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EMPOWERMENT OF PANCHAYATI RAJ INSTITUTIONS IN
POPULATION, HEALTH AND SOCIAL DEVELOPMENT:
A TRAINING AND EVALUATION PROJECT IN CHITRADURGA

An Overview

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22

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AN OVERVIEW

INTRODUCTION

The 73rd and 74th Constitutional Amendments have led to the emergence of elected representatives and participative self-governing institutions at all levels. An outcome of the 73rd Amendment, Panchayati Raj Institutions (PRIs) of local self-governance are involved in planning, formulation and implementation of various development programmes in rural areas. Under the Karnataka Panchayati Raj Act, 1993, one-third of the total seats are reserved for Scheduled Castes (SC), Scheduled Tribes (ST) and Other Backward Classes (OBC) in proportion to their population. Further, one-third seats are also reserved for women. In effect, considering the reservation for SC/ST and OBCs and the need for reserving seats for women in all categories, out of a total 80,631 seats in 5,641 Gram Panchayats in Karnataka, 35,334 seats are reserved for women. This constitutes 43.6% of the total gram panchayat seats (see Appendix - A).

The policy of reservation has provided a unique opportunity to the weaker sections, particularly women, for political participation and decision-making in the local governance process. Most of these members would be taking up the role of decision-makers for the first time. Given the relatively lower educational qualifications of members, lack of any kind of exposure outside (overwhelming majority of the women members are housewives and belong to deprived communities), and their lack of political experience, their participation in the PRI system of local governance and their ability to discharge their responsibilities is not very effective. Therefore, in

order to make decentralised democratic planning effective and functional, it is imperative to empower these grass root level leaders through motivation and education. Thus, there is a need to train these local leaders in fulfilling their new roles and responsibilities.

In this context, it needs to be mentioned that the expert group on population policy set up by Government of India in 1993, under the chairmanship of Dr. M.S. Swaminathan, has suggested a radical shift in the overall planning process by adopting the principle of "think, plan and act locally and support nationally". The planning tool recommended for grassroots level social development is a **Socio-Demographic Charter (SDC)** for use at the village, town or city level, which helps the elected members of local governments to prioritise their unmet minimum needs and develop a feasible strategy for meeting ^{the} needs within a stipulated time.

The ICSSR/ICMR report of 1981 categorically states that the overall improvement in health conditions is only possible under the Panchayati Raj Institutions which would rightly return the health and illness care to the people to whom it rightly belongs. Women and children comprise over 70% of our population, the problem of health and nutrition primarily affect this segment of society. Most of the health problems can be solved at the local level by imparting health education and provision of primary health care, within a relatively low cost which people can afford. The major pillars of health care are education, water supply, sanitation, hygiene, environment and availability of food with nutrition. There is, therefore, a need to develop an integrated action plan on health, nutrition, hygiene, environment and education with sensitivity to gender and population issues. Accordingly, the elected members have to be trained so as to promote their participation in the process of social development.

PROJECT DESIGN AND METHODOLOGY

In this context, the Population Foundation of India, New Delhi, requested the Institute for Social and Economic Change (ISEC), to undertake a training project for Gram panchayat members in one district of Karnataka as part of a pilot project in six states commissioned by them. The basic objective of the pilot training programme is to empower the elected men and women members of Panchayati Raj Institutions in the areas of population, health, nutrition, hygiene, education and environment through innovative training strategies and approaches. This will help them to develop a socio-demographic charter for their area with twin goals of priority setting in meeting the unmet minimum needs of the local population and achieving harmony with nature by promoting the conservation and sustainable utilisation of natural resources. Ultimately, this will help in improving the quality of life and promoting social development. The training programme will help in building confidence, courage and capabilities for participatory decision-making and positively influence the attitudes and perceptions of the elected members at the grassroot level. Secondary objective of the study is to demonstrate the effectiveness and viability of the training methodology for gram panchayat members through local level trainers and voluntary organisation and its ^{7. replaceability} replaceability. The project was also intend to develop training materials like modules, video programme and guidelines for training.

As a first step, ISEC identified one district to carryout this training project. Chitradurga district was selected after consultation with officials and others. This district can be considered as a typical Karnataka district in terms of many socio-economic and demographic indicators. It is located in the central part of the state and lies in between the old Mysore and Northern Karnataka regions. The district has a higher concentration of Scheduled Caste and Scheduled Tribe population. Administratively the district belongs to the Bangalore division of the state. The district comprises of ten town/urban agglomerations and 1266 inhabited villages with a total population of 21,80,443. as

per the 1991 census. (later the district was bifurcated in 1997 - Chitradurga and Davanagere). It was decided to undertake the project in four out of the six taluks present Chitradurga district-- Holalkere, Challakere, Chitradurga and Hosadurga. Selected socio-economic and demographic characteristics of Chitradurga district is presented in Appendix - B.

The training programme should be carried out by a lead voluntary organisation working in the district. This has many advantages. NGOs work and live closely with the people and they are able to perceive and internalise the felt needs, interests and attitudes of the people. Based on the experience, innovativeness and flexibility, NGOs can evolve appropriate methodology as well as ensure the participation of all concerned. Their expertise in conducting training programme and familiarity with local conditions are the positive aspects of this type of a methodology. Accordingly, MYRADA, a prominent voluntary organisation was approached and they expressed their willingness to collaborate in this important project. MYRADA was started in 1968 and during 1968-78 period, it was involved with the government in resettling 15,000 Tibetan refugees in the state of Karnataka. From 1978 onwards they have been involved in various rural development programmes in the backward districts of Karnataka, Andhra Pradesh and Tamilnadu. MYRADA has also been providing regular training and exposure visits in participatory methodologies, formation of self-help groups and local area development and working directly with about 75,000 families. In Chitradurga, MYRADA has been involved in various developmental programmes for the last two decades.

MYRADA took the responsibility of training Gram Panchayat members in three selected taluks and another local voluntary organisation, GRAMA, under the guidance of MYRADA, carried out the training programme in one taluk. GRAMA started in 1989, is mainly involved in forming self-help groups in backward and poor villages of the two taluks of Chitradurga district.

PREPARATION OF TRAINING MATERIALS AND ORIENTATION WORKSHOP

It was the responsibility of the consulting organisation (ISEC) to prepare and develop appropriate training materials and also conduct Orientation workshop for the Master trainers of the implementing agency (NGOs). Based on the available information from various sources and also in consultation with state government officials, ISEC prepared and compiled eight training modules focusing in the areas of Primary Health Care, Reproductive Health, Nutrition, Population and Family Welfare, Hygiene and Sanitation, Education, Environment and Gender Issues. A video documentary was also prepared highlighting the existing scenario in rural areas and explaining the ongoing government programmes in the above mentioned eight topics. Appropriate posters conveying important health messages were also collected from different agencies including government for use during training. After preparing the draft training materials, ISEC organised an orientation workshop for the Master Trainers in September - October 1997. Twelve Master Trainers belonging to MYRADA and GRAMA working in Chitradurga district participated in the orientation programme for five days conducted at ISEC. They were informed about the evolution of panchayat Raj system, the present decentralisation set up in Karnataka and the issues and problems with regard to health and social development. Sufficient orientation were given to them ^{so} as to equip them to undertake the task of organising and co-ordinating the training of local leaders and the local volunteers. Apart from ISEC faculty, NGO functionaries, administrators and experts in different fields were invited to act as resource persons during the workshop. The contents of the training modules and video documentary were thoroughly discussed during the workshop and the suggestions given by the participants were incorporated before finalising them. Later ISEC printed the training modules in Kannada in a booklet form for distribution to local volunteers and panchayat members at the time of their training. The video documentary was also prepared and handed over to the implementing agencies (NGOs) for their use. Once the training materials were ready and the orientation workshop was completed, all activities shifted to the selected district and taluks.

SELECTION OF LOCAL VOLUNTEERS (RESOURCE PERSONS) AND THEIR TRAINING

The volunteers were identified and recruited from the selected taluks for the training programme. The criteria adopted for selecting volunteers included their willingness, educational background, capability to organise and undertake training, and familiarity with the local conditions. After the selection of the volunteers, three training programmes (TOT) were organised in Chitradurga district. Volunteers belonging to Holalkere and Hosadurga taluks were trained at MYRADA training centre, located in Holalkere. Volunteers belonging to Challakere Taluk were trained at MYRADA project office in Challakere and the volunteers from Chitradurga taluk were trained at RUDSET Training Institute, Chitradurga. (Appendix - C) These four days residential training programmes were intended to provide orientation to the participants not only in the selected topics but also in the organisational and methodological aspects of training. District and taluk level officials attended as resource persons for this training programmes. The training schedule consisted of providing information regarding panchayat Raj system, creating awareness in the selected topics, discussion on rural situations, case studies of success and failure stories, details of government programmes and welfare measures. Pre - and post - training evaluation were conducted to gauge the capabilities and awareness of the volunteers and the effect of the TOT. It was found that after the TOT, the volunteers were sufficiently equipped to carry out the prescribed task of training GP members by using the training materials prepared for this purpose and they were given necessary motivation in this regard.

TRAINING PROGRAMME FOR GRAM PANCHAYAT MEMBERS

The implementing agencies at the district level, MYRADA and GRAMA, approached the district and taluk level officials and appraised them about the training programme. They sought the co-operation and support of the government officials for the successful implementation of the training programme. The officials, in turn, instructed the subordinates at different levels to extend co-

operation and provide necessary help and this message was communicated to Gram panchayat presidents and secretaries.

The selected volunteers were given the responsibility of organising and conducting training programmes in their respective areas. 2 to 3 volunteers joined together in organising and conducting training at each gram panchayat level. As a first step, these volunteers approached the gram panchayat officials and G.P President and explained to them about the training programmes and the agencies involved in it. In consultation with them, a convenient date and venue for the training at the gram panchayat level was decided and the volunteers made the necessary arrangements for taking classes, exhibition of video documentary and posters and food during training. Each volunteer was provided with necessary number of booklets, posters and video cassette. The four days training at the gram panchayat level includes a brief orientation about the gram panchayat set up, roles and responsibilities of the elected members and detailed discussions on eight modules. The exhibition of the video documentary was also a part of the training programme. All the 138 panchayats were covered in the programme from the four taluks and altogether 1651 members were trained. The overall percentage of attendance is 81. This was possible mainly because of the strong presence of the collaborating NGOs in the selected taluks as well as the active involvement of the volunteers. Detailed information regarding the training programme is provided in Appendix - D. In most of the areas, training was organised at each gram panchayat level and in few cases, two gram panchayats were combined for the training purpose. Apart from the volunteers allotted to each Gram panchayat, NGO staff members were regularly supervising the training programmes. ISEC project team was also involved in monitoring the training programme.

A mid-term review of the training programme was conducted in May 1998 to take stock of the activities. Apart from the ISEC project team, staff members of MYRADA and GRAMA as well

as volunteers attended this meeting. The training started in April and was completed in June 1998. Eventhough there was a governmental provision to train all the Gram panchayat members by District level training Institutes, it was found that practically there was no training given to most of them during their last four years in office. In that sense, this training was the first exposure for majority of the elected members. It was felt that there is a need to orient the members after few months as a follow up to this training. Instead of organising these meetings in each gram panchayat area, it was decided to conduct the cluster level (Hobli level) meets.

HOBLI LEVEL MEETS

As a follow up for the training, a cluster level meets of panchayats were organised. The purpose was to get a feed - back from the members about the training, clarifying their doubts, and also appraise them about the latest government schemes/programmes. This also provided an opportunity for interaction among members belonging to 2-3 gram panchayats. Prior to this, meetings of the volunteers were held at different taluks and detailed discussion about the purpose and the organisational aspects of cluster meetings of panchayat members were discussed. The Gram panchayats were made into clusters and meeting dates were drawn in consultation with officials and volunteers. Apart from the NGO staff and volunteers, taluk level officials participated in these one day programmes as resource persons. This was a rare opportunity for the officials and the elected members to meet each other and discuss their problems and difficulties. During the meet, the members shared their experiences regarding training and also a plan of action at the village level was also discussed. Altogether 34 Hobli level meetings were conducted with a participation of 1151 members , out of which 518 were women. (see Appendix - E) The percentage of attendance is only 56 and this is much lower compared to the participation at the training programme. The reason for this low level of participation are the busy agricultural season and also the meetings of the gram sabhas at the same time (to identify the beneficiaries for various development programmes). With

CLUSTER
LEVEL
MEETINGS

this, the training programmes for the panchayat members were completed - (for details, see Appendix - F)

EVALUATION OF THE TRAINING PROGRAMMES

After the completion of the Hobli level meets, the next step was to evaluate the impact of the training in an objective manner in order to bring out its effectiveness and usefulness, as well as to identify any loopholes in the training programme. It was felt that the insights drawn from the evaluation exercise would provide useful inputs for formulating training programmes in future and its successful replication elsewhere.

As the consulting organisation for the study in Karnataka, ISEC took the responsibility of conducting the evaluation and preparing the report. Another main purpose of the evaluation was to test the viability and feasibility of the training methodology adopted as well as to revise and update the training modules and video documentary. For the purpose of the evaluation, information was gathered through structured questionnaire from trained panchayat members, gram panchayat officials, local volunteers, NGO staff, government officials and others. Information from 147 trained gram panchayat members (including presidents and vice-presidents), 50 volunteers and the NGO staff directly involved in this training project. Discussions with government officials at various levels were also held. This evaluation was carried out during September-October, 1998. Based on this, an attempt was made to identify the strengths and weaknesses of this project and make necessary recommendations for replicating the training programme in other districts.

The evaluation of the effectiveness of the training project was studied based on three important factors - attitudinal changes, behavioural changes and performance changes of local volunteers (resource persons) and trained panchayat members.

- a) Local Volunteers: The project was able to create a pool of trained volunteers who are willing to help the panchayat members and are available in local areas. These volunteers were able to acquire the requisite training and organising skills and most of them expressed happiness about their performance in training the local leaders. In this case, a good number of the volunteers had had some previous experience and this helped them to undertake the prescribed task in a relatively easy manner : It was found that their knowledge and awareness regarding Panchayati Raj set-up and health issues has improved tremendously. Now majority of these local volunteers are confident of handling similar training programmes for Taluk and Zilla panchayat members. Even after the training programme, most of them are in touch with gram panchayat members in their area. Surely, this is an indication that their services will be available in the future also.
- b) Panchayat members: This, training undoubtedly had some impact on the attitudinal and behavioral pattern of elected members. It was really a learning experience since this was the first training for majority of them. They acquired the knowledge with regard to various health issues and developmental schemes, irrespective of their educational and occupational background. They also started using the newly acquired knowledge whether with regard to preparation of ORS solutions / storage of ORS packets, usage of iodised salt, functioning of Anganwadi centres and the visit of health workers to their villages. They realised that they have many responsibilities and they can undertake many activities for the welfare of their community. Many expressed the opinion that this kind of a training at the beginning of their tenure would have been much more useful. Apart from health and other developmental issues, they were very particular in getting training on the concept and functioning of Panchayati Raj systems and, the roles and responsibilities of elected members in preparing plans for providing primary health care, drinking water and sanitation in their areas.

Women panchayat members expressed more interest and willingness to participate in the training. They were very particular about attending the training for all the four days including seeing the video show. Many of them felt that in the process of employment generation and developmental issues, most of the health problems of women and children are neglected. After the training, they started visiting Anganawadi centres more frequently and also asked the ANMs to visit their villages more frequently.

- c) Training materials: In this programme, modules, video documentary and posters were used for training. Majority of the panchayat members felt that the modules were very useful and informative. However, during evaluation, they suggested many improvements to revise the module. One suggestion was to include one chapter on Gram Panchayat set-up and the roles and responsibilities of elected members. They also suggested an inclusion of a detailed description of all ongoing government programmes (from State and Central) in the modules.

The video cassette was found to be an effective medium of communication. In many places, it was shown to the entire village. But the power failures created some problem in exhibiting the video documentary in certain villages. Interestingly, local cable operators also showed keen interest to show this documentary through their cable network in many places and this was a very encouraging development.

ADVANTAGES OF THIS METHODOLOGY

Even though there were few operational difficulties during the implementation of this training programme, the methodology is found to be more effective and adaptable to gram panchayat members. The training arranged in their own villages which facilitates their participation in it. It was done in a most informal atmosphere which also generated lot of discussions. The training modules

and video documentary were prepared using simple language and pictorial presentations. As a result, it was observed that the contents and the messages in them were grasped without much difficulty.

The local volunteers who imparted the training were from the same areas and their familiarity with the local situations gave an added advantage to the training exercise and ensured that their services would also be available to the elected members any time in future. The involvement of voluntary organisations also ensured better participation and innovativeness for the training programme, apart from bringing a convergence of expertise and skills of governmental and non-governmental sectors for better and more effective training at the grass root level. With this methodology, the training can be done simultaneously in many places and can be completed within a short period. In a situation like ours, where we have to train large number of elected representatives in each district (preferably during the first six months of their tenure), the government alone cannot handle this task. It is, therefore, imperative to look for more effective, acceptable and participatory training methodologies at the grass root level. This pilot training project in Chitradurga is an innovative effort in this direction.

APPENDIX - A

The number of Gram Panchayats, Total Number of seats and reservation made in the Districts of Karnataka State

Name of District	No. of GPs	Total Seats	Seats reserved for				of which No. Reserved for women			
			SC	ST	BC	OTHE- RS	SC	ST	BC	OTHE- RS
Bangalore (U)	115	1723	450	118	570	585	39	115	185	180
Bangalore (R)	226	3533	767	249	1183	1334	319	228	459	521
Chitradurga	275	4159	974	734	1361	1090	400	344	540	447
Kolar	305	4385	1175	456	1447	1307	486	320	608	537
Shimoga	364	3565	940	409	1187	1029	425	367	483	464
Tumkur	320	4931	1076	482	1642	1731	424	334	647	688
Chikkamagalore	225	2203	548	234	729	692	250	225	301	311
D. Kannada	354	5182	950	426	1719	2087	399	359	689	813
Hassan	256	3422	785	260	1144	1233	312	256	467	501
Kodagu	96	1091	216	137	368	370	98	101	151	159
Mandya	228	3556	684	228	1188	1456	261	228	462	552
Mysore	361	5870	1409	457	1960	2044	567	375	756	801
Belgaum	473	7206	1279	548	2393	2986	562	485	958	1142
Bijapur	363	5677	1241	380	1893	2163	479	366	761	850
Dharwad	439	5832	1176	492	1947	2217	484	438	768	872
U. Kannada	209	2402	480	218	802	902	226	210	332	367
Bellary	220	3374	794	435	1111	1034	312	267	445	411
Bidar	176	2629	633	323	882	791	262	188	353	321
Gulbarga	336	5095	1343	442	1706	1604	538	390	684	644
Raichur	299	4781	988	542	1590	1661	394	334	633	641
Grand Total	5640	80616	17908	7570	26822	28316	7317	5930	10684	11222

Total number of seats 80616, Seats reserved for women 35153 (43.60%), Seats for men 45463 (56.40%)

Percentage : SC- 22.21%, ST - 9.39%, BC- 33.27%, OTHERS 35.13%

Source: Government of Karnataka, 1994.

Appendix - B

Selected socio-economic and demographic characteristics of Chitradurga district, 1991

		Rural	Urban	Total
Density (per square kms.)		148.01	6018.59	200.93
Number persons per households		5.63	5.58	5.62
Percentage of population		73.00	27.00	100.00
Percentage of SC		22.50	12.67	19.84
Percentage of ST		17.30	7.31	14.60
Sex ratio (females/1000 males)				
	Total	955.45	913.58	943.97
	SC	947.41	917.42	942.17
	ST	956.62	913.30	950.65
Literacy rate (aged 7 and above)				
	Total	48.69	73.52	55.48
	Male	61.36	81.20	66.88
	Female	35.42	65.05	43.36
Percentage of main workers				
	Total	42.01	29.76	38.70
	Males	55.29	47.71	53.21
	Females	28.11	10.10	23.33
Percentage of marginal workers				
	Total	5.71	0.63	4.34
	Males	0.86	0.37	0.72
	Females	10.79	0.92	8.17
Percentage distribution of workers by industrial category				
	I) Cultivators	45.29	5.73	37.08
	II) Agricultural labourers	38.62	7.62	32.18
	III) Live stock, forestry, fishing, hunting and plantations, orchards and allied activities	2.64	1.52	2.41
	IV) Mining and quarrying	0.45	0.31	0.42
	V) Manufacturing, processing, servicing and repairs			
	a) in household industry	1.98	3.20	2.24
	b) in other than household industry	2.11	20.86	6.00
	VI) Construction	0.89	7.22	2.20
	VII) Trade and commerce	3.29	26.23	8.05
	VIII) Transport, storage and communications	0.60	6.81	1.89
	IX) Other services	4.14	20.50	7.53
Religious composition				
	Hindus	95.26	73.96	89.51
	Muslims	4.50	23.97	9.76
	Christians	0.07	0.86	0.28
	Others	0.07	1.14	0.36
Percentage of total population in the age group				
	0-14	36.75	35.34	36.37
	15-59	55.18	58.79	56.15
	60+	7.68	5.33	7.05

Source: Census of India, 1991

APPENDIX - C

A: VOLUNTEERS (RESOURCE PERSONS) INVOLVED IN THE TRAINING PROGRAMME

TALUK	MEN	WOMEN	TOTAL
CHALLAKERE	18	3	21
HOSADURGA	6	3	9
HOLALKERE	19	1	20
CHITRADURGA	15	9	24
TOTAL	58	16	74

B: EDUCATIONAL BACKGROUND OF VOLUNTEERS

Educational level	Number	Percentage
SSLC	6	8.10
Pre - University	8	10.82
Graduation	22	29.73
Post - Graduation	38	51.35
Total	74	100.00

C: Occupational Status of Volunteers:

Occupation	Number	Percentage
Unemployed	10	13.51
School Teacher	15	20.27
Lecturer	20	27.02
Cultivator	08	10.81
Retd. Employee	05	6.75
Self employed	05	6.75
Social worker	08	10.84
Housewife	03	4.05
Total	74	100.00

APPENDIX - D

GRAM PANCHAYAT MEMBERS TRAINING PROGRAMME

Name of the Taluk	No. of G.P.s Covered	Total Members	Members Attended	Percentage
Challakerre	39	556	530	95
Hosadurga	33	471	361	76
Holalkere	30	442	280	63
Chitradurga	36	569	480	84
TOTAL	138	2038	1651	81

APPENDIX - E

HOBBI LEVEL MEET OF GRAM PANCHAYAT MEMBERS

Name of the Taluk	No. of Meets	Total GP Members	Members Attended			%
			Men	Women	Total	
Challakere	8	556	192	91	283	51
Hosadurga	10	471	194	156	350	74
Holalkere	8	442	97	70	167	38
Chitradurga	8	569	150	201	351	62
TOTAL	34	2038	633	518	1151	56

APPENDIX - F

Details of Training Programme in Chitradurga District

1. No of Zilla Panchayat Members :	Total - 23 Men - 15 Women - 8
2. No. of Taluk Panchayat Samitis:	4
3. No. of Taluk Panchayat Samiti Members:	Total - 85 Men - 54 Women - 31
4. No. of Gram Panchayats included in the training (in the four selected taluks for training)	137
No. of Town panchayats included	1
5. No. of Gram Panchayat members:	Total - 2038 Men -1202 (59%) Women - 836 (41%)
6. No. of Gram Panchayat Members Trained:	Total - 1651 Men - 958 (58%) Women - 693 (42%)
7. No of Resource Persons (Local Volunteers) Trained for the project :	Total - 74 Men - 58 (78%) Women - 16 (22%)
8. No. of Training programmes organised for Resource persons: 4 days residential training(One for Challakere taluk, One for Chitradurga taluk and One for Hosadurga and Holalkere taluks together)	3
9. No.of training programmes conducted by resource persons for panchayat members	115
10. No.of Hobli level meets(Cluster meetings of Panchayats) conducted	34
11. No. of Panchayat members attended in the Hobli level meets	Total - 1151 Men - 634 (55%) Women - 517 (45%)

Empowerment Of Panchayat Raj Institutions On Issues Related To
Population, Health And Social Development
By
Population Foundation of India, New Delhi

I. Background

In recent times, much emphasis is being placed on decentralisation of authority to the grass root level elected bodies for local self governance since these have been accepted as the micro level instruments of change and social development. In 1993, the Government of India appointed an expert group to draft a national population policy. It suggested a paradigm shift and conceptualised population policies within the context of overall social and economic development with greater devolution of authority and responsibilities to the Panchayats. Towards the end of 1993, the 73rd amendment bill was passed giving the Panchayati Raj institutions a constitutional sanction. This was expected to provide the Panchayats opportunities for better management of local resources for their balanced and rational utilisation, plan and implement the need based programmes and manage or generate additional resources according to their needs and priorities.

In the eleventh schedule of the amendment, 29 items have been listed by way of responsibilities of the Panchayats. Many of these overlap and only three of them directly, and only two partially relate to health, family planning, MCH care, etc. Surprisingly, the registration of vital events such as births and deaths, infant and under five year child mortality, etc., do not find a mention in the assigned responsibilities.

The devolution of authority has placed a great responsibility on the Panchayats as planning, prioritising or implementing the social development programmes call for certain level of expertise and skills, which the new members may not possess. On the other hand, the task of training and reorienting the large number of the Panchayat members may require innovative approaches to be able to reach all of them. The enormity of the task can be judged from the fact that there would be around 3.5 million Panchayat members to be trained with about a million of them being women.

II. Basic Issues

1. The members of the Panchayats need to be educated, motivated and trained about their rights and responsibilities. Considering the wide

divergences and the element of heterogeneity in their social, economic and educational backgrounds, it may turn out to be a difficult task. Moreover, around one-third of these would be women members who, from traditionally being housewives and mothers, would assume a new role of decision makers for the welfare and development activities. This would imperatively call for innovative training strategies and approaches.

2. Reportedly, all the states have set up training institutes for the Panchayat members. Presumably, their number, capacity to handle a large group, training content and methodologies and professional competence would be inadequate to undertake such a task. Training institutions under the Government generally get bureaucratized whereas the need would be to be innovative and flexible. Moreover, the number of Panchayat members in every state would be far greater than any network of training institutions in any state can conveniently handle.

Considering the above factors, a need was felt to evolve suitable strategies and methodologies for training of the Panchayat members including development of training material and the self-teaching training aids. It may be pertinent to mention at this stage that the primary focus of the training programmes has to be on empowerment of the Panchayati Raj institutions to enable them perform their role effectively rather than on training of the individuals. Besides, the methods of training need to ensure long-term sustainability of the programme which can be achieved with an effective follow-up and evaluation system.

There is an urgent need to inform, train and motivate the members of Panchayats on the issues related to female literacy, public health, including water supply and sanitation, nutrition, family planning and women's status, resource management for rational utilisation, preservation of natural resources and generating resources.

In order to discuss and develop various aspects and methodology of training to be adopted, a Workshop was convened at M S Swaminathan Research Foundation on Training and Project Design for Empowerment of Panchayati Raj Institutions in issues of Population, Health and Social Development on 27-29 January 1997 at Chennai.

Based on the methodology developed at the Workshop, the Population Foundation of India decided to commission a project on training of Panchayat leaders in seven districts, namely, Dharmapuri and Dindigul (Tamil Nadu), Chitradurga (Karnataka), Pune (Maharashtra), Lalitpur (Uttar Pradesh), Sawai Madhopur (Rajasthan) and Bankura (West Bengal). The need for such a project was felt because the number of Panchayat members was so large in the country (around 3 million) that no state training system under the Government could handle it within a reasonable time. Therefore, innovative approaches to cover all the Panchayat members had to be evolved, using training resources and potential outside the Government.

III. Objectives of the Project

- To train the Panchayat members on issues related to reproductive health, family planning, population and environment, nutrition, maternal - child health care, control of communicable diseases and resource planning.
- To demonstrate the efficacy of the methodology of training of Panchayat members in one district through training a number of local level trainers by an implementing agency (a non-governmental organization) with the support and guidance of a major consulting organization for each State.
- To develop video programmes, training manuals and guides, modules, systems for supervision and management information systems, etc., for their wider application.

IV. Methodology

The methodology of the project developed by the Population Foundation of India and tried in different districts, comprises the following :

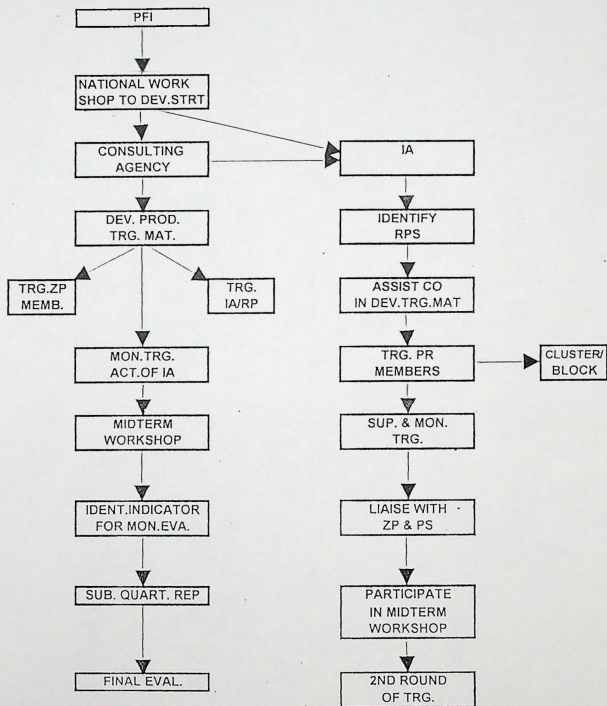
1. Identification of a Consulting Organisation (CO) in a State.
2. Identification of an Implementing Agency (IA), a non-governmental organization in the selected district as the Implementing Agency.
3. Training of IA members by a Consulting Organisation in the state in various aspects of population, reproductive health including family planning, gender issues, nutrition, environment, control of communicable diseases and structure of the health services.
4. Development of suitable literature in the form of modules on each of the above listed subjects. Also production of a 3 - 3½ hour video programme based on real life situations on the subjects dealt with in the modules, to be used in training.
5. Identification and training of Resource Persons at the community level who could be entrusted with the task of training of Panchayat members in their own villages by distributing literature, showing the video programme and initiating discussions on what the Panchayats could do. (Each Resource Person would cover 3-5 gram panchayats.)
6. The local Resource Persons would visit each village once a week, and train the village Panchayat members collectively, covering one area at a time.

7. A mid-term evaluation would be done to identify problems and constraints, to incorporate necessary modifications.
8. Final evaluation and pooling of significant experiences for formulating packages of programmes for wider application.

The above methodology has certain inherent **advantages**, as described below :

- It would ensure training of all the Panchayat members in their own village situation which, in a way, means empowerment of the Panchayat Raj Institution.
- A cadre of trained Resource Persons would be available for continuous interactions for three or four months.
- It would help to upgrade the capabilities of the IA in undertaking similar training programmes on other responsibilities of the Panchayati Raj Institutions.
- It would help to leave behind a corps of trained resource persons who can always be depended upon by the Panchayats even when the project is withdrawn from the area.
- All the Panchayat members in a district can be trained in three or four months, using printed literature in the local language and modern communication technology.

THE APPROACH



VI. Responsibilities Of Consulting Organisations, Implementing Agencies
And Resource Persons

1. **Consulting Organisations (CO):**

- The Consulting Organisation would be responsible for identifying a lead NGO in the selected District.
- It would organise a Workshop of three to five days duration for all Zilla Parishad Members and the lead NGO, on the various topics connected with the project. The purpose of the workshop would be not only to inform and train the Zilla Parishad members on the various aspects of population, family planning etc., but also to train the NGO personnel and to develop educational material to be used by the NGO and the Resource Persons.
- The CO would also conduct a workshop of three day's duration at the district headquarters in the selected district along with the NGO and selected Resource Persons. This may be done in one or two workshops depending on the number of persons to be trained.
- The CO would monitor one training programme at the village level conducted by the NGO and the Resource Persons.
- The CO would conduct a mid-term workshop of three-days duration with the NGO and the Resource Persons to evaluate the effectiveness of the various educational materials used, effectiveness of the methodology of training, etc. A few selected Panchayat Members, who had been trained, should also participate in the workshop.
- The CO would be responsible for carrying out an evaluation through survey of a sample of Panchayat Members trained under this project at the village, block and district levels and assess the impact of the project, and prepare a final report on the project.
- The CO would be responsible for identifying the indicators to be used for monitoring and evaluation of the project at periodical intervals and would be responsible for compiling necessary data from the lead NGO.
- They will also prepare and submit to the PFI a quarterly report on the progress of the project, taking account of the report submitted by the lead NGO.

2. Function of the Lead Implementing Agency (IA) in a District:

- The lead Implementing Agency would be responsible for identifying the Resource Persons in the district in different villages and blocks, who can be used for training of the Panchayat Members at the village level.
- The lead Implementing Agency should participate in the workshop and training programmes organised by the CO and assist in the preparation of educational materials needed for the training of Panchayat Members.
- The lead Implementing Agency would be responsible for conducting training programmes for all the Panchayat Samiti members along with the concerned Resource Persons.
- The lead Implementing Agency would also supervise and assist, wherever possible, in the training programmes of the Resource Persons at the village level. They can also organise Workshops for Resource Persons according to the needs, but not more than once in a quarter.
- The lead Implementing Agency should liaise, in the educational and training activities, with the concerned officials of the Zilla Parishad and the Panchayat Samiti. They should supply to the CO regular information on various training activities carried out by them during the quarter including information on number of training programmes held, number of persons trained, etc.

3. Resource Persons :

- The Resource Persons would participate in the workshops and training programmes organised by the lead NGO. Their incidental expenses will be covered from the project fund.
- Each Resource Person would be responsible for a group of villages. He would visit the villages assigned to him/her at regular periodical intervals and conduct training programmes with the educational materials made available to him/her.
- He would report to the lead NGO on the activities carried out by him/her in order to get necessary honorarium.

Chitradurga Project

As mentioned earlier, the district of Chitradurga was chosen to implement the project in Karnataka. Since Chitradurga is one of the larger districts, it was decided to implement the project in four blocks only (Holalkere, Challakere, Chitradurga and Hosadurga).

The total number of Panchayat members elected in the four blocks of Chitradurga district is mentioned below -

	ZP Members			Panchayat Samiti Members			Panchayat Members			Total
	T	M	W	T	M	W	T	M	W	
Chitradurga (4 blocks)	23	15	8	85	54	31	2038	1202	836	2146

T : Total; M : Men; W : Women.

The project took off in July 1997. The Institute for Social & Economic Change (ISEC, Bangalore) was identified as the Consulting Organisation, while MYRADA was chosen as the Implementing agency (IA), with *GRAMA*.

The original project methodology, wherein each Resource Person was to train all the Panchayat members belonging to 3-5 Gram Panchayats, over a period of time, often taking only one module per week, was changed after discussion with the CO, IA, Government officials and Panchayat members of Chitradurga. It was envisaged that such a long term training programme, which could take 2-3 months to cover each GP, might not work in Chitradurga, as the drop out rate would be quite high. It was also opined that instead of one RP being responsible for several GPs, a team of 2-3 RPs would do a better job. Hence, the project methodology was slightly changed. The new strategy developed included the following -

- The RPs would work in groups of 2's or 3's.
- Each training programme would be conducted for the Panchayat members of one or two GPs.
- The RPs would not visit the individual villages, but a central location (e.g. school building/Panchayat Office) would be identified to conduct the training programmes.
- The duration of each training programme would be 4 days (10 AM - 4 PM), where sessions would be taken both by the team of RPs, as well as local experts like school teachers, PHC personnel or Government officials.

- Following completion of training of all the GPs, a second round of one-day refresher training would be conducted, clubbing 2-3 GPs together.

A series of meetings and discussions were held, where the methodology to be tried out was discussed in detail and a detailed plan of action drawn up. The following activities were carried out from July 1997 onwards.

- **Orientation Meetings :**

The CO organised training programmes in September-October 1997 for the Master trainers from the Implementing Agency. Side by side, orientation programmes were also conducted for the Zilla Parishad and Panchayat Samiti members, to sensitize them to the issues being tackled in the project, and to get their active support in the Panchayat members training programmes, later on.

- **Development of Training Material :**

The training material developed includes modules, video documentary and posters. A booklet consisting of 8 modules was developed in Kannadaby the CO, for distribution amongst all levels of Panchayats and the Resource Persons (RPs). The topics that were covered were -

- Primary Health Care
- Reproductive Health
- Nutrition
- Population and Family Planning
- Hygiene & Sanitation
- Education
- Environment
- Gender issues.

A video documentary was also prepared on all the 8 modules. The video film depicted the existing conditions in rural areas and explained the ongoing Government programmes in the related topics. Appropriate posters were also collected from various agencies. The Master trainers from Myrada were given sufficient orientation to equip them to undertake the task of training the RPs in using the above mentioned training material.

- **Selection and training of Resource Persons (RPs)**

RPs were identified and recruited from the respective blocks for the training programme. The criteria adopted for selecting the RPs included their willingness, educational background, capability in organising and undertaking training, familiarity with the local conditions, previous experience in training/social work, etc. After selection of the RPs, a 4-day residential training programme was organised (in 3 batches) by the CO and the IA. The training programmes were intended to provide orientation to the participants not only on the selected topics, but also in organizational and methodological aspects of training. Districts and Block level officials also attended some of the training programmes. The training schedule provided information on the Panchayati Raj system, created awareness in the selected topics, discussed rural situations and details of Government programmes and welfare measures. Pre and post test evaluation was conducted to gauge the capabilities and awareness of the volunteers and the effect of the training. It was found that after the training programme, the RPs were sufficiently equipped to carry out the prescribed task.

- **Panchayat Members' Training Programme :**

The Implementing Agency (Myrada) approached the district and block level officials and appraised them about the training programme. They sought the cooperation and support of the Government officials for the successful implementation of the programme. The officials, in turn, instructed their subordinates at different levels to extend their support and cooperation.

The selected RPs were given the responsibility of organising and conducting training programmes in their respective areas. As a first step, the RPs approached the Gram Panchayat officials and the Gram Panchayat President and briefed them about the training programme. In consultation with them, convenient dates and venues for training at the Gram Panchayat level were decided. The RPs were responsible for making the necessary arrangements, conveying the training dates to the Panchayat members, distributing the modules, and showing the video cassettes. As mentioned earlier, unlike the other projects, where each RP was responsible for training all the Panchayat members at the village level, in Chitradurga, the training was held at the cluster level. 2-3 RPs were responsible for training Panchayat members from either one or two Gram Panchayats. The training was a continuous 4-day programme, supervised by one or more Myrada staff. The ISEC personnel also supervised the training programmes from time to time. The CO was also involved in monitoring the project.

The video cassette was shown during the training programmes. All the 138 Gram Panchayats were covered between April-June 1998, through 115 training programmes (some for individual GPs and others by clubbing two GPs together). 1651 Panchayat members, out of a total of 2026, were trained, making the overall percentage of attendance as 81%. A mid-term evaluation was conducted in May

1998 to gauge the effect of the training. It was felt that a second round of training would be beneficial, as it was observed that practically no training had been imparted to the Panchayat members during their 4 years in office. For a majority of the Panchayat members, this was their first exposure to any form of training.

As a follow up, a series of one-day cluster level (Hobli level) meets were organised in July-August 1998. The purpose was to get a feedback from the Panchayat members about the training and also to clarify their doubts and appraise them of the latest Government schemes and programmes. This also provided an opportunity for Panchayat members belonging to 3-4 Gram Panchayats to come together and interact. This was also a rare opportunity for the district officials (who were invited to attend) and the elected members to meet each other and discuss their problems and difficulties. During the meet, the members also designed action plans for their respective villages.

34 Hobli level meetings were conducted, where 1151 Panchayat members attended, 518 of whom were women. The reason for this low turn-out (56% as compared to the earlier attendance of 81%) was the onset of the agricultural season, and also the Gram Sabha meetings.

Evaluation of the Training Programmes :

After completion of the Hobli level meetings, the effectiveness of the training methodology and impact of training was evaluated. The main objectives of the end-of-project evaluation were -

- To assess the efficacy of the strategy adopted for the project (which was different from the other Panchayat projects being implemented in different parts of the country).
- To assess the effectiveness of the training modules and video cassette in creating awareness and motivation and developing skills.
- To assess the performance of the RPs.
- To assess the Panchayat members' views about the project and its effectiveness.
- To identify the strengths and weaknesses of the project and lessons learnt.
- To plan for extension of the project to other districts.

For the purpose of evaluation, information was gathered from the trained Panchayat members, Gram Panchayat officials, RPs, IA staff and Government officials involved in the programme. Information was collected from 147 trained GP members, 50 RPs and all the IA staff involved in September-October 1998. The detailed evaluation

4. Training of Panchayat Members :

Nearly 81% of the Panchayat members attended the first round of training programme, while 50% attended the Hobli level meets. All literate members have read the training modules and found them to be useful and interesting. Some of the Panchayat members have already started using the knowledge gained through the training.

The Panchayat members have expressed that the training programme would help them to address health and related issues while planning developmental programmes for their villages.

Some of the Panchayat members have started putting their newly acquired knowledge into practice. Some of the success stories are mentioned below :-

- The Karnataka Government has a scheme called 'Nirmal Karnataka', under which free latrines are provided to the needy. Most of the Panchayat members did not have any prior knowledge about this scheme and came to know about it during the training programme.

In the village of Sanahelly, the Panchayat members approached the BDO, who in turn sanctioned the construction of 100 toilets. The Panchayat members motivated the villagers to provide labour, while the Government provided the latrines.

- During the course of the training programme, the Panchayat members learnt that ORS packets could be acquired and stored by the Panchayat members for distribution. Several Panchayat members have collected ORS packets from the health centres and have started distributing them to their community members.
- The Panchayat members have become aware of the fact that ANMs are supposed to visit each village regularly. In case the ANMs are not visiting the villages, the Panchayat members have started sending complaints to the respective PHCs. They have also started monitoring the functioning of the Anganwadi Centres.
- The Karnataka Government has initiated a Dai training programme. The trained Panchayat members have started motivating the untrained dais in their villages to get the training through the PHCs.

5. Strengths & Weaknesses of the Project & Lessons Learnt :

The experiences of PFI, in implementing the project in the different states has been varied. Depending upon the socio-economic and cultural backgrounds, geographical landscape, political awareness, and also the commitments of organizations and the individuals involved (CO, IA and RPs), experiences have

been very different. For example, in the southern states, where literacy rates are higher and political awareness is greater, and the involved organisations fully committed, it has been easier motivating the Panchayat members to attend the programmes. On the other hand, the purdah system in the north, together with lower literacy and awareness levels, made it very difficult to identify women RPs, and in getting the women Panchayat members to attend the training programmes. Showing of video cassettes has also been difficult, due to lack of electricity, in most of the States. Hiring of a TV, VCP and generator is too costly and the project had made no provisions for the same, presuming electricity will be available.

Monitoring of the project by both the CO and IA was found to be difficult in all the project areas, as very often the villages were away from metalled roads and quite a distance from where the CO/IA was based. The number of staff and transport facilities were also found to be inadequate to cover the length and breadth of the districts.

However, inspite of the practical difficulties encountered while implementing the project, it was generally observed that the methodology was well accepted, both by the Resource Persons (RPs) and Panchayat Members (PMs). Both the RPs and PMs found the informal atmosphere to be more congenial in imparting knowledge, where questions could be asked and problems tackled.

Compared to the Panchayat projects being implemented in the other States, the attendance of the Panchayat members in the training programme in the Chitradurga model is very high (81%). It may also be noted that the time taken in conducting both the first and second round (Hobli level) of training sessions is much less in Chitradurga project, where the first round was completed in three months and the second round in one month only.

Certain measures, if incorporated, however, would definitely improve the effectiveness of the training methodology. These are -

- The State Government has to be more fully involved in the programme. They should get the Health Department geared up so that the PHC gets actively involved in the project.
- The Block Development Officers can get the Gram Sevikas to extend support to the GPs and RPs during the training programmes.
- Panchayat members should be trained immediately after they are elected into office and refresher training should be organised every 6 months. This will facilitate their using the required knowledge and skills for the maximum possible time.

- Other than health issues, other topics like agriculture, social forestry, education, non-conventional energy, microplanning, Government schemes including poverty alleviation programmes, small saving schemes and general administration may also be included.
- An alternate training methodology may have to be designed for illiterate Panchayat members, for whom the module is of no use.

6. **Future Plans :**

The State Governments may take up this methodology, after making the necessary adaptations, while planning their panchayat training programmes. Given the available infrastructure and other resources with the Government, this methodology may be more effective and less time consuming (as training takes place simultaneously in the various villages/clusters).

STATE LEVEL WORKSHOP ON
 "EMPOWERMENT OF PANCHAYATI RAJ INSTITUTIONS ON ISSUES RELATED
 TO POPULATION, HEALTH AND SOCIAL DEVELOPMENT"

Organised by
 Institute for Social and Economic Change, Bangalore
 on 26th November 1998 at I.S.E.C.

Programme:

10 to 11 a.m.	Inaugural Session
Chairman	Dr P.V. Shenoi Director, I.S.E.C.
Welcome	Prof. K.N.M. Raju Head, Population Research Centre
About the project and workshop	Dr T.V. Sekher
Inaugural address	Dr K. Srinivasan Executive Director Population Foundation of India, New Delhi
Vote of thanks	Prof. P.H. Rayappa

11 to 11.15 am Tea

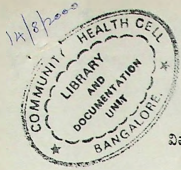
11.15 to 1.15 p.m. Session II

Training Programme for Volunteers & G.P. Members

Chairman	Dr G V Nagaraj Additional Director Health & Family Welfare Services, GOK.
Presentations by	Dr T V Sekher I.S.E.C., Bangalore
	Sri C Vijayakumar Project Officer, MYRADA (Holalkere)
	Sri Yenjeerappa Training Officer, MYRADA
	Sri Doraiswamy Programme Coordinator, GRAMA
	Sri K.G. Hollajir Project Officer, MYRADA (Challakere)

Discussions:

1.15 to 2.00 p.m. Lunch



ಕರ್ನಾಟಕ ಸರ್ಕಾರದ ನಡವಳಿ

ವಿಷಯ: ಗ್ರಾಮೀಣಾಭಿವೃದ್ಧಿ ಮತ್ತು ಪಂ.ರಾಜ್ ಇಲಾಖೆ - ಗ್ರಾಮ ಪಂಚಾಯತ್ ಮತ್ತು ತಾಲ್ಲೂಕು ಪಂಚಾಯತಿಗಳ ನೂತನ ಸದಸ್ಯರಿಗೆ ತರಬೇತಿ ನೀಡುವ ಬಗ್ಗೆ - ಅದೇಶ

ಉಲ್ಲೇಖ: ಮಹಾ ನಿರ್ದೇಶಕರು, ಅಬ್ಬಲ್ ನಜೀರ್ ಸಾಬ್ ರಾಜ್ಯ ಗ್ರಾಮೀಣಾಭಿವೃದ್ಧಿ ಸಂಸ್ಥೆ, ಮೈಸೂರುರವರ ಕ್ರ.ಸಂ. ಎಸ್‌ಐಆರ್‌ಡಿ : ಚಿಆರ್‌ಜಿ: ೮೮: ೨೦೦೦-೨೦೦೧, ದಿ: ೮-೫-೨೦೦೦ ರ ಪತ್ರ.

ಪ್ರಸ್ತಾವನೆ

ರಾಜ್ಯದಲ್ಲಿ ಹೊಸದಾಗಿ ಚುನಾಯಿತರಾದ ಸುಮಾರು ೮೦,೦೦೦ ತಾಲ್ಲೂಕು ಮತ್ತು ಗ್ರಾಮ ಪಂಚಾಯತಿ ಸದಸ್ಯರಿಗೆ ಪಂಚಾಯತ್ ರಾಜ್ ವ್ಯವಸ್ಥೆಯ ಬಗ್ಗೆ ತಿಳುವಳಿಕೆ ನೀಡುವ ಸಲುವಾಗಿ ತರಬೇತಿ ನೀಡಲು ಒಂದು ಐಕ್ಯತೆ ಕಾರ್ಯಕ್ರಮವನ್ನು ಹಮ್ಮಿಕೊಳ್ಳಲು ಸರ್ಕಾರವು ನಿರ್ಧರಿಸಿದೆ.

ಮೇಲೆ ಉಲ್ಲೇಖಿಸಿರುವ ದಿನಾಂಕ: ೮-೫-೨೦೦೦ ರ ಪತ್ರದಲ್ಲಿ ಮಹಾ ನಿರ್ದೇಶಕರು (ತರಬೇತಿ) ಅಬ್ಬಲ್ ನಜೀರ್ ಸಾಬ್ ರಾಜ್ಯ ಗ್ರಾಮೀಣಾಭಿವೃದ್ಧಿ ಸಂಸ್ಥೆ, ಮೈಸೂರು, ರವರು ತಾಲ್ಲೂಕು ಮತ್ತು ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳಿಗೆ ಚುನಾಯಿತರಾದ ಸದಸ್ಯರಿಗೆ ತರಬೇತಿ ನೀಡುವ ಸಲುವಾಗಿ ಈ ಕೆಳಕಂಡಂತೆ ಒಂದು ಕ್ರಿಯಾ ಯೋಜನೆಯನ್ನು ಅನುಬಂಧ ೧ ರಿಂದ ೪ ರವರೆಗೆ ತಯಾರಿಸಿ ಸರ್ಕಾರಕ್ಕೆ ಕಳುಹಿಸುತ್ತಾ, ಸರ್ಕಾರದ ಅನುಮೋದನೆಯನ್ನು ಕೋರಿರುತ್ತಾರೆ.

ಅನುಬಂಧ ೧ - ಪ್ರತಿ ತಂಡಕ್ಕೆ ೨೦ ಜನ ಸದಸ್ಯರಂತೆ ರಾಜ್ಯದ ೨೭ ಜಿಲ್ಲೆಗಳ ೨,೬೦೫ ತಂಡಗಳಿಗೆ ತರಬೇತಿ.

ಅನುಬಂಧ ೨ - ೨೦ ಜನ ಸದಸ್ಯರನ್ನೊಳಗೊಂಡ ಪ್ರತಿ ತಂಡಕ್ಕೆ ತರಬೇತಿ ನೀಡಲು ತಗಲುವ ವೆಚ್ಚ.

ಅನುಬಂಧ ೨ - ತಾಲ್ಲೂಕು ಮಟ್ಟದಲ್ಲಿ ನಡೆಸಲಾಗುವ ತರಬೇತಿ ಕಾರ್ಯಕ್ರಮಗಳನ್ನು ನಡೆಸುವ ಮಾರ್ಗಸೂಚಿಗಳು.

ಅನುಬಂಧ ೪ - ತರಬೇತಿ ಕಾರ್ಯಕ್ರಮದಲ್ಲಿ ಸ್ವಯಂ ಸೇವಾ ಸಂಸ್ಥೆಗಳು ಹಾಗೂ ಅವುಗಳ ಜವಾಬ್ದಾರಿ ಹಾಗೂ ತರಬೇತಿ ಕಾರ್ಯಕ್ರಮದಲ್ಲಿ ಆಳವಡಿಸಿಕೊಳ್ಳಬೇಕಾದ ವಿಷಯಗಳು.

ಈ ವಿಷಯವನ್ನು ಸರ್ಕಾರವು ಕೊಲಂಕುವವಾಗಿ ಪರಿಶೀಲಿಸಿ ರಾಜ್ಯದಲ್ಲಿ ಹೊಸದಾಗಿ ತಾಲ್ಲೂಕು ಮತ್ತು ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳಿಗೆ ಚುನಾಯಿತರಾಗಿರುವ ಸದಸ್ಯರಿಗೆ ತರಬೇತಿ ನೀಡುವ ಅವಶ್ಯಕತೆಯನ್ನು ಮನಗಂಡು ಈ ಕೆಳಗಿನಂತೆ ಅದೇಶವನ್ನು ಹೊರಡಿಸಲಾಗಿದೆ.

೨. ರಾಜ್ಯದ ಎಲ್ಲಾ ಜಿಲ್ಲಾ ಸಂಚಾರಯತ್ಗಳ ಮುಖ್ಯ ಕಾರ್ಯನಿರ್ವಾಹಕಾಧಿಕಾರಿಗಳು.
೪. ರಾಜ್ಯದ ಎಲ್ಲಾ ತಾಲ್ಲೂಕು ಸಂಚಾರಯತ್ಗಳ ಕಾರ್ಯನಿರ್ವಾಹಕ ಅಧಿಕಾರಿಗಳು
೫. ಗ್ರಾಮೀಣಾಭಿವೃದ್ಧಿ ಮತ್ತು ಪಂ. ರಾಜ್ ಸಚಿವರ ವಿಶೇಷ ಕರ್ತವ್ಯ ಅಧಿಕಾರಿಗಳು
೬. ಗ್ರಾಮೀಣಾಭಿವೃದ್ಧಿ ಮತ್ತು ಪಂ. ರಾಜ್ ರಾಜ್ಯ ಸಚಿವರ ಅಪ್ಪ ಕಾರ್ಯದರ್ಶಿಗಳು
೭. ಸರ್ಕಾರದ ಕಾರ್ಯದರ್ಶಿಗಳು, ಗ್ರಾಮೀಣಾಭಿವೃದ್ಧಿ ಮತ್ತು ಪಂ. ರಾಜ್ ಇಲಾಖೆ, ಇವರ ಅಪ್ಪ ಸಹಾಯಕರು.
೮. ಸರ್ಕಾರದ ವಿಶೇಷ ಕಾರ್ಯದರ್ಶಿಗಳು, ಗ್ರಾಮೀಣಾಭಿವೃದ್ಧಿ ಮತ್ತು ಪಂ. ರಾಜ್ ಇಲಾಖೆ, ಇವರ ಅಪ್ಪ ಸಹಾಯಕರು.
೯. ಅಧಿಕ ಸಲಹೆಗಾರರು, ಗ್ರಾಮೀಣಾಭಿವೃದ್ಧಿ ಮತ್ತು ಪಂ. ರಾಜ್ ಇಲಾಖೆ.
೧೦. ಸರ್ಕಾರದ ಅಧೀನ ಕಾರ್ಯದರ್ಶಿ, ಅಧಿಕ ಇಲಾಖೆ (ವೆಚ್ಚ-೬)
೧೧. ರಕ್ಷಾ ಕಡತ
೧೨. ಪಟ್ಟಿವರಿ ಪತ್ರಿಕೆಗಳು

ಅನುಬಂಧ-1

ತಾಲ್ಲೂಕುವಾರು ತರಬೇತಿಗೊಳಿಸಬೇಕಾದ ತಂಡಗಳ ಬಗ್ಗೆ ಮಾಹಿತಿ

(ಪ್ರತಿ ತಂಡಕ್ಕೆ 30 ಸದಸ್ಯರುಗಳು ಮೀರದಂತೆ)

ಕ್ರಮ ಸಂಖ್ಯೆ	ಜಿಲ್ಲೆ	ಗ್ರಾಮ ಪಂಚಾಯತಿ ಗಳ ಸಂಖ್ಯೆ	ಗ್ರಾಮ ಪಂಚಾಯತಿ ಸದಸ್ಯರುಗಳ ಸಂಖ್ಯೆ	ತರಬೇತಿ ನೀಡಬೇಕಾದ ತಂಡಗಳ ಸಂಖ್ಯೆ	ತಾಲ್ಲೂಕುಗಳ ಸಂಖ್ಯೆ	ಪ್ರತಿ ತಾಲ್ಲೂಕಿಗೆ ಸರಾಸರಿ ತಂಡಗಳ ಸಂಖ್ಯೆ
1	ಬೆಂಗಳೂರು ನಗರ	112	1701	57	3	20
2	ಬೆಂಗಳೂರು ಗ್ರಾಮಾಂತರ	216	3304	110	8	14
3	ಚಿತ್ರದುರ್ಗ	118	2748	92	6	16
4	ದಾವಣಗೆರೆ	333	2794	93	6	16
5	ಕೋಲಾರ	302	4311	144	11	13
6	ಶಿವಮೊಗ್ಗ	253	2419	81	7	11
7	ತುಮಕೂರು	320	4908	164	10	16
8	ಚಿಕ್ಕಮಗಳೂರು	220	2098	70	7	10
9	ದಕ್ಷಿಣ ಕನ್ನಡ	202	2831	94	5	19
10	ಉಡುಪಿ	143	2165	72	3	24
11	ವಾಸಕ	247	3298	110	8	14
12	ಕೊಪ್ಪಳ	96	1091	37	3	12
13	ಮಂಡ್ಯ	227	3536	118	7	17
14	ಮೈಸೂರು	225	2289	76	7	11
15	ಹಾವೇರಿ	121	1922	64	4	16
16	ಬೆಳಗಾವಿ	476	7149	238	10	22
17	ಬಿಜಾಪುರ	199	3165	106	5	21
18	ಬಾಗಲಕೋಟೆ	161	2463	82	6	14
19	ಧಾರವಾಡ	122	1570	52	5	10
20	ಗದಗ	102	1401	47	5	9
21	ಹಾಸನ	190	2453	82	7	12
22	ಉತ್ತರ ಕನ್ನಡ	203	2328	78	11	7
23	ಬಳ್ಳಾರಿ	185	2757	92	7	13
24	ಬೀದರ್	170	2491	83	5	17
25	ಗುಲ್ಬರ್ಗ	333	4987	166	10	17
26	ರಾಯಚೂರು	164	2673	89	5	17
27	ಕೊಪ್ಪಳ	132	2066	69	4	18

TOTAL 5,572 7698

ಅನುಬಂಧ - 3

ತಾಲ್ಲೂಕು ಮಟ್ಟದಲ್ಲಿ ಸಂಭವಿಸಲಾಗುವ ತರಬೇತಿ ಕಾರ್ಯಕ್ರಮಗಳಿಗೆ ಮಾರ್ಗದರ್ಶಿ ಸೂಚನೆಗಳು.

1. ತರಬೇತಿ ಕಾರ್ಯಕ್ರಮವು 15-7-2000ರಂದು ಪ್ರಾರಂಭಗೊಂಡು ಡಿಸೆಂಬರ್ 2000 ರೊಳಗೆ ಮುಕ್ತಾಯಗೊಳಿಸುವುದು.
2. ಪ್ರತಿ ತಾಲ್ಲೂಕಿನಲ್ಲಿ ಪ್ರತಿ ತಿಂಗಳು ಕನಿಷ್ಠ 6 ತಂಡಗಳ ತರಬೇತಿ ಸಂಘಟಿಸುವುದು.
3. ಜಿಲ್ಲಾ ಪಂಚಾಯತಿಯು ಪ್ರತಿ ತಾಲ್ಲೂಕಿಗೆ ತರಬೇತಿ ಕಾರ್ಯಕ್ರಮದ ದಿನಾಂಕ, ಸ್ಥಳ ಮತ್ತು ರಿಪೋರ್ಟ್ ವಸ್ತುಗಳನ್ನೊಳಗೊಂಡಂತೆ ವೇಳಾ ಪಟ್ಟಿಯನ್ನು ಸಿದ್ಧಪಡಿಸುವುದು.
4. ಜಿಲ್ಲಾ ಪಂಚಾಯತಿಯು ಒಬ್ಬ ಉತ್ಕೃಷ್ಟ ಹಾಗೂ ಕ್ರಿಯಾಶೀಲ ಅಧಿಕಾರಿಯನ್ನು ಈ ತರಬೇತಿಯ ಪ್ರೋಗ್ರಾಂ ಉಸ್ತುವಾರಿಗೆ ನೋಡಲ್ ಅಧಿಕಾರಿಯನ್ನಾಗಿ ನೇಮಿಸುವುದು. ಇದಲ್ಲದೆ, ಜಿಲ್ಲಾ ಪಂಚಾಯತಿಯು ಪ್ರತಿ ತಾಲ್ಲೂಕಿನ ತರಬೇತಿ ಉಸ್ತುವಾರಿಯಾಗಿ ಹಾಗೂ ನೋಡಲ್ ಅಧಿಕಾರಿಗೆ ನೆರವು ನೀಡಲು ವಿವಿಧ ಇಲಾಖೆಯ ಅಧಿಕಾರಿಗಳನ್ನು ನಾಮನಿರ್ದೇಶನ ಮಾಡಬಹುದಾಗಿದೆ.
5. ತರಬೇತಿಯಲ್ಲಿ ಭಾಗವಹಿಸುವವರ ಹಾಜರಾತಿಯನ್ನು ವಿಚಿತ್ರಪಡಿಸಲು ಜಿಲ್ಲಾ ಪಂಚಾಯತಿಯು ತಾಲ್ಲೂಕು ಪಂಚಾಯತಿಗಳಿಗೆ, ಮತ್ತು ಅವಶ್ಯವಿದ್ದಲ್ಲಿ ಬೇರೆ ಇಲಾಖೆಗಳಿಗೆ, ಸೂಚನೆ ನೀಡಿ ಸಾಂಗಿ ಮತ್ತು ಇತರ ನೆರವು ಒದಗಿಸುವಂತೆ ನೋಡಿಕೊಳ್ಳುವುದು.
6. ಜಿಲ್ಲಾ ಪಂಚಾಯತಿಯು ಕಾರ್ಯನಿರ್ವಾಹಕ ಅಧಿಕಾರಿಗಳ ಹಾಗೂ ನೋಡಲ್ ಅಧಿಕಾರಿಗಳ ಪ್ರತಿ ತಿಂಗಳೂ ವಿಶೇಷ ಪ್ರತಿಬಂಧನಾ ಸಭೆಯೊಂದನ್ನು ಕರೆದು ಈ ಸಭೆಯಲ್ಲಿ ತರಬೇತಿ ಬಗ್ಗೆ ಆಗಿರುವ ಪ್ರಗತಿಯನ್ನು ಅವಲೋಕಿಸಬೇಕು ಹಾಗೂ ಇದರ ಬಗ್ಗೆ ಸರ್ಕಾರಕ್ಕೆ ವರದಿಯನ್ನು ಸಲ್ಲಿಸುವುದು.
7. ಜಿಲ್ಲಾ ಪಂಚಾಯತಿಯು ತಾಲ್ಲೂಕು ಮಟ್ಟದ ತರಬೇತುದಾರರ ಪಟ್ಟಿಯನ್ನು ಸಿದ್ಧಪಡಿಸಿ, ಇವರುಗಳನ್ನು ಎಸ್‌ಐಆರ್‌ಡಿ, ಪೈಸೂರು, ಇವರಿಂದ ಸೂಚನೆ ಬಂದ ತಕ್ಷಣ ತಪ್ಪದೇ ತರಬೇತುದಾರರ ತರಬೇತಿಗೆ ನಿಯೋಜಿಸುವುದು.

ತರಬೇತಿಯಲ್ಲಿ ಸ್ಥೂಲವಾಗಿ ಪರಿಗಣಿಸಬೇಕಾದ ಅಂಶಗಳು

1. ಅನುಭವ ವಿಸಿಮಯ
2. ಕರ್ನಾಟಕದಲ್ಲಿ ಪಂಚಾಯತ್ ರಾಜ್ ವ್ಯವಸ್ಥೆಯ ಬಗ್ಗೆ ಸಂಕ್ಷಿಪ್ತ ಪರಿಚಯ
3. ಕರ್ನಾಟಕ ಪಂಚಾಯತ್ ರಾಜ್ ಅಧಿನಿಯಮ 1993ರ ಪ್ರಮುಖ ಪ್ರಕರಣಗಳು (ವಿಶೇಷವಾಗಿ ಗ್ರಾಮಸಭೆಗಳನ್ನು ನಡೆಸುವ ಬಗ್ಗೆ, ಗ್ರಾಮ ಪಂಚಾಯತಿ ಸಭೆಗಳನ್ನು ನಡೆಸುವ ಬಗ್ಗೆ ಹಾಗೂ ತಾಲ್ಲೂಕು ಪಂಚಾಯತಿ ಮತ್ತು ಜಿಲ್ಲಾ ಪಂಚಾಯತಿಗಳೊಡನೆ ಹೊಂದಿರಬೇಕಾದ ಸಮನ್ವಯದ ಬಗ್ಗೆ)
4. ಗ್ರಾಮ ಪಂಚಾಯತಿ ಸದಸ್ಯರುಗಳ ಕರ್ತವ್ಯಗಳು ಮತ್ತು ಹೊಣೆಗಾರಿಕೆಗಳ ಬಗ್ಗೆ
5. ನಾಯಕತ್ವ ಮತ್ತು ಪ್ರೇರಣೆ.
6. ಸಂವಹನ ಕೌಶಲ್ಯಗಳು.
7. ಸಾರ್ವಜನಿಕರ ಸಹಭಾಗಿತ್ವದೊಂದಿಗೆ ಸಂಚಲನಶೀಲ ಕ್ರಿಯಾಧೀನರಾಗುವುದು.
8. ಗ್ರಾಮೀಣ ನೀರು ಸರಬರಾಜು ಮತ್ತು ಶೌಚ ವ್ಯವಸ್ಥೆ.
9. ಆರೋಗ್ಯ ಕಾರ್ಯಕ್ರಮಗಳು.
10. ಗ್ರಾಮೀಣ ಅಭಿವೃದ್ಧಿ ಯೋಜನೆ, ಕ್ರಿಯಾ ಯೋಜನೆ ಹಾಗೂ ಆಯವ್ಯಯಗಳನ್ನು ಸಿದ್ಧಪಡಿಸುವುದು.
11. ಶಿಕ್ಷಣ
12. ಜಿಲ್ಲಾ ಅಭಿವೃದ್ಧಿ ಇಲಾಖೆಗಳ ಕಾರ್ಯಕ್ರಮಗಳ ಅನುಷ್ಠಾನದಲ್ಲಿ ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳ ಪಾತ್ರ.

ಕರ್ನಾಟಕ ಸರ್ಕಾರದ ನಡವಳಿಗಳು

ವಿಷಯ: ಪಂಚಾಯತ್ ಜನಮಾಬದಿ ಕಾರ್ಯನೀತಿ ಬಗ್ಗೆ ಮಾರ್ಗಸೂಚಿಗಳು- ಆದೇಶ

ಪ್ರಸ್ತಾವನೆ

ಕರ್ನಾಟಕ ಪಂಚಾಯತ್ ರಾಜ್ ಅಧಿನಿಯಮ, 1993 ರಲ್ಲಿ ಮೂರು ಹಂತದ ಪಂಚಾಯತ್ ರಾಜ್ ಸಂಸ್ಥೆಗಳಾದ ಗ್ರಾಮ ಪಂಚಾಯತ್, ತಾಲ್ಲೂಕು ಪಂಚಾಯತ್ ಹಾಗೂ ಜಿಲ್ಲಾ ಪಂಚಾಯತ್‌ಗಳು ಕಾರ್ಯನಿರ್ವಹಿಸುತ್ತಿವೆ. ಅಧಿನಿಯಮದ ವಿವಿಧ ಪ್ರಕರಣಗಳ ಅಡಿಯಲ್ಲಿ ಪಂಚಾಯತ್‌ಗಳ ಕರ್ತವ್ಯಗಳನ್ನು ಹಾಗೂ ಪ್ರಕಾರ್ಯಗಳನ್ನು ಸ್ಪಷ್ಟವಾಗಿ ನಿರ್ದಿಷ್ಟಪಡಿಸಲಾಗಿದೆ. ಪಂಚಾಯತ್‌ಗಳಿಗೆ ವರ್ಗಾಯಿಸುವ ಯೋಜನೆಗಳೊಂದಿಗೆ ಸೂಕ್ತ ಅನುದಾನವನ್ನು ಸರ್ಕಾರದಿಂದ ಬಿಡುಗಡೆ ಮಾಡಲಾಗುತ್ತಿದೆ.

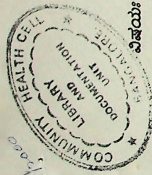
ಪ್ರತಿ ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ವಿವಿಧ ಯೋಜನೆಗಳಡಿಯಲ್ಲಿ ರಾಜ್ಯ ಮತ್ತು ಕೇಂದ್ರ ಸರ್ಕಾರದಿಂದ ಸುಮಾರು 4 - 5 ಲಕ್ಷ ರೂಪಾಯಿಗಳನ್ನು ಪಡೆಯುತ್ತಿದೆ. ಕಳೆದ 10 ವರ್ಷಗಳ ಪಂಚಾಯತ್ ರಾಜ್ ಸಂಸ್ಥೆಗಳ ಕಾರ್ಯನಿರ್ವಹಣೆಯನ್ನು ಪರಿಶೀಲಿಸಿದಲ್ಲಿ ಗ್ರಾಮ ಪಂಚಾಯತ್‌ಗಳು ಅನುಷ್ಠಾನಗೊಳಿಸುವ ಯೋಜನೆಗಳು ಹಾಗೂ ಅವುಗಳಿಗೆ ತಗಲುವ ವೆಚ್ಚ ಇವುಗಳ ಬಗ್ಗೆ ಹೆಚ್ಚಿನ ಪಾರದರ್ಶಕತೆಯ ಅವಶ್ಯಕತೆ ಇರುವುದು ಸರ್ಕಾರದ ಗಮನಕ್ಕೆ ಬಂದಿರುತ್ತದೆ. ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳು ತಮ್ಮ ಕರ್ತವ್ಯಗಳನ್ನು ನಿರ್ವಹಿಸುತ್ತಿರುವ ರೀತಿಯನ್ನು ಅಗಿಂದಾಗಿ ಪರಿಶೀಲಿಸಿ ಅವುಗಳಿಗೆ ಅಗತ್ಯ ಮಾರ್ಗದರ್ಶನ ನೀಡುವ ವ್ಯವಸ್ಥೆ ಮಾಡಬೇಕೆಂದು ಸರ್ಕಾರವು ಉತ್ಸುಕವಿದೆ. ಅಲ್ಲದೆ, ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳ ಕಾರ್ಯ ಚಟುವಟಿಕೆಗಳನ್ನು ಸಂಬಂಧ ಪಟ್ಟ ಚುನಾಯಿತ ಪ್ರತಿನಿಧಿಗಳು ಹಾಗೂ ಸಿಬ್ಬಂದಿ ವರ್ಗದವರು ಸಾಕಷ್ಟು ಪೂರ್ಣಗೊಳಿಸುವಂತೆ ನಿರ್ವಹಿಸುತ್ತಿರುವ ಬಗ್ಗೆ ದೃಢಪಡಿಸಿಕೊಳ್ಳುವುದು ಅವಶ್ಯಕವಾಗಿದೆ.

ಸರ್ಕಾರ ಆದೇಶ ಸಂಖ್ಯೆ ಗ್ರಾಅಪ 182 ಗ್ರಾ.ಪಂ.ಆ 2000
ಬೆಂಗಳೂರು, ದಿನಾಂಕ: 21-7-2000

ಮೇಲ್ಕಂಡ ಸಂದರ್ಭದಲ್ಲಿ ಕಂದಾಯ ಇಲಾಖೆಯಲ್ಲಿ ಜಾರಿಯಲ್ಲಿರುವ ಜಮಾಬಂದಿ ಮಾದರಿಯಲ್ಲೇ ಗ್ರಾಮ ಪಂಚಾಯತಿಯಲ್ಲಿರುವ ವಾರ್ಷಿಕ ಜಮಾಬಂದಿ ಕಾರ್ಯಕ್ರಮವನ್ನು ಜಾರಿಗೊಳಿಸುವ ಬಗ್ಗೆ ಸರ್ಕಾರವು ನಿರ್ದೇಶಿಸಿದ್ದು ಪ್ರತಿ ವರ್ಷ ಪಂಚಾಯತ್ ಜಮಾಬಂದಿಯು ನಿರ್ದಿಷ್ಟ ದಿನಾಂಕದಂದು ನಿರ್ದಿಷ್ಟ ರೀತಿಯಲ್ಲಿ ನಡೆಯುವ ಬಗ್ಗೆ ಜಮಾಬಂದಿ ಕಾರ್ಯನೀತಿಯನ್ನು ರೂಪಿಸಲಾಗಿದೆ.

ಈ ಕಾರ್ಯಕ್ರಮದನ್ವಯ ಪ್ರತಿಯೊಂದು ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ದಾಖಲೆ ಪುಸ್ತಕವನ್ನು ಸಾರ್ವಜನಿಕ ಪರಿಶೀಲನೆಗಾಗಿ ಒಳಪಡಿಸಲು ಹಾಗೂ ಗ್ರಾಮ ಪಂಚಾಯತ್‌ಗಳ ಲೆಕ್ಕಪತ್ರಗಳ ಕ್ರಮಬದ್ಧವಾದ ಪರಿಶೀಲನೆ ನಡೆಸಲು ತಾಲ್ಲೂಕು ಮಟ್ಟದ ಒಟ್ಟು ಅಧಿಕಾರಿಯನ್ನು ನೇಮಿಸುವುದು. ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳ ಕಾರ್ಯನಿರ್ವಹಣೆಯ ಪ್ರತಿಯೊಂದು ಅಂಶಗಳ ಬಗ್ಗೆ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿಯು ಪರಿಶೀಲನೆ ನಡೆಸಿ ಪಂಚಾಯತ್ ಲೆಕ್ಕಪತ್ರಗಳನ್ನು ಸಮರ್ಪಕವಾಗಿ ಇಡಲಾಗಿದೆಯೇ ಹಾಗೂ ಕಾರ್ಯಾಂಗಗಳನ್ನು ಸಮರ್ಪಕವಾಗಿ ನಿರ್ವಹಿಸಲಾಗಿದೆಯೇ ಎಂಬುದನ್ನು ಸಾರ್ವಜನಿಕರಿಗೆ ತಿಳಿಯುವಂತೆ ಪರಿಶೀಲನೆ ನಡೆಸುವ ದಿನದಲ್ಲಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿಯು ತನ್ನ ಕಾರ್ಯವನ್ನು ನಿರ್ವಹಿಸಲು ವಿವರವಾದ ಮಾರ್ಗಸೂಚಿಗಳನ್ನು ಈ ಆದೇಶದ ಅನುಬಂಧದಲ್ಲಿ ನೀಡಲಾಗಿರುತ್ತದೆ.

ಪ್ರತಿ ತಾಲ್ಲೂಕುಪಟ್ಟಿರುವ ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳ ಜಮಾಬಂದಿಯನ್ನು ನಡೆಸಲು ಮುಖ್ಯ ಕಾರ್ಯ ನಿರ್ವಾಹಕ ಅಧಿಕಾರಿಯವರು ತಾಲ್ಲೂಕು ಪಂಚಾಯತಿಯ ಕಾರ್ಯ ನಿರ್ವಾಹಕ ಅಧಿಕಾರಿಯನ್ನು ಒಳಗೊಂಡಂತೆ

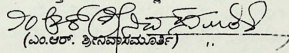


3 ರಿಂದ 5 ಅಧಿಕಾರಿಗಳನ್ನು ಆಯ್ಕೆ ಮಾಡಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿಗಳೆಂದು ನಿರ್ದಿಷ್ಟ ಪಡಿಸತಕ್ಕದ್ದು. ಜಮಾಬಂದಿ ಅಧಿಕಾರಿಯನ್ನು ಅನುಭವ ಹಾಗೂ ದಕ್ಷತೆಗಳನ್ನಾಧರಿಸಿ ಆಯ್ಕೆ ಮಾಡತಕ್ಕದ್ದು. ಅವರಿಗೆ ಎಲ್ಲಾ ರೀತಿಯ ತರಬೇತಿ ಹಾಗೂ ಮಾಹಿತಿಯನ್ನು ಮುಖ್ಯ ಕಾರ್ಯನಿರ್ವಾಹಕ ಅಧಿಕಾರಿಯವರು ಒಂದು ದಿನದ ಅಥವಾ ಎರಡು ದಿನಗಳ ತರಬೇತಿ ಮೂಲಕ ನೀಡತಕ್ಕದ್ದು. ತರಬೇತಿ ಸಂದರ್ಭದಲ್ಲಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿಗಳಿಗೆ ಕರ್ನಾಟಕ ಪಂಚಾಯತ್ ರಾಜ್ ಅಧಿನಿಯಮ, 1993ರ ಬಗ್ಗೆ ಮಾಹಿತಿಯನ್ನು ಹಾಗೂ ಕರ್ನಾಟಕ ಪಂಚಾಯತ್ ರಾಜ್ (ಗ್ರಾಮ ಪಂಚಾಯತ್‌ಗಳ ಲೆಕ್ಕಪತ್ರ, ಹಾಗೂ ಬಜೆಟ್) ನಿಯಮಗಳು, 1995 ರ ಪ್ರತಿಯನ್ನು ನೀಡುವ ವ್ಯವಸ್ಥೆ ಮಾಡುವುದು.

ಪಂಚಾಯತಿ ಜಮಾಬಂದಿಯ ಯಶಸ್ವಿ ಅನುಷ್ಠಾನದ ಜವಾಬ್ದಾರಿ, ಆಯಾ ಜಿಲ್ಲಾ ಪಂಚಾಯತ್‌ಗಳ ಮುಖ್ಯ ಕಾರ್ಯನಿರ್ವಾಹಕ ಅಧಿಕಾರಿಗಳದ್ದಾಗಿರುತ್ತದೆ. ಈ ವರ್ಷವೂ ಸೇರಿದಂತೆ, ಪ್ರತಿ ವರ್ಷ ಆಗಸ್ಟ್ 15 ರಿಂದ ಸೆಪ್ಟೆಂಬರ್ 15 ರೊಳಗೆ ಜಿಲ್ಲಾ ಪಂಚಾಯತ್‌ಗಳು ಜಮಾಬಂದಿ ಕಾರ್ಯಕ್ರಮವನ್ನು ಪೂರ್ಣಗೊಳಿಸತಕ್ಕದ್ದು. ಮುಖ್ಯ ಕಾರ್ಯನಿರ್ವಾಹಕ ಅಧಿಕಾರಿಗಳು ಜಿಲ್ಲೆಯ ಎಲ್ಲಾ ತಾಲ್ಲೂಕುಗಳಲ್ಲಿ ಜಮಾಬಂದಿ ಕಾರ್ಯಕ್ರಮವನ್ನು ನಿಗದಿತ ದಿನಾಂಕಗಳಂದು ಹಾಗೂ ಯೋಜಿಸಿದ ರೀತಿಯಲ್ಲಿ ನಡೆಸಲು ಮಾರ್ಗದರ್ಶನ ನೀಡುವುದರ ಜೊತೆಗೆ ಆಯ್ಕೆ ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳಿಗೆ ಭೇಟಿ ನೀಡಿ ಕಾರ್ಯಕ್ರಮದ ಅನುಷ್ಠಾನದ ಬಗ್ಗೆ ಸಂಪೂರ್ಣ ಜವಾಬ್ದಾರಿ ವಹಿಸಿಕೊಳ್ಳಲು ಸೂಚಿಸಲಾಗಿದೆ.

ಪಂಚಾಯತ್ ಜಮಾಬಂದಿಯ ದಿನಾಂಕಗಳನ್ನು ಜಿಲ್ಲೆಯ ವಾರ್ತಾ ಪತ್ರಿಕೆಗಳಲ್ಲಿ ಹಾಗೂ ಸ್ಥಳೀಯ ಪತ್ರಿಕೆಗಳಲ್ಲಿ ಪ್ರಕಟಗೊಳ್ಳುವಂತೆ ನೋಡಿಕೊಳ್ಳತಕ್ಕದ್ದು. ಆಯಾ ಜಿಲ್ಲೆಗಳಲ್ಲಿ ಪಂಚಾಯತ್ ಜಮಾಬಂದಿ ಕಾರ್ಯಕ್ರಮ ಪೂರ್ಣಗೊಂಡ ನಂತರ ಸಂಕ್ಷಿಪ್ತ ವರದಿಯನ್ನು ತಮ್ಮ ಅಭಿಪ್ರಾಯದೊಂದಿಗೆ ಮುಖ್ಯ ಕಾರ್ಯನಿರ್ವಾಹಕ ಅಧಿಕಾರಿಗಳು ಸರ್ಕಾರಕ್ಕೆ ಸಲ್ಲಿಸಲು ಸೂಚಿಸಲಾಗಿದೆ. ಗ್ರಾಮ ಪಂಚಾಯತ್‌ಗಳು ಹಿಂದಿನ ವರ್ಷ ಕೈಗೊಂಡಿರುವ ಅಭಿವೃದ್ಧಿ ಯೋಜನೆಗಳ ಬಗ್ಗೆ ಕಿರುಹೊತ್ತಿಗೆಯನ್ನು ತಯಾರಿಸಿ ಸಾರ್ವಜನಿಕರಿಗೆ ಅತ್ಯಲ್ಪ ಮಾತ್ಸರ್ಯ ಸದರಿ ಪ್ರತಿಗಳು ಸಿಗುವಂತೆ ವ್ಯವಸ್ಥೆ ಮಾಡಲು ಸಹ ಸೂಚಿಸಲಾಗಿದೆ.

ಕರ್ನಾಟಕ ಸರ್ಕಾರದ ರಾಜ್ಯಪಾಲರ ಆದೇಶಾನುಸಾರ
ಮತ್ತು ಅವರ ಹೆಸರಿನಲ್ಲಿ,


(ಎಂ.ಆರ್. ಶ್ರೀನಿವಾಸಮೂರ್ತಿ)

ಸರ್ಕಾರದ ಕಾರ್ಯದರ್ಶಿ,

ಗ್ರಾಮೀಣಾಭಿವೃದ್ಧಿ ಮತ್ತು ಪಂಚಾಯತ್ ರಾಜ್ ಇಲಾಖೆ

ಗೆ:

1. ರಾಜ್ಯದ ಎಲ್ಲಾ ಜಿಲ್ಲಾ ಪಂಚಾಯತ್‌ನ ಮುಖ್ಯ ಕಾರ್ಯನಿರ್ವಾಹಕ ಅಧಿಕಾರಿಗಳು
2. ರಾಜ್ಯದ ಎಲ್ಲಾ ತಾಲ್ಲೂಕು ಪಂಚಾಯತ್‌ನ ಕಾರ್ಯನಿರ್ವಾಹಕ ಅಧಿಕಾರಿಗಳು
3. ಗ್ರಾಮೀಣಾಭಿವೃದ್ಧಿ ಮತ್ತು ಪಂ.ರಾಜ್ ಸಚಿವರ ವಿಶೇಷ ಕರ್ತವ್ಯಾಧಿಕಾರಿಗಳಿಗೆ
4. ಸರ್ಕಾರದ ಕಾರ್ಯದರ್ಶಿ, ಗ್ರಾ.ಆ.ಮತ್ತು ಪಂ.ರಾಜ್ ಇಲಾಖೆಯ ಆಪ್ತ ಸಹಾಯಕರು
5. ಸರ್ಕಾರದ ವಿಶೇಷ ಕಾರ್ಯದರ್ಶಿ, ಗ್ರಾ.ಆ.ಮತ್ತು ಪಂ.ರಾಜ್ ಇಲಾಖೆ ರವರ ಆಪ್ತಸಹಾಯಕರು
6. ಎಲ್ಲಾ ನಿರ್ದೇಶಕರು, ಗ್ರಾ.ಆ.ಮತ್ತು ಪಂ.ರಾಜ್ ಇಲಾಖೆ
7. ಸರ್ಕಾರದ ಉಪಕಾರ್ಯದರ್ಶಿ (ಆಡಳಿತ) ಗ್ರಾ.ಆ.ಮತ್ತು ಪಂ.ರಾಜ್ ಇಲಾಖೆ
8. ಸರ್ಕಾರದ ಎಲ್ಲಾ ಅಧೀನ ಕಾರ್ಯದರ್ಶಿಗಳು, ಗ್ರಾ.ಆ.ಮತ್ತು ಪಂ.ರಾಜ್ ಇಲಾಖೆ
9. ಶಾಖಾ ರಕ್ಷಕರು
10. ಹೆಚ್ಚುವರಿ ಪ್ರತಿ

ಪಂಚಾಯತಿ ಜಮಾಬಂದಿಯ ಮಾರ್ಗಸೂಚಿಗಳು

1. ಯೇಜನೆಗಳ ಜಾರಿಯಲ್ಲಿ ಹೆಚ್ಚಿನ ಪಾರದರ್ಶಕತೆಯನ್ನು ತರುವ ಉದ್ದೇಶದಿಂದ ಅರಂಭದ ಕ್ರಮವಾಗಿ ಗ್ರಾಮ ಪಂಚಾಯತಿ ಮಟ್ಟದಲ್ಲಿ ಪಂಚಾಯತಿ ಜಮಾಬಂದಿ ಪದ್ಧತಿಯನ್ನು ಜಾರಿಗೊಳಿಸಲಾಗುತ್ತಿದೆ. ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಲೆಕ್ಕ ಪತ್ರಗಳು ಮತ್ತು ದಾಖಲೆ ಪುಸ್ತಕಗಳನ್ನು ವಾರ್ಷಿಕವಾಗಿ ಸಾರ್ವಜನಿಕ ಪರಿಶೀಲನೆಗೊಳಿಸುವುದು ಮತ್ತು ಹಿಂದಿನ ವರ್ಷ ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಕೈಗೊಂಡ ಆಯ್ಕೆ ಕಾಮಗಾರಿಗಳನ್ನು ಪರಿಶೀಲಿಸುವುದು ಈ ಪಂಚಾಯತಿ ಜಮಾಬಂದಿಯ ಆಶಯ.

2. ಪಂಚಾಯತಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿಗಳಿಗೆ ನಿಯೋಜಿಸಲು ತಾಲ್ಲೂಕು ಮಟ್ಟದ ಅಧಿಕಾರಿಗಳಾದ ತಾಲ್ಲೂಕು ಪಂಚಾಯತಿಯ ಕಾರ್ಯನಿರ್ವಾಹಕ ಅಧಿಕಾರಿ, ಕ್ಷೇತ್ರ ಶಿಕ್ಷಣಾಧಿಕಾರಿ(ಬಿಇ), ಕ್ಷೇತ್ರ ಇಲಾಖೆ ಸಹಾಯಕ ನಿರ್ದೇಶಕರು, ತಾಲ್ಲೂಕು ಸಮಾಜ ಕಲ್ಯಾಣಾಧಿಕಾರಿ, ರೇಷ್ಮೆ ಅಧಿಕಾರಿ, ಸಹಾಯಕ ಕಾರ್ಯಪಾಲಕ ಅಭಿಯಂತರರು ಮುಂತಾದ ಅಧಿಕಾರಿಗಳನ್ನು ಪರಿಗಣಿಸಬಹುದಾಗಿರುತ್ತದೆ. ಸಂಬಂಧ ಪಟ್ಟ ಇಲಾಖೆಗಳ ಇಬ್ಬರು ನೌಕರರು ಪಂಚಾಯತಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿಗೆ ನೆರವಾಗುತ್ತಾರೆ. ತಾಲ್ಲೂಕಿನಲ್ಲಿರುವ ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳ ಸಂಖ್ಯೆಗೆ ಅನುಗುಣವಾಗಿ ಕಾರ್ಯನಿರ್ವಾಹಕ ಅಧಿಕಾರಿ ಎರಡು ಅಥವಾ ಮೂರು ತಂಡಗಳನ್ನು ರಚಿಸಬಹುದು.

3. ಇದಲ್ಲದೆ ಮುಖ್ಯ ಕಾರ್ಯನಿರ್ವಾಹಕಾಧಿಕಾರಿಯನ್ನೊಳಗೊಂಡು, ಉಪ ಕಾರ್ಯದರ್ಶಿ, ಪರಿಷತ್ ಕಾರ್ಯದರ್ಶಿ ಮತ್ತು ಸಹಾಯಕ ಕಾರ್ಯದರ್ಶಿಯವರು ಪ್ರತಿ ತಾಲ್ಲೂಕಿನ ಕನಿಷ್ಠ ಎರಡು ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳ ಪಂಚಾಯತಿ ಜಮಾಬಂದಿಯನ್ನು ನಡೆಸಲು ಕಾರ್ಯಕ್ರಮ ಹಾಕಿಕೊಳ್ಳುವುದು.

4. ಕಾರ್ಯನಿರ್ವಾಹಕಾಧಿಕಾರಿಯು ಎಲ್ಲಾ ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳ ಪಂಚಾಯತಿ ಜಮಾಬಂದಿ ಆಗಸ್ಟ್ 16 ರಿಂದ ಅರಂಭವಾಗುವಂತೆ ವೇಳಾ ಪಟ್ಟಿಯನ್ನು ತಯಾರಿಸುತ್ತಾರೆ. ಈ ಕೆಲಸ ಹೆಚ್ಚಿನಿಂದ ಸೆಪ್ಟೆಂಬರ್ 15 ರ ವೇಳೆಗೆ ಪೂರ್ಣಗೊಳ್ಳಬೇಕು. ಈ ವೇಳಾ ಪಟ್ಟಿಯನ್ನು 15 ದಿನಗಳ ಮುಂಚಿತವಾಗಿ ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳಿಗೆ ಕಳುಹಿಸಲಾಗುತ್ತದೆ. ಜಮಾಬಂದಿಯ ದಿನಾಂಕವನ್ನು ಸ್ಥಳೀಯ ದಿನಪತ್ರಿಕೆಯಲ್ಲಿ ಕಡ್ಡಾಯವಾಗಿ ಪ್ರಕಟಿಸುವುದಲ್ಲದೆ ಜಿಲ್ಲಾ ವಾರ್ತಾಪತ್ರ ಹಾಗೂ ಕೆರೆಪತ್ರಗಳ ಮೂಲಕವೂ ಪ್ರಚಾರಪಡಿಸತಕ್ಕದ್ದು. ಸಾರ್ವಜನಿಕವಾಗಿ ಜಮಾಬಂದಿಯನ್ನು ನಡೆಸಲು ಗ್ರಾಮ ಪಂಚಾಯತಿ ಕಾರ್ಯದರ್ಶಿ ಎಲ್ಲಾ ಏರ್ಪಾಡುಗಳನ್ನು ಮಾಡುವುದು ಮತ್ತು ಜಮಾಬಂದಿಯ ಸಂದರ್ಭದಲ್ಲಿ ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಎಲ್ಲಾ ಸದಸ್ಯರು ಹಾಗೂ ಸಿಬ್ಬಂದಿ ಹಾಜರಿರುವಂತೆ ನೋಡಿಕೊಳ್ಳುವುದು. ಪಂಚಾಯತಿ ಜಮಾಬಂದಿ ನಡೆಯುವಾಗ ಜೂನಿಯರ್ ಇಂಜಿನಿಯರ್‌ರವರು ಪಂಚಾಯತ್ ವ್ಯಾಪ್ತಿಯಲ್ಲಿ ತೆಗೆದುಕೊಂಡಿರುವ ಕೆಲಸಕಾರ್ಯಗಳ ದಾಖಲೆ ಪುಸ್ತಕ, ಅಳತೆ ಪುಸ್ತಕ, ಅಂದಾಜುಪಟ್ಟಿ, ಇತ್ಯಾದಿಗಳೊಂದಿಗೆ ಹಾಜರಿರುವುದು.

5. ಜಮಾಬಂದಿ ತಂಡಕ್ಕೆ ಈ ಕೆಳಕಂಡ ಉಪಕರಣಗಳನ್ನು ಒಳಗೊಂಡ ಜಮಾಬಂದಿ ಕಿಟ್ ಒಂದನ್ನು ರೂ. 3000-00ಕ್ಕೆ ಮೀರದ ವೆಚ್ಚದ ಮಿತಿಯಲ್ಲಿ ತಾಲ್ಲೂಕು ಪಂಚಾಯತಿಯ ಕಾರ್ಯನಿರ್ವಾಹಕ ಅಧಿಕಾರಿಯವರು ಒದಗಿಸತಕ್ಕದ್ದು :-

1. ಸ್ಕಿಲ್ ಕ್ಯಾಮರಾ
2. ಅಳತೆ ಪಟ್ಟಿ
3. ನೋಟ್ ಬುಕ್, ಪೆನ್ಸಿಲ್, ಕೈಚೀಲ, ಇತ್ಯಾದಿ
4. ಕರ್ನಾಟಕ ಪಂಚಾಯತಿರಾಜ್ ಅಧಿನಿಯಮ, ಗ್ರಾಮ ಪಂಚಾಯತಿ ಲೆಕ್ಕಪತ್ರಗಳ ನಿಯಮಗಳ ಪ್ರತಿಗಳು ಮುಂತಾದವು.

6. ಪಂಚಾಯಿತಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿಗಳ ನೆರವಾಗುವ ನೌಕರರು ಗ್ರಾಮ ಪಂಚಾಯಿತಿಗೆ ಎರಡು ದಿನಗಳ ಮುಂಚೆ ಭೇಟಿ ನೀಡುವುದು ಹಾಗೂ ಗ್ರಾಮ ಪಂಚಾಯಿತಿಯು ಇಟ್ಟಿರುವ ಎಲ್ಲಾ ಲೆಕ್ಕಗಳು ಮತ್ತು ದಾಖಲೆ ಪತ್ರಗಳಿಗೆ ವಿವರವಾದ ಪರಿಶೀಲನೆಯ ನಂತರ ನಿಗದಿತ ನಮೂನೆಯನ್ನು ಭರ್ತಿ ಮಾಡುವುದು.

7. ಗ್ರಾಮ ಪಂಚಾಯಿತಿ ಕಾರ್ಯದರ್ಶಿ ಸಾರ್ವಜನಿಕವಾಗಿ ಜಮಾಬಂದಿಯನ್ನು ನಡೆಸಲು ಎಲ್ಲಾ ವಿವರಗಳನ್ನು ಮಾಡಿರುವ ಬಗ್ಗೆ ಪಂಚಾಯಿತಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿ ಮುಂಚಿತವಾಗಿ ಖಚಿತಪಡಿಸಿ ಕೊಳ್ಳುವುದು. ಜಮಾಬಂದಿ ನಡೆಯುವಾಗ ಗ್ರಾಮ ಪಂಚಾಯಿತಿಯ ಸದಸ್ಯರು ಮತ್ತು ಸಿಬ್ಬಂದಿ ತಪ್ಪದೇ ಹಾಜರಾಗಿರುವಂತೆ ನೋಡಿಕೊಳ್ಳುವುದು. ಈ ಸಂಬಂಧ ಸಾಕಷ್ಟು ಪ್ರಚಾರವಾಗುವಂತೆ ನೋಡಿಕೊಳ್ಳತಕ್ಕದ್ದು.

ಜಮಾಬಂದಿಯ ದಿನ ಬೆಳಿಗ್ಗೆ ಪಂಚಾಯಿತಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿ ಗ್ರಾಮ ಪಂಚಾಯಿತಿ ಲೆಕ್ಕ ಪತ್ರಗಳು ಮತ್ತು ದಾಖಲೆ ಪತ್ರಗಳು ಇತ್ಯಾದಿಗಳ ಪರಿಶೀಲನೆಯನ್ನು ಸಾರ್ವಜನಿಕವಾಗಿ ನಡೆಸುವುದು. ನಿರ್ದಿಷ್ಟವಾದ ಯಾವುದೇ ಕಾರ್ಯದ ಅಥವಾ ಅಸ್ತಿ ವಿವರಗಳ ಬಗ್ಗೆ ತಿಳಿದುಕೊಳ್ಳಲಿಚ್ಛಿಸುವ ಸಾರ್ವಜನಿಕರಿಗೆ ದಾಖಲೆಗಳನ್ನು ನೋಡಲು ಮತ್ತು ಅವುಗಳನ್ನು ಪರಿಶೀಲಿಸಲು ಅವಕಾಶ ಕಲ್ಪಿಸುವುದು. ಗ್ರಾಮ ಪಂಚಾಯಿತಿ ಕಾರ್ಯದರ್ಶಿ, ಖಾತೆಯ ಪತ್ರಗಳಲ್ಲಿ ಹಿಂದಿನ ವರ್ಷ ಸೇರಿಸಿದ ಅಥವಾ ಕೈಬಿಟ್ಟ ದಾಖಲೆಗಳನ್ನು ಮತ್ತು ಖಾತಾ ಬದಲಾವಣೆ ಇತ್ಯಾದಿಗಳ ಬಗ್ಗೆ ಇತ್ಯರ್ಥವಾಗದಿರುವ ಅರ್ಜಿಗಳನ್ನು ಸಭೆಯ ಅವಗಾಹನೆಗೆ ತರುವುದು.

8. ಜಮಾಬಂದಿ ಕಾರ್ಯಕ್ರಮದಲ್ಲಿ ಭಾಗವಹಿಸುವ ಅಧಿಕಾರಿಗಳಲ್ಲದೆ ಹಾಜರಿರುವ ಎಲ್ಲ ಅಧಿಕಾರಿಗಳು ಸದಸ್ಯರು ಹಾಗೂ ಸಾರ್ವಜನಿಕರ ಸಹಿಯನ್ನು ಪಂಚಾಯಿತಿ ಕಾರ್ಯದರ್ಶಿಯು ಜಮಾಬಂದಿ ಹಾಜರಾತಿ ಪತ್ರದಲ್ಲಿ ಪಡೆಯತಕ್ಕದ್ದು.

9. ಸಾರ್ವಜನಿಕರಿಂದ ಬರುವ ಯಾವುದೇ ನಿರ್ದಿಷ್ಟ ದೂರುಗಳನ್ನು ಪಂಚಾಯಿತಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿ ಪರಿಶೀಲಿಸಿ ತನ್ನ ವರದಿಯಲ್ಲಿ ನಮೂದಿಸುವುದು.

10. ಪಂಚಾಯಿತಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿ ಕೆಳಕಂಡ ವ್ಯವಹಾರಗಳನ್ನು ಪರಿಶೀಲಿಸುವುದು:-

- (ಅ) ಗ್ರಾಮ ಪಂಚಾಯಿತಿ ಸಭೆಗಳ ನಡವಳಿಕೆಗಳು
- (ಆ) ಗ್ರಾಮ ಸಭೆಯ ನಡವಳಿಕೆಗಳು
- (ಇ) ಖಾತೆಗೆ ಸಂಬಂಧಿಸಿದಂತೆ ಮನೆ ತೆರಿಗೆಯ ನಿಗದಿ ಮತ್ತು ಸಂಗ್ರಹ
- (ಈ) ನೀರಿನ ತೆರಿಗೆಯ ರಶೀದಿಗಳು
- (ಉ) ಸರ್ಕಾರದಿಂದ ಬಿಡುಗಡೆಯಾದ ಅನುದಾನದ ವಿವರಗಳು
- (ಊ) ಪಂಚಾಯಿತಿ ಸಿಬ್ಬಂದಿ ವೇತನ, ವಿದ್ಯುಚ್ಛಕ್ತಿ ಬಿಲ್ಲು ನೀರು ಸರಬರಾಜು ವ್ಯವಸ್ಥೆಗೆ ಮೊದಲಾದ ದುರಸ್ತಿ ಇತ್ಯಾದಿ ಕೆಲಸಗಳಿಗೆ ಮಾಡಿದ ವೆಚ್ಚಕ್ಕೆ ಸಂಬಂಧಿಸಿದ ಓಟರುಗಳು
- (ಋ) ಕಾರ್ಯಗಳ ತಗಲಿಸಿದ ಕಾರ್ಯದಾಯಿ ಬಿಲ್ಲುಗಳು
- (ಋ) ಗ್ರಾಮ ಪಂಚಾಯಿತಿಯು ಖರೀದಿಸಿದ ಸಾಮಗ್ರಿಗಳ ವಿವರಗಳು, ದಾಖಲೆ ಮತ್ತು ವಿತರಣೆ ದಾಖಲೆ, ಅದರಲ್ಲೂ ಟ್ಯಾಬ್ ಲೈಟ್, ನೀರು ಸರಬರಾಜು ವ್ಯವಸ್ಥೆಯ ಬಿಡಿ ಭಾಗಗಳು, ಇತ್ಯಾದಿಗಳ ವಿವರಗಳು
- (ಎ) ಖಾತಾ ಮತ್ತು ಪರಿವರ್ತನೆ (ಮ್ಯೂಟೇಶನ್) ನೋಂದಣಿ ಪತ್ರ.

11. ಮಧ್ಯಾಹ್ನ ಪಂಚಾಯಿತಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿ ಆಯ್ಕೆ ಕಾರ್ಯದಾಯಿಗಳು ಅದರಲ್ಲೂ ದೂರುಗಳಿರುವ ಕಾರ್ಯದಾಯಿಗಳ ತನಿಖೆ ನಡೆಸುವುದು. ಅಂತಹ ತನಿಖೆಯ ಸಂದರ್ಭದಲ್ಲಿ ದೂರು ಸಲ್ಲಿಸಿದವರು ಅಥವಾ ಯಾರೇ

ಸಾರ್ವಜನಿಕ ವಸ್ತು ಪಂಚಾಯತಿ ಜಮಾಖಾಯದಿ ಅಧಿಕಾರದ ಜೊತೆಯಲ್ಲಿದ್ದುಹುದು. ಕಾರ್ಯಾಲಯಗಳಿಗೆ ಮಾದಿರುದರ ವಸ್ತುಗಳನ್ನು ಅನುಗುಣವಾಗಿ ಆ ಕಾರ್ಯಾಲಯದ ಗುಣಮಟ್ಟವು ಉತ್ತಮವಾಗಿರಬೇಕು ಎಂದು ಜಮಾಖಾಯದಿ ಅಧಿಕಾರಿಗಳ ಮನವರಿಕೆಯಾಗಿರಬೇಕು. ಪರಿಣಾಮವಾಗಿರಬೇಕಾಗಿ ಸಂಬಂಧಿಸಿದ ಯೋಜನೆಯನ್ನಾದರೂ, ಅಭ್ಯಾಸವನ್ನು ಖರ್ಚಿನಲ್ಲಿ ಖರ್ಚಿಸಬೇಕು, ಫಲಾನುಭವಿಗಳಿಗೆ ಬದಲಿತವಾದ ಪ್ರಜ್ಞೆ ಮತ್ತು ಸಂದಾಯವಾಗಬೇಕಾದ ಎಲ್ಲವನ್ನೂ ಪರಿಶೀಲಿಸಬೇಕು. ಪರಿಶೀಲನೆಯ ಸಂದರ್ಭದಲ್ಲಿ ಕಾರ್ಯಾಲಯದ ಹಾಗೂ ಅಭ್ಯಾಸ ಸ್ಥಿತಿಯನ್ನು ದಾಖಲಿಸಲು ಛಾಯಾಚಿತ್ರಗಳನ್ನು ತೆಗೆದುಕೊಳ್ಳಬೇಕು.

12. ಪರಿಶೀಲನೆಯ ಕಾರ್ಯ ಆದ ಮೇಲೆ ಜಮಾಖಾಯದಿ ಅಧಿಕಾರಿಯು ತಾನು ಗಮನಿಸಿದ ಅಂಶಗಳನ್ನೆಲ್ಲಗಳಿಗೂ ಒಂದು ವಿವರವಾದ ವರದಿಯನ್ನು ಕಾರ್ಯನಿರ್ವಹಣಾಧಿಕಾರಿಗಳಿಗೆ ಸಲ್ಲಿಸುವುದು. ತನ್ನ ವರದಿಯಲ್ಲಿ ನಿಯಮಗಳ ಅನುಸರಣೆಯಲ್ಲಿ ಅಗಲಿರುತ್ತವೆಯಾದ ಅಂಶವುಗಳು, ಪರಿಣಾಮದ ದುರುಪಯೋಗ, ಇವುಗಳ ಬಗ್ಗೆ ವಿಶೇಷವಾಗಿ ಉಲ್ಲೇಖಿಸುವುದು. ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಯಾವುದೇ ಸಹಾಯಕತ್ವ ಅಂಶವಿದ್ದಲ್ಲಿ ಅದನ್ನು ಸಹ ವರದಿ ಮಾಡುವುದು. ಈ ವರದಿಯನ್ನು ಮಾಡುವುದು ದಿನವೇ ಕಾರ್ಯನಿರ್ವಹಣಾಧಿಕಾರಿಗಳಿಗೆ ನೀಡಬೇಕಾದ್ದು. ಪರಿಶೀಲನೆಯ ಕಾರ್ಯದಲ್ಲಿ ತೆಗೆದ ಛಾಯಾಚಿತ್ರಗಳನ್ನು ಮತ್ತು ಸಾರ್ವಜನಿಕರಾದ ಸ್ಥಳೀಯರಾದ ದಂಪತಿಗಳು, ಅಪ್ಪಿಗಳ ಮುಖಾಂತರವನ್ನು ಸಹ ವರದಿಯಾದನೆ ಆದರೆ ಮಾಡಬೇಕಾದ್ದು.

13. ಕಾರ್ಯನಿರ್ವಹಣಾಧಿಕಾರಿಯು ಜಮಾಖಾಯದಿಯ ದಾಖಲೆ ಪುಸ್ತಕ ಕೆರೆಯುವುದು ಹಾಗೂ ಪಂಚಾಯತಿ ಜಮಾಖಾಯದಿ ಅಧಿಕಾರದ ನೀಡಿದ ವಿವರಗಳನ್ನು ಆದರಲ್ಲಿ ನಮೂದಿಸುವುದು. ವರದಿಗಳನ್ನು ಪರಿಶೀಲಿಸಿ ಪ್ರತಿಯಾದುದು ಗ್ರಾಮ ಪಂಚಾಯತಿಯಲ್ಲಿ ಕಂಡು ಬಂದ ಅಂಶಗಳ ಸಾಧಾರಣವನ್ನು ಜಿಲ್ಲಾ ಪಂಚಾಯತಿ ಮತ್ತು ಕಾರ್ಯನಿರ್ವಹಣಾಧಿಕಾರಿಗಳ ಕಛೇರಿಗಳಿಗೆ ಸಂಬಂಧಪಟ್ಟ ಸಂಬಂಧಪಟ್ಟ ಗ್ರಾಮ ಪಂಚಾಯತಿ ಕಾರ್ಯದರ್ಶಿಯಾದನೆ ವರದಿ ಬಗ್ಗೆ ಬೆಳಗಾವಿಯವರ ಅಂಶವುಗಳು ನೀಡಬೇಕಾದ ಕುರಿತು ಬರೆಯಬೇಕು ಮತ್ತು ಕಾರ್ಯನಿರ್ವಹಣಾಧಿಕಾರಿಗಳ ತೆಗೆದುಕೊಳ್ಳುವುದು. ಗುರುತಿಸಬೇಕಾದ ಅಂಶವುಗಳು ನೀಡಬೇಕಾದ ಕುರಿತು ಬರೆಯಬೇಕು ಮತ್ತು ಕಾರ್ಯನಿರ್ವಹಣಾಧಿಕಾರಿಗಳ ತೆಗೆದುಕೊಳ್ಳುವುದು. ಒಂದು ವಿಶೇಷ ವರದಿ ಸಲ್ಲಿಸುವುದು. ಜಮಾಖಾಯದಿ ಅಧಿಕಾರಿಯ ವರದಿಯನ್ನು ಆಧರಿಸಿ ಯಾವುದೇ ಶಿಕ್ಷಣಕ್ಕೆ ಒಂದು ವಿಶೇಷ ಫಲಾನುಭವಿಗಳನ್ನು ತೆಗೆದುಕೊಳ್ಳುವ ಮೂಲಕ ಮತ್ತು ಕಾರ್ಯನಿರ್ವಹಣಾಧಿಕಾರಿಯ ಅಂಗೀಕಾರ ಪಡೆದುಕೊಳ್ಳುವುದು.

14. ಗ್ರಾಮ ಪಂಚಾಯತಿ ಕಾರ್ಯದರ್ಶಿಯ ಮುಂದಿನ ಗ್ರಾಮ ಸಭೆಯಲ್ಲಿ ಜಮಾಖಾಯದಿ ಅಧಿಕಾರಿಯ ವರದಿಯನ್ನು ಮಂಡಿಸಲು ಫಲಾನುಭವಿಗಳನ್ನು ಸೇರಿಸುವುದು. ಜಮಾಖಾಯದಿಯ ಮುಖ್ಯಾಂಶಗಳನ್ನು ಜಿಲ್ಲೆಯ ವಾರ್ಡ್ ಪತ್ರಿಕೆಯಲ್ಲಿಯೂ ಪ್ರಕಟಿಸಲು ವ್ಯವಸ್ಥೆ ಮಾಡುವುದು.

15. ಪಂಚಾಯತಿ ಜಮಾಖಾಯದಿ ಕೇವಲ ತಪ್ಪು ಕೆರೆಯುವುದು ಒಂದು ವ್ಯವಸ್ಥೆಯಾಗದಂತೆ ನೋಡಿಕೊಳ್ಳಲು ಸಾಕಷ್ಟು ವ್ಯವಸ್ಥೆಯನ್ನು ಮಾಡಬೇಕು. ಗ್ರಾಮ ಪಂಚಾಯತಿಗಳಿಗೆ ತಮ್ಮ ಕಾರ್ಯನಿರ್ವಹಣೆಯನ್ನು ಸುಧಾರಿಸಿಕೊಳ್ಳಲು ಪಂಚಾಯತಿ ಜಮಾಖಾಯದಿ ತಂದವು ಅವುಗಳಿಗೆ ಬೇಕಾದಂತೆ ಸಲಹೆಗಳನ್ನು ನೀಡುವುದು.

16. ತಾಲೂಕು ಕಾರ್ಯನಿರ್ವಹಣಾಧಿಕಾರಿಗಳು, ಗ್ರಾಮ ಪಂಚಾಯತಿ ಕಾರ್ಯದರ್ಶಿಗಳ ಮಾಹಿತ ಸಭೆಯಲ್ಲಿ ಪಂಚಾಯತಿ ಜಮಾಖಾಯದಿ ವರದಿಯ ಮೇಲೆ ಕೈಗೊಂಡ ಕ್ರಮಗಳ ಬಗ್ಗೆ ಪರಿಶೀಲಿಸುವುದು ಮಾಡಲು ಅಧ್ಯಕ್ಷತೆಯಾಗಬೇಕು. ವರದಿಯ ಬಗ್ಗೆ ವಿಳಂಬ ಮಾಡದ ಫಲಾನುಭವಿಗಳನ್ನು ತೆಗೆದುಕೊಳ್ಳಲು ಸೂಕ್ತ ವ್ಯವಸ್ಥೆ ಮಾಡುವುದು.

ಅನುಬಂಧ - ೧

ಪಂಚಾಯತಿ ಜಮಾಬಂದಿ ತಂದವು ಪರಿಶೀಲಿಸಬೇಕಾದ ದಾಖಲೆಗಳ ಮತ್ತು ವ್ಯವಹಾರಗಳು

೧. ಆಸ್ತಿ ತೆರಿಗೆ

- (ಅ) ಫಾರಂ ೯, ಫಾರಂ ೧೦ ಅಥವಾ ಫಾರಂ ೧೨, ಇವುಗಳನ್ನು ಠಾಸ್ ಚೆಕ್ ಮಾಡುವುದು.
(ಆ) ತೆರಿಗೆ ಪಾವತಿ ಮಾಡದವರ ವಿವರಗಳು
(ಇ) ರಸೀದಿ ಪುಸ್ತಕ ಸೂಕ್ತ ಕ್ರಮಸಂಖ್ಯೆಯೊಂದಿಗೆ ನೀಡಲ್ಪಟ್ಟದೆಯೇ? ರಸೀದಿ ಪುಸ್ತಕಗಳ ದಾಖಲೆ ದಾಖಲೆ ಇಟ್ಟದೆಯೇ?
(ಉ) ದಿನವಹಿ ಪುಸ್ತಕ ಮತ್ತು ನಗದು ಪುಸ್ತಕ - ದಾಖಲೆ ಹೊಂದಾಡಿಕೆ ಅಗುತ್ತಿವೆಯೆ
(ಊ) ಜಮಾ-ದಾಖಲೆ ಪುಸ್ತಕ ಸಂಗ್ರಹಿಸಿದ ತೆರಿಗೆ ನಿಯತಕಾಲಿಕವಾಗಿ ಜಮಾ ಮಾಡಲ್ಪಟ್ಟದೆಯೆ

೨. ಫರವಾನಿಗೆ ಶುಲ್ಕ, ಉಪಕರಗಳು

- (ಅ) ನಿಯಮಾನುಸಾರ ಫರವಾನಿಗೆಗಳನ್ನು ನೀಡಲಾಗಿದೆಯೆ
(ಆ) ಫರವಾನಿಗೆ ದಾಖಲೆ ಪುಸ್ತಕಗಳನ್ನು ಇಡಲಾಗಿದೆಯೆ ಮತ್ತು ಅದನ್ನು ಅಗಿಂದಾಗ್ಗೆ ಸವೀಕರಿಸಲಾಗಿದೆಯೆ
(ಇ) ಸಂಗ್ರಹಿಸಿದ ಉಪಕರ (ಸೆಟ್) ಹಣವನ್ನು ಕ್ರಮವಾಗಿ ಜಮಾ ಮಾಡಲಾಗಿದೆಯೆ

೩. ಡಿಸಿಬ್ಲಿ

- (ಅ) ವಸೂಲಿ ತಪ್ಪಿರಲಾಗಿದೆಯೆ?
(ಆ) ವಸೂಲಿಯ ಶೇಕಡ ಪ್ರಮಾಣವೇನು?

೪. ಆಸ್ತಿ ದಾಖಲೆಗಳು

- (ಅ) ಖಾತಾ ಬದಲಾವಣೆ ಇತ್ಯಾದಿಗಳ ಸಂಬಂಧ ಇತ್ಯರ್ಥವಾಗದಿರುವ ಅರ್ಜಿಗಳ ಸಂಖ್ಯೆ
(ಆ) ಖಾತಾ ಬದಲಾವಣೆಗೆ ಸೂಕ್ತ ಕ್ರಮವನ್ನು ಅನುಸರಿಸಲಾಗಿದೆಯೆ?
(ಇ) ಖಾತಾ ದಾಖಲೆ ಪುಸ್ತಕ ಮತ್ತು ಪರಿವರ್ತನ (ಮ್ಯುಟೇಶನ್) ದಾಖಲೆ ಪುಸ್ತಕಗಳ, ದಾಖಲೆಗಳ ಹೊಂದಾಡಿಕೆ ಮಾಡಲಾಗಿದೆಯೆ?

೫. ಜೆ.ಜಿ.ಎಸ್. ಪ್ರೇ

- (ಅ) ಸರ್ಕಾರದಿಂದ ಸಹಾಯಧನ ಬಂದುದು ಯಾವಾಗ?
(ಆ) ಪಾಸ್ ಬುಕ್ ದಾಖಲೆಗಳು
(ಇ) ಕ್ರಿಯಾ ಯೋಜನೆ ಅಂಗೀಕರಿಸಲ್ಪಟ್ಟದೆಯೇ? ಅಗಿದ್ದರೆ ಯಾವಾಗ?
(ಉ) ಶೇಕಡಾ ೨೨.೫ ಲಕ್ಷ ಭಾಗವನ್ನು ವ್ಯಕ್ತೀಕರಿಸಿ ಕೇಂದ್ರೀಕರಿಸಲಾಗಿದೆಯೆ

೧. ರಂಗ ಅರ್ಥಿಕ ಆಯೋಗದ ನೆರವು:

- (ಅ) ಸರ್ಕಾರದ ನೆರವು ಬಯಸುವ ಯಾವಾಗ?
- (ಆ) ಪಾಸ್‌ಬುಕ್ ದಾಖಲೆಗಳು
- (ಇ) ಕ್ರಿಯಾ ಯೋಜನೆ ಅಂಗೀಕರಿಸಲ್ಪಟ್ಟದೆಯೇ? ಹಾಗಿದ್ದರೆ ಯಾವಾಗ?

೨. ಪಂಚಾಯತಿ ದಾಖಲೆಗಳು:

- (ಅ) ಆಸ್ತಿ ದಾಖಲೆ ಪುಸ್ತಕ ಇಡಲಾಗಿದೆಯೇ?
- (ಆ) ಬಿಸಿಎಲ್ ಪಟ್ಟಿ ಇಡಲಾಗಿದೆಯೇ?
- (ಇ) ಮನೆ ನಿರೀಶನ ಇಲ್ಲದ ಜನಗಳ ವಿವರಗಳನ್ನು ಇಡಲಾಗಿದೆಯೇ?
- (ಈ) ದಾಸ್ತಾನು ಪುಸ್ತಕಗಳನ್ನು ಇಡಲಾಗಿದೆಯೇ?
- (ಉ) ವಿತರಣಾ ದಾಖಲೆ ಪುಸ್ತಕ
- (ಊ) ವೇತನ, ವಿದ್ಯುಚ್ಛಕ್ತಿ ಬಿಲ್ಲು ಇತ್ಯಾದಿಗಳಿಗೆ ಸಂಬಂಧಿಸಿದ ಬೇರೆ ಬೇರೆ ಓಟರುಗಳು.

೩. ಕಾಮಗಾರಿಗಳು:

- (ಅ) ಅಂದಾಜು ಮಂಜೂರಾಗಿದೆಯೆ ಮತ್ತು ಅಧಿಕೃತ ಅಧಿಕಾರಿಗಳಿಂದ ತಾಂತ್ರಿಕ ಪರಿಶೀಲನೆ ಆಗಿದೆಯೆ
- (ಆ) ಕಾರ್ಯನಿರ್ವಹಣಾಧಿಕಾರಿಯಿಂದ ಪರಿಶೀಲನಾ ಆಳತೆ ಆಗಿದೆಯೆ
- (ಇ) ಆಳತೆ ಪುಸ್ತಕದ ದಾಖಲೆಗಳ ಹೊಂದಾಣಿಕೆ ಆಗುತ್ತಿದೆಯೆ
- (ಈ) ಕಾಮಗಾರಿವಾರು ಕಾರ್ಯಕ್ಷೋರ್ಣಗೊಂಡ ಹಕ್ಕುಪತ್ರ,
- (ಉ) ಪೂರ್ಣಗೊಂಡ ಕಾಮಗಾರಿಗಳ ಬಿಲ್ಲುಗಳು
- (ಊ) ಖರೀದಿಸಿದ ಸಾಮಗ್ರಿಗಳ ಅದರಲ್ಲೂ ಟ್ಯೂಬ್‌ಲೈಟ್‌ಗಳ, ನೀರಿನ ಸರಬರಾಜು ಯೋಜನೆ ಇತ್ಯಾದಿಗಳ ಬಿಡಿ ಭಾಗಗಳು, ದಾಸ್ತಾನು ಮತ್ತು ವಿತರಣಾ ಪುಸ್ತಕದಲ್ಲಿ ದಾಖಲಾಗಿದೆಯೆ?
- (ಋ) ಸಾಮಗ್ರಿಗಳ ದಾಸ್ತಾನಿನ ಭೌತಿಕ ಪರಿಶೀಲನೆ.

೪. ಸಿಬ್ಬಂದಿ:

- (ಎ) ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಸಿಬ್ಬಂದಿ ರಿಜಿಸ್ಟ್ರೇಷನ್‌ಗಾಗಿರುವ ಜನರ ಸಂಖ್ಯೆ
- (ಬಿ) ಸಕಲ ಸಂಪನ್ಮೂಲಗಳಿಂದ ಅಂಗೀಕಾರ ಪಡೆದ ಮೇಲೆ ಇವರ ನೇಮಕ ಆಗಿದೆಯೆ?
- (ಸಿ) ಸಿಬ್ಬಂದಿ ವೆಚ್ಚ, ನಿಗದಿತ ಶೇಕಡಾ ೪೦ ರೂಳಿಗೆ ಇದೆಯೆ?

೫. ನೀರು ಸರಬರಾಜು:

- (ಅ) ಗ್ರಾಮ ಪಂಚಾಯತಿಯಲ್ಲಿ ಇರುವ ಯೋಜನೆಗಳ ಸಂಖ್ಯೆ
- (ಆ) ದುರಸ್ತಿಗೆ ಪಟ್ಟಿ ಮಾಡಿದ ಮೊತ್ತದ ವಿವರಗಳು

೬. ಆಯವ್ಯಯ:

- (ಅ) ಅಪೇಕ್ಷಿತ ರೂಪದಲ್ಲಿ ಆಯವ್ಯಯ ಸಿದ್ಧಗೊಳಿಸಲಾಗಿದೆಯೆ
- (ಆ) ತಾಲ್ಲೂಕು ಪಂಚಾಯತಿಯ ಅಂಗೀಕಾರ ಪಡೆಯಲಾಗಿದೆಯೆ

೧೨. ಲೆಕ್ಕಗಳು - ಕ್ರೋಢೀಕರಣ

(ಅ) ಫಾರಂ r ರಲ್ಲಿ ಮಾಸಿಕ ಲೆಕ್ಕಗಳನ್ನೂ ಕ್ರೋಢೀಕರಿಸಲಾಗಿದೆಯೆ

(ಆ) ಮುಖ್ಯ ಲೆಕ್ಕಾಧಿಕಾರಿಯಿಂದ ಅದು ಪರಿಶೀಲಿಸಲ್ಪಟ್ಟದೆಯೆ ಮತ್ತು ಮೇಲು ಸಹಿ ಮಾಡಲಾಗಿದೆಯೆ?

೧೩. ಲೆಕ್ಕ ಪರಿಶೋಧನೆ

(ಅ) ಲೆಕ್ಕಪತ್ರ ಪರಿಶೋಧಿಸಿದ ವರದಿಯನ್ನು ಒದಗಿಸಲಾಗಿದೆಯೆ

(ಆ) ಲೆಕ್ಕ ಪರಿಶೋಧನಾ ವರದಿಯಲ್ಲಿ ಸೂಚಿಸಿರುವ ಮಾತ್ರ ವಸೂಲಿ ಆಗಿದೆಯೆ?

೧೪. ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಸಭೆಗಳು

೧೫. ಗ್ರಾಮ ಸಭಾ ದಾಖಲೆಗಳು

೧೬. ಗ್ರಾಮ ಪಂಚಾಯತ್‌ಗಳ ಆದಾಯ ಮತ್ತು ವೆಚ್ಚದ ವಿವರಗಳನ್ನು ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಕಛೇರಿಯಲ್ಲಿ ಗೋಡೆ ಬರಹದ ಮೂಲಕ ಪ್ರಕಟಿಸುವುದು.

ಪಂಚಾಯತಿ ಜಮಾಬಂದಿ ನಮೂನೆ

(ನಮೂನೆಯನ್ನು ಗ್ರಾಮ ಪಂಚಾಯತಿ ಕಾರ್ಯದರ್ಶಿ ಭರ್ತಿ ಮಾಡುವುದು)

ವರ್ಷ :

1 ಸಾಮಾನ್ಯ ವಿವರ :

೧.	ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಹೆಸರು	
೨.	ಗ್ರಾಮ ಪಂಚಾಯತಿ ವ್ಯಾಪ್ತಿಯಲ್ಲಿ ಬರುವ ಗ್ರಾಮಗಳ ಸಂಖ್ಯೆ	
೩.	ಅಧ್ಯಕ್ಷರು ಮತ್ತು ಉಪಾಧ್ಯಕ್ಷರ ಹೆಸರು	
೪.	ಕಛೇರಿಯ ಪ್ರಾರಂಭ	
೫.	ಕಾರ್ಯದರ್ಶಿಯ ಹೆಸರು (ಸೇವಾ ಅವಧಿ)	
೬.	ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಒಟ್ಟು ಸಿಬ್ಬಂದಿ ಸಂಖ್ಯೆ	
೭.	ಪ್ರಸಕ್ತ ವರ್ಷ ನಡೆದ ಗ್ರಾಮ ಪಂಚಾಯತಿ ಸಭೆಗಳು	
೮.	ಸ್ಥಾಯಿ ಸಮಿತಿ ಸಭೆಗಳ ಸಂಖ್ಯೆ	
೯.	ಪ್ರಸಕ್ತ ವರ್ಷ ನಡೆದ ಗ್ರಾಮ ಸಭೆಗಳು (ದಿನಾಂಕಗಳು)	
೧೦.	ಗ್ರಾಮ ಪಂಚಾಯತಿಯ ಒಟ್ಟು ವರಮಾನ	
೧೧.	ಒಟ್ಟು ವೆಚ್ಚ	
೧೨.	ಯಾವ ವರ್ಷದವರೆಗೆ ಲೆಕ್ಕ ಪರಿಶೀಲನೆ ನಡೆದಿದೆ	
೧೩.	ಬ್ಯಾಂಕರ್ ಹೆಸರು	

II ಸಿಬ್ಬಂದಿ:

ಸಿಬ್ಬಂದಿಯ ಹೆಸರು	ಪದನಾಮ	ವೇತನ	ಜಿಲ್ಲಾ ಪಂಚಾಯತಿಯಿಂದ ಅನುಮೋದಿಸಲ್ಪಟ್ಟಿದೆಯೇ	ಆದೇಶದ ಸಂಖ್ಯೆ

III

(ಅ) ಗ್ರಾಮ ಪಂಚಾಯತಿ ಸಭೆಗಳು:

	ಪ್ರಸಕ್ತ ವರ್ಷ ನಡೆದ ಸಭೆಗಳು ದಿನಾಂಕಗಳ ವಿವರ	
	ಸಭೆಯ ನಡವಳಿಗಳನ್ನು ನಡವಳಿಕೆಯ ಪುಸ್ತಕದಲ್ಲಿ ದಾಖಲಿಸಲಾಗಿದೆಯೇ	
	ನಡವಳಿಕೆಯ ಪ್ರತಿಯನ್ನು ನಿಗದಿತ ಅವಧಿಯೊಳಗೆ ತಾಲ್ಲೂಕು ಪಂಚಾಯತಿಗೆ ರವಾನಿಸಲಾಗಿದೆಯೇ?	
	ಸಭೆಯ ನಡವಳಿಗಳ ಬಗ್ಗೆ ಕ್ರಮ ಕೈಗೊಳ್ಳಲಾಗಿದೆಯೇ	

(ಆ) ಸ್ಥಾಯಿ ಸಮಿತಿ:

ಸ್ಥಾಯಿ ಸಮಿತಿ	ಸಭೆ ನಡೆದ ದಿನಾಂಕ	ಅನುಮೋದನೆ ಪಡೆದ ದಿನಾಂಕ:
(ಅ) ಉತ್ಪಾದನಾ ಸಮಿತಿ		
(ಆ) ಸಾಮಾಜಿಕ ನ್ಯಾಯ ಸಮಿತಿ		
(ಇ) ಸೌಕರ್ಯ ಸಮಿತಿ		

IV

(ಆ) ಗ್ರಾಮ ಸಭೆಗಳು

ಗ್ರಾಮ ಸಭೆಯ ದಿನಾಂಕ	ಗ್ರಾಮ ಸಭೆ ನಡೆದ ಗ್ರಾಮದ ಹೆಸರು	ನಡವಳಿಕೆಗಳನ್ನು ದಾಖಲಿಸಲಾಗಿದೆಯೆ

V. ಪರಮಾನ

೧. ತೆರಿಗೆ, ಫೀಜು, ಇತ್ಯಾದಿ:

ವಿವರಗಳು	ಬಾಕಿ ೧-೪-೨೦೦೦	ಪ್ರಬಲಿತ ಬೇಡಿಕೆ	ಒಟ್ಟು ಬೇಡಿಕೆ	ಪ್ರಸಕ್ತ ವರ್ಷದ ವಸೂಲಿ	ಶೇಕಡಾ ವಸೂಲಿ	ವಸೂಲಿಯಾಗ ಬೇಕಾದ ಬಾಕಿ
ಆಸ್ತಿ ತೆರಿಗೆ						
ನೀರಿನ ದರ						
ಲೈಸೆನ್ಸ್ ಶುಲ್ಕ						
ಇತರೆ ತೆರಿಗೆಗಳು						

೨. ಅನುದಾನ:

ವಿವರಗಳು	ಹಂಚಿಕೆ ಮಾಡಲಾದ ಮೊತ್ತ	ಬಿಡುಗಡೆಯಾದ ಮೊತ್ತ	ಜಮೆಯಾದ ದಿನಾಂಕ	ಪರಾ
ಶಾಸನಬದ್ಧ ಅನುದಾನ				
ಪತ್ರನೇ ಪಡೆದಾಸು ಆಯೋಗದ ಅನುದಾನ				

೨. ಯೋಜನೆಗಳು

ವಿವರಗಳು	ಬಾಕಿ ೧-೪-೨೦೦೦ಕ್ಕೆ	ಪ್ರಸಕ್ತ ಪರ್ಷ ನಿಗದಿ ಮಾಡಿದ ಮೊತ್ತ	ಬಿಡುಗಡೆಯಾದ ಮೊತ್ತ	ಜಮೆಯಾದ ದಿನಾಂಕ	ಬ್ಯಾಂಕ್ ಹೆಸರು ಖಾತೆ ನಂ.

೪. ನೀರು ಸರಬರಾಜು

ವಿವರಗಳು	ಬಾಕಿ ೧-೪-೨೦೦೦ಕ್ಕೆ	ಪ್ರಸಕ್ತ ಪರ್ಷ ನಿಗದಿ ಮಾಡಿದ ಮೊತ್ತ	ಬಿಡುಗಡೆಯಾದ ಮೊತ್ತ	ಜಮೆಯಾದ ದಿನಾಂಕ	ಬ್ಯಾಂಕ್ ಹೆಸರು ಖಾತೆ ನಂ.
ನೀರು ಸರಬರಾಜು ನಿರ್ವಹಣೆ ಅನುದಾನ					

೫. ಗ್ರಾಮ ಜಂಟಿಯಾಗಿ ಜಮೆಯಾದ ಒಟ್ಟು ಹಣ

ಸ್ಥಳೀಯ ಸಂಪನ್ಮೂಲಗಳಿಂದ	
ಅನುದಾನ	
ಯೋಜನೆಗಳು	
ನೀರು ಸರಬರಾಜು	
ಇತರೆ ಅನುದಾನ	

VI ವೆಚ್ಚಗಳು:

(ಅ)

೧. ಸಿಬ್ಬಂದಿ ವೇತನ
೨. ವಿದ್ಯುಚ್ಛಕ್ತಿ ಬಿಲ್ಲು
೩. ಖರೀದಿ ಬಾಬು
೪. ನೀರು ಸರಬರಾಜು ದುರಸ್ತಿ ಬಾಬು
೫. ನೈರ್ಮಲ್ಯ ಬಾಬು
೬. ಕಾಮಗಾರಿ ಬಾಬು
೭. ಬಾಡಿಗೆ ಇತ್ಯಾದಿ
೮. ಇತರೆ

(ಆ) ಯೋಜನೆಗಳು

೧. ಕ್ರಿಯಾಯೋಜನೆ ಮಂಜೂರಾಗಿದೆಯೆ ಮತ್ತು ಅನುಮೋದಿಸಲ್ಪಟ್ಟಿದೆಯೆ
೨. ಹಾಗಾದರೆ ದಿನಾಂಕ
೩. ಕಾಮಗಾರಿಯ ವಿವರ

(ಇ) ಜಿಜಿವಿಸ್‌ವೆಚ್ಚ

ಕಾಮಗಾರಿಯ ಹೆಸರು	ಅಂದಾಜು ವೆಚ್ಚ	ವೆಚ್ಚ	ಯಾವ ಹಂತದಲ್ಲಿ ಕಾಮಗಾರಿ ನಡೆಯುತ್ತಿದೆ	ಕಾಮಗಾರಿ ಪೂರ್ಣಗೊಂಡ ದಿನಾಂಕ	ಕಾಮಗಾರಿ ಪೂರ್ಣಗೊಳ್ಳದಿದ್ದರೆ, ಯಾವ ದಿನಾಂಕದಂದು ಪೂರ್ಣಗೊಳ್ಳುವುದು?

(ಈ) ೧೦ ನೇ ಹಂತಾಸು ಅಯೋಗ - ಯೋಜನೆಗಳು

೧. ಕ್ರಿಯಾ ಯೋಜನೆ ತಯಾರಾಗಿದೆಯೆ ಮತ್ತು ಅನುಮೋದಿಸಲ್ಪಟ್ಟಿದೆಯೆ
೨. ಹಾಗಾದರೆ ದಿನಾಂಕ
೩. ಕಾಮಗಾರಿಯ ವಿವರ

ಹಿಡವಿಸ್‌ಪ್ಪ

ಕಾಮಗಾರಿಯ ಹೆಸರು	ಅಂದಾಜು ವೆಚ್ಚ	ವೆಚ್ಚ	ಯಾವ ಹಂತದಲ್ಲಿ ಕಾಮಗಾರಿ ನಡೆಯುತ್ತಿದೆ	ಕಾಮಗಾರಿ ಪೂರ್ಣಗೊಳಿಸಿದ ದಿನಾಂಕ	ಕಾಮಗಾರಿ ಪೂರ್ಣಗೊಳಿಸಿದ್ದು, ಯಾವ ದಿನಾಂಕದಂದು ಪೂರ್ಣಗೊಳ್ಳುವುದು?

VII ಮುಂಗಡ ಪತ್ರ ಮತ್ತು ಲೆಕ್ಕ:

೧. ವಾರ್ಷಿಕ ಮುಂಗಡ ಪತ್ರ ತಯಾರಾಗಿದೆಯೆ ಮತ್ತು ಅನುಮೋದಿಸಲ್ಪಟ್ಟಿದೆಯೆ	
೨. ಮಾಸಿಕ ವಾರ್ಷಿಕ ಲೆಕ್ಕ ಪೂರ್ಣಗೊಂಡಿದೆಯೆ ಮತ್ತು ದೃಢೀಕರಿಸಲ್ಪಟ್ಟಿದೆಯೆ	

VIII ಲೆಕ್ಕ ಪರಿಶೋಧನೆ:

೧. ಲೆಕ್ಕ ಪರಿಶೋಧನೆ ಯಾವ ಸಾಲಿನ ವರೆಗೆ ಆಗಿದೆ ?	
೨. ಅನುಪಾಲನೆ ವರದಿ ಕಳುಹಿಸಲಾಗಿದೆಯೆ ?	
೩. ಹಣಕಾಸಿನ ಬಗ್ಗೆ ಅಕ್ಷೇಪಣೆ ಇದೆಯೆ ? (ವರ್ಷಾವಾರು)	
೪. ವಸೂಲಿ ಮಾಡಬೇಕಾದ ಮಾತ್ಸ (ವರ್ಷಾವಾರು)	

IX ಬ್ಯಾಂಕ್ ವಿವರಗಳು:

ಬ್ಯಾಂಕ್‌ನ ಹೆಸರು	ಖಾತೆ ನಂ.	ಬ್ಯಾಂಕ್ ಖಾತೆ ಪ್ರಾರಂಭ ೦-೪-೨೦....	ಪ್ರಸ್ತುತ ವರ್ಷ ಸಂದಾಯವಾದ ಹಣ	ಹಿಂತೆಗೆದುಕೊಂಡ ಹಣ	ಶಿಲ್ಕು ೨೦-೨-೨೦೦ ರವರೆಗೆ

ಟಿಪ್ಪಣಿ

೧. ಬ್ಯಾಂಕ್ ಪಾಸ್ ಪುಸ್ತಕಗಳಲ್ಲಿ ಜಮಾ ಅದ : ಓಂಪಡೆಗಳ ಬಗ್ಗೆ ನಮೂದಿಸಿರುವ ಅಂಕ ಅಂಶಗಳನ್ನು ಸದರಿ ವ್ಯವಹಾರಕ್ಕೆ ಸಂಬಂಧಿಸಿದಂತೆ ಲಭ್ಯವಿರುವ ದಾಖಲೆಗಳೊಂದಿಗೆ ತಾಳೆ ಮಾಡಿ ನೋಡಬೇಕು.

೨. ಏಕ ಕಾಲದಲ್ಲಿ ಖಾತೆಯಲ್ಲಿ ಲಭ್ಯವಿರುವ ಹಣವನ್ನು ಹಿಂತೆಗೆದುಕೊಳ್ಳಲಾಗಿದೆಯೇ ಎಂಬುದನ್ನು ಪರಿಶೀಲಿಸಬೇಕು. ಈ ರೀತಿ ಹೆಚ್ಚು ಮಾತ್ರದ ಹಣವನ್ನು ಹಿಂತೆಗೆದಿದ್ದರೆ, ಈ ಹಣವನ್ನು ಚೆಕ್ ಹಾಳೆಯಲ್ಲಿ ಸ್ವಂತಕ್ಕೊಂದು ನಮೂದಿಸಿ ತೆಗೆಯಲಾಗಿದೆಯೇ ಅಥವಾ ಕಿರಿಯ ಅಭಿಯಂತರರಿಗಾಗಲಿ ಅಥವಾ ಬೇರೆ ಯಾರಿಗಾದರೂ ಆಗಲಿ ಕಾರ್ಯನಿರ್ವಹಿಸುವ ಸಲುವಾಗಿ ಮುಂಗಡ ಹಣವೆಂದು ನೀಡಲಾಗಿದೆಯೇ ಎಂಬುದನ್ನು ಪರಿಶೀಲಿಸಬೇಕು.

ಗ್ರಾಮ ಪಂಚಾಯತಿ ದಾಖಲೆಗಳು:

(ಕರ್ನಾಟಕ ಪಂಚಾಯತ್ ರಾಜ್ ಅಧಿನಿಯಮ (ಗ್ರಾಮ ಪಂಚಾಯತ್ ಲೆಕ್ಕ ಮತ್ತು ಬಜೆಟ್) ನಿಯಮಗಳು, ೧೯೯೫ ರಲ್ಲಿ ಪ್ರಸ್ತುತ ಪಡಿಸಿರುವ ದಾಖಲಾತಿ ರಿಜಿಸ್ಟ್ರರುಗಳು)

ರಿಜಿಸ್ಟ್ರಾರ್‌ಗಳನ್ನು ತೆರೆಯಲಾಗಿದೆಯೇ?	ಯಾಪ್ತ ವರ್ಷದಿಂದ ನಿರ್ವಹಿಸಲಾಗಿದೆ?	ಎಲ್ಲಿಯವರೆಗೆ ನಿರ್ವಹಿಸಲಾಗಿದೆ?	ಜರಾ

X ಪಂಚಾಯತಿ ಜಮಾಬಂದಿ ಅಧಿಕಾರಿಯು ನಮೂದಿಸಲು ಬಯಸುವ ಇತರ ಅಂಶಗಳು:

ಅನುಬಂಧ - ೨

ಗ್ರಾಮ ಪಂಚಾಯತ್

ಸಾಲಿನ ಆದಾಯ ಮತ್ತು ಖರ್ಚಿನ ವಿವರಗಳು

ತಿಂಗಳು

ಆದಾಯ			ತಿಂಗಳ ಖರ್ಚು			
ಆದಾಯದ ಮೂಲ	ಅನುದಾನ ಬಿಡುಗಡೆಯಾದ ದಿನಾಂಕ	ಬಿಡುಗಡೆಯಾದ ಮೊತ್ತ	ಬೆಚ್ಚಿದ ವಿವರ	ಖರ್ಚಾದ ಹಣ	ಖರ್ಚಾದ ದಿನಾಂಕ	ಬಾಕಿ ಉಳಿದ ಹಣ
ಸರ್ಕಾರದ ಅನುದಾನ			ನೌಕರರ ಸಂಬಳ			
ಜಿಜಿವಿಸ್‌ವೈ			ವಿದ್ಯುತ್ ಶುಲ್ಕ			
ಹತ್ತನೇ ಹಣಕಾಸು			ನೀರು ನಿರ್ವಹಣೆ			
ತೆರಿಗೆ ವಸೂಲಿ			ವಿದ್ಯುತ್ ಉಪಕರಣಗಳ ಖರೀದಿ			
ಇತರೆ			ಶಿಕ್ಷಣ ವೆಚ್ಚ			
ತೆರಿಗೆ ವಸೂಲಿ			ಜಿಜಿವಿಸ್‌ವೈ ಯೋಜನೆ ವೆಚ್ಚ			
			ಹತ್ತನೇ ಹಣಕಾಸು ಯೋಜನೆ ವೆಚ್ಚ			
			ಇತರೆ ವೆಚ್ಚ			
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ಅಧ್ಯಕ್ಷರು

ಕಾರ್ಯದರ್ಶಿ

Panchayati Raj: An Overview

Panchayati Raj System in Independent India

After the independence, Community Development Programme was started in 1952 AD. But because it was not attached with the people, therefore it couldn't prove to be a success story. People took it as a burden put on them by the government. A team, under the leadership of Bhaiwantrao Mehta tried to find out the cause for the failure of this programme and came up with the inference that there should be an organisation at village level, which would select the true beneficiaries and implement various government programmes and schemes.

This organisation would act as the representative of all the villagers and should ensure the development of the village as well as participation of villagers. In this way Bhaiwantrao Mehta tried to achieve local self-government through Panchayats (the organisation). This concept of local self-government was the right step towards decentralized democracy. In this process, the State of Rajasthan for the first time adopted the three leveled structure of Panchayati Raj – Village Level, Intermediate Level and District Level.

In 1977 AD, Ashok Mehta Committee was set up to review the working of Panchayats. The committee found out that Panchayati Raj is the soul of democracy and therefore it should be empowered with more authority. Those Panchayats which formed after 1977 AD, are known as Second Generation Panchayats. In West Bengal, the Panchayats became more effective after accepting the suggestions made in this report.

During the decade of 1990, it was realized that without constitutional power, the self-government can't be fruitful, therefore the Central Government passed the 73rd Constitutional Amendment Act in 1992, which became effective from 20th April 1993 (from the date of publication in the Gazette of India).

Basic Concepts of Panchayati Raj

The basic concept of Panchayati Raj is that the villagers should think, decide and act for their own socio-economic interests. Thus Panchayati Raj Act is related to village self-governance, where the people in the form of an organisation will think, decide and act for their collective interest. Self-government allows us to decide about ourselves without hampering others interest. Whenever we talk about collective benefit one point is clear that there is no conflict between the villagers' collective interest on one side and societal and national interest on the other, rather they are complementary. Where the Panchayats end their activities the state govt. takes them up. The state govt. plays their major roles.

- To support the village Panchayats
- To co-ordinate the village Panchayats
- To ensure the implementation of this system.

Besides these, once the democratic institution in the villages and towns becomes strong, the people's representatives can express the problems of their constituency in a better way. This will help in policy determination for national interest. This plan for 'Swaraj' (Self-government) can't be fulfilled only by making a new law. For the success of self-government self reliance is must. The self-reliance means: every village must produce according to its capacity and try to increase its capacity, which can be achieved in following ways:

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- By identifying economic and human resources of the Panchayat area,
- By estimating the capacity of these resource,
- By making decision for utilizing these resources,
- By formulating plans,
- By implementing plans,
- By evaluating plans.

Thus we find that self-governance is a concept which is the base for success of democracy. And for self-governance Panchayati Raj System is a must.

Some Important Features of the Act

Constitutional Status:

The 73rd Constitutional Amendment Act was passed in 1992 but became effective from 20th April, 1993 after being published in the Gazette of India. This was included as Part IX of the Constitution of India. The rights and duties of the Panchayats have been included in schedule XI of the Constitution.

Three Leveled System:

The Legislature of a state may, by law, make provisions for three leveled system-village level, intermediate level and district level.

Election:

The representatives are elected for 5 years by the electorate of a Panchayat area.

Reservation of Seats:

Some seats in the Panchayat shall be reserved for the Scheduled Castes, Scheduled Tribes and Women.

The number of reserved seats for Schedules Castes and Scheduled Tribes will be proportionate to the ratio of population of SCs and STs to Total Population of the Panchayat-area.

One third of the total seat will be reserved for women. It will include the reserved seats for SCs and STs.

Responsibility:

Panchavats have two main responsibilities

- a. To plan for economic development and social justice.
- b. To implement these plans.

Powers and Authorities:

The Legislature of the State may authorize a Panchayat to levy, collect and appropriate taxes, tolls and fees. It may also provide the Panchayat for making grants-in-aid to form the Consolidated Fund of the State. These funds can be used for implementing the plans.

Constitution of Finance Commission:

Finance Commission has to be constituted in every state to review the financial position of the Panchayats and to make recommendation to the Governor regarding the allocation of fund to be Panchayats.

Panchayat and Environment:

Although the 73rd Amendment Act has not mentioned the term "Environment" in the Schedule IX but out of the 29 duties some are related to environment in one way or the other, these are

1. Agriculture, including agricultural extension.
2. Land and improvement, implementation of land reforms, lands consolidation and soil conservation.
3. Minor irrigation, water management and watershed development.
4. Social forestry and farm forestry.
5. Minor forest produce.
6. Small scale industries including food-processing industries.
7. Khadi, village and cottage industries.
8. Rural housing.
9. Drinking water.
10. Fuel and fodder.
11. Non-conventional energy sources.
12. Education including primary and secondary schools.
13. Health and sanitation, including hospitals, primary health centers and dispensaries.
14. Maintenance of community assets.

Centre on Panchayati Raj and Environment:

During the decade of 1990, it was realized that without constitutional power, the self-government or Panchayati Raj couldn't be fruitful; therefore the Central Government passed the 73rd constitutional Amendment Act of 1992, which became effective from 20th April 1993. The basic concept of Panchayati Raj is that the villagers should think, decide and act for their own socio-economic interests. Thus, it is related to village self-governance, where the people in the form of an organisation will think, decide and act for their collective interests.

For integrated rural development decentralization of power and resources to Panchayati Raj Institutions (PRIs) is an essential element. It has been also realized that Panchayat can play effective role through drawing local people's participation in sustainable harvesting and management of local resources. If financial and technical assistance is provided to them, they will certainly take positive initiatives in solving local environmental problems. Agriculture, land improvement, forestry, tree planting, animal husbandry, village and cottage industries, drinking water, poverty alleviation programmes, health, sanitation, family welfare etc. are necessarily the concern of the village Panchayats.

To fulfil the expectations of rural development consideration of environment in its totality (economic, political, technological, cultural, historical, moral and aesthetics) is very essential. Documenting environmental issues from local, national and international points of view for providing insight into environmental problems and to promote environmental consciousness among rural masses are equally important. Therefore, Ministry of Environment and Forests, Government of India, has set up ENVIS Centre on Panchayati Raj and Environment at Indian

OBJECTIVES:

- To develop facilities for collection, compilation and dissemination of information related to environment and rural development to the Panchayats.
- To develop networking of Panchayati Raj Institutions and work as connecting link between Ministry and Panchayats.
- To provide regular input to Panchayat about latest happenings in the field of environment through Newsletter, other resource material and training programmes.
- To conduct training programmes on various crucial issues of environment and related areas prevailing in Panchayats.

IFS publish a quarterly newsletter named "Panchayat" to disseminate various environmental news, government schemes and other information useful for empowerment of Panchayats and grass root people. Besides, the Centre has published resource materials for environmental awareness among common people and organizes training camps and workshops. The newsletter and booklets are widely distributed among user groups. The Centre also provides useful information about various publications and resource materials on Panchayati Raj and Environment as well as about organizations involved with Panchayats. The Centre is also compiling Success Stories in this context from various parts of the country.



Provisions of the Panchayats (Extension Scheduled Areas) Bill 1996

Salient Features

- State Legislations that may be made shall be in consonance with the customary law, social and religious practices and traditional management practices of community resources.
- Every village shall have a Gram Sabha, which shall be competent to safeguard and preserve the traditions and customs of the people, and shall be vested with the powers to approve the programmes and projects for social and economic development as also identification of beneficiaries under such programmes.
- Panchayats at the appropriate levels shall be endowed with ownership of minor forest produce.
- The Gram Sabha or the Panchayat at the appropriate level shall be consulted for granting prospecting licences or mining lease for minor minerals and their prior recommendation obtained for acquisition of land in the Scheduled Areas for development projects or for resettlement of project affected members of the Scheduled Tribes.
- Panchayats at the appropriate level and the Gram Sabha shall have the power to prevent

enforce the law relating to liquor matters and to enforce prohibition or to regulate or restrict sale and consumption of any intoxicant.

- State Legislations shall endow the Panchayats at the appropriate levels with specific powers and provide safeguards to prevent Panchayats at the higher level from assuming the powers and authority of Panchayats at the lower level or of the Gram Sabha.
- The offices of the Chairpersons in the Panchayats at all levels shall be reserved for the Scheduled Tribes.
- The reservation of seats at every Panchayat for the Scheduled Tribes shall not be less than one-half of the total number of seats.

Source: Gramin Vikas, A monthly journal of ministry of rural areas and employment, government of India, January 1997, Vol. 13 No. 1, p. 7

**DECENTRALISATION AND POLITICAL POWER:
A SOCIOLOGICAL STUDY OF
REPRESENTATION AND PARTICIPATION IN
THE PANCHAYATS OF ORISSA**

Research Proposal Submitted to
Mysore University, Mysore
for registration of the
Degree of Ph.D. in Sociology

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Decentralisation and Political Power: A Sociological Study of Representation and Participation in the Panchayats of Orissa

Pratyusna Patnaik

I. Introduction

Democracy, though practised differently in different countries, has a few essential characteristics, one of which entails the participation of the citizens in government. However, this participation may not involve the people in anything more than a periodic voting for representatives. This represents a minimum sharing of power (Arblaster, 1999). In a country like India, with its heterogeneity in terms of culture, religion and region and a vast population, it is not possible for everyone to participate directly in the process of decision-making. Thus, there arises the need for decentralisation in governance. People choose a few representatives who make decisions for them and are accountable for those decisions. Hence, democracy derives its rationale by ensuring people's participation in the political system and creates space for transparency and accountability.

A political system that involves decentralisation of power functions in a way that the local affairs of the people are managed by themselves, with their active participation. The Encyclopaedia of Social Sciences defines decentralisation as 'the transference of authority, legislative, judicial or administrative, from a higher level of government to a lower level'. In essence, decentralisation is a process of transferring responsibilities and resources from the decision-making top towards intermediate and/or base level. Whatever may be its peculiarities, every act of decentralisation implies a circulation and redistribution of power. According to Smith (1985: 1), 'the phenomenon of decentralisation is a political issue, which moves around the territorial distribution of power. It is concerned with the extent to which power and authority are dispersed through the geographical hierarchy of the state, and the institutions and processes through which such dispersal occurs'.

Decentralisation, as it is conceived now, is somewhat different from what it was in the late 1950s and early 1960s. Today when we speak of decentralisation, it does not merely mean a system of governance through formal local institutions; rather it is a legal transfer of power from state to the people at grass-root level to enable them to actively participate in the process of decision-making that affects their development and progress. In recent years it has been seen as a means of, first, improving the planning and development of national development process - especially those concerned with rural development; and secondly, facilitating effective popular participation in the process of development in a more profound way than envisaged in the earlier decentralisation programme (Bhargava and Samal, 2001: 7).

Rondinelli, et al. (1984: 13 - 32) identify four dimensions of decentralisation, namely a) deconcentration, b) delegation, c) devolution and d) privatisation. Unlike deconcentration and delegation, where the central government retains its supremacy, devolution makes the local government autonomous by giving it legal status and keeping its activities outside the direct control of central government. Meenakshisundaram (1994: 12) thus, treats decentralisation as devolution of power resulting from the creation of

bodies separated by law from the national centre in which the local representatives are given formal power to decide on a range of public matters.

The first manifestation of institutions of decentralisation in India was in 1959, when a three tier Panchayati Raj system (as a form of rural local self-government) was established in Rajasthan following the recommendations of the Balwantrai Mehta Committee (1957). Since then, during the last four decades of planned economic development, though decentralisation has been an accepted principle in the formulation and implementation of policies, plans and programmes; in practice, it has never been so (Bhargava and Samal, 2001: 8). Instead of devolving power to Panchayati Raj Institutions for decision-making and development, the emphasis has always been on administrative deconcentration. But the enactment of 73rd and 74th Constitutional Amendment Acts (1992) has furthered democratic decentralisation in India by devolving power to the people and giving constitutional status to Panchayati Raj Institutions and other bodies of local governance.

While Article 243G of the Constitution empowers the State Legislatures to endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government, the provision of reservation for Scheduled Castes, Scheduled Tribes and women (Article 243D) has given an opportunity to the hitherto neglected sections of society to raise their voice and, in turn, be a part of the decision making process. The 73rd Constitutional Amendment Act, 1992, provides for the reservation of seats for Scheduled Castes and Scheduled Tribes in proportion to their population in all the three tiers of Panchayati Raj Institutions. Some state have also made provisions for backward classes, which has been left to the discretion of states and not provided for in the 73rd Amendment Act. Not less than one-third of the total number of members has also been reserved for women and these may be allowed by rotation to different constituencies in a Panchayat. The Provision has also been made for the reservation of seats for women belonging to Scheduled Castes and Scheduled Tribes.

II. Democratic Decentralisation in Orissa

Orissa had a three-tier structure of rural local self-government, even prior to independence where the District Boards stood as the apex body of rural local government at the district level, with Taluka Boards at the taluka level and Union Boards at the village level. Soon after independence, the Orissa government passed the Orissa Grama Panchayat Act, 1948, to establish and develop rural local self-government in the village communities of Orissa and to make better provisions for their administration. The Grama Panchayats at the village level combined with the already existing District Boards and Taluka Boards formed the structure of rural local self-government in Orissa (Deb, 1985: 250; Rath, 1985: 285).

In 1961, Panchayat Samitis and Zilla Parishads were established at the Block and District level according to the provisions of the Orissa Panchayati Samiti and Zilla Parishad Act, 1959. Thus, with already existing Gram Panchayats, there emerged a three-tier Panchayati Raj structure in Orissa. In the year 1964 that a new Act, i.e. Orissa Grama Panchayat Act, 1964 (Orissa Act I of 1965) was passed consolidating all the laws relating to Grama Panchayats in Orissa, which replaced the Orissa Grama Panchayat Act, 1948. But again in 1968, the Zilla Parishads were abolished by the SwatantraParty-led coalition government of Orissa (Mishra, 1998: 21).

In an attempt to reform the Panchayati Raj system the Orissa government in 1991 passed three important Acts, namely, the Orissa Grama Panchayat (Amendment) Act, 1991; the Orissa Panchayat Samiti (Amendment) Act, 1991 and the Orissa Zilla Parishad Act, 1991. The enactment of these three Acts were landmarks in the history of Panchayati Raj in Orissa. With many radical provisions, the new Acts of 1991 ushered in a new era for the Panchayati Raj Institutions and entrusted them with powers to bring about rural development through people's participation and cooperation (Samal and Bhargava, 1999: 149 - 50).

Unlike the old Acts of 1959 and 1964, the amended Acts of 1991 had made elaborate provisions for the reservation of seats for the Scheduled Castes, Scheduled Tribes and Backward Class Citizens (BCCs) in the Panchayats at all levels, on the basis of their population. Further, the reservation of one-third of the seats for women (including those belonging to SC/ST/BCC groups) in the Panchayati Raj Institutions at all levels on a rotation basis was a revolutionary step. In comparison to the Constitution 73 Amendment Act, 1992 the Orissa government had not only reserved one-third of the seats for women, but also had gone a few steps ahead in reserving the post of vice-chair person for women in the Panchayats at all levels, if the elected chair person was not a woman. (Bhargava and Samal, 1998; Jena, 1995: 163; 2000: 231 and Mishra, 1998: 22-3).

Since 1991, the Orissa Panchayati Raj Acts have been amended several times. First was in 1993, when the Governor of Orissa on 15th January 1993, promulgated an ordinance i.e., Orissa Panchayat Acts (Amendment) Ordinance, 1993 to amend the old Acts of 1991. Thus, three new Acts, Orissa Gram Panchayat (Amendment) Act, 1993; Orissa Panchayat Samiti (Amendment) Act, 1993 and Orissa Zilla Parishad (Amendment) Act, 1993 came into force. Again in 1994, to bring it into conformity with the 73rd Constitutional Amendment Act, 1992; the state government passed three new (Amendment) Acts i.e. Orissa Gram Panchayat (Amendment) Act, 1994; Orissa Panchayat Samiti (Amendment) Act, 1994 and Orissa Zilla Parishad (Amendment) Act, 1994; which came into force from April 1994.

III. Representation

Representation is commonly taken to mean 'a relation between two persons, the representative and the represented or constituent, with the representative holding the authority to perform various actions that incorporate the agreements of the represented' (Grazia, 1968: 461).

The role of representation is multi faceted. Often, it is explained as broadly as the range of expectations that people possess in regard to government and hence in regard to public officials and leaders. Edmund Burke considered the role of representative as 'one who ought to respect his constituents' opinions, who ought to prefer their interest above his own, but who ought not to sacrifice his unbiased opinion in deciding for the good of the whole nation' (cited in Rao, 1998: 30). Taken in this sense, representatives can be considered as 'trustees', who can act according to their free judgement for the good of the whole nation.

The idea of representatives as trustees has been further elaborated by scholars like Whalke et al (1962) who distinguish between three typical styles of representation, i.e. 'delegates', 'trustees' and 'politicos'. The delegate role is based on the assumption that

representatives should not use their independent judgement or convictions as criteria of decision making. Further on the delegate theory of representation, McCrone and Kuklinski (1979) show that this form of representation takes place only when two conditions are fulfilled simultaneously. First, the representative must feel obliged to respond to constituents' preference; secondly, constituents must instruct their representatives in a clear fashion, so that the representatives can act in accordance with constituency opinion. The trustee role finds expression in two major conceptions: a moralistic conception, in which the representative is a free agent and follows what he considers right or just; and a rational conception according to which the representative follows his own judgement based on an assessment of facts and on his understanding of the problems involved. Finally, the politico as a representational role type is disposed to both trustee and delegate roles in various ways, in that he is more sensitive to conflicting alternatives in role assumptions, and is more flexible in adopting a style that is suited to his decision making. Representation should then be seen as a continuum of styles, with the trustee and delegate orientations as poles, and a mid point where the orientations tend to overlap and within a range give rise to a politico role (Rao, 1998: 31).

Sartori (1968: 465) discusses representation in terms of three quite different meanings of the term: first, 'the idea of mandate or instructions'; second, 'the idea of representativeness', that is, resemblance and similarity; third, 'the idea of responsibility or accountability'. The idea of mandate is derived from private law and belongs to the context of juristic representation. In the juristic meaning, a representative is often spoken of as a delegate or having been given a mandate. Thus, a representative acting for others by virtue of a contract or mandate between them is engaged in juristic representation. The idea of resemblance is derived from a sociological or existential context according to which representation is basically a fact of likeness that transcends all voluntary selection and even awareness. In the sociological sense, to say that somebody is 'representative of' means that he impersonates certain existential features of the group, class, or vocation from which he is drawn. Here, a person is deemed representative because personal attributes – religion, race, social status, education or communal membership – are typical of a group. The idea of responsibility or accountability is treated as political representation, which is closely connected with sociological representation on the one hand and with juristic representation on the other, and additionally has a procedural character, involving the acceptance of a general responsibility for the interests of a group.

A person's claim to be a representative depends upon what he represents. Viewed from this point, one can find four different entities that are to be represented: identities, beliefs, constituencies and interest (Squires, 1999: 178). Accordingly, which of these one chooses to prioritise, one will advocate social, ideological, geographic or functional representation respectively. The social axis involves representatives reflecting the social composition of the electorate in terms of presence as secured by quotas, policies or reserved places. On this model, representation occurs when the legislature includes the same proportion of each relevant subgroups as the population from which it is drawn. The ideological axis involves collective representation via parties. This is 'representation from above' in that there is a highly centralised, party-led decision making structure. The geographic axis involves district-based delegates. Here, representatives are to act in ways consistent with the opinions of citizens from areas which elects them. This is 'representation from below' with low levels of party discipline and minimum ideological manifestos. The functional axis of representation involves representatives acting as

spokespeople for interest groups and new social movements. On this model, representatives respond not primarily to party or constituents but to pressure from organised interests (Norris and Michael, 1997; Squires, 1999).

Representation is a concept of social interest largely in the context of power relations among leaders or representatives and their followers or constituents. Mansbridge (2000) distinguishes between four types of representation, i.e. representation by promising, anticipatory representation, introspective representation and surrogate representation; and locates the first two of these in the context of power relations.

Representation by promising entails that the representative should be bound to further the interests of the constituent. In this traditional model of representation, the representative promises to follow the constituents' instructions and act to further their interests. Representation by promising, thus, uses a forward-looking concept of power, where the power relation from constituent to representative runs forward in linear fashion. This typology of representation corresponds with Dahl's and Weber's conceptualisation of power, where power is visualised in terms of some future action by those upon whom one exercises power.

In anticipatory representation the constituent looks back to the past behaviour of a representative in deciding how to vote in the next election. Here, the power relation works not forward but backward through anticipated reactions. This kind of formulation of representation can be found in Bachrach and Baratz's (1963) and Lukes' (1974) conception of power. In a power relation between A and B, B complies with A's wishes, because by doing so he will not be deprived of a value or values, which he regards more highly than those which would have been achieved by non-compliance.

Thus, representation can be seen in different senses. First, it could be just the articulation of the views of the people of the representative's constituency. Second, it could be a reflection of the views of the people of the constituency but influenced by the representative's own judgement. Third, it could be entirely the judgement of the representative without any relation to what the people of the constituency think or expect from the representatives.

IV. The Concept of Power

Early political philosophers, trying to explain the bonds of social order that unite men into cohesive organisations, relied on the concept of power and the manifestation of power. Thus, Thomas Hobbes, wrote in *Leviathan* that "during the time men live without a common power to hold them all in awe, they are in that condition which is called warre, as is of every man, against every man" (cited in Olsen, 1970: x). Few problems in sociology are more perplexing than the problem of social power. As an aspect of social relationship, it confers certain privileges to some and denies it to others. Though different scholars define it differently, yet, the central question lies in who holds the power and upon whom it is held. An individual or group does not hold power in isolation, they hold it in relation to others.

Dahl's (1957) definition of power implies that (individual) A has power over (individual) B to the extent that A can get B to do something which B would not otherwise do. This is the most frequently cited definition of the concept, which embodies a specific

view of the nature of power, the social location of power, and the effects of exercise of power. According to this view power is defined entirely in terms of its effect and can be any kind of capacity which produces these effects. Secondly, power is an attribute of individuals and is exercised in their relationship with other individuals. Finally, by attributing it only to individuals and identifying it as that which secures compliance, power is equated with domination or 'power over', and the effects of its exercise become, almost by definition, exploitative and unproductive (Barnes, 1993: 198).

Dowding (1996) distinguishes between two concepts of power: 'power to' and 'power over'. It doesn't make much sense to say 'actor A has power'; we have to say what 'actor A' has the power to do. 'Power to' can therefore be thought of as the most basic use of power. Many writers, on the other hand, see the power of one actor over another as the important use of power. 'Power over' implies 'power to', for A will have power over B to make B do x. 'Power to' and 'power over' may be described as 'outcome power' and 'social power' respectively. Thus, 'power to' implies ability of an actor to bring about outcomes and 'power over' implies the ability of an actor to change the incentive structure of another actor to bring about an outcome and it necessarily involves a social relation between at least two actors.

Dowding's view can be complemented by that of Olsen (1970), who analysed power in terms of consequence or cause of any organised social activity. On the one hand, power does not exist until social actors begin relating to one another in some manner. It is created through social interactions and relationships, as an outgrowth of social orderings. Organised power exertions, thus, enable actors to perform collective activity and achieve common goals. On the other hand, power is also a major factor contributing to the creation and perpetuation of social organisations. Social relationships and patterns of social order are often established as a direct or indirect result of power being exerted on actors.

Power is also distinguished often in terms of coercion and authority. Coercion is that form of power which is not regarded as legitimate by those subject to it. On the contrary, authority is that form of power which is accepted as legitimate, that is right and just; and therefore obeyed on that basis. While Max Weber was much closer to the former in his definition of power, Talcott Parsons' view was closer to that of the latter.

In Weber's definition, power is regarded as 'the chance of a man or a number of men to realise their own will in a communal action against the resistance of others who are participating in the action' (Giddens, in Cassell, 1993: 217). Such a definition tends to lead to a conception of power relations as inevitably involving incompatible and competing interests, since what is stressed is the capacity of a party to realise its own aims, and the criterion for gauging the 'amount' of power is the resistance which can be overcome.

Weber's definition of power implies that those who hold power do so at the expense of others. It suggests there is a fixed amount of power and, therefore, if some hold power, others do not. This view is sometimes known as 'constant-sum' concept of power. Since the amount of power is constant, power is held by an individual or group to the extent that it is not held by others. Weber's definition also implies that power holders will tend to use power to further their own interests. Viewed in this sense, power is used to further the sectional interest of power holders, which are in conflict with the interest of

those subject to that power. Power is, thus, used mainly for exploitation and oppression of some by others.

Weber's analysis of power is further manifested in his typology of authority, i.e. legal-rational, traditional and charismatic. In practice, these three types can coexist in any situation, but it is likely that one or the other will dominate. These three types of authority are not power in itself; rather they are the basis from which power can be derived. In the case of legal-rational authority, obedience is owed to the legally established impersonal order. In the case of traditional authority, obedience is owed to the person who occupies the traditionally sanctioned position and is bound by tradition. In the case of charismatic authority, it is the charismatically qualified leader as such, who is obeyed by virtue of personal trust in him and his revelation, his heroism or his exemplary qualities so far as they fall within the scope of the individuals belief in his charisma (Weber, 1947 in Olsen, 1970: 35-39).

The major difference between these three types of authority is that while in the case of charismatic and traditional authority, power is derived from personal qualities and tradition respectively; in legal-rational type, the power comes from the legally established impersonal positions of the power holder. In this case a person holds power only because he is in that position and his power stems from that position. Here power is supported by a legal base and those who violate power are punished by law.

In contrast to Weber's and Mills' (1956) conception of power, where power is regarded as a scarce resource and mutually exclusive objectives to the extent that one party enjoys power at the cost of the other, Parsons' view of power can be treated as a 'non-zero sum game' where in the power relation, both sides may gain.

Power, Parsons proposed, can be seen as being 'generated' by a social system, much in the same way as wealth is generated in the productive organisation of an economy. The parallels which Parsons draws between the two are based on the supposition that each has a similar role in two of the four 'functional sub-systems' of society, which Parsons had distinguished in his previous work¹. Power has a parallel function in the polity (goal-attainment sub-system) to that of money in the economy (adaptive sub-system). Power is conceived by Parsons as a 'circulating medium' in the same sense, 'generated' within the political sub-system as money is generated in the economy, and also forming an 'output' in to the three other functional subsystems of society. Power is defined, therefore, as 'generalised capacity to serve the performance of binding obligations by units in a system of collective organisation when the obligations are legitimised with reference to their bearing on collective goals' (Parsons, 1963). By 'binding obligations' Parsons means the conditions to which those in power and those upon whom power is exercised, are subject through the legitimation which allows them that power; all power involves a certain 'mandate', which may be more or less extensive, which gives power holders certain rights and imposes on them certain obligations towards those who are subject to their power (Giddens, 1993; cited in Philip Cassell, 1993).

Power is thus, for Parsons, directly derivative of authority; authority is institutionalised legitimation which underlies power, and is defined as 'the institutionalisation of the right of the leaders to expect support from the members of the collectivity' (Parsons, 1960). By speaking of binding obligations Parsons deliberately

brings legitimation into the very definition of power, so that, for him, there is no such thing as 'illegitimate power'. As Parsons expresses it 'the threat of coercive measures, or of compulsion, without legitimation or justification, should not properly be called the use of power at all, but is the limiting case where power, losing its symbolic character, merges into an intrinsic instrumentality of securing compliance with wishes, rather than obligations' (1963: 232 – 62). In line with his general approach Parsons stresses the use of power as one among several different ways in which one party may secure the compliance of another to a desired course of action. The other way of obtaining compliance should not be regarded as forms of power; rather it is the case that the use of power is one among several ways of ensuring that a party produces a desired response. Parsons argues that the possession and use of power should not be identified with the use of force. In Parsons' view, force must be seen as only one means among several modes of obtaining compliance. Force tends to be used in stable political systems only as a last resort when other sanctions have proved ineffective.

The power position of an individual group which has constant resource to the use of force to secure compliance to its commands is usually weak and insecure. Far from being an index of power held by a party, the amount of open force used is an indication of a shallow and unstable power base. A party may wield considerable power while at the same time having few coercive sanctions with which to enforce its commands if they are questioned by subordinates. And this is possible if the power-holding party enjoys a broad mandate to take authoritative decisions, i.e. if those over whom the power is exercised agree to subject themselves to that power.

According to Parsons, the use of power frequently represents a facility for the achievement of objectives, which both sides in a power relation desire. In this sense, it is clear that a creation of a power system does not necessarily entail a coercive subordination of the wishes or interests of one party to those of another. Nor is the use of power inevitably correlated with 'oppression' or 'exploitation'.

As Parsons recognises, this kind of power is necessarily legitimate, and so he makes legitimacy part of his very definition of power. Parsons thus, rejects the frequently held conception that authority is a 'form' of power or is 'legitimate power'. To regard authority as a type of power leads to a neglect of its principal characteristic; namely that, it concerns the rights of a party to make binding prescriptions. Authority refers to the legitimate position of an individual or group, and is therefore properly regarded as a basis of power. It is for Parsons the only basis for power, rather than a kind of power (Giddens, in Cassell, 1993).

The present research while aiming to study the use and exercise of power in the rural social structure in the context of Panchayats, apprehends that those who enjoy legal political authority may not always be in a position to exercise power in a real sense of the term due to the interplay of several factors. The political authority gained through elections to rural institutions of governance, and social and/or economic power acquired through one's position in the caste hierarchy or through accession of landholding, i.e. control over certain resources may go in different directions. Even though the different representatives have equal political authority in the Panchayats, they may not enjoy equal power, in the functioning of the Panchayats. Thus, authority and power need to be examined as separate attributes. It might often happen that people without having any

formal political authority may influence the working of the Panchayats because of their control over other sources of power. Thus, power may be conceptualised as the ability of individuals or groups to influence the decision making process in the Panchayats and get the desired outcomes. The outcome may affect the interests of different people, or it may benefit the powerful individual himself.

V. Social Structure and Power

Several studies have indicated the patterns of power relations in the rural social structure and their inter-relations with other socio-economic and political processes. Caste structure and the pattern of land distribution have been important sources of power in rural societies. In many Indian villages a particular caste possesses much of the major power resources, such as, high prestige, high ritual status, most of the land and other economic assets. A caste enjoying all or most of these elements has a decisive dominance (Srinivas, 1955; Pathy, 1999; Mitra, 1980).

In rural Orissa, certain castes namely, *Brahmana*, *Karana* and *Khandayat*, the ritually higher castes in the social structure, hold most of the sources of power mentioned above and thus, occupy dominant positions. Apart from their higher status in the caste hierarchy, certain other factors, such as outside political linkages, possession of maximum amount of land in the village and access to western education and government services have enhanced their power in socio-economic and political spheres of the village (Pathy, 1999; Mitra, 1980). Often, traditional obligations and primordial ties including owner-tenant relations and creditor-debtor relations, Pathy adds, are extended for political mobilisation by these dominant castes.

There has been an emphasis in sociological literature on the analysis of 'group dominance' or 'caste dominance'. Srinivas (1955) while conceptualising 'dominant caste', states that among other factors, namely, numerical strength, western education and modern occupations, etc; a relatively higher position in the caste hierarchy and land ownership are crucial factors for caste dominance. Certain other scholars, however, opine that there can also be alternate situations of dominance. Distribution of power and dominance have also been located either in individuals/families (Dube, 1968), or in different levels of leadership coming from different caste groups (Oommen, 1970a). In contrast to single caste dominance, Oommen (ibid.) suggested that there was dominance by multiple caste groups or different levels of leadership in a multi caste village. Dube's (1968) view was that it is the individuals/families who are dominant in the village and not the caste. This is precisely because, pronounced inequalities of wealth, prestige and power are found between the members of a dominant caste, and the dominant individuals of such a caste also often exploit non-dominant members of their own caste as well as members of other 'non-dominant castes'.

The basis of power in rural societies has shifted from the social sphere (one's position in the caste hierarchy) over a period of time owing to control over land, expansion of commodity production and the agrarian market, outside political linkage and acquisition of political power. Brahmins were the elite groups in the colonial period owing to their higher ritual status and access over education, landed property and public services. However, during the post-colonial period, non-Brahmin land owning castes emerged as dominant groups in several parts of the country. The emergence of these castes as dominant land owning castes enabled them to exercise power in the countryside

(Satyanarayana, 1998; Beteille, 1991). Beteille's study of a Tanjore village in Tamil Nadu shows that these newly emerged non-brahmin castes owed much of their power to connections with influential non-brahmin castes outside the village (1991: 344).

The transfer of power from traditional elites to a newly emerged middle class has also been depicted by Bailey (1957: 184) from his study of rural Orissa. Land occupancy, contacts with outside political parties and sanskritisation, through which these emerging middle classes achieved high status in the social structure, have played a vital role in enhancing their dominance upon the rest of the castes in the village.

VI. Power in Panchayats

The introduction of local governments, such as, Panchayati Raj Institutions has made the power structure more dynamic in rural societies. While on the one hand it has enabled the rural elite to retain their power and authority by entering into these institutions; it has also created opportunities for backward sections of the society to acquire formal positions of power and exercise authority. Satyanarayana (1998) from a study of the formation of rural elites in rural Andhra during the first two decades after post-independence (i.e. 1947 – 67) observed that with the introduction of Panchayati Raj and rural Co-operative Societies, the rural rich could really become politically powerful. Besides their numerical strength, landed property and social status, the acquisition of political power reinforced the power and authority of the dominant peasant castes in the countryside. The Panchayats have been an instrument of the most powerful group in the village. His study showed that *kammas* and *reddys*, the dominant castes in rural Andhra controlled the rural institutions of power in coastal Andhra and Rayalseema respectively.

While examining the village leadership, Satyanarayana mentioned that the upper caste peasantry, such as *kammas* and *reddies*, monopolized the positions of power in various local institutions. Though other castes have been represented in the Panchayats, the decision-makers are the *kammas* and all others just obey their decision without any sign of protest. Although the backward castes and Scheduled Castes were in a majority in the countryside, they did not have any effective participation or say in decision-making. A similar observation has also been made by Mishra (1979) in his study of a Gram Panchayat in Bihar. The traditional dominant castes had a prominent role in the functioning of the Panchayats.

The early of Panchayati Raj Institutions were dominated by members of the higher castes and the 'dominant castes', due to their supremacy in the social and economic spheres (Satyanarayana, 1998; Mishra, 1979; Narayana, 1998). However, the 73rd Constitutional Amendment Act, 1992, with its provisions for the reservation of seats for weaker sections of society has created space for them in the Panchayati Raj Institutions. Reservation in the Panchayati Raj Institutions through 73rd Constitutional Amendment Act has provided for empowerment of weaker sections and women, who had hitherto not been adequately represented in local councils. The local depressed groups have a better chance of organising themselves in Panchayati Raj elections because of reservations (Narayana, 1998; Aziz et al, 1996). From a study of Mandal Panchayats in Kolar and Mysore districts of Karnataka, Aziz et al. found that 25.5 percent of women and 36.2 percent of members of Scheduled Castes and Scheduled Tribes have entered the local government (1996: 151).

Though reservation has been an instrument for greater representation and empowerment of disadvantaged groups, the study by Narain and Sharma (1998) shows that people's opinion regarding such a step is not positive. Three reasons are mainly put forward for not supporting the reservation policy: it limits the chances of competent candidates; it creates socio-political difficulties in functioning and the leadership lacks education, competence and experience. It was found that the upper castes and classes (in economic-political sense) did not find such a step of empowering weaker sections by giving reservations in the Panchayati Raj Institutions as a challenge to their power, which they are enjoying for a long time.

In the context of rural political institutions, the reservation policy has made it possible for a number of people, who otherwise would not have been elected members, to play a significant role in the democratic process. However, Pasayat and Barik (1998), observe that in rural Orissa, the representatives of the disadvantaged groups in the Gram Panchayats have remained subordinate to the dominant caste members. In another state, Karnataka, Inbanathan (2000), states that being representatives in the Panchayats and actually participating in the Panchayat activities are separate things and may not be always seen together. According to him, reservation of seats besides providing representation of weaker sections in Panchayati Raj Institutions also facilitates the further dominance of local elites in the functioning of panchayats. Two structures of power are, thus, found within the panchayats. One is the formal structure, related to institutionalised positions and the authority and functions that are clearly established. The other is the informal power structure, which refers to the ability of individuals or groups to exert any influence by virtue of their personality, access to resources and ability to reward or punish. In this context, Oommen's (1970b) distinction between 'power reservoirs' and 'power exerciser' is useful. He mentions that power elites may not be found in formal positions of power, but they influence the decision making process. They do not exercise power themselves, but they control others who exercise power. Thus, power reservoirs are more powerful than power exercisers.

The reservation provisions in the 1993 Act, often excluded the traditional elites from contesting elections in panchayats by reserving the seats for certain disadvantaged sections of society. However, the landlords, Inbanathan (1999) avers, retained their influence over local politics through a form of indirect dominance over the panchayats by putting their proxies into the formal positions in the panchayats. Further, analysing the lower participation of the represented members from women and Scheduled Castes, he states that low education and lack of political experience have been an obstacle in their effective participation. However, the reservation has been instrumental in increasing the social status of the disadvantaged groups to a limited extent.

The reservation of seats for women in the local bodies is intended to provide a sort of counter ideology to the existing one which has restricted women to their homes, to carry out household works and to look after the children. It was expected that their entrance into political institutions would increase their participation, enhance their ability in the decision-making process and help in empowerment. Panda (1995) from her study of 5 Gram Panchayats in the Ganjam District of Orissa, states that it's a myth that women will not participate effectively due to lack of education, ignorance and assetlessness. Her study was conducted in two phases, first immediately after the Panchayat elections and

then after 9 months. It was found that women's attendance as well as their participation had increased considerably in the second phase.

However, certain studies reveal that though women's representation in Panchayati Raj bodies is significant in terms of number, yet their participation in decision-making is very low. It is often seen that husbands and family members influence the women representatives in taking decisions. In most cases the women representatives were ignored and were influenced by male family members. Illiteracy, poverty, lack of awareness and communication skills, and family responsibilities are the major factors, identified by scholars, which hinder women's participation in decision-making (Mishra, 1998; Panda, 1999; ISED, 1998).

VII. The Research Problem

The present research intends to analyse participation of the elected representatives in the Gram Panchayats and to see how 'power' is shared and exercised in the context of Panchayats. Special emphasis will also be made to analyse the participation of members of weaker sections, specifically Scheduled Castes, Scheduled Tribes and women in the Panchayats. Even though in principle Indian democracy affirms popular political participation of all segments of society through universal adult suffrage, certain sections of society remain neglected. Very often, power has been concentrated in the hands of a few upper caste and upper class people in the rural societies, the elite (even if, on occasion, they do not have formal political authority), who are the prime decision makers (Pasayat and Barik, 1998; Inbanathan, 2000). However, the Seventy Third Constitutional Amendment Act, 1992 accords women and Scheduled Caste and Scheduled Tribe members, as elected representatives, a status that raises them above their earlier situation as only women and/or just Scheduled Castes and Scheduled Tribe. Some have also become Presidents or Vice-Presidents of the Grama Panchayats (Inbanathan, 1999). Reservation of seats obviously increases their numbers in the Panchayati Raj Institutions, but whether this provides them with power in rural political institutions remains to be examined; which the present research attempts to do. The research work will be carried out in the state of Orissa, where a high proportion of the population belongs to disadvantaged groups.

VIII. Objectives

The broad objective of the study is to examine the power relations in the rural social structure, in the context of Panchayats. The objectives listed below are essentially related, and there would be some overlap. They are listed separately only to identify the focus of the study. The specific objectives of the study may be stated as follows:

- 1. To examine the relationship between the social structure and power; and the factors which influence the distribution of power in the Panchayats.**
- 2. To analyse the political participation of the representatives of disadvantaged groups, such as SCs, STs and women, who have been elected through affirmative action;**
- 3. To examine the influence and power of rural elites and their effect on the functioning of the Panchayats.**

IX. Methodology

The research work for the proposed study will be carried out in Orissa. Four Gram Panchayats will be selected purposively. The criteria for choosing the Panchayats will be as follows:

- That the four Gram Panchayats should have a Scheduled Caste, Scheduled Tribe, Woman and a general caste president.
- That all the four Gram Panchayats should fall within one Panchayat Samiti.
- That the four Gram Panchayats should not be geographically close to each other.

Sources of Data

For the proposed study, data will be collected both from primary and secondary sources. The secondary sources will include books and journals, etc. The primary data will be collected from the field study.

Selection of the Respondents

There will be 2 sets of respondents for the proposed study. The first set will include the office bearers and other elected representatives of the four selected Gram Panchayats. The second set of respondents will be drawn from the villages of the four selected Gram Panchayats, keeping in mind that the sample represents almost all sections of society.

Methods and Tools of Collecting Data

A combination of interview method and focused group discussion method will be used for the study. Primary data from the field will be collected with the help of a structured and a semi-structured interview schedule. The structured schedule will be used to interview the members of the Gram Panchayats. The semi - structured interview schedule will be used to elicit relevant information from the sample drawn from the villages. In addition, focussed group discussion will be made in different villages to gauge the perceptions of the people about the functioning of the Panchayats.

Reputational Approach² will be used for the respondents selected from the villages of the four Gram Panchayats to identify the elites in the villages. The respondents will be asked to name the influential persons in their villages, why they are influential and what are the objective conditions of their high status. After the information from respondents is collected, few from the list of elites will be selected for the study.

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End Notes

¹ Parsons in 1951 developed the AGIL Model, which represents Adaptation, Goal Attainment, Integration and Latent Pattern Maintenance, in 'The Social System', Macmillan Publishing Co. Inc, New York.

² In the context of Community Power Structure, Reputational Approach was first used by Hunter (1953) and Angell (1951). There are several variations of this approach, but irrespective of those variants, the respondents are desired to name influential persons in the community. The basic assumption of this approach is that respondents understand the question well and they are able to perceive the power structure accurately. The respondents may form a panel of knowledgeable or they may be selected through a 'snow ball'. They may also be randomly selected from a cross-section of the population. Nominations are secured from the respondents, and then a cut-off point is decided; and those who obtain a larger number of nominations above the cut-off point, are considered to be elites (Lal, 1999: 158; Singh, 1973: 15 - 19 and Mitra, 1991: 397).

Dear Sri LC Jain,
Many thanks for the report of the FELG + Lok Satta report. It is very encouraging. I am forwarding it to convenors of the Jan Swasthya Abhiyan. Enclosed is a copy of the evolving programme of the International Health Forum. With regards to you

pol-3-

From: L.C. Jain <lcjain@vsnl.vsnl.net.in>
To: 'Thelma Narayan' <sochara@vsnl.com>
Sent: Monday, December 22, 2003 11:53 AM
Attach: LS Newsletter Sept 03.pdf
Subject: Fw: Report on one crore (10 million) signature campaign for local government empowerment

For your information

LCJain
----- Original Message -----
From: Lok Satta
To: Lok Satta
Sent: Thursday, October 23, 2003 7:42 PM
Subject: Report on one crore (10 million) signature campaign for local government empowerment

Sub: Report on the concluding celebrations of the one crore (10 million) signature campaign for local government empowerment and workshop on deepening democracy

Dear Friends,

As you know, Federation for Empowerment of Local Governments (FELG) and LOK SATTa launched a campaign to collect "one crore" (ten million) signatures in support of local government empowerment in Andhra Pradesh on the 9th of August. The campaign officially concluded on the 2nd of October.

Now we are proud to announce that we have exceeded the target of 1 crore signatures. The tally of signatures attired as of current information is 1,06,32,818 (go to www.loksatta.org/felgreport.htm for detailed information on the campaign and related events). More significantly, we made the people understand the importance of local government empowerment. This historic effort, never before attempted on such a scale on an issue, which has neither emotive nor religious appeal, is unparalleled in India. Thanks to the efforts of thousands of volunteers who have toiled day and night for the past 10 weeks, we succeeded in not only meeting the numeric targets but also in making the people realize that local government empowerment is not a trade union issue of elected representatives but an issue which will truly empower them and improve their quality of life profoundly.

The most significant aspect of the campaign is that it evolved as a genuine people's movement, which cannot be ignored by the political process. Now for the first time in our democracy, instead of the parties setting agendas through their manifestos at Campaign time, the people have set their own agenda. The voices of one crore people have resonance and the parties will have to respond. The ball is now in the court of political parties. We are sure this assertion of public opinion will force parties to include this agenda in their election manifestos and through civil society pressure, we will ensure that they follow up on their promises. In a democracy the citizen is the ultimate sovereign. If the parties fail to respond and choose to ignore the voices of one crore people, and refuse to devolve power, then people will respond fittingly at the ballot box.

Delegates from FELG and LOK SATTa called on the chief minister Sri Chandrababu Naidu as well as the Congress legislature party Sri Y S Rajasekhar Reddy and presented a memorandum outlining the specific measures that we are seeking towards devolution of powers to local governments. Sri Reddy gave us an assurance that if his party comes to power, the first signature to be affixed will be to empower local governments. Sri Naidu restated his party's oft-repeated commitment that they are all for devolution and requested the Cabinet Committee for local governments to study the issue. We have also written to other major political parties in the state seeking their support in this endeavour.

We sought a separate interaction with the Cabinet Committee on local governments and will work with them in the coming weeks and months to negotiate the specific measures to be enacted to give a concrete shape to local government empowerment.

LOK SATTa organized a massive public meeting on October 19th in Hyderabad to celebrate the historic achievement of collecting one crore signatures. Thousands of activists representing tens of millions of voices across the state of Andhra Pradesh and noted activists from other states notably Sri LC Jain, Dr. George Mathew, Dr PV Shenoi, Sri SV Raju, Sri AK Venkata Subramanian, Sri Elango Rangaswamy, Smt Shanta Sinha, Dr Bhaskara Rao, Sri Mayank Gandhi and others participated in the colorful celebrations and

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expressed their solidarity in support of the movement. The celebrations featured inspiring performances by local folk artists, songs, ghazals and messages from a few noted leaders. The event truly captured the spirit of people's empowerment and was broadcast live by cable channels in Hyderabad.

About 8000 people participated in the meeting, and the Lalitha Kala Thoranam was jam-packed, with hundreds standing for want of seats. Nearly half the participants came from outside Hyderabad at their own expense for travel, lodge and board. Several hundreds of people traveled from far off places at distances ranging from 300 to 800 kms. The serene Lalitha Kala Thoranam turned into a sea of people who thronged it to witness an unusual and an innovative cultural fest. The need for reforming the Indian democracy was subtly depicted in the cultural programmes. For instance, the magic show depicted how public money "magically" vanishes from the coffers and the melodious voice of noted music composer Vande Maataram Srinivas urged the citizens to participate in the second freedom struggle. "Praja Netai Mandali" demonstrated through their popular "palle sudulu" the pain that they endure due to centralized bad governance, which struck a chord with the audience. The success of the cultural fest demonstrates that the various art forms can be used imaginatively to communicate ideas and build public opinion on governance reforms. It also provided an opportunity to examine seriously and experiment with various art forms, which can be used in our future endeavors to communicate our ideas at the state and national level. The live telecast of the cultural fest by C-Channel and IN-Cable validated the argument that commercial enterprises would willingly carry the message of reform if they are convincingly persuaded and if the programmes are creatively packaged. This was widely regarded as the largest gathering in decades at a meeting unrelated to political parties, caste or religion. It had a profound impact on the public discourse in the state and put local government empowerment, and electoral and political reform on center stage.

Massive public participation in the procession and the cultural fest has demonstrated that people can be mobilized in this country, even on constructive issues devoid of sectarian prejudice or emotion, on a large scale. This shows that genuine peoples' participation on a mass scale is dependent on the clarity, credibility and creativity of the message. The success of the one-core signature campaign and the public participation in the cultural fest can also be gauged from the fact that the major political players across the political spectrum in Andhra Pradesh have taken note of the achievement and are giving appropriate sound bites on local governments. LOK SATTVA is now pressurizing various political parties to explicitly state their views on empowerment of local governments. A sprinkling of the media coverage can be seen at www.loksatta.org/feelgreport.htm

On the following day, i.e. the 20th of October, we held a workshop with the theme: "Deepening Democracy – An Agenda for Action". Our partners from other states and a few distinguished civil society representatives from Hyderabad participated in the workshop. The workshop has attempted to identify a pan-Indian reform agenda, which can be pursued simultaneously in various states, in an attempt to identify distinct advocacy issues at the state and national level, the agenda for the workshop has been spilt into three sections – first, Local Governments, second governance agenda that can be pursued at the state level and finally the National Campaign for Electoral and Governance Reforms.

The discussion on the local governments focused on constitutional amendments, administrative measures and the necessity of public campaigns for strengthening of local governments. Taking cognizance of the lack of functional devolution to local governments, the following steps for further action have been discussed.

- Specific constitutional amendments to strengthen local governments, in line with the public commitment of both the prime minister and the leader of the opposition
- Forming a Federation for Empowerment of Local Governments (FELG) in each state
- Launching mass campaigns in select states on similar lines of AP
- Constituting Association of Local Governments of India (ALGI) at national level for collective action
- Measures for capacity building of elected local government representatives in each state
- Need for constant interaction and mutual support
- Documentation and sharing of best practices

The following state and local goals have been identified for further action at the workshop.

- Implementation of Right to Information with compensation for delays.
- Citizen's charters with compensation for delays
- Empowerment of local governments and empowerment of stakeholders
- Empowerment of ward committees – for each ward
- Toilets for every household
- Comprehensive rural health care (Dr Arolo model)

- Local Courts for speedy justice. (patterned after the Draft Bill in AP)
- Independent and effective anti-corruption agency in each state (Karnataka Lok Ayukta model)
- Police reforms at the state level
- Independent crime investigation
- Elimination of corruption in subordinate judiciary (Maharashtra model)

The workshop focused on various **methods of citizen action** such as Peoples' Watch and special techniques for mass mobilization such as signature/ballot campaigns, for collective and informed assertion of people.

The workshop discussed in detail the recent reform initiatives and expressed satisfaction that the political parties are showing signs of responding positively to people's urges. The mandatory disclosure of candidate details is an important step in the direction of empowering voters. The recent political funding reform legislation enacted in September 2003, is a far reaching step in opening up legitimate funding avenues to parties and cleansing our electoral process. This is one of the most vital pieces of legislation in the history of our democracy. Several other important initiatives and the broad bipartisan support to them indicate that parties are alive to the urgent need for political reforms. The workshop therefore emphasized the need for bringing in the other reform initiatives such as making the post office as a nodal agency for voter registration, constituting Indian Judicial Service and reconstituting independent crime investigation.

It was broadly agreed that the most fundamental reforms required in our governance are in the electoral system. Faulty electoral system and excessive, unaccounted and illegitimate expenditure in elections have been identified as the root causes of corruption and mis-governance in the country. Therefore, systemic changes such as proportional representation and direct election of the head of the government at state and local levels were endorsed as the key reforms for which collective struggle should be launched. The members in the workshop observed that it is imperative to institutionalize and strengthen the National Campaign for Electoral and Governance Reforms and create a powerful national platform of like-minded institutions/individuals for democratic reforms. A national communication campaign will be launched soon to mobilize public opinion and to persuade the youth, media, opinion makers and political parties.

Friends, the people are ready for change and the country is poised for a fundamental transformation. It is our task to channel this desire for change positively and ensure that we transform India into a country where every child can aspire to fulfill their potential and enable India to claim her position as a great nation in keeping with our history and civilization. There is absolutely no room for cynicism or despair. The events of the past few months in AP conclusively establish that the time for fundamental change is ripe. We only need clarity of purpose, a sense of direction, and practical, effective action.

We thank all the thousands of activists and well-wishers from all corners of India and the globe for their encouragement and support. It is this support, which sustained us through difficult times. All of us, wherever we are, seek the same goals and are united in our purpose and methods. LOK SATTA is only a platform for collective action. It is this sustained activity and collective assertion by millions, which makes a difference.

Jayaprakash Narayan
National Coordinator

ps: please find attached Lok Satta News Letter for the period June-September 2003