

CHAPTER - V

**FUNCTIONING OF DEMOCRATIC DECENTRALIZATION
IN SANKONATTI MANDAL**

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Until 1968, Sankonatti and some other villages were the hamlet areas of Athani. From 1968, Sankonatti, Chikkatti, Masaraguppi, Hosatti, Devaradderatti, Vadratti and Murgundi had their Village Panchayat, which functioned upto March 1987 at Sankonatti.¹ By the introduction of the new system of Panchayati Raj in Karnatak under the Zilla Parishads...Act of 1983, the Village Panchayats got abolished. In their place, the Mandal Panchayats got constituted covering a larger population and wider area than that of the Village Panchayats. In view of this change, the Village Panchayat of Sankonatti was reconstituted as Athani Rural Mandal Panchayat which functions at Sonkanatti. In order to specify the area for the convenience of this study, the term 'Sankonatti Mandal' has been used.

The 'Sankonatti Mandal' is constituted by grouping of the seven villages, viz. Sankonatti, Halyal, Chikkati, Masaraguppi, Hosatti, Devaradderatti and Vadratti. The Mandal covers a population of 14,403. It covers a land area of 43,874 acres, out of which the irrigated area is 4,628.46 acres, unirrigated area 35,713.54 acres and an area not available for cultivation is 3,542 acres.²

The Mandal Panchayat is the lowest elected tier providing for wider area of "people's participation" indirectly or through their elected representatives. It is an essential point of democratic decentralization of people. Besides, it is also a basis for political, financial and administrative authorities. In order to achieve the economic

development of the villages at the grassroot level, the Mandal Panchayat is a revolutionary step undertaken by the Government. It has a final authority in the formulation of plans for the development of the villages and in their implementation. It is composed of the representatives which are directly elected by the people on the basis of adult franchise; which is an important aspect in democratisation of rural government, to increase people's participation.

The Sankonatti Mandal consists of 29 members, out of which 7 members belong to scheduled castes, 6 of women and 16 members belong to the general category. There is a provision for nominated member under the Act of 1983. Accordingly, one member was nominated by the Mandal from the backward-classes, but that has been cancelled by the order of the High Court. Elections were held to constitute Mandal Panchayats and Zilla Parishads in the first week of January 1987 and the bodies started functioning from 1.4.1987. The tenure of the members of the Mandal Panchayat is five years.

Elections were held in Sankonatti Mandal on 20.4.1987 to elect the office-bearers, viz. the Pradhan and Upapradhan. The Pradhan is a Presiding Officer of the Mandal. He convenes and conducts the meetings of the Mandal. In his absence, the meetings of the Mandal can be conducted by the Upapradhan. All the members of the Mandal are paid a daily allowance of Rs.15/- per day and per head to attend the meetings of the Mandal and its committees. The meetings of the Mandal are conducted atleast once in a month. The proceedings and deliberations are in Kannada. These are prepared and maintained by the Mandal Panchayat Secretary. The Secretary has been appointed by the Zilla Parishad, who belongs to the First Division Clerk cadre of the

Government. The secretary has the responsibility of administrative management. As per the Act, a provision is made to appoint temporary employees for the collection of taxes who will be paid by the Mandal Panchayats, out of the Mandal Panchayat funds. Accordingly, two temporary employees, viz. one clerk and another peon, have been appointed by the Mandal.

Under the provisions of the Act, the Mandal can constitute three sub-committees, these are: Production Committee, Social Justice Committee and Amenities Committee. On 30.10.1987, under Resolution no.12, these committees were constituted. All the three committees are consisting of 5 members each. The Production Committee and the Social Justice Committee are presided over by the Pradhan and the Amenities Committee is presided over by the Upapradhan.

The meetings of the Mandal are conducted at 11.00 AM and sometimes in the afternoon. Almost all meetings convened by the Pradhan and the Upapradhan are conducted and no meeting has been ever dissolved for the want of quorum; 85% of the members attend all the meetings convened by the Mandal; which speaks of the attendance and interest of the members.

The success of the Panchayati Raj system very much depends on the efficiency of the office bearers of the various bodies at different levels. The office bearers of the Mandal are the Pradhan and the Upapradhan. The Pradhan is a literate young man of enough patience. He tries to convince the members, whenever there are problems in respect of their own wards and the people. He conducts the meetings judiciously and regularly. He is the chairman of two sub-committees, viz. the Production Committee and the Social Justice Committee.

He supervises the various programmes undertaken within the jurisdiction of the Mandal. He is a responsible person devoted to the cause of development. He is regular in attending the Taluka Panchayat Samiti meetings. He has been paid an honorarium of Rs.300/- per month. While interviewing him, he told that the procedure for getting sanction for development projects is tedious. In-time sanctions are not received by the Mandal. The delay is caused by the technical officers. For undertaking even of the small projects, there is a need to get technical sanction, and after getting technical sanction from the Zilla Parishad's Technical Division, there is a need to get administrative sanction by the Mandal. This is undermining the need and necessity of the work. In this context, the bureaucratic tendencies continue to play their role.

The Upapradhan at Sankonatti is older in age and is more literate than the Pradhan. He presides over the meetings of the Mandal, whenever the Pradhan remains absent and he also acts as the Chairman of the Amenities Committee of the Mandal. He even presides over the meetings of the Gramsabha in the absence of the Pradhan. He is also sincere for the cause of development. He has been paid an honorarium of Rs.150/- per month.

On the office side, there is the Panchayat Secretary, who is an Arts Graduate and having a lot of experience in the Agriculture Department, before his appointment as the Secretary. The Secretary is a thorough gentleman and he properly guides the non-officials and the people of the Mandal. He has maintained all the registers and other records upto date. Although overburdened in his work, he manages the affairs of the Mandal and has maintained everything very well.

The official and non-official relations are cordial. They have mutual trust and respect. Both are trained in their duties and responsibilities. With this sort of coherence, the Mandal functions well.

The proceedings collected from 27.8.87 to 28.3.89 will point out regarding the discussions and decisions taken up by the Sankonatti Mandal pertaining to the following subjects:

Sr. No.	Subject	Date	Resolu- tion No.	Page No.
i) Supply of Drinking Water:				
1.	Pumped water supply from Athani Second Lift Centre to Sankonatti.	27.11.87	10	21-22
2.	Extension of water supply to different places for public purpose at Sankonatti.	28.12.87	12	30
3.	Mini-water supply scheme at Chikkati and Hosatti.	28.12.87	15	31
4.	Drilling of 5 borewells within the Mandal.	28.12.87	16	31
5.	Setting up of additional pumps for water supply to Sankonatti.	30. 1.88	8	4
6.	Drilling of 4 borewells.	30. 1.88	18	9
7.	National Rural Water supply scheme at Halyal.	28. 3.88	3	18
8.	Setting of handpump to private borewell for public purpose at Sankonatti.	13. 5.88	5	26
9.	Purchase of materials for repairing borewells.	30. 6.88	11	7
10.	Construction of percolation water tanks.	30. 6.88	19	11

Sr. No.	Subject	Date	Resolution No.	Page No.
11.	Repair of pipeline at Sankonatti	30. 7.88	13	13
12.	Donation of area for borewell at Hosatti by a private individual.	30. 8.88	6	3
13.	Appointment of sub-committee to solve water supply problem at Sankonatti	30.10.88	12	14
14.	Independent water supply scheme at Sankonatti.	28. 2.88	12	73-74
ii) Supply of Electricity:				
1.	Purchase of electrical materials	27. 8.87	6	9
2.	Purchase of electrical materials	30.10.87	9	14
3.	Extension of streetlight among 6 villages.	27.11.87	13	22-23
4.	Replacing of Transformer	28.12.87	13	30
5.	Purchase of electrical materials	30. 1.88	20	10
6.	Supply of electricity to Shanti Colony	20. 2.88	7	13-14
7.	Purchase of electrical materials	30. 6.88	10	7
8.	Purchase of electrical materials	30. 7.88	5	3
9.	Purchase of bulbs and tubes	30. 7.88	19	16
10.	Distribution of tubelight sets among 4 villages.	30. 8.88	16	11
11.	Purchase of electrical materials	30.11.88	6	45-66
iii) Health and Family Welfare Programmes:				
1.	Implementation of family welfare programme, selection of couples for family welfare programme, co-operation with the family welfare programme camps, payment of incentives.	30.10.87	7	13-14

Sr. No.	Subject	Date	Resolution No.	Page No.
2.	Payment of Rs.25/- per couple under family welfare programme for 13 beneficiaries.	27.11.87	8	20-21
3.	Preventive measures for cholera and gastro-enteritis and implementation of family welfare programme.	30. 7.88	22	17
4.	Implementation of family welfare programme	31. 8.88	8	6-7
5.	Payment of Rs.25/- per couple for 19 beneficiaries.	28. 1.89	4	62-63.
iv) Housing:				
1.	Distribution of housing sites for landless and houseless labourers.	27.11.87	9	21
2.	Distribution of housing sites for landless and houseless labourers.	29. 9.88	7	5
3.	Acquiring land for the preparation of sites.	29. 9.88	13	7-8
5.	Selection of beneficiaries for housing: Allotment of number village-wise			
	a) selection of 32 beneficiaries for Housing & Urban Development Corporation and 18 for Low Cost Housing.	30. 6.88	13	8-9
	b) Selection of 5 beneficiaries for Housing and Urban Development Corporation and 3 for Low Cost Housing.	30. 7.88	11	12
	c) Changing of 2 beneficiaries under Housing & Urban Development Corpn.	29. 9.88	14	6

Sr. No.	Subjects	Date	Resolu- tion No.	Page No.
	d) Equality in the villages in distributing Janata Houses atleast 20 houses for a village.	30.10.88	13	16
	e) Selection of 45 beneficiaries for Janata Houses	30.11.88	10	48-49
	f) Changing of beneficiaries under Housing and Urban Development Corporation and Low Cost Housing.	29.12.88	6	54-55
	g) Grant by the Zilla Parishad to Low Cost Housing beneficiaries.	28. 2.88	16	75-76
v)	Education:			
	A) Pre-Primary:			
1.	Conversion of nutrition centre into an Anganwadi.	30. 1.88	17	9
2.	Supply of firewood to Anganwadi and special nutrition centres.	13. 5.88	7	5
	B) Primary:			
1.	Repair of school building in 7 places	30. 1.88	19	9-10
2.	Demand for Hostel for backward classes.	13. 5.88	19	34
3.	Repair of school building	30. 6.88	16	10
4.	Extension and repair of school buildings at 7 villages.	30. 8.88	12	7-10
5.	Repair of school building	29. 9.88	12	7
6.	Proper conduct and management of primary schools.	29. 9.88	12	7

Sr. No.	Subjects	Date	Regulation No.	Page No.
7.	Construction of school building at Halyal and Devaradderatti	28. 3.89	869	81-82
	C) National Adult Education Programme:			
1.	Payment of salary for adult education workers under NAEP by the Zilla Parishad, promotion of literacy programme.	28.12.87	8	29
2.	Commencement of 6 NAEP centres.	30. 6.88	12	8
	vi) Sanitation:			
1.	Construction of latrines for women.	27.11.87	5	19-20
	vii) Public Works:			
	Roads, Samaj-Mandir and Temple.			
1.	Repair of road by the Zilla parishad funds from Halyal Cross to Panchayat Office at Sankonatti	27. 8.87	7	10
2.	Repair of Roads by the Mandal funds	27. 8.87	7	10
	a) Masaraguppi Harijanakeri to Hanuman temple.			
	b) Devaradderatti Gate to Basava Temple.			
	c) Chikkati Basava Temple to Satti Road			
	d) Hosatti School to Nala			
	e) Halyal Maruti Temple to Darga.			
3.	Construction and repair of roads	30. 1.88	12	5-6
4.	Construction of Samaj Mandir at 5 villages	30. 1.88	16	8
5.	Repair of Roads	20. 2.88	13	16
6.	Repair of roads	30. 6.88	17	11
7.	Construction of roads	30. 6.88	18	11

Sr. No.	Subjects	Date	Regulation No.	Page No.
8.	Construction and repair of approach roads	30. 7.88	21	11
9.	Budget estimates for approach road from Devaradderatti to Agrani	30. 8.88	17	11
viii) Agriculture:				
1.	Seed Treatment by the Mandal	30. 8.88	14	10
2.	Purchase of Chemicals for Seed Treatment	30.11.88	13	50
ix) Small Savings Schemes and Banking:				
1.	Achievement of target of Rs.10,000 under small savings scheme.	30.10.87	8	14
2.	Achievement of target of Rs.1.0 lakh under Small Savings Scheme.	28.12.87	9	29
3.	Repairs to Bank building	29. 9.88	10	6
x) Selection of Beneficiaries for Different Schemes:				
1.	13 beneficiaries for Astravale	30.10.87	6	13
2.	One beneficiary for special component under Agricultural Department	30.10.87	16	17
3.	One beneficiary for special component under Horticulture Department	28.12.87	18	31-32
4.	One beneficiary for social forestry	20. 2.88	11	15
5.	Five beneficiaries under Horticulture Department.	30. 6.88	4	3
6.	Two beneficiaries for special component under Animal Husbandry.	30. 7.88	12	13
7.	One beneficiary under Horticulture Department.	30. 8.88	15	10

Sr. No.	Subject	Date	Resolution No.	Page No.
8.	5 beneficiaries under Million wells	29. 9.88	5	3-4
9.	10 beneficiaries under 75% subsidy by Department.	30.11.88	5	45
10.	Financial Assistance to 5 fishermen under the Department of Fisheries	29.12.88	16	58
11.	One beneficiary for special component under Agriculture Department.	28. 1.89	9	65
12.	One beneficiary under Animal Husbandry for breeding sheeps.	28. 1.89	11	65
xi) Other Development Programmes:				
1.	Discussion on Taliya Bhagya Yojana	27.11.87	7	20
2.	Utilisation of foodgrains under NREP	27.11.87	16	24-25
3.	Completion of on-going programmes.	28.12.87	11	30
4.	Undertaking of projects like road-gutters, latrines, etc., in 7 villages.	30. 7.88	7	6-8
5.	Changing of Projects under NREP	29.12.88	4	53
xii) Review of Progress:				
1.	IRDP projects like Negila Bhagya and surplus land and follow up measures	27.11.87	6	20
2.	IRDP Projects	28.12.87	5	28
xiii) Fire-Relief Measures:				
1.	Assistance to three victims at Hosatti, Halyal and Vadratti each.	28. 3.88	17	22
2.	Relief Assistance to 1 victim at Sankonatti.	13. 5.88	17	33

Sr. No.	Subject	Date	Resolu- tion No.	Page No.
xiv) Promotion of the Welfare of Scheduled Castes & Scheduled Tribes:				
1.	Allotment of one acre land for the site of residential school sponsored by the Social Welfare Department	30.10.87	3	12
2.	Membership of 60 persons into Co-operative Society at Halyal	20. 2.88	4	12
3.	Construction of latrines, repair of roads and Samaj Mandir at Harijankeri, supply of utensils, school bags for SCs and STs children.	29. 9.88	6	4-5
xv) Imposition and Collection of Taxes:				
1.	Increase of taxes on houses, shops, bicycles, professions, water, lighting, health and library.	30.10.87	5	12-13
2.	Imposition of tax on new shops	30. 1.88	4	2
3.	Imposition of tax on water supply	28. 3.88	6	19
4.	Appointment of Temporary Staff for the collection of taxes.	28. 3.88	7	20
5.	Imposition of taxes on the construction of buildings.	13, 5.88	13	29
6.	Imposition of tax on the transfer of immovable property.	28. 2.89	5	70-71
xvi) Matters concerned with the Mandal Panchayat Office:				
1.	Budget estimates for the purchase of furniture.	28.12.87	4	27

Sr. No.	Subject	Date	Resolu- tion No.	Page No.
2.	Purchase of bicycle and other materials	30.10.88	5	4
3.	Filling up of vacancy of clerk-cum- Accountant	30.10.88	16	17
4.	Purchase of utensils	28. 2.89	20	77

xvii) Other Matters:

1.	Allotment of site for Post Office	30. 6.88	3	3
2.	Demand for Bus facility to Belgaum	30. 7.88	15	14

From the above mentioned subjects, one can infer that rural problems have been left to rural people to be solved. Regular conduct of meetings and the attendance of the respective representatives at the convened meetings point to the generated sense of participation. Public responsibility and public accountability has increased to a very large extent, because problems like drinking water, electricity, agriculture, health-amenities are the basic requirements of the village life. As far as rural development is concerned, it cannot be completely relied on the national planning process or the State government process; instead it has to be left to the rural level planning, based on rural participation. This, to a very great extent, has been achieved, which can be stated on the basis of the minutes of the meetings held at Sankonatti.

Apart from the above matters, the problems relating to the registration and entry of private property have also been discussed in most of the meetings.

From the above matters, it can be said that it is not possible to give a clear-cut classification of civic and development functions because these are not mutually exclusive. Civic functions are the foundations of the process of development and as such, essential for meeting the challenges of human life. But development functions should not be understood at the cost of providing civic functions which cover various programmes relating to individual and the community, to achieve self-sufficiency of the both. They are further undertaken in phase-wise because the expected degree and kind of development cannot be achieved at once.

In this way, the Sankonatti Mandal has preferred the civic functions to provide basic necessities of human life. The problems relating to water supply, electricity, health and family welfare, housing, education, sanitation, etc., have been considerably discussed. Apart from these, the development programmes - project-wise and individual-wise such as public works like construction and repair of roads, Samaj Mandir, temple, etc.; agriculture, small savings; and selection of individual beneficiaries for different schemes, have been discussed at length. Relief measures were also brought up by the Mandal.

Another highlighting feature of the discussions is the promotion of the welfare of scheduled-castes and scheduled-tribes. The measures like allotment of site for residential school, membership of the co-operative society, repair of roads and Samaj Mandir, supply of utensils and school-bags for children belonging to scheduled-castes and scheduled-tribes are also laid before the Mandal. The problems of imposition and collection of taxes, matters relating to Mandal Office and the public grievances were also resolved.

The Mandal Panchayat, on an average, received an annual per capita grant of Rs.1,35,000/- from the Zilla Parishad. For distribution of this proportion among Mandals, Government have approved the following criteria:³

<u>Indicators</u>	<u>Weights %</u>
1. Population	50
2. Area of Mandal	15
3. Dryland Area	15
4. Agricultural Labour Population	10
5. Per Capita Resources Raised	10

There is another source of income to the Mandal, that is, 3% surcharge on the stamp-duty collected by the District Registration Officer. Apart from that, the Mandal collected the various taxes. The following Table indicates the various sources of income collected by the Mandal since the last two years. It can also be observed from the following Table that there is a 60% increase in the collection of taxes in the year 1988-89 in comparison to the taxes collected in 1987-88. Taxes on shops and lighting are collected from the year 1988-89.

A Finance Commission for Zilla Parishads and Mandal Panchayats has already been constituted as per Zilla Parishad Act to go into the problems of income and expenditure of these bodies.⁴ This Commission looks in those aspects which are related to revenue-sharing and then suggests a formula for allocating funds, covering both Plan and Non-Plan expenditures of Zilla Parishads and Mandal Panchayats. Till such time as the Commission gives its report and the Government takes a decision on it, the criteria suggested above is adopted.

A Statement showing the Income of Sankonatti Mandal for the last Two Years, viz.
from 1.4.1987 to 31.3.1988 and from 1.4.1988 to 31.3.1989.

YEAR	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
	Surcharge on Stamp Duty	House Tax	Health Tax	Education Tax	Library Tax	Rent on Building	Balance transfe- red from V.P.	Grant from the Zilla Parishad	Others	Tax on Shops	Lighting	TOTAL	
1.4.1987	-	1,914.25	311.06	184.17	99.67	390.00	823.84	1,66,550.00	213.00	-	-	1,70,485.99	
to													
31.3.1988													
1.4.1988	13,647.00	5,540.57	796.00	484.31	229.24	-	-	1,30,100.00	683.83	1,008.00	360.05	1,52,849.00	
To													
31.3.1989													

Source: Revenue Statements of Sankonatti Mandal, 1987-88 and 1988-89
and the Statements of Audit.

From the discussions and deliberations of the Mandal, one can state that it is impressive, as the matters so discussed are those problems faced at the grassroots level. The accountability of these discussions will be observed on the basis of sufficient finances. The success or failure of the Mandal depends on the financial resources that it possesses and the proper utilization of these resources for the constructive programmes. The accountability of the discussions in the Sankonatti Mandal can be studied on the basis of the finances it has spent for various purposes and also the finances spent by different Departments of the Government. Table "A" shows the expenditure of Sankonatti Mandal and Table "B" the expenditure of different Departments, for the Sankonatti Mandal.

TABLE "A"

A statement showing the expenditure of Sankonatti Mandal for the last two years, i.e. from 1.4.1987 to 31.3.88 and from 1.4.88 to 31.3.89.

Sr. No.	Details of Expenditure	1987-88	1988-89
1.	<u>Water Supply:</u>		
	a. Repairs	457.65	1,254.20
	b. Electricity Bills & Operator's Pay	3,000.00	3,600.00
		<u>3,457.65</u>	<u>4,854.30</u>
2.	<u>Electricity</u>		
	a. Repairs	40.00	100.00
	b. Purchase of Materials	2,749.00	7,676.90
	c. Street Light Bill	9,046.10	7,742.10
	d. Karnatak Electricity Board Deposit	490.00	-
		<u>12,315.10</u>	<u>15,519.00</u>
3.	Family Welfare Programme	325.00	475.00
4.	Housing Distribution of Grant for Low Cost Housing beneficiaries	-	1,750.00



Sr. No.	Details of Expenditure	1987-88	1988-89
5.	<u>Education:</u>		
	a. National Adult Education Programme	4,860.00	-
	b. Firewood for Anganwadi	-	1,998.00
	c. Literacy Programmes	550.00	-
		<u>5,410.00</u>	<u>1,998.00</u>
6.	Sanitation : Cleaning of Roads	-	68.60
7.	Agriculture : Seed Treatment Chemicals	-	160.00
8.	<u>Public Works:</u>		
	a. Amount filled to Zilla Parishad, Technical Division for roads/latrines	12,415.00	46,950.00
	b. Construction and Repair of Roads	3,615.65	7,221.70
	c. Royalty Charges	178.10	618.40
		<u>16,208.75</u>	<u>54,790.10</u>
9.	Fire Relief Assistance	300.00	180.00
10.	Celebration of National Festivals	50.00	99.50
11.	Contribution for Karnatak Vikas Patra	45.00	45.00
12.	National Rural Employment Programme	50,000.00	-
13.	<u>Salary and other allowances</u>		
	a. Honararium for Pradhan	3,000.00	3,600.00
	b. Honararium for Upapradhan	1,500.00	1,800.00
	c. Travelling Allowance for Pradhan	-	65.00
	d. Travelling Allowance for Upapradhan	131.50	-
	e. Sitting-fees for members	2,355.00	3,840.00
	f. Refreshment Expenses	83.70	320.80
	g. Payments for Temporary Employees	4,350.00	6,552.00
		<u>11,420.20</u>	<u>16,177.80</u>

Sr. No.	Details of Expenditure	1987-88	1988-89
14.	welfare of scheduled castes and scheduled tribes:		
	a. Utensils	-	7,500.00
	b. School Bags	-	2,916.00
			<u>10,416.00</u>
15.	Purchase of Furnitures	1,500.10	-
16.	Stationery	513.50	500.00
17.	Contingency	-	1,905.45
18.	Payment of Cess: Health, Education & Library	-	1,650.30
19.	Postage	150.00	250.00
20.	Others	92.50	94.00
	<u>Grand Total:</u>	<u>1,01,797.80</u>	<u>1,10,933.20</u>

Source: Expenditure Statements of Sankonatti Mandal 1987-88 and 1988-89 and the Statements of Audit.

TABLE "B"

A Statement showing the Expenditure of Government Departments, Zilla Parishad Technical Division and Taluka Panchayat Samiti Technical Division

Sr. No.	Departments Details of Programme/Project	1987-88		1988-89		
		Rs.	Rs.	Rs.	Rs.	
		Loan out of subsidy	Subsidy	Loan out of subsidy	Subsidy	Expenditure
I) Schemes:						
1.	IRDP Beneficiaries	1,69,126.00	49,589.00	4,85,608.00	99,033.00	-
2.	Antyodaya Beneficiaries	9,401.00	4,699.00	-	8,000.00	-
3.	Cart & Bullocks	2,800.00	4,200.00	-	-	--
4.	Animal Husbandry	-	-	3,000.00	4,500.00	-
5.	Janata Houses	-	-	-	-	-
6.	Million Wells	-	-	66,000.00	-	-
7.	Astravale	-	-	5,000.00	-	-
II) Departments:						
1.	Horticulture	-	-	-	-	20,760.00
2.	Social Forestry	-	-	1,000.00	-	6,392.00
3.	Agriculture	-	-	8,000.00	-	-
		-	-	25,000.00	-	50,000.00
III) Zilla Parishad : Technical Division.						
1.	National Rural Employment Programme	-	-	1,04,180.00	-	14,670.00
2.	Asphalting	-	-	3,92,777.00	-	41,435.00
3.	Building	-	-	1,12,387.00	-	2,30,219.00
IV) Taluka Panchayat Samiti : Technical Division:						
1.	Repair of School Building	-	-	2,700.00	-	--
Grand Total:		1,81,327.00	58,488.00	7,17,024.00	4,88,608.00	1,11,533.00
						3,63,476.00

Source: Extracts of Expenditure collected by Government Departments at Taluka level and other agencies.

1) Water Supply:

Out of various subjects discussed in the Mandal regarding the water supply, only a few of them concerned to the Mandal have been yielded with an expenditure in 1987-88 for Rs.3,457.65 as against the expenditure in 1988-89 for Rs.4,854.30. These cover the repairs of water pipeline, borewells, payment for operator and electricity bill for water supply. Still few other subjects discussed such as mini water supply schemes for Hosatti, Vadratti and Chikkati; and NRWS at Halyal have been estimated for Rs.3.45 lakhs, 0.80 lakhs, 4.86 lakhs and 2.00 lakhs respectively. As against the estimated cost, the following amounts have been released in the year 1988-89 but unspent during that year, viz. for Hosatti Rs.1,15,000/-, for Vadratti Rs.10,000/-; for Chikkati Rs.1,62,000/- and for Halyal Rs.66,000/-. With the accomplishment of these schemes in different villages the water supply problem will be solved to the extent of about 90%. This points to the various projects undertaken at the rural level. From the accountability of the office-bearers and the attendance at the meeting, one can state these undertaken schemes will have to see their daylight in the near future.

2) Electricity:

Lighting of villages is an essential function that has been done by the Government. However, the routine expenditure for lighting, repairs of electric circuits, purchase of bulbs, tubelights and other materials has also been incurred by the Mandal. This expenditure is Rs.12,315.10 in the year 1987-88 as against Rs.15,519.00 in the year 1988-89. As the expenditure is little increasing because of the increase in the prices. Besides, it also shows that the job of electrification of all the villages is complete.

3) Health and Family Welfare:

For the couples undergoing tubectomy or vasectomy under 'Family Welfare Programme', the Mandal gave a financial assistance of Rs.25.00 each for 13 persons in 1987-88 and 19 persons in 1988-89. This expenditure is Rs.325/- in 1987-88 and Rs.475/- in 1988-89. The financial assistance is given to encourage family welfare programme. This expenditure is excluding the amount spent by the Health Department. Nevertheless, it can be also pointed that the major responsibility of Health Programme lies with the Primary Health Centres in respective areas. But as far as Family Welfare Programme is concerned, it is quite satisfactory.

4) Housing:

Housing is of utmost necessity these days. The Mandal has spent Rs.1,750.00 in 1988-89 for the distribution of grant for 7 Low Cost Housing beneficiaries at the rate of Rs.250.00 each. Apart from this, 12 Janata Houses were constructed and distributed to 12 beneficiaries, each house costing Rs.5,500/-. Rs.66,000/- are spent by the Taluka Panchayat Samiti Technical Division. Table "B" Serial no.I(5) indicates this expenditure. In 1988-89, 47 Janata Houses have been sanctioned at the cost of Rs.6,500/- each but they have not been constructed. In this direction, it can be suggested that the Mandal should try to play a role of mediator and bring forth various funding agencies at the doors of the needy people. Perhaps, this has not come to their realization, but under the New Housing Development Programme of the Government of India, efforts should be made by the Mandals to rope in rural masses in the housing-programme. Much can be done by the Mandal to encourage people to have their own shelter, which is also a great basic need of the rural masses.

5) Education:

Education at the Mandal level can be categorised into Pre-Primary, Primary and Adult Education. For Pre-Primary education, to provide firewood for preparing nutrition for Anganwadi children, Rs.1,998/- have been spent in 1988-89, out of the 20% grant providing for scheduled-castes and scheduled-tribes within the funds of the Mandal. For the repair of Primary School building at Devaradderatti, Rs.2,700/- have been spent by the Taluka Panchayat Samiti Technical Division in the year 1987-88. Table "B" Sr.no.IV(1) indicates the expenditure. For the construction of Primary School Building, Rs.1,12,367/- were spent in 1987-88 and in 1988-89, the amount is Rs.2,30,219/-. Table "B" sr.no. III(3) indicates the expenditure. For National Adult Education Programme and Adult Literacy Programme, Rs.4,860/- and Rs.550/- have been spent in 1987-88.

6) Sanitation:

For cleaning of public roads in the year 1988-89, the Mandal spent Rs.68.60.

7) Agriculture:

The Mandal has spent Rs.160/- for the purchase of seed treatment chemicals which were distributed to farmers free-of-cost in 1988-89. Along with this expenditure, the Department of Agriculture has also spent Rs.25,000/- in 1987-88 and Rs.50,000/- in 1988-89 for the distribution of seeds, fertilizers, plant protection chemicals, agricultural equipments, etc. Table "B" Sr.no.II(3) indicates this expenditure. Although under the functions of the Mandal, agriculture is a newly inserted function, but Mandal has spent very little amount for the purpose.

8) Public Works:

For the construction of roads, latrines and Samaj Mandir, the Mandal has filled up 20% of the estimated cost to the Zilla Parishad. In the year 1987-88, the amount is Rs.12,415/- and in 1988-89, it is Rs.46,950/-. For repair of roads and other charges, the Mandal has spent Rs.3,615.65 and Rs.178.10 in 1987-88, and in 1988-89, Rs.7,221.70 and Rs.618.40 respectively.

Different from this expenditure, the Zilla Parishad Technical Division has also spent Rs.1,04,180/- in 1987-88 and Rs.14,670/- in 1988-89 under National Rural Employment Programme. Along with this expenditure, for asphaltting, the Zilla Parishad Technical Division has spent Rs.3,92,777/- in 1987-88 and Rs.41,435/- in 1988-89. Table "B" sr.no.III(1) and (2) indicate the expenditure.

9) Fire Relief Measures:

For the victims of fire, the Mandal has given financial assistance that is Rs.300/- in 1987-88 and Rs.180/- in 1988-89.

10) Welfare of Scheduled-Castes and Scheduled-Tribes:

To undertake the development of scheduled castes and scheduled tribes, the Mandal has contributed its share in the form of purchase and distribution of utensils and school bags for scheduled-caste and scheduled-tribe children. The amount spent in the year 1988-89 is Rs.10,416/-.

11) Beneficiary Schemes:

The Mandal has discussed and selected various beneficiaries for different development schemes. Subject no.10 of the matters

discussed in Mandal covers a long list of the beneficiaries. Table "B" Sr.nos.I and II provide the amount spent by the Government for various schemes such as Integrated Rural Development Programme, Antyodaya, Cart and Bullock, Animal Husbandry, Janata Houses, Million Wells, Astravale, Special Component (horticulture) scheme.

12) Social Forestry:

For social forestry at Halyal, the Department has spent Rs.8,000/- for plantation and protection in the year 1987-88.

13) Other Matters:

The expenditure relating to National Festival, Karnatak Vikas Patra, National Rural Employment Programme, salary and allowances to Mandal Panchayat officer-bearers and members, furniture, stationery, contingency, payment of cess, postage and others are the usual items of the scheduled expenditure.

Observations on the expenditure Tables "A" and "B" make it clear that the development of the Mandal and its people is shared by the Mandal Panchayat funds and the funds spent by the various Departments of the Government. Nevertheless, the amounts for disposal at the Mandal level seem to be very meagre. The Departments of Government have spent more money than the Mandal for the purpose of economic development. The around development of Mandal can be undertaken only with the close collaboration and harmony of the Departments of Government with the Mandal Panchayat; without which the objective of Mandal may be sidetracked, and if there is no autonomy (mainly financial) to the Mandal, the charges may not be much different from the earlier Act of 1959. In any democratic functioning, if financial autonomy is lost;

then decentralization would be meaningless. On the contrary, the real needs of the rural masses are more better discussed at the Mandal level rather than at the Taluka level. The supervisory role of the Taluka Panchayat Samiti should be minimised if the Mandal System is to succeed; otherwise, this change would be meaningless.

Gramsabha:

The Zilla Parishads ... Act of 1983 stipulates on the Gramsabha at the village-level. There is a Gramsabha for each of the 27,024 inhabited villages in the State. It is a college comprising all eligible voters under the Panchayati Raj system, i.e. all the persons above the age of 18 years of that village. It is required by law to meet not less than twice a year. It discusses and reviews all development problems/programmes of the village; selects beneficiaries for all beneficiary-oriented programmes transferred to the Panchayati Raj system; plans for local improvement including minimum needs, welfare and production-oriented programmes including the cropping pattern for the season for the village, etc., constitutes the land-army consisting of all able-bodied persons, etc. The Gramsabha is the bedrock of Panchayati Raj system; as it also acts as a feedback to Mandal Panchayat. It provides basic political education in the affairs of the State. It also provides a basis for people's participation and make their voice counted in the management of their own affairs. As mentioned earlier, they should also enjoy the rights to give priority in undertaking projects of minimum needs and more resources should be made available at their disposal.

The Sankonatti Mandal consists of seven villages wherein the Gramsabha meetings were held. The details are given

in the following Table. The following observations can also be made from the Table.

- i) During the first year (1987-88), the Gramsabha meetings have not been convened;
- ii) Once the joint Gramsabha consisting of the members from Devaradde-ratti, Hosatti, Masaraguppi and Vadratti villages was convened;
- iii) The attendance of members to Gramsabha is not too encouraging. The attendance of the same was below 10%.
- iv) The Gramsabha meetings were conducted by the Pradhan and by Upapradhan in the absence of the Pradhan;
- v) At the Gramsabha meetings, the highlighting subjects of discussion were selection of beneficiaries for various beneficiary-schemes, review of development programmes, preparation of the annual plan relating to Mandal. Apart from that, the construction of roads, drilling of borewells, repairs of school buildings and roads were also covered.

TABLE "C"

Date of Gramsabha	Popu- lation of village	Atten- dance of mem- bers	Presiding Officer	Subjects Discussed
1.	2.	3.	4.	5.

Sankonatti.

16.4.88	4301	29	Upa- pradhan	<ol style="list-style-type: none"> 1. Selection of 16 beneficiaries under Integrated Rural Development Programme. 2. Selection of 10 beneficiaries under Antyodaya Programme. 3. Selection of 1 beneficiary under 100 Wells Programme.
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1.	2.	3.	4.	5.
Sankonatti (contd.)				
				4. Selection of 1 beneficiary under TRYSEM.
				5. Selection of 1 beneficiary for Sprinkler.
				6. Selection of beneficiaries for Astravale, 2 beneficiaries for Gobar-Gas Plant.
				7. Construction of Latrine for women.
				8. Repairs of Road
5.10.88		23	Pradhan	1. Review of Progress of the Projects of previous year.
				2. Survey of the Programmes for the next year.
22.2.89		22	Pradhan	Selection of 23 beneficiaries under Inte- grated Rural Development Programme.
Hosatti.				
16.4.88	1000	26	Pradhan	1. Selection of 5 beneficiaries under Integrated Rural Development Programme.
				2. Selection of 1 beneficiary for 100 wells.
				3. Selection of 1 beneficiary for Astravale.
				4. Selection of 1 beneficiary for Gobar Gas plant.
				5. Approach Road.
Vadratti.				
18.4.88	800	19	Upa- pradhan	1. Selection of 14 beneficiaries under Integrated Rural Development Programme.
				2. Selection of 1 beneficiary under TRYSEM.
				3. Selection of 1 beneficiary for Sprinkler.

1.	2.	3.	4.	5.
Vadratti (contd.)				
				4. Selection of 2 beneficiaries for Gobar Gas Plant.
				5. Construction of Road.
				6. Drilling of 1 borewell.
7.10.88		21	Pradhan	1. Review of Progress of previous projects. 2. Preparation of annual plan 1989-90.
Devaradderatti.				
18.4.88	2300	21	Upa-pradhan	1. Selection of 5 beneficiaries under Integrated Rural Development Programme. 2. Selection of 4 beneficiaries under Astravale. 3. Drilling of Borewell. 4. Approach road and repair of roads.
7.10.88		20	Pradhan	1. Review of Progress of previous projects. 2. Preparation of Annual Plan (1989-90).
Joint Meeting of the Villages				
24.2.89		62	Pradhan	Selection of 17 beneficiaries under Integrated Rural Development Programme, two from Vadratti, one from Hosatti, seven from Devaradderatti and seven from Masaraguppi.
Halyal,				
19.4.88	2623	29	Pradhan	1. Selection of 9 beneficiaries under Integrated Rural Development Programme. 2. Selection of 2 beneficiaries under 100-Wells.

1.	2.	3.	4.	5.
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Halyal (contd.)

				3. Repairs to school building.
				4. Construction of latrine for women.
5.10.88		36	Pradhan	Review of previous projects and preparation of annual plan (1989-90).
23.2.89		42	Pradhan	Selection of 13 beneficiaries under Integrated Rural Development Programme.

Masarguppi.

19.4.88	1469	16	Pradhan	1. Selection of 6 beneficiaries under Integrated Rural Development Programme. 2. Selection of 3 beneficiaries under Astravale. 3. Selection of 1 beneficiary for TRYSEM.
7.10.88		19	Pradhan	1. Review of Projects of the previous year. 2. Preparation of Annual Plan (1989-90).

Chikkati.

5.10.88	1550	30	Pradhan	1. Review of progress of previous projects. 2. Preparation of Annual Plan (1989-90).
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Source: Proceedings of Gramsabha 1987-88 and 1988-89 in Sankonatti Mandal.

The Karnatak Government took a bold decision in implementing reforms in the Panchayati Raj system by setting up of the Zilla Parishads and Mandal Panchayats, which are the instruments of democratic decentralization, in terms of the Karnatak Zilla Parishads,

Taluka Panchayat Samitis, Mandal Panchayats and Nyaya Panchayats Act, 1983. The general elections to the 19 Zilla Parishads and 2,500-odd Mandal Panchayats were held by the Election Commission in the first quarter of 1987. A very interesting part of this legislation of democratic decentralization is to set up a Panchayati Raj Finance Commission to determine the division of resources between them and the government. There has been some controversy over this movement between the State Government and the Central government. One cannot disagree with the view of the Prime Minister of India Mr. Rajiv Gandhi, when he desired that 'the Deputy Commissioner of the District (Collector) should be the head of the Zilla Parishad and the Mandal Panchayats'. But the Karnataka Model is wholly at variance with this concept, as the district administration (Zilla Parishad) is put in charge of the political bosses and kept out of bureaucratic control. This approach of the Central Government can be stated to be right because in Karnataka even the centrally-sponsored and central-sector schemes such as I.R.D.P., N.R.E.P., R.L.E.G.P., D.P.A.P. and Family Welfare have also been put under the charge of the political bosses, keeping them out of the bureaucratic control. This aspect can be inferred from this study, after going through the deliberations and discussions of the Taluka Panchayat Samiti and Mandal Panchayat deliberations. All the deliberations show or point out to the incapacities and inabilities of the thus elected element to look after the centrally-sponsored programmes for rural development. It makes very clear to state that though the new Act of 1983 has aroused political participation, the financial resources being very meagre, are also not well equipped to implement the centrally-sponsored programmes, which needs proper monitoring of the rural development, if it is to be boosted. In totality, the problem is that the people's participation has increased in their

own problems which are to be tackled, which they do through Mandal Panchayat; but the national programmes have to reach to the rural masses, which needs proper monitoring through the central agencies.

Though the Karnatak State Government has set up Panchayati Raj Finance Commission, besides bringing forth a separate district plan component in the Annual Plan 1988-89 (having State sector and District sector), from the study, it can be inferred that the resources at the disposal are both meagre and slow in process. Besides as claimed and also inferred in the due course of study, that accountability has certainly increased, but the accountability would be meaningless without authority (financial authority). Another point which can be inferred is the amount paid to the individual beneficiaries at the peripheral level is very little and very few beneficiaries are being selected at the Mandal level.

Much has been done by the Sankonatti Mandal Panchayat to bring forth the awareness in the rural masses about their needs and problems rather than to achieve economic development of the rural masses. Still, a lot is expected by the Mandal in the years to come to awaken the rural masses from their ignorance, suffering and scarcity to hasten up the speed of the economic development. The on-going projects, individual and community, should be completed, which give scope to the formulation and implementation of the new programmes in the days to come.

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