

CHAPTER 12

LOCAL SELF GOVERNMENT

Under the present system of democratic administration, it is obligatory to decentralise the authority and responsibility of governance, as compared with the early days, because it is more pragmatic and essential. If a village town or a city is geographically demarcated and subjected to a parliamentary system of administration carried through by the local elected representatives, it is considered a Local Self Government. The main aim of such institution is to provide civic amenities to the public and enthuse in them a sense of political participation, that they have indeed taken part in such an activity.

In ancient India, including Karnataka, the entire system of administration was centralised under the total control of a sovereign or a monarch who was a despot. Even under such a condition, there was ample scope for local self government and it was respected. In a limited manner, the villages were acting like small republics because in every village town, and city the assemblies were discussing various problems of religious, economic and social matters in which the elders took part. These assemblies indicated the spirit of a Republic and the village communities exhibited the spirit of self-reliance and co-existence. The rights of such traditional assemblies were always honoured by the government, because they were voluntary in nature who commanded the confidence of the people. We have inscriptional evidences to show such a system of administration being in vogue in Karnataka, including the district of Dharwad. The contemporary inscriptions reveal the fact that such institutions were powerful and widespread.

The Panchayat Raj system, in India has a long tradition of over four thousand years. We find information about the social and economic activities of a town even during the *vedic* period. No doubt, all through the history, certain changes existed in the organisation and structure of these institutions, but they remained the same as in the early days, until the British regime started in India. Until the Vijayanagar days, these village assemblies remained in good standard and continued to be so even during the Muslim rule. However, during the Mughal regime, the Jahagirdar system came into practice and matters of Gram Panchayat were taken away by the Zameendars and Jahagirdars. Due to this development, Panchayat institutions lost their original freedom and existence. However, during the Adilshahi period we notice the Barabaluthi system, under which caste representation or Twelve Ayagara councils existed. Later during the British rule in 1870 Lord Mayo, introduced the present

concept of the new Panchayat Raj system. Lord Rippon later during 1882 for the first time introduced the Regulated District Board System of Administration.

Local Self governing institutions in ancient Karnataka

From inscriptions we find that the rural local self governing institutions were known by different names viz., *uru*, *vokkalu* (residents), subjects (citizens) community of subjects, community *samastaru*, *Urahadinentu jati*. In the same manner, the town local self governing units were known by the names of *Nagara* and *Halaru* (these two were usually associated with prominent business places). A council of *Mahajanaru* existed in Agraharas. Apart from this, the local self governing units were also known by names like ' *pura* ' *Hittu* ' , ' *Urasamastaru* ' . Sometimes the village councils were called *aivattu vokkalu*, *Moovattu vokkalu*, indicating the numbers of early residents of the locality. Grama Sabha is mentioned for the first time in the inscription of Karnataka belonging to the region of Chalukya Vikramaditya of Lakshmeswara during 725. It is in this inscription, that ' *Nagara* ' , ' *Mahajanaru* ' and ' *Vokkalu* ' are mentioned. *Hiriya Kurihattiya*, *Aivattu vokkalu* (Arekuruahatti 1154), *Galigiya*, *Aravattu Vokkalu*, (Kalaghatgi taluk Galigi 1202), *Neeraligiya Aravattuvokkalu* (Hangal taluk) Neeralagi 8th century, during the same period in its Agrahara 300 Mahajanaru were there) *Noolviya Aravattu vokkalu Makkalu* (1237), *Yeraguppiya 60 Vokkaladigalu* (11 century), *Gudagudiya* (Hangal tq) *Aravattu vokkalu* (12 century), *Kodamaggiya Aravattuvokkalu* (Hirekerur tq. 12 century) were mentioned in the said inscription. When it is said *neelagiriya arvatt Okkalu* 300 Mahajanaru; these 60 men were farmers, because every where farmers were alone named as *Vokkalu* . In an inscription of Soraturu of Gadag Taluk (867-868 AD) Mahajana, Gamunda (Gouda) ' *Prajã* ' are mentioned and it is supposed to be a very old inscription. In the same district, inscriptions of Lakshmeswara Aadur, Hangal, also make mention of the word Gouda.

In an inscription of Lakshmeswara belonging to 725 *Astadasha Prakruti* (18 castes) is mentioned.. Generally the elders and prominent persons belonging to all castes of the place would meet in an assembly and discuss the public matters.

In important cities divisions, like Keri, Bana (Ward) existed and their representatives would meet to discuss various matters. According to the Mulugunda inscription 300 *settys* (merchants), 52 *Malekararu*, 50 weavers, 120 *Telligaru* (representatives of Pancha Mutts) and one thousand *Mahajanaru* of Bramapuri constituted the administrative council. In the same manner Sudi inscription informs about the local Municipality that consisted of 80 *settys* (merchants) and 80 *vokkalu* (families). It is in this manner that the local assemblies were constituted from various sections of the society.

Nadu and Mahanadu

A community of villages were called by different names - division, *Kampana*, *nadu*, *sthala*, *sthana*, *vente*. We find reference that Nadu, had been functioning as a local self governing unit from the middle of tenth century. The head of such Nadu was called Gaunda - Prabhu or the lord, Nadagounda Pergade. This new system of administration was a union of villages and its assembly was called *Nadasabhe* , which can be compared to the present day Mandal Panchayat.

The post of a Nadagowda was hereditary, but on few occasions it was elective. The inscription of Benakanakonda of Ranibennur taluk belonging to 1033 AD points out that besides non-officials, even officers were also the members of the Nadasabha. The Sudi inscription of 1051 mentions about an administrator, besides a gift of land to the local temple.

Hosur inscription of Gadag taluk has mentioned about a separate village accountant who was looking after the village accounts. He was called *Nadashyanabogha* and was elected by the *Nadasabha*. Nadu, a community of villages was meeting now and then, and consisted of all kinds of people. The important functions of *Nada sabha* were to provide water facilities, impart justice, and to look after community development works.

The other functions of Gramasabha or the village council were the construction and maintenance of temples, observance of festivals, performance of Jatras, maintenance of choultries and water sheds, collection of taxes, honouring the noble service, erection of *veeragallu*, *Mahasatikallu*, protection and maintenance of the lands belonging to the temples and society, settling land disputes, providing relief to the *refugees* carrying on various services of temple like keeping holy fire etc by the interest received from the deposit money paid by the people.

There was cordial relationship between *Nadasabha* and town council “*Nagarasabha*” or Town Merchants Association. They were complimentary to each other in their functions and to this effect we have inscripational evidences. The inscription of Dharmapolilu (Dambal) of 1288 tells us, that eight representatives of *Nadu*, 16 representatives of town jointly donated their octrai tax to a Jain temple of the city.

Mahanadu : The expanded local institution consisting of many Nadus and town areas was called Mahanadu. It is learnt from the inscriptions of the district, that a union of Mahanadu consisting of many *Nadus* was in vogue. Example : *Padinadu* (union of ten Nadus) and *padinalku nadu* (fourteen *nadus*). These *Mahanadus* were acting like coordinating units between provincial governments. These institutions by exerting their influence over centre and state, were able to create local laws. Mahanadu in their area had special power to enact tax laws over irrigation, justice etc., because the government had given it autonomy. In matters of finance these institutions had achieved self sufficiency and self reliance. Only when a dispute arose between them, the government would intervene. Nothing was defined about the scope, membership and functions. This council lacked administrative responsibility, because it mainly consisted of merchants, city representatives of the Merchant guilds the eminent people of the place and government officers. The meetings of the Mahanadu were convened only during festival time to avoid frequent commuting. The functions were limited and complimentary to the interest of business organisations. There were no *mahanadu* without business organisations. But the inscription of Hangal belonging to 1152 mentions about a Mahanadu. But it does not mention any business organisation. Mevundi inscription of 1178 also mentions about the Mahanadu.

Agraharas : The administration of *agraharas* was carried out by the local prominent Brahmins who were known as Mahajanaru . Oorodeya was the chief officer. The Oorodeya of the *agrahara* had the powers of a *gowda* of a town. In Karnataka inscriptions after the sixth century have made a mention of the *agraharas* like; Dandapura, Kurtakote, Belavanike, Lökkigundi, Puligere, Ron, Hadali etc. of this district (for details see Chapter-13)

It is learnt from the Kurtakoti and Umachigi inscriptions that the Mahajanas had been statutorily empowered to collect fines and spend them over irrigational and religious activities. Further, it is learnt from the inscription of Tiluvalli village of Hangal taluk, that Mahajanas collected taxes from the government armies, whenever they camped in the village.

It seems, that the number of members of the Agrahara Mahjan Council remained the same over centuries. As against this, Soratapura (Soratur) Agrahara Mahajanas numbered 50 in the beginning and in the later centuries it was 200. Similarly in the Neelagund Agrahara (Gadag tq.) the number of Mahajanas of the *Agrahara* was 300 and during Vikramaditya's regime Krishnapallika joined the original *Agrahara* and the number was raised to 500.

Hadali inscription of 1084-85 informs that usually the Mahajanas of the *agrahara* received and gave the gifts and it is for this reason that on few occasions there was variation in the numbers of the Mahajanas. Generally, the assemblies of Agrahara were summoned either on the orders of the Monarch or at the request of the aggrieved or on their own. The Lakkundi (Lokkigundi) inscription of 1053 mentions that about one thousand Mahajanas and Oorodeyaru had gathered to grant a gift of taxes of an oil mill (gaana) and a fruit garden to the Maruleshwara god. The activities of the *agraharas* were called Gramakarya and their code of conduct was known as ' *samaya, sthiti, maryade* and ' *vyavaste*. The government was rewarding the Mahajanas. All these things are mentioned in the inscriptions.

Brahmapuris : Generally, the residential locality of Brahmins of the city was called Brahmapuri or they can be called Brahmin street, and they were the centres of learning like the Agraharas. Their administration was in the hands of the Mahajanas. Sudi and Annigeri of this district had such Brahmapuris. It is learnt that Annigeri had eight Brahmapuris.

City Administration (Nagaradrita) : The administration of city/town during the medieval days was different and variegated when compared to the local self government of villages. For various reasons the villages developed and became cities. Encouragement was given individually and collectively to merchants and to their associations in building up the cities. An inscription belonging to the Rastrakutas of 1074 informs us as to how the surrounding place of a Jain temple of Puligere was developed into a Pura an extension of a city. In this inscription municipal councils are called by various names like *Nakara* or *Nagara* ; ' *Nagara samooha* ', *Nakarasamooha* (Belishirur inscription), *Mahanagara* (Dambal inscp), and *Nagara* Mahajana.

An inscription of Lakshmeswar belonging to 725 narrates about the city council, consisting of ' *Mahajanaru* ' ' *Nagarand* 18 *prakruti* (castes). It is said that during this time 300 *vokkalu* (farmers) lived there and the city council had its own constitution, which was called in the inscription as " *Achara vyavaste* " Further it is mentioned that the administration of the city was distributed among eight units.

We come across various methods of local administration system during the medieval period in Karnataka. To speak about Dharwad district, Sudi, a town of Ron taluk was the capital city of Kisukadu-70. This city is an example of administrative decentralisation, as it could be seen from an inscription of 1010 which informs us that the Brahmapuri, a part of the town was under the administration of the Mahajanas and the rest of the town was under the control of six Gowdars and eight Settys i.e, merchants. That this arrangement continued for over sixty five years, is made known to us by the inscription of 1075-80. The number of Gowdas and Settys remained unaltered. It is amusing to know that a person appointed as Talara was to detect thefts and inform the government. In case he was unable to do so, he was required to make good the loss of such thefts. Over certain common matters of city administration, there was accord between the Brahmapuri and the city.

Lakshmeswara : It was also a capital city. According to an inscription of 725 the city council consisted of (govt.officers) royalmen, prominent persons, Brahmins (Mahajanas) and general public (*Prakruti*). Extensive changes in the city administration took place after four centuries. The inscriptions belonging to 1111 and 1122 inform us that the authority was exercised by the *Nagara Mahajanaru* and the Gowdas. The administration of separate new extension, Brahmeswara Keri was carried out by 120 Mahajanas.

We learn from the inscriptions of Abbigeri of 1113, 1117, 1125 that the good traditions and contributions of early city administration were continued. Abbigeri was the administrative unit of Belavola-300 Nareyangal (Naregal). 60 families and eight elderly men were carrying on with its administration. It is generally learnt from the inscriptions that the city councils consisted of local *settys* (merchants) and *gowdas* like Naregal city council consisted of 16 *settys* and 18 other castemen ; Sudi council eight *Settys*, six Gowdas; Bankapura and Dambal city councils 16 *settys* each.

It is learnt from Lakshmeswara inscription of 725 that the Chief Administrator of the Town Municipal Council was called ' *Pattana settyor* ' Pattanaswamy . A village, when developed as business centre, became a town. We learn from inscriptions available from other districts, that the government was appointing *Pattanasetty* to look after all such arrangements connected with Shandy (market) day. It was the duty of Pattana setty to provide water for people coming from out side, provide fodder and water to animals and look after arrangements about the market. Pattana Setty was given grant from the government in the form of land and in addition he was allowed to collect head tax, animal tax and cart tax. He was spending this money over the arrangements. It is interesting to know that on the basis of area of the number of towns, the posts of *Pattanasetty* were increased. *Pattana swamy* was called by different names like ' *Purada Pergade*(Bankapur inscription 1055 AD); *Pattanavergade*' (Annigeri inscription 1164 AD) *Pattanasetty* (inscriptions of Narendra 1187 1210 AD); ' *Gowda Pattana swamy*' (Gudigeri inscription 1245 AD). In certain places we find *Pattana swamy* for every street. In most of the cases *Pattana settys* were founding fathers of the cities. It is found from the medieval age up to Marth regime ie., 18th century, that to active merchants, who helped to the development of a town, Inam lands, were given and in addition they were appointed as *Pattanasettys* as a mark of respect. What a *Gowda* was doing for a village the same function was done by *Pattanasetty* to a town. To assist *pattanasetty* in his work, *Senabhovaru* (Shanuboga) tax officer existed. In certain city councils Merchants Associations (Nakhara) were taking part in city administration. Such cities were called Bananjupattana (merchant cities). During the Kalyana chalukya regime (Jagadekamalla) Navalgund was a famous Bananjupattana. Hulaguru was a village, which when grew up in to a town, did not abolish the old constitution of the village and adjusted it with new one and carried on with its functions. For example the inscription of Naregal of 1100 AD reveals that Elesuru town council consisted of merchants, local farmers, Mahajanas, Panchamutts, (According to the opinion of scholars, the Panchamutt does not mean different five mutts, but it is one single institution.)

It is learnt, that big cities were divided into *keris* (street) and *Bana*' (wards). Every *keri* had an elder, called Heggade, or Gowda. As explained in the inscriptions of Nargund of 918 AD 1081 AD, 1103 AD Nargund was divided into Padavanageri, Mekkegeri and Hemageri wards. Padavanageri council had 55 members, Mekkegeri and Hemageri had 35 and 55 members respectively. Including all the *keris*, the total strength of city council was 220. Puligeri and Lakkundi had one *Keri* each; whereas Ron had two *keris*. Some *keris* belonging to the city were autonomus or self-reliant; and the administrative council of that *Keri* could exercise the powers of the city council independently. This is the best example of decentralisation of power.

Some cities were divided as Bana i.e. wards. Example Mulugund was having five and Naregal had two wards (Hiriya and Kiriya Nareyangala), Lakshmeswar had two wards (Basadi Bala and Hulageri Bala wards). The administration of the wards was carried out by the Mahajanas and Prabhunadagowds. The prominent sources of income of the town council were the house tax (*Manevana*) tax on business products (Jakati), market tax, shop tax and professional tax. This information is made known by Belavanike and Sudi and other inscriptions. It is learnt from various inscriptions of towns that the leading merchants and other philanthropists also gave liberal donations towards the construction of wells, temples and for repair of tanks etc.

Local Self Governing Institutions of a town

The local self governing institution which were in vogue before hundred years of independence, in the Bombay province were: 1) Municipalities 2) Local Boards 3) Gram Panchayats, 4) Notified Areas, 5) Sanitary Committees, 6) Sanitary Boards, and 7) Cantonments (Army area). Municipalities (Town) came into existence for the first time during 1850 AD as per the provisions of Section 26 of the East India Company Act. Under this Act, any town or the suburban area around it, through a requisition to government could form a Municipality. To form a Municipal Committee to such area, administrative approval was sanctioned by the government.

In the beginning, The Municipalities/Councils were under the control of the District Magistrate, with members nominated by the government. The earliest Municipalities to be constituted under section 26 of the East India Company Act in Dharwad district were -Hubli (1855), Dharwad (1856), Gadag (1859), Betgeri (1859), Ranibennur (1858), Navalgund (1870), - Nargund (1871). In the beginning, Gadag and Betgeri had independent Municipalities, but after three years, during 1862 AD, they were brought under one Municipality. During 1862 another Municipal Act came to force, under which the respective District Collector, Assistant Collector, Mamlatdar (Thasildar), Mahalkari and other senior officers became the ex-officio members of the Municipal Council, Apart from the revenue officers, engineers, doctors and deputy inspector of education were also appointed as ex-officio members of the council. Other than these officials, certain tax paying prominent members were also nominated to the council. In those days, all the members of the municipal council were called municipal councillors, Public health, street light and cleaning the roads were the important functions of the Municipality. House tax, cart tax, Jakati or Octroi were the main sources of income.

Gradually, civilians of other parts of the district also requested for a Municipality. During 1873 AD another Municipal Law was brought into force. According to this, Kundagol (1877); Haveri (1879); Shirahatti (1878); Hangal (1879); Byadgi (1879); and Savanur (1893) Municipalities were created. Under this Act provision was made to create adhoc Municipalities in such places where big festivals (Jatras) would take place. so that civic amenities could be provided to people. Such councils were functioning under local Taluka Municipal Councils. Under this Act, Gudda Guddapura (1878) and Yamanur (1881) were having Adhoc Councils. This Act of 1873. consisted of few progressive elements because under this Act, a citizen was given legal rights, powers and privileges and status. Under the same Act, Municipalities having more than ten thousand population were upgraded into city municipalities and if the population was more than two thousand, they were called town municipalities. Two thirds of the councillors in a City Municipality and one third of the members were ex-officio members.

Under the same Act during 1883, the Municipalities of Dharwad and Hubli, and Gadag Betgeri which were established earlier, were upgraded as City Municipalities. Though under the Act of 1873

a provision was made to elect members through election, it came into force only during 1882. The Collector continued to be the president of both the Town and City Municipalities.

However, during the course of time, the government was sensitive to the growing desire of the people and reduced the number of ex-officio members and made provisions for more elected members. The Municipal Act was liberalised to give scope to choose a president through election from among the elected members and more powers were granted to the elected members. Under the supplementary Act of 1884, provision was made to have more than half of the members of the council from the elected group. Further, it was increased to two third in 1908. The classification of City and Town Municipalities was abolished.

The practice of electing the president from among the elected members was established. Under the Bombay District Municipalities Act of 1901 many reforms were made. Under the same Act the tennure of the Municipalities was extended to three years. Further, the functions were divided as obligatory and discretionary. Every Municipality was required to have a Standing Committee which was made obligatory.

The authority of the District Collectors and his sub-ordinate officers over the Municipalities continued in one or the other form. The District Collector had the power to remove such Councillors who misbehaved and functioned in violation of the established rules and regulations. Similarly, for acts of misbehavior and malfunctioning by the president and vice-President of the Municipality, the government had the power to remove them. .

The citizens who were tax payers got their voting rights around 1921. The representation of members was decided on the basis of population. Due to the change in the system, the proportion of voters in city areas was increased from 7 per cent to 18 per cent. Besides, seats were reserved for Muslims. During 1922, a Chief Officer was appointed, to carry on the municipal activities in a better and efficient manner. Under the Bombay Municipal Act of 1924, women were allowed to be elected as members of the Municipalities, which practice did not exist earlier.

Borough Municipalities

Under the 1925 Bombay Borough Municipality Act, big cities (like Boroughs of England which were having authority to elect members of Parliament) were given more powers. It was obligatory on the part of such Municipalities to have standing committees and their powers were increased. A Chief Officer was appointed to such Boroughs and he was given powers to control the administrative staff. The important change that came into force, under the Act of 1925 was, that the primary education was handed over to the Municipalities.

During 1925-26, under the existing Act, the City Municipalities of Hubli, Dharwad, Gadag and Betgeri were upgraded as Borough Municipalities. In the next decade more changes were made in the functions of Municipalities. The ex-officio membership was reduced and more scope was provided for elected members by extending their authority. Further, scope was provided to increase the sources of income to the Municipality.

The Municipalities, of Kundagol, Lakshmeswara, Savanur, Shirahatti, Gudigeri, and Shigli before Independence, were reconstituted under the Bombay District Municipal Act, 1901. During the same time financially unsound Municipalities of Gudigeri and Shigli were abolished. The Village Reform

Committee of Shirahatti, which had come into existence during 1878 was converted later as a City Municipality. It is learnt from old records that there was a separate Municipality for Samsi which was abolished in 1949, when it was merged with Kundgol. Earlier to state re-organisation, Hirekerur and Hangal were notified areas. Lakshmeswara, which was part of Senior Miraji State continued as a Municipality untill 1939 and the Mamalathdar of Lakshmeswar was its president. When it was merged with Dharwad district, in 1948 it was reconstituted. Just few years before the State Reorganisation i.e 1950-51, the total area under the various Municipalities of the district was just 27 sq.miles and the population was just 3.77 lakh. While the Municipalities of Dharwad, Hubli, Gadag, Betgeri were functioning according to 1925 Mumbai Municipal Borough Act, the other Municipalities were functioning in accordance with the provisions of the Act of 1901. Earlier, a provision was made to constitute Provisional Municipalities at Devaragudda and Yamanur during festivals and annual fairs.

Reservation : Earlier to 1950 a provision was there to reserve seats in local self Governments for Women, Muslims, Christians, Anglo-Indians and Scheduled Caste and Backward classes. Before 1947 Muslims had reservation of seats both in District Boards and Municipalities. But, such reservations were abolished under the Local Self Government Act of 1950. However, the reservation for scheduled castes and tribes and women continued. After 1950, a Directorate of Local Authorities was established to look after various local bodies. Under this scheme the following eight Acts were transferred to the Directorate from the control of the Divisional Commissioner.

1. The 1889 Mumbai Rural Sanitation Act
2. The 1892 District Vaccination Act
3. The 1901 Mumbai District Municipalities Act
4. The 1915 Mumbai City Planning Act
5. The 1923 Local Board Act
6. The 1925 Mumbai Municipal Borough Act
7. The 1930 Mumbai Local Fund Audit Act
8. The 1933 Mumbai Village Panchayat Act

The administration of Dharwad district was entrusted to the southern division. After the reorganisation of states, a comprehensive Act made applicable uniformly to all the Municipalities was brought into force during 1964. Earlier to this Act i.e., during 1961, 12 Town Municipalities and , five Pattana Panchayats were functioning. Under the 1959 Local Board and Gram Panchayat Act, areas having not less than 5000 population and annual income of Rs. 10,000 were classified as Town Panchayats. They were in between Grama Panchayat and City Municipalities and were controlled by Taluka Development Councils. According to the law of Local Board of 1959, any City Municipality which was functioning prior to this with a population of 10,000 were reduced to the status of Town Municipality and this power was given under the Act. Certain big Grama Panchayats were upgraded as Town Panchayats. It was stipulated that such town Panchayats should have not less than 11 and not more than 19 members.

Table 12.1 : Income and Expenditure of Municipalities of Dharwad district as in 1881-82

Municipality	Date of Establishment	Population	Jakati	House Tax	Cart tax	Others	Total	Average Tax of a Resident	
								Rs.	Anna
Pai								1	9
Byadgi	16.9.1879	4,116	5,480	500	-	460	6,440	1	9
Dharwad	1.1.1856	26,471	7,100	5,620	2,080	12,540	27,240	1	0
Gadag	1.5.1859	17,001	7,110	4,280	-	4,390	15,780	0.	14
Hangal	1.10.1879	5,272	-	500	-	130	630	0.	2
Haveri	11.9.1879	5,490	2,420	950	-	420	3,790	0.	11
Hubli	1.8.1855	36,641	14,670	6,280	5,320	4,580	30,850	0.	13
Navalgund	9.12.1870	7,812	1,810	1,550	-	700	10,360	1.	5
Naragund	20.0.1871	7,863	2,840	1,000	-	520	4,360	0.	8
Ranibennur	01.01.1858	10,748	2,530	1,580	520	490	5,120	0	7
Total			43,960	22,260	7,920	30,530	1,04,670		

Name	Establishment	Protection	Health	Public works			Total
				Schools	New	Repair	
Byadgi	1,260	90	1,610	10	2,650	-	180
Dharwad	7,270	1,790	12,690	-	1,230	1,720	6,150
Gadag	3,130	100	8,360	240	-	1,260	1,700
Hangal	170	70	360	-	20	50	90
Haveri	1,060	90	1,960	-	280	20	80
Hubli	5,100	1,180	17,660	760	2,090	1,190	5,740
Nargund	750	120	1,240	-	680	20	2,380
Navalgund	1,150	40	4,170	-	810	200	830
Ranibennur	1,570	90	1,760	20	470	800	420
Total	21,460	3,570	49,830	1,060	9,200	5,260	17,550

Expenditure (in Rupees)

Table 12.2 : Income and Expenditure of some selected years from 1880-81 to 1920-21 of few Municipalities of Dharwad district

Municipalities	1880-81	1893-94	1900-01	1910-11	1920-21
Byadgi	Income	9,970	9,716	12,438	24,656
	Exp	8,566	9,414	15,019	26,667
Dharwad	Income	39,393	50,473	1,59,891	1,53,068
	Exp	39,076	47,769	1,51,860	1,43,192
Gadag Betgeri	Income	26,597	38,497	95,554	1,95,549
	Exp	25,601	39,441	1,01,809	1,21,204
Guddaguddapur	Income	721	923	1,474	1,422
	Exp	155	334	92	1,033
Haveri	Income	3,963	3,711	4,810	7,287
	Exp	3,935	3,845	4,879	7,011
Hubli	Income	30,247	1,14,315	1,02,317	1,51,055
	Exp	30,552	1,25,788	1,07,203	1,92,870
Naragund	Income	4,837	3,626	7,395	10,538
	Exp	3,309	4,684	8,803	11,433
Navalgund	Income	4,857	6,010	6,423	9,507
	Exp	3,403	5,457	7,142	8,268
Ramibennur	Income	4,819	7,129	8,946	12,129
	Exp	5,787	7,911	8,169	12,274
Yemanur	Income	-	6,117	2,555	8,687
	Exp	-	4,226	2,551	4,936

Table 12.3 : Details of Municipalities and Town Panchayats in Dharwad district, as in 1961

Municipality	Area Sq. Miles	Houses	Households	Town Panchayat	Area (Sq Miles)	Houses	House holds
Byadgi	1.50	2,301	2,306	Savanur	0.80	2,933	3,730
Dharwad	6.50	12,472	13,005	Lakshmeswara	1.40	2,829	2,930
Gadag Betgeri	4.10	14,508	14,517	Sirahatti	1.00	1,413	1,443
Haveri	1.50	3,492	3,621	Hangal	9.40	1,738	1,741
Hubli	9.40	30,246	31,083	Annigeri	43.10	2,297	2,529
Kundgol	0.20	1,598	1,683	Gajendragad	6.80	2,682	2,742
Naragund	2.10	2,547	2,681	Naregal	33.10	2,045	2,059
Navalgund	0.30	1,723	1,985	Ron	24.40	2,073	2,129
Ranibennur	2.50	5,187	5,254				

Karnataka Municipalities Act of 1964

The said Act came into force after the Reorganisation of states from the first April 1965. In the newly formed state, this Act is the first comprehensive legislation with uniform application for all the Urban Local Bodies in the State. The Act specifies that every Towns with a 20,000 population can have 15 representatives and for further increase of 10,000 population, four additional representatives can be elected. Under the same Act, any town Municipality having more than 10,000 but below 50,000 are known as Town Municipal Councils and areas having a population of more than 50,000 and below three lakh of population are called City Municipalities. The term of office of the elected members is five years. However, if the members desire, the President and vice president should be elected every year. Under this Act it is mentioned that out of the total members of the council, 18 per cent is reserved for scheduled castes/tribes, and 20 per cent for women. Among various functions, the work under taken by central / state government towards alleviation of poverty should be given first priority by the Municipal Council . It is obligatory that every Municipal council should reserve 18 per cent of its annual expenditure towards the development work of sheduled castes and tribes. There is a standing committee of twelve members to consider various matters of the Municipality. Provision is made to create adhoc committees by the City Municipality. City Municipalities will have a Commissioner, Town Municipality will have a Chief officer as the Chief Executives. The state government has brought down the age of voting from 21 to 18 years during 1983 after bringing comprehensive amendment to the Municipal Act of 1964 and Grama Panchayat Zilla Board Act of 1959.

The functions of the Municipality/Corporation are divided into obligatory and discretionary functions. The Municipality can take up the discretionary functions depending on its financial resources. The sources of income are property tax, taxes on vehicles and animals, health tax, water tax, cess on sanctions on professional tax, taxes on shops, entry taxes and fines and grants received by the government.

One of the most important sources of income was octroi which was abolished in 1979. This loss is made good by the entry tax and grants distributed by Governments under the award of the First State Finance Commission.

Under the Act of 1964, where it is not possible to create a Municipality by the government, civic facilities are provided through Notified Areas. According to this provision, in the beginning, Hirekerur and Hangal were Notified Areas, later upgraded into Municipalities. During 1987 Zilla Panchayat and Mandal Panchayats came into force and the then earlier Municipalities of Kalaghatgi, Shirahatti, and Hirekerur were reorganised as Mandal Panchayats.

During 1995 in this district, there was one city corporation (Hubli-Dharwad), two City Municipalities (Gadag-Betgeri, Ranibennur) and sixteen Municipalities. The details of them are given in the table 12.4.

Award to the Best Municipalities

In order to encourage the spirit of competition among local self governing institutions, in providing civic amenities, the state government introduced cash award scheme from 1984. Under this scheme, at the state level selected Corporations and at divisional level Municipalities would receive an award of

**Table 12.4 :Some information about Income and Expenditure of recent years
of local self governing institutions of Dharwad District**

Sl. No.	Institutions	Year of Est.	Area in Sq. Km 1994	No. of Houses 1994	Income in Lakh of Rupees				Expenditure in Lakh of Rupees			
					84-85	89-90	92-93	93-94	84-85	89-90	92-93	93-94
Corporation												
1.	Hubli Dharwad	1962	181.77	1,10,700	664.47	1,425.92	1,689.00	2,641.16	537.22	1,625.00	1,290.23	2,627.83
City Municipalities												
2.	Gadag Betgeri	1862	15.5	23,822	96.04	211.67	241.12	342.76	83.87	159.79	248.25	316.82
3.	Ranibennur	1858	6.04	12,505	56.54	97.01	177.99	200.08	67.54	89.91	145.43	198.90
Municipalities												
4.	Navalgund	1870	0.70	2,910	8.50	22.72	20.18	23.76	8.43	20.25	22.85	23.50
5.	Naragund	1871	5.29	7,587	10.63	22.00	28.06	36.31	12.26	19.81	28.03	36.61
6.	Haveri	1879	9.30	9,015	27.28	57.36	74.77	103.32	31.08	54.88	74.10	96.74
7.	Byadgi	1879	4.50	5,246	17.67	29.01	38.85	49.85	18.37	30.55	42.18	48.89
8.	Hangal	1879	24.50	4,800	6.12	13.39	20.98	37.07	7.95	14.78	17.86	27.91
9.	Savanur	1872	1.92	5,201	7.61	13.66	19.39	21.37	6.90	13.60	19.37	22.00
10.	Kundgol	1877	2.00	3,200	4.20	13.75	6.91	6.58	4.19	10.70	7.30	7.86
11.	Lakshmeshwara	1877			15.75	24.93	27.15	24.06	12.66	22.06	26.12	22.86
12.	Alnavar	1973	10.00	3,427	12.73	22.93	30.69	40.72	10.83	25.53	28.85	29.42
13.	Naragal	1973	2.60	3,806	1.46	3.26	4.62	6.72	1.55	3.34	4.85	8.38
14.	Mundargi	1973	42.05	4,225	5.48	11.19	14.03	15.55	5.61	10.11	13.99	15.08
15.	Shiggaon	1973	9.00	4,244	4.95	11.77	10.52	13.35	5.84	13.04	11.48	13.30
16.	Ron	1973	10.39	4,219	6.09	12.11	11.10	10.77	6.09	12.11	10.77	10.65
17.	Gajendragad	1973	18.82	4,600	6.02	9.99	14.89	17.50	5.03	9.76	13.62	18.33
18.	Mulugund	1973	13.00	3,241	3.07	4.09	5.33	7.36	4.45	4.95	5.72	7.57
19.	Annigeri	1973										

Source: Report of concerned Local Bodies

Rs.25 lakh and 15 lakh respectively. In case of every revenue division the best Municipality is awarded a cash prize of Rs. 5 lakh each.

Under this scheme during 1984-85 Gadag-Betgeri Municipality and the Town Municipal Council of Byadagi under Belgaum division got the award. During the succeeding year also, these two were adjudged the best and received awards. Byadagi Town Municipality was adjudged the best and continuously received award from 1986-87 to 1988-89.

Comprehensive Town Development Plan

This scheme was introduced by the Government during the Fifth Five Year Plan. The aim of this scheme was to provide for the comprehensive development of district centres, middle and small sized cities, whose population was less than a lakh, so that they could improve their development activities. Under this scheme the centre would bear 50 per cent of the total expenditure. Byadagi and Haveri Town Municipalities of Dharwad district had prepared plans under this scheme.

Per Capita Expenditure

According to the information published by the Directorate of Municipal Administration in the years 1980-81, 81-82, 82-83, the per capita income was Rs.40.31, Rs.39.25 and Rs.62.05 respectively and the per capita expenditure was Rs.30.49, Rs.32.46 and Rs.38.30 respectively.

Entry Tax

Karnataka is one among the states of India, which abolished the octroi tax over commercial goods. From April 1, 1979 the Octroi tax on commercial goods was abolished, which caused a great deficit to the income of local self governing institutions. Hence the local self governing institutions were compelled to depend only on government help for their development programmes. In order to overcome the loss, the government decided to collect Entry Tax on commercial goods and paid the same to the local self governing units. From 1987 the Mandal Panchayats also are receiving grants under the Octroi Act. Since 1992 the government is collecting Entry Tax over eighty different commodities at the rate of 1 per cent to 5 per cent under this Act, Merchants whose annual turnover is more than Rs.70,000 have to register themselves. However, this tax is not levied over 23 items of consumer goods which are used by common man. In Dharwad district during 1990-91, 1991-92 and 1992-93 the amount of entry tax collected was Rs. 317.77; 369.28 and Rs.474.84, lakh respectively.

Hubli-Dharwad Mahanagara Palike (Corporation)

Hubli and Dharwad Municipalities were established during 1855 and 1856 respectively and during 1962, they were merged into a single Mahanagara Palike. The distance between Hubli and Dharwad is about 20 km and this is the second biggest corporation in the state. After the creation of the Mahanagara Palike, during 1964, 21 villages of Dharwad taluk and 24 villages of Hubli taluk were merged into the Corporation, of which 18 villages are in the outskirts of the City Corporation.

The area of Mahanagara Palike during 1992-93 was 181.77 sq.km. This corporation is the largest in area in the entire state. It had a population of 6,48,298, in 1991 with the number of houses being 1,10,700. As in 1993-94 under the Mahanagara Palike the number of residential houses was 1,17,383 (Hubli division 89,433, Dharwad 27,950) and the number of non-residential houses was 12,650 (Hubli

10,783 and Dharwad 1,867). The per capita income, expenditure and taxes during 1993-94 was Rs. 284, Rs.311 and Rs.73 respectively.

These local self governing units which were started as Municipalities, became City Municipalities in 1883 and in 1926 were upgraded as Borough Municipalities. During 1951, the area of Hubli city was 18.12 sq.km. and that of Dharwad city was 36.25 sq.km. During the same year the population of Hubli was 1,29,609 and that of Dharwad 66,571. There were 10,174 houses in Dharwad and in Hubli 14,092. In 1951 the number of elected members to Hubli Municipality was 42, out of which four seats were reserved for women and three for scheduled castes. Dharwad Municipality had 38 seats including five reserved seats.

Formation of City

Earlier, the Hubli Municipality had eleven villages under it. Dharwad Municipality had 1) Old fort area, 2) Kasaba, 3) Extensions and 4) Suburban areas and twelve villages were added later. Numerous extensions were added to the twin cities. Earlier to the Re-organisation of states ie during 1953, under the then existing Municipal Act, it had a Chief Officer, a Health Officer and an Engineer who were statutory officers. During the same year the Hubli Municipality was divided into nine administrative divisions. During 1952-53 the total income of the Municipality was 23.35 lakh and the major portion came from octroi (Rs.6.74 lakh) and from house and land tax. (Rs. 6.35 lakh). During the same year, the total expenditure was Rs.24.66 lakh of which Rs.12.27 lakh was spent on public health, Rs.5.75 lakh on public education, and Rs.3.81 lakh on general administration. The per capita income was Rs.18.06 and the per capita revenue was Rs.11.56.

During 1952-53 the income and expenditure of Dharwad Municipality was Rs.10.40 lakh and Rs.11.81 lakh respectively. During the same year the per capita revenue was Rs.7.56 and per capita income was Rs.11.53. The elections to the Mahanagar Palike were conducted during 1990 and the number of elected members was 57, among which seats reserved for SC/ST (put-together) and women were four and 11 respectively.

Water Supply

During the first two decades of this century, drinking water supply to Dharwad was carried on from five or six tanks, and prominent among them were, Hirekeri, Koppadakeri and Halakeri. Besides these tank there were a number of stepped wells. About hundred years ago when there was scarcity of water during famine, water was sold at two annas per pitcher. It is learnt from the 1884 Gazetteer that water bearers were paid Rs. 20 to 30 a month.

During 1908 water supply work through taps from Kelgeri tank was started and completed in 1911. The architect of this scheme was Sir M. Visveswariah, who was then sanitary engineer of the Bombay government. In 1911 the cost was Rs.4.75 lakh. During the eighteenth century, the water supply to New Hubli town was carried on by the tank constructed by Tirukaram Rajaput. When Municipality was created, the tank was expanded several times to meet the public need. In 1881, the area of the tank was 59 acres. It is learnt from the old records that water from this tank was flowing to Gurusiddappa Tank (Mooru Savirada Matada tank) and from there it was allowed to flow to Bhoosapet tank. In addition to this, new Hubli town had 386 sweet water wells and 250 brackish water wells.

In old Hubli town Heggeri of Krishnapur and the tank near Bhavani Sankara Temple, were the main sources of water supply. Old Hubli city had 100 sweet water wells and 150 brackish water wells. During 1881, Unakal tank was constructed and drinking water was supplied from it. This project was the joint venture of the Municipality and the Railway Company and tap water was supplied during 1892. The area of tank is 18 sq. miles and when it was full, the capacity was 150 million cubic feet. During 1951 one million gallons of water was supplied to Hubli city every day. (average 8 gallons per person). Apart from this the city had 530 public and private wells. The Railway department had made its own arrangement for water from Deveragudihal tank.

Neerasagara Project

To meet the water needs of ever growing twin cities of Hubli-Dharwad, Neerasagar Project - was taken up. This is ten km. away from Dharwad. This project was approved at a cost of Rs.141 lakh by the Bombay Government in 1948. The first phase was completed during 1955. When the project was completed it was able to supply 20 gallons of water (GPCD) per head.

The growth of population and industries in the twin cities of Hubli-Dharwad, and the growing need for water, made the authorities to take up a scheme to draw water from Malaprabha project near Savadatti which is about 40 km. from Dharwad. This project was taken up in 1975 and was completed in 1983. The cost of this project was Rs. 1,175 lakh.

At present water is supplied to the twin cities from three sources and every day 170 lakh gallons of water is made available. (Unkal tank 10 lakh gallons, Neerasagara 85 lakh gallons and Malaprabha 75 lakh gallons) At present from these three sources on an average 24 GPCD of water is supplied to an individual. In the recent years during summer, the water supply was not satisfactory. So the second phase of Malaprabha was taken up during 1990. Till today over 540.28 lakh of rupees are spent over this project. In addition to this, there are 264 bore wells which supply about nine lakh gallons of water to the city. In the jurisdiction of Mahanagara Palike, the total number of tap connections during 1993-94 was 47,605 domestic and 3,054 non-domestic. In the form of water tax during Rs. 1993-94 the income that accrued with the Mahanagara Palike was 129.88 lakh. The maintainance expenditure and the expenditure on the staff was Rs.77.97 lakh and Rs.80.47 lakh respectively.

Underground Drainage

It was taken up in Hubli from 1958 and in Dharwad from 1960. During 1974, to protect human dignity, the practice of carrying night soil by scavengers on their heads was done away with. and open latrines were connected to underground drainage at a cost of Rs.25 lakh. According to a report, nearly 30 per cent of residential areas do not have underground drainage facilities.

Other amenities

In the area of Mahanagara Palike, the total length of roads is 591 km out of which 446 km is *pakka* road, and 145 km is tarred road. During 1962 the total length of roads was only 219 km. The total number of gardens under Mahanagar Palike including big and small were 47. Among them three in Dharwad (Chennamma Garden 11 acres, Azad garden (Edward park) seven acres and Mrutyunjayanagar garden six acres) and two in Hubli are prominent. In Hubli a beautiful garden was developed in 25 acres of land and there is a Glasshouse built in it on the model of Bangalore Glass house, during 1976 and named after Indira Gandhi, Art Gallery and Aquarium are established. Adjacent to Unkal tank in

Nrupatunga hill, in about 33 acres of land, a terrace garden is developed. There is a garden for children also. In Hubli, an international standard swimming pool is constructed in Tiruka Ram tank area at a cost of Rs.15.60 lakh during 1976. In Heggeri of Hubli, the corporation has constructed an electric crematorium. In Dharwad Kadapa maidan, a full fledged magnificent Art Gallery (Kala Bhavan) named after Mallikarjuna Mansur was built in 1978 at a cost of Rs.23 lakh. The Nehru Stadium was built in Hubli at a cost of Rs.20 lakh by the corporation and the stadium has seating accommodation for 25,000 spectators.

From 1961, regular electricity is supplied to the twin cities from Sharavati. Earlier to that, during 1924 Hubli (Amte & Co.) generated electricity through generators and provided it to Hubli City only. Later in 1944, this was taken up by the government. The Dharwad Electric Supply & Co (Desai & Co) was supplying electricity in a limited way during 1930. In the area belonging to Mahanagara Palike 18,644 different kinds of street lights were provided during 1994. During 1993-94, Rs.28.08 lakh was spent on electricity and the expenditure went upto Rs.42.33 lakh due to increase in the number of lights provided. Along the National Highway between Hubli and Dharwad tubelights were fitted for the benefit of the public for a distance is about 20 km. Hubli-Dharwad Corporation or Mahanagara Palike is running 21 hospitals (Hubli 13). The Chitaguppi hospital of Hubli that was started in 1894 is one of the oldest hospitals in the state. There are two High schools, (Lamington Boys and Girls) which were started during 1890. There are 1,969 different shops located in several shopping complexes under the Mahanagara Palike (1994).

Finances

After the creation of the Mahanagara Palike the income and expenditure considerably increased. During 1962 the annual income of both Hubli Dharwad units was Rs.60 lakh, but in the recent years it has exceeded to over Rs. 16 Crores. By way of Octroi grant Mahanagara Palike received from the government Rs.324.79 lakh Rs.332.16 lakh and Rs. 646.76 lakh in the years 1991-92, 1992-93 and 1993-94 respectively.

The other development grants were of Rs.279.88 lakh, Rs.241.44 lakh and Rs.352.91 lakh respectively. The total staff strength of the Mahanagara Palike as in 1993-94, was 2480 (which included 1207 Pura Karmikas). The Income and Expenditure of the Mahanagara Palike in the recent years, is indicated below:

Rs. in lakh

Years	Income	Expenditure	Year	Income	Expenditure
1962-63	76.95	59.63	1978-79	372.44	390.30
1965-66	91.21	87.29	1980-81	529.69	447.18
1968-69	134.76	121.27	1982-83	569.06	539.32
1970-71	157.86	139.05	1984-85	664.47	537.22
1972-73	200.28	189.14	1986-87	1,266.25	1,266.22
1974-75	297.91	239.67	1992-93	1,689.00	1625.00
1976-77	336.14	292.59	1993-94	2,645.16	2,627.83

Gadag-Betgeri Municipality

In the beginning during 1859 Gadag and Betgeri towns had different Municipalities. However, after three years, taking administrative factors into consideration, both the Municipalities were merged into a single Municipality in 1862 and the Gadag-Betgeri City Municipality was formed. During 1926 it was upgraded as a Borough Municipality. During 1951, as per the Mumbai Municipality Act, when Municipalities were reconstituted, Gadag-Betgeri had 36 members as councillors and of them four were women, two belonged to SC/ST group. The city was divided into 11 wards.

Today (1993-94) the area of the city is 15.36 Sq.Km and the total number of houses are 23,822. The city is divided into ten wards and population is 1.34 lakh (1991). During 1991 the number of tax payers was 26,175 as against the previous decade when it was 23,829. During 1994 the average tax rate was Rs.109. The number of members who have been recently elected are 31 of which six are women and two are reserved for SC/ST. Gadag being the second biggest commercial centre of the district is growing fast during these decades. New extensions have come up around it, namely Rajeev Gandhi Nagar (1992), Weaver's Colony, Siddalinganagar (HUDCO) which are prominent among them. The Municipality has spent Rs.15.34 lakh on these extensions.

Water Supply

Earlier, tanks like Bheeshmanakere and Hasirukeri were sources of water supply to the city. Apart from this there were about hundred municipal wells which were in use. During the period between 1972 and 1992, 145 bore wells served as the main sources of drinking water supply. Gadag town till recently was facing the problem of drinking water during summer. But it came to an end during 1992 when water was drawn from the Tungabhadra river. The water for Gadag is drawn from Korala halli, which is 50 Km. away from the city. This project was undertaken by the Karnataka Water supply and Drainage Board at a cost of Rs.1342.42 lakh. The government shared Rs.999.32 lakh and Life Insurance Corporation provided Rs.343.10 Lakh as loan to this the scheme. In city there are 5,250 tap connections and among them 4,900 are domestic and 350 are public taps. The public taps on an average, supply 18 lakh gallons of water. An individual gets 13 gallons of water per day. The maintenance expenses of the water Board is Rs.65 lakh and the Municipality receives only Rs.8.80 lakh in the form of water tax.

Public Health and Sanitation

Municipality was running three different hospitals. before handing them over to the government in 1981. There was no underground drainage system and to protect the sanitary condition of the city, there were 307 different kinds of *poura karmikas*. The night soil was transported through tankers or push carts. There were nine slums in the city covering nine sq. kms. with 812 huts.

Other Amenities

A High School (1885) and a Pre-University college were run by the Municipality. For this purpose the Municipality had spent Rs.24,434 during 1991-92. It was maintaining six public gardens and had spent Rs.6.70 lakh during 1991-92. and it also maintaining 97 km. of roads.

In a limited manner power was supplied to the city during 1926 by Manvi Electrical Power Supplies. During 1987 there were 3,491 street lights, where as in 1992 their number increased to

4,581. The Municipality spent Rs. 2.53 lakh, Rs. 8.70 lakh and Rs. 5.15 lakh (which was 18 per cent of its total income) during 1991-92, 92-93 and 93-94 for the development of SC's and ST's.

Finances

Earlier to the abolition of the Octroi in 1978-79 the Municipality was getting Rs.30.20 lakh of income and the income from this source two years ago was Rs.26.60 lakh and Rs. 24.80 lakh respectively. In the past three years 1989-90, 1990-91 and 1991-92 including Octroi and other grants from the government the money received by the Municipality was Rs. 72.45 lakh, Rs.68.70 lakh and Rs.91.70 lakh respectively. In the recent years the municipal income and expenditure are as follows

(Rs. in lakh)

Years	Income	Expenditure	Year	Income	Expenditure
1982-83	75.86	83.83	1990-91	202.56	225.25
1984-85	107.57	109.93	1992-93	241.12	284.24
1986-87	134.80	142.32	1993-94	342.76	316.81
1988-89	211.66	195.79			

During 1991-92 the municipal expenditure on different items was as follows : public health and sanitation Rs.9.50 lakh; PWD Rs.33.18 lakh; water supply Rs.28.57 lakh; roads and lights Rs.13.69 lakh, drainage and control of epidemics Rs. 65 lakh; establishment expenditure Rs.111.43 lakh and others. 44.19 lakh. The new building of the Municipality was constructed in 1963. The Municipality has the distinction of winning the best Municipality of the state award for three times consecutively. An award amount of Rs.15 lakh each for 1984-85 and 1985-86 and six lakh for 1986-87 was received by the Municipality.

Hubli Dharwad Urban Development Authority

During 1976, the government of Karnataka enacted a legislation by the name Karnataka Urban Development Authority Act with a view to secure orderly and comprehensive growth of cities. Afterwards, Town Planning Authority and City Development Authority were brought under one administration. Accordingly, under the 1987 Act, Hubli Dharwad Urban Development Authority was established in 1988 with Hubli as its Head-quarters. It is a quasi government authority and is autonomous.

Under its jurisdiction, Hubli, Dharwad and six border villages of Hubli taluk and eleven of Dharwad taluk are included. The total area coming under the pervue of this Authority is 9,569 ha. (Hubli 4,733 ha., Dharwad 2,890 ha., and Navanagar 1,946 ha.). Out of this total area 3,978 ha. is earmarked for residence. The main functions of the Authority are : 1) To prepare the plans of residential, trade and commercial Complexes, to help proper development of the city. 2) To prescribe rules and regulations for the construction of residential, commercial and industrial buildings. 3) To provide the general public housing sites, by acquiring and disposing of land and help them in preparing plans and guide them in construction work and to prepare the plan of roads etc.

Till date, the Urban Development Authority has prepared 20 housing schemes in the twin cities of Dharwad-Hubli which covers an area of 206.43 hectares of land and has handed over 2,546 sites

to the Municipality for distribution. It has spent Rs.249.45 lakh for this purpose. Out of these sites, 289 and 204 sites are allotted to SC/ST and economically backward classes respectively. For the economically weaker sections of the society, 30' X 20' sites are given at a cost Rs.7000 of only. It is said to be an achievement. There is growing demand for house sites and keeping this in mind, the Development Authority has undertaken 12 new schemes and acquired 1,825 acres of land. It is hoped that 24,585 sites can be allotted and the approximate cost is Rs.10,667 lakh. The Urban Development Authority through its seven projects issued a loan for various development works of Rs.26.32 lakh of money. Under this scheme a bypass road to Pune and Bangalore is constructed at a cost of Rs. 6 lakh and for Sodium Vapour lamps Rs.10.19 lakh and for automatic traffic signal lamps Rs.5.50 lakh expenditure is included.

Town Planning

The concept of town planning is an ancient one. However, in the recent days, the development of urban and rural areas in a systematic and scientific manner has gained importance. In these parts Mumbai City Planning Act of 1915 was in force before the Reorganisation of the states. Its head office was in Pune. After the Reorganisation of the states, Karnataka Town and Country Planning Act 1961 was enacted which came into force from 1965. The aim of this Act was to meet the social amenities both in cities as well as in the towns and rural areas. In order to create a conducive atmosphere for such development, land was acquired by the government, so that the abuse of it by middle men was avoided. Further provision was made under this Act to protect environment, develop gardens, playgrounds and to prevent the abuse of land.

This Act was applied to prominent cities of the district like Hubli Dharwad (1966), Gadag-Betgeri (1972) and Ranibennur (1992). In 1961 a district level office of the Assistant Director of Town Planning was started in Hubli. A second branch of the same office was opened in Gadag during 1981 and six taluks were under it, where as Hubli had eleven taluks. The twin cities of Hubli and Dharwad were under Urban Development Authority and the entire development work was entrusted to this Authority.

A Joint Director's Office for eight districts of the Northern Karnataka was opened in Dharwad in 1981. The Development Authority prepared development plans of twenty two towns belonging to Dharwad district. Under this, apart from taluk centres, Alnawar, Lakshmeshwara, Gajendragad, Naregal, Annigeri and Mulugunda were also included. In addition to this in the district, the Authority has identified twenty three growth centres other than taluk centres and has prepared their development plans. To use the land in a comprehensive development plan a project is undertaken with the help of government of Japan under which, Chikkabasur, Akki alur, Yamanur and twentysix villages coming under Abbigere Mandal Panchayat and their basic maps are prepared. With the assistance of the central government, the department has prepared a comprehensive, Urban Development Plan for the progress of Ranibennur, under the Small and Medium Towns Development Scheme. Alnawar, Byadgi, Haveri, Lakshmeshwar, Ron, Nargund development schemes are also ready.

With the help of the Karnataka Housing Board and the Slum Clearance Board, the department is preparing schemes for the development of villages which are selected for rehabilitation. In addition to giving financial assistance to the Karnataka Industrial Area Development Board, development plans are also prepared.

Slum Clearance Board

In the recent years, fast growth of cities, development of Industries migration to cities and lack of civic amenities to the residents have led to the growth of slums in cities. In order to solve this problem, The Karnataka Slum Clearance Board was established for eight districts. A northern zonal office was established in Belgaum in 1980 and later shifted to Hubli during 1982. Under the control of this zonal office, including Hubli there are four sub-divisions. As reported by the Board, in Dharwad district there are thirteen urban areas having slums. The total number of slums is 87 and the number of slum dwellers is 59,680, the number of huts is 11,738 and the area is 247 acres.

In the twin cities of Hubli-Dharwad alone, there are 28 slums, with 32,145 dwellers and 6,484 huts in an area of 109 acres. The slum areas of Hubli-Dharwad belonged to the private owners - and it comprises a portion of private land the land belonging to the government, Corporation and the Railways. Next to Hubli Dharwad, Gadag Betgeri accounts for the next higher number of slums amounting to 10 with 6,423 dwellers. The number of hutments was 1,349 spread over 27 acres. The third place is that of Ranibennur having eight slums with 2,730 dwellers living in 792 hutments spread over 11 acres. There are undeclared slums also numbering five in Hubli, eight in Dharwad, two in Ron and one in Hangal.

So far, the Slum Clearance Board (1981-84) constructed 790 houses in declared slums. Most of them are located in Hubli-Dharwad (668) and Gadag 104. During 1994-95 the Board constructed 392 houses in Keshavapur and Gandhiwada slum areas and the estimated expenditure incurred on construction as well as providing other amenities was 129.19 lakh.

Local Development Committees / Boards

When local funds were started in 1863, the attention of the government was drawn to the basic development works of rural areas. After six years during 1869, Bombay Local Fund Act was passed and under this Act Local Fund Committees came into force.

Under this Act, every district had a District Local Fund Committee. Local Fund money was collected from various sources, at the rate of one anna per rupee over land tax and the other taxes were Octroi, school fee, tax on boating and various grants received by the government. It is from this Local Fund money, that local works like providing education, supply of drinking water, maintenance of irrigation canals, choultries, hospitals and such other development works were undertaken. Under every District Local Fund Committee there were Taluka Committees. The Collector of the district was the President of the District Local Fund Committee. In every Local Fund Committee, Deputy Collector, Executive Engineer, Education Inspector and one local Inamdar were nominated by the government besides, the non-official members of the committee. This committee had only advisory powers and had no executive powers. The activities of Local Fund were divided into two parts i.e., Public Works and Education. In 1881-82 the income and expenditure of the Dharwad Local Fund Committee were as follow; the total amount including the old balance of Rs.52,770 was Rs.2.12 lakh in the department of Public Works, most part of it was collected in the form of taxes (Rs.1.17 lakh) and the next important source of income was Octroi Rs.11,030. The total expenditure of the department was Rs.1.86 lakh of which Rs. 44,240 was spent on repairs, Rs. 27,770 towards payment of salary to the staff, Rs.9,641 over new works. The total income of the Education Department including the old balance Rs.48,140 was Rs.1.53 lakh. A major portion was collected from education tax ie Rs.58,730,

grants Rs. 26,810 and Rs.12,760 through education fees. The total expenses of the department was Rs.1,21,630 of which Rs. 88,420 towards the salary of the staff Rs.20,360 towards the construction of school buildings, Rs.12,850 towards maintenance was spent (as reported in the 1884 Gazetteer).

Dharwad District Local Board

During the recent seven to eight decades of the Panchayat System, Zilla or "District Board" was the apex institution at the district level. Its functions have varied from time to time. In 1923 under the Mumbai Local Board Act, barring Municipality / Corporation, this local self governing institution was created mainly for the development of rural areas. During 1951 under the jurisdiction of this Board, the area was 5257.52 sq. miles with a population of 11.98 lakh. All the members of the Board were elected, and their number was 53 of which seven was reserved. The term of office was three years. Under special circumstances it was extended for one more year. The compulsory functions of the Board under development programme were : construction of roads, maintenance of roads and transport systems, hospitals, markets, choultries, public buildings, supply of drinking water through tanks and wells, canals and dams, health and sanitation and planting of trees by road side. The sources of income to the Board were, cess on land revenue (three annas per rupee) water cess, income from the Board properties and government grants. 2/3 of the cess collected by means of land revenue was given to the Local Municipalities by the Board. The Board received 15 per cent of the land revenue as grant from the government. The collector and the director of the local bodies of southern division had authority over the District Board.

The Dharwad Local Board had an income of Rs.17.50 lakh from nine sources during 1952-53. Out of this Rs.10.88 lakh was collected from local taxes and Rs. 3.51 lakh from land revenue. The expenditure during the same year was Rs.14.98 lakh. The important items of expenditure were-civil works Rs. 8.25 lakh, education Rs.3.49 lakh and medical assistance Rs. 1.74 lakh.

The Zilla Board, had full authority to appoint its staff, however in the cases of appointment of the Chief Executive Officer or the Engineer, the consent of the government was necessary as the government was bearing 2/3 of their salary. Under the Bombay Primary Education Act of 1947, from 1949 the Zilla Board had no power over education and its finances. It had only the power to conduct elections to School Boards. Zilla Board and School Boards were eligible to receive 15 pai (*kasu*) per rupee from the cess of the land revenue and water cess (average 10 per cent).

The total length of roads under Zilla Board during 1952 was 839 miles. Before the merger of princely states into the Dharwad district, there were 1,273 villages. After their merger, 150 new villages were added. According to the 1959 Act, Zilla Boards were replaced by the District Development Committees wholly manned by officers. Under this new system the taluk development boards were the actual agents of development, and their members were elected. In this regard an important change was brought in 1987, with the introduction of the Mandal Panchayaths. However, the leadership of comprehensive rural development was in the hands of the Zilla Parishat, because under this system the taluk Panchayat Councils had only advisory middle man role to play as they were continued without power under the Zilla Parishat. In the recent years, under the Panchayat Raj Act of 1993, Three Tier System namely Zilla Panchayat, Taluka Panchayat and Grama Panchayat was introduced. They were the real agents who were actively participating in the development process based on the decentralisation of power, the details of which are given in the following pages.

Panchayat Raj

After the reorganisation of states a uniform and comprehensive Panchayath Raj Act was brought into force during 1960. This consisted of a three tier system namely, Grama Panchayat at the village level, Taluka Development Board at Taluk level, District Development Council at the district level. The Grama Panchayat and Taluka Development Boards had elected representatives, where as the District Development Council had only officials which was advisory in character. Much of the development work of the government was carried on by the Taluka Development Boards and this system continued upto 1983.

The concept of the Panchayat Raj system was envisaged mainly to provide more powers to people through decentralisation of power in administration towards the all round development of rural areas. It is for this purpose that a new Act was brought into force during 1983. Under this Act, the Panchayat Raj System was extended effectively by giving more scope for decentralisation of power, autonomy, and self reliance, so that the people may take more active part in development. Under this new Act the three tiers were Mandal Panchayat, Taluka Panchayat, and Zilla Parishat. However, the Nyaya Panchayat which was envisaged under this Act could not come into force.

Including Dharwad district these elected local bodies came into existence through out the state during 1987. Under this new system, The Mandal Panchayat and the Zilla Parishat had elected representatives. The Taluka Panchayats had no additional powers and they did not have separate financial powers as they acted as only advisory committees under the Zilla Parishat. The Zilla Parishat was almost acting like the district government and carried on with all the development activities. The notable feature of this system was that the president of the Zilla Parishat enjoyed the status of a minister. The development works of the government were carried on mostly by Zilla Parishat and Mandal Panchayat. A village or group of villages generally not exceeding 8 to 12 thousand population constituted Mandal Panchayats. The term of office of these elected representatives was five years. Under this Act, the age of voting was reduced from 21 to 18 years. There were 2,500 Mandal Panchayats functioning in the state and the Mandal Panchayts were bigger when compared to the earlier Grama Panchayats and were free to under take the development works. Out of the total seats 25 per cent was reserved for women, 18 per cent for scheduled castes and tribes. The Backward classes were to be nominated to Zilla Parishat and Mandal Panchayats and this system continued for over five years upto 1992.

Karnataka Panchayat Raj Act of 1993

To strengthen the Panchayat Raj system and to provide decentralisation at various levels of administration, so that, the backward classes and women may get more representation, a new Karnataka Panchayat Raj Act was introduced in 1993. The Mandal, Taluk and Zilla Parishats functioning hitherto were abolished.

Grama Panchayat

Among the Panchayat Raj institutions, Gram Panchayat is the prominent one, because it is a basic institution or unit, which has been there from earlier days and has played an important role in establishing "Grama Swarajya" or "Surajya". Under the present Act a village or a group of villages having a population of 5 to 7 thousand can establish a Grama Panchayat. Under special circumstances

'Malenadu' (hilly areas) having a population of 2,500 are allowed to constitute a Grama Panchayat. In the state, under the new Act there are 5,645 Grama Panchayats. The number of earlier Mandal Panchayat were 2,500. For every four hundred people one representative is chosen and the term of office of such elected members is five years. The elections to Grama Panchayats are conducted without any party bias. It is a special feature, because there is no scope for political hatred and enmity. It is believed that political parties encourage malice and cause obstruction to development. Further, out of the total seats, one third is reserved for women, and one third to backward classes. Under the new system, reservation is followed for the posts of the President and the Vice President. The nomination method to these posts is abolished.

Grama Sabha

Under the Grama Panchayat system, Grama Sabhas have great importance. The entire voting population of the village constitutes the Grama Sabha. This Sabha should meet at least once in six months. It is like the general body of the village as it represents all the voters. It is presided over by the President of the Panchayat. Various problems of the village, administrative report of the Panchayat, and development programmes are to be placed before this Assembly. The Sabha has a right to discuss and approve them, as it works as a forum to find out solutions to various problems. It is expected, to identify the beneficiaries of various schemes of the government. It is the duty of the Grama Sabha, to maintain peace, law and order, provide Adult Education, promote harmony etc. The resolutions passed by this Sabha are to be carried out by the Panchayat. In order to carryout the work smoothly, sub-committees are constituted. For every Grama Panchayat Government gives one lakh of rupees as grant. This amount is spent on electricity, water supply, health and sanitary works. The work of Grama Panchayat is carried out by the Panchayat Secretary.

Functions

Under the new Act, Grama Panchayats are expected to carry out various development functions and only few are mentioned below : 1) Health and sanitation 2) Supply of drinking water, 3) Street lights and drainage, 4) Development of agriculture, 5) Animal Husbandry 6) Social Forestry, 7) Village housing, 8) Development of Khadi and Village Industries 9) Development of Buildings and Roads, 10) Primary Education, 11) Public Health and Family Welfare 12) Civil Supplies 13) Development of Markets, 14) Women Child Welfare, 15) Development of SC/ST and Backward Classes, 16) Implementation of the development programmes as directed by the Government from time to time.

Finances

The Grama Panchayat is empowered to levy taxes like house tax, tax on vacant sites, water tax, entertainment tax, tax on vehicles, taxes during festivals, development tax, market tax, cess on land revenue etc. Grants are given to the Panchayat under special circumstances to meet the natural calamities. Every Grama Panchayat can have its own Panchayat Fund.

Taluk Panchayat

Every revenue taluk has a Panchayat. The Taluk Panchayat, like Taluka Development Board of earlier days, is a totally elected body. However, its jurisdiction does not cover the Municipality, Town Municipality and Corporation. In a Taluk Panchayat, every ten thousand persons will have one representative and there will not be less than eleven members in a Taluk Panchayat. It includes the

members of Legislative Assembly and Legislative Council and the Members of the Parliament as its members. About 1/5 of the total Grama Panchayat Presidents are also included as its members on rotation basis. Out of the total seats in the Taluk Panchayat, 18 per cent is reserved for SC/ST, and $33\frac{1}{3}$ are reserved for women and for backward classes.

Generally, to carry on the Taluk Panchayat work effectively, Standing Committee, Finance and Audit, Planning and Social Justice Committee are created. Those who are eligible to vote in Gram Panchayat can vote in the Taluk Panchayat also and to contest elections, their names should find a place in the voters list of respective taluks. The term of office of such elected members is five years. The elected members have to elect a President and Vice President among themselves. The Taluk Panchayat should meet at least once a month to carry out its functions. Over various development matters and implementation of Plan programme, control of staff, administrative and financial matters and resolutions pertaining to them are legally vested in the hands of the President. In order to meet the staff expenditure, government releases grant in a stipulated manner.

In 1995 elections were conducted for all the seventeen taluks of Dharwad district and the total number of elected members was 248.

Functions

The Taluk Panchayat is expected to carry out the directions given by the government from time to time. Under the new Panchayat Act, government has entrusted twenty seven development works and important among them are mentioned here 1) Preparation of the Annual Plan and Budget as directed by Zilla Panchayat or Government, 2) Agriculture and Agricultural extension plans, 3) Land development and soil conservation, 4) Minor Irrigation project, proper management and usage of water, 5) Fisheries and Animal Husbandry, 6) Cottage Industries and Rural Housing, 7) Water supply 8) Use of unconventional energy, 9) Sanitation, 10) Roads and Drainages 11) Protection and Maintenance of property, 12) Elementary and Higher education, technical and vocational education, 13) Social Welfare, 14) Rural Electrification, 15) Development of social and cultural activities, 16) Development of co-operative activities, etc.

Zilla Panchayat

The former District Board is named as Zilla Panchayat under the new Act, which is also a local self governing unit. Under the Panchayat Raj system this is a powerful and important unit because most of the rural development works are carried out through it and delivered to the people. The Municipality, Town Municipality, Corporation, Notified Areas, Sanitary Boards, and Urban Development Authority do not come under the Zilla Panchayat. Apart from the elected members, it includes the Loka Sabha and Rajya Sabha members of the district and the MLA and MLC. All the Presidents of Taluk Panchayats are also members. For every 40,000 of population, a member is elected to the Zilla Panchayat. However in cases of Coorg, Uttar Kannada and Chikkamagalur district it is 30,000. The reservation policy is applied according to the laws. However, $1/3$ the total number of seats is set apart to women. The term of office of elected members is five years.

The President and Vice-President, are elected by members. Their salary and allowances are decided by the government.

Administration

Under the existing Act the Panchayat is expected to meet at least once in two months. Such meetings are presided over by the President, and a copy of all the approved resolutions are sent to the Divisional Commissioner of the zone. To carryout the work of the Panchayat in a smooth and effective manner there is scope under law to create various standing committees from among the elected members. Such committees are 1) General committee, 2) Committee on Finance, Audit and Planning, 3) Social Justice, 4) Education and Health, 5) Agriculture and Industry.

The President of the Panchayat has legal control over all the matters like administration, finance, staff etc. During natural calamities, he has power to sanction one lakh of rupees towards relief. In order to carry out the work of Zilla Panchayat, an I.A.S. officer is appointed by the government as the Chief Administrator. Under the new Act, provision is made for a district planning committee. It consists of the representatives of the Municipalities, Town Municipalities, and the members of Parliament and the state Legislature belonging to the district. Such action may go a long way in implementing the various development programmes in an effective manner. In case the work of a Zilla, Taluk and Grama Panchayat is found unsatisfactory, the government has the power to dissolve them.

To carryout the election work to various local bodies like Grama Panchayat, Taluk and Zilla Panchayats, government has created a separate Election Commission. During December 1993 elections were conducted for Grama Panchayats under it. In 1995 Taluk and Zilla Panchayat elections were conducted.

The total elected members of Dharwad Zilla Panchayat is 67. The number of women belonging to all catogeries was 23. The total reserved seats were 37 out of which 23 belonged to backward classes, 11 to scheduled castes and three to scheduled tribes.

Functions of Zilla Panchayat

Government supervises the work of a Zilla Panchayat. Generally the Zilla Panchayat is expected to plan the development in a comprehensive way and implement them by coordinating with the taluk and Gram Panahcayat activities. It is required to supervise, direct and guide them in various development programmes. There are over thirty functions to be carried out, and important among them are mentioned here.

(1) Agriculture, Agricultural Extension programmes and Horticulture; (2) Land development and soil conservation; (3) Minor irrigation project and water management and usage.; (4) Poultry, Animal Husbandry and Dairying; (5) Development of Small Scale Industries and Food Processing; (6) Rural housing, water supply and sanitation; (7) Development of roads, buildings, bridges, water ways, ferries and other modes of transport; (8) Use of non conventional energy and its development ; (9) Implementation of poverty alleviation programme formulated by the State and Central Governments; (10) Primary, Higher, Technical and Vocational Systems of Education and their maintenance; (11) Women and children welfare; (12) Social welfare (disabled and mentally retarded); (13) Development of SC/ST and backward classes; (14) Protection of public and government property; (15) Public distribution system; (16) Rural electrification; (17) Co-operation (18) Development of reading rooms and libraries.

Finances

Zilla Panchayats have their own 'Panchayat fund" which consists of

(1) Amount transferred from the consolidated fund by the government; (2) Government grants; (3) Loans; (4) Advances; (5) Donations; (6) Income derived through rent from the property; (7) Various service charges; (8) Income by interest.

The Zilla Panchayat is expected to spend not less than 20 per cent of its total income over the development of the SC/ST.

Dharwad Zilla Parishat

The various changes brought about in the system of Panchayat Raj ushered in by the present Zilla, Taluk and Mandal Panchayats, and Nyaya Panchayat under the Act of 1983, came in to force in 1987 throughout the state. After 28 years of the 1957 Karnataka Panchayat Act, these new Panchayat institutions came into force. The role of these new institutions is significant in providing decentralisation of power, more power to people, autonomy, social justice and self-reliance. Under this new scheme, Taluk Development Boards were abolished.

On 2.1.1987 elections were held and afterwards Zilla Parishat came into existence. The area of Zilla Parishat excluding the urban areas of the district was 13,199.99 sq.km. The rural population under Zilla Parishat was 22.94 lakh (1991) and the number of elected members was 68 out of which there were 16 Legislative Assembly Members, four members of the Parliament, four Legislative Council Members, and one co-opted member under it. There were seventeen Taluk Panchayat Committees and 166 Mandal Panchayats. To carry on the administration in a smooth manner nine standing committees were constituted and a special committee was there to look after the welfare of women and children.

After five years, in January 1992 Zilla Parishat, Taluk Panchayat and Mandal Panchayat committees were abolished. Instead of elected representatives, Administrators were appointed on 14.1.92.

The programmes of Zilla Parishat and the development works undertaken in the recent two years are described briefly. During 1991-92 to lift the families below poverty line, a sum of Rs.150.95 lakh was spent by way of providing subsidy. The total beneficiaries under this scheme were 6,271 of whom 2,459 belonged to scheduled castes and 413 to scheduled tribes.

Under Jawahar Rozgar Scheme, with a view to provide group Housing to SC/ST 8,103 works were taken up of which 3,659 were completed. During 1991-92 19.22 lakh mandays of employment was created under this scheme. The Central programme of DPAP (Drought Prone Area programme) was started in 14 taluks of the district. During 1991-92 out of total grant of Rs.252.63 lakh, only Rs.191.24 lakh was spent.

The centrally sponsored scheme envisages their small and marginal formers may avail irrigational facilities for cultivation by drilling borewells. During 1991-92, 338 beneficiaries received Rs.24.67 lakh as grant out of Rs.25.60 lakh released by the government, of them 15 were scheduled caste members. The rural and small scale division of the Zilla Parishat encouraged the unemployed graduates to take up self employment in agriculture and apiculture projects and also small industrial entrepreneurs under TRYSEM and related activities. Rs.42.90 lakh was spent on this programme. In 1991-92 under

Adult Education scheme, 8,790 illiterates were admitted in 300 training centres; among them 61 centres were reserved for scheduled caste illiterates only. In these 61 centres 4,030 were admitted under this scheme and a total of 3,781 were made literates. Also 1,742 men and 2,039 women were trained and in 1991-92 Rs.13.89 lakh was granted to this scheme, but only Rs.7.74 lakh was spent. To implement Animal Husbandry and Health Schemes, Rs.71.46 lakh was spent. Under Water Technology Mission, 349 problem ridden villages were selected to undertake scientific studies to provide safe drinking water.

Under the Rural Water Supply Scheme, 202 villages were chosen to implement the programme upto the end of 1992.

Progress during 1992-93

Under the reported year, 2,079 SC and 83 ST families below poverty line were helped to cross poverty line. A sum of Rs.160.44 lakh was spent under Jawhar Rozgar scheme and 10,082 works was taken up. The remaining work of the previous year was also completed. 24,673 mandays of employment were created out of those works. Under the sanctioned grant of Rs.330 lakh for DPAP, Rs.311.325 lakh was spent. In 1992-93 under hundred well programme, 339 persons were given help by granting Rs.29.72 lakh. Among them 35 beneficiaries belonged to scheduled castes and scheduled tribes. A grant of Rs.108.11 lakh was sanctioned to rural small scale industries, out of which Rs.102.82 lakh was spent. In rural areas, 1,700 Gobar Gas Plants were established to obtain power and fuel at a cost of Rs.75.49 lakh. In 1992-93 under the Adult Education Scheme, government granted Rs. 3.35 lakh. The contribution by Zilla Parishat was Rs.3.25 lakh, out of which Rs.3.24 lakh was spent. The total grant of Rs. 487.62 lakh given by the government towards rural drinking water supply was fully spent. There is one drinking water well for every 250 people in this district.

It is reported in the Zilla Parishat administrative report of 1992-93, that under its control 5,635 km road existed of which 250.10 km was black top road. In the previous year the length of the road was 6,308 km (during 1992-93 Zilla Parishat roads were transferred to PWD) hence the length was reduced. During 1992-93 an amount of Rs.2,965 for every km. was spent for the maintenance of the roads.

Finances

In 1992-93 the amount collected by the Zilla Parishat by way of general income was Rs.28.72 crores, government grant was Rs.125.52 crores, initial cash on hand was Rs.12.23 crores and the total income amounted to 166.47 crores. The total expenditure during that year was Rs.153.24 crores. The codified income and expenditure of 162 Mandal Panchayats during 1992-93, are given below;

Income : Initial cash on hand was Rs.54.49 lakh, percapita grant by the government Rs.154.08 lakh, revenue 138.81 lakh, other sources Rs.2.06 lakh and the total was Rs.344.44 lakh.

Expenditure : Electricity Rs.30.75 lakh, expenditure on elected members' salary etc. Rs.3.34 lakh, expenditure on meetings Rs. 4.606, annual contingency expenditure Rs.95.48 lakh, other staff expenditure, salary etc. Rs.111.43 lakh, Public Works Rs.59.68 lakh and the total expenditure was Rs.300.73 lakh.

Tax Collected

During 1992-93 the amount of tax which was due (demand, collection and arrears) from all the Mandal Panchayats of the district was as follows; previous years' due Rs.223.31 lakh; 1992-93 year the demand of Rs.115.65 lakh and total demand was Rs. 338.97 lakh; 1992-93, the total collection of loans Rs.108.86 lakh, collected amount at the end of the year was Rs. 230.11 lakh (the information of two taluks are not included).

Grama Panchayats

Under the decentralised system of Panchayat Raj, the primary institution of Grama Panchayat plays a very important role, as it provides wide scope for 'Grama Swarajya' or 'Grama Suaraj' concept.

Under the Act of the Mumbai Grama Panchayat of 1933, Grama Panchayats were created in villages where the population was less than two thousand, in case of public demand a provision was made in the law, to constitute Grama Panchayat even for less than thousand people. It was directed, that the members of Panchayat be 7 to 15 and reservation for women and SC/ST was allowed. Generally, the term of office of the Panchayat was three years and under special circumstances, the Collector had the authority to extend it to five years. Sarpanch and Upa-sarpanch were elected among the members. The Sarpanch of the Panchayat was not only a head, but he was also the Chief Administrator of Panchayat. Every Panchayat had a Secretary and $\frac{3}{4}$ of his salary was paid by the government.

In matters of finances of the Panchayat, Zilla Boards had greater authority. Under the law, it was obligatory for Panchayats to carry out certain functions. In case of availability of funds it was allowed to take up other works, which were mentioned in the Act. Panchayat was authorised to collect ten types of taxes. Any revenue fixed by the government, with the consent of the Local Board, the Panchayat was allowed to levy such taxes as levied by the government.

The Panchayat was eligible to receive either 15 per cent of the land revenue or 25 per cent of the local cess fund whichever was higher as its grant. In March 1953 Dharwad district had 242 Grama Panchayats. The Local Board and the Collector of the district had authority over it. It was mandatory for the District Board to audit the accounts of the Panchayat. The government had authority to abolish the Panchayat in case of unsatisfactory functioning. In order to strengthen the administration and to promote the participation of women in administration, a special officer was appointed in Dharwad district in 1950.

Nyaya Panchayats

Under 1933 Panchayat Act every village was allowed to have a Nyaya Panchayat to settle small disputes and minor criminal matters. The Nyaya Panchayat consisted of five members of the Grama Panchayat and they were chosen during the first meeting of the Grama Panchayat and among them one was elected as President. The term of Office of such Nyaya Panchayat was coterminus along with the Grama Panchayat. A corrupt and inefficient member could be removed from the office; for which there was provision under law. The secretary of Grama Panchayat acted as the judicial clerk of the Nyaya Panchayat.

As per the orders of the Home Ministry of Bombay Government, 88 Panchayats of Dharwad district at the initial stage had authority to try cases under chapter 39 of the Bombay Grama Panchayats sub clauses 1-2 (Indian Penal Code) and Indian Criminal Procedure Code.

According to Chapter 269, 277 and 283 of the IPC, Judges and lawyers were prevented from interfering in court proceedings. However appeal could be made to the district and sessions court. The same tribunal authority system was introduced in 1983 Act of the Zilla Parishat, Mandal Panchayat, but the Nyaya Panchayats did not come into force.

After 1956 : After the unification of Karnataka, Karnataka Local Board and Village Panchayat Act was brought into force (1960). Under this Act, a village having a minimum population of 1,500 or a group of villages could form a Grama Panchayat. These Grama Panchayats were directly under the control of the Taluk Development Board. Government was giving a grant of 30 per cent out of its land revenue to Panchayats for their developmental work. This system continued upto 1987, when Zilla Parishat and Mandal Panchayat system came into force.

In Dharwad district, under the Local Board and Grama Panchayat Act of 1959, there were 594 Grama Panchayats. In the old system the taluks which had the highest number of Grama Panchayats were : Ron (58); Ranibennur (50); Navalgund (49), Hangal (48) and the least number of them was in Naragund (12).

Under the Zilla Parishat Act of 1983 in the place of Grama Panchayat, reconstituted Mandal Panchayats were brought into being. As a result, since most of the Mandal Panchayats were a group of Grama Panchayats the earlier number of Grama Panchayats was reduced. In comparison with the old Grama Panchayats, the Mandal Panchayats were highly powerful under this system.

Decentralisation of power was made possible. Under the 1983 Act, which came into force only in 1987 the number of Mandal Panchayats was reduced to 166. In 1992, the total elected members of these Mandals was 4,279. This system was in force upto 1992 as the new Act was brought into force in 1993. Under this new Act the Mandal Panchayats were reduced in size and once again Grama Panchayats came into being. The number of Grama Panchayats under the revised system was 439 and the elected members were 5,832. The number of seats reserved for women were 2,562 and for SC/ST and backward classes it was 1,176 and 1,947 respectively. Elections were conducted in December 1993 to reconstitute Grama Panchayats on non party or partyless basis.

Rural Water Supply and Sanitation

During 1947 the then government made arrangements of water supply system to villages, where the population was more than 200 and in Backward areas villages having hundred persons was also covered. Under this scheme which covered 1,273 villages 1,026 had more than two hundred population and among them 482 villages had average supply of water. 303 villages had scarce supply and 241 did not have supply of water at all. During 1947-51 Dharwad district had nine taluks and in them only 111 villages had drinking water wells sunk. After a decade of independence, the state and the central governments decided to supply drinking water through a number of plans and programmes. To provide protected water supply and drainage system to all the rural areas. Boards were created at the state level. Later to look after the rural water supply, Public Health Engineering (PHE) division at the district level was created. Now, this work is assigned to the Zilla Panchayat.

There are two prominent zones for rural water supply in the state - National Rural Water Supply Scheme and Accelerated Water Supply Scheme (under central zone). From 1975-76 the expenditure of Central Accelerated Water Supply was totally borne by the centre. Apart from this prominent scheme, under the district planning integrated mini water supply. Open wells and other plans were there to provide water supply to the areas of SC/ST, both from the state and the central component programme which was implemented to ensure water supply. In the district upto March 1993, under Rural protected water supply scheme 149 works were completed and the amount spent on them was Rs.555.892 lakh. Minor irrigation schemes completed were 145, and the amount spent on them was Rs.110.78 lakh. The amount spent on borewells was Rs.90.967 lakh and the number of borewells was 2,347.

Housing Scheme

Among the number of problems faced by the urban and rural population, the housing problem is the most acute. Growing industrialisation, urbanisation, migration to cities, all put together have increased the demand for housing. The shortage of houses is seen among the towns of the district. The increased cost of construction, lack of developed housing schemes, high prices and migration to cities, in the recent past, have increased the dimension of this problem. To solve this problem in the recent decades, government has created Housing Boards, City and Town Improvement Trusts and City Development Authorities for housing like LIC, HUDCO and others, also provide finances.

Karnataka Housing Board, 1956

This Board has State wide jurisdiction. Its zonal branch is in Hubli. From 1965-66 to 1989-90 (over two decades) under various schemes, 3,876 houses were built at a total cost of Rs.785.50 lakh.

Janata Housing Scheme

In the recent decades, the government, specially in rural areas, identified the homeless and provided them free housing sites. Apart from this, to build houses at a low cost, loans were given to them. The popular Janata Housing scheme which is very much in force in rural areas was implemented in 1973-74. The central government introduced 'Indira Avas' scheme. The state has introduced the popular scheme of 'Ashraya' to economically backward classes and sites are allotted. After Zilla Panchayat Act came in to existence (1987), the rural housing is entrusted to the Zilla and Taluk Panchayats.

In the city areas, "Bhagya Mandira" scheme is introduced for the poor and the government provides them finance to build houses. Bigger cities and Municipalities in the district are providing quarters to their staff especially to the Pura Karmikas. In Dharwad district, 260 registered housing co-operative societies have mitigated the housing problem to a certain extent.