

## CHAPTER XII

### LOCAL SELF-GOVERNMENT

**T**he decentralisation of power, distribution of work and responsibilities have become an indispensable factors of the present democratic system. Generally, the governments are classified on their nature of work, powers and functions like National, Provincial or State and local. A local self-government body is defined as the "administration of a locality or small community such as village, town or city by a body representing the local inhabitants, possessing fairly large amount of autonomy, raising a part at least of its revenue through local taxation and spending the proceeds on services which are regarded as local and as distinct, from State and Central Services is local self-government". The main purpose of these self-governing institutions is to provide civic amenities to the citizens of the area; and to promote a feeling or sense of participation in matters of local administration. These institutions also serve as training centres for the representatives who have been elected by town or city or village in providing primary political leadership and training for social service.

There was ample scope for local self-government, in the ancient India including Karnataka, though the governments in ancient India were having centralised monarchy. The village assemblies in a restricted sense, were acting like mini republics. The heads of families of every village or town used to meet and discuss the important social, economic and religious issues pertaining to them. Such assemblies indicated, the collective and co-existent style of their life. The privileges of such assemblies were fully protected by the government. Such rural administrative tradition was widespread and effective in Karnataka.

Local bodies in the past were called by different names like *uru* (town), *okkalu* (residents), *praje* (subject), *praje samudaya* (congregation of subjects), *samudaya* (assembly), *samastaru* (all

persons), *urahadimentu jati* (the 18 castes of the village) and so on. Some times these assemblies denoted by numerical names like *ura elpattu* (70) or *ura elvadimbaru* (72). There is a place in Virajpet tq of Kodagu by name Arvathoklu meaning assembly of sixty households and there is also another place by name Nalvathoklu assembly of forty households. In the limited number of epigraphical evidences of Kodagu, mention is made of such institutions. In the inscription of Mullur belonging to 1296 A.D. there is a mention of "Three hundred men (*munuralu*) assembled and took a decision" (No.80). Merchants were more in towns and their guilds alone formed their town assemblies and they were known by the names as '*nakhara*' or '*halaru*'. The now non-existing town of Tatangi's assembly was known as '*Tatangi pattanada-nakhararu*'. This is revealed by 12th century inscription (No.6). So also, Bemmatti, Bhootanahalli, Malaganakere of Nanjaraypattana had assemblies mentioned as *halaru* of the respective places, by a 1544 A.D. inscription (No. 19). (*halaru* was the assembly of the merchants who dominated the life in many towns).

The Biliur inscription of the Gangas, 9th century A.D. mentions of Beddodegere of *elvadimbaru* (72) and assembly of eight *okkalu* as village assembly (No.96). The same town during the 10th century A.D. was mentioned with town assembly with same number of members (No.98). We find the mention of *nakhara* of Chaudlu in a record belonging to 13th century A.D. (No. 6). This area of Chaudlu of traders is now known as Nagaruru. In the *agrahara* villages, the *mahajanas* assembly (heads of the families of scholarly brahmins) was functioning as local government. In the areas where brahmin *pandits* were residing, people belonging to various castes, and family heads used to meet now and then to discuss matters of common interest.

Such local bodies would engage themselves in various works like construction of temples, public buildings, supply of drinking and irrigation water, relief to the sufferers etc. Some local bodies were accepting money and land as trustees. The income or interest derived out of it was spent for *nanda deepa* or *aggishtike* (fire place) and other public services in temples. In certain places the land grant left for maintenance of irrigational canals, tanks etc., were looked after by the local bodies. The prominent works of the *grama sabhas* were: construction and maintenance of temples or arranging *jatras* and management of choultries, *aravattiges* (posts to distribute water), collection of tolls, rewarding the meritorious services, to erect hero stones (*veeragallu*) for the dead brave men and women etc. Such local bodies were also enjoying the judicial powers of outcasting the guilty.

After the advent of the British Rule in Kodagu, during a period of more than a century 1834-1947, a number of administrative changes and improvements took place. The government showed keen interest in the formation of municipalities for towns and Panchayat Raj institutions for rural areas, and their effective administration. After the attainment of Independence, number of changes were effected in the functioning of these local self-governing bodies, and on their structure and *modus operandi* laws were framed to enable them to function in a better manner by the successive popular governments.

The modern history of local self-governing bodies of Kodagu began in 1870 by constituting 'Municipal Committees' for the first time for Madikeri and Virajpet towns. Three decades thereafter, they were extended to the rural areas by constituting 'Local Fund Boards'. In the

beginning the municipal committees comprised of only 9 members and of them three were *ex-officio* members from the government and the remaining used to be the influential class of respected local citizens representing different religious groups. They were all nominated by the Chief Commissioner. The Superintendent of Coorg, Chief Military Officer (Officer Commanding of Madikeri) and the Subedar of Mahadevapet were *ex-officio* members. It was after three years in 1873, Municipal Committees for Kushalnagar, Somvarpet and Kodlipet were constituted. However, in the beginning, the functions of these committees were restricted only to sanitation work. These local committees were mainly consisting of the senior officers of the government departments, local influential leaders and the senior officers of the Revenue department used to be the Chairman of the committee. In 1877, Madikeri Municipal Committee had five official members and eight non-officials; in Virajpet there were two officials and six non-officials. It is learnt from the old documents that in 1896 when Lt. Col. Robertson was the Chief Commissioner of Coorg, people had taken keen interest in municipal administration. The main sources of income was the house-tax, cattle pens, contribution from local fund, market fees and penalties. It is learnt that octroi tax was introduced in the district during 1870 in Madikeri municipality and later discontinued. After this (1873-74), House tax was introduced by the Madikeri Municipality. Madikeri was called as Mahadevapet municipality in those days. It is learnt from the *Imperial Gazetteer* that House tax was collected on the basis of the worth of the property.

In 1873-74, the Madikeri (then known as Mahadevapet) municipality had an income of Rs.4,683 and expenditure of Rs.3,556. Likewise, Virajpet (then called as Veera Rajendrapet) municipality had an income of Rs.2,908 and expenditure of Rs.1,689. To provide drinking water to the growing cities, it is learnt that major portion of municipal income was set aside.

In 1907, for the first time, Coorg Municipal Regulation (II of 1907) was enacted which enabled the municipalities in the district to frame their regulations by which they were able to carry on their functions in a better manner; and it was also possible for them to improve their resources. Earlier to 1916, in Coorg, the municipal administration was carried by government nominated members like the District Magistrate, local *subedar* and *parupattegars*. It was in 1916 that the Chief Commissioner of Coorg granted the power to elect the members to the municipalities. Madikeri and Virajpet got this at the first instance. It was in 1924, that the British Government made a provision for constituting Legislative Council of 20 members by conferring a status of the State to Coorg and, after this, more and more local bodies especially municipalities came into existence in large numbers.

## MUNICIPALITIES

In Kodagu, local self-government institutions confining to the city areas, which are now known as municipalities, were constituted on experimental basis during 1870-73 in the form of "Municipal Committees". Four decades thereafter in 1907, for the first time, Coorg Municipal Regulation came into force. By this Act, municipalities were able to enhance their resources, by which they were able to provide the basic civic amenities in a better manner. The other towns of Kodagu like Kushalnagar, Somvarpet and Kodlipet also came under the Municipal Regulations. The Notified Area Committees were constituted for the improvement of smaller towns. In the entire district, eight Notified Area Committees were constituted in course of time. These areas

were under the administrative control of District Boards, before the government announcing them as Notified Area Committees. The Notified Area Committees in respect of Kodlipet (1890), Kushalnagar (1908), Somvarpet (1912) and Hebbale (1938) were functioning many decades earlier to Independence. However, other places like Ponnampet (1952), Suntikoppa (1954), Sanivarasante (1954) and Gonikoppal (1958) Notified Area Committees were constituted in the recent decades by which municipal administration was brought into force.

In the beginning, the Tahsildar used to be the Chairman of the executive committee of the notified areas which consisted of the *ex-officios* and non-official nominated members. Later on, the number of officials and nominated members was reduced by increasing the elected members. After the Re-organisation of the State (1956), for the first time, a comprehensive and unified Karnataka Municipalities Act 1964 was brought into force for the entire Karnataka during 1965. According to this Act, areas where the population is above ten thousand and less than fifty thousand, Town Municipal Councils were constituted. Cities where the population was above 50,000, City Municipal Councils were constituted.

On the basis of population, Town Municipal Councils consist from 15 to a maximum of 27 members. They are all elected on the basis of adult franchise system and seats are reserved for Scheduled Castes/Tribes and women. For every Town/City Municipality, there will be a President and Vice-President elected for one year. To examine all the civil matters, the standing committees are there and in every such committee, there will be 12 members. The municipality is permitted to have tentative committees under the law. The Commissioner or Chief Officer will be the chief executive of the municipality. The State Government in 1983 brought elaborate amendments to the Karnataka Municipalities Act 1964 and Village Panchayats and Local Board Act of 1959. Accordingly, the adult franchise was reduced to 18 from 21. The seats reserved for women were also increased by 20%. The functions of Town/City municipalities are divided as obligatory (compulsory) and discretionary. Based on the financial position of the municipality, the discretionary functions can be undertaken by the Town Municipal Council. In addition to above, the municipality is bound to undertake certain essential functions.

The main sources of income to municipalities are property tax, taxes on vehicles and animals, sanitary cess, water and electricity rates, professional taxes, taxes on shops and establishments and callings. One of the main sources of income, octroi was abolished in 1979 and the same loss is attempted to be made good by the government by introducing Entry Tax. Under the Act of 1964, provision is made to provide basic civic amenities by constituting Notified Area Committees where it is not possible to constitute municipalities. In case of Kodagu district, even earlier to 1964 Act, except Madikeri and Virajpet, for other eight smaller towns of the district, Notified Area Committees had come into force; and of them, Kodlipet (1890) was the earliest one and Gonikoppal (1958) was the latest Notified Area Committee.

After implementation of Act of 1964, except Hebbale the other seven Notified Area Committees were converted into municipalities. Later from 20.1.1986, except Madikeri, the other eight municipalities (upto the end of the term of elected members) were reconstituted as interim Mandal Panchayats. The Deputy Commissioner has control over municipalities whereas the Mandal Panchayats are subject to the control of Zilla Parishads.

As in 1992, the following were the Mandal Panchayats in the district: 1) Somvarpet, 2) Kushalnagar, 3) Suntikoppa, 4) Sanivarasante, 5) Kodlipet, 6) Virajpet, 7) Ponnampet and 8) Gonikoppal.

The table (No. 1) given below indicates the income and expenditure of Town Municipal Councils and Notified Area Committees of the district for 1960-61 and the number of Councillors.

**Table No. 1**

Municipality/ Notified Area	Income Rs.	Expenditure Rs.	No. of members	
			Officials	non-officials
Madikeri	2,94,903	3,04,756	3	17
Virajpet	1,51,069	1,66,295	3	16
Somvarpet	73,702	66,804	4	8
Kodlipet	12,615	19,574	4	7
Ponnampet	19,286	17,068	4	9
Suntikoppa	14,362	16,259	4	6
Kushalnagar	34,882	34,922	4	6
Hebbale	7,586	16,908	3	6
Sanivarasante	6,615	20,100	3	6
Gonikoppal	55,820	1,28,233	4	9

### **Salient Features of Kodagu Municipalities**

According to the Economic Survey Evaluation Report of the State Government on Municipalities for 1978-79, the *per capita* income of the municipalities of the district of Kodagu was Rs.126.09 paises, which was the highest in the State. Considering the *per capita* income from only octroi as a source, it was Rs.32.12 paise said to be the highest in the State. Even from the sources like Market and Slaughter House Fees, *per capita* income derived to the municipalities of this district was Rs.9.89 paise and was said to be the highest. As in the case of income, this district was first in position so far as the *per capita* expenditure was concerned (i.e. Rs.126.10).

It is learnt that the expenditure made by the Town Municipal Councils of the district on drinking water and electricity ie. Rs.18.47 was highest *per capita* expenditure in the State. The *per capita* income and expenditure of the Town Municipal Councils in the district for 1980-81, 81-82, and 82-83 were as follows: Rs. 73.60 (33.89), Rs.105.04 (35.90) and Rs.60.81 (42.80), figures in brackets show expenditure. The *per capita* income of municipalities of Kodagu district for 1981-82 (Rs.105.04) was highest in the State.

The table No.2 given below shows the income of Municipalities for 1982-83 and the population, area, number of houses and number of Municipal employees as in 1981.

Table No. 2

Municipality	Population	Income 1982-83 Rs.	Area sq km	No. of house- holds	Employees
Madikeri	24,724	7,44,785	14.48	4,976	86
Kushalnagar	6,936	14,70,013	3.26	1,402	30
Gonikoppal	5,391	4,92,269	3.26	1,063	13
Ponnampet	4,367	1,03,911	2.33	948	6
Kodlipet	2,254	39,775	0.42	407	11
Shanivarasanthe	2,691	1,73,930	0.72	543	14
Somvarpet	6,936	8,35,832	1.33	1,453	38
Suntikoppa	2,166	1,05,780	0.16	505	13
Virajpet	11,676	8,47,760	2.83	2,312	54

(Source: 1981 Census)

In the following pages, the detailed accounts of Madikeri Town Municipal Council and the present Mandal Panchayats of Virajpet and Somvarpet are illustrated. In respect of other Mandal Panchayats, the vital information is given in a table.

### T.M.C. MADIKERI

It is stated earlier that in the former State of Kodagu, local self-government made its beginning by constituting the 'Municipal Committees' for the first time. The Madikeri Municipality was then known as Mahadevpet Municipal Committee. In 1870, municipal committee consisted of nine members; among them, three were *ex-officio* members (Superintendent of Coorg, Chief of the Army and the Subedar of Mahadevpet) and the remaining six members belonged to the influential personalities of the town and were nominated members.

The Chief Commissioner of Kodagu was the Chairman of the Committee. In the beginning year of municipal administration (1871), the population of Madikeri town was 8,146 and the number of houses were 1,637. It is learnt that during 1817, the number of houses in Madikeri were 300.

It is known from the early records that for the first time, Octroi was introduced in 1870 and the house-tax was introduced in 1873-74. The house tax of Madikeri Municipality was then based on the value of the property. For a property worth more than Rs.100, the tax was one rupee; property worth over Rs.500 was taxed rupees two; and that which cost over Rs.1000 the property tax was five rupees. There was no tax for property worth below Rs.100.

According to Coorg Municipal Regulation II of 1907, the municipal committee was re-organised in 1907 as regulated municipal committee consisting of 16 members, representing different communities and religious groups, viz., Europeans and Christians had one representative, three from Kodavas, and Muslims and other Hindus had two and six members respectively; and

there were four nominated government officials like the Sub-divisional Officer of P.W.D. of Madikeri, Education Officer, Senior Health Officer, and the Subedar of Madikeri. Their term of Office was three years. The Councillors belonging to the various groups were duly elected by their respective communities. In 1916, by the orders of the Chief Commissioner, the number of elected members was increased and a provision was also made that a non-official member shall be elected as Chairman of the Council. To improve the financial resources, more powers were conferred. By this increased power, municipality levied professional tax, toll tax, tax on government buildings and in the same year, Rao Bahadur Kodanda Kuttaiah was the first elected Chairman of Madikeri Municipality in 1916.

As per the order of the Chief Commissioner in 1936, the whole municipal area was divided into 12 wards and the number of Councillors was increased to 20; of which, 16 were elected members (general), one was elected from the SC/ST Community and three were *ex-officio* members. Later, when Octroi was reintroduced in 1947, there was an increase in the municipal income which enables it to take up more and more developmental activities. The income of the Town Municipal Council was Rs.63,225 in 1940-41, and it increased to Rs.1.75 lakhs in 1947; similarly, the expenditure was also increased from Rs.37,600 in 1940-41 to Rs.1.50 lakhs in 1947. For the first time, as per the adult franchise, elections were held in 1952.

After the merger of Kodagu in Karnataka as per the Karnataka Municipalities Act 1964, the TMC has been reconstituted several times by holding elections. The recent elections to Council were conducted during May 1990 and the Municipal Council comprises of 15 members; of them, four are reserved, three for women and one to SC/ST communities.

During 1951, the number of houses in Madikeri town was 1,420 and the area was 4.66 sq. km and population was 10,117. In 1981, the area of the municipality was 8.91 sq km and the number of houses increased to 4,847 and the population in 1981, and 1991 was 24,724 and 28,729 respectively. During 1991, the number of buildings and vacant sites on which tax levied was 3,170 and 583 respectively, and there were 93 government buildings. The number of tax payers was 3,567 in 1991 and the ratio of property tax was 6.85% of the value of the property. The whole city is divided into five divisions and 21 blocks.

In the recent years, the growth of the city is rapid, hence number of extensions have been added. Kodagu District House building Co-operative Society and other financial institutions have helped for the rapid growth of houses. Since 1982, the Town Planning Authority has come into force and is instrumental for systematic growth of the town.

During 1981-82, the town municipality had purchased eight acres of land at a cost of Rs.45,000 and developed it as a layout. It is reported that in 1977, the government had granted Rs.92,000 for the development of extensions, which has been fully utilised by the municipality. The people of this area in general have imbibed a sense of beauty. Hence, they have taken keen interest in enhancing the beauty of the town and their residences. Generally, every house will have gardens neatly developed with variety of plants and colourful flowers.

*Water supply:* Before the installation of protected water supply schemes, including Madikeri, Kodagu had number of natural tanks and open wells for the purpose of supply of drinking water. The water stored in these tanks during the rainy season was used in summer.

As early as in 1895, for the first time, the protected drinking water supply scheme for Madikeri was planned. The Chief Architect of this Scheme was late Rao Bahadur Chhepudira Somaiah, who in honour of the memory of his father C.Subbaiah, constructed a tank on the northern side (Mahadevpet Tank) by which drinking water was supplied. This plan was estimated to supply water to 14,000 population. In course of time, to meet the increasing demand of growing town 'Depot Jalagar' and 'Roshan Ara' water tanks were newly constructed. It was found that even this additional water supply scheme was not able to meet the growing demand. In 1968, the TMC prepared a comprehensive 'Madikeri protected drinking water supply scheme'. Under this scheme, a reservoir was built across the Kootu river near Galibeedu, about 6 km from Madikeri. The first phase of this scheme was begun in 1963 and completed in 1968. It is said that the municipality had increased the taxes to meet the expenditure of this scheme, but it was compelled to ask for aid from the government to meet the additional expenses of water supply scheme. It is learnt that Rs.20 lakhs was spent for the first phase and now (1992) to complete the second phase, the State Government has sanctioned Rs.2.04 crores. It is said that 5.10 lakh gallons water is supplied daily to Madikeri by the Kootuhole reservoir. Water is stored in 9 over-headed tanks of different sizes. After the completion of the second phase of the scheme, about 10 lakh gallons of water per day will be supplied to Madikeri. In 1972, the government had released a grant of Rs.15.19 lakhs towards the water supply scheme of Madikeri. Now (1992), it is reported that on an average, 15 gallons of water is supplied daily to an individual. In 1985, the number of public and private taps were 158 and 2,193 respectively. In 1990, the number had increased to 205 and 2,693 respectively, besides 36 bore-wells are there in the town. The municipality collects Rs.4.16 lakhs by way of water tax and spends Rs.14.40 lakhs annually for the maintenance of water supply scheme.

Prior to Independence and later for some decades, Kodagu was prone to malaria. Now, the onslaught of such disease has been controlled. Since 1954, the municipality is running a hospital for out-patients at Mahadevpet. There is no underground drainage system, only open drains of 12,180 metre in length are there. The system of carrying the nightsoil over the head is abolished and soak-pit system is in vogue. The sanitary work of the town is looked after by a Sanitary Inspector and there are 43 *poura karmikas* who assist him.

*Other amenities:* For various reasons, the Europeans lived in Madikeri, and as such, though the town was small, had all socio-cultural amenities necessary for cultured social life, like clubs, shops, education, transport, reading-rooms, medical assistance, police station, race course, swimming pool etc. and even today, they are found adopting certain changes of the time.

The traditional local Dasara festival, hitherto celebrated by the local Bhajana Mandalas, now is being conducted by the public under the patronage of the Municipality on a large scale.

During 1992, the total length of roads under the control of municipality was 62.5 km of which, 55 km was black-topped, 5 km metal roads and the remaining mud roads. Earlier to 1971, the municipality was running three higher primary schools. The municipality is maintaining a garden by spending Rs. 25,000 annually.



As early as in 1940, a Madras-based Coorg Electricity Company was supplying electricity through a diesel engine. In 1979, within the town limits, the different kinds of electrical connections were as follows: Domestic 2,483, industrial 246, commercial 679, street lights 1,320 and others 4. Now (1992), the different kinds of street light connections are: 1,081 and of them, 34 are sodium vapour, 68 mercury, 810 tube lights and 169 ordinary bulbs. The expenditure incurred by the TMC over street lights for 1990-91 and 89-90 were Rs.3.12 lakhs and Rs.2.87 lakhs respectively.

**Finance:** During the last five years (86-87 to 90-91), the municipality has received the following grants: Octroi grant Rs.93.42 lakhs, development grant Rs.2.50 lakhs, water supply and improvement Rs.3 lakhs and natural calamity grants Rs.50,000. The general income and expenditure of the municipality during 1990-91 was Rs.49.15 lakhs and Rs.48.10 lakhs respectively. For the previous year, the general income and expenditure were Rs.48.27 lakhs and Rs.64.38 lakhs. Three years before the abolition of Octroi, the income from that source alone was: 1975-76 Rs.5.25 lakhs, 1976-77 Rs.6.99 lakhs and 1977-78 Rs.7.65 lakhs. After the abolition of octroi, the grant extended by the government for 1987-88, 88-89 and 89-90 were accounted to Rs.18.24 lakhs, Rs. 20.52 lakhs and Rs.23.08 lakhs respectively.

According to the Municipal Act, every municipality is required to spend 18% of its income on the development schemes of the Scheduled Castes and Tribes. Accordingly, the municipality has spent on construction of temples in the SC/ST colonies, group insurance for labourers, supply of rugs and footwear, laying of roads in their colonies, medical care, uniforms to school children, Bhagya Jyoti and community halls etc. During the years 1987-88, 88-89 and 89-90, the amount expended by the TMC for various ameliorative measures of SC/ST communities out of 18% reserve were Rs.1.47 lakhs, Rs.1.54 lakhs and Rs.1.44 lakhs respectively.

During 1990-91, under this head, a sum of Rs.1.30 lakhs was spent. The administrative report of 1990-91 informs that the total demands for the year from different sources were as follows: House tax Rs.12.14 lakhs, water tax Rs. 3.97 lakhs, market fees Rs. 47,900; sheep, pig, poultry and mutton market Rs.82,400, buildings rent Rs.5.07 lakhs and bus stand fees Rs.14,000.

From 1916-1953, the Municipal Office was housed in a small room of the Fort area. It was only in 1954 that a place called 'Coronation Garden' area was accepted as donation from Goravanda Nanjappa by the municipality and the present Town Hall was built at a cost of Rs. two lakhs by availing the grant from the government. To enhance its economic resources, the municipality in 1953 built residential quarters by spending Rs.1.80 lakhs and later in 1989, a new market complex was built by spending Rs.14.60 lakhs.

The percentage of expenditure of the TMC in relation to its income on various works for 1989-90 was as follows: Public health and sanitation (4%), public works undertaken by municipality (12%), water supply (15%), maintenance of roads and lights (20%), drains and control of epidemics (10%), establishment (25%) and miscellaneous (14%). The income and expenditure of TMC for some recent years is as follows: The amount is in terms of lakhs of rupees. The figures in the brackets are of expenditure. 1975-76: 10.55(9.41), 1977-78: 14.90 (13.55), 1983-84: 35.68 (31.82), 1985-86: 34.79 (29.34), 1987-88: 46.56 (42.43), and 1989-90: 65.43

(65.22). The centenary celebration of the municipality was observed in 1977-78. The total employees of TMC including the *pourakarmikas* was 82 during 1992.

### T.M.C. VIRAJPET

The municipal administration of the town built in the name of Doddaveerarajendra (1792) came into being in 1870 by constituting a 'Municipal Committee'. (In the same year, Madikeri Municipality was also started). The then municipal committee was having nine members; of them, three were nominated *ex-officio* members, and the remaining six represented various religious groups and men of prominence. The Chief Commissioner of Kodagu used to nominate these members. The Assistant Superintendent, Assistant Engineer and the local Subedar were the nominated *ex-officios*. From 1925, provision was made to elect the President from among the elected non-official members. The adult franchise system was introduced in 1952.

Virajpet was given the status of a municipality in accordance with the provisions of the Karnataka Municipalities Act 1964 after the merger of Kodagu in the Karnataka. The first municipal elections according to the new Act were held in 1967 and the municipal council consisted of 18 members; of which, one was reserved seat. The latest elections on the basis of 1964 Act were held in 1983. According to the Karnataka Zilla Parishad, Taluk Panchayat Samithis, Mandal Panchayat and Nyaya Panchayat Act 1985, the municipality was converted as Mandal Panchayat on 20.1.1986. Under the jurisdiction of Virajpet Mandal Panchayat, the neighbouring revenue villages of Betoli, Kuklur, Maggula and Ambale are included. Elections to new Mandal Panchayat were held in April 1990 and the re-constituted Mandal Panchayat comprises 25 elected members including the Pradhan and Upa-Pradhan, six seats are reserved, five for Scheduled Castes/Tribes and one for women.

From 1971 to 1991, there is no change in the area of municipality (Mandal). The area was 5.18 sq km and the number of houses under municipal limits (except the revenue villages) during 1971 was (428), 1981 (915) and 1990 (1,451) as reported by the TMC. The tax payers and the number of houses remaining same, the average *per capita* tax during 1990 was Rs.22.62, in 1981 Rs.8.87 and in 1971 Rs.4.76 says a report. For purposes of collection of taxes the town is divided into 14 divisions and for election purpose, four divisions are made.

In 1981, the population of the town was 11,676. This is the second important town of the district. In the recent past, number of extensions have come up because of the rapid growth of the town.

*Water supply:* Open wells were the sources of drinking water in earlier days. From 1964, protected water is supplied from the nearby Kadanur river. The raw water drawn from Kadanur river is stored and purified at Sivakeri reservoir. This project was started as back as in 1956 and was completed in 1964. It is reported that the government has sanctioned Rs.7.5 lakhs as loan to this scheme. In the recent years (1990), the demand for the drinking water is increasing and the demand is met by digging 35 bore wells by the Zilla Parishad. It is learnt from a report that for the purpose of storage of purified water, three storage tanks with a capacity of 6 lakh gallons, were constructed between 1959- 1964. At present (1992), on an average, daily supply of water to the

town is said to be 10 lakhs of litres and 77 litres per head. In 1990, under the jurisdiction of the town, the number of private and public taps were 844 and 115 respectively; whereas in 1985, the number was 700 and 108 respectively. Including the cost of electricity, the municipality had spent Rs.3.92 lakhs on water supply during the year 1988-89.

In the recent past, the spread of many of the epidemics is under control. Underground drainage system is not introduced. The box- type open drainages have been laid. Its total length is 604 metres. In the last three years, the Mandal Panchayat has spent Rs.2.42 lakhs on construction of new drainage and their repair works. In 1988-89, the amount spent on this work was Rs.11,000. Carrying the nightsoil on the head is abolished and to maintain the cleanliness of the town, there are 15 *pourakarmikas* and other staff. During 1988-89, on public health and sanitation, the Mandal Panchayat had spent Rs.2.93 lakhs.

The municipality was running a higher primary school till 1974. At present, four Balawadis are run by the Mandal Panchayat and during 89-90 and in the previous year, it had spent Rs.1.18 lakhs and Rs.1.16 lakhs respectively on them. The total length of the roads in the town is 17.5 km and of which, 9 km is maintained by the Mandal Panchayat. During 1988-89, on maintenance and repair of roads the Mandal Panchayat had spent Rs.37,450. For the first time, electric lights were provided to the town in 1955. In 1985-86, there were 921 domestic connections, 477 street lights and 41 commercial connections. By 1989-90, their number increased to 1,055, 558 and 63 respectively. During 1988-89, the amount spent on this item was Rs.1.19 lakhs.

The amount spent by this Mandal Panchayat out of 20% reserved for the welfare measures for the Scheduled Castes/ Tribes during 1987-88, 88-89, 89-90 and 90-91 was Rs.13,058, Rs.53,683, Rs.32,986 and Rs.59,120 respectively. This money was spent on construction of houses, drainage, latrines, roads and electrification of houses for Scheduled Caste/Tribes.

*Finance:* During 1985-86, the Municipality had received Rs.4.50 lakhs as octroi grant and Rs.30,000 development grant, and in the subsequent year Rs.5.30 lakhs octroi grant and Rs.2,000 public health grant from the government. After its conversion as Mandal Panchayat i.e., 87-88 and in the next year 88-89, the Panchayat had received octroi grant of Rs.3.31 lakhs and Rs.12.83 lakhs respectively from the government and from Zilla Parishad for development schemes it had received *per capita* grant of Rs.87,570 and Rs.85,392 respectively. During 89-90, 90-91 and 91-92 *per capita* grant received was Rs.85,963, Rs.43,785 and Rs.1.09 lakhs respectively.

Three years prior to the abolition of octroi, the income to municipality from octroi source during 1976-77, 77-78 and 78-79 was Rs.3.02 lakhs, Rs.3.15 lakhs and Rs.3.65 lakhs respectively. During 1987-88, 88-89 and 91-92, Mandal received an octroi grant of Rs.3.31 lakhs, Rs.12.83 lakhs and Rs.6.61 lakhs respectively.

The demand and collection of taxes by the Mandal during 1988-89 was as follows (the figures in brackets show the collection): House tax Rs.4.47 lakhs (Rs.2.20 lakhs), market fees Rs.52,175 (Rs.52,175), licence fees Rs.53,865 (Rs.39,080) and library cess Rs.11,520 (Rs.5,010). The comparative percentage of expenditure by the municipality on various heads for the years 1979-80 and 1989-90 was as follows: During 1979-80, the total income and expenditure of the municipality was Rs.10.25 lakhs and Rs.7.47 lakhs respectively and in 1989-90, the Mandal Panchayat's income

and expenditure was Rs.20.09 and Rs.18.28 lakhs respectively. In 1989-90 and 1979-80, the comparative percentage of expenditure on various heads are as follows: the figures in the brackets show the expenditure for 1979-80: Public health and sanitation 16.5% (9), water supply 13.73(13), maintenance of roads and light 8.75 (3.4), drainage and epidemics 1.41 (0.27) and others 51.05 (46.63). The Municipal Office, Town Hall which was constructed in 1932 was extended in 1956. The total number of Panchayat employees in 1992 were 29 including 12 *pourakarmikas*. The income and expenditure of the municipality for some recent years are as given below, the figures are in lakhs of rupees, and the figures in the brackets indicate the expenditure: 1980-81: 8.87 (8.92), 1984-85: 16.50 (16.57), 1986-87: 15.61 (15.57), 1988-89: 23.65 (16.83) and 1989-90: 11.39 (18.28).

During 1992-93, the Mandal Panchayat without increasing the taxes showed the surplus budget of Rs.1.75 lakhs which was approved. For the current year, (1992-93) the expected income is Rs.32.48 lakhs and expenditure is Rs.30.73 lakhs as shown from the report.

### M.P. SOMVARPET

Somvarpet, one of the leading commercial centres of Kodagu got the benefits of civic administration first introduced in 1912 by constituting a Notified Area Committee under the Coorg Municipal Regulation of 1907. The Tahsildar was the Chairman of the Committee and the other members were nominated by the government. The Council of the Notified Area Committee was having 12 members; of them, seven were elected and the remaining five were nominated by the government. Of the five nominated, four were *ex-officio* members of the government and one was a Harijan member. From 1944, non-official members were elected as Chairman and Vice-Chairman.

After the merger of Kodagu in Karnataka, under the Karnataka Municipalities Act of 1964, the Notified Area Committee converted as municipality on 1st April, 1965. Under this Act, when the latest elections were conducted in 1978, including three reserved seats, two for SC/ST communities and one for women, there were 15 members on the council.

From 20.1.1986, the municipality was converted as Mandal Panchayat according to the Karnataka Zilla Parishad and Mandal Panchayat Act of 1985. When the term of the *interim* members of the Mandal Panchayat was over, the earlier municipality was first converted into a full-fledged Mandal Panchayat on 20.6.1990. Including the Pradhan and the Upa-pradhan, the Mandal Council has 16 members and of them, four seats are reserved for SC/ST communities and three for women in the general category.

For the purpose of smooth and effective functioning of the Mandal Panchayat work, three statutory sub-committees are constituted i.e. production sub-committee, amenities and social justice sub-committees. The jurisdiction of Mandal Panchayat is limited to the earlier municipal area and during 1981, the town had a population of 6,937 and 970 houses with 1.33 sq km area. By 1991, the population was 7,092 and the number of tax payers was 1,246 (sites and buildings) and the number of water tax payers was 1,020. In the recent decades, the expanding town has a number of

extensions like Mahadeswara block, Range Office block and Vallabh Bhai block which are prominent.

In earlier days, the tanks and wells were the sources of drinking water to the town. After 1960, protected drinking water is supplied through taps, from the Kakke river which is two km from Somvarpet and the Dudgal river which is six km from Somvarpet. Pumps are laid to provide filtered clean water. The first and the second stages of the Kakke river project started during 1959 was completed in 1965 at a cost of Rs.4.55 lakhs. The Dudgal river scheme started in 1981 was completed in 1987, at a cost of Rs.35 lakhs. Both these projects were completed by the Karnataka Urban Water Supply and Sewerage Board, Bangalore, and handed over to the municipality.

Apart from this, in the recent past, Zilla Parishads and Mandal Panchayat have dug 19 bore-wells, and 25 open wells of the town are also used. The town has five water reservoirs and of which, three are ground level tanks and two are over-head tanks, and their total storage capacity is 1.10 lakh gallons. It is reported that on an average, about 125 litres of water is being supplied per day per head covering Somvarpet and also the neighbouring Housing Board Colony of Hangal Mandal Panchayat limits. It is reported that there are 125 public taps, 900 domestic taps and 120 non-domestic taps. For the years 1989-90, 90-91 and 91-92 for the supply of water, the Mandal Panchayat had spent Rs.74,712, Rs.1.10 lakhs and Rs.2.42 lakhs respectively and the water tax collected for 91-92 was Rs.1.15 lakhs. The town is not having the under-ground drainage system. There are 8,467 mtr length of open drainage canals and 13 public urinals and latrines. During the past three years (1989-90 to 91-92), the Mandal has spent Rs.90,681, Rs.38,853 and Rs.58,143 respectively on maintenance of drainage and sanitation.

The different kinds of roads within the town limit are 20 km in length; of which 17 km road is maintained by the Mandal. For the first time, in 1951, the city was electrified. During 1992, the different kinds of street lights within the town limits were 449, the number of domestic connections was 5,060, AEH 952 and 1,172 were commercial connections. The Mandal had spent Rs.44,795 for street lights during 91-92 and for the previous two years, it had spent Rs.28,723 (90-91) and Rs.49,228 (89-90) respectively.

For various welfare measures of the Scheduled Castes/Tribes out of 20% reserve, for 1989-90, 90-91 and 91-92, the amount expended by the Mandal Panchayat was accounted to Rs.1.95 lakhs, Rs.68,602 and Rs.1.57 lakhs respectively. Under this scheme, the expenditure was made for repairs of SC/ST quarters, water supply, street lights and on construction of Ambedkar circle, supply of uniforms to school children etc. For the other developmental activities, like construction of buildings, the Mandal Panchayat had spent Rs.1.17 lakhs, Rs.27,064 and Rs.22,113 during the years 1989-90, 90-91 and 91-92 respectively, while the amount spent on market buildings was Rs.27,422, Rs.16,978 and Rs.67,758 during the above years respectively.

The annual general income of the Mandal mainly comprises of Rs.2 lakhs being house tax, Rs.1.20 lakhs from rent on municipal properties, Rs.1.50 lakhs shandy and market fee, Rs.1.25 lakhs from auction sale of mutton stalls. The weekly market of Somvarpet is said to be the biggest in the district and Rs.1.50 lakhs is received only from this source. Mandal is owning 94 market stalls. In 1991-92, including the government grant, penalties, entertainment tax, stamp duty,

licence fees and other taxes, together the income was Rs.12.15 lakhs. There are 20 residential quarters included among the assets of the Mandal Panchayat.

After the reconstitution of old municipality as Mandal Panchayat, the *per capita* grant amount of the Zilla Parishad to Mandal from 1988-89 to 1991-92 was Rs.52,020 every year. During 1987-88, Mandal Panchayat received octroi grant of Rs.2.32 lakhs, and for subsequent three years i.e. upto 90-91, the annual octroi grant was Rs.2.47 lakhs. The total staff of the Mandal Panchayat is 42. In the recent years, the income and expenditure of Mandal Panchayat in lakhs of rupees is as follows: The figures in brackets indicate the expenditure: 1985-86: 9.79 (12.42), 1987-88: 11.40 (10.40), 1989-90: 12.88 (15.70), 1990-91: 9.87 (9.99) and 1991-92: 15.29 (14.78).

The table given below indicate the consolidated financial aspects of the TMCs and Mandal Panchayats of the district for some recent years

### Income

(Amounts in thousands)

Year	Rates & taxes	Government grant	Others	Opening balance	Total
1984-85	886	143	331	528	1,888
1985-86	1,056	1,263	255	690	3,264
1986-87	1,031	2,091	401	597	4,120
1987-88	1,036	1,724	451	180	3,391
1988-89	1,389	2,031	552	103	4,075

### Expenditure

Year	General Expenditure	Extraordinary expenditure	Closing balance	Total
1984-85	3,225	942	690	4,857
1985-86	2,934	637	597	4,168
1986-87	4,346	504	180	5,030
1987-88	4,204	534	103	4,841
1988-89	4,993	1,030	84	6,107

### Some of the basic information of Mandal Panchayats of the district (1992-93)

Name of the Mandal Panchayat	Years of first formation of TMC/NAC	Population 1981	No. of houses	Area in sq km
Gonikoppal	1958	5,391	1,063	3.26
Kodlipet	1890	2,254	407	0.42
Kushalnagar	1908	6,935	1,402	3.26

Name of the Mandal Panchayat	Years of first formation of TMC/NAC	Population 1981	No. of houses	Area in sq km
Ponnampet	1952	4,367	948	2.33
Shanivarasanthe	1954	2,691	543	0.72
Somvarpet	1912	6,936	1,453	1.33
Suntikoppa	1954	2,166	505	0.16
Virajpet	1870	11,676	2,312	2.83

### Octroi (Entry tax)

Among the sixteen states of India, which have abolished octroi on mercantile commodities, Karnataka is one. From April 1979, in entire Karnataka the octroi tax was abolished on marketable commodities which has resulted a considerable reduction in the income of urban civic bodies like Town Municipalities/City Municipalities including Mandals. In order to compensate this loss of revenue from 1979, the government has introduced Tax on Entry for Goods in Local Area for Consumption, Use or Sales, Therein Act 1979 and Octroi grant is released by the government to Municipal bodies. In addition to this, government is also providing development grants and salary grants. Recently (1987), comprehensive amendments have been made to this Act and Mandal Panchayats are also given octroi grants by the government. From May 1992, the Government is levying Entry Tax on 80 different commodities ranging from 1 to 5 per cent. According to this Act merchants whose annual turnover is more than Rs.75,000 are required to register themselves. The daily consumer goods like edible oil, butter, ghee, jaggery, cloth, soaps, beedi, aluminium utensils etc., on the whole 23 commodities are exempted from Entry Tax.

### Barabalutis (Ayagars)

From the historical days, every village generally used to have twelve different kinds of *ayagars* who were working as village functionaries on mutual arrangement of division of labour in order to provide basic services of professionals to every village community so that the socio-economic life in villages could be a self reliant. In southern Mysore and Kodagu these village functionaries are called by the common name *kaivadavararu* or *adadeyavararu*. In Persian language, they are known as *barabalutis*. In North Karnataka, they are called as *ayagararu*. This ancient rural method of mutual co-operation is still under practice among the agriculture-oriented rural societies, adjusting themselves to the modern system of life. Generally, the twelve kinds of *ayagars* of villages are *Shanuboga* or *Karanika* (village accountant), *Gowda* (village headman), *Kammara* (blacksmith), *Badiga* (carpenter), *Agasa* (washerman), *Panchangi* (astrologer), *Nayinda* (barber), *Akkasaliga* (goldsmith), *Chammara* (Cobler), *Jalagara* (sweeper), *Neeraganti* (tank watchman) and *Kumbhara* (potter). In Madras and Mysore areas, when the Britishers introduced new land revenue system, the various offices directly connected with village administration were subjected to regulations and were provided legal status and the lands possessed by them were exempted from land revenue fully or on reduced rates.

Kodagu, when compared to other parts of the State had a different village administration pattern. In Kodagu every village was not having an accountant. There used to have a

*Nadakarkunas* and *Shanubhogs* under one *Parpattegar* for a group of villages which was known as *nadu*.

From early days, Kodagu was divided as *nadus* and from 1835, it was divided under 19 *nadus* and each of them was looked after by a *Parpattegar*. Every *nadu* was divided into many divisions and each division was having a minimum of four and a maximum of 30 villages which were under the care of *Shanubhogs*. In Kodagu, we find one of the village functionaries known as *Kulwadi* (village watchman). His functions were similar to that of *toti* and *ugrani* of other areas. The offices of the *patel* and *kulwadi* were hereditary. The *patels* were given generally village service *inams* known as *Goudumbali* and on such land grants from which half the revenue was collected, or cash remuneration was paid based on the amount of village revenue, or both the benefits were allowed.

Among the *Ayagaras* of Kodagu, the carpenter had the exclusive privilege, of piercing the ears or ornaments and the untouchables for their services used to collect paddy or ragi annually in the form of *hadadi* (annual payment in kind) which was collected at the rate of 24 *seers* of ragi or paddy for each married male. They were also playing musical instrument during the local festivals. The *Kulawadis* were given *inam* lands known as *Nayimannu* or Rs.18 annually as cash. In the customary manner, they were also collecting *maamulu* by way of the grains during the harvest. According to Karnataka Village Officers Abolition Act 1961, all these hereditary offices have been abolished.

## DISTRICT BOARD

In order to facilitate the developmental activities in rural areas in 1900 A.D., the District Fund was constituted. Before the formation of rules and regulations of District Fund, *dhuli* tax and plough tax were collected to mobilise resources for this purpose. Apart from this, house tax (*manevana*) was also collected. These taxes were collected even during the days of the Rajas. After the constitution of District Board, the above mentioned two taxes were abolished and in their place, a new local cess of one *anna* in every rupee of land revenue assessment was introduced. This new tax was brought into force during 1901-1902.

The *dhuli* tax was an unequal burden imposed on small and big land holders, in the days of past, whereas the plough tax was mainly levied to provide educational facilities to the rural side. The same system continued for many years to come. In course of time, the old system of rural local government institutions were replaced by a three-tier development-oriented Panchayat Raj institutions.

When the District Board was constituted in (1901), in accordance with the provisions of Coorg Act No.XI of 1900, it had sixteen members; of whom five were *ex-officio* members, and nine nominated and only two were elected members. The Commissioner of Kodagu was the Chairman of the Board. In 1924, when a separate legislature was granted to Kodagu and during the next decade, a number of radical changes were brought in the Panchayat Raj system. The elected representatives were given ample scope to chalk out local development programmes. After the constitution of District Boards and thereafter, its developmental activities increased and also the income. In 1907, the income of District Board was Rs.6,658 and after a decade (1917), it increased to Rs.94,772; by next decade (1927), it was Rs.1.38 lakhs.



Toll gates, weekly market, issue of licences, ferries, primary and secondary education, travellers' bungalows and rural dispensaries etc. were under the administration and control of the District Board. In December 1932, the practice of electing the President of the District Board from among the non-official members came into being. This practice continued till 1952 and afterwards the administration of the District Board was transferred to the Assistant Commissioner of Coorg who became its *ex-officio* President.

A change was effected in the constitution of the District Board in 1949-50. According to this change, the two seats reserved for the Europeans were abolished and the total number of members was reduced to 18 from 20. During 1950-51 and in the subsequent year, the grant released by the government to the Board was Rs.3.05 lakhs and Rs.3.31 lakhs as revealed by a report. Before the abolition of the District Board in 1950-51, the total income was Rs.5.90 lakhs and the expenditure was Rs.5 lakhs. In the next year, 1951-52, the income and expenditure was Rs.6.25 lakhs and Rs.5.36 lakhs as revealed by a report; of the annual expenditure, Rs.3.19 lakhs was spent on education, Rs.90,000 on public health. The main sources of income for the District Board were Land Revenue Cess, Market Fees, House tax, Profession tax, Government grant and School fees.

*Functions of the District Board* : The administration of the educational institutions of the rural areas was one of the main functions of the Board. All the schools under the management of the Board were under the control of Coorg Education Department. During 1931, the number of schools under District Board were 88 and the number of students was 6,071. Much of the income of the District Board was spent on maintenance of educational institutions. It is learnt that during 1941-42 there were 78 schools under District Board and the students and teachers strength was 8,367 and 207 respectively. During 1942, including the government grant, the District Board had spent Rs.2.43 lakhs for maintenance of educational institutions whereas during 1951-52, it was 3.19 lakhs. Municipalities and Notified Area Committees were looking after the maintenance of the educational institutions of their areas. The District Board also maintained village communication roads, construction of public bridges, repair of ferry boats, drinking water wells, etc. At Bhagamandala, Hebbale and Kodlipet, the Board maintained its Ayurvedic dispensaries. Later in 1953, the institutions managed by the Board were taken over for government management.

On 15 June, 1952, the term of office of the elected members of the Board was over and instead of conducting fresh elections from 1st April 1953, they were abolished. During the interim period, an administrator was appointed and the employees of the abolished Board were treated as Government employees. After the attainment of independence and particularly after the formation of Karnataka State, during these four decades of time under the concept of Panchayat Raj, far-reaching changes that have ushered in will be explained in the following pages.

### **Grama Panchayats**

Under the decentralised system of administration of Panchayat Raj institutions, in an ascending order, the primary institutions i.e. Grama Sabha / Grama Panchayats are of much importance. These are the primary institutions at the grass-root level through which the benefits of decentralised administration and the development programmes are made to channelise. Grama Panchayats/ Grama Sabhas are the main nerve centres of rural administrative system. During 1927, for the first time, the Grama Panchayat system was introduced in Kodagu by a Regulation. Under this Regulation, every big village or a group of small villages got a Grama Sabha and their work

was looked by the Grama Panchayat. Every circle (group of Grama Sabhas) was having a Nyaya Panchayat. Under the rural development programme, during 1949-50 and 1950-51, open drainages were constructed at Sirangal, Hebbale and Thornur.

Before the enactment of Karnataka Local Boards and Village Panchayats Act of 1959, which came into force in 1960, the Panchayat institutions of Kodagu were covered by Coorg Panchayat Raj Act of 1956. During 1955 in this district, there were 97 Panchayats and their total income was Rs.2.24 lakhs and of which Rs.1.36 lakhs income was from land revenue. During this year, the total expenditure of Panchayats was Rs.54,000 out of which Rs.23,800 were spent on civic amenities, Rs.11,200 for developmental schemes and Rs.2,000 on establishment says a report.

Untill the Karnataka Local Board and Village Panchayat Act of 1959 came into force in 1960, even in Kodagu, like any other parts of the State, old system was in force. According to 1959 Act, every revenue taluk had a Taluk Development Board, for a village or a group of small villages (1,500 population), one Grama Panchayat, and at the district level the District Development Council were constituted. During 1964, there were 96 Grama Panchayats and their talukwise distribution was as follows: Madikeri 24, Virajpet 40 and Somvarpet 32. During 1985-86, there were 107 Grama Panchayats and the talukwise breakup was Madikeri 29, Somvarpet 34 and Virajpet 44. Under this system, Taluk Development Boards were very prominent institutions. The old system continued for nearly 27 years (1960-1987) till Zilla Parishads, Mandal Panchayats and Taluk Panchayat Samithis were constituted.

### T.D.B. SOMVARPET

Under the Karnataka Local Boards and Village Panchayat Act 1959, Kodagu district had Taluk Development Boards for each taluk constituted for the first time in 1961. Under the previous three-tier system, the role of Taluk Development Board had great significance. Having elected representatives, these institutions were the main channels of developmental activities. After the constitution of Zilla Parishads and Mandal Panchayats in 1987, these institutions went under the control of Zilla Parishads and discharge their role merely as intermediary advisory bodies. In the place of old Taluk Development Boards, today Taluk Panchayat Samithis are constituted. As an example, Somvarpet Taluk Development Board is illustrated.

Somvarpet Taluk Development Board had 19 members in 1981; out of them, 13 were general seats, three were reserved for SC/ST communities and two were for women and one was *ex-officio* member (M.L.A.). When the Board was constituted for the first time during 1961, including the two reserved seats, the total number of members was 16. Excluding five municipalities, the total area under the control of Taluk Development Board was 98,182 hectares, the total number of houses within the TDB limits in 1981 were 27,219 and the population was 1,38,327. The number of inhabited villages under the board were 126 and there were 34 Panchayats. The total number of members of the Panchayats was 614 and of them, 98 were the representatives of SC/ST communities, 70 women and others were 442. Block Development Officer was the Chief Executive Officer.

Three years prior to the abolition of Taluk Development Board i.e. (84-85, 85-86 and 86-87) and developmental expenditure made by the board on various schemes was as follows: Construction of roads 1984-85: Rs.3.31 lakhs, 85-86: Rs.4.25 lakhs, 86-87: Rs.4.23 lakhs;

construction of culverts and cause ways during these years respectively were Rs.12,256, Rs.81,590, and Rs.40,000; public health and sanitation Rs.33,792, Rs.55,000 and Rs.60,000; drinking water wells Rs.13,500, Rs.28,691 and Rs.70,000; minor irrigation works and repair of tanks Rs.83,921, Rs.59,703 and Rs.1 lakh; welfare of SC/ST communities out of 18% of reserve, Rs.1.64 lakhs, Rs.2.02 lakhs and Rs.1.76 lakhs; Social Education Rs.12,700, Rs.52,950 and Rs.16,000 as reported by the Board. During 93-84 and in the next year the number of Janatha houses built by the Board were 675 and 785 respectively. During 1986-87, 57 km length of roads and 5 balawadis, one *ashram* type school were maintained by the board. During 1984-85, under the board, there were 34 Grama Panchayats and the total income and expenditure of them were Rs.3.93 lakhs and Rs.3.97 lakhs respectively. The corresponding figures for the previous year were Rs.3.04 lakhs and Rs.5.56 lakhs respectively. The T.D.Bs. elected in 1981 and were abolished in 1985 and later, they were under the control of the Administrator upto 1987.

The present Taluk Panchayat Samiti was constituted in 1987, and including 11 members of Zilla Parishad, there are 43 people's representatives in the Samiti, four of them nominated. There are 24 Mandal Panchayats under the Taluk Panchayat Samiti. There are 20 employees working under Taluk Panchayat Samiti.

The income and expenditure of Somvarpet Taluk Development Board for 1976-77 and 1985-86 under different heads was as follows.

#### Income

Sl.No.	Income head	(amount in lakhs)	
		1976-77	1985-86
1.	Land revenue assigned by govt.	2.65	6.17
2.	Rates and other taxes	1.50	3.96
3.	Revenue derived from TDB properties and other sources	0.10	0.21
4.	Miscellaneous	0.13	0.10
5.	Grants and contributions	1.10	11.36
6.	Debt head	0.30	5.32

#### Expenditure

1.	General administration	0.75	2.20
2.	Public works executed	2.33	10.63
3.	Public health and sanitation	0.05	0.50
4.	Civic amenities	0.01	0.01
5.	Education	0.15	0.15
6.	Contribution and grants sanctioned	0.41	0.70
7.	Miscellaneous	0.78	2.47
8.	Debt heads	1.60	14.70

### ZILLA PARISHAD, T.P.SAMITIS AND MANDAL PANCHAYATS

The Karnataka Zilla Parishads, Taluk Panchayat Samitis, Mandal Panchayats and Nyaya Panchayats Act of 1983 received the assent of the President of India in 1985 and in 1987 January, elections were held throughout the state. During the same year, from the first of April, including the Kodagu District Zilla Parishad, Taluk Panchayat Samitis and Mandal Panchayats came in to being as statutory bodies of Panchayat Raj institutions. However, the constitution of Nyaya

Panchayats was postponed for the next five years. As a result of this, Karnataka Local Boards and Village Panchayat Act 1959 which was introduced after formation of Karnataka State was totally abolished after about 28 years. This new Act totally replaced the three-tier system of local self-governing institutions. The new system is said to be a step forward in implementing the democratic decentralisation and supreme power to the people. Decentralisation of power or power to the people was the main aim of this new concept of Panchayat Raj system. It is acclaimed that the new system of Panchayat Raj concept is a step towards bringing reality to the concepts of *Grama Swarajy* or *Surajya* so that there may be a total and revolutionary changes in economic, social and political fields with the increased participation of the people. This is described as a total revolution and a novel experiment.

In respect of administrative decentralisation, autonomy, economic independence, implementation of developmental schemes etc., when compared to the earlier institutions, the present system enjoys more extensive powers. During 1987, excepting large and medium irrigation projects, nearly 44 various developmental schemes were entrusted to Zilla Parishads and important of them are agriculture, horticulture, animal husbandry, minor irrigation, rural development; primary and secondary education, rural health, social welfare of SC/ST and backward classes, food and civil supplies etc.

Under the new system, the works to be undertaken by Zilla Parishads are very vast. Barring the works of the Central Government, and State Corporations and schemes which do not come under the control of the district, and the development works which involve two or more districts, the rest of the works can be taken by the Zilla Parishads. According to Zilla Parishads Act, Zilla Parishads can undertake any development works whose cost do not exceed Rs.10 lakhs at a time and administrative sanction can be granted by it. As per Zilla Parishads Act, Section 183(2), the State Govt. has power to inspect and review.

### **The functioning of Zilla Parishads**

The areas other than municipal limits come under the jurisdiction of Zilla Parishad. The legislators elected from the district and the M.Ps partly or fully representing the district are the members of the Zilla Parishad. The Chairman of the District Central Co-operative Bank is also the co-opted member of the Zilla Parishad. Based on the Census of 1971, barring Kodagu district, the other districts have one elected representative to Zilla Parishad for a population of 28,000 and its part. In the case of Kodagu district, one is elected for a population of 12,000 and its part. This limit is made applicable to Chikmagalur district also. Of the total seats, 25 percent are reserved for women. Among these seats reserved for women, one is reserved to the Notified Castes and the Tribals in addition to 18% general reservation for SC/ST communities. The administrative hierarchy of new Panchayat Raj institutions comprises three institutions in the descending order. However, in the matter of developmental activities and in matters of administrative decentralisation, they are complementary to each other. They are: 1) The Zilla Parishad, 2) The Mandal Panchayat and 3) The Grama Sabha. In between Zilla Parishad and Mandal Panchayat, there is one Taluk Panchayat Samiti which does not have directly elected members and can not function on its own. The earlier Taluk Development Boards are substituted by these Taluk

Panchayat Samitis. The term of office for all these elected bodies is five years and the Anti-Defection Act of 1987 is also made applicable to these institutions. In the preceding pages, the constitution and activities and *modus operandi* of these institutions are explained in brief.

## ZILLA PARISHAD

Under the present Panchayat Raj system, the Zilla Parishad unlike the earlier District Board and District Development Council, acts as a District Government in functioning because of enormous developmental activities and powers vested to it. Zilla Parishad is having directly elected representatives of the people from the Grama Sabha. Kodagu being considered as a special district of the Malnad and hilly area, one representative for every 12,000 population is elected to the Zilla Parishad. The Zilla Parishad is having a President and Vice-President whose status, pay and other allowances are of the State and Deputy Minister respectively. The Chief Executive Officer of the Parishad is a senior officer of the I.A.S. cadre and is designated as the Chief Secretary who is assisted by a Deputy Secretary and Chief Accounts Officer and other staff. The officers of 'A' and 'B' grade and I.A.S. officers are made to work in Zilla Parishads on deputation. According to Sections 182, 184 and 185 of the Zilla Parishads Act, comprehensive powers have been transferred to Zilla Parishads. The earlier District Rural Developmental Society (DRDS) is merged in Zilla Parishad with its assets and liabilities.

The main sources of income of the Zilla Parishads include the amount transferred by appropriation out of the consolidated fund from the State Government, government grant, assignments, loans, contributions by the government, levies, penalties, rent from land, properties, donations and interest etc.

A Commission was appointed by the State Government to study the financial aspects of Zilla Parishads and Mandal Panchayats. The Zilla Parishads can undertake certain developmental schemes covering more than one Mandal Panchayat. Certain works can be undertaken, by it only on the suggestions of the Mandal Panchayats. There shall be nine standing committees to carry on the administration in a comprehensive and efficient manner. However, no committee can have more than six members including the President and Vice-President. The Zilla Parishads have been provided powers under the law to supervise and direct the functioning of Mandal Panchayats. It is said that by constituting the Zilla Parishads and Mandal Panchayats, Karnataka has also joined among such states which have taken bold steps in providing democratic decentralisation, self reliance, social, economic, political and legal amenities to the people.

### Evaluation of the new institutions

During 1989, two years after the implementation of the new Panchayat Raj system, the government desired to know how the new system is functioning and how to establish it on a firm foundation and what are the changes to be made in its constitution and to evaluate the work done during these two years etc. In order to study all these aspects, the government appointed a committee under the Presidentship of Krishna Swamy consisting of three members. The committee

reported that "without any doubt that the Zilla Parishads and Mandal Panchayats have established an effect in total." Further, it reported that if the modifications suggested by the committee are implemented, effective democratic decentralisation will further progress rapidly.

During the last five years, many amendments have been brought to the Zilla Parishad Act. From 1987, after the end of five years term in January 1991, the government has appointed Administrators to Zilla Parishads and Mandal Panchayats by superseding the elected bodies.

### **Taluk Panchayat Samithis**

As indicated in the Act, every taluk is having a Taluk Panchayat Samithi. These Samithis act as a link between Zilla Parishad and Mandal Panchayats rendering advisory functions. In these samithis, the representatives of the taluk on Zilla Parishad and the legislators representing the taluk fully or partly and the Mandal Pradhans of that taluk function as its members. In addition, the Presidents of The Primary Agriculture and Rural Development Banks, The Taluk Agricultural Co-operative Marketing Society and members belonging to Scheduled Caste and Tribes, backward communities, and women shall be co-opted to the Samithis. The total number of members to be co-opted shall not be more than five. All these co-opted members are to be approved by the Zilla Parishad. The M.L.A. representing the larger area of the taluk shall be its Chairman and in case such M.L.A. is not there, one of the members of the Samithi shall be elected as Chairman. The Chairman and the members would receive the allowances as per the rule. The Block Development Officer will function as its Secretary and Chief Executive. The functions of Taluk Panchayat Samithis are: to give suggestions and guidance to Mandal Panchayats in their work, to carry out various developmental schemes entrusted by Zilla Parishad, to supervise and examine the properties of Zilla Parishad in the taluk, to co-ordinate the functioning of the Mandals etc. and to carry out various works entrusted by Zilla Parishad or government. The expenditure of Taluk Samithi is met by the Zilla Parishad.

### **Mandal Panchayats**

Under the existing Panchayat Raj system, these are the basic and the grass-root functionaries playing an important role. The benefits of decentralisation in administration and the benefits of development schemes are channelled through these institutions to the rural masses. Based on 1971 Census population, there is a provision to constitute a mandal comprising a population between 8,000 to 12,000 as per the Act. However, in the case of Kodagu and other Malnad districts, a Mandal Panchayat is given for every 4,000 as a special case. For every 400 population, there will be one representative, and 25% of the total seats are reserved for women and not less than 18% are reserved for the Scheduled Caste and Tribes. This is an important point to be noticed in the constitution of Mandal Panchayats. Under the Act, Mandal Panchayat is given an autonomy to carry on certain works 'Mandal Scheme I' and certain selected developmental schemes independently by its own funds, under 'Mandal Scheme' Head.

To carry on the functions of the Mandals in an effective manner, provision is made in the Act to constitute three sub-committees, including the *Pradhan* and the *Upa Pradhan*, not less than three and not more than five members on the three committees namely, Social justice, Production and Welfare. The *Pradhans* being the chief of the Mandal will receive an honorarium of Rs.300 per month and *Upa Pradhan* will receive Rs.150 honorarium per month. Both *Pradhan* and *Upa Pradhan* are considered as 'Public servants'. Every Mandal Panchayat has to meet at least once a month. The Secretary of Mandal Panchayat is appointed by the Zilla Parishad and he will act as Chief Executive of a Mandal.

The principal sources of Mandal Panchayat are money released by Zilla Parishad and the government, grants by association and institutions, *per capita* grant, other grants, loans, taxes on building, land, market, bus stand and vehicles etc. Earlier, Municipalities which were converted as Mandal Panchayats after 1987, are also eligible for octroi grants by the government. There are eight such municipalities in Kodagu which became Mandals. Under Section 114 (3) Zilla Parishads Act. Government is giving *per capita* grant i.e. Rs.10 for every person on the basis of 1971 population. Of this, 25% goes to Zilla Parishad. Sections 56, 57 and 58 of the Act explain the functions of the Mandal Panchayats. At present, 27 various development works are exclusively entrusted to Mandal Panchayats. It is obligatory on the part of Mandals to carry on these functions. Important among them are rural water supply, housing, welfare of SC/ST communities, (aided by World Bank) agricultural extension programmes, rural roads and bridges, rural development and adult education, Jawahar Rozgar Programme (employment oriented in a rural area) is fully entrusted to Mandals.

### **Grama Sabhas**

In every village comprising all villagers a Grama Sabha is constituted. All the members of the Grama Sabha are eligible to vote in Zilla Parishad elections. The Grama Sabha should meet at least twice in a year to chalk out the necessary developmental schemes and to review the various works undertaken by the Sabha and to suggest new schemes of work. The Grama Sabhas are expected to promote unity, co-existence, communal harmony and emotional integration and co-operation in rural areas. The Grama Sabhas are required to maintain their land army as envisaged in the Act. It is directed by the Act that the suggestions of these Sabhas are to be considered by the Zilla Parishad and the Mandal Panchayats. The respective Mandal Panchayats are expected to call Grama Sabhas under the chairmanship of Mandal Pradhan. Under the old Panchayat system of Kodagu 'Grama Sabha' system was in vogue, but their functions were not comprehensive.

## **KODAGU ZILLA PARISHAD**

According to the provisions of Karnataka Zilla Parishads, Mandal Panchayats Act of 1985 (Karnataka Act 20 of 1985), first elections to Kodagu Zilla Parishad were held in January, 1987 and on 21.2.1987 the elections to the President and Vice-President were held and legally Zilla Parishad came into being. The jurisdiction of Zilla Parishad covers all other rural area of 4,087.50

sq.km. except Madikeri Municipal limits. According to the Census of 1981, the total population which comes under the area of Zilla Parishad was 4.37 lakhs, as per 1991 Census report it is 4.57 lakhs. There are 296 villages of which eight are uninhabited, the number of Mandal Panchayats is 65 and the total members of Zilla Parishad is 38 of which, the elected members including reservations are 31 and of the remaining seven include three M.L.As. and three M.L.Cs. and one M.P. Among the elected representatives, 17 are general members, 7 ladies 6 SC/ST community members and one lady from SC/ST groups. During 1987-88 i.e. the first year of formation of the Zilla Parishad, the Plan and Non-Plan budget of Zilla Parishad was prepared by the Government itself. Hence, Zilla Parishad could be able to implement only plan programmes with the help of people.

For 1987-88, the government had sanctioned Rs.7.34 crores to Zilla Parishad under the Plan Scheme and of which by the end of March 1988, Rs.6.68 crores was spent on various developmental schemes. Of the Non-Plan expenditure, it is learnt that government had released Rs.10.08 crores.

During 1987-88, the Plan expenditure of various development departments was as follows: Rs 37.65 lakhs forest department, Rs. 46 lakhs on roads and bridges, Rs. 28.31 lakhs rural water supply schemes, Rs. 20.58 lakhs for housing, while the amount spent on health and family welfare, and welfare of SC/ST, IRDP and rural employment schemes was Rs. 73.02 lakhs, Rs. 89.38 lakhs, Rs. 51.99 lakhs and Rs.98.84 lakhs respectively. During 1987-88, the government had released a grant of Rs. 18.21 crores to the Zilla Parishad; of which, expenditure during that year was Rs. 13.72 crores. In addition to this, the government had also released Rs. 5.32 crores to Zilla Parishad; under the extraordinary loan and suspense head of account and Rs. 3.99 crores was spent out of it during the year.

The main developmental works undertaken by the Zilla Parishad during 1987-88 were: Mahseer fisheries development in the Harangi project (cost Rs. 75 lakhs), revival of milk cold storage unit at Ponnampet, installation of X-ray unit in Shanivarasanthe and Kushalnagar hospitals, construction of mini stadiums for every taluk, the revival of pottery unit at Madikebeedu, completion of general hospital building at Kushalnagar. Under the Western Ghats development scheme, Zilla Parishad had spent Rs.68.12 lakhs for works like minor irrigation, forest development, fishery development, horticulture, animal husbandry, sericulture, causeway (foot bridges) were included. Apart from this, during that year construction of three hostel buildings for minority and backward classes were started in Bhagamandala, Madikeri and Mayamudi. Under the rural literacy programme, 904 literacy centres were opened and 14,580 people were made literate.

After the formation of Zilla Parishad and Mandal Panchayat, it is reported that the attendance in the primary and high schools of teachers and students has considerably improved. The attendance of doctors and medical staff has also improved along with the efficiency.

During 1988-89 (being the second year of Zilla Parishad) the budget allotment under Plan scheme was Rs.9.87 crores. Of this, the amount expended on developmental activities by the end of March 1989 was Rs.8.40 crores. In the same year, the amount allotted under Non-Plan Scheme was Rs.11.28 crores. For 1988-89, the Plan expenditure was as follows: Forest department (Rs. 20.56 lakhs), construction of roads and bridges (Rs.51 lakhs), rural water supply (Rs.42.77 lakhs),



housing (Rs.20.65 lakhs), health and family welfare (Rs.72.85 lakhs), welfare of SC/ST (Rs.118.57 lakhs), integrated rural development (Rs.74.97 lakhs) and rural employment (Rs.73.00 lakhs) says a report.

During 1988-89, many development programmes of previous year were continued and many new projects were also taken up. In 1988-89, Zilla Parishad had spent Rs.40.12 lakhs for Integrated Rural Development Programme, Rs.20.98 lakhs on the Development of Western Ghats, Rs.1.30 lakhs on Antyodya, Rs.6.23 lakhs on the Hundred- Wells Scheme, Rs.6.87 lakhs on Gobar Gas and Rs.72.54 lakhs for Rural employment (this includes the contributions by the Central Government under the Jawahar Rozgar Programme).

During 1988-89, the government had extended *per capita* grant of Rs.20.68 crores to Zilla Parishad; of which Rs.19.92 crores was spent. The government grant under extraordinary loan and suspense head was Rs.6.05 crores; of which, Rs.5.45 crores was spent, says a report. In the above year, the general income of the Zilla Parishad was Rs.8.00 lakhs (under this head, no expenditure is shown for the year).

During 1989-90, the budget allotted under the Plan Schemes to Zilla Parishad was Rs.21.44 crores; of which, the amount expended by the end of the March 1990 was Rs.29.51 crores. During that year, the general income of the Zilla Parishad including the opening balance of Rs.8.99 lakhs was Rs.16.43 lakhs. The revenue received for the year was Rs.7.44 lakhs. During 1989-90, the government grant to Zilla Parishad was Rs.21.66 crores and the entire amount was spent. In that year, the income of Zilla Parishad under the extraordinary loan and suspense head was Rs.7.75 crores and the expenditure was Rs.7.85 crores.

During 1990-91, the Zilla Parishad was provided Rs.10.645 crores covering 34 schemes; of which, Center had given the assistance of Rs.4.997 crores and the State's contribution was Rs.5.648 crores.

In 1992-93, for the implementation of 27 development schemes, the government had released Rs.12.26 crores; of which, the share of the State was Rs.6.74 crores, that of the Centre was Rs.5.52 crores. The Plan expenditure for various schemes is as follows: Jawahar Rozgar Yojana Rs.1.41 crores, Western Ghats development Rs.1.26 crores, Rural Water Supply Rs.1.18 crores, Construction of roads and bridges Rs.70.61 lakhs. When the term of elected members was over in January 1992, the administrator was appointed to Zilla Parishad.

According to the Annual Plan of Zilla Parishad for 1992-93, the allocation of funds under Plan scheme to various departments is as follows: (amount in lakhs) SC/ST uplift and Social Welfare Rs.15.10, welfare of Backward classes Rs.17.37, Special Component Plan Rs.44.80, Tribal Sub-Plan Rs.65.70, women and children welfare Rs.68.35, nutritious food programme Rs.28.90, agriculture Rs.20.77, animal husbandry Rs.29.60 fishery Rs.6.00, forest development Rs.20.35, Co-operation Rs.13.30, integrated rural development Rs.90.28, DWACRA scheme Rs.4.48, professional training Rs.3.88, family welfare Rs.69.94, medical and public health Rs.72.50, sports and youth education Rs.21.00, adult education Rs.5.59 etc.

## MANDAL PANCHAYATS AT WORK

According to Karnataka Zilla Parishads, Taluk Panchayat Samithis and Mandal Panchayats Act 1983, Karnataka Act 20 of 1985, Section 4 sub-section (1), 65 Mandal Panchayats were constituted in the district. In these Mandal Panchayats, eight former municipalities converted as Mandals are also included. The talukwise distribution of the Mandals is as follows: Madikeri 15, Virajpet 26, and Somvarpet 24. The total members of Mandal Panchayats in the district was 853; of which, 220 were reserved for women, 199 for SC/ST and 434 were general seats.

According to the provisions of Zilla Parishads and Mandal Panchayats Act of 1985, the former eight municipalities of the district were converted as interim Mandal Panchayats till their earlier term was over and then fresh elections were held and they were reconstituted as regular Mandal Panchayats. For the remaining 57 Mandal Panchayats for the first time elections were held on January 20th, 1987. The talukwise list of Mandal Panchayats are given below.

*Madikeri tq:* Galibeedu, Makkandur, Hakathur, Maragodu, Kanthur (Murnadu), Made, Peraje, Bettageri, Bengoor (Cherambani), Bhagamandala, Karike, Napoklu, Ballamavati, Konanjageri (Parane) and Kunjila (Kakkabbe).

*Virajpet tq:* Siddapura, Maldare, Pollibetta, Kannagala, Kadanur, Chembbellur, Karmadu, Ammatti, Devarapura, Titimathi, Balele, Kirgur, Aruvathokalu, Hathur, Bittangala, Betoli, Kadangamarur, Birunani, Hudikeri, Kanur, Nalkeri, Kutta, Sreemangala, Virajpet, Gonikoppalu and Ponnampet.

*Somvarpet tq:* Besaguru, Nidtha, Gowdalli, Abburkatte, Shanthalli, Tholur Shettalli, Hannagallu, Aiguru, Kiraganduru, Hebbale, Kudige, Gudehosur, Valnuru Tyagathur, Kambibani, Kodagarahalli, Madapura, Garavale, Kedakal, Chettalli, Suntikoppa, Kushalnagar, Somvarpet, Shanivarasanthe and Koddlipet.

*Finance:* During 1987-88, 65 Mandal Panchayats' total income was Rs.140.48 lakhs, comprising of land revenue and grants being Rs.49.39 lakhs and Rs.34.16 lakhs respectively with the opening balance of Rs.56.92 lakhs. In that year, Mandals had spent Rs.74.51 lakhs, break-up being Rs.39.44 lakhs on public works, Rs.19.31 lakhs on establishment Rs.6.02 lakhs on electricity, miscellaneous Rs.5.49 lakhs and elected members' salary Rs.3.84 lakhs were the expenses. The closing balance by the end of the year was Rs.65.96 lakhs. For 1989-90, the income and expenditure of 65 Mandals was as follows (amount in lakhs): opening balance Rs.108.26, grants Rs.32.52, land revenue collections Rs.96.94, total Rs.237.70 lakhs. Expenditure (amount in lakhs of Rs.): electricity 2.14, elected members' salary 3.31, meeting expenses 1.16, miscellaneous 1.29, establishment 27.43, public works 112.82, total 148.16 and closing balance 89.56.

### Rural Water Supply and Public Health

In order to provide protected drinking water to the rural masses and to improve sanitary conditions, both the State and the Central Governments have implemented several schemes specially during the decades of post-Independence. To look after the supply of drinking water to

the urban areas in the State, a separate Board (K.U.W.S.S.B.) was constituted. Similarly, for rural water supply and public health, a separate department i.e. Public Health and Engineering (P.H.E.) was set up. After the formation of the Zilla Parishad, this work has been entrusted to the Zilla Parishad's engineering division.

The rural water supply scheme is mainly divided in two groups: State Scheme called National Rural Water Supply Scheme (N.R.W.S.) and Central Scheme called Accelerated Rural Water Supply Scheme (A.R.W.S.) were started. From 1975-77 under A.R.W.S., all expenses of water supply scheme are met by the Central Government. Apart from these schemes, 'Under the District Plan Scheme', many water supply schemes like Mini Water Supply, Borewell and Natural Water Supply, Tank and open well schemes have been adopted both by The State and Central Sectors. Separate water supply schemes are taken up specially in the areas of SC/ST settlements, both by the Centre and State under the Special Component Programmes. Since the inception of the scheme, upto end of March 1990, both in the State and Central Sector, the number of rural water supply schemes undertaken were 69 and their talukwise spread was as follows: Madikeri 16, Somvarpet 22 and Virajpet 31. Of these works, under Central Scheme (A.R.W.S) were as follows: Madikeri tq 9, Somvarpet tq 7 and Virajpet tq 8. In Madikeri tq out of 16 total works, (A.R.W.S. and N.R.W.S.) 14 were completed, similarly, in Somvarpet tq 15 and in Virajpet 17 works were completed. Among the Mini Water Supply Schemes, 11 works in Madikeri tq, 20 in Somvarpet and 15 in Virajpet were completed. Under the Borewell scheme, by the end of March 1990, in the entire district, 2,500 wells were sunk and their talukwise distribution was Madikeri (494), Somvarpet (1,082) and Virajpet (871). Where there is no transport facility and the Rig machine cannot be carried, open wells are sunk. The number of such open wells in the district were 52. Their talukwise breakup being: Madikeri 3, Somvarpet 6 and Virajpet 43. According to Kodagu Zilla Parishad Engineering Department report of 1991-92, under Piped (Protected) Water Supply Scheme (State Scheme) for the year 1991-92, Rs.9 lakhs was released and 12 works were taken up; of which, 5 were completed. By the end of 1991-92, for these works, Rs.8.30 lakhs were spent. Under the Central Scheme (A.R.W.S.) for the year 91-92, Rs.20 lakhs was released and 16 works were taken up and of which, 13 were completed at an expenditure of Rs.21.25 lakhs.

During 91-92, under the State scheme, Mini Water Supply (general) 10 works were taken up and of which four were completed at an expenditure of Rs.6.21 lakhs. Under the same scheme (Central Sector), 10 works were taken up in 91-92; of which, five were completed at a cost of Rs.10 lakhs. Under the State Plan Scheme (General), 66 borewells were sunk in the district during 1991-92 and hand pumps were fitted to them. The amount expended for this scheme was Rs.7.99 lakhs by the end of 1991-92. During the same period under Central Scheme, 42 borewells were sunk by spending Rs.9.80 lakhs. Apart from this, under State and Central Sector under the Special Component Scheme and Tribal Sub-Plan Scheme, 64 bore wells were sunk at a cost of Rs.17.47 lakhs. Under the scheme of Natural Water Supply (State Plan), 25 works were taken up and the amount released for it was Rs.6 lakhs during 91-92. Under the State Plan Scheme, during 91-92, 50 works of sinking open wells were undertaken and 35 were completed at a cost of Rs.7.18 lakhs.

In order to maintain proper sanitary facilities in rural areas under the State and the Central Plan, number of schemes were taken up in 1991-92 in the whole district. In the State Plan scheme, construction of latrines with an approximate cost of Rs.3 lakhs was taken up and eight latrine

complexes were constructed for backward classes. Under the Central Scheme, construction of 70 individual latrines was proposed and of which 26 were completed. Under the same scheme for general public, it was proposed to construct 119 latrines and of them, 40 have been completed. For this scheme, in 91-92, Rs.1.72 lakhs were spent.

## HOUSING

Today, both urban and rural areas are having a number of problems but the most important among them is housing problem. Growing urbanisation, industrialisation and migration etc., have increased the housing problem and Kodagu district is not an exception to this. In a hilly area like Kodagu, increasing cost of construction, scarcity of house sites, growing problem of migration of labour have added to the housing problem and made it acute.

In the recent decades, to meet the growing needs of housing, government and non-government institutions and co-operative sector, institutional finance agencies etc. have extended their help to ease the housing problems.

### Housing Board

In 1956, the Karnataka Housing Board was started as a successor of Labour Housing Corporation. The Board has taken up the construction work by its own funds and also by availing the assistance of government, HUDCO and other institutions to meet the housing needs of general public of urban and rural areas, industrial and estate workers, beedi workers, the Scheduled Castes and Tribes, economically weaker section etc.

As far as Kodagu is concerned, the board extended its sphere of activities by opening a sub-divisional office in 1972. This sub-division was working under Mangalore Divisional Office till 1972. However, this sub-division was closed in 1988.

Earlier to 1972, the Housing Board had constructed 107 houses including 24 teachers' quarters at various places in the district like Madikeri, Somvarpet, Kushalnagar, Hebbale, Pollibetta, Sampaje, Titimathi, Basavanahalli and in other places. Out of them, 100 were for low income group and 7 were middle income group houses. In the recent past, under the HUDCO scheme, the housing board has constructed 285 houses by the end of March 1990; out of which, 133 were for economically backward group, 112 for low income group and 45 for middle income group. Their talukwise distribution is : Madikeri 110, Kushalnagar 124 and Somvarpet 51. For the above works, upto 30.3.90, the Board had spent respectively Rs.40.08 lakhs, Rs.28.91 lakhs and Rs.19.38 lakhs. In Somvarpet, under non-HUDCO scheme, five houses were constructed at a cost of Rs.3.20 lakhs.

Even before the establishment of Housing Board, in the district housing activities had come up under co-operative sector from 1954. In 1962-63, to help the Scheduled Caste and Tribes, three housing co-operative societies had come up. Today, there are four registered housing societies in the district. (Housing Co-operatives and their details can be seen in Chapter 6).

Kodagu District House Building Co-operative Society of Madikeri has helped to build about 110 houses since inception by granting loans to its members. It has also helped 900 members to borrow loans from Karnataka State Co-operative Housing Corporation, Bangalore and enabled them to build houses.

In recent decades, government has launched several housing schemes specially in rural areas by identifying the homeless and siteless weaker sections and providing them free house or a site and also provides loans, subsidies etc. to build houses at a low cost. Among such schemes, the most popular one is Janata Housing Scheme. This scheme was started first in 1973-74. Recently, the Central Government has started a scheme by name 'Indira Awas'. The rural housing scheme has been entrusted to Zilla Parishads and Mandal Panchayats.

In the towns under the municipal area, 'Bhagya Mandir' scheme provides help for the very poor for building houses, repair, etc. Many municipalities in the district have helped the *Pourakarmikas* by providing houses.

From the beginning of Janata Housing Scheme, upto 31.3.1989, in the district, as many as 18,019 houses were built and their talukwise breakup was Madikeri 5,419, Somvarpet 5,253 and Virajpet 7,347. From the beginning of this scheme, upto 31.3.89, Rs.356.31 lakhs was expended. During 1987-88, the number of families who had availed house sites under the scheme was 2,475. Most of them, 1,497 were from Somvarpet tq. The next year 2,168 persons had availed the house sites.

In the district, in 1989-90, under HUDCO scheme 767, under Special Component Scheme 157 and under Tribal Sub-Plan Scheme 109 houses were completed, says a report.

In 1990-91, under the Special Component Plan and the Tribal Sub Plan, it was planned to construct 112 houses. However, only 52 houses are said to have been constructed.

### **Town Planning**

Planned construction of towns and cities is not a new concept. Town Planning emphasises the need for building up rural and urban centres in a systematic, scientific and comprehensive manner with all civic amenities facilitating a healthy and congenial environment for human safety and convenience and pleasure.

After the Reorganisation of State, in 1961, a more comprehensive and uniform legislation known as Karnataka Town and Country Planning Act was enacted and brought into force from January 1965. Among other things, the main objectives of the Act are to provide conditions favorable for planning and replanning of urban and rural areas with a view to providing full civic and social amenities, to stop uncontrolled development of land and speculation in land trading and to use land in a balanced manner without causing loss to the environment and to promote the facilities for development.

This Act of 1961, was extended to Kodagu in 1977. Accordingly, confining to district headquarters town of Madikeri, Town Planning Authority for Madikeri was constituted under the

Chairmanship of the Deputy Commissioner, Kodagu on 29.10.1981. Except Madikeri, no other town in the district is covered by this Act. Under the Madikeri Town Planning Authority, in addition to Madikeri town, the neighbouring villages (9) like Karnageri, Makkandur, Hebbettageri, Makkeri and other villages are covered. In 1988, the Madikeri Town Planning Authority prepared an outline development plan which is being implemented. According to Karnataka Towns Development Authorities Act of 1987, in 1988, the government constituted Madikeri Town Development Authority. Consequence of it, the earlier Town Planning Authority was merged with Town Development Authority, which is vested with wider powers and functions.

The district planning department has been functioning in this district from 1975 having its jurisdiction all over the district except Madikeri town. This department has prepared development plans for eight towns and 28 villages in addition to development plans for two extensions of towns and 46 layouts. Keeping in view, the future growth of Madikeri town the department has prepared a Master Plan taking into account the various likely developments and the priorities. According to this Master Plan, it is estimated that by the end of this century i.e. 2001 A.D., the projected population of the town is likely to increase to 43,000 and for such growth of population and to meet the industrial and commercial developments of the growing town, it is estimated that about 892 hectares of land may be required.