GOVERNANCE AND HUMAN DEVELOPMENT



Belapu Grama Panchayath Buiding

Governance And Human Development

Chapter 10

10.1 Introduction

Good governance is considered a prerequisite for sound human development. It is about providing an efficient and effective administration that is committed to improving the well-being of the people in a more participatory and transparent manner. A good governance is as defined by the World Bank "(i) the process by which governments are selected, held accountable, monitored and replaced, (ii)the capacity of the governments to manage resources efficiently and to formulate, implement and enforce sound policies and regulations; and (iii) the respect for the institutions that govern economic and social interactions among them". The two basic elements in the conception of governance are: i) economic role of the state, which includes enabling, conducive and stable macro environment, provision of essential public goods and services such as healthcare, education and basic infrastructure, protecting vulnerable, legal framework for development and protecting environment and ii) democratic governance, transparency, accountability and decentralization to ensure people's grass roots participation and responsiveness to citizen's needs and aspirations. Good governance is, thus, a responsible and responsive administration that is committed to improving the well-being of the people.

Decentralization is one of the means to ensure grass root participation of people in planning and implementation and delivery of public goods and services. The decentralized democratic governance induces effectiveness, greater transparency and accountability and responsiveness to local needs. It is needed for ensuring that ordinary citizen can effectively access the public services that are their right. Instead of a distant bureaucracy, under the decentralized system of governance, the planning and implementation of programs is based on resource endowment of the area and needs and aspirations of the local people and delivery system of public goods, and services shifts to an elected neighborhood body. The human development requisites can be easily met efficiently and effectively through such neighborhood governance. The decentralized governance is, therefore considered as the handmaiden of human development at the grassroots level.

In good governance, the role of institutions also matters. The NGOs, community based civil societies and other voluntary agencies are increasingly emerging as key players in various human development endeavors. Motivated by altruism and social commitments, they become the most suitable catalyst for empowering and promoting the sustainable human development in the rural areas. Each of these agencies not only needs to work in harmony with the other to discharge

Good governance is a responsible and responsive administration that is committed to improving the well-being of life of the people.

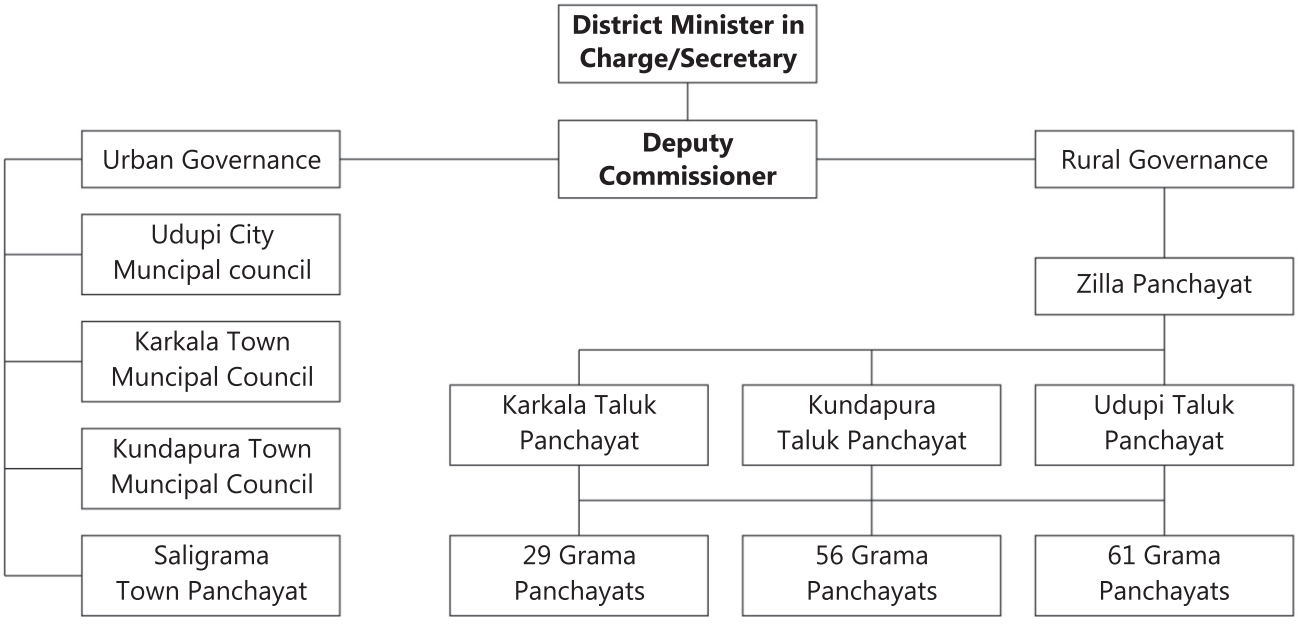
the functions for which the institutions have been created but also synchronize their work with the work of the government agencies. This chapter, therefore, focuses on interface between the governance at the panchyat raj institutions (PRIs), ULBs and human development at the district level.

10.2 Local Governance Structure

The 73rd and 74th Constitution Amendments in 1992 and 1993 mandated local self governments in all states. The Chart 10.1 shows the local administration structure in the district. The district overall in charge lies with the Minister-in-charge assisted by the Secretary. The Deputy Commissioner (DC) is the chief administrator of the district. He is responsible for law and order, social justice, revenue administration and overall administration of panchayat raj institutions which include urban and rural governance.

The Panchayat Raj institutions come under the Chief Executive Officer of the Zilla Panchayat who acts as secretary to the elected body of Zilla Panchayat. Under him there are various district level sectoral development departments besides District Planning Department. The Grama Panchayats (GPs) are the bottom of the pyramid structure of the panchayat raj set-up. Under the decentralized set-up, they are the grass roots administration units for planning and implementing development programs as well as delivery of public services. Taluk Panchayats (TPs) are the intermediate second tier in the three-tier panchayat raj set up at the grass root level. Its role is supplementary to the ZP functions and act as facilitator in

Chart 10.1
District Administration Structure



the various development functions of the GPs as well as secretariat to elected body of Taluk Panchayat. Udupi districts has four urban local bodies: Udupi City Municipal Council, Kundapura Town Municipal Council, Karkala Town Municipal Council and Seligman Town Panchayat.They have responsibility for urban planning and development and provision and administration of basic amenities such as drinking water, lighting, roads maintenance and sanitation.

10.3 Panchayat Raj Institutions: Structure and Process

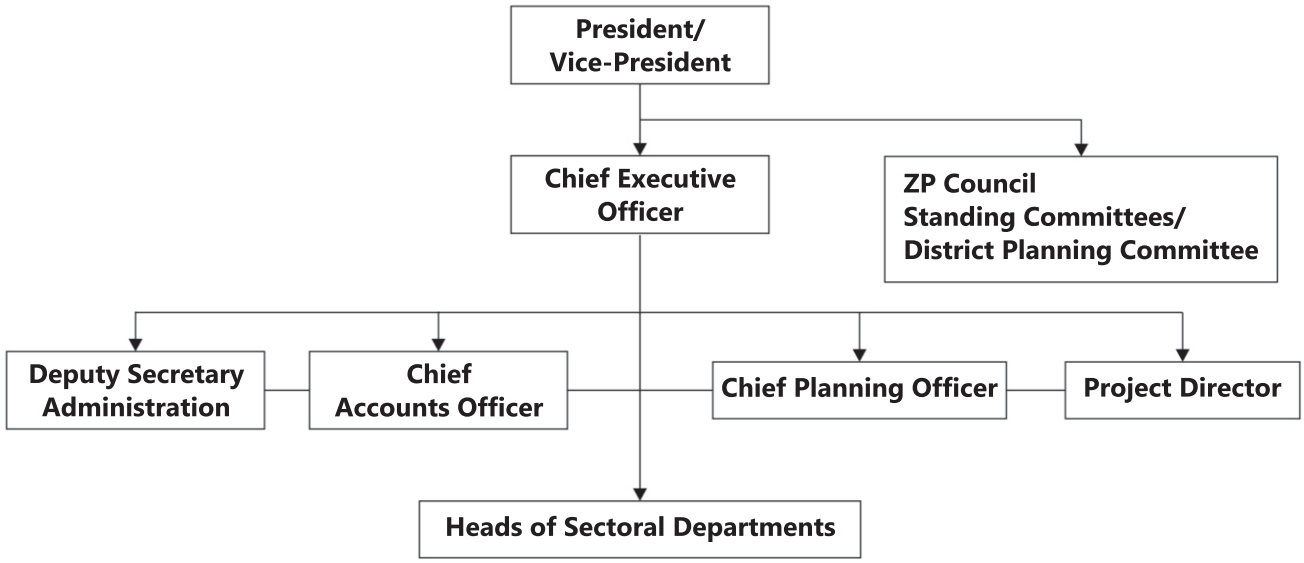
The 73rd Amendment to the Constitution for the first time gave constitutional safeguards and guarantees to panchayat raj institutions for inter alia financial devolution and seat and authority position reservation for weaker sections. Following the Constitution amendments, Karnataka State passed a new Panchayati Raj Act in 1993. A three tier structure of panchayati raj system (Zilla Panchayat at district, Taluk Panchayat at taluk and Village Panchayat (GP) at village levels respectively) came into to existence as per the Act. With a view to adopting measures to promote good governance and accountability through "enhanced people's participation, citizen orientation, responsiveness, improved service delivery, improved financial management and greater downward accountability" the Karnataka Panchayat Raj Act, 1993 was amended in October 2003. Under the three-tier panchayat raj set up, each body has mandated developmental functions.

The ZP is the apex body in the three-tier panchayat raj set-up at the district level. The major developmental functions of all sectoral and other line departments



Gramsabha at Hardalli Mandali GP

Chart 10.2
District Level – Zilla Panchayat

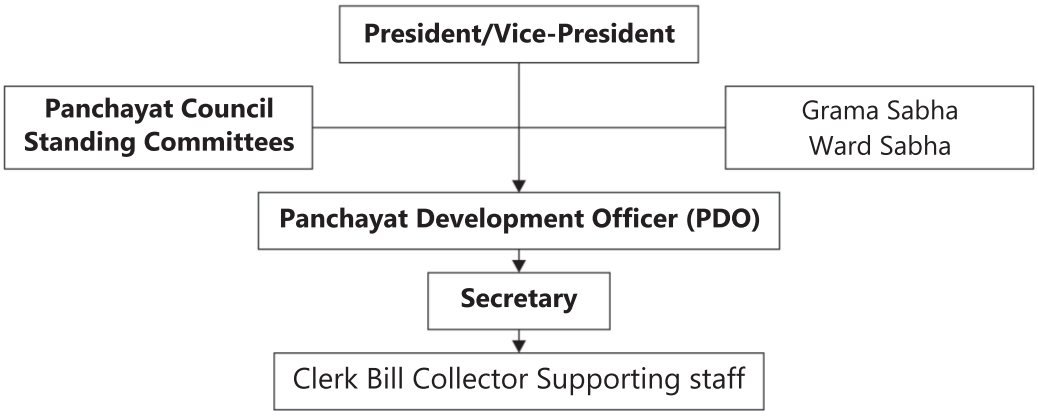


at the district level come under the domain of the ZP. Being an apex body, it has also responsibility for overall coordination in planning and management and providing capacity building and technical support to lower levels of the PRI syste. The organizational structure of the ZP is outlined in chart 10.2. The ZP President is the chairperson of the ZP Council, which is the policy making body at the district level. There are Standing Committees represented by the ZP members on finance, audit, general, social justice, education and health and Agriculture and Industries. Besides these standing committees, there is a District Planning Committee (DPC). Under Section 310 of the Karnataka Panchayat Act, it is mandatory for the Government to constitute a DPC in the ZP in every district to consolidate the plans prepared by ZP, Taluk Panchayats, GPs and ULBs and based thereon, prepare a Comprehensive District Development Plan (CDDP). Administratively the ZP is headed by the Chief Executive Officer. He will be assisted by Deputy Secretary on administration, the chief Accounts Officer on finance, the Chief Planning Officer on planning and heads of sectoral departments on sectoral development.

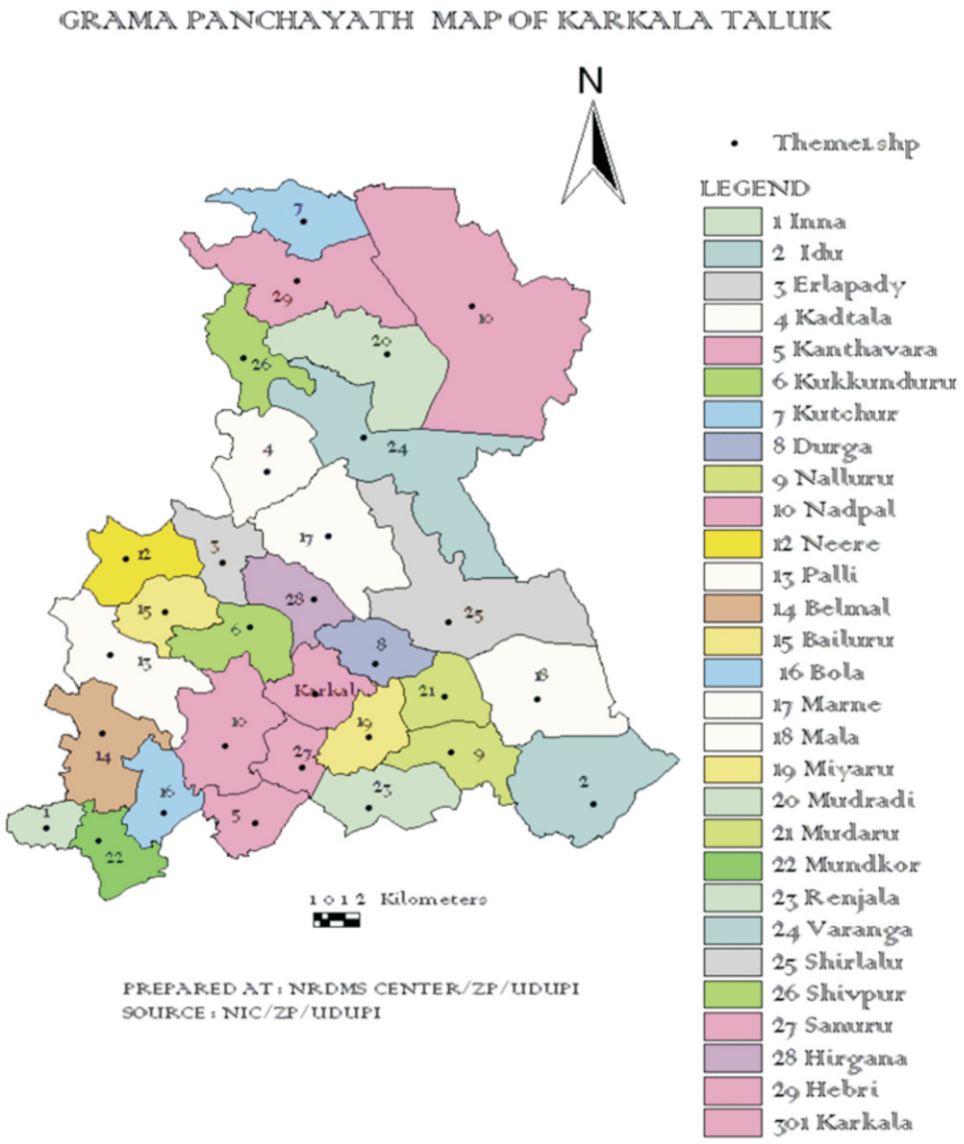
Taluk Panchayat (TP), being an intermediate second-tier, has responsibility to act as facilitator in the various functions of the GPs. The TP is chaired by the TP president. Likewise ZP, there are Standing Committees on various matters. Administratively the TP is headed by the Executive Officer. Under him, there are lines departments on accounts, planning, Panchayat extension and backward and class extension.

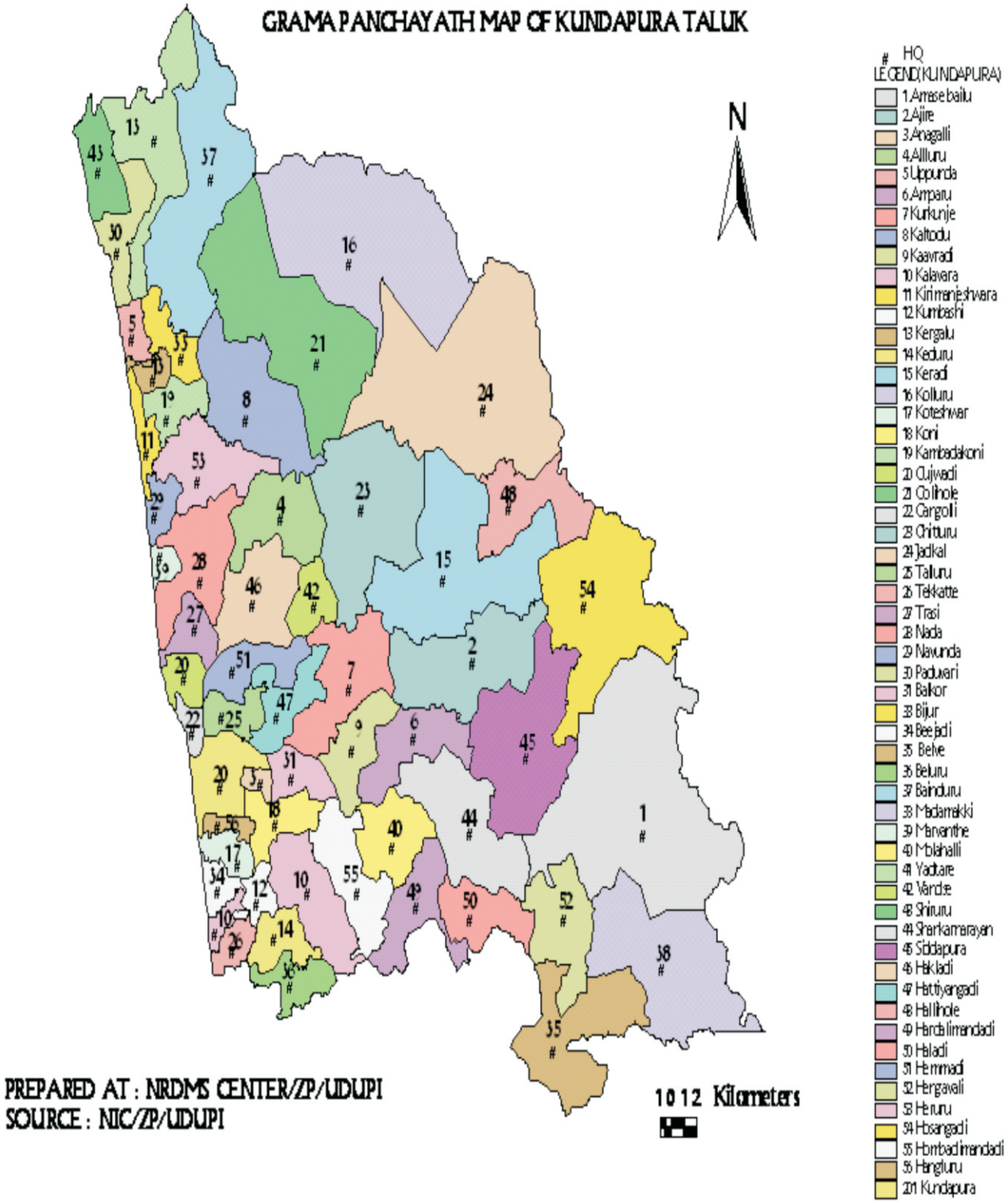
The GPs are the grassroots administration units charged with a number of developmental functions and responsibilities to deliver public services directly to the people. Some of the important development functions assigned to them include rural water supply, Nirmala Grama Yojana, social forestry, housing poor, micro-irrigation, poverty alleviation schemes and implementation of MGNREGA scheme. The organizational set-up of a GP is

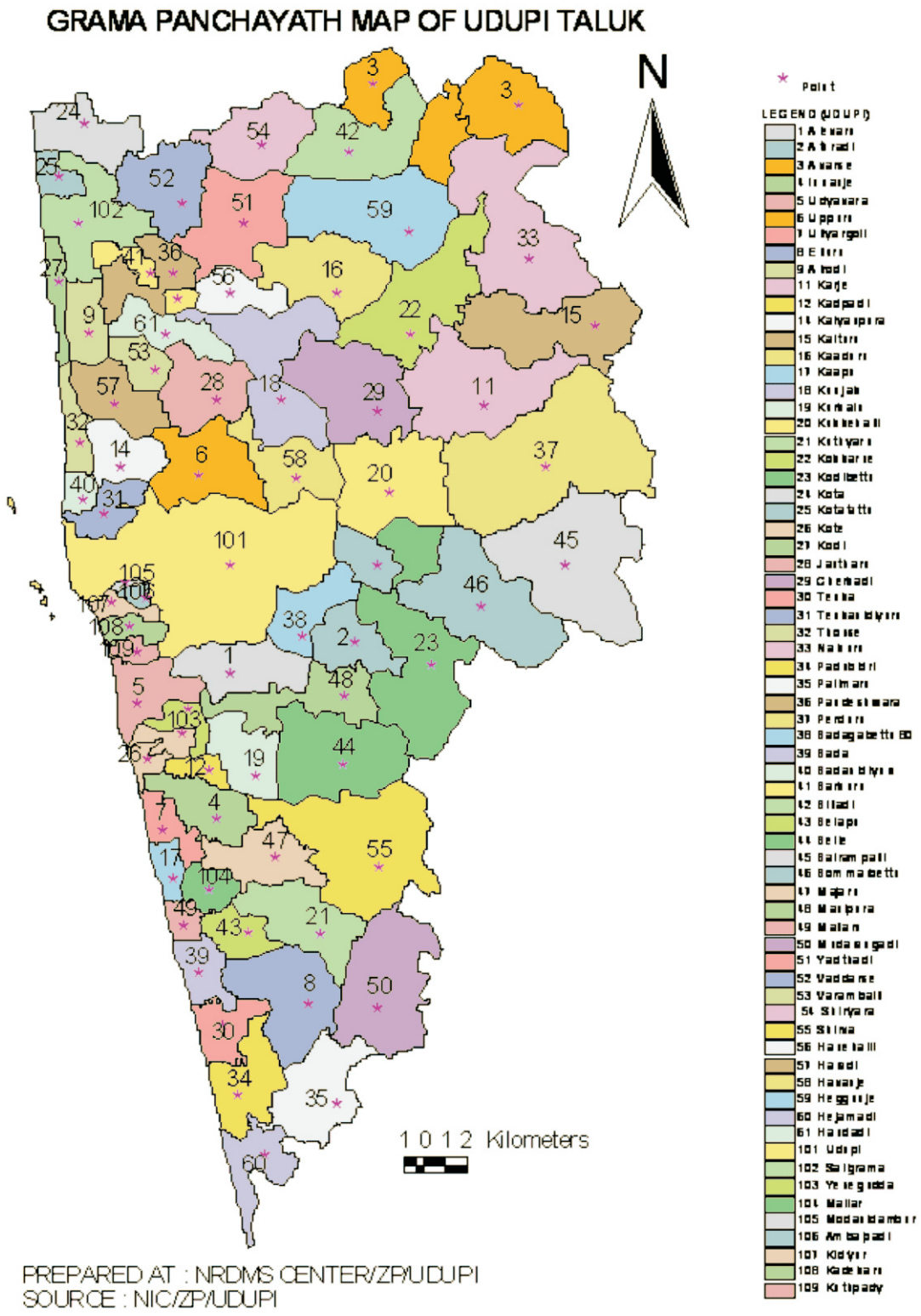
Chart 10.3
GP Level Organizational Set-up



shown in Chart 10.3.Besides Grama Panchayat Council, the Act provided for a Grama Sabha (village Assembly) and Ward Sabhas, consisting of all eligible voters of a panchayat. The Grama Sabha and the Ward Sabhas were expected to provide the forum to villagers (i) discuss and review all developmental problems and programs of the village; (ii) select beneficiaries for beneficiary oriented programs; and (iii) plan for development of the village economy and its people. The Grama Sabha and the Ward Sabha were conceived as a participatory space that provided an opportunity to the people to voice their needs and aspirations. They were also to become a platform,




GRAMA PANCHAYATH MAP OF KUNDAPURA TALUK
N
HQ
LEGEND(KUNDAPURA)
1 Amasebailu
2 Ajire
3 Anagalli
4 Alluru
5 Uppunda
6 Amparu
7 Kurkunje
8 Kaltodu
9 Kaavradi
10 Kalavara
11 Kirimanjeshwara
12 Kumbashi
13 Kergalu
14 Keduru
15 Keradi
16 Kolluru
17 Koteshwar
18 Koni
19 Kambadakoni
20 Ojivadi
21 Colihole
22 Gargoli
23 Chirturu
24 Jadkal
25 Talluru
26 Tekkatte
27 Trasi
28 Nada
29 Navunda
30 Paduveri
31 Balkor
33 Bijur
34 Beejadi
35 Belve
36 Beluru
37 Bainduru
38 Madamakki
39 Marvanthe
40 Mobahalli
41 Yadtare
42 Vandse
43 Shiruru
44 Shankaranarayan
45 Siddapura
46 Hakladi
47 Hattiyangadi
48 Hallihole
49 Hardalimandadi
50 Haladi
51 Hemmadi
52 Hengavalli
53 Heruru
54 Hosangadi
55 Hombadimandadi
56 Hangluru
201 Kundapura
PREPARED AT : NRDMS CENTER/ZP/UDUPI
SOURCE : NIC/ZP/UDUPI
1 0 1 2 Kilometers


GRAMA PANCHAYATH MAP OF UDUPI TALUK
N
Point
LEGEND (UDUPI)
1 Ajekaru
2 Alevadi
3 Alevanje
4 Arsanje
5 Udayavara
6 Uppuru
7 Uliyargoli
8 Eluru
9 Ambadi
11 Kanje
12 Kadapadi
14 Kaiyaluvara
15 Kailuru
16 Kaadooru
17 Kaapu
18 Kurjaku
19 Kemalu
20 Kokkarnalli
21 Kottiyaru
22 Kokkarne
23 Kodibetti
24 Kota
25 Kotabettu
26 Kote
27 Kodi
28 Janthkaru
29 Chenkadi
30 Tekka
31 Tekkattuuru
32 Thonse
33 Nalkuru
34 Padubidri
35 Palmaru
36 Pandeshwara
37 Perdooru
38 Badagabettu BD
39 Bada
40 Badakattuuru
41 Barkuru
42 Billadi
43 Belapu
44 Belle
45 Balrampalli
46 Bommarabettu
47 Majoru
48 Manipura
49 Mallaru
50 Medapadigapadi
51 Yadthadi
52 Vaddarse
53 Varamballi
54 Shirvaru
55 Shirva
56 Harekalli
57 Haladi
58 Havanje
59 Heggunje
60 Hejamadi
61 Haridadi
101 Udupi
102 Shirgrama
103 Yeregudda
104 Mallar
105 Moodanidambur
106 Ambalpadi
107 Kidiyur
108 Kadekaru
109 Kotipady
1 0 1 2 Kilometers
PREPARED AT : NRDMS CENTER/ZP/UDUPI
SOURCE : NIC/ZP/UDUPI

The three tier structure of panchayati raj in Udupi district comprises of Zilla Panchayat at Udupi, three taluk panchayats in Karkala, Kundapura and Udupi and 146 GPs covering 267 villages



Jamabandhi at Kumbhashi GP

where the elected representatives and the bureaucrats were made accountable to the people for their actions and to serve as a means of ensuring transparency in administration. The number of wards in GPs in the district varies from the maximum of nineteen to two. Shirva GP in Udupi taluk has the maximum of 19 wards. Katpadi, Udyavar and Padubidri GPs have 13 wards each. In Kundapura taluk, Gangly GP has 13 wards followed by 12 in Shirooru and 10 in Basruru. In Karkala taluk Hebri, Kukkundooru, Nitte and Palli GPs have 8 each. In other GPs in the district, the number of wards varies from two to less than eight.

The three tier structure of panchayati raj in Udupi district comprises of Zilla Panchayat at Udupi, three taluk panchayats in Karkala, Kundapura and Udupi and 146 GPs covering 267 villages. Udupi taluk has the highest number of 61 GPs, followed by Kundapura with 56 GPs and Karkala with 29 GPs (see Maps). The GPs in the district differ widely in terms of geographical area coverage and population. The geographical area varies from 140 hectare (Kofi GP in Udupi taluk) to 40269 hectare (Taranga GP in Karkala taluk). Population-wise, Shirooru in Kundapura taluk has the maximum population of 15131 and Kadthala in Karkala taluk has the lowest population of 670. Similarly, in terms of villages covered, in Udupi taluk, Vaddarse GP has a maximum of 4 villages, six GPs have 3 villages, 30 GPs have 2 villages and remaining 27GPs have one village each. In Kundapura, Kalvara GP has five villages, Nada GP, 4 villages, six GPs, 3 villages each, 24 GPs, 2 villages each and remaining GPs have one village each. In Karkala taluk, on the other hand, 5 GPs have 3 villages each, 11 GPs, 2 villages each and remaining, one village each.

As per the activity mapping of the panchayat raj set up, the GPs are involved in implementing area specific schemes such as water supply, sanitation, housing of poor and village infrastructure development. During the EleventhPlan period, the major thrust areas of development undertaken by the GPs in the district were housing for weaker section, rural water supply, rural roads, MGNREGA and sanitation under both central and state sponsored schemes. Financial devolution and transfer of resources from the state also depends on the ability of GPs to raise resources from the sources assigned to them. The taxes and rates assigned to GPs are house tax, non-motorable vehicle tax, factory tax, entertainment tax other than cinema halls, water tax, license fee, fee on fairs etc. It should be noted that except house tax, other taxes assigned are mostly non-existent. Though the record of the resource mobilization by the GPs is not up to the mark, compared to other districts, the performance of GPs in Udupi district in resource mobilization is very good in the state.

Udupi District Human Development 2008 made an attempt to evaluate and

graded 146 GPs in the district based on key performance indicators. The performance indicators considered for the evaluation and grading of GPs included the following:

- Conduct of Gram Panchayat's meetings (regularity or otherwise)
- Conduct of Gramsabha /Wardsabha (regularity or otherwise)
- Getting 'budget' sanctioned on or before time (regularity or otherwise)
- Resource mobilization
- Audit related issues (audit objections and rectifications thereof)
- Physical / financial achievement - 2005-2006 against the target fixed
- Payment of electricity bill (regularity or otherwise)
- Construction of latrines (against the prescribed norms and coverage)
- Nirmala Grama Puraskar (awarded of the Puraskar)
- Social Justice (conduct of Social Justice Standing Committee Meeting and the issues taken up in these meetings)
- Programmes of SCs / STs (achievement against the prescribed norms and targets
- Staffing (as per the prescribed norm)
- Percentage of voting in the last election
- Submission of all the required information to higher-ups.

For each GP, an index of performance was constructed based on 100 marks. Based on the index, the GPs were grouped into five categories in descending order: Very Good (above 80), Good (70 – 80), Satisfactory (60 – 70), Average (50 – 60), Poor (less than 50). The findings are quite revealing. Out of 146 GPs, only 16 (11 percent) were categorized as very good (above 80 percent); Udupi taluk -9, Kundapura taluk-3 and Karkala taluk-4. The GPs, which were in the second category of good (70 – 80) numbered 37 (25 percent) in the district: Udupi taluk - 19, Kundapura taluk - 5 and Karkala taluk – 13 GPs. 47 GPs (32 percent) ranked in the third category of satisfactory (60 – 70): Udupi taluk - 17, Kundapura taluk - 21, and Karkala taluk - 9. The GPs which were grouped as average (50 – 60) in performance in the fourth category numbered 32 (22 percent): Udupi taluk - 11, Kundapura taluk - 19 and Karkala taluk - 2. Those GPs, which fell in the last category of less than 50 marks (poor), numbered 14 (10 percent) in the district: Udupi taluk - 5, Kundapura taluk – 8 and Karkala taluk - 1). The names of the GPs under different categories in different taluks are given in Annexure.

The above analysis clearly demonstrates that the majority of GPS (two-thirds) in the district achieved 60 and above indices and their performance was more than satisfactory. It is only in the case of one-third of GPs, the performance can be considered average and in some cases poor. Unless the GPs are empowered in terms of ability to organize and get things done on time, finances and 'Total Quality

Unless the GPs are empowered in terms of ability to organize and get things done on time, finances and 'Total Quality Management (TQM)', the good governance at GP level cannot be ensured, which has serious implications for human development at the grassroots level.



Udupi CMC

Udupi district has four urban centres viz. Udupi city – the district head quarter, Kundapura and Karkala – two taluk head quarters and Saligrama

Management (TQM)', the good governance at GP level cannot be ensured, which has serious implications for human development at the grassroots level.

The three-tier structure of the panchayat raj institutions under decentralised set-up is responsible to implement development programs in their respective mandated areas. This calls for both empowerment and accountability of the relevant authorities for effective and efficient implementation of development programs and delivery of public services. They also need to be adequately empowered through devolution of functions, finances and functionaries. Udupi district, being a progressive district has done quite well in running the panchayat institutions. However, the problems faced by them mainly include inadequate and untimely allocation of resources, absence of community interest and participation, lack of knowledge and capability to plan, implement and deliver services to the targeted groups, political interference and vested interests.

10.4 Urban Local Bodies: Structure, Issues and Processes

In Karnataka, the urban governance process comes under two important Laws: Karnataka State Municipalities Act of 1964 and The Karnataka State Municipal Corporation Act of 1976. The 74th Constitutional Amendment Act 1994 mandated the setting up of elected urban local bodies as the institution of self-government and allocated inter alia responsibility of administration, economic development and social justice. The urban local bodies (ULBs) are, on their own rights, local governments with clearly mandated functional domain. Though the ULBs existed in the past, this amendment transformed them from being mere service providers to urban development bodies. The basic urban development facilities include safe drinking water supply, quality all-weather-roads, maintenance of street lights, and scientific way of solid waste disposal, underground sewerage system and cleanliness of the city.

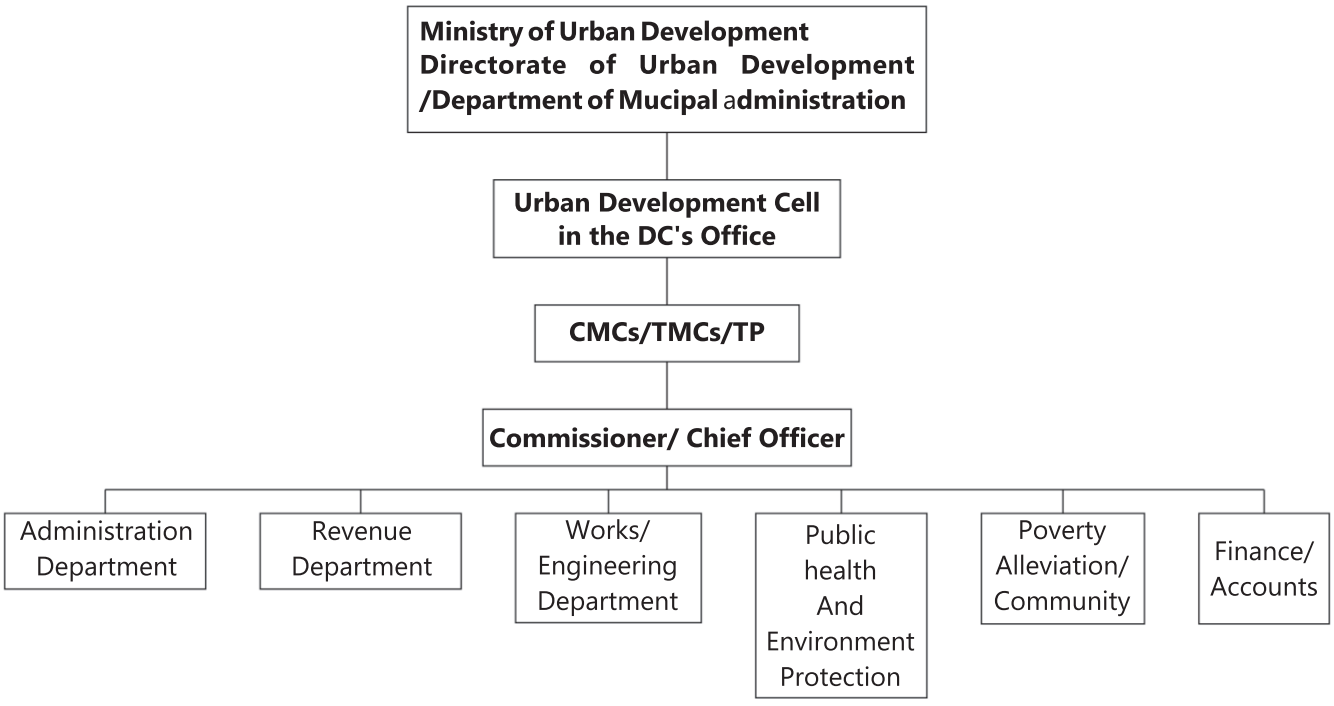
The process of urbanization is a natural dynamic process associated with the growth. With the rapid expansion of urbanization in the near future, the development of requisite urban infrastructure and good urban governance pose a real challenge. A unified and effective administrative framework is necessary in urban areas with clear accountability to citizens. The elective office of the President supported by the necessary administrative powers and machinery can provide the required framework. Since urbanization is a dynamic process, the urban management agenda should not be limited to day to day administration. It must anticipate and plan for growth and expansion of cities.

As already indicated, Udupi district has four urban centres viz. Udupi city – the district head quarter, Kundapura and Karkala – two taluk head quarters and

Saligrama. The broad structure of ULB set-up is adumbrated in Chart 10.4. The Ministry of Urban Development is the apex body for policy making and oversight administration and monitoring urban governance in the State. The ministry governs Municipal Corporations through the Directorate of Urban Development. The Town Municipalities and Nagarpalikas come under the Department of Municipal Administration. In the district, the DC is over all in charge of the urban governance. The DC's office has an Urban Cell, which conducts urban planning and looks after all the district's urban affairs. This cell is led by an officer of the rank of KAS/KMAS Class-I. He directly reports to the DC. Every ULB has chief executive who is responsible to administer urban governance in his jurisdiction. Under him, broadly, there are six departments via, Administration, Revenue, Works/Engineering, Public Health and Environment Protection, Poverty Aleviation and Community Development and Finance and Accounts.

Udupi city has population of 144960 in the command area of 69.5 square km. It has 35 wards with 35 elected members. Kundapura, the second biggest town, has population of 30444 in an area of 11.84 square km. Administratively; the Town Council has 23 wards with 23 elected members. Karkala taluk has population of 25800 in its jurisdiction of 23.06 square km. It has 23 wards and 23 elected members in the town council.

Chart 10.4: Structure of Urban Local Bodies



Saligrama is the only one town panchayat in Udupi district with population of 15123. Its administrative jurisdiction is 16.69 square km. Its jurisdiction includes 4 villages viz. Chatrapadi, Parampalli, Karkada and Gundmi. The town panchayat has 14 wards with 14 elected members.

Urban governance under the 74th Amendment Act has not been put in place in the ULBs. As per the Act, the ULBs have responsibility to undertake urban planning, implement development programs and monitor them. None of the ULBs have planning units. The planning and governance is done through a small section in the Deputy Commissioner's office and had no links with the chief Planning Officer in the ZP. The organizational set-up still continues to be the traditional one and not tailored to meet the growing urban needs. They have not yet functionalized Urban Planning Committees. In order to enable the ULBs to undertake their tasks effectively and efficiently, emphasis should be laid on urban governance capacity building for all functionaries of ULBs. At present the ULBs have become too much subordinate to the state government machinery. It is imperative that they have adequate financial and functional autonomy to function effectively.

Electronic-governance (E-governance) can reduce delay and improve ability to get things done on time without waste of resources. E-governance is considered 'smart'; simple, moral, accountable, responsive and transparent.

10.5 Improving Service Delivery Mechanisms

E-Initiatives

The effective and efficient implementation and monitoring can be greatly strengthened through creative use of ICT. Electronic-governance (E-governance) can reduce delay and improve ability to get things done on time without waste of resources. E-governance is considered 'smart'; simple, moral, accountable, responsive and transparent. It is fast emerging as an important tool for achieving good governance especially with regard to improving efficiency, transparency and making interface with government user friendly. It can be used as an important instrument for more effective strategic urban planning initiatives, program management and monitoring and timely delivery of services. It requires providing broad band connectivity, networking, technology up gradation and a package of software solutions. The connectivity should be extended to all ULBs and panchayat institutions to enable much better information flow and allow stronger monitoring of implementation of programs on the ground and delivery of public goods and services to the targeted beneficiaries.

In Udupi district, all ULBs have computerized the system and implemented the following initiatives:

- Double entry accrual based financial accounting. They adopted E-Gov Financials, which is specifically built for muncipal accounting and its needs based on the NMAM (National Muncipal Accounting Manual) prepared by the Comptroller Auditor General (CAG) and Ministry of Urban Development, Government of Inda. The system is

fully internet-enabled and automates the end-to-end financial operations of an urban local body by providing an integrated system that manages budgeting, asset management, daily operational accounting and reporting. The system is fully integrated to the ULB city portal, which enables the ULB to rovide citizens information they require.

- GIS based property tax collection system: The eGOV Property Tax system computerized the revenue operations and fully integrated with eGOV Financials. It automatically calculates the property tax demand, maintain property database, monitor revenue collection and provide up-to-date reporting of tax collections.
- Public grievance and redresssal system: With a view to effectively handle public grievance, eGOV PGR was adopted. Under this system, citizens can register their complaints with ULBs either through internet, phone or through writing. The complaints are properly structured, auto-routed to the conerned redressal officer and track the complaint.
- Birth and Death registration system: Udupi CMC is implementing the eGOV Birth/Death IT module for birth/death registration and certification. For successful



PEAIS Award to Udupi Zilla Panchayath

Box 10.1: Udupi District ULBs: Best Practices of Governance

Collection of Property Tax: Self-assessment of property tax collection resulted in almost 100 percent tax collection. Guidelines for computation and on-the-spot assistance by staff as well as contrat staff and assurnce of review of tax only once in three years lead to success of property tax collection.

Water Charge collection: 100 percent metered water connection, web-based computerized billing, out-sourcing of billing and distribution and collection resulted in abot 94 percent collection of water charges. Kundapura TMC has a sophisticated lab at treatment plant where quality of water is tested on daily basis and also at customer point.

Collection of Solid wastes: Door-to-door Solid waste collection is outsourced to SHGs and collection cost is shared by customers and the ULBs. House-to-house collection starts at 7 am to 2 am and commercial from 3 pm to 5 pm. SHGs are using their vehicles like pushcarts, mini-lorry and atotipper. ULBs proviode grant of 50 percent of cost of vehicles to enable SHGs to cquire vehicles. Each atotipper has audio announcement so that people come out to deliver waste.

Street Sweeping: Udupi city is considered as the clean city. All 35 wards were outsourced for street sweepingby stipulating normative standards. The roads are classified for daily, once in three days and once weekly sweeping schedule with one sweeper per 1000 metre. Tippers are used for collection of heaps

Street lighting: Day-t-day lighting, maintenance and repairs are outsourced. Any complaint is rectified by 48 hours. Double street lights of main roads are installed by way of BOT and maintained by private partners with advertisement rights.

Source: Project Director, DUDC.

execution, this, however, requires on-line hospital integration.

- City Portal: All ULBs in the district have websites with state server maintained at MRC. But broad brand connectivity and networking have not been put in place. Unless these developments take place, the optimum benefit of E-governance cannot be realized.

Capacity Building

The district has four ULBs. The urban planning and program management is new to the district and requires professional expertise. The range of functions that the ULBs are expected to discharge is very wide. Administration and technical management of urban development must become more professional. Technology must be deployed to improve service delivery and governance. Elections to the ULBs held once in five years but these bodies must be invigorated and enabled to discharge their responsibilities. Capacity building must be therefore extended to training of elected representatives in urban governance. As the urban management is also increasingly becoming complex process, the strategy would require creation of an appropriate institutional mechanism for planning, implementation, management and monitoring at the ULB level.

The three-tier structure of district governance in Udupi district comprises of Zilla Panchayat at district level, three Taluk Panchayat at taluk level and 146 GPs. All these institutions are responsible to plan and manage development programs in their respective areas as per the Amendment of the Constitution. Unfortunately they have not been able to perform their respective mandated functions as envisaged therein. The ZP has technically qualified professional staff in sectoral departments. The Taluk Panchayat is an intermediate tier and can easily avail the needed technical and professional support from the ZP. The GPs does not have no such professional staff. The GPs are the focal points for local planning and delivery of public services at the grassroots level. The need for improving governance at the GP level needs hardly any emphasis. Empirical studies revealed that the lack of professional capacity, transparency and accountability at the GP level are the weakest aspects of the Panchayat Raj system. Most of the Secretaries have no professional qualification and capability to administer the task assigned to them. With the recent appointment of the Panchayat Development Officers (PDOs), though this void at the GP level was to some extent was filled, since they are new, they require requisite skills in grassroots planning, management of development programs and monitoring and evaluation.

Similarly the elected members of the GPs are the decision makers. They need orientation. Production Committees, Social Justice Committees and infrastructural Committees are the most important Standing Committees in any GPs. In order to make them

effective, the members of the committees require requisite capability in developmental aspects. The Grama Sabhas and Ward Sabhas were conceived as forums to provide opportunities to people to participate in planning and management of development programs. In spite providing framework for decentralized rural development, the Grama Sabhas and Ward Sabhas have not been able to perform their duties effectively. There is therefore a need to strengthen the Grama Sabhas and the Ward Sabhas to make them effective forums in need assessment, priority setting, oversight monitoring and social audit.

The decentralization is thus the devolution of governance to ensure grassroots participation of people in planning and implementation and delivery of services. The efficient governance at the bottom of the pyramid requires responsible and responsive panchayat raj institutions. Under the three tier system, each of the institution needs to work in harmony with the other to discharge the functions for which the institutions have been created. Only then, they could fulfill their stated objectives and carry out their assigned responsibilities in managing the affairs of the society. This calls for strengthening the capacity and accountability of the relevant authorities for effective implementation, efficient management of development programs, accountability and setting up a capable monitoring mechanism.

Good Governance Practices

Good governance is about providing an efficient and effective administration that is committed to improving the quality of life of the people in a more participatory and transparent manner. The main ingredients of good governance at grassroots level are: (i) Efficient and effective delivery system for public services, (ii) simple, easily accessible and people-friendly rules and procedures, (iii) transparency, accountability and sound financial management, (iv) responsive to local needs and aspirations and (v) stringent anti-corruption measures and absence of rent seeking behavior. Good governance thus enables a people-friendly, people-caring, people-participatory and responsive administration.

The Constitution Amendment rightly recognized decentralization through the PRI system as an appropriate institutional framework to ensure grassroots participation of the people and effective delivery of public services. Under this framework, the decentralized the panchayat raj institutes are expected to be effective, capable and responsive local administration units. This has unfortunately not taken place. Hence this calls for improving transparency, accountability, efficiency, fair play and honesty, people-friendly rules, regulations and crucial right to information in the PRI system.

Udupi district, being a progressive district, has done quite well in running the panchayat raj institutions. There

are, however, many areas of concern which need to e addressed to improve good governance at the grassroots level. The GPs have at present no financial and functional autonomy. The decentralization entails devolution of political, fiscal and administrative powers to grassroots governing institutions. This has not yet taken place. The GPs act as grassroots government body for implementing government schemes approved by the State and Central Government. They have not been empowered to raise resources adequately locally and execute development programs based on local needs and aspirations of the people. Unless the GPs are empowered and made autonomous in terms of functions, finances and functionaries, the good governance at the GPS level cannot be ensured.

10.6 Role of NGOs and Other Voluntary Groups

Non-government organizations (NGOs) and voluntary groups refer to formal and informal association of people for common good. A strong network of societal organizations is considered as central to holistic and inclusive development. Non-government agencies (NGOs), voluntary agencies, societal associations or groups such as Self-help Groups (SHGs), labor unions and individuals play vital roles in the process of development. Their contribution in health, education, women empowerment and other social sectors is well recognized worldwide. There are many other social issues where the advantages of social groups in bringing about substantial change for the better cannot be ignored. These agencies are therefore considered as appropriate agencies to reach the poor and needy in rural areas. They are perceived to be motivated by altruism and social commitments, making them the most suitable catalyst for empowering and promoting the sustainable development. Altruistic concern for other fellow human beings plays important role in education, health, poverty alleviation and development of disadvantaged community.

Udupi district is blessed with a good number of NGOs, Voluntary Agencies, Mahila Mandals and informal groups such as SHGs. which are actively involved in various developmental initiatives

Udupi district is blessed with a good number of NGOs, Voluntary Agencies, Mahila Mandals and informal groups such as SHGs. which are actively involved in various developmental initiatives[30]. The known NGO's of the district include: Sri Kshetra Dharmasthala Rural Development Project (SKDRDP), Bharathiya Vikas Trust, Centre for Rural Studies, Navodaya Charitable Trust, Nagarika Seva Trust, Namma Bhoomi, Spoorthi, Samagra Grameena Ashrama, Sadhana and Retired Person's Forum. Some of the NGOs are helping the district/state administration in implementing their programmes particularly related to the weaker section of the society. The main programmes taken up by these organizations include poverty alleviation,

[30]Voluntary sector and NGOs are generally understood to be not- for-profit, professional intermediary agencies, which manage programmes in the areas of economic and social development and engage in welfare, relief, rehabilitation and training. Sometimes, voluntary sector organizations and NGOs are synonymously used and sometimes differently under the umbrella of civil socity organizations or community based organizations.

promoting self help groups for microfinance, women's empowerment and executing programmes such as housing, sanitation, creation of awareness and certain services in the field of health, education and vocational training for weaker section of the community.

The most notable among the NGOs in the district is SKDRDP (Box 10.1). The primary focus of the project is formation of SHGs for men (Pragathi Bandhu) and women (Jnana Vikas). These SHGs have proved to be one of the most successful 'models' of SHGs in the country. The achievements of these SHGs are remarkable. Pragathi Bandhu – men's SHGs have labor sharing activity to carry out agricultural operations - members of SHG work in the farm of members in rotation. In the context of shortage of labor and abondoning of agriculture, this initiative has proved very successful. The intended purpose of women SHGs

Box 10.2: Inclusive Rural Development in Reality: Triumph of SKDRDP

Shri Kshetra Dharmasthala Rural Development Project (SKDRDP) initiated, supported and led by Dr. D.Veerendra Heggade, Dharmadhikari (Religious Head) of Shri Kshetra Dharmasthala has completed three decades of its service to rural development. Basically, it is intended to ameliorate the living conditions of the neglected rural poor masses. Started in 1982 in Belthangady taluk of Dakshina Kannada, the SKDRDP has spread in the villages in sixteen districts including Udupi. The project is now hailed as one of the most successful rural development initiative in the field of poverty alleviation, women empowerment and rural development ever being tried and implemented by any NGO in the country. The SKDRDP used the microfinance as a powerful tool not only to alleviate poverty alleviation and empower the women, but also to make it a driving force to the overall development of small and marginal farmers and landless laborers. Some of the programs implemented under the SKDRDP include:

Pragathi Nidhi: A consolidated fund created for providing micro credit through SHGs for agriculture, infrastructure development, group enterprises, non-farm sector development, income generating activities and practically all needs of the weaker section of the society.

Pragathi Bandhu: Promote agricultural production through labor sharing by forming SHGs by farmers.

Jnana Vikas Kendra: Centres for imparting information for socio-economic empowerment of rural poor women on health, family welfare, hygiene, children education and income earning opportunities.

Gelathi: Centre for the women who need counseling, motivation and guidance in times of family conflict with a view to promote good family life.

Jana Jagruthi: A program to create awareness and movement to root out alcoholism.

Sampoorna Suraksha: A unique micro health insurance scheme for women (Upto Rs.25000 for medical expenses)

Jeevana Dhama: Program for construction of houses for destitute families

Suraksha: A health and sanitation program

Jnana Deepa: To help primary school going children

Compiled from Inclusive Rural Development in Reality: Triumph of SKDRDP by Dr.G.V. Joshi and Dr.Suprabha K.R. - 2012.

is to empower socially and economically the women of weaker section in rural areas. In Udupi district the SKDRDP has 12822 women SHGs with the total membership of 112970 in almost all villages. Out of 112970 members, 9901 are SCs and 5944 are STs. The SHGs under the SKDRDP are woven into Federations, which are functioning effectively. The most of the SHGs are involved in income generating micro-enterprises. The maketing of their products is done by a centralized marketing agency called *Siri.* Bharathiya Vikas Trust located in Manipal, is an NGO founded by late Sri. T. A. Pai. It has completed more than 25 years of its existence in the district. The mission of the Trust is to improve skills of rural youth to enable them to take up activities mainly based on agriculture and animal husbandry to improve standard of living of their families. The Trust is now one of the leading NGOs in the country to undertake training in rural development programs sponsored by the Ministry of Rural Development and Panchayat Raj. It also manages a dairy unit, a veterinary hospital, Rural Management Institute, horticulture and fodder plots and a tailoring unit for training purposes.

Nagarika Seva Trust is another known NGO working in Udupi district. It has its headquarters at Guruvayanakere of Dakshina Kannada district. It is a Trust established in 1976. The vision of the Trust is to build a peaceful and environment friendly society without any discrimination based on caste, class, ethnicity, religion, language, sex and age. In order to achieve this vision, the Trust undertakes various development initiatives to empower the poor, marginalized and backward people towards self-sustainable development processes and to facilitate the people to secure social, cultural, political, economic justice and human dignity. It has organized women SHGs to empower them in the district. It has promoted peoples' organizations such as Krishikara Vedike (45,000 members), Karavali Mahila Jagruthi Vedike (25,000 members), D.K. Parisarasakthara Okkoota (300 members). The Trust has given a lot of importance for activities connected with eco-protection. In this connection, it has organized struggles and campaigns on environmental concerns.

Sadhana Samaja Seva Vedike is an NGO functioning in Maravanthe and surrounding areas of Kundapur taluk. Established in 1982 with the mission of 'Service to People', the Vedike has over a period of 25 years has executed various integrated rural development programmes for the welfare of rural communities. It has joined hands with other voluntary organizations and the GPs to provide facilities to rural communities such as roads, construction of school buildings, PHC building, organizing health camps, and various other activities. Navodaya Charitable Trust, with its Headquarters at Mangalore, is very active in Udupi district. It has promoted more than 10000 women SHGs having membership of more than 52000, trained them and encouraged them to take up varied income generating self employment ventures by credit linking them with the branches of District Cooperative Bank.

Other active NGOs in the district include Consumers' Forum (Balakedarara Vedike) located in Udupi, Nagarika Chintana Okkuta, a citizens' forum to undertake rural development initiatives and Tide, a NGO actively involved in the issues related to ULBs.

Udupi district has also many voluntary organizations such as Rotary Clubs, Lions Clubs etc. They contribute to various social sector areas such as health, education etc. There are also active Youth Clubs and Mahila Mandals in the district. SHGs as informal voluntary groups have recently emerged as active players in the social and economic empowerment. In fact, the SHG movement today represents as a powerful grassroots agency to reach out to the poor and weaker section and for poverty alleviation, human development and social empowerment. The district has already 27807 SHGs with membership of 222742. Their coverage, both in terms of geographical (number of villages covered) and households is very wide. There is scarcely a village in the district, where an SHG has not been functioning. Almost all NGOs are involved in the SHG movement, besides the Government and the banks. A research study undertaken by Justice K.S. Hegde Institute of Management, Nitte for NABARD on micro-finance in Udupi and other districts revealed that SHG as an institutional mechanism is found to be the most appropriate and cost effective credit delivery system to reach the rural poor, particularly women[31].

10.7 Representation of Women and Marginalized Sections in Governance

Good governance under Panchayat Raj system implies that local bodies are representative; their functioning is participatory and the decision-making process is responsive to the needs and aspirations of local people. The participation of stakeholders in the governance is therefore very important. Since Indian society comprises of various social groups with diverse social and economic background, it is necessary to ensure representation to historically marginalized and disadvantaged section of the society. In participatory governance, representation to these sections of the society is a must in order to achieve inclusive development. Karnataka Panchayat Act 1993 has therefore made reservation of seats to the SCs and the STs depending on their population, one-third seats to women at all levels, reservation of seats for OBCs, and reservation of offices of President in favour of women, SCs STs and OBCs.

After the promulgation of the Karnataka Panchayati Raj Act, 1993, three elections have been held. The last election to GPs took place during 2010.In most of the GPs, the voting was more than 75 percent and in some 100 percent voting was recorded, which clearly demonstrates peoples' interest in loacal self-governance. Table 10.1 contains the present composition of representatives in GPs by social class in

[31]Microfinance and Rural Employment: An Appraisal of the Potentialities, Research Study submitted to NABARD, Mumbai, October, 2004.

Table 10.1
Taluk-wise Composition of GP Elected Members: 2012

Taluk		SCs		STs		OBCs		Others		Total	
		No.	%	No.	%	No.	%	No.	%	No.	%
Karkala	Male	14	3.01	6	1.29	95	20.43	146	31.4	261	56.13
	Female	29	6.24	30	6.45	61	13.12	84	18.06	204	43.87
	Total	43	9.25	36	7.74	156	33.55	230	49.46	465	100
Kundapura	Male	11	1.22	8	0.89	179	19.89	299	33.22	497	55.22
	Female	56	6.22	56	6.22	117	13	174	19.33	403	44.78
	Total	67	7.44	64	7.11	296	32.89	473	52.55	900	100
Udupi	Male	12	1.16	13	1.26	206	19.94	343	33.2	574	55.57
	Female	61	5.91	61	5.9	136	13.17	201	19.46	459	44.43
	Total	73	7.07	74	7.16	342	33.11	544	52.66	1033	100
District	**Male**	**37**	**1.54**	**27**	**1.13**	**480**	**20.02**	**788**	**32.86**	**1332**	**55.55**
	Female	**146**	**6.09**	**147**	**6.13**	**314**	**13.09**	**459**	**19.14**	**1066**	**44.45**
	Total	**183**	**7.63**	**174**	**7.26**	**794**	**33.11**	**1247**	**52**	**2398**	**100**

Source: Zilla Parishad, Udupi.

different taluks. Though, SC/ST population in the district constitutes less than 12 percent; their representation in GPs is 14 to 17 percent in different taluks. However, it is still slightly below the minimum of 18 percent prescribed in the ACT. Interestingly, among the SCs and STs, the women representation is significantly higher than men. As against the men's representation of 2.7 percent, the representation of women in GPs is 12 percent for the district as whole. This trend is found in all taluks. Contrary to this, among the OBCs and other communities, the men representation is higher than the women representation. In the case of women's representation, in all taluks, their representation is considerably higher than their quota of reservation. The same trend is observed in the case of Backward Community representation.

In the case of Taluk Panchayats, the representations of women are more than men in all taluks. In Kundapura, out of 35 members, 18 are women. In karkalla, out of 19 members, 10 are women. Similarly in Udupi, 21 are women out of 41 members. The women representation is 52 percent. The SC and ST representations in Taluk Panchayats are, however, below their population percentage share in all taluks. In every taluk, there are only 2 SC repsentatives; one male and one female. As regards ST representation is concerned, only one female representative in Karkala and Kundapura taluks and one male and one female in Udupi taluk. Similar pattern s observed in the

case of representation in Zilla Panchayat. Out of total 25 members, 13 are women and 12 are men. Only two; one male and one female from the SCs and one female from the ST are represented in the ZP.

In the Udupi Municipal council out of 35 members, 2 are SCs, one STs, 12 OBCs and 20 others. The women representatives are 13, above the reserve quota. Kundapura Town Council has 23 members elected; out of them, one each from SC and ST, 8 from OBCs and 13 from others. Women members are 9, which works out to 39 percent as against the reserve quota of 33 percent. The composition of the elected members in Karkala Taluk Town Council comprises of one member each from the SCs and the STs, 16 from OBCs and 13 from others. Women members are 9. Saligrama is the only one town panchayat in Udupi district. It has 14 elected members, one each from the SCs and the STs, 5 from OBCs and 7 from other communities. Women representatives are 6. The percentage of women representation works out to 43.

Thus, Udupi district has at all levels of district governance more than reserved quota representation for women and marginalized communities. The main issue is their capability to effectively participate in the deliberations and ensure needs and aspirations of their communities are adequately taken care of in all the development programs implemented and in delivery of public services.

10.8 Concluding Remarks

Good governance is about providing an efficient and effective administration that is committed to improving the well-being of people without discrimination. The basic tenets of good governance accordingly should be efficient and timely delivery of system of public services, simplicity and easy accessibility of systems and procedures, accountability, transparency and sound financial management, active people's participation, autonomy in decision making process and strict enforcement of right to information. Whether the present system of governance fulfills these tenets of good governance is a matter of concern. Though 73rd and 74th Constitution amendments provided a framework for decentralization in governance at local administration level, there has been a very little effective devolution of power, funds and control over functionaries. A fundamental requirement for achieving quality is that the responsibilities should be effectively devolved to bodies responsible for implementing public programs and they must be suitably empowered.

Udupi being a progressive district has done relatively better in governance than most of other districts in the state. However, there are many grey areas, which are mainly systemic and require civil reforms. The ZP, TPs GPs and ULBs are charged with a number of devolved developmental functions and responsibilities, which calls for both empowerment and accountability of

the relevant authorities and effective monitoring. Part of the problem is that most of the programs are imposed from the above without considering the area specific needs and feasibility and the ability of the local administration to implement the programs effectively. Moreover, the local administration that should run these programs is not adequately equipped.

The agenda for improving governance at local administration level therefore requires capacity and capability building, leveraging IT technology in governance, effective decentralization of governance, active people participation, involvement of civil society especially voluntary agencies and the crucial right to information. The agenda also includes civil service reforms aimed at improving transparency, accountability, efficiency and procedural reform to make them user-friendly. The capacity building at GP level should be undertaken for need assessment, priority setting, formulation of projects/ programs, effective implementation of programs, sound financial management, transparency and accountability as well as right to information. The Grama Sabhas and Ward Sabhas are at present not active. They should be empowered to participate effectively and act as watch-dogs at the GP level. To sum up, for the inclusive and sustainable human development, the local institutions matter. What matters most is that they should be made professionally capable, responsible, people-friendly and responsive.



District Planning Committee Meeting at ZP Hall