Table No 9.16: Number of dwelling rooms among S.C. and S.T. households - 2011 (No. & %)

Household		Total	Households having number of dwelling rooms							Median
size		number of households	No exclusive room	One room	Two rooms	Three rooms	Four rooms	Five rooms	Six rooms and above	number of rooms
	Scheduled Caste									
All Households	No.	68,209	8,219	16,422	21,681	13,670	5,632	1,635	950	2
	%	100.00	12.05	24.08	31.79	20.04	8.26	2.40	1.39	
1	No.	2,695	462	977	844	295	86	21	10	2
	%	100.00	17.14	36.25	31.32	10.95	3.19	0.78	0.37	
2	No.	6,544	975	1,952	2,166	984	333	84	50	2
	%	100.00	14.90	29.83	33.10	15.04	5.09	1.28	0.76	
3	No.	10,107	1,278	2,751	3,333	1,815	655	185	90	2
	%	100.00	12.64	27.22	32.98	17.96	6.48	1.83	0.89	
4	No.	19,383	2,305	4,732	6,330	3,827	1,539	405	245	2
	%	100.00	11.89	24.41	32.66	19.74	7.94	2.09	1.26	
5	No.	15,297	1,731	3,375	4,840	3,369	1,358	412	212	2
	%	100.00	11.32	22.06	31.64	22.02	8.88	2.69	1.39	
6-8	No.	12,527	1,294	2,407	3,760	2,971	1,415	421	259	2
	%	100.00	10.33	19.21	30.02	23.72	11.30	3.36	2.07	
9+	No.	1,656	174	228	408	409	246	107	84	3
	%	100.00	10.51	13.77	24.64	24.70	14.86	6.46	5.07	
	Scheduled Tribe									
All Households	No.	17,945	1,730	3,977	5,409	3,912	1,961	604	352	2
	%	100.00	9.64	22.16	30.14	21.80	10.93	3.37	1.96	
1	No.	686	120	250	216	65	30	3	2	2
	%	100.00	17.49	36.44	31.49	9.48	4.37	0.44	0.29	
2	No.	1,680	193	485	553	298	110	27	14	2
	%	100.00	11.49	28.87	32.92	17.74	6.55	1.61	0.83	
3	No.	2,851	293	701	899	592	252	73	41	2
	%	100.00	10.28	24.59	31.53	20.76	8.84	2.56	1.44	
4	No.	5,615	570	1,244	1,703	1,241	583	182	92	2
	%	100.00	10.15	22.15	30.33	22.10	10.38	3.24	1.64	
5	No.	3,680	299	721	1,116	869	436	157	82	2
	%	100.00	8.13	19.59	30.33	23.61	11.85	4.27	2.23	
6-8	No.	2,909	221	506	807	716	452	128	79	3
	%	100.00	7.60	17.39	27.74	24.61	15.54	4.40	2.72	
9+	No.	524	34	70	115	131	98	34	42	3
	%	100.00	6.49	13.36	21.95	25.00	18.70	6.49	8.02	

Source : Census of India,2011

A fifth of the households are also living in one room accommodation. About 10 per cent are living in more than four room accommodation. However, about 12.30 per cent are living in accommodations without any exclusive room. Even though there is a correlation between the household size and the number of rooms occupied by them, a significant percentage of the households are occupying either a single room or two room accommodations. Thus, there seems to be 'crowding' in the households in terms of the living area.

The pattern does not seem to be much different in respect of the scheduled tribes. Of the total households, about a third is occupying two room accommodations and about a fifth is occupying a single room accommodation. Nearly a fifth is occupying houses with more than three rooms and an equal number are occupying four room accommodation. Thus, these households are found to be relatively better placed than the scheduled caste households. More than fifty per cent of the households, irrespective of the size of the household are either living in a two room or three room accommodations. The mean number of rooms for both the groups is 2. All this implies the fact that the living area for both the groups seems to be accommodative but needs further analysis about the structure and quality of houses.

9.5.1 Type of Houses

Table No. 9.17 : Type of houses occupied by S.C. and S.T. households - 2011 (No. & %)

Total/ Rural/ Urban		Total number of households	Type of census houses					Unclassifiable
			Permanent	Semi-permanent	Temporary			
					Total	Serviceable	Non-serviceable	
	Scheduled Caste							
Total	No.	56,469	21,853	28,286	6,329	2,117	4,212	1
	%	100.00	38.70	50.09	11.21	3.75	7.46	0
Rural	No.	42,617	13,544	23,136	5,936	1,974	3,962	1
	%	100.00	31.78	54.29	13.93	4.63	9.30	0
Urban	No.	13,852	8,309	5,150	393	143	250	0
	%	100.00	59.98	37.18	2.84	1.03	1.80	0
	Scheduled Tribe							
Total	No.	14,616	5,878	7,067	1,671	559	1,112	0
	%	100.00	40.22	48.35	11.43	3.82	7.61	0
Rural	No.	10,462	3,290	5,672	1,500	503	997	0
	%	100.00	31.45	54.22	14.34	4.81	9.53	0
Urban	No.	4,154	2,588	1,395	171	56	115	0
	%	100.00	62.30	33.58	4.12	1.35	2.77	0

Source : Census of India,2011

Both the communities under study are found to be having a poor housing status in the district. The percentage of SC and ST households living in permanent structures is only 38.70 and 40.22 per cent respectively. A good percentage of the SC and ST families are also living in semi-permanent houses [50.09 and 48.35 per cent respectively]. About 11 per cent of the SC and ST are living in temporary accommodations and good percentage families are staying in non-serviceable structures.

Simultaneously, it is found that the housing status of the two communities is significantly different in the rural and urban areas. The percentage of families living in the permanent

structures is around30 per cent. This is despite a number of programmes being implemented for the rural areas. Many reasons are cited for inadequate coverage of these families. One of the important reasons being the grant provided is low and the houses will have to be built on smaller sites which may be insufficient for the needy families.

Box 9.1 : Award to Panchayaths

Shikaripura Taluk Panchayath has received the State and the National Award for its performance under the housing programme. The Melina Besige Grama Panchaya th in the Hosanagara taluk has also bagged the best performing GP Award.

9.5.2 Drinking Water 2011

The nature of source and supply of drinking water is likely to reflect the standard of living of people. The data relating to drinking water among the S.C. and S.T. households in Shivamogga district indicates that the scheduled caste households are reported to be drawing water from different sources. While about 41.49 per cent of the total households are reported to be obtaining water from the tap which is treated,

Table No. 9.18: Nature of Water Supply to Scheduled Caste households-2011 (No. & %)

Location of source of drinking water		Total Number of Households	Main Source of Drinking Water					
			Tapwater from treated source	Covered well	Handpump	Tubewell/ Borehole	Potable	Others
Total	No.	68,209	28,299	20,819	372	6,546	1,766	10,407
	%	100.00	41.49	30.52	0.55	9.60	2.59	15.26
Within the premises	No.	17,177	10,767	3,187	139	1,715	49	1,320
	%	100.00	62.68	18.55	0.81	9.98	0.29	7.68
Near the premises	No.	40,321	14,505	14,838	139	2,899	1,018	6,922
	%	100.00	35.97	36.80	0.34	7.19	2.52	17.17
Away	No.	10,711	3,027	2,794	94	1,932	699	2,165
	%	100.00	28.26	26.09	0.88	18.04	6.53	20.21

Source : Census of India, 2011

About 0.55 per cent are collecting it from the hand pumps. About 10 per cent of the households are obtaining it from a tube well or bore well. The remaining 42.26 per cent are getting from other sources. The excessive dependence on other sources is perhaps due to the fact that many of these households even if they are within the colony do not get the benefit of a piped water supply. This is due to various factors such as the elevation, and they are also scattered houses.

The nature of the water supply is found to vary along with the location of the source of water. The households having access to water facility within or near the premises also depend on other sources. The economically poorer households are invariably forced to spend their time and effort towards availing such services in villages or towns / cities.

Table No. 9.19 : Nature of Water Supply to Scheduled Tribe households-2011 (No. & %)

Location of source of drinking water		Total Number of Households	Main Source of Drinking Water					
			Tap water from treated source	Tap water from untreated source	Covered well	Un-covered well	Handpump	Others
Total	No.	17,945	6,893	5,327	101	2,288	347	2,989
	%	100.00	38.41	29.69	0.56	12.75	1.93	16.66
Within the premises	No.	5,795	3,361	1,121	48	817	23	425
	%	100.00	58	19.34	0.83	14.1	0.4	7.33
Near the premises	No.	9,269	2,938	3,484	37	817	155	1,838
	%	100.00	31.7	37.59	0.4	8.81	1.67	19.83
Away	No.	2,881	594	722	16	654	169	726
	%	100.00	20.62	25.06	0.56	22.7	5.87	25.2

Source : Census of India,2011

Nearly 40 per cent of the scheduled tribe households in the district are reported to be provided with tap water. About 46.41 per cent of the households are collecting from other sources. The nature of water supply to the households is found to vary depending on the location of the source. Thus, a good percentage of the scheduled tribe households are getting water supply which is accessible and safe.

9.5.3 Toilet Facility 2011

One of the basic health and sanitation requirements to any household is the toilet facility. It is disheartening to note that about 48.83 per cent of the households among scheduled castes do not have this facility within the house. The situation in rural households is as high as 56 per cent and 28.82 per cent in urban areas which do not have toilet facility within the premises. While the urban areas have water closet latrines, the rural households have opted for pit systems. A smaller percentage has also adopted various other methods towards waste disposal.

Table No. 9.20: Nature of Toilet Facility to Scheduled Caste households - 2011 (No. & %)

Total/ Rural / Urban		Total number of households	Number of households having latrine facility within the premises	Type of latrine facility within the premises								Number of households not having latrine facility within the premises	No latrine within premises	
				Flush/pour flush latrine connected to			Pit latrine		Night soil disposed into open drain	Service Latrine			Alternative source	
				Piped sewer system	Septic tank	Other system	With slab/ ventilated improved pit	Without slab/ open pit		Night soil removed by human	Night soil serviced by animal		Public latrine	Open
Total	No.	68,209	34,896	5,432	5,306	833	22,254	817	200	4	50	33,313	2,343	30,970
	%		100.00	15.57	15.21	2.39	63.77	2.34	0.57	0.01	0.14	100.00	7.03	92.97
Rural	No.	50,226	22,096	673	2,034	570	17,974	747	54	4	40	28,130	825	27,305
	%		100.00	3.05	9.21	2.58	81.35	3.38	0.24	0.02	0.18	100.00	2.93	97.07
Urban	No.	17,983	12,800	4,759	3,272	263	4,280	70	146	0	10	5,183	1,518	3,665
	%		100.00	37.18	25.56	2.05	33.44	0.55	1.14	0	0.08	100.00	29.29	70.71

Source : Census of India,2011

Table No. 9.21: Nature of Toilet Facility to Scheduled Tribe households - 2011 (No. & %)

Total/ Rural/ Urban		Total number of households	Number of households having latrine facility within the premises	Type of latrine facility within the premises								Number of households not having latrine facility within the premises	No latrine within premises	
				Flush/pour flush latrine connected to			Pit latrine		Night soil disposed into open drain	Service Latrine			Alternative source	
				Piped sewer system	Septic tank	Other system	With slab/ ventilated improved pit	Without slab/ open pit		Night soil removed by human	Night soil serviced by animal		Public latrine	Open
Total	No.	17,945	10,962	1,682	1,881	194	6,992	169	34	1	9	6,983	319	6,664
	%		100.00	15.34	17.16	1.77	63.78	1.54	0.31	0.01	0.08	100.00	4.57	95.43
Rural	No.	13,375	7,202	330	736	144	5,819	150	13	1	9	6,173	157	6,016
	%		100.00	4.58	10.22	2.00	80.80	2.08	0.18	0.01	0.12	100.00	2.54	97.46
Urban	No.	4,570	3,760	1,352	1,145	50	1,173	19	21	0	0	810	162	648
	%		100.00	35.96	30.45	1.33	31.20	0.51	0.56	0	0	100.00	20.00	80.00

Source : Census of India,2011

Of all the families belonging to scheduled tribes, about 61.08 per cent of the households are reported to be having toilet facility. This is comparatively higher when compared to the scheduled caste households in the district. The percentage of rural households having this facility is only 53.84 per cent where as 82.27 per cent have toilet facility in urban areas. The tribal families in urban areas are found to be better placed than to the scheduled caste groups.

Box : 9.2 : Report Card Status of Nirmal Bharat Abhiyan

	Target	Performance	% Achievement
IHHL BPL	**99428**	99999	100.57
IHHLAPL	40151	45901	114.32
Total	139579	145900	104.53

The total amount spent under the programme till Nov. 2013 is Rs.1948.49 lakhs

Source: www.tsc.gov.in

9.5.4 Electricity-2011

Another facility associated with housing is the supply of electricity. The facility of lighting supports and enhances the living conditions of families. The data relating to S.C. and S.T. households in Shivamogga district provides comparison about the sources of energy used. The scheduled tribe households are found to be better placed than the scheduled castes. (Table-9.21)

Table No. 9.22: Type of Lighting Scheme to Scheduled Caste & Scheduled Tribe households - 2011 (No. & %)

		Scheduled Caste						
			Electricity	Kerosene	Solar energy	Other oil	Any other	No lighting
Total	No.	68,209	56,971	10,408	118	217	51	444
	%	100.00	83.52	15.26	0.17	0.32	0.07	0.65
Rural	No.	50,226	40,555	9,007	80	181	38	365
	%	100.00	80.75	17.93	0.16	0.36	0.08	0.73
Urban	No.	17,983	16,416	1,401	38	36	13	79
	%	100.00	91.29	7.79	0.21	0.20	0.07	0.44
	Scheduled Tribe							
Total	No.	17,945	15,337	2,415	31	33	23	106
	%	100.00	85.47	13.46	0.17	0.18	0.13	0.59
Rural	No.	13,375	11,075	2,143	19	22	20	96
	%	100.00	82.80	16.02	0.14	0.16	0.15	0.72
Urban	No.	4,570	4,262	272	12	11	3	10
	%	100.00	93.26	5.95	0.26	0.24	0.07	0.22

Source : Census of India,2011

There are 85.47 per cent of the scheduled tribe households having electricity for lighting purposes. However, about 14 per cent are using other forms of energy including 0.17 per cent who are using the solar energy for the same. There are some families with non-availability of any source of lighting at the household level. The dependence on other sources of energy for the purposes of lighting is more in rural areas [about 16 per cent] than in urban areas [5.95%].

Box : 9.3

The power station at Jog Falls in Sagar Taluk of Shivamogga District has been operational since 1948, and is of 120 MW capacity. This is one of the largest hydro-electric stations in India at that time and a small source of electric power for Karnataka now. The power station was previously named "Krishna Rajendra hydro-electric project", after the King of Mysore . The name was later changed to" Mahatma Gandhi hydro -electric Project". It was served by Hirebhaskara dam until 1960. After 1960, due to the ideas of **Sir M. Visvesvarayya** , Linganmakki Dam is being used for power generation.

Source: www.jogfalls.in

There are 83.52 per cent of the scheduled caste households having lighting the facility. While 15.26 per cent are reported to be using kerosene, 0.65 per cent households have no source energy for lighting, excepting the sun light during the day. There are marginal variations across rural and urban areas. Although there are efforts made to improve facilities for S.C. and S.T. households, there is need for making efforts for further improvement.

9.5.5 Bathing Facilities-2011

Health condition of people is directly affected by the facilities available for bathing. The analysis on the bathing facilities reveals that there are marginal variations in the availability to these two communities.



Fig.9.11: Grama Panchayath Office Building, Sydur

Table No.9.23: Availability of Bathing Facilities Scheduled Caste & Scheduled Tribe Households-2011 (No. & %)

Total/ Rural/ Urban		Total number of households	Number of households having bathing facility within the premises			Waste water outlet connected to		
			Yes		No	Closed drainage	Open drainage	No drainage
			Bathroom	Enclosure without roof				
	Scheduled Caste							
Total	No.	68,209	43,196	14,523	10,490	5,873	38,651	23,685
	%	100.00	63.33	21.29	15.38	8.61	56.67	34.72
Rural	No.	50,226	27,945	12,996	9,285	1,132	27,653	21,441
	%	100.00	55.64	25.88	18.49	2.25	55.06	42.69
Urban	No.	17,983	15,251	1,527	1,205	4,741	10,998	2,244
	%	100.00	84.81	8.49	6.7	26.36	61.16	12.48
	Scheduled Tribe							
Total	No.	17,945	12,831	2,990	2,124	1,912	9,943	6,090
	%	100.00	71.5	16.66	11.84	10.65	55.41	33.94
Rural	No.	13,375	8,667	2,749	1,959	539	7,257	5,579
	%	100.00	64.8	20.55	14.65	4.03	54.26	41.71
Urban	No.	4,570	4,164	241	165	1,373	2,686	511
	%	100.00	91.12	5.27	3.61	30.04	58.77	11.18

Source : Census of India,2011

While 71.50 per cent of the scheduled tribe having the facility at the household level, only 63.33 per cent scheduled caste family's posses the facility. There are about 15 to 20 per cent of the households having the facility without a roof. The percentage of the households without a bathing facility is 15.38 per cent among the scheduled caste families and 11.84 per cent among the scheduled tribe families. The deprivation of these facilities is marginally more in rural areas than in urban areas. Thus, about 90 per cent of the families have the facility among both the communities. However, a good percentage of the families are without these basic facilities which are expected to have an impact on the health and quality of life.

9.5.6 Assets among S.C. and S.T. households 2011

The standard of living is directly associated with the nature and type of assets families posses. It is an economic indicator to understand the status of households. An analysis of the ownership of the assets further helps in understanding the economic standing of the communities in the district.

Table No. 9.24: Assets among S.C. and S.T. households - 2011 (No. & %)

Total/ Rural/ Urban		Total number of households	Total number of households availing banking services	Availability of assets											
				Radio/ Transistor	Television	Computer/Laptop		Telephone/Mobile Phone			Bicycle	Scooter/ Motorcycle/Moped	Car/ Jeep/Van	Households with TV, Computer/Laptop, Telephone/mobile phone and Scooter/ Car	None of the assets specified in col. 8 to 17
						With Internet	Without Internet	Landline only	Mobile only	Both					
	Scheduled Caste														
Total	No.	68,209	38,418	7,395	33,641	733	3,876	2,790	34,019	2,267	23,250	9,816	1,335	1,095	15,554
	%			10.84	49.32	1.07	5.68	4.09	49.87	3.32	34.09	14.39	1.96	1.61	22.80
Rural	No.	50,226	29,232	5,090	20,471	203	2,448	2,038	23,277	1,243	16,340	5,211	511	218	13,504
	%			10.13	40.76	0.40	4.87	4.06	46.34	2.47	32.53	10.38	1.02	0.43	26.89
Urban	No.	17,983	9,186	2,305	13,170	530	1,428	752	10,742	1,024	6,910	4,605	824	877	2,050
	%			12.82	73.24	2.95	7.94	4.18	59.73	5.69	38.43	25.61	4.58	4.88	11.40
	Scheduled Tribe														
Total	No.	17,945	11,010	2,370	9,746	271	1,104	979	9,755	797	6,693	3,087	442	408	3,053
	%			13.21	54.31	1.51	6.15	5.46	54.36	4.44	37.30	17.20	2.46	2.27	17.01
Rural	No.	13,375	8,307	1,732	6,161	81	673	754	6,751	461	4,830	1,628	147	76	2,693
	%			12.95	46.06	0.61	5.03	5.64	50.47	3.45	36.11	12.17	1.10	0.57	20.13
Urban	No.	4,570	2,703	638	3,585	190	431	225	3,004	336	1,863	1,459	295	332	360
	%			13.96	78.45	4.16	9.43	4.92	65.73	7.35	40.77	31.93	6.46	7.26	7.88

Source : Census of India,2011

It is found that 43.66 per cent of the scheduled caste and 36.21 per cent of the scheduled tribe households do not have the listed assets. The percentage is relatively higher among the scheduled caste communities. Not with standing these variations, it is important to note that the non- ownership of the assets may have serious consequences on these households in terms of knowledge or information on various aspects of development. This is primarily in terms restricting their mobility and communication.

Among the different vehicles owned by the households, about 50 per cent of both the communities living in rural as well as urban areas own a bicycle. The ownership of four-wheelers such as car, jeep, van is around 2 per cent. About 6-7 per cent of the scheduled caste and tribe families are reported to own two wheelers in rural areas. This is despite the increasing popularity / preference to own such assets.

The television is the most popular gadget and most entertaining media. The data indicates that around 45 per cent of the families own at the district level. However, the rate of ownership is about 30 per cent in rural areas and 75 per cent in urban areas. On the other hand, the ratio of ownership of a radio / transistor is marginally higher in rural areas than in urban areas. Thus, there is relative variation between rural and urban families in terms of ownership of various assets.

9.6 Participation of S.C. and S.T. in Local Self - Government

The representation of the scheduled caste and tribe communities at three levels of PRIs is found to vary. It is found to vary across the gender groups. While the scheduled tribe accounts for 3.2 per cent of the Zilla Panchayath members, it is 9.8 per cent members among the Grama Panchayaths. The representation of the members belonging to the scheduled caste community is between 18 to 19 per cent. Excepting at the GP level, the representation of the male and female members of the scheduled caste is found to vary marginally. The representation at the GP level is 17.3 and 22.5 per cent for S.C. and S.T. respectively. On the other hand, among the scheduled tribes, there is no representation of the male members in the ZP and TP.



Fig.9.12:Construction of Cattle Shed at Kadagadale Villege, Sagara Taluk

Table No. 9.25: Representation of Scheduled Castes & Scheduled Tribes in Local Self Government - 2012-2013 (No. & %)

Sl. No.	Taluk		Total			Scheduled Caste			Scheduled Tribe		
			Male	Female	Total	Male	Female	Total	Male	Female	Total
1	Bhadravathi	ZP	2	3	5	0	1	1	0	0	0
						0	33.3	20.0	0	0	0
		TP	8	10	18	2	2	4	0	1	1
						25.0	20.0	22.2	0	10.0	5.6
		GP	250	216	466	62	51	113	6	39	45
						24.8	23.6	24.2	2.4	18.1	9.7
		CMC	23	12	35	5	2	7	0	1	1
						21.7	16.7	20.0	0.0	8.3	2.9
		TMC	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
		T P	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
2	Hosanagara	ZP	1	2	3	0	0	0	0	0	0
						0	0	0	0	0	0
		TP	4	7	11	0	1	1	0	1	1
						0	14.3	9.1	0	14.3	9.1
		GP	142	147	289	5	29	34	0	29	29
						3.5	19.7	11.8	0	19.7	10.0
		CMC	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
		TMC	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
		T P	6	5	11	1	1	2	0	1	1
						16.7	20.0	18.2	0	20.0	9.1
3	Sagara	ZP	1	3	4	0	1	1	0	0	0
						0	33.3	25.0	0	0	0
		TP	5	9	14	0	1	1	0	1	1
						0	11.1	7.1	0	11.1	7.1
		GP	175	186	361	9	35	44	0	35	35
						5.1	18.8	12.2	0	18.8	9.7
		CMC	19	12	31	1	1	2	0	1	1
						5.3	8.3	6.5	0	8.3	3.2
		TMC	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
		T P	7	6	13	1	1	2	0	1	1
						14.3	16.7	15.4	0	16.7	7.7
4	Shikaripura	ZP	4	1	5	1	0	1	0	0	0
						25.0	0.0	20.0	0	0.0	0
		TP	7	10	17	2	2	4	0	1	1
						28.6	20.0	23.5	0.0	10.0	5.9
		GP	226	216	442	59	54	113	5	43	48
						26.1	25.0	25.6	2.2	19.9	10.9
		CMC	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
		TMC	14	9	23	1	1	2	0	1	1
						7.1	11.1	8.7	0	11.1	4.3
		T P	9	6	15	1	1	2	0	1	1
						11.1	16.7	13.3	0	16.7	6.7

5	Shivamogga	ZP	2	3	5	1	0	1	0	1	1
						50.0	0	20.0	0	33.3	20.0
		TP	7	11	18	2	3	5	0	1	1
						28.6	27.3	27.8	0	9.1	5.6
		GP	239	207	446	63	53	116	4	37	41
						26.4	25.6	26.0	1.7	17.9	9.2
		CMC	23	12	35	3	1	4	0	1	1
						13.0	8.3	11.4	0	8.3	2.9
		TMC	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
		T P	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
6	Soraba	ZP	2	3	5	0	1	1	0	0	0
						0	33.3	20.0	0	0	0
		TP	8	10	18	2	2	4	0	1	1
						25.0	20.0	22.2	0	10.0	5.6
		GP	237	222	459	46	49	95	1	39	40
						19.4	22.1	20.7	0.4	17.6	8.7
		CMC	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
		TMC	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
		T P	6	5	11	0	1	1	0	1	1
						0	20.0	9.1	0	20.0	9.1
7	Thirthahalli	ZP	3	1	4	1	0	1	0	0	0
						33.3	0	25.0	0	0	0
		TP	5	8	13	0	1	1	0	1	1
						0	12.5	7.7	0	12.5	7.7
		GP	161	180	341	3	38	41	0	38	38
						1.9	21.1	12.0	0	21.1	11.1
		CMC	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
		TMC	0	0	0	0	0	0	0	0	0
						0	0	0	0	0	0
		T P	8	7	15	0	1	1	0	1	1
						0	14.3	6.7	0	14.3	6.7
	District Total	ZP	**15**	**16**	**31**	**3**	**3**	**6**	**0**	**1**	**1**
						20.0	18.8	19.4	0	6.3	3.2
		TP	44	65	109	8	12	20	0	7	7
						18.2	18.5	18.3	0	10.8	6.4
		GP	1430	1374	2804	247	309	556	16	260	276
						17.3	22.5	19.8	1.1	18.9	9.8
		CMC	65	36	101	9	4	13	0	3	3
						13.8	11.1	12.9	0	8.3	3.0
		TMC	14	9	23	1	1	2	0	1	1
						7.1	11.1	8.7	0	11.1	4.3
		T P	36	29	65	3	5	8	0	5	5
						8.3	17.2	12.3	0	17.2	7.7

Source : District at a Glance, 2012-13

The representation in the urban local bodies is found to vary for the scheduled caste and scheduled tribe members. It is 12.9 per cent in the City Municipal Council, 8.7 per cent in the Town Municipal Council and 12.3 per cent in the Town Panchayath Level. The representation of the Scheduled Tribes in these three institutions in urban areas is 3 per cent, 4.3 per cent and 7.7 per cent respectively. Further, all the elected members are only women among the Scheduled Tribes. On the other hand, the representation of women members belonging to the scheduled caste is more at the Town Municipal Council and Town Panchayath levels. All these point indicate that S.C. and S.T. members participate but their participation varies across taluks, on gender criteria and their numerical strength in a taluk.

9.7 Small Area Study - Composite Dalit Development Index (CDDI)

Situational Analysis of Dalits A Study in Jade Grama Panchayath, Soraba Taluk in Shivamogga District



Fig.9.13:_Jade Grama Panchayath Office, Soraba Taluk

9.7.1 Background

Of the 17,55,512 people in the district, 3,08,158 belong to the scheduled castes in the district. Thus, they account for 17.58 per cent of the population of the district in 2011.

9.7.2 Study Objectives

The objective of the study was to capture all the Dalit specific factors and understand the position of Dalits in the process of development.

9.7.3 Methodology

The methodology adopted for the study is both qualitative and quantitative. A structured schedule was evolved for this purpose. It was administered to randomly identified respondents to achieve authenticity in eliciting responses. The investigators were trained for

the purpose of collecting data.

The investigators held informal discussion with the family members about issues relating to the study .There were discussions held with village elders, the general public and different religious representatives to obtain first hand information on various practices in vogue. The data generated through discussion was documented by the researchers in their 'Field notes'.

9.7.4 Limitations

The findings of this study is based on this pilot study and they cannot be generalized.

9.7.5 Study Area

The study was carried out in the Jade Grama Panchayath of Soraba Taluk. The grama panchayath was selected based on the guidelines evolved for this purpose by the district committee. The study encompassed all the villages in the grama panchayath. The sample consisted of 51 respondents. The following details give socio-economic profile of the respondents:

- The distribution by age of the respondent is skewed towards the 50+ age group. They are found to account for 43.14 per cent of the respondents for the study. The respondents with less than 30 years of age account for 11.76 per cent.

- The analysis reveals that illiterates account for about a third of the respondents. The remaining 60.78 per cent have studied upto secondary level. Only 4 per cent of them have studied upto PUC. Thus, majority of the respondents are literate with only a few studying upto secondary level.

- About 50 per cent of the household heads have reported that they are working as agricultural labourers in the village. About 27 per cent are cultivators and about 12 per cent are pursuing business.

- More than 45 per cent of the respondents have reported that the annual income of the household is less than Rs.20,000. About 38 per cent are reported to be earning more than Rs.30001+ annually. Thus, the income of the households are found to be varied. However, many of the community members also said that the demand for labour is generally during the agricultural seasons and they work for cultivators in the village.

- In terms of numbers, 80.39 per cent of the families have been staying since 30 years. While 7.84 per cent of them have reported to be staying between 21 to 30 years, 11.76 per cent are staying for less than 20 years.

The families are either the small families [41.18%] or large families [21.56%], only a few families are found to be extended or joint families. These families have held the family property together and had a common kitchen.

9.7.6 Perceptions of the Community

9.7.6.1 Social Inclusion

Table No.9.26: Perceptions on Social Inclusion

Sl. No.	Issues	Yes		No	
		No. of Families	Percentage	No. of Families	Percentage
1	Do you have free entry into a non-dalit residence?	29	56.86	22	43.14
2	Do the non-dalits address you respectfully?	46	90.20	5	9.80
3	Do you participate in all the festivals of the village?	47	92.16	4	7.84
4	Like non-dalits, are you allowed into temple?	40	78.43	11	21.57
5	Are you treated like non-dalits in the hotels?	50	98.04	1	1.96

The relationship between castes and between among other caste groups, is being examined in terms of certain social and religious practices such as entry to temples, hotels and participation of the dalits in the village festivities. The analysis reveals varied degree in relations. There are 56.86 per cent of families indicating that they have access to enter houses of other caste members. Another tradition / custom relates to the entry of the dalits to the temples. To this, 78.43 per cent have said that they have access to enter temples in their village [there are 3 temples in the village]. All the families have reported that there is equal access to the hotels in the village with an exception of one family. In terms of the participation in the village festivals, 92.16 per cent have said that they participate in them. Only a smaller percentage of dalits are staying away from the village festivities. Simultaneously it has been found that 90.20 per cent have said that the members of the other caste groups address them respectfully.

Thus, the dalit community under study is not found to be either included or excluded. However, at the household level which is a personal domain of individual and family has been found to be maintaining its identity by retaining and practicing certain customs and tradition. The community under study could perhaps be under transitition. While those relations which are a result of economic dependency have changed, but those relating to public functions have also undergone change.

9.7.6.2 Perception of Discrimination

In this section, the dalits were asked to explain discriminations if any faced by them in accessing public utilities such as drinking water, in accessing services relating to education, in public places such as hotels, temples etc.,

Table No.9.27: Perception of Discrimination

Sl. No.	Issues	Yes		No	
		No. of Families	Percentage	No. of Families	Percentage
1	Do you have access to all the sources of drinking water in the village to which non -dalits have access?	48	94.12	3	5.88
2	Do you think that your children are treated on par with non -dalit children in matters such as – seating arrangement, plates for midday meal, participation in curricular and extracurricular activities such as – dancing, singing, drama, elocution?	50	98.04	1	1.96
3	Do you think health visitors treat you and non -dalits equally in matters such as number of visits, paying attention, issue of drugs, request or extra visits, emergency services and extending cash benefits?	51	100.0	0	-
4	Do you think you are treated on par with non dalits in hotels, temples, social and religious functions in matters such as – entry, invitation, seating arrangement [same or separate], providing plates or glasses, serving meals and disposal of used plates or glasses?	50	98.04	1	1.96
5	Do you think that you are treated on par with the non -dalits in matters such as – in temple [inside and outside] work, all the works of festivals, midday -meal cooking, getting customers to dalit hotels, getting house for rent and giving house for rent?	51	100.0	0	-

Nearly 95 per cent of the dalits have expressed that they have access to drinking water facilities available within the village. Only about 5 per cent have stated that they have been denied of access to drinking water. This may be more a fear than fact or even if they are facing such restrictions it may be due to certain extraneous factors. The perceptions are not much different in terms of

- Treatment made out to dalit children in schools
- Treatment made out to dalits in hotels, temples, social and religious functions
- Treatment made out to dalits in various works

The above findings reveal that the dalits are not confronted with the discrimination. This may be due to a number of factors such as public pressure, effective implementation / provision of services to all etc., However, the discussions have revealed that these issues are very dynamic and is difficult to fit into a particular pattern. For instance, entry into temples and attending religious functions, are carried out by different families as a part of tradition / customs where caste is a decisive factor. Different communities do not find any need to trespass these norms and hence, they do not consider any restrictions as a case of discrimination. In respect of a hotel or attending a public functions, people are not discriminated on the basis of caste. On the contrary, people select these places based on affordability and preferences. Thus, perception of discrimination is likely to vary on the basis of the nature of event or customary practice.

9.7.6.3 Protest Against Discrimination

During field work, it was found that only few of the respondents had confronted with a situation in the past. The details are presented in the Table 9.25.

Table No.9.28: Protest Against Discrimination

Sl. No.	Issues	Yes		No	
		No. of Families	Percentage	No. of Families	Percentage
1	Have you protested against discrimination in collecting water?	3	100.00	0	0
2	Have you protested against discrimination in extending education?	0	0	1	100.00
3	Have you protested against discrimination in getting health services?	0	0	0	0
4	Have you protested against discrimination in social life?	0	0	1	100.00
5	Have you protested against discrimination in economic life?	0	0	0	0

About 50-60 per cent of dalits have not protested against discriminations faced by them in respect of collecting water, seeking educational facilities, health services, social life etc. A sizable number of families claim that they been discriminated. These respondents have stated that they have protested against discrimination.The families who have protested against economic discrimination are about 50 per cent.

9.7.6.4 Conflict Resolution

A good percentage of dalit households have said that they have been confronted with the vested interests so as to gain access to the public goods or services. Such a conflict would restrict dalits in getting better remuneration for their work. Hence, it becomes imperative to resolve conflicts. It is found that they were successful in resolving such conflicts. The success achieved or envisaged could be in terms of willingness among other communities to provide the required services or the intentions of the conflicting groups.

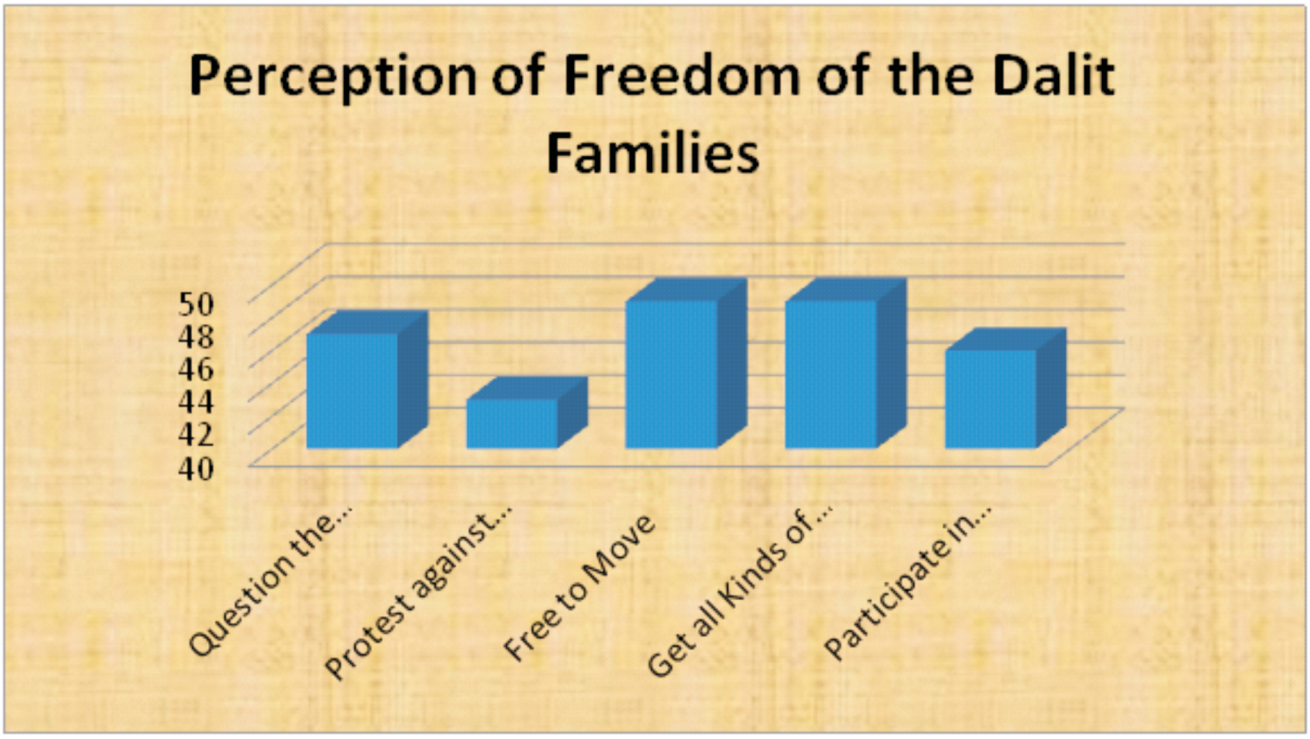
9.7.6.5 Perception of Freedom

Table No.9.29: Perception of Freedom

Sl. No.	Issues	Yes		No	
		No. of Families	Percentage	No. of Families	Percentage
1	Do you think that you can question all the injustices meted out to you?	47	92.16	4	7.84
2	Do you think that you can protest against all kinds of discrimination faced by you?	43	84.31	8	15.69
3	Do you think that you are free to move around in all the parts of village where non-dalits live?	49	96.08	2	3.92
4	Do you think that you can get all kinds of employment opportunities like non-dalits in the village?	49	96.08	2	3.92
5	Do you think that you can participate in all the cultural activities that are taking place in the village like non-dalits?	46	90.20	5	9.80

The dalit community under study is found to be enjoying a great amount of freedom. This is revealed from the perceptions of dalit families about freedoms enjoyed by them in various aspects of life.

Fig.9.14: Perception of Freedom of the Dalit Families



Most of the dalit families feel that they enjoy freedoms in following aspects:

1. Freedom to question injustices meted out to them.

2. Freedom to move about in all the parts of the village.

3. Freedom to have access to employment opportunities in the village

4. Freedom to participate in all the cultural activities in the village

However, dalit households had limited freedom to protest against discrimination faced by them. This feeling may be due to various customs and tradition restricting the life of dalits within the communities.

9.7.6.6 Standard of Living

The socio-economic life of dalit families is directly linked to standard of living enjoyed by them .In order to understand standard of living of dalit households, an attempt has been made to analyse certain crucial aspects like size of land holding, ownership of agricultural establishments, owning house , electrification of house , owning of two wheeler and so on.

Table No.9.30: Standard of Living of Households

Sl. No.	Particulars	More than the General Population	Equal to General Population	Less than General Population
1	Land Holding	0	4	25
		0	[7.84]	[49.01]
2	Ownership of Non-agricultural establishments	0	0	5
		0	0	[9.80]
3	Pucca Houses	0	0	51
		0	0	[100.00]
4	Electrification	51	0	0
		[100.00]	0	0
5	Owning Two Wheeler [Bike/Scooter]	0	2	49
		0	[3.92]	[96.08]

The data in the table given above indicates that most of the dalit families enjoy low socio-economic status. This is evident from the fact that majority of the families either do not own or own land less than holdings of the general population, while most of the families have pucca houses and own two wheelers, there are only a few owning non-agricultural ownership. However, all the households in the sample have been provided with the facility of electrification and drinking water supply.

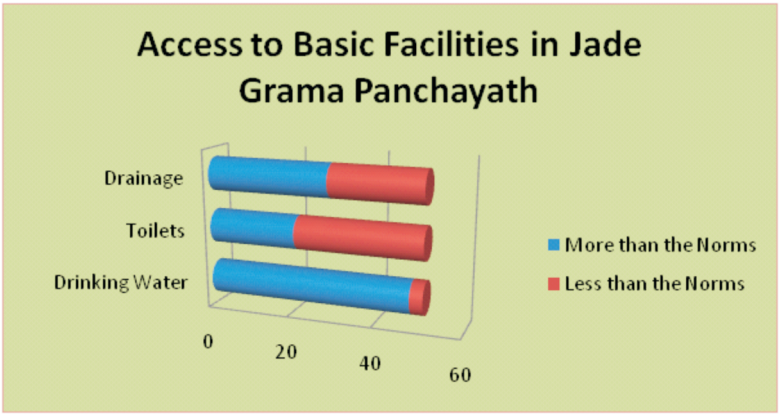
9.7.6.7 Access to Basic Facilities Water, Toilets and Drainage

Table No.9.31: Access to Basic Facilities Water, Toilets and Drainage

Sl. No.	Particulars	More than the Norms	Less than the Norms
1	Drinking Water	48	3
		[94.12]	[5.88]
2	Toilets	21	30
		[41.18]	[58.82]
3	Drainage	29	22
		[56.86]	[43.14]

The access to basic facilities for the dalits in the Jade grama panchayath is found to be quite varied. Thus, about 95 per cent of the dalit households are reported to be receiving more than 55 lpcd. The dalits expressed great level of satisfaction in terms of water facility provided. The households i.e. the women and other family members were found and reported to be collecting water from the public stand posts.

Fig.9.15: Access to Basic Facilities in Jade Grama Panchayath



On the other hand, the scheduled caste families are relatively disadvantaged in terms of facilities related to drainage and toilets. About 58.82 per cent of the families have no access to facilities. This is 43.14 per cent in respect of drainage facilities. The poor access to toilet facilities is because the current programmes relating to sanitation which expects household contribution. These families perhaps are unable to provide the same or unwilling to share financial burden.

9.7.6.8 Access to Basic Facilities Education

Table No.9.32: Access to Basic Facilities Enrolment, Attendance & Rate of Transition

Sl. No.	Particulars	More than the General Population	Equal to General Population	Less than General Population
1	Enrolment	3	48	0
		[5.88]	[94.12]	
2	Attendance	3	48	0
		[5.88]	[94.12]	
3	Rate of Transition	0	43	8
			[84.13]	[15.69]

In large majority of the households [94.12%] belonging to scheduled castes, the level of enrolment at lower and higher primary classes is on par with the general population. In about 5 per cent of the households, it exceeds the general population as well. There are no changes in the percentage of students attending classes. However, the rate of transition is found to be slightly lower than that of the general population and it is about 15.69 per cent. This is due to failure on the part of children in completing a particular class. Thus, it could be said that children belonging to dalit families are able to have access to facilities of education on par with the general population.

9.7.6.9 Gender Dimension of Dalit Development

The present study has attempted to look into gender issues relating to development. The following table summarises health services sought or available at the village level:

Table No.9.33: Issues relating to Health

Sl. No.	Particulars	Less than 3 months	More than 3 months
1	Rest Prior to Delivery	27	24
		[52.94]	[47.06]
2	Rest after Delivery	3	48
		[5.88]	[94.12]
3	Place of Delivery	Hospital	Home
		47	4
		[82.35]	[17.65]
4	Frequency of visit by the health worker		
	Weekly	7	13.73
	Fortnightly	8	15.69
	Monthly	12	23.53
	Occasionally	24	47.06
5	Reproductive Health Support		
	Nutritional Supplement & Medicine	37	45.68
	Delivery Kit	21	25.93
	Health Checkups	17	20.99
	Others	6	7.41

More than 50 per cent of dalit women in the community have reported that they are availing less than three months of rest prior to delivery. However, most of them have confirmed that they have availed rest for more than three months after delivery. A smaller percentage have stated that they could take rest for less than three months after delivery. The discussions with the community members also revealed that it is the economic compulsion in the family which forces women to engage in household work at a time when the rest is required. A large majority of women have been availing institutional facilities available in close proximity. Thus, 82.35 per cent of women have said that they prefer an institutional delivery rates than a home delivery. A smaller percentage is found to be resorting to delivery at home. This is reported to be due to a number of factors.

About 50 per cent of the households have reported that the health worker visits occasionally. The remaining households have reported that health worker visits either weekly or fortnightly or monthly. However, the community had varied perceptions on the frequency of visits by the heath worker. They also say that the schedule of visits by the heath worker changes with their transfers. However, all of them have reported to be availing facilities such as nutritional supplement, medicine and kit during pregnancy. All this implies that dalit families are aware of facilities available and they

are able to utilize them to improve their standard of living.

Composite Dalit Development Index (CDDI)

This index is estimated by taking into consideration ten aspects of social life. Each of these aspects will enable in identifying freedom and choices available for the socially deprived group of dalits. Some of the crucial aspects like inclusion, discrimination, access to basic facilities etc, will indicate realities in social life.

Table-3.8 Values of CDDI indicators

Sl. No.	Indicators	Index value
1	Institutional Inclusion	0.0
2	Social Inclusion	0.9
3	Perception of Discrimination	1
4	Protest Against Discrimination	0
5	Conflict Resolution	0
6	Standard of Living	1
7	Perception of Freedom	0.2
8	Gender Dimension of Dalit Development	0.6
9	Access to Basic facilities	0.67
10	Access to Education	0.33
	CDDI	**0.47**
	DDI (1-CDDI)	**0.53**

Of the ten different parameters, freedom enjoyed by dalits has the highest mean value of 1. This is indicative of the fact that they enjoy freedom to express, exercise choices etc. The next in rank position relaties to perception of social inclusion [0.9]. This implies that the community in general feel that thery are part of the entire community in which they are living. Another indicator, namely access to basic facilities such as water supply, drainage has an aggregate mean value of 0.67.

It is important to note that the index for the standard of living is 0.200 and it is the lowest. This is indicative of the poorer economic standard of the community members.

The overall CDDI and DDI values are 0.47 and 0.53. Thus, the analysis indicates the scope for the developments in the community.

9.8 Conclusion

The population of S.C. and S.T. communities has increased over the years like the general population. The number of caste groups and sub-groups has also increased for both the communities. It is true that different programmes and schemes initiated and implemented by government have been able to empower families belonging to these groups. The programme of literacy has benefitted majority of households with improvement in literacy rate and performance in examination results. Although there are marginal and small farmers, majority of the members belonging to these communities work as labourers. The standard of living of both the communities has recorded significant improvement as it is supported by corresponding improvement in housing facility, drinking water, electricity and other facilities.

Chapter 10

GOVERNANCE ISSUES-GOVERNANCE AND HUMAN DEVELOPMENT

10.1 Introduction

"Self- governing communities" are not new to Indian culture. There is evidence of Sabhas and Gramins as far back as 600 B.C. During the Rig Vedic period, local bodies were the contact points to the higher authorities on matters affecting villages and residents. Over a period of time, these bodies metamorphosed into Panchayaths which looked after the affairs of the village. The traditional caste Panchayaths changed to village Panchayaths in Independent India.

The dawn of 21st century is marked by decentralized governance both as a strategy and as a philosophy to bring about reforms and changes in democracies. This change is expected to bring about transparency, responsiveness and accountability to ensure good governance. Today, decentralization is playing an important role in local governments and it is the most significant theme in the development discourse. In the present context of rapid social change and development activities, de-bureaucratization and decentralization have been found to be more appropriate to deal with contemporary trends of globalization, liberalization and privatization.

The term "Decentralized Governance" has been used interchangeably with concepts like 'local governance', 'local self-governance', 'Panchayath administration', All imply the same phenomenon of decentralization as a political reform process aimed at further democratizing of the state. The state of Karnataka is heralded as a champion of decentralization because it received a head start in implementing the de-centralized governance at as early as 1983. Decentralised decision-making contributes to stable and sustained growth of the economy. It contributes to good governance which enables faster growth, human development and poverty reduction. Decentralization also leads to the empowerment of the local people through de-concentration and devolution. It seeks to tap local initiatives and practices by involving grassroots organizations such as self-help groups. Representative democracy and participatory democracy both become possible through decentralized governance. An important feature of decentralized governance is interactive policy-making which leads to decentralized decision-making.

Interactive policy is a process where government and non-governmental sectors such as private sector, non-governmental organizations, communities, grass roots organizations and pressure groups participate in decision-making so as to influence issues and suggest alternatives. Therefore, decentralized governance is an alternative strategy of development which is people centered, participatory and bottom-up development mechanism. The people have a better understanding of what the government does. It is a concept based on the rights of the people to initiate and execute policy decisions in an autonomous manner. It is more an effective way of meeting local needs. It also provides a mechanism which is responsive to the variety of issues encountered from time to time. Decentralized governance enables underprivileged people to take part in politics, which is necessary for successful implementation of poverty alleviation programmes.

The Government of India has institutionalized the concept of decentralization in the form of

Panchayath and municipalities through the constitution which promotes the importance of village Panchayath in its 73rd amendment and entrusts States with the responsibility of constructing 3-tier Panchayath Raj systems. Decentralisation in urban areas can create growth centres by allowing interactions among people and creating conditions for innovations. The towns and cities are the centres of economic dynamism in every State. They generate environment for creative activity and enterprise development. The urban local bodies have the responsibility to create conditions for a thriving urban centre.

The extent to which the cities can galvanize innovation and dynamism to accelerate the growth process depends on the standards of basic services provided, nature of policies, quality of institutions, tolerant and open social environment to facilitate creative social and economic interaction. In ensuring a congenial environment for the cities to the centres of dynamism and to galvanise development, participatory governance and planning is essential.

The process of participatory planning and governance in rural areas is critical for rural development. Decentralisation helps to create infrastructure and services necessary to open up rural economy to the markets. Decentralised decision making not only helps in ensuring strong rural infrastructure, but also enables the participation of vulnerable groups in governance and planning and helps in targeting the service delivery to the intended groups.

Although the legal framework for decentralisation in rural and urban areas has its roots in separate constitutional amendments and two different State Acts, the theoretical approach to decentralisation reform is common for a variety of reasons. First, the basic logic for decentralisation in rural and urban areas is not different. It includes better governance through grass root level decision-making. Second, as the rural areas grow and generate a host of non-agricultural activities, they acquire the characteristics of urban areas and therefore, the approach to governance and public service delivery will have to be similar. Fortunately, the Government of Karnataka has constituted many task forces and committees to identify policies and programmes to improve the development of the state and districts over the years. The reports of these committees such as the Dr.Nanjundappa Committee to redress regional imbalances, the Karnataka Human Development Report 2005 and the Karnataka Agriculture Policy contain several well thought out recommendations.

10.2 Local Governance Structure

As in other parts of the Indian subcontinent, Karnataka has a long history of local governance since the Vedic period. But, there has been a gradual decline of village autonomy over the centuries. This trend got accentuated with the advent of British rule. During the early years, the colonizers were primarily interested in consolidating their territorial gains. However, the concept of self governance was revived by the imperial government through attempts made by Lord Mayo, Lord Ripon and the subsequent Montague-Chelmsford during the second half of the 19th century for administrative convenience. The Constitutional reforms of 1919 which closely followed the 1875 report on Decentralization Commission of the British also brought about certain changes. All these measures evolved during the pre and post-independence era, had their impact on the new legislations namely, the Mysore Village Panchayaths and Local Boards Act 1959.

The historical background of local self-government in Karnataka can be broadly classified into the following three phases:

10.2.1 Phase-I (1978-82)

The first phase began in 1978 by building up the most important elements of district planning. To begin with, at the district level, two development planning committees were created, that is 'District Planning Committee' (DPC) and District Development Councils (DDC). The DPC comprises of professionals,

planners, District heads of various departments and other technical experts with the Deputy Commissioner of the District as its chairman. This committee prepares the district plan draft for the district. The DDC were reconstituted with people's representatives like, MLAs, MLCs MPs and people's representatives at grassroots level with a number around 100 persons in a district. The Deputy Commissioner of the district is the Chairman of the Council.

10.2.2 Phase-II (1983-86)

The second phase of district planning starts from 1983 to 1986. In this period, more control and devolution of funds and schemes were brought according to the wishes of state level heads and planning machinery. The district plans presented to the state government in the first phase underwent drastic changes at the heads of state planning department. This phase initiated a major change of providing sector-wise outlay instead of releasing lump-sum allocation for all sectors of the district.

10.2.3 Phase-III (1986-1993)

The third phase of District Planning in Karnataka starts with the implementation of 1985 Act. This Act of 1985 received Presidential assent on 10th July 1985 and was gazetted on 2nd August 1985. The necessary rules and orders under the relevant provisions of the Act were issued from 1985 onwards for the implementation of the Act. Finally, the Act was implemented on 1st April 1987. When the Act of 1985 was implemented, there were 19 ZPs, 2525 Mandal Panchayaths and 27024 Grama Sabhas covering a population of 264 lakhs by which 71 per cent of the rural population of the State came under the purview of the Act. This Act gives institutional arrangements for decision-making with people's participation. It also incorporated administrative arrangements for delegation of power, financial arrangements for devolution of funds and schemes to the lower levels from the state for decentralized planning in Karnataka. The set-up for the district planning was changed altogether along with the change in Panchayath Raj system.

In Karnataka, Zilla Parishath, Taluk Panchayathi Samithi, Mandal Panchayaths, the Nyaya Panchayaths Act of 1983 was brought into operation from 1 st April 1987. It was modelled on the recommendations of Ashok Mehta Committee. It was an ex-officio body of elected bodies at the village and district levels and ex-officio body at the taluk level. The elections to these bodies were held in January 1987 establishing 2,489 Mandal Panchayaths for a cluster of villages having a population between 8,000 and 12,000. A body of village elected and called the 'Grama Sabha' was intended to be a body to oversee the functioning of Mandal Panchayath. It was also legally established as a novel feature. One of the major responsibilities of the Department is in the realm of implementing the provisions of the Karnataka Panchayath Raj Act 1993 to achieve democratic decentralization in the governance of the state's rural areas. The Department co-ordinates the process of establishing Panchayath Raj Institutions at all levels by ensuring the provisions of reservation of seats for SC, ST and women as per their respective population.

The state of Karnataka has the distinction of enacting a comprehensive Panchayath Raj Act which incorporates all the essential features of the 73 rd Constitutional Amendment. The Act came into force from May 10, 1993, within a few days of 73rd Constitution amendment was adopted. The Karnataka Panchayati Raj Act 1993 provided for an elected three-tier system at the village (Grama Panchayath), taluk (Taluk Panchayath) and district (Zilla Panchayath) level (KPR Act 1993). The Panchayati Raj system in Karnataka is mainly a three tier structure, spatially speaking Panchayath at village/group of villages' level, Taluk Panchayath (TP) at the taluk level and Zilla Panchayath (ZP) at the district level. At present, there are 5,629 Panchayaths, 176 taluk Panchayaths and 30 Zilla Panchayaths in the state.

10.2.4 Panchayath Raj in Shivamogga District

With a view to help in the better understanding of the system, the following analysis has been

carried out for the Sagar taluk in the Shivamogga district.

Gram Panchayaths in Shivamogga consist of fairly young representatives with 44.88 percent of the current members in the age group 31-40 years. There are 28.81 percent members below the age of 30 years. Further only 7 percent, of the members are above 51 years of age. (Table-10.1)

Table No.10.1: Age-group of Panchayath members

Sl. No.	Particulars	Frequency	Percentage
1	Below 30 years	104	28.81
2	31 - 40 years	162	44.88
3	41 - 50 years	68	18.84
4	51+ years	27	7.48
	Total	361	100.00

Source: Taluk Panchayat, 2011

Despite having majority in the younger age-group, their educational level is moderate. There are 68.42 percent, a clear majority have only SSLC qualification and 15.24 percent members have PUC qualification. Only 6.09 percent of the Panchayath members have completed Graduation (Table-10.2).

Table No.10.2: Educational background of Panchayath members

Sl. No.	Particulars	Frequency	Percentage
1	SSLC	247	68.42
2	PUC	55	15.24
3	Graduation	37	10.25
4	Information Not Availabe	22	6.09
	Total	**361**	100.00

Source: Taluk Panchayat, 2011

Women representatives constitute a slightly higher percentage than male representatives in Gram Panchayaths of Shivamogga district. There are 50.69 percent of the members being women and 49.31 percent are men. This could be due to the positive effect of reservation of seats for women candidates. The nature and extent of participation of women in the local self governments indicates empowerment of women. It also throws light on the evolving social dynamics in Shivamogga with an enhanced position of woman in the family.

Table No.10.3: Gender Composition of members in Gram Pachayaths

Sl. No.	Particulars	Frequency	Percentage
1	Women	183	50.69
2	Men	178	49.31
	Total	361	100.00

Source: Taluk Panchayat, 2011

The distribution of Panchayath members on the basis of their occupation indicates that majority of the members are involved in agriculture. This is natural and logical as all the Panchayath members live in villages. Of the 183 women members, 103 are housewives. An improved level of participation of women is an indication of improvement in their social mobility in rural communities. It confirms their participation in political life. There are also a few women members who are in business and social work. All these points demonstrate political empowerment of people in general and women in particular in rural communities.

Table No.10.4: Occupational background of members

Sl. No.	Particulars	Frequency	Percentage
1	Agriculture	213	59.00
2	Housewife	103	28.53
3	Business	10	2.77
4	Social Worker	5	1.39
5	Others	10	2.77
6	Information Not Availabe	20	5.54
	Total	**361**	100.00

Source: Taluk Panchayat, 2011

Another significant observation is the ensured participation of different social groups like the S.C, S.T and others. The prescribed reservation of seats in village Panchayaths gets confirmed from the data that 53.19 percent members are S.C and 9.42 are S.T. The proportion of these groups varies among Panchayaths on the basis of their percentage of population in the total population. However, it could be concluded that there is improvement in the participation of different social groups in local governing bodies.

Table No.10.5: Social background of Panchayath members

Sl. No.	Particulars	Frequency	Percentage
1	SC	192	53.19
2	ST	34	9.42
3	Others	124	34.35
4	Information Not Availabe	11	3.05
	Total	361	100.00

Source: Taluk Panchayat, 2011

10.2.5 Functions of Panchayath Raj Institutions

In 1992, the 73rd Amendment to the Constitution was enacted and it brought about a number of changes in the rural local bodies. Consequently the Karnataka Panchayath Raj Act 1993 came into force with effect from 13th April 1993. Some of the important characteristics brought about by the 73 rd Amendment to the Constitution and the Karnataka Panchayaths Act 1993 are listed below:

a) Introduction of a three-tier system i.e., at Village level-Grama Panchayath, at block level-Taluk Panchayaths and at district level-Zilla Panchayath.

b) Mandatory conduct of local body election for every five years.

c) Introduction of reservation of seats and offices for SC/STs in proportion to their population in every local body with provision for rotation of the reserved seats and offices. President and Vice-President along with standing committees have a term of 20 months.

d) Introduction of reservation for women.

e) Constitution of State Election Commission as an independent body to conduct elections to both rural and urban local bodies periodically.

f) Establishment of State Finance Commission to recommend devolution of resources from the State Government to the rural and urban local bodies.

g) Constitution of District Planning Committee to consolidate plans prepared by the rural local bodies in the district with a view to preparing a comprehensive development plan for the district.

h) Introduction of the concept of Grama Sabha comprising all registered voters in a Grama Panchayath.

10.2.6 Structure of Rural Local Bodies

Grama Sabha means a body consisting of persons registered in the voters list of Grama Panchayath. The Grama Sabha shall meet at least once in six months. Grams sabha is the grass root level democratic institution in each village. A vibrant Grama sabha is essential for the effective functioning of grama Panchayaths by promoting transparency and accountability in administration, enhancing public participation in the planning and implementation of schemes and paving the way for social audit. A special meeting of the Grama Sabha shall be convened if a request is made by not less than ten percent of the members of the Grama Sabha with items of agenda specified in such request.

The quorum for the meeting of a Grama Sabha shall be not less than one tenth of the total number of members or hundred members, whichever is less. As far as may be, at least ten members from each Ward Sabha within the Panchayath area shall attend the meeting and not less than thirty percent of the members attending the Grama Sabha shall be women. As far as may be the persons belonging to the Scheduled Caste and Scheduled Tribes shall be represented in proportion to their population in the Grama Sabha.

10.2.7 Functional Devolution

There are various committees constituted for devolution of functions in their respective spheres to the three tiers of Panchayaths. The decentralization and delegation of powers and functions to Panchayaths is a continuous and dynamic process. The present system is always open to the idea of delegating even more powers and functions to the rural local bodies especially the Grama Panchayaths.

10.2.7.1 Grama Panchayaths(GP)

There are 5629 GPs in the state spread across the 30 districts and the 176 TPs. Some of the important **functions** of GPs are:

a) Providing sanitary latrines to not less than ten per cent of the households every year and achieve full coverage as early as possible;

b) Constructing adequate number of community latrines for the use of men and women and maintaining them;

c) Maintaining water supply works either on its own or by annual contract by generating adequate resources;

d) Revising and collecting taxes, rates and fees periodically under the Act;

e) Ensuring universal enrolment of children in primary school;

f) Achieving universal immunization of children;

g) Ensuring prompt registration and reporting of births and deaths;

h) Providing sanitation and proper drainage;

i) Construction, repair and maintenance of public streets;

j) Removing encroachments on public streets or public places;

k) Providing adequate number of street lights and paying electricity charges regularly;

l) Filling-up insanitary depressions and reclaiming unhealthy localities;

m) Destruction of rabid and ownerless dogs;

n) Maintenance of all community assets vested in it;

o) Maintenance of records relating to population census, crop census, cattle census, census of unemployed persons and persons below poverty line;

p) Earmarking places away from the dwelling houses for dumping refuse and manure.

q) Tax collection, water supply and maintenance.

r) Housing scheme implementation along with MGNREGA Scheme

10.2.7.2 Powers

Grama Panchayath shall have powers to do all acts necessary for or incidental to carrying out functions entrusted, assigned or delegated to it. In particular, to exercise all powers specified under this Act without prejudice to the forgoing powers. The payment cheques have to be signed jointly by the President and Panchayath Development Officer (PDO).

The GPs have been given necessary delegation of powers to enable them to attend to repairs and maintenance of hand pumps, power pumps and street lights promptly. They can buy street light materials meeting the prescribed quality norms on their own.

10.2.7.3 Taluk Panchayath

The second tier is the Taluk Panchayath (TP), constituted for each taluk and consists of members directly elected through ballot by all the residents in the non-urban areas of the taluk. The strength of the TPS varies depending on the size of the population. The taluks with population of less than one hundred thousand can have 15 members and those having one hundred thousand and above can elect 19 members. There are seats reserved for scheduled castes on the basis of their population and for women, the number being not more than two. The Members of Legislative Assembly (MLA) whose constituencies lie within the taluk and members of the LegislativeCouncil (MLCs) are entitled to take part in the proceedings and also vote in the meetings of TPS.. The president and vice-presidents of TPSs would be elected from among members only. The term of all directly elected members is five years. There are 176 TP in the State. Some of the important **functions** of TP are:

(I.) Construction and augmentation of water supply works to the level of not less than 40 litres per capita for day;

(II.) Filing half-yearly report regarding the activities of Grama Panchayaths within the taluk regarding:

(a) Holding of Grama Sabha;

(b) Maintenance of water supply works;

(c) Construction of individual and community latrine;

(d) Collection and revision of taxes, rates and fees;

(e) Payment of electricity charges;

(f) Enrolment in schools; and

(g) Progress of immunisation.

(iii) Providing adequate number of classrooms and maintaining primary school buildings in proper condition, including water supply and sanitation;

(iv) Acquiring land for locating manure pits away from the dwelling houses in the villages.

(v) SCP and TSP schemes implementation

(vi) 13th Finance and other developmental grants.

10.2.7.4 Zilla Panchayath

The Zilla **Panchayath** stands at the apex of the three-tier structure of the Panchayath Raj system. Generally, the Zilla **Panchayath** consists of its members, TP Presidents, the members of the State Legislature and the Parliament representing a part or whole of the district; all district level officers of the Medical, Public Health, Public Works, Engineering, Agriculture, Veterinary, Education and other concerned departments. There is also a provision for special representation of women, members of Scheduled Castes and Scheduled

Tribes provided they are not adequately represented in the normal course.

The Chairman of Zilla Panchayath is elected from among its members. There is a Chief Executive Officer in the Zilla Panchayath. She/He is deputed to Zilla Panchayath by the State Government. There are officers at the district level for various development programmes. The Zilla Panchayath, mainly, performs co-ordinating and supervisory and majority of the Zilla Panchayath and State Sector Schemes as entrusted to ZP. The Zilla Parishad also scrutinizes the budgets of Taluk Panchayaths.

The Zilla Panchayath renders necessary advice to the Government with regard to the implementation of the various development schemes. It is also responsible for the maintenance of primary and secondary schools, hospitals, dispensaries, minor irrigation works etc. It promotes local industries and art. The finances of Zilla Panchayath consist of the grants received from the State Government and rent for its assets owned and anybody or institution contributed for the development work subject to certain limits. The **functions** of the Zilla Panchayath's are as follows:

(I.) Establishment of health centres including maternity centres so as to cover the entire population within five years, as per the norms laid down by the Government;

(II.) Construction of underground water recharges structures to ensure availability of water in the drinking water wells;

(III.) Prevention of drilling of irrigation bore wells in the vicinity of drinking water wells to ensure adequate drinking water, especially in lean season; and

(IV.) Drawing up a plan for social forestry development in each taluk and spending not less than such percentage of the District Plan allocation every year as may be specified by the Government from time to time.

(V.) Maintainance of rural roads and minor irrigation tanks

(VI.) Maintainance of veterinary institutions

(VII.) Maintainance of Anganawadi Centres

(VIII.) Promote Agriculture, Horticulture, Fishery activities

10.3 Panchayat Raj Institutions: Structure and Process

The 73rd amendment is based on one of the major directive principles of the State policy enshrined in the Article 40 of the Constitution. According to this provision, "the States shall take steps to organise Panchayaths and vest them with such powers and authority as may be necessary to enable them to function as units of self government". The spirit behind this measure is to install effective institutions of self government at the local level. The article 243(g) widely empowers these bodies to enjoy devolution of powers and responsibilities with regard to: (a) preparation of plans for economic development and social justice and (b) implementation of schemes for the above, relating to matters listed in the 11th Schedule. The implicit requirement is that most of the functions or activities now being performed by the state government agencies at the local level have to be withdrawn from them and handed over to the Panchayaths together with functional autonomy and adequate resources in discharging those activities. Often, there is a tendency to look at Panchayaths as another extension of the field machinery of the state government.

The idea of decentralization is inherent in the democratic ideal in its application to political organization. The democratic form of political organization is an attempt to seek people's partnership, not merely in the sovereign power of the state but also in the day-to-day conduct of government. As articulated by Mill, "The only government which can fully satisfy all the exigencies of the social state is one in which the

whole people participate". The Karnataka state Panchayath Raj system echoes this ethos.

The process administrative decentralization originates from the quest for efficiency in terms of initiative, performance and speed of administrative personnel, particularly at the lower operative levels. This can be ensured by involving more people with the functioning of government. It is also necessary to ensure that people at grass root level engage themselves in the polity and system. Thus, the process of political decentralization is an ideal and the Panchayath Raj system could be considered as the institutional form of this ideal.

10.4 Urban Local Bodies: Structure, Issues and Process

The 74th constitutional amendment Act of 1992 is historic in the re-organisation of Urban governance in India. It ensures creation of local self-governments for urban areas. This has been done in the state of Karnataka with a range of Urban Local Bodies being constituted from time to time. The form and type of urban local self- governments vary on the basis of the nature of urban area and population size. There are four prominent forms of urban local bodies, namely (i) City corporation (ii) City municipal council (iii) Town municipal council and (iv) Town Panchayat. The Shivamogga district consists of 3 city municipal corporations, one Town Municipal council and 4 Town Panchayaths.

10.4.1 Impediments to the Panchayat Raj System

There are many problems in the functioning of the Panchayath Raj system. They are:

a) Financial Constraints

As per as financial autonomy is concerned, the Panchayaths in the State are well placed. Funds are provided according to the recommendations of the State Finance Commission. Each GP gets on an average from Rs. 50.00 lakhs to Rs.one crore. The GPs have joint cheque signing powers. Generally, all the units of local bodies run their financial transactions through the accounts in the bank. Accordingly, GP fund is kept in a joint account. The president and the PDO are the persons empowered to operate the accounts. According to some of the presidents, this system of joint account is a great obstacle. The Presidents, Vice-Presidents and Ward Members are also of the opinion that their allowances and sitting fees are very meagre.

b) Structural Constraints

Functional autonomy to PRIs has been provided only to the lower tier i.e., GPs. The GPs are kept away from the purview of the TPs as it was in the earlier system. At present, GPs are independent to the extent of implementing all the schemes. They have been strengthened with staff for the maintenance of the Panchayaths. However, the psychological dependency of the presidents of GPs has not disappeared and they continue look for assistance and guidance from the TP officials.

c) Distance from the Gram Sabha

The Gram Sabha is the body through which is attended by the elected representatives and non-representatives. This pre-supposes that gram sabhas need to be small and meet periodically in order to ensure accountability. However, gram sabhas usually account for one or more village in its entirety and the constitution does not explicitly outline regular meetings. Generally, the meetings are often composite gram sabha meetings, which are held at one village for all the constituent villages. It is usually held in the headquarters of the village Panchayath. The citizens from other villages do not attend the meetings. Even if they attend, they are reluctant to articulate their needs.

d) Sewage and Waste Disposal

The problem of Sewage treatment and waste disposal is another aspect of development. There is need for setting up sewage treatment plants and water recycling units.