

# Issues and Challenges of local Self-Governance in Karnataka State

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*Abstract: This paper made a modest attempt the issues and challenges of local self-Governance in Karnataka state. The 73rd and the 74th amendments to the constitution of India, enacted in 1992, lay down ground rules with basic structural framework for decentralized governance at district and lower levels which can sustain themselves against external interference and emerge as effective and strong people's institutions. The Amendments mandate that every state shall establish a three-tier system of Panchayat, at the village, Taluk and district levels. State of Karnataka is mainly dependent on agriculture, nearly 65 per cent of the people residing in rural areas. So, in the rural area the panchayaths, taluk areas taluk panchayaths and district level Zilla Panchayath have to be involved in planning, decision making, monitoring and execution of development programmes in order to facilitate the process of development in support of the Government, to cater the needs of the large number of populations. The state governments as well as PRIs are also addressing the issue through other means such as reduction of personnel through privatization, issue of secured redeemable bonds, user charges for services, etc. Besides, the Government of India decided to allow direct lending to Gram Panchayat, Self Help Groups and NGOs for providing roads, drinking water, primary schools, Govt must self-rule through grants and by conferring autonomy on them. When there is a financial resource are adequate in LSG with issues and challenges, they can make wonders.*

**Key words:** local Self – governance, Grama Panchayath, Development, Villages, Panning.

## Introduction

The important Attributes of good governance must be determined by the nation's vision of the larger social and economic goal(s) and the value system has to promote. to reach a consensus in the case the latter is extremely difficult. It is however, possible to move towards a minimal common agenda across the spectrum of political thinking on a value system that would be promoted through panchayath Raj system. In this connection Govt. of India introduced 73rd and 74th Constitutional Amendments and were passed by Parliament in December, 1992. Through these amendments local self-governance was introduced in rural and urban India. Panchayati Raj Institutions (PRIs) are the best instruments to meet the needs of people as the programmes are a manifestation of the needs of the masses at local level. Three-tier system of panchayats at village, intermediate block/taluk/Mandal and district levels except in States with population is below 20 lakhs (Article 243B).in Karnataka with the introduction of panchayath raj act 1993, the local self Govt. (LSG) became popular. The state of Karnataka in India has been in the forefront of administrative decentralization and

devolution of powers to the panchayats as envisaged in the Constitution. It has been observed that the Panchayat Raj institution's structure in Karnataka has now been stabilized and strengthened with four elections. The Gram panchayat are responsible for the overall development of the village and play a key role in providing basic services for the rural health and well-being of rural people, like, Rural Road, drinking water and sanitation. LSG also approve of the plans, programmes and projects for social and economic development. LSG will take up for implementation by the Panchayat at the village level (Panchayat at the village level is otherwise known as Gram Panchayat). It is also responsible for the identification or selection of persons as beneficiaries under the poverty alleviation, employment generation and other programmes. Every LSG at the village level are obtaining from the Gram Sabha a certification of utilization of funds for programmes and projects implemented at various schemes, by the Panchayat for such plans are approved by LSG. However, increasing role of Market Mechanism, civil societies and non-government organizations cannot compensate the inadequacies of governance, even though their role is crucial in shaping the quality of governance. Government is the important point for instituting good governance as all other institutions function within the overall institutional framework provided by the government to meet needs of the people. An incremental approach to quality of governance cannot meet the emerging challenge of rapid is needed.

### **Statement of Problem**

It is very important in the local self-government it is needed good governance, to address the issues and challenges to the effectiveness of functions of panchayath Raj institutions, the first question raised in this study is for what purpose is the Panchayath Raj are functioning? In the process of effective functioning of Panchayath Raj Institutions the ideal administration, good governance is needed. When they function through the elected members of political parties can interact among all publics about their needs of the localities, this will enhance the quality of administration, governance, easy to reach and they can also communicate efficiently and effectively with different types of the people. Thus, the objective of this research is to explore the issues and challenges of Panchayath Raj by the use elected members in the good governance process. The main purpose of this research is to expand on existing local self govt research literature and create greater scope for further research, this study also explores the relationship between the effects of good governance of local self-government and reach people at different level according to their local needs.

### **Research questions**

1. Which is the most important challenging issue in the local self-governance.
2. Why political parties taking more serious about local self – governance elections.

### **Objectives of the study.**

1. To highlight impact of issues and challenges on local self -governance
2. To enlist different functions of local self- government.

In the present study is focused through Interpretative phenomenological analysis (IPA) of qualitative research methodology has been used in this research. The study was conducted among the different aged people, who have involved in Panchayath Raj institutions active participation in state of Karnataka, India Only few selected are selected, Semi-structured in-depth interviews were conducted to understand the issues and challenges of Panchayath raj governance.

### **History of panchayath raj system and composition.**

The development of panchayath Raj system is analysed in India can be starting from Vedic period, in Vedas old Sanskrit scriptures, word 'Panchayati' has been mentioned which means a group of five persons, including a spiritual man. later the concept of the inclusion of a spiritual man in such groups vanished so this is real beginning of the solving problem at local level. In the Rigveda, there is a mention of Sabha, Samiti and Vedanta as local self-units. These were the democratic bodies at the local level. The king used to get the approval of these bodies regarding certain functions and decisions. Epic Era indicates the two great epic periods of India, that is, the Ramayana and the Mahabharata. The study of Ramayana indicates that the administration was divided into two-part Pur and Janpad or city and village. In India Local self govt. which consist consists of the Panchayati Raj Institutions (PRIs) through which the self- government of villages is realized. They are tasked with "economic development, strengthening social justice and implementation of Central and State Government Schemes including those 29 subjects listed in the Eleventh Schedule. the Gram Panchayats at village level the Panchayat Samiti at block level and the Zila Parishad at district level. In states or Union Territories with less than two million inhabitants there are only two levels of PRIs. Local government in India refers to governmental jurisdictions below the level of the state. India is a federal republic with three spheres of government: central, state and local. The 73rd and 74th constitutional amendments give recognition and protection to local governments and in addition each state has its own local government legislation. Since 1992, local government in India takes place in two very distinct forms. Urban localities, covered in the 74th amendment to the Constitution, have Nagar Palika but derive their powers from the individual state governments, while the powers of rural localities have been formalized under the *Panchayati raj* system, under the 73rd amendment to the Constitution. Within the Administrative setup of India, the democratically elected Local self-governance bodies are called the "*municipalities*" (abbreviated as the "*MC*") in urban areas and the "*Panchayati Raj Institutes (PRI)*" (simply called the "*panchayats*") in rural areas. There are 3 types of municipalities based on the population, Municipal Corporation (Nagar Nigam) with more than 1 million population, Municipal Councils (Nagar Palika) with more than 25,000 and less than 1 million population, and Municipal Committee (Nagar Panchayat) with more than 10,000 and less than 25,000 population. PRIs in rural areas have 3 hierarchies of panchayats, Gram panchayats at village level, Mandal or block panchayats at block level, and Zilla panchayats at district level. The development of local self govt. for the first instance Panchayat Raj system was first adopted by the state of Rajasthan in Nagpur district on 2 Oct 1959 but first started by Andhra Pradesh. During the 1950s and 60s, other state governments adopted this system as laws were passed to establish panchayats in various states. The Gram Sabha consists of all registered voters living

in the area of a Gram Panchayat and is the organization through which village inhabitants participate directly in local government. Elections for the members of the Panchayats at all levels take place every five years. The Panchayats must include members of Scheduled Castes (SCs) and Scheduled Tribes (STs) in the same proportion as in the general population. One third of all seats and chairperson posts must be reserved for women, in some state's half of all seats and chairperson posts. In Karnataka the Mysore Government in 1902 passed the Mysore Local Boards Act with a view to revealing the rural local Government. In 1918, the Mysore Government enacted the Mysore Local Boards and Village Panchayat Act making provisions for elected representatives at the district and taluk levels. The first independent legislation on Panchayat Raj Institutions was enacted by the Ramakrishna Hegde Government in 1983 and was brought into effect from April 1987 with the first elections to these local bodies in rural areas. The modern Panchayati Raj system was introduced in India by the 73rd constitutional amendment in 1993, although it is based upon the historical Panchayati raj system. It introduced in India in April 1993 as the 73rd Amendment to the Constitution, following a study conducted by a number of Indian committees on various ways of implementing a more decentralized administration. This was amended during 1993. Structure of PRIs Grama Panchayat Section 4 of the PRI Act provides for constituting Panchayat for the area comprising of a village or group of villages having a population of 5000 and not more than 7000. Taluk Panchayat Samiti Section 145 of the Act lists four main functions with 28 detailed functions to be performed by the Panchayat. Zilla Panchayat Section 184 of the Act lists four main functions and 29 detailed functions are given in Schedule, there are 5 Standing Committees: Finance, Audit and Planning Committee, General Standing Committee, Social Justice Committee, Education and Health at the various level. The Panchayath is headed by the Adyaksha and assisted by the Upadyaksha, a team of elected members, and MLAs, MLCs and MPs who are ex-officio members of ZP. elected members who take decisions regarding the financial, social and developmental matters of the district. There are 5 sub-committees, Planning, Finance and Audit sub-committee headed by the ZP Adyaksha, General Standing sub-committee headed by ZP Upadyaksha, Education and Health sub-committee, Agriculture and Industry sub-committee, Social Justice sub-committee. The executing authority is the Chief Executive Officer appointed by the Government. The Chief Executive Officer is assisted by The Deputy Secretary (ADM) The Deputy Secretary (DEV) The Chief Planning Officer, The Chief Accounts Officer and Project Director

### **An analysis of functions, issues and challenges of LSG**

The LSG in rural, semi-rural and urban areas issue of ambiguity in the division of functions and funds has allowed concentration of powers with the states and thereby restraining the elective representatives who are more aware and sensitive to the ground level issues to take control. The impact upon the daily life of the citizen of the functions which local authorities carry out. Local Government provides public amenities and services which are necessary for the convenience, healthful living and welfare of the individual and the community. Local Governments both in urban and rural areas have, thus, to shoulder manifold and complex responsibilities. The central and state governments are conscious of the short-comings from which local government suffered in the past. It is to generate proposals and determine the priority of all schemes and development programmes to be

implemented in the Panchayat area by the Ward Sabhas through the GramaPanchayat any development is observed with proper planning so, LSG has plan properly for ideal implementation of govt schemes in the expected manner. The increasing complexity of societal problems has changed governing forms and multi-level governance systems have emerged of which local government is a part. the societies have become more globalised, urbanised and socially diverse. Low voter turnout and weaker political parties are undermining traditional forms of local representative democracy. Resource scarcity, in many countries linked to the financial crisis, and aging and more ethnically mixed populations put pressures on local services. LSG has to identify and select the most eligible persons from the Panchayat area for beneficiary-oriented schemes on the basis of criteria fixed by the GramaPanchayat and Govt. LSG need to conserve and maintain public properties such as Gomala, tanks, tank beds, ground water, grazing grounds of the cattle, mines etc., within the limits of the Gram Panchayats there by public property will be protected by the people representatives, but here there are some issues people representatives sometimes they working not favouring to the system. The local self-governments have their own advantages. Some of them are, Quick and easy solutions at low levels Encourages local political and social leadership, new experiments can be made with respect to new laws in a grass root level has to take action to prevent discrimination on the basis of caste, religion and sex etc., which will bring social inclusion but some places it is challenging. Gram Panchayaths to not to grant license to shops vending liquor or narcotic drugs or place of gambling or any other activities prejudicial to public interest, using power grama panchayats are some of places they are showing discriminatory character in practice. LSG has to identity the child labourers fany, present within the limits of the Grama Panchayaths and to take action to rehabilitate them and to assist in implementation of the legal action specified by the Central and State Government but this is not implemented in Some of LSG are grey area is the lack of adequate funds. There is a need to enlarge the domain of panchayats to be able to raise their own funds it is also challenging in nature. The interference of area MPs and MLAs in the functioning of panchayats also adversely affected their performance. The transfer of various governance functions like the provision of education, health, sanitation, and water was not mandated. Instead, the amendment listed the functions that could be transferred, and left it to the state legislature to actually devolve functions in this area they need to be perform in very effective manner. There has been very little devolution of authority and functions in the last 26 years. LSG has to disseminate information on development and welfare programmes and to render assistance in effective implementation of development schemes by providing facilities locally available and to provide feedback on the performance of the same since these institutions.

### **Finding of the study**

Panchayat Raj system ensures greater participation of people in rural development programs. ULBs ensures greater participation of people in semi urban for development programs and Mahanagara Palike ensures greater participation of people in semi urban for development programs. Panchayats function as institutions of self-governance and it settles disputes between villages and individuals and this power has been decentralized by Government of India to function at the village level. The success of the Genuine fiscal federalism i.e., fiscal



autonomy accompanied by fiscal responsibility can provide a long-term solution without this PRIs will only be an expensive failure. State govt should adopt the concept of 'activity mapping, wherein each state clearly delegates the responsibilities and roles for the different tiers of the government. Rural people's issues are addressed at the grass-roots level by local self-government. It gains democracy. This governance structure is well-suited to the needs of a single village. The burden of responsibility imposed on the state government is significantly diminished by the local government. Any important and vibrant Grama Sabha is essential for the effective functioning of Village Panchayats by promoting transparency and accountability in administration, enhancing public participation in the planning and implementation of schemes and in the choice of beneficiaries, and paving the way for social audit though it is a challenge one but, require to achieve it. The important problems Unscientific distribution of functions, Incompatible relation between the three-tiers, Inadequate finance, Lack of cordial relation between officials and people, Lack of conceptual clarity, Undemocratic composition of various Panchayati Raj institutions, Disillusionment on structural-functional front there is need for bottom-up planning by adapting all levels Govt. schemes, especially at the village level, semi urban level based on grassroots inputs received from Gram Sabha and patina panchayaths Such practices need to be replicated in other states for strengthening the true character of local self-governance.

## Conclusion

The manipulative nature of rural politics, semiurban politics and Mahanagara Palike politics is manifest in the techniques used at the time of elections. The research observes that the caste system in rural India as well as urban India has made a mockery of the concept of rural development. Even the Panchayat elections are fought on caste grounds and the traditional dominant castes have manoeuvred in such a way that they still occupy the positions of power in the changed set-up. At the village level the need of the hour is to bring about a holistic change in the lives of beneficiaries among the villagers by uplifting their socio-economic and health status through effective linkages by different govt schemes for this platform is LSG are most important. In this connection Government should take remedial action in the interest of Rural people, The PRIs in Karnataka suffer from certain colonial hangovers. The ZPs have been given only administrative roles. The hangover thus continues even today. In the political parties Once, the dominant castes have managed to occupy important positions where the decisions are made, they find it easy to manipulate the plans to serve their best interests. With this, the schism of caste grows wider day by day, alienating the low castes farther and farther from participating in rural development programmes. A strong decentralized authority is needed at district level, in order to strengthen panchayat administration in the state. Karnataka government has undoubtedly taken a number of steps to grant greater responsibilities, powers and financial resources to the PRIs. setting up of a Social Justice Committee to safeguard and promote the interests of the vulnerable social and economic groups, imparting training to Panchayat members etc. LSG play vital role in social inclusion and cooperative federalism. People's demands for the sustainable decentralisation and advocacy should focus on a decentralisation agenda. The framework needs to be evolved to accommodate the demand for decentralisation. It is important to have clarity in the assignment of functions and the local governments should have clear and independent sources of finance then only complete success of LSG is possible. The different committees

suggested locating means to ensure availability of adequate financial resources for Panchayati Raj Institutions. We can suggest a pattern of compulsory and optional levies for PRIs in order to enable them to function effectively.

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