	102.00	-	102.00	-	-	-
28.	Other RDP Programmes									
	(a) Per Capita Grant to DP/PPs	2340.00	-	2340.00	2701.00	-	2701.00	2956.04	-	2956.04
	(b) Anthyodaya	175.00	-	175.00	34.00	-	34.00	79.60	-	79.60
	(c) Increasing Agri. Production Installation of pumps	158.00	158.00	316.00	202.00	202.00	404.00	285.05	285.05	570.10
29.	Block-Supervisory Establishment	20.04	-	20.04	20.00	-	20.00	33.00	-	33.00
30.	District Level Sub-Plan	380.00	-	380.00	-	-	-	237.00	-	237.00
31.	Minor Irrigation	730.00	-	730.00	732.34	-	732.34	757.35	-	757.35
32.	Mines and Geology	27.69	-	27.69	33.01	-	33.01	30.00	-	30.00
33.	Village & Small Scale Industries	251.50	119.50	371.00	379.32	109.72	489.04	264.54	114.71	379.25
34.	Sericulture	437.73	-	437.73	547.06	-	547.06	707.43	-	707.43
35.	Roads and Bridges	1463.32	-	1463.32	1629.24	-	1629.24	1629.14	-	1629.14
36.	Special Component Plan	1538.63	600.00	2138.63	2040.09	623.00	2663.09	1959.11	700.00	2659.11
37.	Tribal Sub-Plan	313.00	71.63	384.63	373.00	179.00	552.00	322.46	100.00	422.46
38.	Dist. Planning Unit	20.00	19.50	39.50	33.23	20.00	53.23	41.00	24.00	65.00
Total DP Plan Outlay		22069.42	14013.13	36082.55	22977.07	13315.52	36292.59	26506.56	17075.73	43582.29
State Plan Outlay		75529.00	21547.00	97076.00	12600.00**	23573.00	149573.00	104000.00	23531.00	126531.00
3 of DP Plan Outlay to State Plan Outlay		28.33	56.91	85.24	29.27	64.70	93.97	25.49	67.73	93.22

\* The Original Budgetted outlay of Rs. 217 crores for 1987-88 was subsequently reduced to Rs. 739. Crores which is the total taken here.

\*\* Original Budget outlay of Rs. 200 crores has been recently brought down to this level.