Tribal and Disadvantaged Groups inclusion Plan (includes Social Assessment).

FINAL REPORT

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Abbreviations

ANSSIRD	Abdul Nazeer Sab State Institute of Rural Development
DPC	District Planning Committee
GP	Gram Panchayat
GSP	Gram Swaraj Project
KPSP	Karnataka Panchayat Strengthening Project
OBC	Other Backward Community
PRI	Panchayati Raj Institutions
PMU	Project Management Unit
RDPR	Rural Development and Panchayati Raj
SC	Scheduled Caste
ST	Scheduled Tribe
TP	Taluk Panchayat
ZP	Zilla Parishads,

EXECUTIVE SUMMARY

CONTEXT

The Department of Rural Development and Panchayati Raj (RDPR) in collaboration with The World Bank implemented the Karnataka Panchayat Strengthening Project (KPSP) with an aim to improve service delivery at Gram Panchayat level with respect to the management of public resources and delivery of services that local people prioritize and decide by developing the capacities of the District, Taluk and Gram Panchayats (GPs). The World Bank-funded Karnataka Panchayat Strengthening -- Gram Swaraj Project (2006-2014) targeted 39 'most backward' taluks and 1475 Gram Panchayats (GPs).

The proposed Project "Strengthening Governance and Service Delivery in Karnataka Panchayats" (2015/16-2021/22) follows the broad outlines of its predecessor, but with an expanded geographic coverage and stronger performance triggers. The Government of Karnataka (GOK) has proposed project to include in the block grant scheme the 'more backward' taluks (with 1,340 GPs) in addition to the 'most backward.' Thus, the total number of Gram Panchayats potentially participating would increase from 1,475 to 2,815.

A number of these taluks are situated in remote areas inhabited by indigenous populations[1] who have a distinct lifestyle, language, and culture. Besides, they are far removed from developmental activities and do not enjoy the same social and economic benefits as do most of the general population.

The purpose of Indigenous Peoples Plan is to provide for the distinct needs and aspirations of indigenous populations (Scheduled Tribes and Primitive Tribes) living in project areas as key beneficiaries of the project. (Since Karnataka State government consider Scheduled Tribes, Scheduled Caste, Primitive

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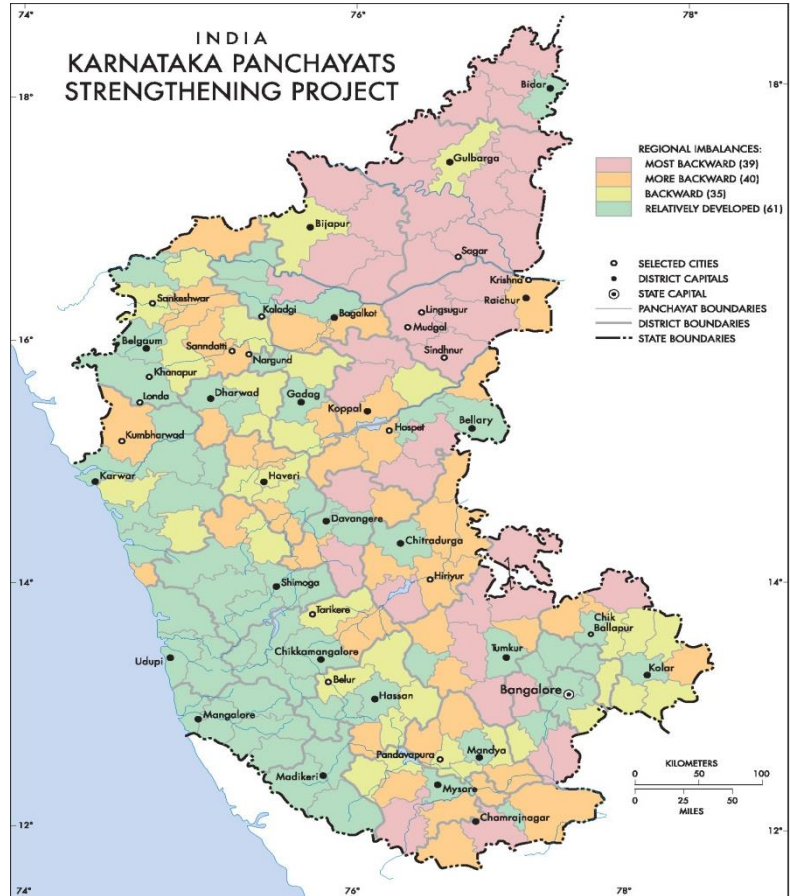
[1] Indigenous Population is defined as Primitive Tribal groupsresiding in proposed project areas. In broader context, this report also reflects on Scheduled Tribes, scheduled caste, women and people with special needs in the project areas

Tribes, Women and People with special needs as excluded groups, therefore same as been reflected in this document).

SCHEDULED TRIBES AND PARTICULARLY VULNERABLE TRIBAL GROUP (PVTG) IN KARNATAKA

In Karnataka, total Scheduled Castes population constitutes 17.15 per cent and Scheduled Tribes is 6.95 per cent to total population. (Census 2011) The Scheduled Caste population in the State has increased from 85,63,930 in 2001 to 1,04,74,992, registering a decennial growth rate of 22.32 per cent. The Scheduled Caste population constitutes 17.15 per cent of the total population of the State.

In Karnataka, there are 50 scheduled tribe communities living according to the Constitution (Scheduled Tribes) Order (Amendment) Act 2003. There is a mandatory reservation for scheduled castes, scheduled tribes, other backward classes and woman in Panchayati Raj Institutions. Currently, the proportion of members belonging to scheduled castes, scheduled tribes, woman and other backward classes in Gram Panchayats is 18 per cent, 11 per cent, 44 per cent and 33 per cent respectively. Taluk Panchayats, which number 176, are also elected bodies. There are 30 Zilla Panchayats at the apex of PRIs, one in each district. When the Taluka Panchayats are responsible to guide, supervise and coordinate the activities of Gram Panchayats, and audit their accounts the Zilla Panchayats have similar responsibilities towards Taluka Panchayats.

While several initiatives have been taken by the GoK, however it was observed that more needs to be done at the action level. Hence a study was initiated by DAC to do a quick literature review supplemented by field work in 12 Gram panchayats from 3 blocks from three different districts in the project area to develop understanding about the present situation and policies / interventions related to inclusive and effective planning in Karnataka. The field work at District and Taluk level includedmeetingswith the key officials and semi structured interviews were conducted with PRI Members and Gram Panchayat staff. The study team organized 1 FGDs for Scheduled Tribe community members in each of the 12 GPs to gather qualitative feedback. "A Tribal and Disadvantaged Groups inclusion Plan" has been prepared under the project based on a social assessment.

A state level stakeholder consultation was conducted to seek feedback on the draft on 11th December 2015 (Refer to Annexure 6 for Minutes of meeting)

STRATEGY FOR INCLUSION OF TRIBAL AND OTHER DISADVANTAGED GROUPS

The key issues observed during the study and suggested strategy and its coverage under the project components are summarized in the table below:

Key concern areas, suggested strategy and proposed project component

Area	Issues	Suggested strategy	Proposed Project Component
Awareness	• Limited awareness among community members from the northern region about the roles and responsibilities of PRIs • IEC is carried out mostly with an attitude of 'ticking the checklist' attitude and mostly not carried out with any strategic orientation • Lack of illiteracy and lack of capacities to gather information from Panchayats is a key aspect contributing to exclusion • Elected representatives also lack basic knowledge about basic procedures at GP level	• Communication Plan with better outreach and increased effectiveness in terms of bringing awareness amongst excluded groups in project area • Introduce mechanisms to create awareness on various planning, monitoring and budgetary provisions under the PRI system. • Use of new technology/ innovative methods to bring awareness • Emphasis should be given on usage of tribal local dialect for awareness generation	• Component (B) Institutional Development (building capacity of Gram Panchayats)

Area	Issues	Suggested strategy	Proposed Project Component

Participation	• At times community members never received any information with regard to Gram Sabha meetings in their Panchayats
	• Participation in Gram Sabha by community members mainly depends on:
	    o Perception about gains under some schemes and programmes;
	    o Proximity to the meeting venue.
	• Reasons for low participation in Gram Sabhas by SC/ST community members include lack of awareness about the importance of participation in Gram Sabha and lack of awareness about the benefits from Panchayat
		• Improved guidelines for preparation of perspective plans to match demand and supply
		• Introduce mechanisms to prepare longlist of beneficieries and transparency in procedure for selection in annual plans.
		• Enhancing participation of youth in excluded areas in planning and implementation
			• Component (A) Block Grants to Gram Panchayats;
			• Component (B) Institutional Development (building capacity of Gram Panchayats)

Management of Resources	• Limited availability of funds to cater all demands of the community • Dominance of the economically and socially well placed groups during the benefit sharing process	• Revise guidelines for preparation of perspective plans to reflect budget outlays and demand priorities for SC, ST and Disadvantaged groups separately to enable tracking. Annual Action Plans to have a dedicated section on	• Component (A) Block Grants to Gram Panchayats; • Component (B) Institutional Development (building capacity of Gram Panchayats)

Area	Issues	Suggested strategy	Proposed Project Component
		Inclusion Action Plan for SC, ST, Women and other historically disadvantaged groups in their GP. • Information Systems for evidence based decision making. • Ensuring equitable contribution from GP own resources fund	
Accountability and Transparency	• Limited awareness about the grievance redressal mechanism and lack of initiatives to address any gaps in the existing mechanisms • Lack of capacity and information among community members to raise questions seek clarifications during Jamabandi exercise • Social Justice Committee members lack clarity about their roles and responsibilities of the committee • No system to ensure that the beneficiary selection is carried out through a transparent system through discussions in Gram Sabha	• The Perspective Plans, Annual Action Plans, Audit reports etc..should be disclosed in the community through permanent notice boards and is explained in Gram Sabha. Special meetings may be called to explain the SC, ST and Women component. • Revive Social Justice Committees	• Component (B) Institutional Development (building capacity of Gram Panchayats) • Component (C) Project Management Support (building capacity of the state).

Area	Issues	Suggested strategy	Proposed Project Component
		• Clarify role and responsibilities of various PRI actors, committees and line departments including Tribal Welfare, SCs, Women and Minority Groups.	
Inclusive Planning	• Members of political parties or people of their interest, relatives / close aides of elected representatives and officials or those from the dominant social groups make advantage in spaces of participation and decision making • Marginalized groupswho occupy weak positions in social andeconomic hierarchy are the excluded ones primarily due to lack of ability to stand up and speak for them • poorest people from the dominant castes also are being excluded • role of women elected representatives is only as silent spectators in meetings • Requirement of separate plans for each scheme is a drawback of the existing planning process	• Mechanism to ensure incorporation of demands voiced in Ward Sabhas and special sabhas. Preparathion of Five Uear perspective Plan will be a key activity. • Community members to have a role in monitoring the progress of Perspective Plan and updating of Annual Plans. • Establish a Community Feedback system for reporting and recording	• Component (A) Block Grants to Gram Panchayats; • Component (B) Institutional Development (building capacity of Gram Panchayats) • Component (C) Project Management Support (building capacity of the state).

Area	Issues	Suggested strategy	Proposed Project Component
		grievances. • Revamp Training modules to specific requirements of the disadvantaged groups.	

INSTITUTIONAL AND IMPLEMENTATION ARRANGEMENTS

The primary agency responsible for overall implementation of the program is the GoK Department of Rural Development and Panchayati Raj (RDPR), in conjunction with other state institutions. The investment program implementation responsibilities in the field are at the Panchayat[2] level, and in particular, with the Gram panchayats[3] (GP). Their central task involves managing an appropriate formula for the transfer of funds to panchayats and policy analysis on the basis of developmental/performance indicators through the Decentralization Analysis Cell (DAC). A Project Management Unit (PMU) has been established in the RDPR and is responsible for day-to-day project management and the overall project implementation. It has to ensure inter-departmental coordination, financial management, implementation of environmental guidelines, monitoring of the Tribal and Inclusion Plan, and adherence to procurement arrangements as per the Bank and KTPP Act.

State Level

- PMU to have social Expert to ensure inclusion in project delivery and work closely with Planning, Training and communication and M&E teams.

- ANSSIRD and other training institutes – to provide resources and training modules and communication modules for ST and other disadvantaged groups (both community and functionaries)

- DAC along with TRI and other research institutes –To conduct tracking progress on inclusion along select indicators . Partner with Research Institutes/agencies to do process monitoring on inclusion at regular intervals throughout the project period.

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[2]The term Panchayat is used to refer to the system of rural local governance in India. Rural local government in India is three tiered: Zilla Panchayat at the district level (average population of 2 million), Taluk Panchayat at the block level (average population of two hundred and fifty thousand), and Gram Panchayat at the village level (average population of 5000).

[3]Gram Panchayat is the lowest tier of rural local governance in India operational at the village level, comprising of an average population of 5000.

- Partner with other capacity building and research institutes to conduct studies to evaluate progress in addressing challenges and barriers to change for Tribals and other disadvantaged communities -

3 level of PRI Institutions and line Departments -

- Communication Clarifying functions, processes, role and responsibilities of functionaries and line departments including Tribal welfare officers through Communication modules specifically designed as per the unique needs of STs

- Reviving and building capacity of Social Justice committees and Forest Management committees.

- Additional support professionals such as RDO and team of facilitators.

Grievance redressal and feedback mechanism

A robust grievance redressal and community feedback system is important for a development plan and public sector project.This mechanism not only ensures that voice of every community member will be heard but also helps in creating a transparent system. This acts as an deterrent for any corruption/graft and at the same time ensure quick disposal of public complaints thus increasing their trust in the system. Taking feedback from the community also creates many ideas to improve the programme as per the requirements of its users.

The proposed Project should establish a system for recording and reporting grievances regarding activities as well as more general feedback. This system will provide an avenue, outside the community members own Gram Panchayat, for reporting compliance failures on the part of local authorities to higher levels of government. This will put additional accountability on local government leaders and staff, and help to ensure that the intent, not merely the perfunctory, of the project is achieved. The public grievance system will also provide community members an avenue to submit more general suggestions and concerns to the state level managers of the project.

The grievance recording and redressal system will include a mix of written, telephonic, short message system (SMS) and web-based channels for citizens to submit feedback. Grievance submission recordation will be available 24 hours a day via automated tools. The PMU will develop guidelines regarding the manner and timelines of investigating and resolving grievances, including but not limited to that investigated reported misconduct by Gram Panchayat staff and elected as well as responding to more general issues and concerns..

Action Plan

Action plan for proposed key activities to further the inclusion of Tribals and disadvantaged groups as part of overall project design is given in table below.

Project Components, Tasks, Details, responsibility, timeline and budget

S. No	Project Component	Task to further inclusion of Tribal and disadvantaged groups	Details	Responsibility	Timeline
1.	Component A: Block Grants to GPS	Spend Block grants specifically in SC and ST habitations in proportion to their population	• Perspective Plan and Annual action Plan to have a separate section on Tribal and inclusion Plan. Ensure that women STs, SCs and historically excluded groups will be consulted and their views taken aboard for defining the Plan priorities. • Development of inclusion module as part of Perspective Plan Tool Kit	PMU/ANSSIRD	First five years of the Project.
2.	Component B1: capacity Building of Panchayats	• Clustered approach by appointing RDOs to provide support, build capacity and improve supervision of GPs. • Special training for RDOs serving in Tribal pockets	• Appointment of all RDOs • CB plan and module to be developed	PMU/ ANSSIRD	First year of the Project.
3.		Developing Capacity Building modules on social inclusion	• Development of CP module	ANSSIRD	First year of the Project.
4.		Training to Village Forest management Committee members	• Listing and mapping of all Village Forest Committee in project area • Development of specific training module • Imparting training to all members at the beginning of project • Development of action plan by end of each training • Organizing refresher and follow up training	ANSSIRD/ PMU	First five years of the Project.

S. No	Project Component	Task to further inclusion of Tribal and disadvantaged groups	Details	Responsibility	Timeline
			• Organise Exchange learning programmes		
5.		Training to elected representative from ST group	• Organizing training along with followup and refresher elected representative from ST groups	ANSSIRD	First five years of the Project.
6.		Training to PRIs representative on Social inclusion	• Orientation of PRI representatives on basic principles of social inclusion • Preparation of social inclusion plan to address this issue in their respective GPs	ANSSIRD	First five years of the Project.
7.		Awareness programmes to community	• Identification of Communication for Development agency / department to generate awareness in community members especially tribal and primitive • Development of messages in local dialect • Intensive IEC activities in geographically excluded areas on rights, government schemes and programme, etc • Capacity building of RDPR' resource persons on social mobilization and communication	ANSSIRD	First five years of the Project.
8.	Component B2: Community Engagement and Feedback	Engage team of facilitators in GPs ST population and other poorly performing GPs Establish a Community Feedback System	• Identification of facilitators in project GPs • Developing community based monitoring system framework • Training on community feedback system	PMU/ ANSSIRD	First year of the Project.
9.	Component B3: Information System for evidence based decision making		• System study for ICT • Development of ICT system	PMU	First year of the Project.

S. No	Project Component	Task to further inclusion of Tribal and disadvantaged groups	Details	Responsibility	Timeline
10.	Component C1: Strengthening the Project Management Unit		• Development of CB plan • Recruitment of identified consultants	PMU	First year of the Project.
11.	Component C3: - Strengthening ANSSIRD	Creation of dedicated cell in ANSSIRD	• Appointment of minimum two staff to ensure inclusion of indigenous people in planning, implementation and monitoring of activities	PMU	First year of the Project.
12.	C2: Strengthening the DAC	Internal and External Monitoring	• Baseline, process documentation, mid term evalauation, specific studies and impact evaluation	ANSSIRD, PMU and Consultants	First five years of the Project.

1. CONTEXT

The state of Karnataka, formed on 1 November 1956, bordered by the Arabian Sea and the Laccadive Sea to the west, Goa to the north west, Maharashtra to the north, Telangana to the North east, Andhra Pradesh to the east, Tamil Nadu to the south east, and Kerala to the south west. The total area of the state is 191,976 square kilometers i.e. 5.83 per cent of the total geographical area of India. In Karnataka, the administrative units consists of 30 Districts, 176 Sub-districts (Taluks), 29,340 Villages (including 1943 Un-inhabited villages), 347 Towns including 127 Census Towns and 220 Statutory Towns. Total population of the state is 61 million with 50,68per cent males and 49.31 per cent females (eighth largest state by population). While the sex ratio of the state has increased from 965 (Census 2001) to 973 (Census 2011), child sex ratio in the same period increased nominally from 946 to 948.As per 2011 Census, the literacy rate of the state is 75.36per cent. Out of which male literates are 82.47per cent and female literates are 68.08per cent. Further the urban literacy rate stands at 85.78per cent (Male90.04 per cent and Female 81.36per cent) as compared to compared to rural literacy rate of 68.73 per cent(Male 77.61per cent and Female 59.71per cent). Literacy level in all northern districts of the state, around 8 districts namely Yadagiri, Raichur, Gulbarga, Bellary, Bijapur, Bagalkot, Kopal and Bidar have literacy levels less (both for rural and urban settings) than that of Karnataka.(Census 2011)

Karnataka has a chequered history in decentralization and local government system. In fact, the state was the pioneer in establishing Panchayati Raj. This in a way paved way for national level initiative in Panchayati Raj through amendments to the Constitution of India. Over the years since the early 80's, Panchayati Raj and the local governments have got established in the governance system of the state and in that way is ahead of many other Indian states. However, ensuring inclusive and effective management of available resources for promoting development outcomes is still one of the key challenges faced by the PRI system in Karnataka. The regional disparities and backwardness of the Taluks and GPs of Karnataka makes it more complex.

Though the state of Karnataka as a whole is generally above the national average, a number of backward districts still account for being outliers to the overall success of the state. These districts are more concentrated in the northern part of Karnataka (namely Bidar, Gulbarga, Raichur, Belgaum, Bijapur, Dharwad, Bellary and Utara Kannada) as opposed to (Shimoga, Chikmaglur and Tumkur) in the southern part of the state. The Nanjundappa Committee Report well established that northern districts of the state are significantly poorer than their southern counterparts. However there are certain geographical pockets in Southern part which are relatively poor or backwards.

Karnataka is often considered as a stark case-in-point of existing structural discrimination. Recently, the persistence of caste-based segregation of children was revealed in primary schools in rural Karnataka by a study by the Centre for Study of Social Exclusion and Inclusive Policy, Mangalore University.This discrimination exists in all facets of the societal life: education, employment, health, security, property rights, women's rights and participation in governance. Karnataka is also home to numerous minority communities. Infact there are more than 200 castes (SC as well as OBC) alone that are eligible for reservation in public offices/ government jobs in light of the quota announced by the central as well as state government.

The social issues mentioned above briefly exist across most domains of social and professional life: access to education, health facilities, availability of job opportunities, access to public office etc. In Karnataka, the weak economic and social status of the Scheduled Tribe (ST) contributes to their fragile political position in the Panchayats. Like several other states of the country, Karnataka has also provided reservations for the Scheduled Tribe for Panchayatmember position and the positions of president and vice president. However, this affirmative action has not always transformed into empowerment and inclusion in real terms as there are power relations and structures in the society which circumvent all such initiatives. A study conducted by Institute for Economic and Social Change[4] found that in the event of election, adjustments were made for choosing such persons who would cooperate with the dominant caste leaders and will not be assertive about their rights as an elected representative.The study also found ample proof of the *reluctance of the members of the hitherto politically dominant castes to surrender their dominance*, and *who contrive to have their 'own' candidate contest and win*. The report further points out instances where views of women elected representatives from the Scheduled Caste groups are not being considered in the Panchayats; as male representatives do not even allow them to speak in the meetings and also the male elected representatives, do not cooperate with educated female elected representatives on Panchayat matters. The other sections of the society who are affected by the 'exclusion' in decision making are landless laborers, smallholder farmers, widows, members of particular social groups like caste or tribe etc. Further to this exclusion, differential exclusion within class or social groups in terms of literacy, income, poverty etc is common phenomena in Indian society

The Department of Rural Development and Panchayati Raj (RDPR) in collaboration with The World Bank implemented the Karnataka Panchayat Strengthening Project (KPSP) with an aim to improve service delivery at Gram Panchayat level with respect to the management of public resources and delivery of services that local people prioritize and decide by developing the capacities of the District, Taluk and Gram Panchayats (GPs). The World Bank-funded Karnataka Panchayat Strengthening -- Gram Swaraj Project (2006-2014) targeted 39 'most backward' taluks and 1341 Gram Panchayats (GPs).

The proposed Project "Strengthening Governance and Service Delivery in Karnataka Panchayats"(2015/16-2021/22) follows the broad outlines of its predecessor, but with an expanded geographic coverage and stronger performance triggers. The Government of Karnataka (GOK) has proposed project to include in the block grant scheme the 'more backward' taluks (with 1,340 GPs) in addition to the 'most backward.' Thus, the total number of Gram Panchayats potentially participating would increase from 1,475 to 2,815.

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[4] Inbanathan & Sivanna (2010), Scheduled Castes, Legitimacy and Local Governance: Continuing Social Exclusion in Panchayats, Working Paper 257, Institute for Economic and Social Change,

A number of these taluks are situated in remote areas inhabited by indigenous populations[5] who have a distinct lifestyle, language, and culture. Besides, they are far removed from developmental activities and do not enjoy the same social and economic benefits as do most of the general population.

a. The Project

The 'Karnataka Gram Swaraj Project (KGSP)' was implemented through Rural Development and Panchayat Raj Department (RD&PRD), GoK during 2006 – 2014 in 1341 Gram Panchayats (GPs) coming under 39 most backward taluks of the state with a budget outlay of US $ 140 million. The Project Development Objective was 'to improve the effectiveness of service delivery by Karnataka's Gram Panchayats (village governments) particularly with respect to the management of public resources and the delivery of relevant services that the rural people prioritize'.

The achievement of key target indicators is rated as 27% high, 55% substantial and 18% modest.The key project achievements in selected GPs include - provision of basic amenities like drinking water, inter road connectivity, sanitation facilities etc; improved access to basic services, capacity enhancement of PRI members, increased awareness about PRIs among people, improved financial management and transparency, increase in own source of revenue.

Following the Karnataka Gram Swaraj Project, GoKhas proposed a follow- on project with total project cost of 318 million US $ including IBRD loan of 223 million US$. The proposed project "Strengthening governance and service delivery in Karnataka Panchayats"is expected to follow the same aspects of its predecessor with an expanded geographic coverage and largely consistent with the objective of deepening and sustaining the reform momentum in Karnataka. "Strengthening Governance and Service Delivery in Karnataka Panchayats"project includes 1475 GPs of '39 most backward taluks' that are part of Karnataka Gram Swaraj Project and 1340 GPs of 40 more backward taluks. Therefore the total coverage will be 2815 GPs in 79 blocks. The project period is 2016-2022

The proposed project development objective is "to enhance the ability of Gram Panchayats to manage resources and deliver services prioritized in their development plans in the least developed areas of Karnataka." The proposed Project will have three components i.e. (A) Block Grants to Gram Panchayats; (B) Institutional Development (building capacity of Gram Panchayats) (C) Project Management Support (building capacity of the state).

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[5] Indigenous Population is defined as Primitive Tribal groupsresiding in proposed project areas. In broader context, this report also reflects on Scheduled Tribes, scheduled caste, women and people with special needs in the project areas

b. Project Location

The project will be implemented in 25 districts in 79 block covering 2815 GPs. A number of these taluks are situated in remote areas inhabited by indigenous populations[6] who have a distinct lifestyle, language, and culture. Besides, they are far removed from developmental activities and do not enjoy the same social and economic benefits as do most of the general population.

c. Indigenous Peoples Plan

The purpose of Indigenous Peoples Plan is to provide for the distinct needs and aspirations of indigenous populations (Scheduled Tribes and Primitive Tribes) living in project areas as key beneficiaries of the project and to meet the requirements of World bank's Operation Policy 4.10 on Indigenous people. Since Karnataka State government consider Scheduled Tribes, Scheduled Caste, Primitive Tribes, Women and People with special needs as excluded groups, therefore same as been reflected in this document and has been named as Tribal and Disadvantaged Group's Inclusion Plan(TDGIP. A copy of the draft TDGIP is being placed on 11th December 2015 RDPR website/project website) for feedback from public and stakeholders. An executive summary of the report both in English and Kannada is being prepared and shall be disseminated widely in the state and placed at locations in the project area easily accessed by Tribals and Disadvantaged groups.

Methodology for Development of the Indigenous Peoples Plan:

The methodology followed for developing the Indigenous Peoples Plan is as follows:

Review of literature: The documents are being reviewed to develop understanding about the present situation and policies / interventions related to inclusive and effective planning in Karnataka. A list of documents being reviewed is given below:
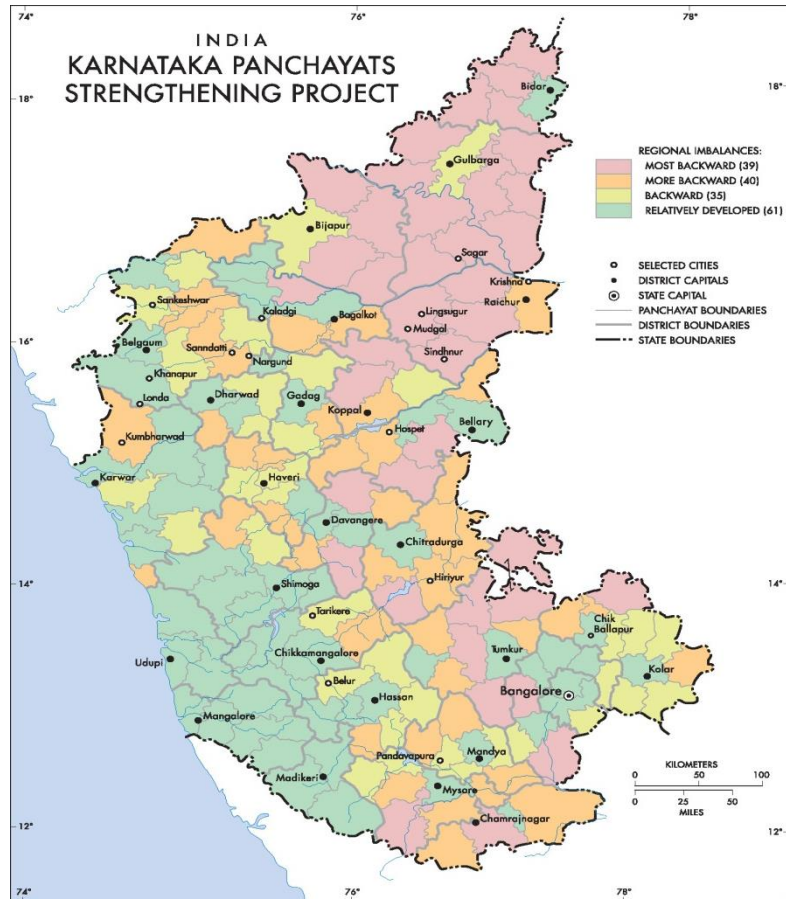
- Project Appraisal Document – KPSP-I

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[6] Indigenous Population is defined as Primitive Tribal groupsresiding in proposed project areas. In broader context, this report also reflects on Scheduled Tribes, scheduled caste, women and people with special needs in the project areas

- Project Concept Note for "Strengthening Governance and Service Delivery in Karnataka Panchayats"
- Implementation Completion and Results Report – KPSP-I
- Census 2011 data sets
- Socio Economic Data collected by DAC
- Report of the Nanjundappa Committee
- The anatomy of Failure by Ms. Kripa Anantpur
- A Review of Gram Swaraj Project in Koppal District of Karnataka
- A Study on the outcome indicators of Gram Swaraj Project in selected Taluks of Karnataka
- Study on weaker section in GSP Area
- Tribal Population in Gram Swaraj Project Area – Their inclusion and fiscal devolution in Panchayat Raj Institution - An empirical study
- District Planning Manual developed by ANSSIRD
- Baseline Report of Gram Swaraj Project
- Impact assessment report of Gram Swaraj Project
- The Social Inclusion Act
- The Intensive Participatory Planning Manual under MGNREGA
- Report on amendments suggested by the committee to revise KPR Act

Sampling: Proposed project is envisaged to cover 79 Talukas which comes under the classification of 'Most Backward Talukas' and 'More Backward Talukas'. Team adopted a multi-stage sampling for the study. Given the limitations in time and resources, team coveredthreeDistricts. The sampling method adopted at each level is elaborated below:

- **Selection of Districts:** The study covered 3 Districts in Karnataka. The districts are selected on the basis of following classification:

    o **Most Backward**: Most of the 'Most Backward Talukas' are geographically positioned in the North Eastern Karnataka. Hence two districts from North Eastern Karnataka is selected.

    o **More Backward**: Majority of the 'More Backward Talukas' belongs to the Southern Karnataka. Therefore one District from southern Karnataka is also selected.

- **Selection of Blocks:** From each selected District, one Taluka each is selected. The aspects such as concentration of tribal population and presence of primitive and non-primitive tribes are also considered while selecting the Talukas.

- **Selection of Panchayat:** From two Talukas five GPs each covered and from Devadurga, two GPs were covered

- **Selection of households:** From each Panchayat 10 tribal households were interviewedunder the study.

Overall the study covered3 districts, 3 Talukas, 12 Gram Panchayats and 120 households as given in table below:

Table 1-1: Name of districts, Taluks and GPs covered

District	Mysore	Bellary	Raichur
Taluk	H D Kote	Siraguppa	Devadurga
Panchayats	Annur	Halekote	H.Siddapura
	B Matakere	Shanavasapura	Ramadurga
	D B Kuppe	Balakundi	
	N Begur	Kenchanagudda	
	N Belathur	Beerahalli	

Respondents: The respondents covered under the study from each level include:

Table 1-2: Level wise stakeholders

Level	Stakeholders
District	District Panchayat Officials ITDP Coordinator NGOs
Taluk	Executive Officer Taluk Tribal Welfare Officer
Gram Panchayat	PRI Elected Representatives PRI Elected Representative from Tribal Community Gram Panchayat Staff (PDO / Secretary)
Households	Head of Tribal Households

Research Tools: Detailed discussion checklist and research tools were developed for gathering information from Taluk Panchayats, Gram Panchayats and Village level stakeholders.

Field Visits and Data Collection: Team of 5 Field Researchers (Kannada speaking) and 2 - 3 senior team members visited these districts. The data collection process at District and Taluk level was

done through meetingswith the key officials. Semi structured interviews were conducted with PRI Members and Gram Panchayat staff. The study team organized 1 FGDs for Scheduled Tribe community members in each GP, to gather qualitative feedback.

This Indigenous Peoples Plan document needs to be viewed as dynamic document and should be reviewed and updated as per the emerging project contexts.

Overview of the Indigenous Peoples Plan Report:

The structure of the report is as follows:

Chapter 1 provides an overview of the objective and components of the proposed project.

Chapter 2 discusses briefly about tribals and socially excluded groups.

Chapter 3 Provide insight about Indigenous People: The status quo

Chapter 4 discusses the positive drivers and challenges

Chapter 5 focuses on strategy for inclusion

Chapter 6 provides institutional arrangements and procedures for the Indigenous Peoples Plan in the project.

Chapter 7 Conclusion

Limitation

Major limitations of the study are given below:
- This is a descriptive and not an evaluative study.
- This report is prepared on the basis of interaction with key stakeholders and interviews with 120 tribal households in three Taluks in Karnataka state

2. TRIBAL AND SOCIAL INCLUSION IN KARNATAKA

The Scheduled Castes (SCs) and Scheduled Tribes (STs) are official designations given to various groups of historically disadvantaged people in India. The terms are recognized in the Constitution of India and the various groups are designated in one or other of the categories.

The Scheduled Castes and Scheduled Tribes comprise about 16.6 per cent and 8.6 per cent, respectively, of India's population (according to the 2011 census). The Constitution (Scheduled Tribes) Order, 1950 lists 744 tribes across 22 states in its First Schedule. Since independence, the Scheduled Castes and Scheduled Tribes were given Reservation status, guaranteeing political representation.

After independence the Constituent Assembly continued the prevailing definition of Scheduled Castes and Tribes, giving (via articles 341 and 342) the president of India and governors of the states a mandate to compile a full listing of castes and tribes (with the power to edit it later, as required). The complete list of castes and tribes was made via two orders: The Constitution (Scheduled Castes) Order, 1950 and The Constitution (Scheduled Tribes) Order, 1950, respectively.The Constitution provides a three-pronged strategy to improve the situation of SCs and STs:

- **Protective arrangements:** Such measures as are required to enforce equality, to provide punitive measures for transgressions, to eliminate established practices that perpetuate inequities, etc. A number of laws were enacted to implement the provisions in the Constitution. Examples of such laws include The Untouchability Practices Act, 1955, Scheduled Caste and Scheduled Tribe (Prevention of Atrocities) Act, 1989, The Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act, 1993, etc.
- **Affirmative action:** Provide positive treatment in allotment of jobs and access to higher education as a means to accelerate the integration of the SCs and STs with mainstream society. Affirmative action is popularly known as reservation.
- **Development:** Provide resources and benefits to bridge the socioeconomic gap between the SCs and STs and other communities.

Article 366 (25) of the Constitution of India refers to Scheduled Tribes as those communities, who are scheduled in accordance with Article 342 of the Constitution. This Article says that only those communities who have been declared as such by the President through an initial public notification or through a subsequent amending Act of Parliament will be considered to be Scheduled Tribes.

The list of Scheduled Tribes is State/UT specific and a community declared as a Scheduled Tribe in a State need not be so in another State/UT. The essential characteristics, first laid down by the Lokur Committee, for a community to be identified as Scheduled Tribes are –

- Indications of primitive traits;
- Distinctive culture;
- Shyness of contact with the community at large;
- Geographical isolation; and
- Backwardness

The Constitution of India incorporates several special provisions for the promotion of educational and economic interest of Scheduled Tribes and their protection from social injustice and all forms of exploitation. These objectives are sought to be achieved through a strategy known as the Tribal Sub-Plan strategy, which was adopted at the beginning of the Fifth Five Year Plan. The strategy seeks to ensure adequate flow of funds for tribal development form the State Plan allocations, schemes/programmes of Central Ministries/Departments, financial and Developmental Institutions. The cornerstone of this strategy has been to ensure earmarking of funds for TSP by States/UTs in proportion to the ST population in those State/Uts. Besides the efforts of the States/UTs and the CentralMinistries/Departments to formulate and implement Tribal Sub-Plan for achieving socio-economic development of STs, the Ministry of Tribal Affairs is implementing several schemes and programmes for the benefits of STs.

There are now 194 Integrated Tribal Development Projects (ITDPs) in the country, where the ST population is more than 50% of the total population of the blocks or groups of block. During the Sixth Plan, pockets outside ITDP areas, having a total population of 10,000 with at least 5,000 scheduled tribes were covered under the Tribal Sub-Plan under Modified Area Development Approach (MADA). So far 252 MADA pockets have been identified in the country. In addition, 79 clusters with a total population of 5,000 of which 50 per cent are schedule tribes have been identified.

Particularly vulnerable tribal group (PVTG) is a government of India classification created with the purpose of enabling improvement in the conditions of certain communities with particularly low development indices. The features of a such a group include a pre-agricultural system of existence, that is practice of hunting and gathering, zero or negative population growth, extremely low level of literacy in comparison with other tribal groups.Groups that satisfied any one of the criterion were considered as PTG.

At the conclusion of the Fifth Five year plan, 52 communities were identified as being a "primitive tribal group", these communities were identified on the basis of recommendations made by the respective state governments.

In 2006 the government of India proposed to rename "Primary tribal group" as particularly vulnerable tribal group".

a. Scheduled Tribes and Particularly vulnerable tribal group (PVTG) in Karnataka

In Karnataka, total Scheduled Castes population constitutes 17.15 per cent and Scheduled Tribes is 6.95 per cent to total population. (Census 2011) The Scheduled Caste population in the State has increased

from 85,63,930 in 2001 to 1,04,74,992, registering a decennial growth rate of 22.32 per cent. The Scheduled Caste population constitutes 17.15 per cent of the total population of the State.

In Karnataka, there are 50 scheduled tribe communities living according to the Constitution (Scheduled Tribes) Order (Amendment) Act 2003. A list of Scheduled Tribes of Karnataka along with their population and most inhabited districts is given as Annex 3.Out of these 14 are either exclusively found in Karnataka or are predominant inhabitants of the state. The *Chenchus, Irular*, *Jenu Kurubas, Kathodi, Kattunayakan, Koraga, Kota, Adivasi Dravidian* and *Vitolia* inhabiting Karnataka are primitive tribal groups. Most of them are dependent on hunting, forests, cultivation, beekeeping or working as daily labourers for landlords in plantations. Primarily these are close knit communities rarely mingling with others. However few of them have started living symbiotically with non-tribal communities and many collect forest products for sale to non-tribal people. *Nayaka*, popularly known by *Palegar*, *Beda*, *Valmiki*, and *Ramoshi Parivara* is the largest tribe in Karnataka state and its members are mostly non-vegetarians. Theseare found all over the state but mainly are concentrated in the Chitradurga, Shimoga, Bellary and Tumkur districts. The *Gond* tribe, which is the largest of Dravidian people of central India, are the second largest tribal group found in the state. Karnataka state has the third largest share of the *Koli Dhor* tribe. They are scattered in the North and North-West parts of the State including Bidar, Yadgir, Gulbarga and Bijapur. About 7,438 members of the *Konda Kapu* tribe live in the districts of Karnataka, mostly adjoining Andhra Pradesh. *Koragas* spend most of their income on alcohol, which is consumed by all ages, and also indulge in smoking *beedi* and chewing betel. They survive mainly on rice and meats such as pork and beef, although they are increasingly also using produce such as pulses and vegetables. Most of the other tribes present in Karnataka are mainly Hindu and speak Kannada, Malayalam, Konkani, Dravidian, Tamil or variant of these languages. For livelihood they are working as basket-makers, blacksmiths, carpenters and also involved in cultivation.

The population of Jenu Kurubas is 36,076 in Karnataka2 mostly living in the districts of Mysore, Kodagu, and Chamarajanagar. A few are also found outside the state mostly in the border forests of Tamil Nadu and Andhra Pradesh. Also known by the names 'Then Kurumba' or 'Kattu Naikar', they are members of the primitive tribal group and are now mostly occupied as daily labourers for landlords in plantations in the region. They have a close-knit community and rarely mingle with other neighbouring tribal communities. The literacy rate is 47.66 per cent. The Kadu Kurubas are the original inhabitants of the forests of Nagarahole and Kakanakote in the Western Ghats of Karnataka. Kadu Kurubas are about 11,953 in number, mostly living in Mysore, Kodagu, Chamarajanagar, and other districts of Karanataka and the remaining in the forests of Tamil Nadu. They are primarily Hindus, speaking Kannada language.

The Koraga tribe is among the two primitive and most backward tribes declared by the Government of India. This is not only one of the most notable tribes of Karnataka, but also one of the primitive tribal group. This tribe is scattered over many districts of the state, particularly in Udupi and Dakshina Kannada. They are also found in Haveri and in small numbers in Shimoga, Uttara Kannada and Kodagu districts. Their number is 14,794 as per the 2011 Census.(Subarna Roy, May 2015)

Koragas spend most of their income on alcohol, which is consumed by all ages, and also indulge in smoking beedi and chewing betel. They subsist mainly on rice and meats such as pork and beef,

although they are increasingly also using produce such as pulses and vegetables. Diet is poor and malnutrition is common in children. Education level is low.

As per census 2011, Karnataka state has 4248987 ST populations which constitute 6.95% of state population. In 2001, ST population of the state was 6.55%. The male and female population is 2134754 (50.26%) and 2114233 (49.74%) respectively. Literacy rate of Scheduled tribe population is 62.08% with 71.4% and 52.98% male and female literacy rates respectively. In comparison to this, the state level literacy rate is 75.36% with 82.47% and 68.08% male and female literacy rates respectively. However the data of improvement in literacy level between 2001 and 2011 projects different picture. The overall improvement in literacy among ST population was 13.82% as compared to state average of 8.72. Category wise also the improvement is impressive with figures of 11.48% and 16.41% as compared to 6.37% and 11.21% for males and females. As a result the overall gap between state and ST literacy rate has reduced to 13.28 which were 18.97 in census 2001. It is important to note that improvement in literacy level among ST female population (16.41%) is better than registered among male counterparts (11.48%). So this shows that even the significant improvement in the literacy rate is there, the overall the literacy level of ST is still lower than that of state average.

The highest proportion of Scheduled Tribe population is reported from Raichur District (19.03 per cent) and the least proportion is returned from Mandya District (1.24 per cent). The proportion of Scheduled Tribe population is less than 5 per cent in 12 districts, between 5 to 9 per cent in 7 districts and above 10 per cent in the remaining 11 districts.

In agriculture, out of total 6580649 cultivators in the state, 21.84% belong to SC&ST category while out of 7155963 agricultural laborers, 53% are from SC&ST category. In case of female agricultural laborers, SC&ST females' representation is 55% of the total while the per centage for female cultivators stands at 31%. The data shows that large proportion of SC&ST population is engaged in agriculture and mainly as agricultural laborers even though this is not very remunerative. Also most of the SC&ST land holding is less than one hectare which is uneconomical for cultivation.

For housing, the central and state governments have implemented number of schemes but still there are lots of gaps for tribal population. As per Census 2011, overall 60% of households have pucca and 36% kuccha houses in Karnataka. In comparison to this ST households have 50% and 44% pucca and kuccha houses in the state. The overall condition of sanitation is also not good for ST population. Census 2011 data shows that around 16% of SC&ST population in the state has access to toilets. With regard to the accessibility of drinking water among households, overall 44.46% households in Karnataka have

facility within the premises, 37.33 near the premises while 18.21% far away. In comparison to this only 27.19% households have facility within the premises, 45.64% near the premises while 27.17% far away.

Regarding health, the key issues related to ST population are lack of awareness of health issues and lack of health facilities in remote rural areas.

Economically, as mentioned above, tribal population is subsisting on cultivation, agriculture labour, food gathering and sales of MFP and hunting. Majority of the ST cultivators are small and marginal land holder. With comparatively low literacy level, most of the tribal population is facing the problems of unemployment and poverty.

Per centage-wiseResults of ST Students in the HighSchool Examination- 2010 (both Annual and Supplementary Examination),In Karnataka,Kerala, more than 60% of ST Students scoredless than 50% in the High School Examination and pass per centageof ST students in Class 12/HigherSecondary Examination in Karnataka wasbelow 50%. Odisha was the State with the highestnumber of cases under SC/STPrevention of Atrocities Act (1989) with44.16%, Karnataka being the secondwith 12.51% cases.

As per Ministry of Tribal Affairs, In Karnataka, the Koragas of Dakshina Kannada district and the Jenu Kurubas who are concentrated in the districts of Mysore, Chamarajnagar and Kodagu are classified as 'primitive tribes'.

b. Evolution of Panchayati Raj Institutions (PRIs) in Karnataka

Karnataka has been a forerunner in decentralization by establishing local bodies through Mysore Village Panchayats and Local Boards Act and during 1987-88 under a new legislation, The Karnataka Zilla Parishads, Taluk Panchayat Samithis, Mandal Panchayats and Nyaya Panchayats Act 1983 based on the Ashok Mehta Committee's recommendations established a strong system of Zilla Parishads and Mandal Panchayats. (Karnataka, The Karnataka Zilla Parishad, Taluk Panchayat Samithi, Mandal Panchayat and Nyaya Panchayat Act, 1983). This Act also conceived Gram Sabha as a space that provided an opportunity to people to voice their needs and aspiration where elected representatives and the bureaucrats were made accountable to the people for their actions. The three tier decentralized system put in place under the 1983 Act, which preceded the 73rd and 74th amendments to Constitution was radical, in the sense that powers were devolved to the people to govern themselves and PR bureaucracy accountable to people's representatives. Introduction of reservation to women in local government bodies was a path breaker in the country. Preparation of local plans under the aegis of local governments was also introduced. Overall focus was on growth and development, with Mandal Panchayats (which were larger in area than now) envisaged being the growth centers.

Following the 73rd Amendment to the Constitution, the State enacted the Karnataka Panchayati Raj Act, 1993 providing for a three tier structure with Zilla Panchayats at the District level, Taluk Panchayats at the Taluk level and Gram Panchayats at the Village level. (Karnataka, The Karnataka Panchayat Raj Act 1993, 1993). As was mentioned in the 73rd amendment, this Panchayati Raj system was envisaged to ensure local economic development and social justice. Preparation of local plans at various tiers and a district plan were to be tools to achieve this.

There are 5,629 Gram Panchayats in Karnataka with an average population of 7,202. The size of population of Gram Panchayats ranges from approximately 1,400 to 27,000. The three tiers of Panchayati Raj Institution in Karnataka have 95,307 elected representatives, the proportion being one member for 400 peoples. The term of office of *Adhyakshas* and *Upadhyakshas* (Chairperson and Vice-Chairperson) of the Gram Panchayats is fixed for a period of 20 months. Upon completion of the term other members are selected for the positions.

Figure 2-1: Social Category wise and Gender wise distribution of elected representatives in Karnataka
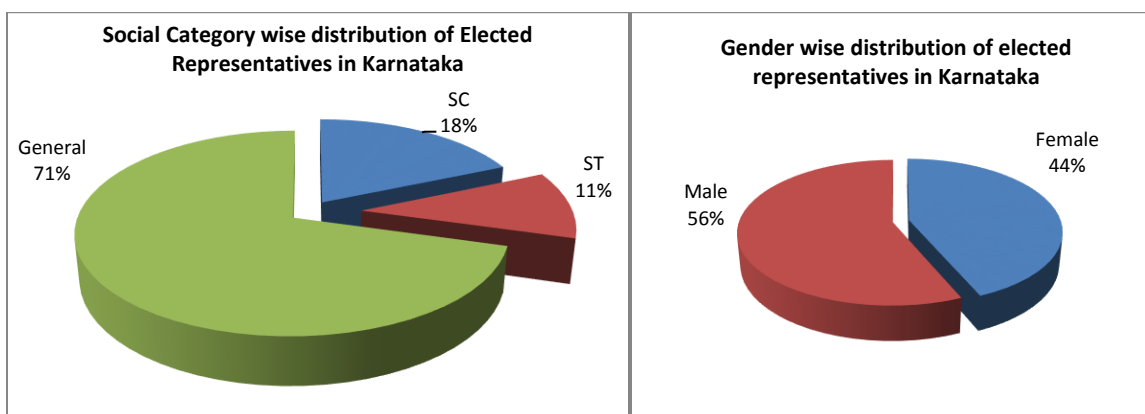
Source: Ministry of Rural Development and Panchayati Raj, 2013

There is a mandatory reservation for scheduled castes, scheduled tribes, other backward classes and woman in Panchayati Raj Institutions. Currently, the proportion of members belonging to scheduled castes, scheduled tribes, woman and other backward classes in Gram Panchayats is 18 per cent, 11 per cent, 44 per cent and 33 per cent respectively. Taluk Panchayats, which number 176, are also elected bodies. There are 30 Zilla Panchayats at the apex of PRIs, one in each district. When the Taluka Panchayats are responsible to guide, supervise and coordinate the activities of Gram Panchayats, and audit their accounts the Zilla Panchayats have similar responsibilities towards Taluka Panchayats.

c. Other Social Groups in Karnataka

Apart from scheduled tribes (as socially excluded groups) in the state, other social groups in Karnataka includes two traditionally dominant (numerically and economically) castes, i.e. the Lingayats and the Vokkaligas, with influence in controlling and managing resources and political influence. The southern part of state is dominated by Vokkaligas and northern by Lingayats. There are, however, some locally dominant castes that are smaller and their dominance is confined to limited areas.

Despite lower proportion of Lingayats and Vokkaligas in the Panchayats in comparison with the Scheduled Castes and Scheduled Tribes, their presence and dominance is far more significant and decisive in the functioning of Panchayats at all the three levels. (Sivanna, 2012)

According to the Nanjundappa Committee- "The Committee constructed a Comprehensive Composite Development Index (CCDI) at the taluk levelusing 35 indicators from 5 different sectors identified 114 taluks as backward and 61 taluks as developed, among total 175 taluks. Further, 114 backward taluks

have been categorised as Most backward taluks (39), More backward taluks (40) and Backward taluks (35). The Committee found that north Karnataka region is more backward in general and Hyderabad Karnataka in particular." Of these, Raichur and Gulbarga regions of northern Karnataka are considered the adversely backward with higher ST and SC population respectively. (Nanjundappa, 2002)

However, looking at its social and economic indicators paints a far from ideal picture. While the state as a whole is generally above the national average, a number of backward districts still account for being outliers to the overall success of the state. These districts are more concentrated in the north of Karnataka (namely Bidar, Gulbarga, Raichur, Belgaum, Bijapur, Dharwad, Bellary and Utara Kannada) as opposed to (Shimoga, Chikmaglur and Tumkur) in the south of the state.

Economic Survey of Karnataka recorded the Implementation of Nanjundappa Committee report recommendations. For example, as per the report(Section of Balanced Regional Development in the Economic Survey of Karnataka, 2010-11), the Special Development Plan(SDP) suggested by the Nanjundappa Committee is being implemented from 2007-08. It is envisaged that the 8 years SDP will be implemented within the time frame of 2007-08 to 2014-15. Comprehensive District Development Plans and Comprehensive Agricultural Development Plans were prepared during the XI plan period for most of the districts to identify development gaps and requirements. The progress of the works under SDP is reviewed at State and the District level every month and a Management Information System (MIS) is developed by National Informatics Centre (NIC) for providing online information about the programmes undertaken under SDP and the physical and financial progress achieved. A Special Head of Account is allotted for schemes under SDP. A Special Cell is established in the Planning Department to coordinate and monitor the implementation process.

Recent studies have well established that Northern Districts of the state are significantly poorer in terms of economic, infrastructure than their southern counterparts. In these "backward" districts the poor, belonging to the religious, tribal and caste based minorities are benefited disproportionately from the progress of the state. Karnataka is often considered as a stark case-in-point of existing structural discrimination. Recently, the persistence of caste-based segregation of children was revealed in primary schools in rural Karnataka by a study by the Centre for Study of Social Exclusion and Inclusive Policy, Mangalore University.(NDTV news item) Around 13.7 per cent of Dalit children surveyed in the State have claimed that their teacher had asked them to sit separately from 'higher caste' children in the classroom. This discrimination exists in all facets of the societal life: education, employment, health, security, property rights, women's rights and participation in governance. While the 'caste system' continues to plague society throughout the country in some way or the other, its influence in Karnataka still seems strong. The Brahmins continue to hold a supreme position in the community. District studies in the South and North of Karnataka show the dominance of two main Castes- the Vokkaligas and Lingayats. At the same time Karnataka is also home to numerous minority communities. In fact there are more than 200 castes (SC as well as OBC) alone who are eligible for reservation in public offices/ government jobs in light of the quota announced by the central as well as state governments around the country.

The discrimination spoken about above briefly exists across most domains of social and professional life: access to education, health facilities, availability of job opportunities, access to public office etc. eg: On comparison of Taluks of Gulbarga district with the rest of Karnataka it was seen that in Gulbarga Talkus have a very low literacy rate. While government programs have been successful in increasing gross enrolment rates the high dropout rates result in a deflated net effect of such policies. Religious minorities, large sections of Scheduled Castes (SC) and Scheduled Tribal (ST) groups, and women still do not have access to many job opportunities and human development. Frequently they occupy a low position in the *(Varna)* hierarchy and they have in general been devoid of traditions of literacy. The informal sector has emerged as the largest job creator for them, characterized by low wages and income insecurity while wage growth is concentrated only at the top end. Further, since they have lagged behind in the pursuit of education, they are often poorly represented in Government jobs and white-collar occupations in general.

d.   Representation of the Scheduled tribes and other socially excluded groups

The most crucial discrimination is in terms of the poor representation of the scheduled tribes and other socially excluded groups in the local governance processes. Karnataka has been in the forefront of the move towards decentralization in governance. This comes out of the worry that programs to solve the problems of exclusion from growth are not performing well. Till the people who are discriminated against fail to have a say, the targeting of programs will continued to be flawed. It is argued that the decentralized local government institutions are eminently suited for service delivery as they can ensure equity and / or equitability in the provision of services (in view of their geographical proximity to the people), inclusiveness, accessibility, transparency, local participation, accountability and sustainability of services. (Tiwari, 2013)Hence Panchayati Raj Institution have been enhanced, upgraded and targeted as the major platform and local plans as the tools through which implementation of the vision of inclusive development is ensured.

However the dominance of certain social classes as opposed to others acts as a hindrance to the quota system used to bolster inclusive development. The PanchayatiRaj institution were intended to enhance the participation in governance of diverse groups of rural people, and to make a change in their living conditions, based on their own contributions to the functioning of the Panchayats. However Karnataka is not the ideal example for the advantages of the same. In a paper contrasting Tamil Nadu and Karnataka with regards to the reservation of seats, in the Karnataka context it was found that the intensity with which the seats which have been reserved are occupied by SC/ST groups is way less than that seen in other states. There is a clear opposition by the dominant class of the reservation for lower classes within the government machinery. Even in those cases where the seats are filled, the dominant classes ensure that the candidates selected are those who would co-operate with leaders of the dominant communities and would not assert their new found status. When the Panchayat members are less educated, politically inexperienced and usually first-time elected members of a political institution, it is easier for members more accomplished in politics and higher in the social-economic hierarchy to control them.(Sivanna, 2012).

Thus it leads to a vicious double cycle which is tough to break. The weak economic and social status of the Scheduled Castes contributes to their fragile political position in the Panchayats. The lack of their

'active' representation in the governance further weakens their economic and social condition by making it tough to make their issues heard and hence being unable to cater to them. Also while the quota system provides them with the chance to break the cycle the dominance of certain classes, presence of "puppet" leaders complicates the problem even more.

In the context of the reservation of seats for both Scheduled Castes/Scheduled Tribes and for women, Karnataka has a distinct history. The system of reservations came into vogue way back in 1874, when the then Princely Mysore State earmarked seats for members of backward classes in the Mysore Administrative Service. Further, it was extended to larger sections of society through successive Backward Classes Commissions. Likewise, it was during the Janata party rule in the early 1980s that 25 percent of the seats in the Panchayati Raj institutionare reserved for women. Therefore, one can argue that the people in Karnataka had already experienced the existence of institutional measures in the form of reservation of seats even before the present Panchayats were set up. That, however, has not made a reservation of seats and president's posts in Panchayats for the Schedule Castes more acceptable to the members of non-Scheduled Caste castes, who also have to contend with the reduction of the number of seats and posts available to them. (Sivanna, 2012). Further in his paper, G Kadekodi (G. Kadekodi, 2007) mentions that challenges in governance have particularly adverse consequences for women – who continue to face neglect within the home and exclusion outside. Women are systematically excluded from decision-making processes.

The weak economic and social status of the Scheduled Castes and Scheduled Tribes, along with other backward classes, contributes to their precarious political position in the Panchayats. As mentioned above, due to political prevalence of upper-castes like Lingayats and Vokkaligas (Srinivas, 1987), the selection of candidates from reserved categories particularly SCs and STs is contorted for their own good.

The dominance of Panchayats by members of the dominant castes is not unusual in Karnataka and, more often than not, it is the dominant individuals from these castes who control the functioning of the Panchayats. At times, these "big men" of the village are not even elected representatives, but their local standing enables them to control the GramPanchayats (Gopalappa, 2003).

In an article by J Manor (Manor, 2007)focus more on the change in Karnataka over the Last Generation focuses that society at the village level has become much less cohesive. As caste (jati) has gone into decline, villagers seeking opportunities have increasingly turned to individuals who can "get things done" And those doing the seeking have also often operated as individuals rather than on behalf of the social

> **BOX1:**
>
> Seats in and offices of Chair persons and Vice Chairpersons of Panchayat bodies, at every level, have been reserved for Scheduled Castes, Scheduled Tribes, Women and Other Backward Classes. The intended empowerment of weaker sections of the society is the vital characteristic feature of Panchayat Raj system in the entire country. The following affirmative action has been taken by GoK to make reservation in all the local – self - Governments.
> - Reservation to SCs and STs in proportion to their population
> - Reservation for Other Backward Classes
> - 1/2 reservation for women in all categories (from 2012)
>
> While the reservation policy gave women, the Scheduled Castes and Scheduled Tribes and backward castes representation in local bodies, they did not occupy positions of leadership such as Pradhan in the mandal Panchayat or Adhyaksha of the Zilla Parishad (Karnataka HDR, 2005).

groups from which they come. Thus, social institutions and groups matter less, and individuals matter more than before. Further he emphasized that Karnataka is today a less quiescent and orderly society, characterized by greater (caste, regional, linguistic, urban/rural and perhaps communal) tensions and, at times, conflicts. And the loosening of hierarchical social bonds has made it possible, for the first time, that class conflict may become important in rural Karnataka.

In his article T Besley ((T. Besley, 2007)found that while reservation is bringing wider participation in politics, it tends to do so by picking elites from among traditionally disadvantages groups.

V Vijayalaxmi(Vijayalaxmi, 2002) observed that elected women representatives do not consider themselves as representing gender interests.Following factors have contributed towards women representatives not taking up women specific issues:
- The constituents did not have any expectation of women's interests being addressed by women.
- Clientelism and Patronage, which are pervasive in local institutions, controlled the way women were engaged in political relations
- De facto politics, where the male family members and elites play an important role in Panchayats(acting for women representatives) reduced the possibility of gender accountability. This prevented the evolution of women representatives into political entities of substance.
- The social and economic disparities among women had a bearing on any conception of common gender interests and inhibited deliberation.
- Gender sensitivity was not a significant part of the government policies and planning.
- There were few organizations that were involved in helping women to coordinate their efforts towards addressing gender interests.

Apart from political highhandedness of these prevalent classes, there is also a social angle to exclusion of backward classes from granting power in PRIs. The social stigma of lower classes being at the 'bottom of society' has resulted in a tendency of intolerance towards people belonging to backward groups being

assigned power. This has been further augmented into a wider debate leading to questioning the awareness and capability of backward groups that is required to be successful leaders.

There is another important aspect to be considered while discussing the effectiveness of quota or reservation system for women and caste groups with reservation of seats – it is the seat of an elected representative which is reserved for each group. Though they belong to the particular group, they are voted to power by all members of the community (not exclusively from that group alone). And they are elected as members of the entire Panchayat. Thus for those who have been elected in reserved constituencies (say, wards), they have triple responsibilities – represent the entire population of the constituency, represent and take up the cause of the entire group of people of the particular group eligible for reservation and finally they are part of a unitary system of Gram Panchayat committee looking after the welfare of the entire Panchayat area. For example, a woman elected member (for that matter an SC or ST member) would represent the entire population of her constituency, take up the cause of all women of the Panchayat and while sitting in the Gram Panchayat committee has to consider the welfare and development of the entire Panchayat. However, these have not been understood in this manner nor any studies have tried to address this aspect.

In addition to this, there also prevails a gender dimension for bias. "In these districts, more so in Gulbarga, a male president rather than a woman is preferred if both are from Scheduled Castes."(Sivanna, 2012)

A Inbanathan (Inbanathan, 2012)examined that most women Presidents had not functioned as de facto Presidents, and men related to them did so instead. For the most part, reservations of seats have only made women nominal representatives and Presidents, rather than effective political leaders. Women presidents also face problems with Gram sabhas (village assemblies). It is the President who has to convene Gram sabhas, and moderate the discussions in the sabhas. This appears to be beyond the present capabilities of most of the women Presidents, who find it difficult to face larger numbers than in a typical GramPanchayat meeting. Most often, it is men who conduct Gram sabhas, rather than the women Presidents.

Another significant cause of adverse incorporation is the domination of castes from economically higher levels. Due to caste based quarrels, development programmes that would benefit the backward classes are usually not taken up by dominant castes. In Gulbarga district, Caste-based discrimination is quite high and members from the weaker sections hardly participate in Panchayat activities. The GramPanchayats have politically influential leaders both within the Panchayat and outside. Although the members of the Panchayat are literate, there was resistance from the upper castes against devolution of political power to the members of the vulnerable communities." (Sivanna, 2012)

According to Karnataka Panchayat Raj Act Amendment Committee (Committee, 2014), Special Gram Sabhas shall be convened for Women, Children and the SC/ST at least once a year. Representative groups of women, the Scheduled Castes and the Scheduled Tribes, and the Farming and the Artisan populations, the youth and the elderly populations etc., within the Gram Sabha may come together as often as may be to hold informal meetings among themselves and outline their needs of the group for

development along with suggestions for meeting them, for being placed before the Gram Sabha at its regular meetings.

The Panchayati Raj Institution have in recent times been embarked upon with more power and responsibilities. This is in line with the recent emphasis on decentralized governance with Zilla Panchayats also emerging as an important administrative unit. Karnataka Zilla Panchayats have been given powers and responsibilities as the key administrative unit for development activities and service delivery since the 80's. These institutions seek to strengthen the execution at the Grass-roots level and ensure benefits truly reach the targeted. Also by ensuring that all communities are well represented within these local councils it ensures that all issues are bought to the forefront. To facilitate this, quotas were initiated for women, Scheduled Castes, Schedules tribes, other backward classes and all minority groups or groups who were unable to get their fair share of representation. These quotas were implemented by both central as well as state government departments.

Notable academics such as Thomas Besley, Rohini Pande and Rao have contributed immensely to this field of public policy research. While their findings were more with respect to quotas for women, their general findings pointed to the fact that quotas improved provision of public goods, reduced corruption and diversified range of public services provided. At the same time a president from the "reserved" group be it Dalits, women etc increased the participation of members of that particular group immensely. In fact they also showed that increase in members from the "non-dominant" group encouraged participation in PRI meets and enhanced political awareness. However they also noticed that a leader from a "reserved" group has half the chance of being re-elected. In fact, they find the presence of a large inertia from the more established section of society.

In the current case in point, Karnataka has been plagued with disparity amongst opportunities available to socially excluded groups among different parts of the state. This is more prominent in the Northern districts of the states. The issues spill over across education, health, livelihood, governance etc. The fairly represented Panchayati raj institution is looked upon as a sustainable solution.

In the Karnataka context one can always take solace from the fact that steps taken the world over to make growth inclusive are sure to pay fruit. At the same time however the success of the process would also depend on how well the other disparities are tackled. For example given that the dominant classes still extend a lot of power even on "reserved" members as mentioned above it is important to ensure people from backward classes eventually get to a social standings which allows them to stamp their authority. Inevitably, as true with any development debate, the importance of equitable access to quality healthcare and education is extremely important to ensure human capital formation and growth of communities as a whole.

e. Legal and Regulatory Framework

GoK is implementing various centrally sponsored and state level programmes through various departments under the tribal sub plan and article 275 (1) and other tribal developmental schemes for the empowerment of tribes under the Social Welfare Department and Directorate of the Tribal Development . Karnataka Scheduled Tribe Welfare Department and Scheduled tribes Development Corporation are implementing various state and centrally sponsored schemes for the development of tribes. In five districts namely Mysore, Kodagu, Dakshina Kannada, Udupi and Chikkamagalur the ITDP are working , nine districts have separate Scheduled Tribe Welfare Department, Rest of the districts Social Welfare Officers are implementing the development programmes

Department of Scheduled Tribes is implementing programmes like coaching and allied schemes, research and training, construction of Ashram, Muraji and residential schools and hostel buildings, upgradation of merit of scheduled tribes students, book bank scheme for medical and engineering students, scholarship for the students are major educational programmes. Besides economic development, Navachethana programme is also taken up for the up-liftment of tribes. Various infrastructure facilities like housing, drinking water supply, electricity, road, health centre, drainage facility etc are provided under the tribal sub plan. Various other government departments/ boards/ corporations are implementing the above programmes for the benefits of the tribal people in Karnataka. For implementation of these activities, GPs assist in identification and implementation of activities by identification of beneficiaries.

Tribal Sub Plan Strategy

In December 1973, the Planning Commission issued guidelines to the State Governments on the preparation of sub-plans for tribal regions within the State Plan. The scheme/programme and projects under the TSP are implemented through Integrated Tribals Development Projects (ITDPs) which were set up in Block(s) or a group of Blocks where ST population is more than 50 per cent of the total population. The twin objectives of the TSP approach are:

- Overall socio-economic development of tribals and to raise them above the poverty level.
- Protection of tribals from various forms of exploitation.

The Scheme of Special Central Assistance (SCA) to TSP was introduced in the Sixth Five-Year Plan. Under the scheme, assistance is given to State Government as an additive to the State TSP. The SCA forms part of TSP strategy towards the larger goal of enhancing the pace of socioeconomic development in most backward tribal areas.

Essential Features of TSP:

To recognize that there is no uniform solution to the variety of problems faced by the tribal regions and communities, and therefore, accept this uniqueness and formulate policies, programs and schemes to suit each individual situation, especially for the vulnerable sections. Evolve appropriate frame for development with emphasis on tribal people at the national and state levels through sub-plan exercise, ensuring adequate quantification from State and Central Plan funds, with budgetary mechanisms (Separate Demand / Major Budget Heads) to ensure accountability, non-divertability and full utilization. Accord highest priority to protective measures for elimination of exploitation of tribal people. Restructure the administrative and institutional setup to suit the local needs and aspirations. Supplement state efforts substantially by the Union Government through Special Central Assistance (SCA).

Although tribal sub-plans have projected total investment, a clear perspective about the longterm strategy for the development of these areas with reference to their resource potential has not yet emerged. In view of this, the long-term objectives have drawn attention to:

- Narrow the gap between the levels of development of tribal and other areas;
- Improve the quality of life of the tribal communities. Among the immediate objectives will be elimination of exploitation in all forms. The flow of funds from the State Plan for the TSP was worked out on the basis of the total population in the Sub-Plan area, its geographical area, and its comparative level of development and of social services.

A special Central Assistance meant to augment the efforts of the state was added to the State Plans on the basis of an accepted formula. In order to provide incentive for adoption of TSP, it is provided in the guidelines for release of funds under Article 275(1) of the Constitution of India and the SCA to TSP such that an amount equivalent to 10 per cent of the total allocation is earmarked and used as an instrument to bring about changes in the institutional framework for adoption of the TSP; this is to be allocated only amongst the states which had released in the previous financial year more than 75 per cent of the approved TSP funds to the implementing agencies through the budget head of the Tribal Development Department of the state.

Central and state governments have made many efforts for the protection of rights and economic development of Tribal communities. Additionally some Operational Safeguard policies of World Bank are also applicable on this project. Brief of these relevant policies and acts has been tabulated below;

Table 2-1: Relevant Act, Policy or government orders; brief overview and applicability to the proposed project

S. No	Act, Policy or Government Order	Brief Overview	Applicability to the proposed project.
National Legislations			

S. No	Act, Policy or Government Order	Brief Overview	Applicability to the proposed project.
1	Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006	The Act recognizes the rights of forest dwelling Scheduled Tribes and other Traditional forest dwellers over the forest areas inhabited by them, provides a framework for recording the same.	This Act is particularly relevant, and will be applicable to the GP with large proportion of tribal population where block grant may be used on lands inhabited by tribals. Since proposed project provides benefits to community member as whole (not to individuals), therefore it will be important to understand land title (forest or revenue) before planning any construction activity.
2	Traditional Forest Dwellers (Recognition of Forest Rights) Rules 2007	The Act provides three kinds of rights to Scheduled Tribes and Other Traditional Forest Dwellers: Land Rights: Right to continue cultivating land (less than or equal to four hectares) where they have been cultivating prior to 13 December 2005 Use Rights: Provides for rights to use and/or collect a) minor forest produce (*tendu patta*, herbs, medicinal plants) that has been traditionally collected, b) Grazing grounds and water bodies, c) Traditional areas of use by nomadic or pastoralist communities Right to protect and conserve: Gives the community the right to protect and manage the forest. The Central Government can provide for diversion of the forest for infrastructural facilities managed by Government which involve felling of trees not	GPs located near forests (tribal areas) would take up activities like roads, schools, anganwadis, community halls, drinking water facilities, toilets etc. that might require felling of trees. The GP should take approval from forest department through Range Officer in such cases.

S. No	Act, Policy or Government Order	Brief Overview	Applicability to the proposed project.
		more than 75 per ha such as schools, hospitals, fair price shops, drinking water, irrigation, water harvesting structures, non conventional sources of energy, roads, vocational and skill training centres, community centres etc.	
3	Extension of Panchayati Raj to Scheduled Areas (PESA) 1996	The Act provides for extension of the provisions of part IX of the Constitution relating to the Panchayats to Scheduled Areas. The Act allows greater recognition to tribal economic and sociocultural systems, autonomy for local governance and control over natural resources inscheduled areas of the country.	Any project intervention should honourand maintain the autonomy of the tribals. Applicable as project needs to take prior informed consent for project interventions to ensure that it doesn't impact their relationship with natural resources, tribal economy and socio cultural systems. .
4	The Protection of Civil Rights (PCR) Act 1955	Un-touchability was abolished and its practice in any form was forbidden following Article 17 of the Constitution. The Protection of Civil Rights Act, 1955 was enacted in order to enforce this Constitutional provision.	GPs under the project area have significant tribal population. This act provides equal status and respect to Social Tribes so it is applicable to the proposed project.
5	The Scheduled Castes and Scheduled Tribes (Prevention of Atrocities): POA Act, 1989	The main objective of the act is to prevent the commission of offences of atrocities against the members of the SCs and the STs, to provide for Special Courts for the trial of such offences and for the relief and rehabilitation of the victims of such offences and for matters connected therewith or incidental thereto.	Act provides protection to tribal population which is the target group of this proposedproject.
6	Scheduled caste and Scheduled Tribes (Prevention of Atrocities) Rule, 1995		
7	The Prohibition of Employment as Manual Scavengers and their Rehabilitation Act, 2013.	Act states that the State shall protect the weaker sections, and, particularly, the Scheduled Castes and the Scheduled Tribes from social injustice and	Tribal population gets protection under this act so this is applicable to proposed project.

S. No	Act, Policy or Government Order	Brief Overview	Applicability to the proposed project.
		all forms of exploitation	
8	Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) 2005	This act aims at enhancing the livelihood security of people in rural areas by guaranteeing hundred days of wage-employment in a financial year to a rural household whose adult members volunteer to do unskilled manual work creating community assets and infrastructure.	All the 2815 GPs under the proposedproject area belong to 'most backward and 'more backward' talukas. Most of the households with unskilled inhabitants in these GPs belong to Social Tribes and fall under BPL category. So this programme is one of the livelihood sources for them. Social audit is the main component of the programme which provides opportunity to poor and social tribes to be aware of their rights and entitlements and encourage them to participate in decision making and programme monitoring.
9	Right to Information Act 2005	Under this act any citizen can request information from a public authority (a body of Government) and this body is required to reply within 30 days. The Act requires every public authority to computerizetheir records for wide dissemination and to proactively publish certain categories of information minimally.	Proposed project promotes transparent system of identification of beneficiaries and disbursements of all the benefits at GP level. It also has systems in place for the transparent redressal of grievance made by any person.
10	Protection of Child Rights Act (2007)	The Child under this act is defined as a person under 18 years age group. This act ensures that all laws, policies, programmes and administrative mechanisms are in consonance with the child rights enshrined in the Constitution of India and in the UN Convention on the Rights of the Child.	Child rights in all the GPs under the project area will be protected by focusing on their proper education and ensuring no child labour.
State Legislations			
1	The Karnataka Scheduled Castes Sub-Plan And Tribal	This act envisages allocation of state plan outlay to be in proportion to the population of SCs and STs;	The act puts in place an institutional mechanism for preparation, implementation and monitoring of

S. No	Act, Policy or Government Order	Brief Overview	Applicability to the proposed project.
	Sub-Plan (Planning,Allocation And Utilization Of Financial Resources) Act, 2013	to make allocated funds non-divertible; to spend for the schemes directly benefiting the SCs and STs people and other matters.	the sub-plans. The mechanism includes setting up of a state-level council for the welfare of the SC/STs headed by Chief Minister. The council will advise the government on policy matters relating to SC/ST sub-plans and to set up a nodal agency headed by the Social Welfare Minister at the state level, which would prepare the SC/ST sub-plans. There will be district-level committees headed by deputy commissioners to implement the sub-plans.
2	The Karnataka Scheduled Castes and Scheduled Tribes (Prohibition of Transfer of Certain Lands) Act, 1978	An Act to provide for the prohibition of transfer of certain lands granted by the government, to persons belonging to the scheduled castes and scheduled tribes in the state, which means any land granted to the landless agricultural labourers belonging to scheduled castes and scheduled tribes, cannot be purchased	Land of tribal population is protected under this act which ensures the livelihood for them through agriculture.GPs officials plays important role in ensuring the same.
3	The Karnataka scheduled castes, scheduled tribes and otherbackward classes (reservation of appointment etc) act, 1990.	The reservations in favour of Scheduled Caste/Scheduled Tribes is available in the Constitution. This act extends statutory support to the constitutional right of STs.	Act creates reservation provisions for tribal population so applicable to proposed project.
World Bank Safeguard Policies			
1	Indigenous Peoples (OP 4.10)	The key points are; - Bank-financed projects should include measures to avoid potentially adverse effects on the Indigenous Peoples' communities. - The borrower undertakes a social assessment to evaluate the project's potential positive and	The proposedproject area covers 2815 GPs out of which 1340 GPs are of 39 'most backward talukas' and 1475 GPs of 40 'more backward talukas'. These talukas are inhabited by tribals including primitive groups and hence needs to ensure informed consultation, broad community support and

S. No	Act, Policy or Government Order	Brief Overview	Applicability to the proposed project.
		adverse effects on the Indigenous Peoples, and to examine project alternatives where adverse effects may be significant. - The borrower provides the affected Indigenous Peoples' communities with all relevant information about the project (including an assessment of potential adverse effects of the project on the affected Indigenous Peoples' communities) in a culturally appropriate manner at each stage of project preparation and implementation	inclusion oftribals in participation, decision making and benefit sharing activities of Gram Panchayats. No adverse impact on Tribals are anticipated under the proposed project.
2	Physical Cultural Resources (OP 4.11)	Physical cultural resources are defined as movable or immovable objects, sites, structures, groups of structures, and natural features and landscapes that have archaeological, paleontological, historical, architectural, religious, aesthetic, or other cultural significance. Physical cultural resources may be located in urban or rural settings, and may be above or below ground, or under water. Their cultural interest may be at the local, provincial or national level, or within the international community. The Bankassists countries to avoid or mitigate adverse impacts on physical cultural resources from development projectsthat it finances	.This does not apply as no adverse impact is anticipated on any physical resource of cultural importance on scheduled tribes residing in project area covering 1340 GPs of 39 'most backward talukas' and 1475 GPs of 40 'more backward talukas'

Other central and state sponsored **schemes and programmes for ST populations** are;

1. Special Central Assistance to Tribal Sub Plan
2. Grants under Article 275 (1) of the Constitution of India

3. Scheme of Strengthening Education among Scheduled Tribe (ST) Girls in Low Literacy Districts
4. Centrally Sponsored Scheme of Hostels for ST boys and ST Girls
5. Establishment of Ashram Schools in Tribal Sub-Plan Areas
6. Vocational Training in Tribal Areas
7. Pre-Matric scholarship for ST students
8. Post-Matric scholarship for ST students
9. Upgradation of Merit of ST students
10. Rajiv Gandhi National Fellowship for STs
11. Scheme of National Overseas Scholarship for STs
12. Top class education for ST students
13. Market development of Tribal Products/Produce
14. Grant in aid to STDCCs for MFP operations
15. Minimum Support Price (MSP) to Minor Forest Produce (MFP)
16. Research, Information and Mass education, Tribal Festivals and others

3. INDIGENOUS PEOPLE: THE STATUS QUO

This chapter elaborates the key observations from the discussions conducted at the field level. The study team interacted with officials and elected representatives at Taluk Panchayats, Gram Panchayats and the community members at villages.

a. Awareness about PRI among various groups

Awareness about functions and relevance:

Decentralization becomes more effective when the community members have the capability to understand the functions and relevance of Gram Panchayat system and effectively participate in the processes. While there was moderate[7] level of awareness about the roles and responsibilities of PRIs among the respondents from more and most backward taluks of the state, it was found to be very low[8] in the northern region[9]. (Refer to Obligatory functions of Panchayats in Karnataka in Annex 5) The awareness about their rights, especially right to receive information on services was found to be very low[10] across areas covered by the study. Responses revealed that most of the members have approached the Panchayat Office at least once for availing various services such as certificates, ration card, pensions and availing benefits of schemes etc. The responses of the ST/ Primitive Tribe community members varied with regard to the outcome of the visits, but no specific pattern was observed specifically on the basis of regional or social and economic backgrounds. The conclusion of discussions with stakeholders revealed that illiteracy plays a key role in deciding the awareness levels of ST. Lack of literacy prevents the ST community members from approaching PRIs for accessing their benefits and understanding the schemes to a great extend. It is obvious that an illiterate person feels inferior in various platforms to speak and seek clarification on their doubts.

Awareness about Schemes and Programmes:

Majority of the people are aware only about the schemes (like MGNREGA, IAY, social welfare department schemes etc)for which they received some benefits. The source of information about various schemes and programmes are limited to Gram Sabhas, Ward Sabhas and information given by the ward members. There is lack of any established system for information dissemination about various schemes and programmes. Across regions MGNREGA is known to most of the community members as many of them benefited from the scheme. Apart from MGNREGA, the awareness about various schemes and the benefits under the schemes seem to be limited across the state but comparatively very low in north Karnataka.

Information Education and Communication (IEC) is a major measure advocated across all sectors for increased awareness about schemes and programmes. Most of the schemes always by design usually

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[7]Aware about some of the roles and responsibilities of elected representatives

[8]No proper awareness about the roles and responsibilities of elected representatives

[9]Thisis based on the observation from this study. This could be validated through further research.

[10]The community members seem to be not awareabout the duty of the Panchayat for disseminating information through various channels and ensuring that the information reached to all groups within the society.

allocate a specific per cent (1%-3%) of funds for IEC activities. In most cases there will be a broader guideline for spending the funds allocated under IEC which include activities such as wall writing, pamphlet printing etc. IEC is carried out mostly with an attitude of 'ticking the checklist' attitude and mostly not carried out with any strategic orientation. This would benefit the community if the specific portion of the funds could be contributed for a cluster level or Taluka level initiative for organizing street plays or any other such creative activity which will be more interesting than a pamphlet and at the same time will clearly convey the message even to the least capacitated community member.

As mentioned earlier, illiteracy and lack of capacities to gather information from Panchayats is a key aspect contributing to exclusion. Even if poverty stricken ST community member is aware about the existence of a scheme where they can get houses constructed, their lack of capacity prevents them from going to Panchayat Office or consulting the Ward member for seeking right information and getting their name listed for consideration. Information shared during the Ward Sabha (if conducted) is the only platform for receiving information..

After numerous capacity building and knowledge building initiatives, there are still instances where the elected representatives lack the basic knowledge about the procedures. There were number of instances where the husbands of women elected representative being identified as elected representatives by the community members.

Table 3-1: Obligatory functions of Panchayats, Real activities, Gap and Needs to be done

Obligatory functions of Panchayats	Real Activities	Gap	Needs to be done
It shall be obligatory on the part of a Grama Panchayat in so far as the Grama Panchayat fund at its disposal will allow, to make reasonable provision within the panchayat area in regard to the following matters, namely:- (i) providing sanitary latrines to not less than ten per cent of the households every year and achieve full coverage as early as possible; (ii) constructing adequate number of community latrines for the use of men and women and maintaining them; (iii) maintaining water supply works either on its own or by annual contract by generating adequate resources; (iv) revising and collecting taxes, rates and fees periodically which are leviable under the Act; (v) ensuring universal enrollment of children in primary school; (vi) achieving universal immunisation of children; (vii) ensuring prompt registration and reporting of births and deaths; (viii) providing sanitation and proper drainage; (ix) construction, repair and maintenance of public streets; (x) removing encroachments on public streets or public places; (xi) providing adequate number of street lights and paying electricity charges regularly; (xii) filling-up insanitary depressions and reclaiming unhealthy localities; (xiii) destruction of rabid and ownerless dogs; (xiv) maintenance of all community assets vested in it; (xv) maintenance of records relating to population census crop census, cattle census, census of unemployed persons and persons below poverty line; (xvi) earmarking places away from the dwelling houses for dumping refuse and manure.	Most of the PRI representatives are recently elected for their new role. Although they have little bit knowledge about the PRI obligatory functions, however granular details are never emphasized. Many of the obligatory functions are seen as work of line department with no control on the physical and financial allocations. This leads to lack of ownership and disconnection with line department	Gap can be seen in terms of • Lack of knowledge and responsibility sharing for development of GP • Less orientation about the convergence with line departments • No active platform to share needs of GPs with line departments	• Regular capacity building of the new elected PRI representative • Regular convergence meeting at GP, Taluk level and Zila level with clear cut plan of action, timeline and agency responsible • Active participation of line department officials in Gram Sabhas to understand needs and requirement of community members especially excluded groups and prepare joint action plan with PRI representatives

Obligatory functions of Panchayats	Real Activities	Gap	Needs to be done
(xvii) protecting the biodiversity (2) The Grama Panchayat may also make provision for carrying out within the panchayat area any other work or measure which is likely to promote the health, safety, education, comfort, convenience or social or economic well being of the inhabitants of the panchayat area.			

b. Status of Inclusion & Exclusion in Gram Panchayat Functioning

As Gram Panchayats are the bodies accountable for the Governance at the local level, they have the responsibility to ensure that decision making and programme implementation are carried out with effective participation and inclusion of all community members. Gram Panchayats are expected to adhere to the predefined guidelines of various schemes in their day to day functioning. Major decisions related to the functioning of Gram Panchayats are made during the monthly meetings of Gram Panchayats. Elected representatives in their discussions mentioned that it is not possible for any Gram Panchayats to exclude any specific community members especially Scheduled Tribe as there had been lot of reforms and the social outlook of people have changed to a great extent. According to them the main challenge is availability of scarce resources to satisfy the needs of the community members. Discussions with Taluka Panchayat officials revealed that there are pockets in the North Part of Karnataka where tribe based exclusion is still in practice but it is very much limited to marriages and religious activities. When it comes to issues related to Governance the practice of exclusion is not much evident.

In none of the Panchayats visited, study team did not observe any discrimination / exclusion among the elected representatives on the basis of tribe and socio economic backgrounds. During interactions with elected representatives from backward communities, none of them responded that they ever faced any exclusion from other elected representatives. While some of the elected representatives from ST mentioned that reservation played a key role for them becoming elected representatives others responded that they have contested in election without reservation also.

c. Status of Coordination with Village Forest Committees (VFCs)

As part of law, it is proposed that VFC shall be formed for a part of a village, a village or for a selected group of villages. Every adult member within the jurisdiction of VFC and interested in conservation, development and management of forest is eligible to become a member of the General Body of the VFC. The Villagers interested in participating in the scheme of JFPM appoint a few promoters to facilitate the constitution of VFC. The promoters approach the Range Forest Officer (RFO) concerned and declare their intention to participate in the JFPM programme with a list of interested villagers.The RFO submits the proposals for registration of VFC to the Deputy Conservator of Forests (DCF) having jurisdiction over the area. VFC is registered as Associations under the Karnataka Forest Act by the respective DCF (Territorial). During discussion with community members it is learnt that VFC assist the Forest department in planning, protection, conservation and development wastelands. Further VFC access the funds from government, Forest Development Agency (FDA) and other development agencies for implementation of plans. There was an initial burst of activity in February 2008, when Forest Rights Committees were constituted in several districts of southern Karnataka. In some areas Committees were constituted without even holding a gram sabha. Elected representatives and local organisations protested to demand the cancellation of these Committees.

It was observed that village forest committees plans a critical role in establishing linkages with forest department and addressing issues concerning to the tribal inhabiting in forest areas. Due to lack of clarity about roles and responsibility and convergence with line departments, VFC is not able to function to its fullest capacity.

d. Status of participation of various groups in Ward and Gram Sabhas

Dissemination of Information

Gram Sabhas and Ward Sabhas are organized by the Gram Panchayat as per the guidelines. Information about Gram Sabha is disseminated through public announcement (*mike announcement*), distribution of pamphlets and house visits by village volunteers. While evidence of distributing pamphlets was found in some of the Panchayats, in few Panchayats even though it was mentioned as a method for information dissemination, no pamphlets were distributed for the recent Gram Sabhas. Interactions with the community members revealed that they have come to know about Gram Sabha meetings through the mike announcements and information received from their ward members.

Awareness about Ward Sabha and Gram Sabha

Officials and elected representatives at most of the visited Panchayats elaborated about the enormous participation of people from various economic and social backgrounds in Ward Sabhas and Gram Sabhas. Ward Sabhas, organized at village level witnessed more participation from all groups of the society as the meeting is organized within the hamlets where people reside. The women members from the community also participate in the Ward Sabha meetings. The Ward Sabhas are used as platforms to identify ward/ village level needs which are to be brought to the Gram Sabhas.

Overall Participation in Gram Sabhas and Ward Sabhas

Participation in Gram Sabha by community members mainly depends on 1) perception about gains under some schemes and programmes; and, 2) proximity to the meeting venue. Other than the leaders of the dominant caste with higher land holdings, most of the people live in the villages are daily laborers. Agriculture fields and construction sites provide livelihood for most of the rural population across the state. Therefore people who are actively involved in daily labor are not willing to give up a day's wage to participate in Gram Sabha until and unless they perceive substantial benefits from Gram Sabha. Considering proximity to the meeting venue as a factor, Ward Sabhas are well attended as they happen within their hamlets. During household survey it is observed that 31% of respondents have participated in ward sabhas in their respective GPs. And approximate 68% of respondents have not participated in any of the ward sabha meeting in last one year.

Participation in Gram Sabhas and Ward Sabhas by SC/ST Community members

Participation in Gram Sabhas by SC/ST community members also found to be very low. Even though no Caste based non participation was observed during the study, lack of awareness about the importance of participation in Gram Sabha and lack of awareness about the benefits from Panchayat was observed as a reason for non participation by these groups. As discussed elsewhere in the report one cannot expect hundred per cent participation from a community however, it is important to ensure adequate representation from this groups and their concerns in the decision making process. The participation in Gram Sabha by SC/ST community members in central and southern part of the state is better in comparison to the participation of SC/ST community members in the Northern part of the state. The study did not find any instances of not allowing SC/ST members to participate / speak in Gram Sabhas or interrupt them while they speak. However it was evident from the discussions that they lack the

confidence to speak in forums like Gram Sabhas in the presence of socially, politically and economically dominant members of the community.

Discussions also revealed that the decisions made / works identified in Gram Sabha are not finalized then and there but in the monthly meetings of Gram Panchayat where new works also included and some of the works listed in Gram Sabha gets excluded. The community feels that the system of Gram Sabha has somewhat lost its charm for gathering people together and decide on the development process at the village level.

The strategy to reserved president's seat for ST population and females has worked in the sense that the tribal population is getting the significant position in the decision making. However in the field research it was found that most of the heads and even panchayat members, especially females, were not interested in this role and acting as a figurative head rather than active participants. Few of them also mentioned the reason to be in the post is reservation only. In GP closer to the district headquarters, the active participation level of the community was very high. However they lacked awareness about their roles and responsibilities as well as about the government run schemes. In all the GPs visited, the key issues discussed were housing, drinking water, cemented & concrete roads and toilets. The female members in each panchayat, when specifically asked, predominately talked about toilets at home or constructing community toilets and drinking water whereas males talked about CC roads and housing. In general everywhere the tribal community members acknowledged having bank accounts (with only male members using the ATMs) and mobiles. As such no discrimination in terms of having electrical and drinking water connections, accessing irrigation facilities, availing anganwadi; healthcare or education facilities were found during the field research. During interaction with household members, it is observed that 56% of households are availing banking services and 5% of households are availing MGNREGA payments.

During household survey it is observed that 65% of respondents have not participated in gram sabhas in their respective GPs.

Special Gram Sabhas

Apart from the two mandatory Gram Sabhas, special Gram Sabhas (Women and Children) are also organized in the Panchayats. However special Gram Sabhas for Women and Children were not much evident in the north part of Karnataka. Discussions revealed that Women Gram Sabhas and Children Gram Sabhas were organized as a result of the directives from the State with the approach of 'ticking the box'. The study observed a complete absence of understanding about the relevance of these special Gram Sabhas and any formal system in place to bring the discussions and issues raised by these Sabhas to the attention of the formal Gram Sabha meetings. The special Gram Sabhas are relevant in the sense that Women and Children get an exclusive opportunity for them to raise the issues they face. The only drawback with the special Gram Sabhas is that a special Gram Sabha could only identify possible solutions for the issues raised in the Gram Sabha. The final decisions are to be made in the general Gram Sabha. Effective representation of all groups in the general Gram Sabha would serve this purpose to a greater extend as the issues could be resolved at the Gram Sabha itself. Otherwise these special Gram Sabhas should have appropriate mechanisms in place, specific agenda identified, capacities built,

process facilitated and considering the recommendations from these special Gram Sabhas as mandatory and non-negotiable in the general Gram Sabha.

e.   Management of resources

Planning Process

The guidelines of all schemes and programmes have got clear directions for utilization of resources in an inclusive manner. Most of the schemes have got specific allocation for SC/ST and other marginalized social groups. The awareness about the allocation is very low[11] among the members of the community. The Ward Sabha identifies the needs of the specific ward and brings it to the consideration of Gram Sabha. The Panchayat develops annual plans for each scheme based on the guidelines in Gram Sabhas by prioritizing the needs identified by Ward Sabha, and submit the same to the Taluka for verification and approval. The Executive Officer of the Taluka Panchayat ensures that the planning for each scheme has been carried out based on the guidelines and approves the same.

Perception of the community about Planning Process

Having said that the plans are developed in Gram Sabha, the study observed that most of the time the final decisions are not made in Gram Sabhas. The works identified and prioritized under each scheme in Gram Sabha are discussed in the monthly meetings of Gram Panchayats and based on the negotiations among elected representatives the plans are finalized. The community feels that during these monthly meetings the list of beneficiaries and works listed in Gram Sabha are changed before finalization. Hence there is a perception among the community members that the management of resources are based on the interest of the elected representative or the political stand of certain group of people. The study team interacted with many such beneficiaries who feel that the list made at the Gram Panchayat should be final and no changes should be allowed to the list.

Fund availability issues

The key sources of income for a Gram Panchayat consist of grants from State Finance Commission, Central Finance Commission, Centrally Sponsored Schemes, State Sponsored Schemes and Own Revenue Sources. Interactions with Panchayats revealed that the major contribution towards the Panchayat funds comes from MGNREGA. Rest of the funds are nominal while considering the 'wish list' of the community members for a Panchayat with households of about 800-1200 households. The issue becomes complex while the Panchayat needs to select beneficiaries for a scheme where there is a provision to provide toilets for 10 households without toilets when around 100 households in the Panchayats lack toilets. Elected representatives responded that in such situations prioritization of beneficiaries will become very difficult. Other development activities also suffer in the same way as the Panchayat is not able to address various issues from different localities within the Panchayat due to lack of enough untied funds. These can be addressed to some extent if there is a long term plan prepared with timeline, with possibilities of multiple sources and priority list for a long term. This is to be supported with clear prioritization and grading criteria. While all the eligible persons would find their names in this list, the more eligible will get the benefits before others.

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[11]Not aware about the specific allocation for SC/ST

Inclusion – Exclusion in Management of Resources

The picture of inclusion exclusion scenario in terms of sharing of resources becomes clearer while looking at the selection of beneficiaries for various schemes and programmes. The Panchayats always make sure that they adhere to the guidelines on specific allocation of funds for SC/ST communities. However while selecting the beneficiaries for that specific allocation; there are no specific directions for identification of the beneficiaries from the target group. As per the guidelines there would be eligibility criteria and if one falls within this, s/he would get into the list though there would be more eligible persons if there would have been prioritisation criteria. Hence the interested parties of the elected representatives get selected. This paves way for exclusion of eligible beneficiaries. While there are beneficiaries who never participated in Gram Sabhas, there are people who participated in repeated Gram Sabhas but yet to be selected as a beneficiary.

The case becomes worse when it comes to prioritizing various other development activities like road; water etc. where the final prioritization is done at Gram Panchayat Samithy level where dominant groups make the decisions to the advantage to their localities. However, as mentioned earlier, this issue can be addressed if there is a long term plan which covers all the issues and needs, then a matrix on level of seriousness of the issue and another on ranking for priority. The guidelines for the preparation of these matrices can be developed for each type of activity (like public water facilities, irrigation system, street lighting, culvers and bridges, Anganwadi Centers, health centers etc). These are to be followed by instituting community based monitoring system. These processes require the building of capacities upto the community level, handholding and facilitation and proper monitoring in the initial years. During interaction with households it is observed that app 8% households have access to water supply system in their premise. Majority of it is near to their premises i.e. 59%

f. Awareness about systems for transparency and accountability

Grievance Redressal Mechanisms

In an event of any complaints with regard to planning and implementation of programmes in Gram Panchayat, a community member can initially approach the Panchayat Development Officer (PDO) or Adhyaksha (Chairperson) of Panchayat. If the petitioner is not satisfied with the response he/she can escalate the issue to the Executive Officer at the Taluka Panchayat. Discussions with community members revealed that they are not aware about any formal channels to raise issues. Even if they have complaints they raise the issue with their ward members and the problem gets resolved for some time based on the assurance that their issue will be considered in the upcoming meetings. In most of the cases the issues do not get resolved which affects their trust in the system and ends up in non-participation in the activities of the Panchayats. This calls for increased awareness about the grievance redressal mechanism and addressing any gaps in the existing mechanism. As mentioned elsewhere in the report, IEC, if planned and implemented strategically can be an effective tool for the same.

Jamabandi

The officials and elected representatives highlighted Jamabandi / social audit (MGNREGA) as the measures for transparency in the GP functioning especially related to utilization of funds under various schemes. Those who participated in Gram Sabhas also recollected the disclosure of income and

expenditure during Gram Sabha meetings, however they lack the sufficient capacity to analyze and raise questions.

Social Justice Committee

Social Justice Committee is formed in most of the Panchayats visited by the study team. However there is no clarity about the roles and responsibilities of the committee among the committee members itself. This issue seeks urgent attention as the elected representatives who are members of Social Justice Committee are not aware about the mandate of the committee. The community members in none of the Panchayats are aware about the existence of Social Justice Committee in their respective Panchayats. This underlines the need for focused interventions to revive Social Justice Committees in GPs as capacitate the committee members while increasing awareness of the community members about the mandate of social justice committee.

g. Concerns with regard to inclusive planning

The groups which are typically excluded are the economically weaker sections, community members without any inclination to the political parties, and those who are not 'well connected' to the elected representatives and officials. (Not on the basis of social affiliation) While it is true that all sections of the community have equal access and role in the planning process, there are a few groups who would get advantage in spaces of participation and decision making. The groups which get such roles and spaces are the dominant groups such as members of political parties or people of their interest, relatives / close aides of elected representatives and officials or those from the dominant social groups. Apart from this there is a perception among community members that corruption plays a key role while selecting individual beneficiaries for projects.

The study could not find much evidence for caste based discrimination in beneficiary selection of individual benefits. This is because the guidelines of most schemes and programmes have laid out specific allocations for SC/ST groups while selecting beneficiaries and areas within the GP for any interventions. Excluding SC/ST groups beyond a certain point during planning is not possible even if there is no representation from these communities as the specific allocation laid out in the guideline calls for strict adherence. As the new Social Inclusion legislation is also enacted the GPs will be more diligent to ensure these allocations. The marginalized groupswho occupy weak positions in social andeconomic hierarchy are the excluded ones primarily due to lack of ability to stand up and speak for themselves. This happens even within the groups like SCs and STs. Thus the economically and socially marginalized sections of the society have limited role and say in various platforms including Gram Sabhas. It is equally important to accept the fact that the poorest people from the dominant castes also are being excluded due to similar reasons. For ensuring the equitable sharing of the benefits of development ensuring effective participation of marginalized groups in all spectrums of PRIs is necessary.

In order to ensure effective inclusive planning at the grassroots level there is need for representation of people from all groups of the society in Gram Sabhas. The reservation of seats for women has increased opportunities for women but does not guarantee effective participation of women. Male domination

was evident in most of the areas covered under the study. The role of women elected representatives is only as silent spectators in meetings. Majority of the women elected representatives did not contest elections based on their own interest but up on the interest of their husband or family members. There are instances where the husbands / family members of women representatives participate in meetings and carry out the duties of the representatives. The women members in the community seem to have very limited awareness about the aspects related to Gram Sabha. Even though there are Self Help Groups (SHGs) for women, the activities are limited to thrift collection. Even the leaders of SHGs are less motivated to attend meetings because they do not expect any gain from such meetings but lose their one-day wage.

h. Roles of Taluk Tribal Welfare officers

GoK, through Social Welfare Department, formulated various programmes and schemes for the upliftment of Scheduled Castes and Scheduled Tribes (hereafter mentioned as SC & ST) especially for their socio-economic and educational advancement. Today, the Commissioner of Social Welfare takes care of the welfare of Scheduled Castes and the Director of Tribal welfare takes care of the welfare of Scheduled Tribe people at the State level.

To implement various schemes and programmes, both Central and State Government provide funds. Though some of the schemes are funded either wholly or partly by the Central Government through the Special Central Assistance, Centrally sponsored Schemes under Special Component Plan and Tribal Sub Plan, majority of the schemes are funded and implemented by State Government alone.

The schemes are implemented broadly at three different levels, one at State level (Social Welfare Commissionerate/ Director), other at District level (Zilla Panchayat) and few at the Taluk Panchayat level. These schemes cover the main priority sectors; Education, Employment, Housing, Irrigation, etc.

At the State Level, the Department of Tribal Welfare is functioning as the Head of the Department . All the Programmes of the Social Welfare Department at the District Level are being implemented by the Zilla Panchayats. The District Social Welfare Officer / ITDP Cordinator is Head of Social Welfare / Tribal Welfare at the District Level and he/ she assist the Chief Executive Officer of Zilla Panchayat in implementing the Social Welfare Programmes/ Tribal Development scheme.

Taluk Social Welfare Officer / Taluk Tribal Welfare Officer is the Head of the Taluk Social / Tribal Welfare Office and he works under the control of taluk Panchayat and assist the Executive Officers, Taluk Panchayat and District Social Welfare Officer/ ITDP Coordinator of the District for the implementation of Departmental Schemes.

Since Taluk Tribal Welfare officers are in transition in visited taluks, Taluk social welfare officers are being transferred to Tribal Welfare Officer Position. They play critical role in implementation of tribal welfare schemes and programs and also monitoring of same to ensure proper utilization of fund for the benefits of tribals. During discussion it was observed that due to limited resources, the monitoring visits are not being undertaken on regular basis. It was also emphasized during meeting the fund allocated for welfare of tribals are being utilized only for this purpose only.

4. POSITIVE DRIVERS;CHALLENGES, BARRIERS TO CHANGE

a. Reform initiatives

The Panchayat systems in Karnataka witnessed a number of reform initiatives in comparison to most of the other states. While some of the reforms were initiated at the centre Karnataka was quick to enact the same. The key reform initiatives for ensuring inclusion of various social groups are as follows:

Planning process: The local planning lead by Gram Panchayats has been in vogue since the formation of new generation Gram Panchayats in Karnataka following the 1983 legislation. In the initial stages, the approach was to collect wish lists from the villages and developing them into local plans at the Mandal Panchayats (which were larger than the present Gram Panchayats). The focus was to develop Mandals as 'growth centers'. Since the 73rd

> **BOX 2: CHALLENGES, BARRIERS TO CHANGE**
>
> **Multiple Plans**
>
> A drawback of the current planning process is that each scheme requires separate plans. This makes planning a mundane exercise and many a time made a ritual. This presently there is no system for integration of planning process for various schemes and programmes in to a single plan for the Panchayat.
>
> **Proxies in reservation**
>
> As mentioned elsewhere in the report, the reservation of seats for women has opened up opportunities for women in Panchayats to be agents of change in their communities. However in most of the cases the male domination prevails and the women elected representatives are not empowered enough to perform their functions.
>
> **Rotation of reservation**
>
> Accelerated rotation of reservation has been adopted in Karnataka, with the leadership terms of Presidents and Vice Presidents made as 20, 20 and 30 months for ZPs, TPs and GPs respectively. This we feel prevents the usually excluded groups who have attained certain positions in the Panchayat to get empowered as the time is too little for them to learn and act.
>
> **Beneficiary Selection**
>
> While the guidelines for are specific allocations for backward communities are followed during the planning process, there are no specific guidelines for selection of beneficiaries from the specific communities. Hence there is a higher chance of the powerful individuals within the specific community gets the benefits because of their political inclination or proximity to the ward

constitutional amendments in 1993-94 and subsequent Karnataka legislation, local economic development and social justice were considered as the major objectives of Panchayati Raj in the country and state. As devolution in terms of functions and funds were initiated, local plans too were reintroduced, this time with multiple levels of plans leading to district plans. Plans started from the GP level, with Ward Sabhas and later Gram Sabhas as the platform for participation of the community members. Wish lists from the Ward Sabhas were to be consolidated at the Gram Sabha level and finalized. Focus was on local development, of course with multiple sectors and thematic areas in development. This planning process goes upto the district level where DPC is supposed to finalize a district plan. The Panchayats in Karnataka follows the annual planning system for all its activities. As all schemes (centrally sponsored and state funded programmes) have separate guidelines and hence demands for plans based on the guidelines. It is mandatory that all plans have to be developed through a participatory planning system through the Ward Sabhas and Gram Sabhas. As a result the planning process at the Gram Panchayats provides an opportunity to the community members to be part of the

planning and ensure that their voices are being heard and incorporated into various plans developed at the GP level.

As mentioned participatory planning has been the thrust for many of the centrally sponsored schemes implemented at the village level. In some schemes, the Panchayats are consulted or the elected representatives are members of the committees. The actual decision making is done by the concerned departments and officials. So, these can be called as consultative processes for decentralized planning rather than participatory local planning. A recent initiative is the Intensive Participatory Planning Exercise (IPPE) for MGNREGA. While detailed steps have been listed out and community participation is envisaged, this is specifically meant for MGNREGA. Moreover, as the guidelines mention, it is done by a Block Planning Team outside the framework of the Panchayati Raj institution, led by officials. Thus the ownership of the plan lies with the officials at the higher level rather than the community and their local government. ***However, the steps for planning can be considered while drafting the planning guidelines for the project as well as for local planning by Gram Panchayats.***

Reservation of seats for Women: The 73rd Amendment mandates that at least 33% of the seats in gram Panchayats, be reserved for women. This was a landmark reform in the history of Panchayati Raj which opened opportunities for the women members of the community to contest Panchayat elections and effectively participate in the decision making process at the local level. As it was very rare for women to contest Panchayat elections in the male dominant society this changed the landscape of local self governments in the rural areas by increasing the participation of women.

Mandate for special sabhas (Women and Child) : Recently quite a few Mahila sabhas were conducted in the state. The key issues discussed during these Mahila Sabhas are related to domestic violence, women health, women education & enrolment in politics, economic empowerment, cleanliness, awareness on women and law etc.

> **BOX3: CHALLENGES, BARRIERS TO CHANGE**
>
> A key mechanism for inclusion has been the affirmative action through reservation. However, lack of awareness, illiteracy and poverty along with formal and informal powers in the society has hindered the process of inclusion. Observations of the Nanjundappa Committee report about development disparities across Panchayats have in a way highlighted this as well as various studies by Imbanathan, Sivanna etc mentioned in the earlier sections. Reservation was not able to achieve its objective due to the absence of specific concurrent interventions to build capacities and empowerment of the excluded groups. It is also clear that mere reservation does not help in addressing issues of informal powers at the local level. Literature reviewed and the field studies conducted has pointed towards these aspects. This requires widespread awareness building across the communities and engagement with the power relations. Formal inclusion mechanisms fail to address these.
>
> In the absence of prioritization criteria, the 'creamy layer' among the disadvantaged sections always reaps the benefits and gain social mobility, of course at the cost of the 'disadvantaged among the disadvantaged'.

Reservation of seats for schedules castes and tribes: According to the Karnataka Panchayat Raj Act the SC/ST population should be given reservation for seats in Gram Panchayats based on the proportion of their population. If no person belonging to the Scheduled Castes is available the seats reserved for that

category shall also be filled by the persons belonging to Scheduled Tribes and vice-versa. This helped the community members to contest elections and actively participate in the planning and implementation process as agents of change for their communities.

Allocation of funds for SC/ST category: A key initiative for ensuring the inclusion of SC/ST communities was the mandate that 25% of funds received from Central and State funds should be utilized for addressing the welfare and development needs of SC/ST communities. This ensures that the SC/ST community members and the habitations will not be ignored even in the case of Panchayats dominated by the dominant upper castes.

Allocation of funds for disabled: It is mandatory for the Panchayats to allocate 3% of the development funds or the welfare of people with disabilities.

Village Resource Worker (VRW) for disabled: Even though not appointed by the Panchayats, the VRWs placed by the Department of Social Welfare plays an important role in the mainstreaming of the disabled and service delivery to them. The VRW act as a facilitator for the disabled provides them information and ensures that various benefits from the Government and Panchayats are delivered. The VRW participates in the Gram Sabhas and also work very closely with the Panchayats for ensuring the inclusion of disabled. However as they are volunteers they have their limitations in terms of managing the expectations of the beneficiary in terms of ensuring timeliness in delivery of services.

The Karnataka Scheduled Caste Sub Plan and Tribal Sub Plan Act 2013[12]: GoK passed an act to provide for earmarking a portion of state plan outlay for the Scheduled Castes Sub-plan and Tribal Sub-plan in proportion to the population of Scheduled Castes and Scheduled Tribes and to put in place an institutional mechanism for preparation, implementation and monitoring of sub-plan and for matters connected therewith or incidental thereto[13].

As per the act, the allocations for SC/ST population are as follows:

- For schemes exclusively benefiting SC/ST Population, 100% of cost shall be allocated and accounted for under the SC/ST sub plan funds.
- For schemes benefiting the SC/ST habitations 100% of the scheme cost shall be allocated and accounted for under the SC/ST sub plan funds. In case of other habitations the cost shall be allocated and accounted under the SC/ST sub plans in proportion of the SC/ST population
- For general social sector schemes benefiting the SC/ST individuals or SC/ST households the scheme cost shall be allocated and accounted for under SC/ST sub-plans in proportion to the SC/ST population
- In respect of non divisible infrastructure works, a portion of the scheme cost as may be determined by the Government shall be deemed to have been provided for the SC/ST sub-plan respectively

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[12] Also known as Social Inclusion Act
[13] Government of Karnataka (2013), The Karnataka Scheduled Caste Sub Plan and Tribal Sub Plan Act 2013

GoK has recently set up a high-level committee to amend its existing Panchayat Raj 1993 Act. It clearly mentions about the need for inclusion of all social groups in planning process. Thus, it highlights the political will for strengthening Panchayati Raj.

b. Supply-side pressures

Gram Panchayats face dual pressure – to cater to the community and to live up to the demands of the higher level governments. As Panchayats are the most accessible local self governments, there is a higher dependence on Panchayats by the community members. The expectations of community members from the Gram Panchayat are always on the higher side. Normally the participation in Ward Sabha and Gram Sabhas by community members is essential to ensure their benefits from the Panchayats. This makes those community members from all backgrounds who are expecting some benefits participate in the planning process at the local level.

> **BOX 4: CHALLENGES, BARRIERS TO CHANGE**
>
> The community members expect the Panchayats to meet their all demands such as housing, water and other basic amenities. Most of the community members identify the platforms such as Gram Sabha and Ward Sabhas as mechanism to get benefits from the Panchayats rather than meaningful participation in the local governance process. Therefore they participate in Gram Sabhas with their wish lists for houses, toilets, water supply, and livelihood support etc. The funds available with the Panchayats are not always sufficient enough cater as per the wish list. This creates havoc in GP meetings where the Panchayat functionaries are forced to seek police protection for smooth functioning of Gram Sabhas.
>
> Favoritism by the elected representatives is another contradictory supply side issue highlighted by community members. There is a perception that the elected representatives have partisan approach in terms of political and personal inclinations while selecting beneficiaries for the programme. There is no system at present to keep these issues at check.
>
> Inadequate human or financial resource for labour intensive and technology based procedures for implementation and record keeping is also reported as a barrier.

Allocation of a specific portion of the development funds for the SC/ST acts as the key for ensuring participation of them in the planning process. The awareness about the specific allocation becomes very crucial to enable this.

The elected representatives and officials of the Gram Panchayat have raised a very important point related to this during the discussions. According to them the actual availability of untied funds to the Gram Panchayat to address these issues are limited and there is large mismatch between demand and supply. While many schemes are routed through Gram Panchayat, they do not provide opportunity for the Panchayat to address the issues raised by the communities. Because of this demand-supply mismatch, the socially excluded groups are the major sufferers for reasons discussed earlier. When the tied funds have restriction of its usage, GPs won't be able to spend the money for their immediate need. Hence the scope of addressing all needs becomes limited and they have to restrict them within the limits of the available untied funds.

Pressures from higher level governments are also huge for the Gram Panchayats. While many schemes are routed through the GPs, they have not been provided with adequate and appropriate human

resources to manage these. Various procedures and systems being developed for implementation f these new schemes are 'labour intensive' and technology based. Reporting and monitoring of each of them demand high level of involvement and activities at the GP level for which there is no adequate HR or financial support. Many of the activities are done through the line departments which are not under the control of Gram Panchayats, while the community members look towards Gram Panchayats for action.

c. Capacity Building

Most of the elected representatives and officials interacted by the study team have undergone numerous training on their roles and responsibilities, functions, participatory planning etc. Discussion reveals that everybody understands the importance of inclusion of people from all social groups in the planning process which is also an outcome of the various capacity building programmed they participated.

> **Box 5: CHALLENGES, BARRIERS TO CHANGE**
>
> A lot of capacity building activities, mainly through training programmes, are happening at the level of elected representatives and officials. There are very little efforts to build the capacities of the community members to make them aware about their roles, responsibilities and rights as a member of the Panchayat. ANSSIRD should design and develop programmes with an aim to increase the effective participation of the community members in the planning and implementation process of the Panchayats. This training is not extended to the communities. In most of the cases, the elected representatives also face problem when they actually start doing things. It is here that they require support. In such cases too, the support is from concerned officials at various levels and is on procedures. It does not build their capacities on developing inclusive and integrated plans for the development of the village. Rather the training helps them to do the 'agency' function for the higher levels of government and to comply with their guidelines and directives.

Karnataka can claim to be the first State in the country to launch a satellite linked training programme for PRIs. This is a regular and interactive training system[14]. The State has a capacity building framework to train the elected representatives and officials of the Panchayats. Abdul Nazir Sab State Institute for Rural Development is the nodal institution which provides training to Panchayat functionaries. There are regional SIRDs, Taluka Resource Centers and SATCOM Sub Studios. There are empanelled trainers for conducting training to the functionaries of the Panchayats (both elected representatives and officials). In addition to this, 20 partner training institutions are involved in training.   Training programmes cover different topics like (a) concept of decentralization, 73rd Amendment of the Indian Constitution, (b) roles and responsibilities of the different stake holders of the PRIs, (c) duties, responsibilities and powers of the three tier PRIs, (d) Karnataka Panchayati Raj Act,1993, (e) various account systems adopted in the PRIs, (f) public discloser systems adopted in the PRIs, (g) soft skills, (h) computer.

The newly elected representatives are given 15 days training. For illiterate members, functional literacy training programme of one month duration is offered. Training materials are also provided in local languages and the materials provided include written materials, training films, film shows and CDs. The newsletter 'Karnataka Vikasa" from Rural Department and Panchayat Raj Department is sent to every Panchayat. It has all circulars on PRI functioning.

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[14] Government of India (2006), 'The State of the Panchayats- A Mid Term Review and Appraisal", Ministry of Panchayati Raj, 22nd November, Page 18.

ANSSIRD plays a major role in the capacity building of Panchayats. The name of ANSSIRD is proposed to change to ANSSIRDPR to include 'Panchayati Raj in its name itself. ANSSIRD has taken up a pilot initiative in 50 Gram Panchayats in the districts of Gulbarga, Raichur, Bidar, Davengere and Chitradurga of Karnataka. SIRD also has developed manuals for enabling participatory planning at the Panchayats.

d. Inclusion mechanisms

As mentioned earlier, the major inclusion mechanism is the reservation of seats for SCs, STs and women. In many schemes it is clearly mentioned that a particular per centage of funds has to be earmarked for specific social groups. Ward Sabhas and Gram Sabhas as platform for planning are also meant to contribute to inclusion. The reservation for scheduled castes and Scheduled Tribes is proportional to their population. There is a minimum reservation of 15 per cent and 3 per cent respectively. It is mentioned that at least 20 per cent funds meant for welfare activities in the budget of the each Panchayatshould be set apart for the welfare of Scheduled Caste and Scheduled Tribes.

5. STRATEGY FOR INCLUSION OF TRIBAL AND OTHER DISADVANTAGED GROUPS

The project has considered planning as an important tool in deepening local democracy, participation and strengthening Panchayati Raj. The new generation Panchayats in Karnataka emerged from the 1983 legislation and local planning was the key since then. Approach was to on collect the wish lists from the villages and developing them into local plans at the Mandal Panchayats (which were larger than the present Gram Panchayats). The focus was to develop Mandals as 'growth centers'. Since the 73rd constitutional amendments in 1993-94 and subsequent Karnataka legislation, local economic development and social justice were considered as the major objectives of Panchayati Raj in the country and state. As devolution in terms of functions and funds were initiated, local plans too were reintroduced, this time with multiple levels of plans leading to district plans. Focus was on local development, of course with multiple sectors and thematic areas in development. In the meantime, there were a few initiatives from the Government of India on local planning. It published a detailed guideline and manual on decentralized planning, with planning starting from village level to the district in a participatory way. This was also an attempt to have convergence of resources and activities. Later a committee was constituted with Mr. V. Ramachandran as chairman. It too recommended a participatory local planning methodology, again in the backdrop of 73rd constitutional amendment. It was in this context that the Gram Swaraj project was conceived and one of the key issues to be addressed was the participation of people in the planning and local governance processes. All these years, it has been established that local planning with participation, transparency and accountability would pave for effective and efficient local governance and development. Experiences from the Gram Swaraj project have also provided such experiences and learning. However, as the next generation of PRI project in Karnataka is being rolled out, it is realized that while participation can be institutionalized, ensuring inclusion of all sections and social groups of the society is important to lead to equitable local development. The study has dwelled into these aspects and the key recommendations derived from the study are elaborated in this section:

Insights from this exercise conclude that more than social group of a person, the aspects such as low awareness, literacy and capacities which are comparatively higher among STs particularly women are the main reasons for exclusion from the local development process. As there are sufficient social policy measures and legislations by the Government to ensure the inclusion of the backward groups including ST, it is not possible to exclude SC, ST and women as such from the benefit sharing process. The sub setswhich are typically excluded are the economically weaker sections, community members without any inclination to the political parties, and those who are not 'well connected' to the elected representatives and officials.

While discussing all these issues it is important to note that the Karnataka Panchayati Raj system and its various mechanisms have in-built provisions which act as positive drivers to address the issues of exclusion, accountability and participation. The planning guidelines, social audit mechanisms, Social Justice Committee and the reservation itself are such mechanisms. Despite the impressive work done in creating the legislative and regulatory environment, considerable work still remains to be done on the

ground to ensure that atleast basic infrastructure and services are provided to all sections of the society. As discussed in the previous chapter, thereremains challenges and barriers to change which are reflected in the lives of tribals and other historically disadvantaged sections of the society.Inactive accountability mechanisms and lack of clarity about grievance redressal are also contributing to the lack of interest or non participation people in the local development process. In most of the cases the issues do not get resolved which affects their trust in the system and ends up in non participation in the activities of the Panchayats. The key issues observed during the study and suggested strategy are summarized in the table below:

Table 5-1: Key areas, issues, suggested strategy and proposed project component

Area	Issues	Suggested strategy	Proposed Project Component
Awareness	• Limited awareness among community members from the northern region about the roles and responsibilities of PRIs • IEC is carried out mostly with an attitude of 'ticking the checklist' attitude and mostly not carried out with any strategic orientation • Lack of illiteracy and lack of capacities to gather information from Panchayats is a key aspect contributing to exclusion • Elected representatives also lack basic knowledge about basic procedures at GP level	• Communication Plan with better outreach and increased effectiveness in terms of bringing awareness amongst excluded groups in project area • Introduce mechanisms to create awareness on various planning, monitoring and budgetary provisions under the PRI system. • Use of new technology/ innovative methods to bring awareness • Emphasis	• Component (B) Institutional Development (building capacity of Gram Panchayats)

Area	Issues	Suggested strategy	Proposed Project Component
		should be given on usage of tribal local dialect for awareness generation	
Participation	• At times community members never received any information with regard to Gram Sabha meetings in their Panchayats • Participation in Gram Sabha by community members mainly depends on: 　○ Perception about gains under some schemes and programmes; 　○ Proximity to the meeting venue. • Reasons for low participation in Gram Sabhas by SC/ST community members include lack of awareness about the importance of participation in Gram Sabha and lack of awareness about the benefits from Panchayat	• Improved guidelines for preparation of perspective plans to match demand and supply • Introduce mechanisms to prepare longlist of beneficieries and transparency in procedure for selection in annual plans. • Enhancing participation of youth in excluded areas in planning and implementation	• Component (A) Block Grants to Gram Panchayats; • Component (B) Institutional Development (building capacity of Gram Panchayats)
Management of Resources	• Limited availability of funds to cater all demands of the community • Dominance of the economically and socially well placed groups during the benefit sharing process	• Revise guidelines for preparation of perspective plans to reflect budget outlays and demand priorities for SC, ST and Disadvantaged groups	• Component (A) Block Grants to Gram Panchayats; • Component (B) Institutional Development (building capacity of Gram Panchayats)

Area	Issues	Suggested strategy	Proposed Project Component
		separately to enable tracking. Annual Action Plans to have a dedicated section on Inclusion Action Plan for SC, ST, Women and other historically disadvantaged groups in their GP. • Information Systems for evidence based decision making. • Ensuring equitable contribution from GP own resources	
Accountability and Transparency	• Limited awareness about the grievance redressal mechanism and lack of initiatives to address any gaps in the existing mechanisms • Lack of capacity and information among community members to raise questions seek clarifications during Jamabandi exercise • Social Justice Committee members lack clarity about their roles and responsibilities of the committee • No system to ensure that the beneficiary selection is carried	• The Perspective Plans, Annual Action Plans, Audit reports etc..should be disclosed in the community through permanent notice boards and is explained in Gram Sabha. Special meetings may be called to	• Component (B) Institutional Development (building capacity of Gram Panchayats) • Component (C) Project Management Support (building capacity of the state).

Area	Issues	Suggested strategy	Proposed Project Component
	out through a transparent system through discussions in Gram Sabha	explain the SC, ST and Women component. • Revive Social Justice Committees • Clarify role and responsibilities of various PRI actors, committees and line departments including Tribal Welfare, SCs, Women and Minority Groups.	
Inclusive Planning	• Members of political parties or people of their interest, relatives / close aides of elected representatives and officials or those from the dominant social groups make advantage in spaces of participation and decision making • Marginalized groupswho occupy weak positions in social andeconomic hierarchy are the excluded ones primarily due to lack of ability to stand up and speak for them • poorest people from the dominant castes also are being excluded • role of women elected representatives is only as silent spectators in meetings • Requirement of separate plans	• Mechanism to ensure incorporation of demands voiced in Ward Sabhas and special sabhas. Preparathion of Five Uear perspective Plan will be a key activity. • Community members to have a role in monitoring the progress of Perspective Plan and updating of Annual Plans.	• Component (A) Block Grants to Gram Panchayats; • Component (B) Institutional Development (building capacity of Gram Panchayats) • Component (C) Project Management Support (building capacity of the state).

Area	Issues	Suggested strategy	Proposed Project Component
	for each scheme is a drawback of the existing planning process	• Establish a Community Feedback system for reporting and recording grievances. • Revamp Training modules to specific requirements of the disadvantaged groups.	

a. Ensuring Participation in the Planning Process

Participation of people from all sections of the society especially ST should be ensured in the planning process carried out during Gram Sabha and Ward Sabhas. As mentioned elsewhere in the study, it will not be possible to ensure the participation of all members of the community in every stage of the planning process. However it is possible for the Gram Panchayats to ensure that the representation of ST is ensured. This can be done through participation of Women Group Leaders, disabled population, office bearers of Village Health Sanitation Committee in the meetings etc. Specific sessions with SHGs, CBOs and other stakeholder groups could be introduced as pre-planning exercise. Later, such groups could be assigned specific roles in the Gram Sabha as well as for community led monitoring of plan implementation. Ward Sabhas can still be considered as collection of wish list, but with informed participation regarding planning and implementation process. It is also to be ensured that representatives of all groups from the Ward Sabha are formally assigned the tasks of representing the ward in various steps in planning, implementation and monitoring. The status at present is the role of community members is only to air their needs and demands and not to really participate in the planning process.

b. One Plan for one GP

Presently GPs are required to prepare separate plans for each scheme. This is paving way for scattered planning and issues with selection of beneficiaries. It is important for the Panchayats to prepare a GP action plan consisting of all issues, proposed solution and timeframe for interventions. Keeping this plan as a guideline, considering the mandatory requirements of all schemes there should be a system for developing one consolidated plan for one Panchayat. The plan is preceded by a vision for the

development which can start from ward level onwards. This could be done through various pre-planning steps like participatory rural appraisals, participatory resource mapping, transect walk etc. and during this process all sections of the people start getting involved in the planning process. Once the plans are prepared, the resource availability from various sources, roles of each tier of governments and other actors etc need to be introduced. Parallels can be drawn from World Bank funded project in Panchayati Raj Department, West Bengal. GPs in West Bengal are preparing intergrated plan by identify needs at GP level.

c. Making Gram Sabhas more attractive

As mentioned in the study the interest of community members to participate in Gram Sabha seem to be very low. Hence it is recommended that Gram Sabhas should be carried out as part of some local festivals which will increase participation in Gram Sabhas or Gram Sabhas could be designed as a village event where a festive atmosphere is created through a campaign approach (could be clubbed with local festivals also). Efforts should be made to carry out intensive awareness campaign with local resource at GP to reach to maximum number of people during gram sabha/ ward sabha/ Habitation Sabha. Platform like Gram Sabha/ . Ward Sabha / Habitation Sabha should be used to generate awareness about World Bank proposed project.

d. Facilitating Planning Process

The current planning process at the Panchayat level is influenced to a certain extend by the power relations within the Panchayats. Hence in order to enable a planning process which is transparent and acceptable to all community members it is important to ensure facilitation by a local agency. For that the following steps could be followed:

a) A Project Support Unit could be formed at the Project Management Unit where experts for inclusive Planning, Participatory Management, and Budgeting etc should be placed.
b) Identification and training of potential institutions which could facilitate the planning process at the GP level. For sustainability, it would be good to have institutions which are fairly nearer to the concerned Gram Panchayats.
c) Preparation of a GP level planning calendar which is widely disseminated through wall writings and other locally acceptable and feasible communication tools
d) Monitoring of planning activities by the PSU at the PMU

e. Cross learning at various levels

There should be platforms at GP, Cluster and Block level to facilitate cross learning of planning experiences. The elected representatives from ward level could share their experience and other could learn from the experiences. At cluster level similar methodology could be adopted for the GPs. At Block level best practices from other GPs could be identified and elected representatives could be gathered for sharing the same.

f. Ensure participation of Forest management Committee

It is important to building capacity of forest management committee on the issues related to Primitive tribes residing in or around reserved forest. We propose identification of members of forest management committees and training by ANSSIRD on issues related to primitive tribes

g. Revive Social Justice Committees

The Social Justice Committeemandate is to promote education, health, economic, social and cultural interests of SCs, STs, and women; protect them from social injustice; and ensure justice for women, SCs and STs.

As it has been observed that most of these committee are defunct, therefore it is important to reactivate these committees and build capacity building to address gender justice and social inclusion concerns effectively.

It is proposed that project should put in place a mechanism to monitor: a) the participation of excluded groups, including women in Mahila Sabha, Gram Sabha and Ward Sabha meetings; b) the implementation of inclusive and participatory planning guidelines; c) the benefits accruing to women and SCs; and d) the gender–differential impacts, if any, of the project.Further, training gaps should be identified and requisite capacity building of the members of social justice committee members at GP level should be carried out. These empowered committee members can actively participate in social audit process at GP level.

h. Strengthening IEC

IEC is to be divided into three – (1.) Environment creation, (2.)Planning and governance related and (3.) Thematic Tools to be used also vary.

- For environment creation, basic reading materials and pictorial leaflets, wall writings, street plays, interactive sessions with communities, songs and traditional art forms could be used.
- For planning and governance related IEC, apart from those mentioned above, specific information on steps, procedures, roles of each of the stakeholders and actors etc to be highlighted. Wall writings, pamphlets and interactive sessions with communities to be planned.
- While planning, various thematic sectors have to be understood by the entire community so that there is informed participation in the ward and Gram Sabhas. There should be specific fact sheets on each of the sectors (Eg. Comparison of health indicators – state, district, and their own GP and the need for reaching a particular level, same with other sectors) to be provided to the communities, displayed in public places and wall writings and also interactive sessions. For each locality, there could be street plays resulting in interactive sessions calling for a vision for the GP.
- The content designed for outreach will be in an easy to understand format across mainstream (print and electronic) media; social and community media, including radio; mobile technology based voice communication channels visual & outdoor channels; and messaging through traditional art-forms such as folk music, dance, drama and so on. This would include state-wide IEC alongside grassroots, focused IEC on selected services/issues.

ANSSIRD should undertake need assessment study on capacity building for all PRI functionaries and elected representative on issues related training on IEC strategies, participatory planning and monitoring.Overall a strategic approach is required for implementation of IEC at Panchayat level. It would benefit the Panchayat if an IEC strategy for Panchayats with guidelines on use of funds could be centrally developed and circulated to the bottom level for ensuring strategic planning and effective dissemination of messages which reaches all groups of the community.

6. INSTITUTIONAL AND IMPLEMENTATION ARRANGEMENTS

The proposed project "Strengthening Governance and Service Delivery in Karnataka" is being designed to promote inclusive development in Karnataka given its geographical focus and its support for mechanisms to address the unique needs of certain marginal groups in PRI governance including STs. It is also expected to further the inclusion of low income and historically excluded groups including STs via a range of Key mechanisms to achieve following results:

a) Improved voice and representation indecision making of STs and historically excluded groups
b) Improved process of delivery of entitlements meant for STs, STs and women.
c) Improved monitoring of progress of these disadvantaged groups vis vis other socially dominant groups
d) Ensure that 25% of the project grants will get spent exclusively for SCs and STs or in proportion to population at GP level.
e) Improved capacity to address a range of institutional and accountability challenges in the existing program delivery systems and infrastructure investments specifically in GPs with higher concentration of poor and disadvantaged groups in line with local needs.

Overall institutional Structure

The primary agency responsible for overall implementation of the program is the GoK Department of Rural Development and Panchayati Raj (RDPR), in conjunction with other state institutions. The investment program implementation responsibilities in the field are at the Panchayat15 level, and in particular, with the Gram panchayats16 (GP). Their central task involves managing an appropriate formula for the transfer of funds to panchayats and policy analysis on the basis of developmental/performance indicators through the Decentralization Analysis Cell (DAC). A Project Management Unit (PMU) has been established in the RDPR and is responsible for day-to-day project management and the overall project implementation. It has to ensure inter-departmental coordination, financial management, implementation of environmental guidelines, monitoring of the Tribal and Inclusion Plan, and adherence to procurement arrangements as per the Bank and KTPP Act.

State Level

- PMU to have social Expert to ensure inclusion in project delivery and work closely with Planning, Training and communication and M&E teams.

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[15]The term Panchayat is used to refer to the system of rural local governance in India. Rural local government in India is three tiered: Zilla Panchayat at the district level (average population of 2 million), Taluk Panchayat at the block level (average population of two hundred and fifty thousand), and Gram Panchayat at the village level (average population of 5000).

[16]Gram Panchayat is the lowest tier of rural local governance in India operational at the village level, comprising of an average population of 5000.

- ANSSIRD and other training institutes– to provide resources and training modules and communication modules for ST and other disadvantaged groups(both community and functionaries)

- DAC along with TRI and other research institutes –To conduct tracking progress on inclusion along select indicators . Partner with Research Institutes/agencies to do process monitoring on inclusion at regular intervals throughout the project period.

- Partner with other capacity building and research institutes to conduct studies to evaluate progress in addressing challenges and barriers barriers to change for Tribals and other disadvantaged communities -

3 level of PRI Institutionsand line Departments-

- Communication Clarifying functions, processes, role and responsibilities of functionaries and line departments including Tribal welfare officers through Communication modules specifically designed as per the unique needs of STs

- Reviving and building capacity of Social Justice committess and Forest Management commitees.

- Additional support professionals such as RDO and team of facilitators.

a. ANSSIRD

ANSSIRD will have the overall responsibility for the capacity building activities under the proposed project. It will be responsible for conducting a trainings need assessment, development of training content based on particular themes and keeping in mind the project development objectives, roll out of the training program based on a training calendar, management of resource persons /facilitators, monitoring of the training process and the impact evaluation of the training. For these purposes ANSSIRD can tie up with other capacity building organizations. ANSSIRD will run two way SATCOM centres, the distance learning programs, the face to face training, maintenance and operation of the TRCs and ensure that taluk panchayats assume their O&M through appropriate strategies. ANSSIRD will also carry out special studies to generate information for the training programs. It will also play advocacy role in influencing state government to development appropriate capacity building policies and its effective implementation. ANSSIRD is expected to provide the necessary inclusive participation inputs for the Core Team of Facilitators to enable them to effectively deliver desired outcomes.

While support to PRIs in the implementation of inclusive participation strategies is a key priority, ANSSIRDwould also provide technical assistance and programme management support to PRIs in other relevant areas of local governance and equitable approaches.

The objective of ANSSIRDwould be to provide support to State Government with various orientation and inclusive participation activities considered necessary for developing a core team of Facilitators for the planning and implementation of participatory approaches to implementation the project through the Panchayati Raj Institution.

It is proposed that ANSSIRDwill undertake various activities to build the capacities of the Core Team of Facilitators selected by the State Government and/or Taluks, based on need and demand from the state.

The basic model for implementation of this project is to develop a Core Team of Inclusive Participation Facilitators at the Taluk level, to facilitate the PRIs in the effective implementation of proposed project using various participatory tools. They could be drawn from local NGOs, CBOs or from the resource person pool of ANSSIRD. Each of them will be given responsibility of one GP or more. The kinds of activities intended to be undertaken would include:

- Support PRIs in oversight and monitoring of inclusive participation at various levels
- Develop Taluk specific strategies, for providing enabling environment and developmental linkages to excluded groups in the GPs
- Provide technical assistance in developing a PRI strategy as well as in developing a multi-dimensional response to equitable participation.
- Provide technical assistance to the PRIs for the inclusive planning and supervise like regular program monitoring and feedback to PMU.
- Support the process of institutional strengthening at Gram Sabha level
- Identification of training and capacity building gaps and provide training to the members of social justice committee members at GP level
- Ensure sharing of practices across PRIs by documenting and arranging exposure visits
- Facilitate orientation program for district and Taluk level stakeholders in inclusive participation
- Undertake Training Programs for Core Team of Facilitators at the district and Taluk levels, building their capacities in use of PRI based approaches
- Provide follow-up training support to develop implementation frameworks including developing implementation plans and monitoring systems
- Provide handholding support to GPs at identified Taluk level to ensure inclusive participation in identification of works

The volume of the work would be based on the demand from the GPs in identified Taluks interested in ensuring inclusive participation under proposed project. It is important that there is a dedicated team/unit solely responsible for the projectat ANSSIRD. Further TRC can be used to ensure capacity building to large number of participants from remote and hard to reach GPs.

ANSSIRD should ensure identification of local resources from excluded groups and building their capacity for awareness generation and effective participation at GP level.

Further. ANSSIRD should review all existing training material for PRIs and develop integrated tool kits to avoid any duplication or repetition. It will reduce number of trainings in year and PRI members will be able to focus more on implementation at ground level. It will enhance their availability at GP level.

b. Decentralisation Analysis Cell

The Decentralization Analysis Cell (DAC) will be responsible for basic analysis, evaluation, monitoring of fiscal flows to panchayats, own revenues and service delivery and development of the intergovernmental fiscal system. The existing capacity gaps of the Decentralization Analysis Cell (DAC) will be analyzed and addressed to make it a 'think tank' which could influence the fiscal transfers of the state and enhance inclusion. It will provide tracking of fiscal and other socio-economic data annually,

and will support GP transfers by evaluating and analyzing the formula with adjustments for better achievement of the project objectives. Periodic studies will be taken up on various issues related to Rural Development to provide required policy inputs. A panel of experts will be empanelled for working with DAC for producing quality research publications and assisting DAC by providing need based technical assistance. DAC will also establish partnerships with key state, national and international research institutions and collaborate with them by undertaking joint research on relevant focus areas.

c. Involvement of Karnataka State Tribal Research Institute

As mentioned above, Karnataka State Tribal Research Institute should be involved at the initial stages of the programme. Their role will be to provide technical assistance to state and district social-tribal committees. Institution will select the parameters; develop indicators and then a simplified yet comprehensive data capturing format. Institution will undertake the capacity building of officials across all levels related to schemes and their implementation. Later on it will also undertake the need assessments and create training programs accordingly. It is also suggested that state institute assign one technical expert as nodal person for each district who will analyze the data and based on that provide advice to the authorities for course correction. Besides this state institution would also undertake surveys and do impact evaluations providing recommendation to state council for upliftment of scheduled tribes.

d. Implementation Structure forTribal Development Plan

The implementation structure at various levels is given below

Table 6-1: Implementation Structure at various level

Level	Key Officials	Public Representative
State	Director Tribal Welfare Council	
District	Chief Executive Officer	Zila Standing Committee
	District Tribal Welfare Officer/ ITDP Coordinators	
Taluka	Executive Officer	Taluka Standing Committee
	Tribal Welfare Officer	
Cluster	Rural Development Officer (RDO)	Cluster Standing Committee
Village	Panchayat Development Officer (PDO)	Gram Sabha Standing Committee

Role and responsibility at various level is given in table below

Table 6-2: Roles and responsibility at various levels

Level	Designation	Responsibilities
Village	Panchayat Development Officer (PDO)	Overall responsible for providing technical support, creating awareness about various tribal welfare schemes among elected members, ensuring effective implementation andmonitoring of schemes through Gram Sabhaat the village level, data management at village level and raising tribal issues at cluster level
	Gram Sabha Standing Committee	Overall responsible for informing community about the benefits available under different government schemes, encouraging

Level	Designation	Responsibilities
		community to participate in planning, implementation and monitoring of schemes, selection of beneficiaries for different schemes in discussion with the community, approving annual plan and budget for the tribal welfare, raising tribal issues at cluster level, monitoring the implementation of benefits, conducting social audits
Cluster	Rural Development Officer (RDO)	Overall responsible for providing technical support, creating welfare plans for the development of tribal population in the cluster, informing Panchayat Development Officer (PDO) and elected members about tribal welfare schemes, ensuring effective implementation andmonitoring of schemes in all the GPs under the cluster, data management at cluster level and raising tribal issues at taluka level, redressal of GP level grievances, selecting NGO for working in tribal welfare area and monitoring their work
	Cluster Standing Committee	Overall responsible for informing community about the benefits available under different government schemes, encouraging community to participate in planning, implementation and monitoring of schemes, selection of beneficiaries for different schemes in discussion with GPs, approving annual plan and budget for the tribal welfare, raising tribal issues at taluka level, monitoring the implementation of benefits, conducting social audits
Taluka	Executive Officer	Overall responsible for the tribal welfare in the taluka, providing administrative support to tribal welfare programmes, apprising district administration about the status of STs in the taluka, building capacities of RDOs and PDOs, providing guidance to them, ensuring data collection as per state government's directives, making annual plans for the overall development of STs in the taluka, creating budget and approving cluster level budget, redressal of cluster level grievances, selecting NGO for working in tribal welfare area and monitoring their work
	Tribal Welfare Officer	Overall responsible for providing technical support, creating tribal welfare plans for the taluka, informing Rural Development Officer (RDO) and elected members about tribal welfare schemes, ensuring effective implementation andmonitoring of schemes in all the clusters under the cluster, data management at taluka level and raising tribal issues at district level
	Taluka Standing Committee	Overall responsible for informing community about the benefits available under different government schemes, encouraging community to participate in planning, implementation and monitoring of schemes, selection of beneficiaries for different schemes in discussion with Cluster standing committees, approving annual plan and budget for the tribal welfare, raising tribal issues at district level, monitoring the implementation of benefits, conducting social audits
Dist.	Chief Executive Officer	Overall responsible for the tribal welfare in the district, providing

Level	Designation	Responsibilities
		administrative support to tribal welfare programmes, apprising state administration about the status of STs in the taluka, building capacities of EOs, providing guidance to them, ensuring data collection as per state government's directives, making annual plans for the overall development of STs in the district, creating budget and approving taluka level budgets, redressal of taluka level grievances, selecting NGO for working in tribal welfare area and monitoring their work
	DistrictTribal Welfare Officer/ ITDP Coordinator	Overall responsible for providing technical support, creating tribal welfare plans for the district, informing Tribal Welfare Officer and elected members about tribal welfare schemes, ensuring effective implementation andmonitoring of schemes in all the talukas of the district, data management at district level and raising tribal issues at state level
	Zila Standing Committee	Overall responsible for informing community about the benefits available under different government schemes, encouraging community to participate in planning, implementation and monitoring of schemes, selection of beneficiaries for different schemes in discussion with taluka standing committees, approving annual plan and budget for the tribal welfare, raising tribal issues at state level, monitoring the implementation of benefits, conducting social audits
State	DirectorTribal Welfare Council	Apprising state government about the status of STs in the state, advising the government on policy matters relating to ST, providing guidance to district tribal welfare committees, hiring technical consultants and experts for conducting studies, collecting data and making plans for the overall development of STs in the state, creating departmental budget and approving district level budget, reviewing progress reports of districts and providing overall leadership for the upliftment of Scheduled Tribes.

e. Monitoring, Evaluation And Reporting

Continuous monitoring of programme at various levels, accurate capturing of relevant data, their timely reporting, periodic internal and external evaluation of the programme are very critical aspects for the effective implementation of a development programme. The proposed structure for this is given below;

Social monitoring and evaluation

The concurrent monitoring and evaluation of tribal welfare programmes should happen at GP level primarily by the community itself. This would include tracking the

- Implementation of intended benefits under various programmes to the selected beneficiaries of tribal population
- Identification of activities for tribal population in perspective plan prepared by GPs

- Activation and number of meeting of Social Justice committees in project GPs
- Status and equal access of tribal population to basic amenities and public resources,
- Reporting on the inclusion of tribal population in planning and decision making

This should include frequent site/household visits by community members, gram panchayat members, weekly visit by Panchayat Development Officer (PDO), fortnightly visit by the Rural Development Officers (RDO) and monthly visit by nodal person from the taluka. This will ensure the right selection of beneficiaries and targeted spending of resources. Data of beneficiaries will be captured gender and tribe wise and analyzed at cluster and Taluk level. The IT enabled information system should also help in tracking physical and financial progress.

Data capturing, reporting and analysis

It is suggested that technical resource agencies should be involved at the beginning. Experts will decide about the parameters and their outcome indicators for the development of Scheduled Tribes and other disadvantaged groups. These indicators should be developed for health, women and child development, human development, assets, financial inclusion thematic areas. Also data should have the gender, type of tribe and economic status differentiation to enable policy makers for developing more focused strategies. The simplified yet comprehensive data capturing format will be developed by the agency. This will be followed by the capacity building at all levels by the experts of the agency. PDOs would be responsible for capturing all the data at village level. RDO will consolidate data and submit it to EO office at taluka where the basic analysis of this will be done on monthly basis. This will help the administration to compare the tribal welfare scheme implementation vis-à-vis the strategy and make course corrections in time to achieve the end results. Issues identified and action taken report will be submitted to district officials every month.

Monitoring and evaluation at District level

Taluka wise consolidated data will be sent to district officials every quarter and it will be reviewed there in a meeting chaired by the Deputy Commissioner. This meeting will be attended by all the line departments. All the decision taken for the development of tribal population in this meeting will be time bound with clear mention of the responsibility. Record of these meetings will be made and distributed to all line departments along with a copy to state level council. Every quarter committee will review and discuss the status of decision taken in the last meetings.

Monitoring and evaluation at State level

Department of Scheduled Tribes along with PMU will review all the reports and data submitted by districts on quarterly basis. It will provide the technical assistance to district officials as per the needs. Internal review will be conducted half yearly in a meeting chaired by the Director and time bound decisions will be taken by the Department. Record of these meetings will be made and distributed to all line departments. The status of the decision taken will be reviewed in the next meeting.

Third party evaluation

Once in a year the state council will hire a third party to undertake the baseline, process documentation, midline and impact evaluation study and provide recommendations for the improvement in the project. Under proposed project, following studies could be undertaken to track inclusion in project

- Ethnographic profiling of primitive tribes in project areas
- Systems study of social welfare committees and village forest committee
- Effectiveness and efficiency of zila and taluk level committees to address tribal issues
- Tribal participation and decision making in political systems

f. Grievance redressal and feedback mechanism

A robust grievance redressal and community feedback system is important for a development plan and public sector project.This mechanism not only ensures that voice of every community member will be heard but also helps in creating a transparent system. This acts as an deterrent for any corruption/graft and at the same time ensure quick disposal of public complaints thus increasing their trust in the system. Taking feedback from the community also creates many ideas to improve the programme as per the requirements of its users.

The proposed Project should establish a system for recording and reporting grievances regarding activities as well as more general feedback. This system will provide an avenue, outside the community members own Gram Panchayat, for reporting compliance failures on the part of local authorities to higher levels of government. This will put additional accountability on local government leaders and staff, and help to ensure that the intent, not merely the perfunctory, of the project is achieved. The public grievance system will also provide community members an avenue to submit more general suggestions and concerns to the state level managers of the project.

The grievance recording and redressal system will include a mix of written, telephonic, short message system (SMS) and web-based channels for citizens to submit feedbak. Grievance submission recordation will be available 24 hours a day via automated tools. The PMU will develop guidelines regarding the manner and timelines of investigating and resolving grievances, including but not limited to that investigated reported misconduct by Gram Panchayat staff and electeds as well as responding to more general issues and concerns..

g. Action Plan

Action plan for proposed key activities to further the inclusion of Tribals and disadvantaged groups as part of overall project designis given in table below.

Table 6-3: Project Components, Tasks, Details, responsibility, timeline and budget

S. No	Project Component	Task to further inclusion of Tribal and disadvantaged groups	Details	Responsibility	Timeline
13.	Component A:	Spend Block grants	• Perspective Plan and	PMU/ANSSIRD	First five

S. No	Project Component	Task to further inclusion of Tribal and disadvantaged groups	Details	Responsibility	Timeline
	Block Grants to GPS	specifically in SC and ST habitations in proportion to their population	Annual action Plan to have a separate section on Tribal and inclusion Plan. Ensure that women STs, SCs and historically excluded groups will be consulted and their views taken aboard for defining the Plan priorities. • Development of inclusion module as part of Perspective Plan Tool Kit		years of the Project.
14.	Component B1: capacity Building of Panchayats	• Clustered approach by appointing RDOs to provide support, build capacity and improve supervision of GPs. • Special training for RDOs serving in Tribal pockets	• Appointment of all RDOs • CB plan and module to be developed	PMU/ ANSSIRD	First year of the Project.
15.		Developing Capacity Building modules on social inclusion	• Development of CP module	ANSSIRD	First year of the Project.
16.		Training to Village Forest management Committee members	• Listing and mapping of all Village Forest Committee in project area • Development of specific training module • Imparting training to all members at the beginning of project • Development of action plan by end of each training • Organizing refresher and follow up training • Organise Exchange learning programmes	ANSSIRD/ PMU	First five years of the Project.
17.		Training to elected	• Organizing training along	ANSSIRD	First five

S. No	Project Component	Task to further inclusion of Tribal and disadvantaged groups	Details	Responsibility	Timeline
		representative from ST group	with followup and refresher elected representative from ST groups		years of the Project.
18.		Training to PRIs representative on Social inclusion	• Orientation of PRI representatives on basic principles of social inclusion • Preparation of social inclusion plan to address this issue in their respective GPs	ANSSIRD	First five years of the Project.
19.		Awareness programmes to community	• Identification of Communication for Development agency / department to generate awareness in community members especially tribal and primitive • Development of messages in local dialect • Intensive IEC activities in geographically excluded areas on rights, government schemes and programme, etc • Capacity building of RDPR' resource persons on social mobilization and communication	ANSSIRD	First five years of the Project.
20.	Component B2: Community Engagement and Feedback	Engage team of facilitators in GPs ST population and other poorly performing GPs Establish a Community Feedback System	• Identification of facilitators in project GPs • Developing community based monitoring system framework • Training on community feedback system	PMU/ ANSSIRD	First year of the Project.
21.	Component B3: Information System for evidence based decision making		• System study for ICT • Development of ICT system	PMU	First year of the Project.
22.	Component C1: Strengthening the Project Management Unit		• Development of CB plan • Recruitment of identified consultants	PMU	First year of the Project.

S. No	Project Component	Task to further inclusion of Tribal and disadvantaged groups	Details	Responsibility	Timeline
23.	Component C3: - Strengthening ANSSIRD	Creation of dedicated cell in ANSSIRD	• Appointment of minimum two staff to ensure inclusion of indigenous people in planning, implementation and monitoring of activities	PMU	First year of the Project.
24.	C2: Strengthening the DAC	Internal and External Monitoring	• Baseline, process documentation, mid term evalauation, specific studies and impact evaluation	ANSSIRD, PMU and Consultants	First five years of the Project.

Since project GPs are most and more backaward areas and exiting proposed budget has already included all these activities, therefore there is no need for extra budget for all these identified activities. PMU should ensure effective implementation of action and review the progress on periodic basis.

7. CONCLUSIONS

Insights from this exercise conclude that more than social group of a person, the aspects such as low awareness, literacy and capacities which are comparatively higher among STs particularly women are the main reasons for exclusion from the local development process. As there are sufficient social policy measures and legislations by the Government to ensure the inclusion of the backward groups including ST, it is not possible to exclude SC, ST and women as such from the benefit sharing process. The sub setswhich are typically excluded are the economically weaker sections, community members without any inclination to the political parties, and those who are not 'well connected' to the elected representatives and officials.

While discussing all these issues it is important to note that the Karnataka Panchayati Raj system and its various mechanisms have in-built provisions which act as positive drivers to address the issues of exclusion, accountability and participation. The planning guidelines, social audit mechanisms, Social Justice Committee and the reservation itself are such mechanisms. Despite the impressive work done in creating the legislative and regulatory environment, considerable work still remains to be done on the ground to ensure that atleast basic infrastructure and services are provided to all sections of the society. As discussed in the previous chapter, thereremains challenges and barriers to change which are reflected in the lives of tribals and other historically disadvantaged sections of the society.Inactive accountability mechanisms and lack of clarity about grievance redressal are also contributing to the lack of interest or non participation people in the local development process. In most of the cases the issues do not get resolved which affects their trust in the system and ends up in non participation in the activities of the Panchayats.

Annexure 1: Bibliography

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Annexure 2: Contact List

Sl. No.	Name	Designation	GP	Taluka	District	Mobile Number
1	MR. Manfuyr	PRD & ITDP Official				9945871632
2	G D Rajappa	PRD & ITDP Official				9480873005
3	T H M Mayaka	PRD & ITDP Official				
4	H Venugopal RA	PRD & ITDP Official				
5	Bharethi C.R.	PRD & ITDP Official				7760221461
6.	Dr. R. Khanna	IMaCS Consultant				9810720501
7	M.J. Rameew	PDO			H D kote	9741459777
9	T. H. M. Nayaka	PRD Official			H D kote	9900166250
10	Chinna Swamy	PDO			H D kote	
11	Venkatarame Gowda	Bill Collector				
12	Shilpa	President	B Mattakere		H.Kote	8971467939
13	Sri Manba	Vice President	B Mattakere		H.Kote	8496944235
14	Manju K N	PDO	B Mattakere		H.Kote	9449457091
16	T. H. M. Nayaka	PRD Official	B Mattakere		H.Kote	9900166250
17	P . Shubha	District Tribal welfare officer			Bellary	
18	Chandrogheater	C P O			Bellary	94808550021

Sl. No.	Name	Designation	GP	Taluka	District	Mobile Number
19	T. H. M. Nayaka	PRD Official			Bellary	9900166250
20	Pankaj Sharma	IMaCS Consultant			Bellary	9891021052
21	Dr.K. Radha	E.O.		Siraguppa	Bellary	9480855130-
22	K.V. Nirmala	A.D (RD)		Siraguppa	Bellary	9480855132
23	Prakash A	T. S. W .O.		Siraguppa	Bellary	9900338677
24	T. H. M. Nayaka	PRD Official		Siraguppa	Bellary	9900166250
25	Pankaj Sharma	IMaCS Consultant		Siraguppa	Bellary	9891021052
26	Ramulamma	President	Halekote	Siraguppa	Bellary	9741722710
27	Kujelhwarib	P.D.O.	Halekote	Siraguppa	Bellary	
28	T. H. M. Nayaka	PRD Official	Halekote	Siraguppa	Bellary	9900166250
29	Pankaj Sharma	IMaCS Consultant	Halekote	Siraguppa	Bellary	9891021052
30	Naduve Ramappa	President	Shanasapura	Siraguppa	Bellary	9591199071
31	Hommur BI	Vice President	Shanasapura	Siragoppa	Bellary	9972408596
32	T. H. M. Nayaka	PRD Official	Shanasapura	Siraguppa	Bellary	9900166250
33	Pankaj Sharma	IMaCS Consultant	Shanasapura	Siraguppa	Bellary	9891021052
34	Manappa	PDO	Beerahalli	Siraguppa	Bellary	9480855366
35	B. Pampanna	President	Beerahalli	Siraguppa	Bellary	7899866811
36	Sreemati Lakshmi	Vice President	Beerahalli	Siraguppa	Bellary	
37	Y .A .Kale	District Social WelfareOffic			Raicher	9972413586

Sl. No.	Name	Designation	GP	Taluka	District	Mobile Number
		er				
38	Shivalingaeah	District Tribal Welfare Officer			Raicher	9482716001
39	T. H. M. Nayaka	PRD Official		Devaderga	Raichur	9900166250
40	Pankaj Sharma	IMaCS Consultant		Devaderga	Raichur	9891021052
41	Babat Rathod	E.O.		Devaderga	Raichur	9480874105
42	M G Unni	TSWO		Devaderga	Raichur	9483289928
43	Y .M. Nagesha	I E C		Devaderga	Raichur	9986440430
44	Veeresh. N .	Field Supervisor of NGO		Devaderga	Raichur	9740513979
45	S. S Ghanti	Asst. Director of NGO		Devaderga	Raichur	
46	T. H. M. Nayaka	PRD Official		Devaderga	Raichur	9900166250
47	Pankaj Sharma	IMaCS Consultant		Devaderga	Raichur	9891021052
48	Syed Fayaldi	P.D.O	H.Siddapura	Devaderga	Raicher	7411719765
49	Mahadevamme	Vice President	H.Siddapura	Devaderga	Raicher	9731369504
50	Lingappa	President	Ramadurga	Devaderga	Raicher	9945263250
51	Bheemana Gouda Bhima	P D O	Ramadurga	Deodoirga	Raichur	9901132838
52	T. H. M. Nayaka	PRD Official	Ramadurga	Deodoirga	Raichur	9900166250

Annexure 3: List of Scheduled Tribes of Karnataka along with their population and most inhabited districts

S. No	Tribe name	State population	Major districts inhabited
1	*Adiyan*	758	Bengaluru Urban, Mysore
2	*Barda*	266	Bengaluru Urban, Belgaum
3	*Bavacha, Bamcha*	960	Ramanagara
4	*Bhil, Bhil Garasia, Dholi Bhil, Dungri Bhil, Dungri Garasia, Mewasi Bhil, Rawal Bhil, Tadvi Bhil, Bhagalia, Bhilala, Pawra, Vasava, Vasave*	6204	Uttara Kannada, Belgaum, Dharwad, Mysore, Scattered in most remaining districts
5	*Chenchu, Chenchwar#*	954	Yadgir, Kolar
6	*Chodhara*	117	Bengaluru Urban, Bellari, Uttara Kannada, Scattered in many other districts
7	*Dubla, Talavia, Halpati*	264	Davangere, Koppal, Belgaum
8	*Gamit, Gamta, Gavit, Mavchi, Padvi, Valvi*	516	Koppal, Scattered in other districts
9	*Gond, Naikpod, Rajgond*	158243	Bidar, Gulbarga, Uttar Kannada, Scattered in most remaining districts
10	*Gowdalu@*	8617	Chikmangalur, Bengaluru Urban, Scattered in most other districts
11	*Hakki Pikki, Harnshikari@*	11892	Mysore, Shimoga, Ramanagara, Chikkballapura, Scattered in many other districts
12	*Hasalaru@*	24466	Chikmangalur, Shimoga, Hassan, Davangere
13	*Irular#*	703	Shimoga, Ramanagara, Bengaluru Urban
14	*Iruliga@*	10259	Ramanagara, Bengaluru Urban
15	*Jenu Kuruba@#*	36076	Mysore, Kodagu, Chamarajanagar, Scattered in all other districts
16	*Kadu Kuruba@*	11953	Yadgir, Mysore, Bengaluru Urban
17	*Kammara*	949	Chamarajanagar, Dakshina Kannada
18	*Kaniyan, Kanyan*	413	Chamarajanagar
19	*Kathodi, Katkari, Dhor Kathodi, Dhor, Katkari, Son Kathodi, Son Katkari*	274	Belgaum, Yadgir
20	*Kattunayakan#*	168	Davangere, Bengaluru Urban
21	*Kokna, Kokni, Kukna*	32	Kodagu
22	*Koli Dhor, Tokre Koli, Kolcha, Kolgha*	112190	Bidar, Yadgir, Gulbarga, Bijapur
23	*Konda Kapus*	7438	Bengaluru Urban, Bellari, Hassan, Chikmangalur
24	*Koraga@#*	14794	Udupi, Dakshina Kannada, Haveri
25	*Kota#*	121	Kodagu, Bengaluru Urban

S. No	Tribe name	State population	Major districts inhabited
26	*Koya, Bhine Koya, Rajkoya*	365	Bidar
27	*Kudiya, Melakudi@*	2169	Kodagu
28	*Kuruba@*	3111	Kodagu
29	*Kurumans*	347	Bengaluru Urban, Ramanagar
30	*Maha Malasar*	36	Bidar
31	*Malaikudi@*	9236	Dakshina Kannada, Udupi, Chikmangalur
32	*Malasar*	82	Bengaluru Urban, Ckikmangalur
33	*Maleyakandi*	116	Dakshina Kannada, Udupi
34	*Maleru*	440	Bengaluru Urban, Chikmangalur, Kodagu
35	*Maratha*	3396	Kodagu
36	*Marati*	82447	Dakshina Kannada, Udupi
37	*Meda, Medari, Gauriga, Burud*	44160	Mysore, Belgaum, Shimoga, Dharwad, Scattered in most other districts
38	*Naikda, Nayaka, Cholivala Nayaka, Kapadia Nayaka, Mota Nayaka, Nana Nayaka, Naik, Nayak, Beda, Bedar* and *Valmiki@*	3296354	Bellari, Raichur, Chitradurga, Scattered in most other districts
39	*Palliyan*	226	Kodagu, Bengaluru Urban
40	*Paniyan#*	495	Kodagu, Dakshin Kannada, Mysore
41	*Pardhi, Advichincher, Phanse Pardhi*	10746	Dharwad, Bagalkot, Gadag, Bijapur, Gulbarga
42	*Patelia*	57	Bengaluru Urban, Gulbarga
43	*Rathawa*	45	Bidar, Bengaluru Urban
44	*Sholaga*	52	Bengaluru Urban, Mandya, Ramanagara
45	*Sholigaru@*	33819	Chamarajanagar, Mysore, Mandya
46	*Toda#*	147	Udupi
47	*Varli*	58	Kodagu, Bengaluru Urban, Koppal
48	*Vitolia, Kotwalia, Barodia#*	23	Koppal, Belgaum, Bengaluru Urban
49	*Yerava@*	30359	Kodagu, Mysore
50	*Siddi#*	10477	Uttara Kannada
@Tribes exclusive to or primarily inhabitants of Karnataka #Tribes classified as "Primitive Tribal Group" by the Government of India			

Source: Statistical Profile of Scheduled Tribes in India, 2013, Ministry of Tribal Affairs, Statistics Division, Government of India

Annexure 4: Field Notes

Population distribution of various tribal groups in HD Kote Taluk is given below

Taluks	No. of Hadies	Jenu Kuruba	Kadu Kuruba	Yarava	Soliga	Hakki Pikki	Dongri Gerasia	Total
H.D. Kote	114	16761 (47.79)	2430 (100)	1547 (94.33)	2630 (52.46)	512 (31.51)	-	**23880 (51.67)**

GP – Annur in Mysuru District

- Total population = 15600 and about 40% population is tribal and 20% is SC population
- Total number of Anganwadi Centres = 11
- Number of Primary Health Centre = 2
- Number of Schools - 4
- Two Ward sabhas and two Gram Sabhas are organized in a year. This year, till date, one ward and one gram sabha (1st September 2015) has been conducted. (The elected representatives are newly elected)
- The tribal groups in the GP consist of Jainkurumba and solkurumba
- Two Ward sabhas and two Gram Sabhas are organized in a year. This year, till date, one ward and one gram sabha has been conducted. (The elected representatives are newly elected)
- Ward Sabha is mainly informed by ward members to the households by visits and circulation information through SHG meetings. Gram Sabah is organized 7 days after the conduct of Ward Sabah.
- Issues of the community –
  - Tribal community members live as joint family – land in the name of one person in the family and constructed separate family houses (on lease basis) in the land and hence don't have ration cards of their own and hence do not receive benefits.
  - Unavailability of water
  - Need for Pucca roads
- Strategy for implementation of schemes – Beneficiaries are identified and prioritized unanimously during ward sabhas and the need of those households is forwarded to gram sabhas for approval. The implementation will be monitored by PDO and ward members.
- Only PDO is aware about budgetary allocation for ST population.
- The community members are aware about MGNREGS but not about any other Government Schemes and programmes
- No social justice committee has been constituted yet in the GP.
- Capacity building – Most of the members are newly elected and yet to undergo any trainings
- Social audit – Social audit carried out by previous general body for MGNREGA. This General body is newly elected and hence no social audit conducted yet.
- Awareness about government schemes - MGNREGS, 12th and 13th Finance Commission
- Grievance redressal – grievances are addressed by the ward members

- Fund utilization – Awareness among elected representatives but limited among tribal community members.
- Suggestions
  - Community mobilization and awareness generation activities among tribal community members for increased awareness generation
  - Provision of water facilities for tribal households
  - Upgrading roads to pucca roads

GP - B Matakere in Mysuru District

- Total population = 2500 app and about 56.8% population is tribal and 31.65% is SC population
- Two Ward sabhas and two Gram Sabhas are organized in a year. (The elected representatives are newly elected)
- The tribal groups in the GP consist of Jainkurumba, Bettakurumba, Girijana, Solika
- Two Ward sabhas and two Gram Sabhas are organized in a year. This year, so far one each ward sabhas in all wards and one gram sabha has been conducted. (The elected representatives are newly elected)
- Community members are informed seven days prior to ward sabhas and gram sabhas through announcement and pamphlets. Information is also provided during SHG meetings for wider circulation. Gram Sabah is organized after the conduct of Ward Sabah.
- Issues of the community –
    - Eco friendly toilets - not being used by the community. Need for normal toilets
    - Availability of water
    - Limited participation from tribal community members in various forums - ward sabha and gram sabhas at the Panchayats
- Strategy for implementation of schemes –Needy households are identified unanimously during ward sabhas and the need of those households are forwarded to gram sabhas for approval. The implementation will be monitored by PDO and ward members.
- Only PDO is aware about the legal framework and budgetary allocation for ST population.
- The community members are not aware about any Government Schemes and programmes
- No social justice committee has been formed
- Capacity building – Most of the members are newly elected and yet to undergo any trainings
- Awareness about government schemes - MGNREGS, 12th and 13th Finance Commission
- Grievance redressal – grievances are reported to ward members and PDO
- Fund utilization – Limited awareness among elected representatives and community members.
- Suggestions
    - Toilet construction and converting existing toilets to leach pit toilets
    - Improved participation of tribal community members through timely provision of information and social mobilization programmes
    - Elected representatives require basic training with focus on roles and responsibilities

GP - D B Kuppe of Mysuru District

- Total population = 2000 and about 90% population is tribal
- Total number of Anganwadi Centres = 12
- Number of Primary Health Centre = 1
- Number of Schools - 13
- Number of elected representatives – 19

- Two Ward sabhas and two Gram Sabhas are organized in a year.
- Two Ward sabhas and two Gram Sabhas are organized in a year. This year, till date, one ward and one gram sabha has been conducted. (The elected representatives are newly elected)
- Seven days before the Ward Sabah, everyone is informed through announcement and pamphlets. Information is also provided during SHG meetings for wider circulation. Gram Sabah is organized 7 days after the conduct of Ward Sabah.
- Issues of the community :–
  o Unavailability of drinking water near the tribal community settlements. The source of the water is the river which is around 1 kilometer away from the settlement.
  o No electricity connections at households
  o Lack of Anganawadi buildings
  o MGNREGA wages are low, hence people go to Kerala for labor work
- Strategy for implementation of schemes –For selection of beneficiaries under schemes the priority is given to economically and socially backward households. Ward members identify such households and discuss the same in Ward Sabhas. Subsequently the identified households will be asked to submit applications. (Others also submit applications). Ward member recommend and forward those applications to gram sabha for approval. The implementation will be monitored by PDO and ward members.
- Only PDO and Adhyaksha are aware about the legal framework and budgetary allocation for ST population.
- No committee has been constituted yet in the GP.
- No good practice mentioned in the discussion.
- Capacity building – Most of the members are newly elected and have nit undergone any trainings so far
- Social audit – Conducted social audit under MGNREGA scheme
- Awareness about government schemes - MGNREGS, 12th and 13th Finance Commission, Housing Scheme etc
- Grievance redressal – grievances are reported to PDO and Adhyaksha
- Fund utilization – Limited awareness among members.
- Suggestions
  o Need for timely information about Government schemes
  o Provision of drinking water facilities – Water lifting and supply to households
  o Amicable solutions for issues between forest departments and tribal populations

GP - N Begur in Mysuru District

- Total population = 9251 and about 56.8% population is tribal and 31.65% is SC population
- Total number of Anganwadi Centres = 16
- Number of Primary Health Centre = 1
- Number of Schools - 14
- Number of elected representatives – 19
- Number of ST elected representatives – 9
- Number of SC e,ected representatives - 6
- Two Ward sabhas and two Gram Sabhas are organized in a year. This year, till date, one ward and one gram sabha (1st September 2015) has been conducted. (The elected representatives are newly elected)
- The tribal groups in the GP consist of Jainkurumba, Bettakurumba, Girijana, Solika
- Two Ward sabhas and two Gram Sabhas are organized in a year. This year, till date, one ward and one gram sabha has been conducted. (The elected representatives are newly elected)
- Seven days before the Ward Sabah, everyone is informed through announcement and pamphlets. Information is also provided during SHG meetings for wider circulation. Gram Sabah is organized 7 days after the conduct of Ward Sabah.
- Issues of the community –
    - Limited water availability during dry months
    - Power supply issues
    - Open defecation
- Strategy for implementation of schemes –Needy households are identified unanimously during ward sabhas and the need of those households are forwarded to gram sabhas for approval. The implementation will be monitored by PDO and ward members.
- Only PDO is aware about the legal framework and budgetary allocation for ST population.
- The community members are not aware about any Government Schemes and programmes
- No committee has been constituted yet in the GP.
- No good practice mentioned in the discussion.
- Capacity building – Most of the members are newly elected and yet to undergo any trainings
- Social audit – No evidence of any social audit
- Awareness about government schemes - MGNREGS, 12th and 13th Finance Commission
- Grievance redressal – grievances are reported to ward members and PDO
- Fund utilization – Limited awareness among elected representatives and community members.
- Suggestions
    - Increased water availability during dry seasons
    - Need for more street lights
    - Need for toilet facility and increased awareness at household levels

GP - N Belathuru in Mysuru District

- Total population = 6791 and about 38.8% population is tribal (ST population = 2737 SC = 1700)
- Total number of Anganwadi Centres = 11
- Number of Primary Health Centre = 1
- Number of Schools - 12
- Two Ward sabhas and two Gram Sabhas are organized in a year. This year, till date, one ward and one gram sabha has been conducted. (The elected representatives are newly elected)
- Major tribal groups include – Jankurumba, Bettakurumba, Yarava and Solika
- Seven days before the Ward Sabah, everyone is informed through announcement and pamphlets. Information is also provided during SHG meetings for wider circulation. Gram Sabah is organized 7 days after the conduct of Ward Sabah.
- Issues of the community –
    - Tribal households not having own land and living in forest land
    - Lack of road facilities to tribal hamlets
    - Lack of water availability and easy access in tribal hamlets
- Most of the tribal population is not aware that 25% of budget for every scheme has to be spent on STs.
- No social justice committee is formed in the Panchayat. The reason for the same being the Elected representatives are newly elected and
- Capacity building – As all elected representatives are newly elected, no training has been provided as of now.
- Social audit – New GP became functional in July 2015 and hence so far no social audit has been conducted
- Based on the responses by the elected representatives the main schemes implemented in the GP are Swach Bharat Mission and MGNREGS, 12th and 13th Finance Commission. Community members are not aware about any schemes.
- Grievance redressal – Grievances are discussed with community elders and later with ward member, PDo and Adhyaksha for solutions
- Fund utilization – Most of the elected representatives and community members doesn't have the correct information about the amount allocated for ST population.
- Suggestions:
    - Need for increased participation of tribal population in Ward and Gram Sabhas
    - Increased awareness about schemes and programmes among the tribal community members
    - Fund allocation for construction of roads for tribal hamlets
    - Provision of water supply to tribal hamlets

GP – Halekote in Bellary District

- Total population = 8310 and about 69.7% population is tribal (ST population = 5800, SC = 1600 and General = 910)
- Total number of villages in the GP = 2
- Total number of elected representatives in the panchayat = 22
- Total number of ST elected representatives in the panchayat = 16 out of which 8 are females (Members from SC=5, General=1)
- Total number of female elected representatives in the panchayat = 11 out of which 8 are from ST
- Total number of Anganwadi Centres = 9
- Number of Primary Health Centre = Nil
- Number of Sub-Centres = 1
- Typically two Ward and two Gram Sabhas are organized in a year. This year, till date, one ward and one gram sabha has been conducted. In addition to this a special meeting of Gram Sabah was organized on Rajiv Gandhi's birthday.
- Seven days before the Ward Sabah, everyone is informed through 'tom-tom' announcement and pamphlets. Gram Sabah is organized 7 days after the conduct of Ward Sabah. As per members all the sections of the society and tribal groups participate in the planning process and gram sabha meetings. About 60% people from ST participate in Gram Sabah meetings. Participation in ward sabah is more than gram sabah.
- Issues of the community –
  - No high school for education
  - bus connectivity is good only on highway while for other routes few buses ply and their frequency is also very erratic
  - frequent load shedding resulting in poor electricity supply in the GP.
- Strategy for implementation of schemes – Priority is given to needy households. For this PDO, ward members select needy households after undertaking household visits. Names are then announced in the community and final decision about the beneficiaries is taken unanimously. Needy persons are asked to submit the application for availing the benefits. Ward member recommend and forward those applications to gram sabha for approval. After GP level approval, benefits are provided to selected households. Community, PDO and ward member visit households during and after the implementation of scheme to confirm that intended benefits have been provided to needy persons.
- Most of the members are aware that 25% of budget for every scheme has to be spent on STs.
- Members mentioned three GP level committees as Social Justice Committee, Production Committee and Basic Amenities Committee with 5 members in each. According to them these committees are operational but no effective mainly because members in previous years were not active and there was lack of funds for the implementation of programs. However they did mention that with new elections, the newly elected members of GP are now actively participating and trying to make these committees effective.
- Good practices of the GP mentioned during the discussion were social forestry and good water supply for agriculture. Partially successful practices are construction of toilets in 50% households

and provision of 1.25 lakhs per household subsidy to about 30-40% population under Indera Awas Yogana (IAY) for construction of house.

- Capacity building – For newly elected ST members, training was provided by SIRD team for 3 days. This training covered topics of organizational structure of GP, knowledge about ward sabah and gram sabah, roles and responsibilities of GP members, activities conducted in the GP, brief of various government run schemes for the development of tribal population and how to implement the schemes effectively

- Social audit – New GP became functional in July 2015 and till date no social audit has been conducted. However members are aware of social audit which according to them is conducted by community members and PDO during and at the end of social schemes. At GP level, Jamabandhi is conducted as social audit in which nodal officer from Taluka Panchayat is appointed by Executive Officer which may be an official from account department, social welfare department or any official. Every community member participates in jamabandhi.

- According to members the main schemes implemented in the GP are Swach Bharat Mission and MGNREGS.

- Grievance redressal – Grievances are mostly related to the selection of beneficiaries. Complaints in this regard are mostly resolved by senior community members through discussion. Unsolved issues are then taken to ward member and later to GP level.

- Fund utilization – As per members, there is no pilferage in the amount assigned for a scheme due to the vigilance of opposition party members in the GP and Jamabandhi.

- All the land of the GP is revenue land and nothing comes under tribal land.

- Suggestions: More than 90% females don't come and participate in gram sabahs for which awareness campaign needs to be started besides providing special training to them in this regard.

Observations:

- Tribal population is open to the world, integrated with other and ready to accept change.

- Current president, from SC community, was earlier VP of the GP due to reserved category. According to her she became president only because of the reservation otherwise she was not willing for the job. Current VP is also female from the general category.

- In general body meeting there is no suggestion from the president. According to members and PDO, females actively participate in discussion and decision making. However during the field visit it was observed that females were hesitant to speak out even when specifically asked to do so.

- President is not aware of the issues of the tribal population and available schemes. As per her, people raise issues and she gives approval for discussion.

GP – Shanasapura in Bellary District

- GP has 6 wards, 2 villages and 21 elected representatives out of which 9 are ST, 2 SC and rest are from general category. Total females in the panchayat are 11.
- Total number of Anganwadi Centres are 5
- Number of Primary Health Centre = Nil
- Number of Sub-Centres = 1
- Typically two Ward and two Gram Sabhas are organized in a year. This year, till date, special meeting of Gram Sabah was organized on Rajiv Gandhi's birthday (aslo Devraj URS's birthday). Circular in this regard was issued by Director RD&PRD. Agenda of this special meeting was to discuss farmer related issues and urging them not to go for suicides and selection of beneficiaries for IAY housing schemes.
- Seven days before the Ward Sabah, everyone is informed through 'tom-tom' announcement and pamphlets. Gram Sabah is organized 7 days after the conduct of Ward Sabah. As per members all the sections of the society and tribal groups participate in the planning process and gram sabha meetings. About 60% people from ST participate in Gram Sabah meetings. Participation in ward sabah is more than gram sabah. As per members, about 60-70% people from ST participate in ward and Gram Sabah meetings.
- Issues of the community –
  - Scarcity of drinking water
  - non availability of cemented and concrete roads
  - poor drainage facilities
  - scarcity of sand for construction due to police directive of not to take it from river bed
  - non-availability of high school in the GP
  - erratic bus connectivity
  - frequent load shedding resulting in poor electricity supply in the GP.

  Members also mentioned about their infrastructural plans like creating a lake in the GP for water storage, constructing community toilets, building a bridge over canal passing through the GP and changing street light poles. These plans so far could not be executed due to non-availability of land, funds and no response from the electricity department to their complaint.

- Strategy for implementation of schemes – Priority is given to needy households. For this PDO, ward members select needy households after undertaking household visits. Names are then announced in the community and final decision about the beneficiaries is taken unanimously. Needy persons are asked to submit the application for availing the benefits. Ward member recommend and forward those applications to gram sabha for approval. After GP level approval, benefits are provided to selected households. Community, PDO and ward member visit households during and after the implementation of scheme to confirm that intended benefits have been provided to needy persons.
- Members are aware that GP activities should ensure the participation of all sections of community. They are aware that 25% of budget for every scheme has to be spent on STs. As per members all the sections of the society and tribal groups participate in the planning process and gram sabha meetings.

- PDO mentioned three GP level committees as Social Justice, Production and Basic Amenities committee. Most of the members were not aware of these committees even though the names of these committees were displayed in the GP office.
- Good practices of the GP mentioned during the discussion were providing 21 tailoring machines to physically handicapped persons.
- Capacity building – Newly members, except President and Vice President, have not received any training yet. They wish to be trained on health issues, government's social sector schemes available for ST and poor, GP functioning. President and Vice President were provided one day training about GP functioning at taluka panchayat.
- Social audit – New GP became functional in July 2015 and till date no social audit has been conducted. However members are aware of social audit which according to them is conducted by community members and PDO during and at the end of social schemes. At GP level, Jamabandhi is conducted as social audit in which nodal officer from Taluka Panchayat is appointed by Executive Officer which may be an official from account department, social welfare department or any official. Every community member participates in jamabandhi.
- Main schemes implemented in the GP are Indira Awas Yogana (IAY), Swach Bharat Mission and MGNREGS.
- Grievance redressal – Grievances are mostly related to the selection of beneficiaries. Complaints in this regard are mostly resolved by senior community members through discussion. Needy persons not included in the beneficiary list this year are promised place in next year's list.
- Fund utilization – As per members, there is no pilferage in the amount assigned for a scheme due to the vigilance of opposition party members in the GP and Jamabandhi.
- Suggestions: Provide awareness about government schemes.

Observations:

- Tribal population; Ready to accept change, open to the world, integrated with other.
- Current president is not aware of government schemes.

Taluka level discussion at Siraguppa in Bellary district

- Total GP under the taluka are 27
- Total taluka panchayat members are 17 out of which 3 are from ST, 3 from SC, 2 from BC and 9 from general category.
- Committees available at taluka level are Financial, Social Justice and General Body
- Process of developing annual plan – annual plan at GP level is created by GP members in the presence of PDO and approved in their general body meeting mostly in the month of February every year. PDO ensures that plan is as per the guidelines provided by the government. A copy of the plan is then sent to Executive Officer (EO) of Taluka Panchayat. Planning at TP level is done as per the requirements of the government scheme like for MGNERGA, Integrated Participatory Planning process is adopted to develop 5 year plan and then annual plan is created from that. Similarly for Swach Bharat Mission, annual baseline survey is conducted to develop the annual plan. Taluka Planning Officer helps EO in finalizing the annual plan for TP in discussion with members of Taluka Panchayat. These members attend GP meetings and thus raise the requirements of their respective areas during the TP level planning process. Technical inputs for this are provided by Assistant Director MGNERGA, Social Welfare department and all the line departments of RD&PRD. A copy of the plan, having ST component in it, is then sent to Chief Executive Officer (CEO) of Zila Panchayat.
- Process of developing annual budget – GP members with the help of PDO create their annual budget taking into consideration their estimated revenue collection and proposed expenditure. Panchayati Raj Engineering works department is consulted for taking technical advice. Annual budget is then developed as per Government guidelines like 24.10% of each scheme to be spent on SC/ST population. It is discussed in the general body meeting and approved. PDO sends the final budget to EO at Taluka Panchayat for approval. At taluka, budget of all the GP is consolidated. TP members and EO then discuss and take technical guidance from AEE RD&PRD to develop the annual budget for the taluka. It is discussed in the general body meeting and approved. EO then sends the final budget to CEO of Zila panchayat for approval.
- Key issues –
  - Budget under the Housing scheme has not increased proportionally to the population growth of ST so not many people are able to avail this benefit whereas demand is very high. Acquiring land for housing is also a big challenge given the scarcity of non-arable land.
  - Second key issue is low awareness among ST population about importance of education.
- Social exclusion and malnutrition is not an issue in Siraguppa taluka.
- Key schemes –
  - Tribal Sub-Plan
  - Line departments of RD&PRD will spend minimum 24.10% of their budget on SC and ST (17.15% for SC and 6.95% for ST population)
- Strategies used for increasing participation of ST population in scheme
  - Priority is given to ST and SC population for providing work under MGNERGA scheme
  - GPs to focus on providing basic amenities to ST population through community discussions
  - Undertaking IEC activities like distributing pamphlets, announcement of schemes through 'Tom-Tom', PDO explaining schemes in gram sabahs, visit by TP officials

- o Current situation – As per officials, only 50-60% population participate in GP activities. Involvement is more at ward level than GP level.
- Selection of beneficiaries for schemes – It is done in ward sabah and finalized by GP. Selection of beneficiaries has to be done as per scheme guidelines fulfilling the mentioned criteria.
- Grievance redressal mechanism – Nodal official from TP selected by EO attends the GP level meetings in which any one can register his/her complaint verbally or in writing. If required, spot visit can be undertaken by nodal officer along with GP members to verify the complaint. Action is taken to solve the complaint or it is referred to EO for decision making.
- Good practices of the taluka
  - o Increasing awareness and better implementation of Swach Bharat Mission under which more people are sending applications for toilet construction at home
  - o More people have now started sending their children to schools
  - o Using the occasion of 'Valmiki Jayanti' for creating awareness among public about government schemes and encouraging them to participate in planning and monitoring of schemes.
- Capacity building of GP members – One day training of ST members about government schemes was conducted by the Social Justice Department at district level.
- Suggestions –
  - o IEC activities need to be increased so as to make people aware about government schemes and GP functioning.
  - o Training of all the newly elected members of GP about government programmes and functioning of GP

Zila level discussion in Bellary District

- Key issues related to ST population
  - Lack of houses – key issue is land for this
  - Non availability of community halls for marriage, community functions and meetings
  - Non-availability of CC roads leading to ST community (usually this is decided by MLA, no participation of the community in this decision)
- Suggestion
  - Creating more awareness in the community and elected members about GP functioning and government schemes

GP –H.Siddapura in Raichur District

- Total number of villages in the GP = 4, wards = 6
- Total number of elected representatives in the panchayat = 14 out of which 6 are literate (passed primary education) rest all are illiterate
- Total number of ST elected representatives in the panchayat = 10 out of which 5 are females (Members from SC=1, General=3 with 1 and 2 females respectively)
- Total number of female elected representatives in the panchayat = 8 out of which 5 are from ST
- Total number of Anganwadi Centres = 9
- Number of Primary Health Centre = Nil (Nearest available PHC is 3 kms from GP)
- Number of Sub-Centres = Nil
- Typically two Ward and two Gram Sabhas are organized in a year. This year, till date, one ward and one gram sabha has been conducted. In addition to this a special meeting of Gram Sabah was organized as per RD&PRD circular on Rajiv Gandhi's birthday. General body meeting is conducted every month.
- Seven days before the Ward Sabah, everyone is informed through 'tom-tom' announcement and pamphlets. Gram Sabah is organized 7 days after the conduct of Ward Sabah. As per members all the sections of the society and tribal groups participate in the planning process and gram sabha meetings. About 60% people from ST participate in Gram Sabah meetings. Participation in ward sabah is more than gram sabah.
- Issues of the community –
  - Less man-days available for doing work under MGNERGA
  - Piped drinking water is not available in each home
  - Construction of toilets at home
  - Housing issues
  - Poor transportation facilities
  - Still many roads are kuchcha
  - Poor infrastructure of school, no water and electricity connection in it and no teacher at present

- Strategy for implementation of schemes – Priority is given to needy households. For this PDO, ward members select needy households after undertaking household visits. Names are then announced in the community and final decision about the beneficiaries is taken unanimously. Needy persons are asked to submit the application for availing the benefits. Ward member recommend and forward those applications to gram sabha for approval. After GP level approval, benefits are provided to selected households. Community, PDO and ward member visit households during and after the implementation of scheme to confirm that intended benefits have been provided to needy persons.
- Except PDO, no one in the GP is aware of legal framework and budgetary allocation for ST population.
- Members not aware of GP level committees. No committee has been constituted yet in the GP.
- Good practices of the GP mentioned during the discussion were construction of cc road, drainage and compound walls of schools.
- Capacity building – All the 14 members were provided for 3 days in taluka resource centre by SIRD persons on 6, 7 and 8 August.
- Social audit – Conducted social audit in August 2015 for MGNREGA scheme in the presence of CDP as nodal officer. As per PDO, social audit conducted every 6 months for MGNREGA scheme while Jamabandhi is done for all other schemes once a year between mid of August to mid of September. This is still due for current year. However most of the members especially from ST community were not aware of this.
- Members not aware of government schemes.
- Grievance redressal – No grievance redressal mechanism. All problems sorted out at community level by elders through discussions.
- Fund utilization – Members have no idea about this.
- Suggestions
  - Provide awareness about government schemes
  - Physical Education teacher in the school as children have lot of interest in sports

GP – Ramadurga in Raichur District

- Total number of villages in the GP = 5, wards = 7
- Total number of elected representatives in the panchayat = 20
- Total number of ST elected representatives in the panchayat = 4 out of which 2 are females (Members from SC=4, General=12 with 2 and 6 females respectively)
- Total number of female elected representatives in the panchayat = 10 out of which 2 are from ST
- Total number of Anganwadi Centres = 11
- Number of Primary Health Centre = 1
- Number of Sub-Centres = Nil
- Typically two Ward and two Gram Sabhas are organized in a year. This year, till date, one ward and one gram sabha has been conducted. In addition to this a special meeting of Gram Sabah was organized as per RD&PRD circular on Rajiv Gandhi's birthday. General body meeting is conducted every month.

- Seven days before the Ward Sabah, everyone is informed through 'tom-tom' announcement and pamphlets. Gram Sabah is organized 7 days after the conduct of Ward Sabah. As per members all the sections of the society and tribal groups participate in the planning process and gram sabha meetings. More than 70% people from ST and overall around 50% women participate in Gram Sabah meetings. Participation in ward sabah is more than gram sabah.
- Issues of the community –
  - Doctors not available in PHC
  - Non availability of drinking water
  - CC roads
  - Housing
  - Lack of drainage facilities
  - Lack of teachers in schools (Total primary school 6 and high school 1)
- Strategy for implementation of schemes – Priority is given to needy households. For this PDO, ward members select needy households after undertaking household visits. Names are then announced in the community and final decision about the beneficiaries is taken unanimously. Needy persons are asked to submit the application for availing the benefits. Ward member recommend and forward those applications to gram sabha for approval. After GP level approval, benefits are provided to selected households. Community, PDO and ward member visit households during and after the implementation of scheme to confirm that intended benefits have been provided to needy persons.
- Except PDO, no one in the GP is aware of legal framework and budgetary allocation for ST population.
- Members not aware of GP level committees. No committee has been constituted yet in the GP.
- Good practices of the GP – No good practice mentioned in the discussion.
- Capacity building – No training so far. Members don't know about their roles and responsibilities.
- Social audit – Conducted social audit in August 2015 for MGNREGA scheme in the presence of CDP as nodal officer. As per PDO, social audit conducted every 6 months for MGNREGA scheme while Jamabandhi is done for all other schemes once a year between mid of August to mid of September. This is still due for current year. However most of the members especially from ST community were not aware of this.
- Members not aware of government schemes.
- Grievance redressal – No grievance redressal mechanism. All problems sorted out at community level by elders through discussions.
- Fund utilization – Members have no idea about this.
- Suggestions
  - Provide awareness about government schemes
  - Need training in budget preparation and how to use funds as per the norms
  - Need training about the GP functioning
  - Skill development project related to agriculture
  - Skills with which youth could start their own business

Taluka level discussion at Deodurga in Raichur district

- Total GP under the taluka are 33 (earlier 28) out of which election were held recently in 31 GPs
- Total taluka panchayat members are 21 out of which 10 are from ST (5 females), 5 from SC (3 females), and 6 from general category (3 females).
- Committees available at taluka level are Financial, Social Justice and General Body
- Process of developing annual plan – annual plan at GP level is created by GP members in the presence of PDO and approved in their general body meeting mostly in the month of February every year. PDO ensures that plan is as per the guidelines provided by the government. A copy of the plan is then sent to Executive Officer (EO) of Taluka Panchayat. Planning at TP level is done as per the requirements of the government scheme like for MGNERGA, Integrated Participatory Planning process is adopted to develop 5 year plan and then annual plan is created from that. Similarly for Swach Bharat Mission, annual baseline survey is conducted to develop the annual plan. Taluka Planning Officer helps EO in finalizing the annual plan for TP in discussion with members of Taluka Panchayat. These members attend GP meetings and thus raise the requirements of their respective areas during the TP level planning process. Technical inputs for this are provided by Assistant Director MGNERGA, Social Welfare department and all the line departments of RD&PRD. A copy of the plan, having ST component in it, is then sent to Chief Executive Officer (CEO) of Zila Panchayat.
- Process of developing annual budget – GP members with the help of PDO create their annual budget taking into consideration their estimated revenue collection and proposed expenditure. Panchayati Raj Engineering works department is consulted for taking technical advice. Annual budget is then developed as per Government guidelines like 24.10% of each scheme to be spent on SC/ST population. It is discussed in the general body meeting and approved. PDO sends the final budget to EO at Taluka Panchayat for approval. At taluka, budget of all the GP is consolidated. TP members and EO then discuss and take technical guidance from AEE RD&PRD to develop the annual budget for the taluka. It is discussed in the general body meeting and approved. EO then sends the final budget to CEO of Zila panchayat for approval.
- Key issues –
  - Budget under the Housing scheme has not increased proportionally to the population growth of ST so not many people are able to avail this benefit whereas demand is very high. Acquiring land for housing is also a big challenge given the scarcity of non-arable land.
  - Second key issue is low awareness among ST population about importance of education.
- Social exclusion and malnutrition is not an issue in Siraguppa taluka.
- Key schemes –
  - Tribal Sub-Plan
  - Line departments of RD&PRD will spend minimum 24.10% of their budget on SC and ST (17.15% for SC and 6.95% for ST population)
- Strategies used for increasing participation of ST population in scheme
  - Priority is given to ST and SC population for providing work under MGNERGA scheme
  - GPs to focus on providing basic amenities to ST population through community discussions
  - Undertaking IEC activities like distributing pamphlets, announcement of schemes through 'Tom-Tom', PDO explaining schemes in gram sabahs, visit by TP officials

- o Current situation – As per officials, only 50-60% population participate in GP activities. Involvement is more at ward level than GP level.
- Selection of beneficiaries for schemes – It is done in ward sabah and finalized by GP. Selection of beneficiaries has to be done as per scheme guidelines fulfilling the mentioned criteria.
- Grievance redressal mechanism – Nodal official from TP selected by EO attends the GP level meetings in which any one can register his/her complaint verbally or in writing. If required, spot visit can be undertaken by nodal officer along with GP members to verify the complaint. Action is taken to solve the complaint or it is referred to EO for decision making.
- Good practices of the taluka
    - o Increasing awareness and better implementation of Swach Bharat Mission under which more people are sending applications for toilet construction at home
    - o More people have now started sending their children to schools
    - o Using the occasion of 'Valmiki Jayanti' for creating awareness among public about government schemes and encouraging them to participate in planning and monitoring of schemes.
- Capacity building of GP members – One day training of ST members about government schemes was conducted by the Social Justice Department at district level.
- Suggestions –
    - o IEC activities need to be increased so as to make people aware about government schemes and GP functioning.
    - o Training of all the newly elected members of GP about government programmes and functioning of GP
- Additional information captured
    - o Annual plans developed at GP and TP level do not require approval from EO and CEO respectively. However approval for MGNERGA plan is must.
    - o Consolidated 'Taluka Action Plan' is developed at taluka level which has mention of all the schemes separately
    - o Intensive Participatory Plan under MGNERGA is developed at GP level with the active involvement of PDO and taluka panchayat officials. Only 69 out of 176 talukas in Raichur district have developed this plan rest are not doing it. These 69 talukas fall under 'Most and more backward' category.
    - o When a new scheme is launched by the government, training of all the PDOs is arranged at taluka level. PDOs then provide training to GP members and create awareness at ward level along with ward members.
    - o There is shortage of PDOs in the district. For 33 GPs, only 14 PDOs are available so each handling the charge of 2 or 3 GPs at a time.

Zila level discussion in Raichur District

- Key issues related to ST population
  - Lack of houses – key issue is land for this
  - Low literacy rate in ST population
- Additional information
  - ST Development Corporation in all the districts providing many schemes for ST population e.g. Self employment scheme, 25% subsidiary on loans etc.
  - Participation level of female members in panchayat is less. Mostly work as per their husband's instructions. One of the main reason for this is illiteracy.
- Suggestion
  - Creating more awareness in the community and elected members about GP functioning and government schemes
  - Increased focus on education

Discussion with NGO Representatives in Raichur District

- Key issues –
  - No school in many hamlets
- Positive changes
  - Increased road connectivity has resulted in increasing integration of ST population with non-tribal population
  - Around 70% of ST population has started participating in GP activities. However most of them are still not very vocal
- Suggestion
  - Do the situation analysis to understand sub-group within the ST population who are still deprived of benefits and develop focused strategies for them
  - Village level plans need to be improved with better planning for utilization of resources. Micro planning methods like PRA activities should be part of developing the annual village plans.
  - Awareness level has improved but the implementation still needs to be improved.
  - Alternative methods of providing basic utilities should be worked upon like solar energy, mini water tanks etc.
  - Exposing ST population to new traditions will make them aspire for better quality of life
  - Implement recent development in agriculture e.g. farming systems, cultivation of multi crops etc.
  - Awareness campaigns need to be improved with better communication methods. Focus should be more on transferring the knowledge to illiterate ST population.
  - Training should be provided frequently until the desired results are not achieved.
  - Involve local NGO to get benefit of their experience gained over the long period of working with tribal population.

Annexure 5: Obligatory functions of Panchayats in Karnataka

Gram Panchayat

It shall be obligatory on the part of a Grama Panchayat in so far as the Grama Panchayat fund at its disposal will allow, to make reasonable provision within the panchayat area in regard to the following matters, namely:-

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

(ii) constructing adequate number of community latrines for the use of men and women and maintaining them;

(iii) maintaining water supply works either on its own or by annual contract by generating adequate resources;

(iv) revising and collecting taxes, rates and fees periodically which are leviable under the Act;

(v) ensuring universal enrollment of children in primary school;

(vi) achieving universal immunisation of children;

(vii) ensuring prompt registration and reporting of births and deaths;

(viii) providing sanitation and proper drainage;

(ix) construction, repair and maintenance of public streets;

(x) removing encroachments on public streets or public places;

(xi) providing adequate number of street lights and paying electricity charges regularly;

(xii) filling-up insanitary depressions and reclaiming unhealthy localities;

(xiii) destruction of rabid and ownerless dogs;

(xiv) maintenance of all community assets vested in it;

(xv) maintenance of records relating to population census crop census, cattle census, census of unemployed persons and persons below poverty line;

(xvi) earmarking places away from the dwelling houses for dumping refuse and manure.]

(xvii) protecting the biodiversity]

(2) The Grama Panchayat may also make provision for carrying out within the panchayat area any other work or measure which is likely to promote the health, safety, education, comfort, convenience or social or economic well being of the inhabitants of the panchayat area.

Taluk Panchayat

It shall be obligatory on the part of the Taluk Panchayat, in so for as the Taluk Panchayat fund at its disposal will allow, to make reasonable provision within the area under its jurisdiction in respect of the following matters, namely:-

(i) construction and augmentation of water supply works to the level of not less than forty liters per capita for day;

(ii) filing half yearly report regarding the activities of Grama Panchayats 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) enrollment in schools;

(g) progress of immunisation.

(iii) providing adequate number of class rooms and maintaining primary school buildings in proper condition including water supply and sanitation;

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

Zilla Panchayat

It shall be obligatory on the part of the Zilla Panchayat so far as the Zilla Panchayat fund at its disposal will allow, to make reasonable provisions within the area under its jurisdiction, in respect of the following matters, namely:-

(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 recharge structures to ensure availability of water in the drinking water wells;

(iii) prevention of drilling of irrigation borewells in the vicinity of drinking water wells to ensure adequate drinking water, specially in lean season;

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

Annexure 6: Stakeholder consultation minutes of meeting

Background:

The purpose of Tribal and Disadvantaged Groups inclusion Plan is to provide for the distinct needs and aspirations of indigenous populations (Scheduled Tribes and Primitive Tribes) living in project areas as key beneficiaries of the project and to meet the requirements of World bank's Operation Policy 4.10 on Indigenous people.

In this regard DAC had initiated a study to understand the dynamics of indigenous and socially excluded groups in the proposed project area and proposed certain recommendation to ensure their effective participation. DAC had organised stakeholder consultation to disseminate key findings of the report and seek their feedback to finalise the same.

Stakeholder consultation' Objectives:

The objectives of the stakeholder consultation were:

- To share key finding of exploratory study on the tribal and disadvantaged groups .
- To discuss key action points and way forward
- To seek feedback on the finding and key action points

Methodology

Venue & Date:Meeting Room, Department of RDPR, MS Building Bangalore was finalized in consultation with DAC for holding the stakeholder consultation.

Mobilizing participants: DAC sent an invitation letter to all key participants highlighting the importance of their participation.

Stakeholder Consultation Proceedings: The meeting commenced with registration of participants and distribution of consultation materials.

Dr. N Nagambika Dev, Principal Secretary, RDPR (PR), was the chairperson of the meeting. Mr. S Nanjundarao, Chief DAC welcomed all participants and thanked all participants for their participation in the meeting.

Dr. Rajesh Khanna, IMaCS, made a presentation on the Tribal and Disadvantaged Groups inclusion Plan (includes Social Assessment)

Participants actively participated in the discussions followed and the queries raised by the participants were addressed by Consultant. The key points emerged from the discussions include:

- Local dialect and language should be given uttermost importance during awareness generation activities at the GP level

- Use of new technology/ innovative methods to bring awareness in vulnerable groups

- Regular refreshers trainings should be organized to ensure proper capability building of PRI members and further analysis should be done to measure impact of capacity building at GP level as unit of analysis in comparison to current status within same respondents.

- To increase participation of excluded groups and enhance their capacities, it is important to consider local conditions, context and local resources.

- Efforts should be made to carry out intensive awareness campaign with local resource at GP to reach to maximum number of people during gram sabha/ ward sabha/ Habitation Sabha. Platform like Gram Sabha/ . Ward Sabha / Habitation Sabha should be used to generate awareness about World Bank proposed project.

- Enhancing participation of youth in excluded areas in communication, planning and implementation

- TRC can be used to ensure capacity building to large number of participants from remote and hard to reach GPs.

- ANSSIRD should ensure identification of local resources from excluded groups and building their capacity for awareness generation and effective participation at GP level.

- Further. ANSSIRD should review all existing training material for PRIs and develop integrated tool kits to avoid any duplication or repetition. It will reduce number of trainings in year and PRI members will be able to focus more on implementation at ground level. It will enhance their availability at GP level.

- ANSSIRD should undertake need assessment study on capacity building for all PRI functionaries and elected representative on issues related training on IEC strategies, participatory planning and monitoring.

- Identification of deliverables, modules, systems and achievement which are sustainable and replicable

All participants extended their support and wholehearted cooperation for the successful completion of the study.

Closing of the meeting:

Stakeholder consultation was organized in a timely manner and agenda was strictly adhered to. The closing of the meeting was carried out by Mr. S Nanjundarao, Chief DAC with discussion on way forward.

Way Forward

- Report will be uploaded on DAC website for public review
- Final report will be shared with World Bank