

***Tribal Population in Gram Swaraj Project Area
– Their inclusion and fiscal devolution in
Panchayat Raj Institution***

– An empirical study

May 2009

***Decentralization Analysis Cell
Gram Swaraj Project
Rural Development and Panchayati Raj Department
No. 36, 9th Floor, MSIL Building, Cunningham Road
Bangalore -52***

Table of Contents

| Sl No | Content | Page # |
|--------------|---|---------------|
| 1 | Background | 1 |
| 2 | Methodology and Data Collection | 4 |
| 3 | Section – I | 7 |
| | I Profile of selected Gram Panchayats | 7 |
| | II Participation in Panchayati Raj Institution [PRI] | 13 |
| | III Affiliation of elected members to local associations | 14 |
| | IV Ward and Gram Sabha and participation of tribal community – Perception of elected members | 16 |
| | V Perception of people on Ward and Gram sabhas | 18 |
| 4 | Section – II | 19 |
| | I Priority Works at the grass root level | 19 |
| | II Works carried out by the government to tribal community | 24 |
| | III Initiatives taken by the elected representatives | 26 |
| | IV Tribal elected members in decision [planning & Management] making process | 28 |
| | V Prevailing constraints hindering the developmental activities | 30 |
| 5 | Section-III | 31 |
| | I Fiscal devolution and its management | 31 |
| | II Planning and fiscal management of elected representatives | 36 |
| 6 | Section-IV | 39 |
| | I Gram Swaraj Project and tribal population | 39 |
| | II Training and its implication under Gram Swaraj Project | 41 |
| 7 | Section-V | 43 |
| | Conclusion and Recommendations | 43 |
| 8 | Annexure | 47 |
| | I Tribal Caste-wise population, literates and workers in Karnataka. | 47 |
| | II Details of some of schemes with its objectives that are devolved to tribal community in the state: | 48 |

***Tribal Population in Gram Swaraj Project Area – Their inclusion and
fiscal devolution in Panchayat Raj Institution
– An Empirical Study***

A brief Background:

In India, the 73rd Constitution Amendment's importance was that it aimed at achieving grass roots democracy guaranteeing adequate representation to the marginalised groups like Scheduled Tribes, Scheduled Caste and Women. However, the 73rd amendment was not automatically applicable to the scheduled areas (geographical area where the forest tribal – referred as adivasis, are concentrated) because of their unique characteristics and special needs. An amendment act was subsequently enacted in December 1996 titled, 'The Provisions of the Panchayat (Extension to the Scheduled Areas) Act, 1996. The scheduled areas and the tribal areas are specified in accordance with the provisions in article 244 and fifth and sixth schedules of the Indian Constitution. [Source: George Mathew, Panchayati Raj Institutions and human rights].

The Extension Act is one of the potent legislative measures of recent times, which recognises the tribal peoples' mode of living, aspirations, their culture and traditions. However, studies to assess the implementation of the Extension Act and to examine as to what extent the 1996 Act was able to establish grass roots democracy in scheduled areas in accordance with the ethos of the tribal people reveal that nothing notable has taken place in these areas and that the condition of tribals remain more or less what it was before. [Source: George Mathew, Panchayati Raj Institutions and human rights].

Karnataka is one of better developed state in India. Land reforms and other developmental initiatives opportunities aimed at backward classes and dalits in the 1980s created a society that is not polarised as in some of the other states in India. This is a led to the formation of a fairly cohesive society [Manohar, 1997]. A less well known fact about Karnataka relates to its long experimentation with decentralisation. The 1983 Act was substituted by a new law in 1993 (the Karnataka Panchayat Raj Act, 1993) to accommodate the mandatory provisions brought in by the 73rd and 74th amendments to the Constitution. A significant work had been taken up since then even though regional imbalances prevailed in the state.

To address the issue of regional imbalances, a committee under the chairmanship of Prof. Nanjundappa was formed and it submitted its report in the year 2004. As part of the study report, this committee considered tribal population as one of the major criteria while classifying certain Taluks under most backward category. It laid more emphasis on tribal population.

Gram Swaraj project implemented in Karnataka state in 2006-07 was based on Prof. Nanjundappa committee report. In a sense, this project is being implemented in most backward Taluks listed in this report. As said earlier, one the criterion for branding certain Taluks as 'most backward' is the density of tribal population. Now, to uplift from most backward to backward or forward Taluk, it is important to address the issues pertaining to scheduled tribes. The Gram Swaraj project in its objectives has given priority to this section of rural society.

With this background, the present study intended to know the participation of tribal people in the functioning of PRI – in specific at the grass root level, the fiscal devolution – in particular the expenditure incurred towards tribal community etc.

The broad objectives of this study are;

- The background of tribal community and their inclusion in rural society.
- Role and effective participation at Gram Panchayat and their influence at other two levels (TP & ZP).
- The problems faced by the panchayat in addressing various prevailing issues.
- To analyse the planning and management aspects of Scheduled Tribes of their inclusion and the targeting of expenditure to them.
- To examine the problems and constraints faced by the tribal elected members in planning and management of the panchayat.
- To analyse the scope and quality of tribal community participation in the Gram Panchayat Activities.
- To examine the empowerment of tribal at village level to participate effectively in Gram Sabhas, by promoting any community based activities.

Study Area:

The area selected for this study is Heggadadevanakote - briefly abbreviated as H.D. Kote. Before explaining the reasons behind taking up of H.D. Taluk as the study area, we intend to highlight a brief profile on Scheduled Tribes in Karnataka.

Karnataka had a tribal population of 34.64 lakh in 2001 [Census 2001]. Nearly 85 per cent of them live in Rural Karnataka. The Scheduled Tribes are tribes notified under Article 342 of the constitution. There are 50 major tribes¹ with 109 sub-tribes in the State. Among them only two castes namely the Koragas and Jenu Kurubas are classified as primitive tribes. Majority of Koraga tribes are found in Dakshina Kannada and Udupi districts and similarly higher percentage of Jenu Kurubas are found in Mysore, Chamarajanagara and Kodagu districts. The present study is primarily focussed only on ***primitive tribes*** under Gram Swaraj Project Area².

As the study is presently limited to Gram Swaraj Project area, two districts namely Mysore and Chamarajnagar districts initially were listed. Further, when the Taluk-wise population data on tribes – Jenu Kuruba was looked into one Taluk namely *Gundlupet* in Chamarajnagar district and H.D. Kote Taluk in Mysore district ranked the highest. The

¹ The list of some of tribes in Karnataka is provided in Annexure –I.

² The Gram Swaraj project area covers 39 Taluks comprising of 14 districts in the state. Refer to www.rdpr.kar.in website for list of the Taluks falling under Gram Swaraj project area.

obvious choice was H.D. Kote Taluk as it falls under gram swaraj project area, where as the other do not.

In H.D. Kote Taluk, the tribal Community comprises of four major sub-caste viz., Jenu Kuruba, Soliga, Yeravas and Nayak Community. Among the four, the first one is the primitive tribe. Among the four, Nayaks are economically, socially and politically dominant community. This was clearly emerged during the field visit [see Table-2]. On infrastructure and demographic front, H.D. Kote Taluk has a population of 2, 35,155 people [Census, 2001]. Males constitute 51% of the population and females 49%. H.D. Kote has an average literacy rate of 66%, higher than the national average of 59.5%. Male literacy is 72%, and female literacy is 60%. 12% of the population is under 6 years of age. ST population in the Taluk is 49,408.

Box 1:

Jenu kurubas and Betta Kurubas, the two dominant tribal groups in Nagarahole, formerly followed a nomadic way of life. The Jenu Kurubas subsisted on hunting and gathering, while the Betta Kurubas engaged in swidden (kumari) agriculture as well as basket weaving. They are described as culturally and linguistically distinct groups. The historical report note that the Jenu and Betta Kurubas moved through and used the forests of the Nilgiri and Wyanad region, which includes current Nagarahole area. These groups are also reported to have long-standing role as agricultural labour for coffee estates in the Kodagu area and as casual labour for the Forest Department within Nagarahole area.

The Yearvas, another distinct tribal group which resides in the Nagarahole area, were believed in early records to be originally from the Wyanad area, and held slavery to Coorgi farmers. They are still reported to earn their livelihoods primarily from agricultural labour in Kodagu.

Source: *Insights from a cultural Landscape: Lessons from Landscape History for the Management of Rajiv Gandhi (Nagarahole) National Park by Mr. Sanghamitra Mahanty.*

H.D.Kote has four reservoirs viz., the Kabini, Nugu, Hebbala and Taraka. Ironically, the agriculture in the Taluk is rainfed mainly because of government failure to harness the capacity of these four reservoirs. Unfortunately, barring the Kabini reservoir, the other three are always dry. As a result, farmers who could otherwise raise three crops are able to hardly raise one and are perennially in debt. This is also one of the economic backwardness of the Taluk and distress migration to cities is common.

On the social front, each Scheduled Tribe has its own council, which regulates its internal affairs. However it is noticed that in the past, elders of the tribes known as Yejamanas took most of the decision regarding their own group. But, now-a-days, any able bodied man who strives for the welfare of his people can be considered as a Yejaman. These days' women are also taking active part in the affairs of their community and they appear to fight for the rights. Many women among them insisted that they were the main decision-makers in their settlements today. In other wards the ancient for rest dwellers are undergoing a process of transformation. [C.K.Kanthraju and Bhat, "Contract Blindness among Scheduled Tribes in Mysore District].

Box -2 : Life style of tribes

During the field visit, the study team noticed that, they use rice as their main food. They buy rice, cereals and pulses from shops located nearby villages. Majority of them get these food grains from Government fair shops [A photo of one such fair shop is shown adjacent]. Some of tribes have frequent visits to Taluk head quarter to buy their needs. Generally men go for occupations such as collecting honey, working as labourers. Women look after cooking and other household activities. Consumption of alcohol is a common feature among tribal community irrespective of gender. The local people said that these tribal do not have the mentality of creating, accumulating assets or savings the earnings. They sometime spend whole money earned on same day without saving for the future.

**II. Methodology of Sample Survey:**

H.D. Kote Taluk comprises of 32 Gram Panchayats. The study is primarily focused on the respondents – both elected and general public belonging to Tribal Community. Accordingly, a sample of 12 Gram Panchayats was selected [based on statistical method] across the Taluk. The methodology involved interviewing both the elected representatives – belonging to tribal community and Focus Group Discussion [FGD]. The tribal settlements – locally referred as ‘Haadis’ were selected for having FGDs.

Firstly, with regard to the elected representatives, the census method of members belonging to tribal community was taken into consideration. Accordingly, a total of 219 members [see Table-1] constituted the 12 GPs under study. Among them, 59 members belonged to Scheduled Tribes. Even after persistent effort, the study team were able to interview only 39 representatives. The reason for not being able to interview other members is provided in the last column of Table-1. Further, the break-ups of members belonging to various sub-castes under the Scheduled Tribe category are also provided in Table-2.

Table-1: The total & sample number of members belonging to Scheduled Tribes interviewed.

| Name of the GP | Total no. of elected members | Scheduled Tribe elected members | | | Reason for not able to conduct the interview |
|-----------------|------------------------------|---------------------------------|-----------------|---------------------|--|
| | | Total | No. Interviewed | No. Not Interviewed | |
| Annuru | 18 | 3 | 1 | 2 | Respondent not in station. |
| Bhimanahalli | 15 | 3 | 3 | - | |
| Antharasanthe | 21 | 3 | 3 | - | |
| DB Kuppe | 13 | 12 | 5 | 7 | Temporarily migrated to neighbouring districts for employment. |
| N Belthuru | 18 | 5 | 5 | - | |
| B Matakere | 22 | 3 | 2 | 1 | Respondent not in station. |
| Chakkodanahalli | 19 | 6 | 3 | 3 | Two members temporarily migrated to neighbouring district for employment. The other one was not in station |
| Naganahalli | 21 | 3 | 2 | 1 | Member expired |
| Hirehalli | 15 | 4 | 3 | 1 | Respondent not in station. |
| N Beguru | 20 | 9 | 5 | 4 | Respondent not in station. |
| Kallambalu | 17 | 5 | 4 | 1 | Respondent not in station. |
| Hanchipura | 20 | 3 | 3 | - | |
| Total | 219 | 59 | 39 | 20 | |

With regard to focus group discussion, as informed earlier it was held in the tribal settlements. The participants ranged from 10 to 20 people. The reason for low turnout was migration to other places for employment at the time of conducting this field study.

Table 2: Break-ups of sub-castes of sample elected members who were interviewed.

| Sl. No | Name If the GP | Elected Representatives | | Interviewed elected members belonging to the following sub-castes | | | | | | |
|--------|-----------------|-------------------------|-----------|---|-------------|-----------|----------|----------|----------|-----------|
| | | Total | STs | Jenu Kuruba | Kadu Kuruba | Nayaka | Soliga | Yerava | Beda | Total |
| 1 | Antharasanthe | 21 | 3 | 1 | - | 2 | - | - | - | 3 |
| 2 | Annuru | 18 | 3 | 1 | - | - | - | - | - | 1 |
| 3 | Bheemanahalli | 15 | 3 | 1 | - | - | 2 | - | - | 3 |
| 4 | B Matakere | 22 | 3 | 1 | 1 | - | - | - | - | 2 |
| 5 | Chakkodanahalli | 19 | 6 | 1 | - | 2 | - | - | - | 3 |
| 6 | D.B. Kuppe | 13 | 12 | - | - | - | - | - | 5 | 5 |
| 7 | Hanchipura | 20 | 3 | - | - | 2 | 1 | - | - | 3 |
| 8 | Hirehalli | 15 | 4 | - | - | 3 | - | - | - | 3 |
| 9 | Naganahalli | 21 | 3 | 1 | - | 1 | - | - | - | 2 |
| 10 | N.Beguru | 20 | 9 | 1 | 3 | 1 | - | - | - | 5 |
| 11 | N.Belathur | 18 | 5 | 2 | - | 2 | - | 1 | - | 5 |
| 12 | Kallambalu | 17 | 5 | - | - | 4 | - | - | - | 4 |
| | Total | 219 | 59 | 9 | 4 | 17 | 3 | 1 | 5 | 39 |

Source: From field survey conducted study team.

This report is classified into four sections. Though *the basic objective of the study was focussed on the fiscal aspect – mainly focussed on expenditure pattern* towards tribal population, the study intends to look into other facets also. Accordingly, it is classified into five sections. Section-I being with a brief profile of selected GPs under study. Then, the political participation of elected members in Panchayati Raj Institution [PRI] is explained. In this, the process of getting elected, the problems faced during electoral process, the intensions of joining PRI and so on is briefly discussed. Next, the affiliation of elected members to local associations and views of these members on the feasibility of collaborating both these associations and panchayat elected body towards the developmental works pertaining to the gram panchayat is discussed. Further, the perception of the members on the functioning of ward and gram sabhas is also discussed in this section.

Section – II begins with the work priorities [planning and management] as per elected members and the people that need to be addressed are explained. Further, the reasons for ranking those priorities are also discussed. This is followed by a brief discussion on the works carried out -- in past and recent times by the government towards the tribal community. Similarly, the initiatives taken by present elected representatives in their respective constituencies are highlighted. This section also talks about the participation of tribal elected members in decision making process and finally the prevailing constraints faced by the members in service delivery is also depicted.

Section –III is focussed on fiscal devolution. Firstly, the total taxes –both tax and non-taxes collected for three years [from 2006-07 to 2008-09] is provided. Again, the prevailing problems faced by the elected body in not being able to achieve the demand with revenue collection are also highlighted. Next, the percentage of expenditure incurred towards Scheduled Tribes as against the total expenditure is depicted in the form of a table along with a brief analysis is also carried out in this section. Furthermore, the awareness of both the elected members and the public about the annual demand of property tax, the actual

collection during 2008-09, the participation of respondents in planning process and finally their awareness on various schemes that are devolved to the third tier is discussed.

Section –IV is devoted to Gram Swaraj Project. It begins with the awareness of Gram Swaraj Project in their respective GPs. The method adopted by the GPs in creating awareness is discussed. Further, the works carried under Gram Swaraj Project. The impact of training programmes conducted under Gram Swaraj is briefed explained in this section.

Section-V is conclusion and recommendations.

Section – I

I. Profile of selected Gram Panchayats:

As a customary, this section begins with a brief profile [see Table-3] of selected GPs for the study. The information provided in this table is self-explanatory. Similarly, a brief statistics on the members interviewed under the study is provided in Table-4. Glancing at the education level of the elected representatives from the table, under tribal category, about 36% [14 out of 39] of them did not have any formal education. Similarly, another 38 % [15 out of 39] of them had only their primary education at GP headquarters. Only one percent of them had passed their higher education. Apart from this, data on children enrolment, the number of dropouts [Out of School] children, the number of children not enrolled is provided in Table-5. The data is from 2007-08 to 2008-09. This is provided for analysis purpose only and no substance can be drawn with those of educational profile of elected members. Nonetheless, it provides certain insight on importance of education by the rural households. With regard to occupational structure, about 35 % of representatives' work as agricultural labourers and an equal percentage of them are farmers [majority of them are small and marginal farmers] under ST category. Rest of other information in all the three tables is self-explanatory.

Before moving into next sub-section, a few interesting information about one gram panchayat namely D.B. Kuppe gathered during the field study is provided below.

Dodda Byrana [D.B] Kuppe Gram Panchayat:

D. B. Kuppe is located at the border between Karnataka and Kerala. It is about 50 KM from Heggadadevanakote. The Scheduled tribe population is in majority. Most of the geographical area of this GP is covered by Nagarhole Forest which is now called as Rajiv Gandhi National Park.

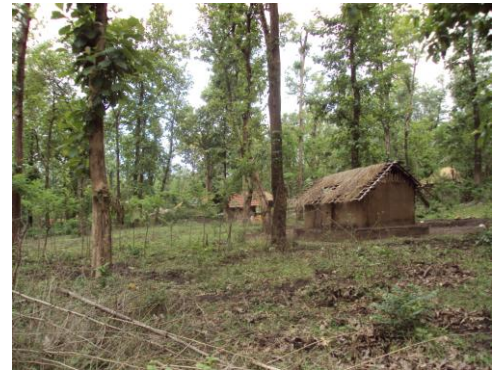


As stated that majority of the population in this GP are from primitive Schedule tribes. The Gram Panchayat is not having accurate information such as their population and households those who reside in the forest hideouts. This is because; most of the primitive tribes do not stay for a longer period at one specific place. They have tendency of changing their residence frequently. It is estimated that about 450 (out of 850) of primitive tribal households are living in the Gram Panchayat area.

A few interesting things about this panchayat; firstly, it does not consist of Gram Thana (village land). All the residential houses are constructed on forest land. Therefore, people have to approach the Forest department to get permission for building houses. After construction of houses, the residents have to pay royalty to forest department annually. Further, they don't possess any rights on the land where their houses have been constructed, which imply they cannot sell or purchase. Secondly, the forest department give permission to cultivate land for residents of the villages on royalty basis (exclusion of tribal people residing in the forest). However, this permission ceases with the demise of

cultivator. In other words, the right to cultivation is not transferable to siblings of the cultivator.

Most of the tribes belong to Jenu Kuruba & Kadu Kuruba community. As noticed in one of the tribal colony - Anemale Hadi, that Kadu Kuruba tribe is relatively better as compared to Jenu Kuruba in housing facility. In a sense, the housing structure belonging to Kadu Kuruba is better than of Jenu Kurubas. House walls are constructed with mud or from forest products such as bamboo and grass. Tiles have been used for roofing in case of few houses. Some of Kadu Kuruba families have cultivated Banana plantation - though illegally, and other useful trees around residence. On the other, the houses with dilapidated structures often collapse completely due to



Residential locality of a tribal colony situated remotely in forest zone -- D.B. Kuppe GP

usage of low quality materials. As a result, they inevitably had to shift from one place to another within the village. This is noticeable with Jenu Kuruba tribal households.

The typical characteristic of this GP is that the post of president is vacant for a period of 22 months in this present tenure. This is because, the post for 3rd term has been reserved for SC category and there are no candidates from that caste in this panchayat.

Some other observations regarding the geographical positioning of the selected GPs:

- The average distance is 21.4 kms [see Table-3]. Further, the average no. of villages [including the hamlets & Tribal colonies] associated with sample GPs is 8 [from Table-3].
- One of the interesting things noticed is the geographical boundary of the GP. In a sense, the farthest village from the GP headquarters of one GP namely DB Kuppe is located at a distance about 25 Kms and in another GP – Annuru, it is at a distance of about 15 kms. There is lack of proper transportation facilities available to travel across the villages within the GP. Ironically, the headquarters of the selected GPs is located closely to the main road connecting to the Taluk headquarters.

Box 3:

In Annuru GP, a village is located at a distance of 15 kms from the GP headquarters. There is absolutely no public or private transportation facility available directly to the panchayat office. People of this village has to travel to H.D. Kote -- the Taluk headquarters – located at a distance of 25 kms and then again travel a distance of 14 kms – by taking another bus/private vehicle to reach Annuru GP. Thus, one has to travel a total distance of about 40 Kms to reach their own panchayat office which is a major impediment to the people.

- However, with respect to infrastructure facilities – especially road, the sample GPs are better connected to the Taluk headquarters. In a sense, the study team would see better road accessibility to the GPs. The same is seen even with transportation facility also. There exist both public and private run vehicles transporting people across the Taluk.
- The GPs do not seem densely populated although the statistics on number of households a significant size.

Table-3: Brief Profile of selected Gram Panchayats under Study:

| Name of GP | Distance from Taluk H.Q (in Km) | Number of | | | As Per 2001 Census | | | | No. of Schools | | | | No. of public Bore wells | |
|-----------------|---------------------------------|------------------|---------|---------------|--------------------|------------------|---------------|------------|----------------------|-----------------------|-------------|-------------------|--------------------------|-----------|
| | | Revenue villages | Hamlets | Tribal Colony | Total Population | Total No. of HHs | No. of ST HHs | Others HHs | Lower Primary School | Higher Primary School | High School | Anganawadi centre | Total GP | ST Colony |
| Annuru | 12 | 6 | 12 | 7 | 7091 | 1397 | 300 | 1097 | 5 | 3 | 1 | 8 | 26 | 16 |
| Bhimanahalli | 14 | 6 | 19 | 6 | 7114 | 1371 | 621 | 750 | 8 | 5 | 1 | 11 | 78 | 20 |
| Antharasanthe | 12 | 4 | 5 | 4 | 8323 | 1986 | 688 | 1298 | 6 | 3 | 1 | 3 | 49 | 8 |
| DB Kuppe | 52 | 10 | 1 | 14 | 5054 | 972 | 850 | 122 | 9 | 4 | 1 | 11 | 58 | 0 |
| N Belthuru | 35 | 6 | 9 | 11 | 7122 | 1464 | 219 | 1245 | 8 | 4 | 1 | 11 | 58 | 0 |
| B Matakere | 26 | 15 | 17 | 11 | 8596 | 2357 | 1554 | 803 | 12 | 4 | 1 | 11 | 98 | 27 |
| Chakkodanahalli | 6 | 12 | 5 | 4 | 7139 | 2215 | 1113 | 1102 | 9 | 9 | 1 | 18 | 80 | 31 |
| Naganahalli | 5 | 9 | 3 | 1 | 8026 | 1613 | 115 | 1498 | 9 | 4 | 1 | 11 | 47 | 8 |
| Hirehalli | 12 | 2 | 3 | 5 | 5775 | 1203 | 320 | 883 | 7 | 3 | 1 | 6 | 44 | 9 |
| N Beguru | 45 | 6 | 13 | 23 | 7722 | 2000 | 1200 | 800 | 6 | 3 | 2 | 13 | 105 | 60 |
| Kallambalu | 20 | 6 | 0 | 3 | 6033 | 1399 | 918 | 481 | 5 | 4 | 0 | 9 | 26 | 8 |
| Hanchipura | 18 | 9 | 14 | 4 | 7855 | 1572 | 310 | 1262 | 8 | 4 | 2 | 11 | 60 | 0 |
| Total | 257 | 91 | 96 | 92 | 85850 | 19549 | 8208 | 11341 | 92 | 50 | 13 | 123 | 729 | 187 |
| Average | 21.4 | | | | | | | | | | | | | |

| Name of GP | No. of public taps | | No. of HHs with individual water tap | | No. of MWS | | Medical facilities | | | Miscellaneous information | | | |
|-----------------|--------------------|-----------|--------------------------------------|-----------|------------|-----------|--------------------|------|------|---------------------------|-----|-----|-----|
| | Total GP | ST Colony | Total GP | ST Colony | Total GP | ST Colony | No. of PHC | Beds | ANMs | Bank | NGO | T.C | P.O |
| Annuru | 10 | 0 | 698 | 29 | 22 | 10 | 1 | 16 | 10 | 0 | 0 | 0 | 0 |
| Bhimanahalli | 86 | 10 | 208 | 14 | 13 | 7 | 0 | 0 | 5 | 1 | 0 | 0 | 0 |
| Antharasanthe | 43 | 12 | 343 | 15 | 2 | 1 | 1 | 5 | 3 | 2 | 0 | 0 | 0 |
| DB Kuppe | 110 | 50 | 0 | 0 | 6 | 0 | 1 | 0 | 3 | 1 | 0 | 0 | 1 |
| N Belthuru | 160 | 35 | 375 | 0 | 6 | 2 | 1 | 0 | 3 | 1 | 0 | 0 | 1 |
| B Matakere | 66 | 20 | 667 | 11 | 11 | 4 | 1 | 0 | 1 | 1 | 0 | 0 | 2 |
| Chakkodanahalli | 473 | 94 | 598 | 162 | 12 | 5 | 0 | 0 | 1 | 0 | 0 | 0 | 0 |
| Naganahalli | 86 | 8 | 579 | 10 | 3 | 1 | 0 | 0 | 3 | 1 | 0 | 0 | 1 |
| Hirehalli | 120 | 60 | 323 | 115 | 5 | 3 | 0 | 0 | 1 | 1 | 0 | 0 | 0 |
| N Beguru | 18 | 6 | 4482 | 70 | 35 | 12 | 1 | 0 | 2 | 0 | 0 | 0 | 0 |
| Kallambalu | 74 | 50 | 474 | 300 | 4 | 2 | 0 | 0 | 1 | 0 | 0 | 0 | 1 |
| Hanchipura | 30 | 0 | 500 | 0 | 11 | 2 | 0 | 0 | 5 | 0 | 0 | 0 | 1 |

HHs= Households, MWS= Mini Water Supply, ANM=Auxiliary Nurse Midwife, NGO = Non-government Organisation, T.C = Training Centre, P.O – Post Office.

Table 4: A brief statistics on the members interviewed under study:

| Name of GP | No. of members belonging to | | | | | | | | | | | No. of members having education | | | | | | | | | | | | | | | | | | |
|-----------------|-----------------------------|--------|--------|-------------|--------|--------|---------|--------|---------|-----|-----------------------|---------------------------------|----------|----------|---------|-------|----------|------------|----------|----------|---------|--------|----------|------------|----------|----------|---------|-------|----------|---|
| | ST | | | | | | SC | | Others | | | ST | | | | | SC | | | | | Others | | | | | | | | |
| | Jenu Kurba | Soliga | Nayak | Kadu Kuruba | Beda | Yerava | Lambani | | BCM (A) | OBC | General | Illiterate | Upto LPS | Upto HPS | S.S.L.C | P.U.C | Graduate | Illiterate | Upto LPS | Upto HPS | S.S.L.C | P.U.C | Graduate | Illiterate | Upto LPS | Upto HPS | S.S.L.C | P.U.C | Graduate | |
| Annuru | 1 | - | - | - | - | - | - | 1 | - | - | - | - | - | 1 | - | - | - | - | - | - | - | - | - | - | - | - | - | - | 1 | - |
| Bhimanahalli | 1 | 2 | - | - | - | - | 1 | - | - | - | 3 | - | - | - | - | - | - | - | 1 | - | - | - | - | - | - | - | - | - | - | - |
| Antharasanthe | 1 | - | 2 | - | - | - | - | 1 | - | - | - | 3 | - | - | - | - | - | - | - | - | - | - | - | - | - | 1 | - | - | - | - |
| DB Kuppe | - | - | - | - | 5 | - | - | - | - | - | - | 3 | - | 1 | - | 1 | - | - | - | - | - | - | - | - | - | - | - | - | - | - |
| N Belthuru | 2 | - | 2 | - | - | 1 | - | - | - | 1 | - | 2 | 1 | - | 1 | - | 1 | - | - | - | - | - | - | - | - | 1 | - | - | - | - |
| B Matakere | 1 | - | - | 1 | - | - | - | - | - | 1 | - | 2 | - | - | - | - | - | - | - | - | - | - | - | - | - | 1 | - | - | - | - |
| Chakkodanahalli | 1 | - | 2 | - | - | - | 1 | - | - | - | 2 | 1 | - | - | - | - | 1 | - | - | - | - | - | - | - | - | - | - | - | - | - |
| Naganahalli | 1 | - | 1 | - | - | - | - | 1 | - | - | 2 | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | 1 |
| Hirehalli | - | - | 3 | - | - | - | - | - | - | - | - | 1 | 2 | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - |
| N Beguru | 1 | - | 1 | 3 | - | - | - | - | - | 1 | - | 1 | 2 | 1 | 1 | - | - | - | - | - | - | - | - | - | - | - | - | - | - | 1 |
| Kallambalu | - | - | 4 | - | - | - | - | - | - | - | 2 | 1 | - | - | 1 | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - |
| Hanchipura | - | 1 | 2 | - | - | - | - | - | - | - | 2 | 1 | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - |
| Total | 9 | 3 | 17 | 4 | 5 | 1 | 1 | 1 | 3 | 2 | 1 | 14 | 15 | 4 | 3 | 1 | 2 | 1 | 1 | - | - | - | - | - | - | - | 3 | - | 1 | 2 |
| Name of GP | Occupation | | | | | | | | | | No. of Family members | | | | | | | | | | | | | | | | | | | |
| | ST | | | SC | | | Others | | | | ST | | | SC | | | Others | | | | | | | | | | | | | |
| | A.L | Farmer | Other* | A.L | Farmer | Other* | A.L | Farmer | Other* | A.L | Farmer | Other* | < 3 | 3 to 6 | 6 to 9 | < 3 | 3 to 6 | 6 to 9 | < 3 | 3 to 6 | 6 to 9 | < 3 | 3 to 6 | 6 to 9 | < 3 | 3 to 6 | 6 to 9 | | | |
| Annuru | - | 1 | - | - | - | - | - | 1 | - | - | - | - | 1 | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | - | |
| Bhimanahalli | 3 | - | - | - | 1 | - | - | - | - | - | - | - | - | - | 2 | 1 | - | 1 | - | - | - | - | - | - | - | - | - | - | - | |
| Antharasanthe | - | 1 | 2 | - | - | - | - | - | - | - | - | - | 1 | - | - | 2 | 1 | - | - | - | - | - | - | - | - | - | - | 1 | - | |
| DB Kuppe | 1 | 4 | - | - | - | - | - | - | - | - | - | - | - | - | 1 | 2 | 2 | - | - | - | - | - | - | - | - | - | - | - | - | |
| N Belthuru | 2 | 2 | 1 | - | - | - | - | - | - | - | - | 1 | - | - | - | 3 | 2 | - | - | - | - | - | - | - | - | - | - | 1 | - | |
| B Matakere | 1 | 1 | - | - | - | - | - | - | - | - | - | 1 | - | - | - | - | 2 | - | - | - | - | - | - | - | - | 1 | - | - | - | |
| Chakkodanahalli | 2 | 1 | - | - | 1 | - | - | - | - | - | - | - | - | - | - | 2 | 1 | - | 1 | - | - | - | - | - | - | - | - | - | - | |
| Naganahalli | 2 | - | - | - | - | - | - | - | - | - | - | 1 | - | - | 2 | - | - | - | - | - | - | - | 1 | - | - | - | - | - | - | |
| Hirehalli | 1 | 2 | - | - | - | - | - | - | - | - | - | - | - | - | 2 | 1 | - | - | - | - | - | - | - | - | - | - | - | - | - | |
| N Beguru | 2 | 2 | 1 | - | - | - | - | - | - | - | - | 1 | - | - | 3 | 2 | - | - | - | - | - | - | - | - | - | 1 | - | - | - | |
| Kallambalu | 1 | 2 | 1 | - | - | - | - | - | - | - | - | - | - | - | 2 | 2 | - | - | - | - | - | - | - | - | - | - | - | - | - | |
| Hanchipura | 1 | - | 2 | - | - | - | - | - | - | - | - | - | - | - | 1 | 2 | - | - | - | - | - | - | - | - | - | - | - | - | - | |
| Total | 16 | 16 | 7 | - | 2 | - | - | - | - | - | - | 6 | - | - | 9 | 19 | 10 | - | 2 | - | - | 1 | 2 | - | - | 2 | 2 | - | - | |

LPS = Lower Primary School, HPS = Higher Primary School, A.L = Agricultural Labourer. * Includes Business, Non-agricultural labourers and homemakers.

Table 5: Number of children enrolment, Number of dropout children [Out of School children] and Number of children not enrolled in selected Gram Panchayats under study:

| Name of the GP | No. of Children Enrolment | | | | | | | | | | | | | | | | | |
|-----------------|--|-------------|-----------|-------------|-----------|-------------|------------------|-------------|-----------|-------------|-----------|-------------|-------------|-------------|-----------|-------------|------------|--------------|
| | ST Category | | | | | | OTHERS* Category | | | | | | Grand Total | | | | | |
| | Male | | Female | | Total | | Male | | Female | | Total | | Male | Female | Total | | | |
| | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | | |
| Annuru | - | 116 | | 125 | 0 | 241 | | 418 | | 475 | 0 | 893 | | 534 | | 600 | 0 | 1134 |
| Bhimanahalli | | 102 | | 82 | 0 | 184 | | 293 | | 251 | 0 | 544 | | 395 | | 333 | 0 | 728 |
| Antharasanthe | | 134 | | 122 | 0 | 256 | | 563 | | 544 | 0 | 1107 | | 697 | | 666 | 0 | 1363 |
| DB Kuppe | | 447 | | 440 | 0 | 887 | | 58 | | 34 | 0 | 92 | | 505 | | 474 | 0 | 979 |
| N Belthuru | | 171 | | 217 | 0 | 388 | | 337 | | 345 | 0 | 682 | | 508 | | 562 | 0 | 1070 |
| B Matakere | | 112 | | 132 | 0 | 244 | | 437 | | 469 | 0 | 906 | | 549 | | 601 | 0 | 1150 |
| Chakkodanahalli | | 253 | | 227 | 0 | 480 | | 393 | | 370 | 0 | 763 | | 646 | | 597 | 0 | 1243 |
| Naganahalli | | 74 | | 73 | 0 | 147 | | 505 | | 433 | 0 | 938 | | 579 | | 506 | 0 | 1085 |
| Hirehalli | | 65 | | 59 | 0 | 124 | | 354 | | 336 | 0 | 690 | | 419 | | 395 | 0 | 814 |
| N Beguru | | 318 | | 300 | 0 | 618 | | 268 | | 246 | 0 | 514 | | 586 | | 546 | 0 | 1132 |
| Kallambalu | | 157 | | 214 | 0 | 371 | | 231 | | 232 | 0 | 463 | | 388 | | 446 | 0 | 834 |
| Hanchipura | | 115 | | 112 | 0 | 227 | | 437 | | 441 | 0 | 878 | | 552 | | 553 | 0 | 1105 |
| Total | 0 | 2064 | 0 | 2103 | 0 | 4167 | 0 | 4294 | 0 | 4176 | 0 | 8470 | 0 | 6358 | 0 | 6279 | 0 | 12637 |
| Name of the GP | No. of dropout children (Out of School Children) | | | | | | | | | | | | | | | | | |
| | ST Category | | | | | | OTHERS* Category | | | | | | Grand Total | | | | | |
| | Male | | Female | | Total | | Male | | Female | | Total | | Male | Female | Total | | | |
| | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | | |
| Annuru | 12 | 8 | 6 | 7 | 18 | 15 | 1 | 1 | 1 | 2 | 2 | 3 | 13 | 9 | 7 | 9 | 20 | 18 |
| Bhimanahalli | 3 | 0 | 2 | 0 | 5 | 0 | 0 | 0 | 0 | 3 | 0 | 3 | 3 | 0 | 2 | 3 | 5 | 3 |
| Antharasanthe | 10 | 0 | 2 | 0 | 12 | 0 | 5 | 2 | 5 | 5 | 10 | 7 | 15 | 2 | 7 | 5 | 22 | 7 |
| DB Kuppe | 3 | 4 | 7 | 3 | 10 | 7 | 0 | 1 | 0 | 1 | 0 | 2 | 3 | 5 | 7 | 4 | 10 | 9 |
| N Belthuru | 1 | 0 | 3 | 2 | 4 | 2 | 4 | 4 | 3 | 1 | 7 | 5 | 5 | 4 | 6 | 3 | 11 | 7 |
| B Matakere | 11 | 1 | 13 | 3 | 24 | 4 | 3 | 5 | 2 | 4 | 5 | 9 | 14 | 6 | 15 | 7 | 29 | 13 |
| Chakkodanahalli | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 1 |
| Naganahalli | 5 | 4 | 0 | 1 | 5 | 5 | 6 | 2 | 4 | 3 | 10 | 5 | 11 | 6 | 4 | 4 | 15 | 10 |
| Hirehalli | 4 | 6 | 4 | 3 | 8 | 9 | 1 | 4 | 5 | 5 | 6 | 9 | 5 | 10 | 9 | 8 | 14 | 18 |
| N Beguru | 2 | 4 | 2 | 3 | 4 | 7 | 3 | 0 | 3 | 0 | 6 | 0 | 5 | 4 | 5 | 3 | 10 | 7 |
| Kallambalu | 2 | 1 | 1 | 0 | 3 | 1 | 3 | 0 | 0 | 1 | 3 | 1 | 5 | 1 | 1 | 1 | 6 | 2 |
| Hanchipura | 1 | 0 | 1 | 0 | 2 | 0 | 2 | 1 | 0 | 0 | 2 | 1 | 3 | 1 | 1 | 0 | 4 | 1 |
| Total | 54 | 28 | 41 | 23 | 95 | 51 | 28 | 20 | 23 | 25 | 51 | 45 | 82 | 48 | 64 | 48 | 146 | 96 |

Source: Taluk Block Education Cell, H.D. Taluk * Includes SC, Muslim, Other Minorities, Category-1 and General Category
Decentralization Analysis Cell (DAC)

| Name of the GP | No. of children not enrolled to School | | | | | | | | | | | | | | | | | | |
|-----------------|--|---------|---------|---------|---------|---------|------------------|---------|---------|---------|---------|---------|-------------|---------|---------|---------|---------|---------|---------|
| | ST Category | | | | | | OTHERS* Category | | | | | | Grand Total | | | | | | |
| | Male | | Female | | Total | | Male | | Female | | Total | | Male | | Female | | Total | | |
| | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 | 2008-09 | 2007-08 |
| Annuru | 14 | 0 | 15 | 0 | 29 | 0 | 11 | 1 | 10 | 0 | 21 | 1 | 25 | 1 | 25 | 0 | 50 | 1 | |
| Bhimanahalli | 5 | 0 | 3 | 3 | 8 | 3 | 2 | 0 | 6 | 3 | 8 | 3 | 7 | 0 | 9 | 6 | 16 | 6 | |
| Antharasanthe | 7 | 0 | 6 | 0 | 13 | 0 | 23 | 1 | 24 | 0 | 47 | 1 | 30 | 1 | 30 | 0 | 60 | 1 | |
| DB Kuppe | 42 | 1 | 35 | 0 | 77 | 1 | 2 | 2 | 1 | 1 | 3 | 3 | 44 | 3 | 36 | 1 | 80 | 4 | |
| N Belthuru | 13 | 0 | 11 | 0 | 24 | 0 | 29 | 1 | 15 | 0 | 44 | 1 | 42 | 1 | 26 | 0 | 68 | 1 | |
| B Matakere | 0 | 0 | 2 | 0 | 2 | 0 | 13 | 0 | 18 | 0 | 31 | 0 | 13 | 0 | 20 | 0 | 33 | 0 | |
| Chakkodanahalli | 5 | 0 | 9 | 0 | 14 | 0 | 2 | 0 | 8 | 0 | 10 | 0 | 7 | 0 | 17 | 0 | 24 | 0 | |
| Naganahalli | 7 | 0 | 3 | 0 | 10 | 0 | 20 | 0 | 17 | 0 | 37 | 0 | 27 | 0 | 20 | 0 | 47 | 0 | |
| Hirehalli | 7 | 0 | 6 | 0 | 13 | 0 | 8 | 0 | 8 | 0 | 16 | 0 | 15 | 0 | 14 | 0 | 29 | 0 | |
| N Beguru | 23 | 0 | 26 | 0 | 49 | 0 | 16 | 0 | 12 | 1 | 28 | 1 | 39 | 0 | 38 | 1 | 77 | 1 | |
| Kallambalu | 6 | 0 | 8 | 0 | 14 | 0 | 7 | 0 | 10 | 0 | 17 | 0 | 13 | 0 | 18 | 0 | 31 | 0 | |
| Hanchipura | 4 | 0 | 3 | 0 | 7 | 0 | 16 | 0 | 9 | 0 | 25 | 0 | 20 | 0 | 12 | 0 | 32 | 0 | |
| Total | 133 | 1 | 127 | 3 | 260 | 4 | 149 | 5 | 138 | 5 | 287 | 10 | 282 | 6 | 265 | 8 | 547 | 14 | |

Source: Taluk Block Education Cell, H.D. Taluk

* Includes SC, Muslim, Other Minorities, Category-1 and General Category

A brief comparison on educational status of tribal community:

According to 2001 census, the literacy rate of Scheduled Tribes of H.D. Kote Taluk was 66.0 % which was much higher to the state figure [which was at 48.3 %]. One of the reasons for such higher percentage of literacy on Scheduled Tribes in H.D. Kote Taluk is the availability of number of educational facilities [such as residential schools, hostel, primary and higher schools etc.,] provided by both government and non-governmental organization. This could be substantiated with recent data [2007-08 to 2008-09, see Table-5] obtained on the student enrolment, the number of dropout children [Out of School Children] and children not enrolled to school in H.D. Taluk. It emerges from the data that there is about 57 % decline in the dropout rates among the tribes when compared between 2007-08 and 2008-09. This evidently shows the importance of education by tribes in recent times. This is also cumulated by a remarkable work carried by local NGOs in education sector. The study team also observed several educational institutions functioning in the selected trial areas under study. Moving one step further, one NGO has set up an Education and Research Centre – exclusively for tribal community.

II. Participation in Panchayati Raj Institution [PRI]:

This sub-section begins with a primary question on the reasons for the sample elected representatives to contest the Gram Panchayat [GP] election. Firstly, Table-6 depicts the number of times the elected representatives contested the election for GP. Accordingly, for those who contested more than once [which constitutes to about 13 %, see Table-6], the defeat in the last election was the main reason to contest again, Intention of providing good service delivery for another term, Good performance shown in the last term are some of the reasons provided by the elected representatives who contest more than once. Further, the intention to uplift the weaker section of the rural society, the pressure from the local people, from family members, being very active and vocal in taking up the local issues, the overall development of the panchayat etc., were some of the reasons provided the by elected members for contesting the election. In addition to the above, the constituency being reserved had led to some of the members – especially the women to contest for the third tier of PRI.

Box 4:

In N. Belatur GP, one elected member was earlier working with a local NGO which was carrying out developmental works in his constituency. During this time, he was well versed with the problem of the people in his constituency. This prompted him to contest for the election so that he would work more effective for the welfare of the people – especially the tribal community. Hence, he decided to stand for the election and won from his constituency.

Interestingly, it emerged clearly during the discussion that majority of them did not contest the election on the line that Gram Panchayat is a platform for building up their political career. This is because these representatives did not provide affirmative response when asked on whether they would contest for the next term either to the GP or to the next level of PRI. But one female contest belonging to tribal community in N. Beguru panchayat informed that she wants pursue her career in social service of the tribal community and hence intends to contest for Taluk Panchayat and Zilla Panchayat election also. It emerged

Table-6: Number of times the elected representatives contesting the Gram panchayat election

| No. of time contested | Male | Female | Total | % |
|-----------------------|------|--------|-------|-----|
| First time | 30 | 4 | 34 | 87 |
| More than once | 5 | 0 | 5 | 13 |
| Total | 35 | 4 | 39 | 100 |

From field survey conducted study team.

from the discussion that lack of proper understanding of the role and responsibility cumulated with inadequate exposure of a member has led them not to think of contesting the GPs election and also the next higher levels of PRI.

In continuation, when asked on receiving any kind of help in contesting the election, majority of the respondents determinately said that they haven't received any kind of help from any other section of the society except from their spouses during the campaign. But one woman elected member of Annuru GP said that one senior citizen – locally well-known in the constituency helped her in filing the nomination papers and also encouraged to contest for the GP election. It is from him she learnt that her constituency was reserved for

ST women category. Likewise, another woman member from Hirehalli GP under study informed that her maternal uncle who is a Taluk Panchayat member encouraged and supported her to contest for the election. Similarly, in case of few elected women members from Hanchipur and Antharasanthe GPs that their husbands were actively involved in helping them to win the elections. It was also emerged from the discussion that their husbands are still actively involved in day-to-day activities of the panchayat. Further, in two GPs namely N. Beguru, a few members informed that the people to their own castes helped them during the campaign.

With regard to the mode of campaigning, two methods -- Door-to-Door campaigning and distribution of pamphlets were commonly used as a tool by the elected members. Further, it also emerged from the discussion that all the elected GP members won with a considerable margin of votes against their opponents. Only one member from Hanchipura GP got elected unanimously/unopposed. In continuation, when asked on facing any difficulty during pre and post electoral process, barring one member who was assaulted by his opponent after he lost against this member, the rest of members did not face any difficulty or hostility as such. However, the elected members from N. Beguru and B. Matakere informed that there was caste conflicts occurred during the pre-electoral process and as a result a few members had a tough time during the election process. Even the money laundering carried by the opponents also made them little difficult in persuading the people to vote for them.

As briefed earlier that the constituency being reserved was one of the principal reasons for most of the elected representatives under the study to contest for the election – which perhaps also led to their victory, the study intended to know whether any of the sampled elected members did contest and won from general constituency. The rationale behind in knowing is to ascertain on whether the reservation [caste] is the only decisive criteria for the victory or does there exists any other factors also. In this regard, interestingly two members [belonging to Nayak sub-castes] – one from Hirehalli GP and another from Kallambalu GP got elected twice from the general constituency. They attributed that the works carried out by them during the last tenure led them to their victory and caste factor did not play any role at all. Barring this exceptional case, it clearly emerged from the discussions that expect for the fact that their constituency is reserved, they have not thought of entering into political fray. This is even truer in case of women representatives.

III. Affiliation of elected members to local associations:

Since the inception of local self help groups³ – commonly referred as SHGs and other associations, a significant number of SHGs have started functioning at the grass root level. In several panchayats, these SHGs have been functioning as an institution – mainly focussing on saving and lending of money, training, dairy development and so on. The other existing associations in the panchayat are involved in various other activities⁴. In this regard, the study intended to know from the target respondents – the elected members, on

³ Self Help Group by and large comprises of local women households. The entire functioning of the SHGs is looked after by women. On the other, there are local associations – Youth Club, Water Users Associations, Eco Development Committee, Tribal Rehabilitation Association etc., which is basically comprised of male residents.

⁴ The Eco Development Committee [EDC] has been formed in a tribal colony under the aegis of a local NGO in one panchayat under study. EDC work with a core agenda of protecting the tribal people in the forest area and promote eco friendly sanitation.

their affiliation to these SHGs, the kind of activities that is taken up by the association, the support⁵ from State/Central government etc. Furthermore, the possibility of any integration between the legally constituted gram panchayat and these SHGs/associations in future for the development of rural society is also looked into.

Accordingly, from the interaction with members the following aspects emerged;

- ❖ Majority of the respondents have/had been associated themselves with the SHGs/associations. Infact, a few women representatives have played the role of the presidents earlier.
- ❖ The common criticism made by the respondents from the perspective of being associated with SHGs is the non co-operation from the banks. In a sense that the bank are very reluctant to provide loan [the subsidy cheque from the government] to some of the SHGs for the reason that book/ledger are not kept properly. Secondly, according to one member, the lobbying of some SHGs in getting themselves as beneficiaries has led to biasness in selection process.
- ❖ On the kind of activities taken up by the SHGs, it was mostly related to money lending and animal husbandry. In addition to this, a few SHG members of tribal community were given training in tailoring. Similarly, the associations comprising of men primarily work for the welfare and to protect the rights of the tribal community.
- ❖ Regarding financial assistance received under SGSY programme, one GP namely Bhimanahalli under the sample study did receive a sum of Rs 1, 25,000 /- during 2005-06 and another GP – Chakkodanahalli receiving the same amount during 2006-07. This sum was given to a SHG comprising of SC women members and not ST.
- ❖ Finally, on the issue of collaborating with PRI on the developmental works, there was a pessimistic opinion in the minds of elected representatives. According to them, the objectives of the two institutions differ altogether. Moreover, it would be difficult to put in practice as there would be co-ordination problem between the two institutions.

Box 5:

There are about four major Non Governmental Organisations (NGOs) working in H.D. Kote Taluk for the welfare of tribal community. They are Vivekananda Youth Movement, Fedina Vikasa, Nisrga and MYRADA. Works relating to Health, Sanitation, education, income generating activities for youths have been taken up stupendously by these NGOs from past two decades. These NGOs take up work independently and on behalf of government also. The details of some of the works carried out by them would be provided in the study as emerged from the focus group discussion. A photo of a Research & Education centre – exclusively for tribal community run by a NGO is provided adjacent.



Education & Research Centre run by an NGO in a settlement area of a GP.

⁵ There is Scheme called as 'Swarnjayanthi Gram Swarozgar Yojana [SGSY]' implemented by the Central Government. SGSY is a self-employment programme under Ministry of Rural Development that aims at providing assistance to the BPL rural poor for establishing micro-enterprises through bank credit and government subsidy. Self Help Groups are formed. Even an individual beneficiary is also entitled to receive the benefit. For more details refer www.rural.nic.in.

Similarly, the study team also interacted with tribal people whom some of them had associated to local SHGs. The perception of these people on the above questions is as follows;

- ❖ About 50 % of respondents in the focus group discussion has/had been affiliated to local association.
- ❖ None of the SHGs/associations formed locally had approached their respective gram panchayats seeking any kind of help except to avail the benefit under SGSY scheme. On the flip side, even these SHGs/associations have assisted the gram panchayats in any of developmental works.
- ❖ On the subject of taking up of any developmental works pertaining the gram panchayats in co-ordination with the SHGs/associations, the views expressed by the people was identical to that of the elected representatives in majority of the panchayats under study. However, the people of one GP namely B. Matakere expressed a positive response to this kind of an idea. Infact, in the past they had indeed associated themselves in the developmental work of their panchayat.

In spite of the above, the state of affairs looks that both SHGs/association and Gram Panchayat function as parallel institutions which has different dimensions and the probability of integrating these two in future remains very less.

IV. Ward and Gram Sabha and participation of tribal community – Perception of elected members:

The critical aspect of the functioning of gram panchayat is gram sabha. Indeed, this is a well know fact and nobody can contradict it. Gram Sabha acts as a decisive platform for the development of panchayat to both the elected body and the citizens. A couple of previous studies conducted by the study team under Gram Swaraj Project had laid more emphasis on the functioning of gram sabha and had learnt a few things and made certain observations on this. The present study is also drawn on similar lines, but with a small blend added to this – i.e., the participation of tribal community in Gram Sabha.

First, answering to the question on conducting the ward sabhas⁶ in their respective constituencies, majority of the respondents said that ward sabha would be conducted regularly as per the norm of PRI Act 1993. But the duration between each meeting varies depending on the convenience of the local people. Normally, ward sabha would be conducted once in three months. Further, answering to the question of participation of Tribal people in ward sabhas, they said that the tribal people would participation but with thin attendance.

Second, with regard to gram sabha, it is understood from the discussion that all the GPs under the sample study having conducted twice a year. When asked about the participation of tribal community, although a few members confidently said that it would be significantly

⁶ In a couple of panchayats under study, the ward sabhas has been conducted more than four times because of arrival of new schemes in that financial year. This is conducted for the selection of beneficiaries under that scheme. Another interesting aspect noticed in some GPs is the active participation of youths from tribal community.

large, a majority of them agreed of having lesser attendance in the gram sabha. According to the elected members and secretaries, some of the reasons for lesser percentage of participation are;

- There is a considerable distance from the villages – where there is a high concentration of tribal community to the GP headquarters [in case of gram sabha]. As a result, people of these villages --situated remotely are unlikely to participation in greater strength. In addition to this, no intimation of gram/ward sabhas on time by the panchayat would sometime result for a fewer participation of the public.
- It is inherent mind-set of the people not to attend gram sabha when held outside their village periphery. The tribal community is no exception to this.
- From the focus group discussion, the cynical attitude towards gram sabhas was clearly noticed. In their perspective, there exists no connotation in attending as there issues/demands is frequently turned down in every sabha. Further, most of time, only the President and the GP secretary play a dominant role in gram sabhas thus not providing any opportunity for others in decision making process. This is the cause for the decline in participation of people to gram sabhas.
- Another common grievance heard from the focus group discussion is dominance of other section – the Nayaks of the tribal community [This is seen in two panchayats under study]. In their view, as gram sabhas is becoming more and more political – caste-wise, the participation of section people is dwindling in recent times.
- Periodical migration of people is also considered as one of the palpable reasons for having less attendance to the meeting.

Box - 3: People participation in Focus group discussion



V. Perception of people on Ward and Gram sabhas:

- Firstly, it emerged that majority of the people under focus group discussion were unable to distinguish between Ward and Gram Sabhas. Secondly, those who understood had complain of not conducting the ward sabhas regularly – especially the people of N. Begur and B. Matakere gram panchayats.
- Elected representatives would not disclose all the relevant details – such as financial aid received, the nature and the objectives of any new schemes/projects devolved to the gram panchayat in ward or gram sabhas. Instead, they inform only on the number of works taken could be taken up in each ward of the panchayat. Hence ward and gram sabhas have lost its importance and significance.
- A few people informed that usually the tribal community is controlled by an elderly citizen [locally referred as Yajaman] who has some command over his people. If he instructs his people to attend any meeting, then one would expect larger participation of people in the gram or ward sabhas. Thus the ward and gram sabhas is influenced by the traditional panchayat.
- ***‘No individual benefit, No participation in gram sabha’.*** This mis-conceptualised motto set in the minds of the people have led to the decline the percentage of participation and thereby the importance of gram sabhas. The utter antagonism for not getting individual benefit has led them to have a pessimistic attitude towards Gram Sabhas. Moreover, the gram sabhas are becoming more politicised.
- The people -- who had attended earlier gram sabha of three GPs namely B. Matakere, N. Begur and Naganahalli, informed that first, no correct information would be provided by the panchayat. Secondly, they feel that panchayat is corrupt and hence there is no advantage in attending the gram sabhas. Also, with gram sabhas become more like a battle field, this has led to certain section of the people have lost interest in attending the gram sabhas.

Section -II

This section basically talks about various sectors which according to elected body and the people seem top priority. Furthermore, the reasons for ranking these sectors as topmost are also discussed. On parallel, the works carried out by government is also projected for having a better picture of the status of the tribal community. This is followed by depicting the initiatives taken by elected representatives under various sectors after assuming the office. In continuation, two important aspects – one relating to the tribal elected members in decision making process and another is the prevailing constraints that is hindering the process of development is highlighted in this section.

I. Priority Works at the grass root level:

The topmost priority wise works identified by both elected representatives as well as the people from the focus group is provided in matrix below [see Table-7]. Now each sector is discussed below in detail:

Table-7: Ranking of infrastructure facilities as top priority by the elected members:

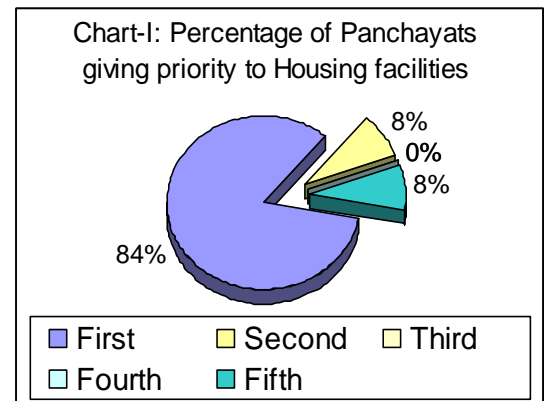
| Name of GP | Ranking of infrastructure facilities that requires to be addressed on top priority by the elected members | | | | |
|-----------------|---|-----------------------|-----------------------|-------|---------------|
| | Housing facility | Drinking Water Supply | Sanitation – drainage | Roads | Street lights |
| Annuru | I | II | III | IV | V |
| Bhimanahalli | I | III | II | IV | V |
| Antharasanthe | I | III | II | IV | V |
| DB Kuppe | II | I | III | IV | V |
| N Belthuru | I | II | IV | III | V |
| B Matakere | I | III | V | II | IV |
| Chakkodanahalli | I | III | II | IV | V |
| Naganahalli | I | III | IV | II | V |
| Hirehalli | I | IV | V | II | III |
| N Beguru | I | II | V | III | IV |
| Kallambalu | V | I | II | III | IV |
| Hanchipura | I | II | III | IV | V |

From field survey conducted study team.

a. Housing facility as a top priority:

As major part of the respondents under this study was from tribal group, the problem of housing was the pressing issue that every respondent highlighted. This is clearly seen from Chart-I, where a staggering 84% of the panchayats under study ranking as first priority. This shows the quantum of demand for housing facilities by the tribal community. Only 8% of panchayats ranked as fourth and a similar percentage of them ranking fifth. These are those panchayats where housing facilities has been provided under re-settlement process by the government. However, when asked for such a demand for housing, the following reasons were provided;

- It has been over a decade since the housing facilities have been provided to tribal people in this Taluk. With the increase of family members⁷ and the present accommodation being utterly insufficient, the tribal households are desperately in need of more housing facility.



- As most of the existing houses are in a dilapidated condition [see two photographs adjacent [B. Matakere GP]], the people are living with high risk⁸ – especially with small kids living in the family. Moreover, the structures are not in a position to refurbish also.



- Although three popular housing schemes⁹ is being sponsored by the government, this tribal – particularly the Jenu Kurbaga and Soliga sections of the rural society are unable to avail this facility for the reason that they don't possess land of their own [As seen in two panchayats under study]. This has added more fuel to their grievances.

- **Forest Area:** one of the foremost concerns of tribals. The forest officials do not allow constructing a house even if suppose; the tribal people intend to construct even a Kuccha house. This is because; forest being declared a protected zone, human habitation is restricted.



Two defunct houses constructed under tribal settlement project by the forest department in 1995 [B.Matakere GP].

On the other, when asked to the elected members as well as the Secretaries of gram panchayats on the above issue, they categorically endorsed the fact that there exists housing scarcity in tribal belt. However, there are some limitations on part of panchayat for not being able to eradicate this problem. The precincts are;

⁷ The respondents – who are head of the families, said their children have grown up – some of them even got married also. With no independent shelter available, their married sons [with their spouses] are compelled to stay in the same house.

⁸ In one tribal colony, the local residents showed the study team member a piece of land where recently a wild elephant entered their locality and demolished the house completely. According to the people, in the past, a few houses have been razed to ground by wild elephants.

⁹ They are Indira Aawas Yojana [IAY], Ambedkar Housing and Ashraya housing schemes. The first two are sponsored by the Central government while the third one is sponsored by the State. The requisite condition to available this facility is that whosoever is considered as beneficiary should own a piece of land.

- As regards to construction of houses, as explained by the member of one gram panchayat, the state government under the aegis of State Land Army is responsible for the construction of houses for displaced tribal people. Hence, it would not be possible to be sorted out by the GP.
- There are three housing schemes sponsored by both state and central government. Under each scheme, certain weightage¹⁰ has been provided to be people on the basis of their castes. Accordingly the ST community gets a share of only 10 % under IAY & Ashraya schemes. Further, the pre-condition that the beneficiary should own a land making favourable to one section of the tribal people and unfavourable to another. In H.D.Kote Taluk, majority of people who own lands under the tribal category belong to 'Nayak' Community [where there is a larger concentration], while their associate tribes – Jenu Kuruba and Soliga by and large do not possess a piece of land. As a result, most of the houses that are allotted under ST category would be grabbed by the people belonging to Nayak Community. This is one of the unfolded glitch that unfortunately prevails in the present system of reservation.

Box 6:

The study team had discussion with the Executive Officer, H.D. Kote Taluk at his office as part of the study. During the discussion, the issue of housing problem faced by the tribal community – especially the Jenu Kuruba and Soligas was highlighted. To this he said that there exists a scheme by name 'Suvarna Gramodaya Yojana [SGY]' sponsored by the state government, where an attempt is made to address this issue. Under this scheme, provisions for purchase of land from private landowners in the vicinity of the village that is selected under this scheme and construct houses for those who are in need of.

But regrettably, they are not able purchase the land due to a very high cost of land prevailing in the realty market which subsequently resulted in taking up of other activities under this project.

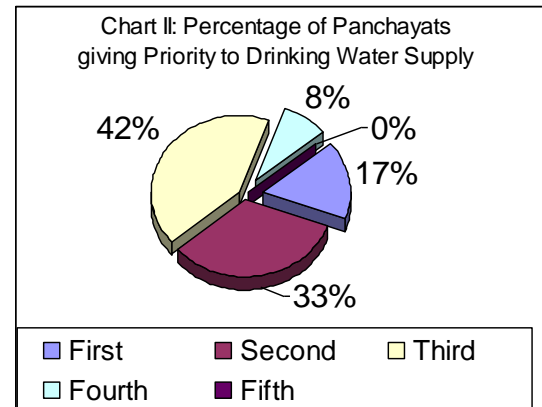
Box 7:

In Kallambalu GP, during the focus group discussion, most of people opined that they are not getting proper benefits from panchayat. An elder person questioned both secretary and the president of GP, who were also present on the number houses (under housing schemes) constructed in their colony in last 25 years. To this, there was no response from the secretary and president. Then the elder person explained that only one house has been allotted – about five years back. It took almost four and half years to start the construction works due to delay in clearance procedures, lack of interest of members at the GP level and so on. The president and the secretary were almost agreed his opinion. This indicates how these tribal colonies are neglected by the gram panchayats.

¹⁰ Under IAY & Ashraya housing schemes, the weightages are; SC -- 50 %, ST- 10 %, Other Category – 50 %. The Ambedkar Housing Scheme is exclusively for SC and ST community only.

b. Drinking Water facility as a top priority:

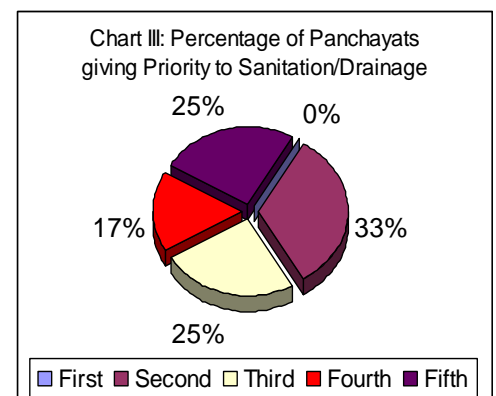
Chart-II depicts the ranking of the panchayats towards drinking water. Accordingly, 42% of the panchayats mark this as the foremost [ranking first] concern of the people. On the other, 33 % and 17 % of the panchayats rank as second and third respectively. These are panchayats wherein the scarcity of drinking water supply is very moderate. A mere 8 % of panchayats ranking as the last priority.



| Priority | Reasons for ranking the Drinking Water Supply by GPs |
|----------|--|
| First | <ul style="list-style-type: none"> ◆ More scatter of houses [D.B. Kuppe GP]. As a result, the distribution of water [MWS] is difficult and an uphill task. Thus, GPs are unable to providing adequate drinking water supply. Moreover, there is overall scarcity of drinking water. ◆ As certain houses are located on hilly region [Kallambalu GP] the water source is less. Digging of Borewell is difficult so as the piped water supply. Maintenance cost is high and the GPs are unable to invest at present. |
| Second | <ul style="list-style-type: none"> ◆ Inadequate number of piped water facilities – Overhead tanks in proportion to existing population. Requirement of additional facilities. ◆ |
| Third | <ul style="list-style-type: none"> ◆ No major problem as such. However, when measures are not taken they would end up shifting into problematic zone w.r.t to drinking water. |
| Fourth | <ul style="list-style-type: none"> ◆ Sufficient availability of ground water. The problem is only with supply of electricity and non-functioning of motor for lifting of ground water. |
| Fifth | |

c. Drainage, Sanitation and Road facility as top priorities:

As like the two other sectors namely housing and drinking water supply, the ranking for drainage, sanitation is also provided by panchayats. Under this sector, 25 % of them [see Chart -III] marking as the first priority. Interestingly, the highest [33 %] percent of them gave drainage and sanitation as second priority. Similarly, another 25 % of panchayats ranking third and 17 % ranking fourth. From this, it shows that cumulatively [3rd, 4th & 5th ranking] about three-fourth of the panchayats under study giving less preference to drainage and sanitation.



Reasons for providing such rankings to drainage;

- ❖ No major health problem – spread of epidemic disease noticed in the tribal colonies.
- ❖ The re-settled colonies provided by the government have good drainage facility. Hence, not much of concern to the households regarding drainage.

- ❖ Construction of new drainages in recent time under certain schemes [like gram swaraj project] might have led to fall in demand for more drainage facilities.

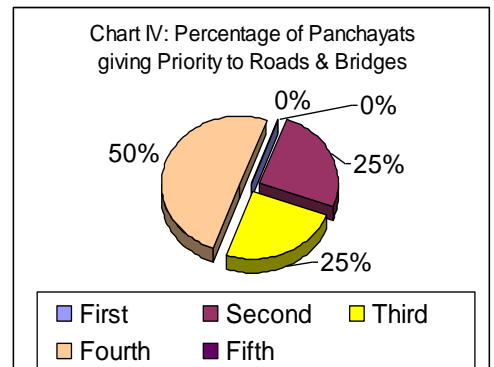
Reasons for providing such rankings to sanitation;

- ❖ In One GP namely B. Matakere GP, a good number of eco-friendly toilets [see photograph above] have been provided to individual tribal households. Moreover, this panchayat has been declared total sanitation GP and won national award for this achievement. Hence, the people of this GP are not worried about sanitation and as the tribal population living in settled zone.
- ❖ The tribal households seem to be more accustomed or comfortable to use open forest area when it comes to sanitation. This might have led to give less preference.

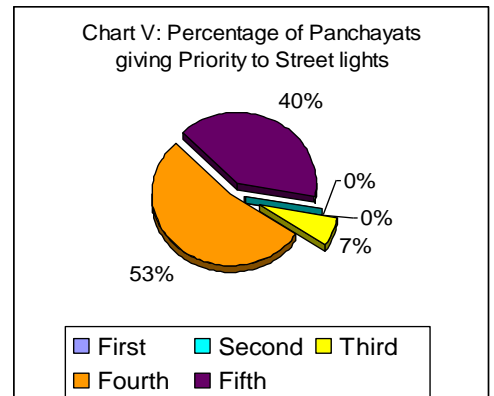


Newly built eco-friendly toilets by a leading local NGO in B. Matakere GP.

With regard to Roads and Bridges, the rankings are depicted in Chart-IV. Accordingly, 50 % of panchayats under study gave fourth priority and another 50% [combined] gave second and third respectively for this sector. This clearly indicates that roads and bridges are not much of concern to the panchayats under study. Yet, one cannot come to a conclusion the panchayats are not problems with roads. Infact, in one of the panchayats under study, the people in the focus group discussion lamented on pathetic condition of road connecting other villages within the panchayat and made several requests to the panchayat to get asphalted.



Finally, commenting on the preference of streetlights, it clearly shows from Chart-V that 53 % of the panchayats giving fourth priority/rank and another 40% of panchayats ranking fifth. A mere 7 % of panchayats gave third priority. Again as like roads and bridges sector, even there are certain issues raised by the respondents under this sector. It pertained to improper maintenance, delay in replacement of streetlights, not sufficient installation of streetlights and so on.



II. Works carried out by the government to tribal community:

There is a pre-conceived notion in the minds of the people that government has not done enough work with regard to rural society – more specific to tribal community. In this regard, the present study tried to have an insight on this aspect. Accordingly, a separate set of questions were asked to both the elected representatives and the people at the grass root level to have first hand information and also obtain perception of the people on the kind of works implemented by the government. On the part of the government, various measures have been taken in the past and still many works have been taken-up for the welfare of the tribal community. Firstly, housing facility along with drinking water supply, sanitation etc., have been taken up as part of the re-settlement¹¹ package to tribal community displaced from forest region.

Box 8:

It emerged from the discussion that most of resettlement of tribal population from forest area began after the construction of Kabini dam. Many clusters of houses have been constructed by Forest Department. For livelihood, three acres of agricultural land has also been provided for those who have been rehabilitated from the forest. Further, for those tribal communities residing in colonies [not rehabilitated], the Social Welfare Department has constructed houses in their own colonies in 1997. Further, it is learnt from an earlier study by Mr. Sangamitra Mahanty that voluntary relocating tribal settlement of tribal families from the forest started after the declaration of a National Park way back in 1975.

A few resettlements provided to tribal community under rehabilitation programme by the government.



¹¹ In one gram panchayat namely Chakkodanahalli, there was a new resettlement area got completed [three months back] and tribal community just got settled down. Both the elected representatives and the people seem to be satisfied about the work.

Box 9:

In one panchayat namely Chakkodanahalli, as part of the re-habilitation programme, selected tribal people – who were displaced from forest area has been provided with good housing, drinking water and sanitation facilities by the state government. This work was carried out in collaboration with a NGO operational at the grass root level.

Similarly, the same kind of work has been completed – Four photographs of re-habilitated/re-settled tribal are shown above in other three GPs namely N.Begur, N. Belathur and Hanchipura respectively.

Further, houses have been provided under Indira AAawas Yojana [IAY] scheme [see adjacent photograph of one such house] for people belonging to tribal community. However, the percentage of houses availed by Jenu Kuruba and Soliga community is far lesser than that of Nayaka community under the tribal group. As explained in earlier section, this is due to non-holding of land of their own by Jenu Kuruba and Soliga community people. Consequently, there is a huge complaint from people of these two sub-castes of tribal community against not getting adequate houses under government sponsored housing schemes.



Housing facility provided under IAY scheme to a tribal woman beneficiary in B. Matakere GP.

With regard to drainage facilities, it emerged from field study that new drainage works has been taken in recent times – mostly after the arrival of gram swaraj project. Majority of the new works included making an extension to the existing drainage system. Regarding the quality of work, in couple of panchayats under study, the work seems to be satisfactory [Like the one shown in adjacent photograph [top]], while in other panchayats, it remains unsatisfactory.



Unfortunate to see that there is no proper maintenance of these drainages [Like the one shown in adjacent photograph [bottom]]. This is the complaint of households. When discussed this issue with the elected body and the secretary, they were of the opinion that people dump wastes – such as husk, leaves, bamboo sticks etc., into drainages that result in blockade of water flow. This is a major concern with regard to drainage.



Two drainages constructed under government scheme in N. Begur GP.

Another typical illustration supporting the argument of the government that people do not maintain properly can be seen looking at the adjacent photograph. The people showed and explained to the study team that some miscreants have removed the upper pumping hand from the bore well. As a result, the people are not able to use the water from this bore well and demand the panchayat should solve these kinds of problem. At certain times, with lack of sufficient funds, the panchayats would not be in a situation to take up the work on time. This shows lack of proper service delivery by the panchayat.



A bore well where the pumping hand is removed by unknown people in N.Begur GP

In one of the tribal colony in Kallambalu GP comprising of 35 families with a population size of 200 people belonging to soliga community. As majority of them possess artisan skills of making bamboo related and other activities, the government had constructed a shed from the department support the handicraft activities of in the colony. A picture of one of such shed provided by the government is shown adjacent. Collecting honey is also a subsidiary occupation of this community. A similar kind of Institute has been supported by an NGO in B. Matakere GP, where paper cloth file folders are prepared by young tribal women. The NGO provide the required raw materials and take the responsibility of marketing the finished product. Salary is based on the number of folders prepared in a day.



A shed constructed by government to carry economic activities by the tribal community.

III. Initiatives taken by the elected representatives:

When asked on the initiatives taken by the elected members for the development of their respective panchayats after assuming the office, the following work were taken up;

Sanitation Sector: Construction of drain culverts, drainage and toilets.

Education sector: Construction of School Compound wall,

Drinking water sector: Construction of MWS tanks & individual water supply connections to some households.

Housing Sector: Facilitated the process of getting housing facility for the needy people belonging to the tribal community.

Other sector: Construction of Bus stand, providing street lights and electrification of individual household, road repair, facilitating the process of old age pensions to some senior citizens of the panchayat.

However, according to the elected representatives, two equally important sectors that remained untouched – rather no development is seen are health and road infrastructure along there exist some kind of infrastructure facility with regard to health¹² in the Taluk. But still the elected members seem not completely satisfied¹³.

Box 10:

In all panchayats under the study, initiative of providing the medical re-imbursement facility to the people belonging to tribal community has been taken up. The money collected from their Own Source of Revenue [OSR] – local taxes and non-taxes is being utilized for this purpose. A share of 22.5 % from OSR is exclusively kept aside for this purpose.

When any individual belonging to tribal community obtains medical treatment from any of the hospital, he/she has to produce the relevant medical bill attested by the hospital authorities to the panchayat. Based on the nature of ailment, a certain percentage of the bill raised by the individual would be reimbursed by the panchayat.

Apart from above, medical treatment is being provided absolutely free for people belonging to Jenu Kuruba community in a private hospital constructed by an NGO.

Further, the secretary informed that there are certain schemes¹⁴ by that are exclusively meant for tribal community. Thus, whether the elected members take initiatives or not, these schemes shall be devolved to them. Nevertheless, the members involve in the process of selection of works, beneficiaries and so on.

An exceptional case of panchayat not being able to deliver the service is seen in one of the GPs under study. This is D.B. Kuppe GP. According to the elected body, it is not possible to provide any individual benefits or basic amenities to these tribes from the Gram panchayat. This is because; these tribes are residing in the forests – currently under Rajiv Gandhi national park belonging to Forest Department. Consequently, the forest department does not allow the gram panchayat to take-up any development activities – like provide streetlights, housing facility, water supply, drain, Bore wells for drinking water purpose in this region. The elected members expressed their helplessness¹⁵ of not being able to deliver the goods.

The major reason according to the elected members for sluggish growth in the developmental activities is lack of adequate financial aid – in form of grant from the government.

¹² A well-known NGO – ‘Vivekananda Youth Movement’ is operational from past two decades in H.D. Kote Taluk primarily focusing on health sector. It has constructed a big hospital in the Taluk and also has the mobile health facility reaching to the remote corners of the villages in the Taluk. This NGO indeed has done a remarkable work in health care of the tribal community.

¹³ As explained by the Vice-president of Chakkodanahalli Gram Panchayat, in case of any health concerns, the people of his village will have to face difficulty. This is because, as there is no PHC in GP, one has to travel to the Taluk head quarters or to the hospital constructed by the NGO. The total distance from his village to the hospital is about 30 kms which people many a time finds it extremely difficult to reach on time.

¹⁴ A detailed list of schemes from the government pertaining to tribal community is provided in Annexure-II.

¹⁵ With such prevailing restrictions, a member influenced the forest department to dig – unofficially an open well to overcome the problem of drinking water.

Next, when asked on the kind of support and co-operation from the local people in taking up of the developmental activities, it emerged that there is less, rather no hassle from the local people. In a sense, the people do cooperate when it matters to development of the panchayat. However, two members – one from D.B. Kuppe and another from Kallambalu GP, complaining that the GP secretary and also a few colleagues – belonging to a dominant group do not provide proper information deliberately, the rest of the members under study were of the view that there is no opposition of any sort and across any section of the society in execution of their constitutional power as elected members.

IV. Tribal elected members in decision [Planning & Management] making process:

Well, on this issue, though the members from the tribal community say that have a role, it is little hard to acknowledge undoubtedly that both the elected members as the citizens [the sample under focus group discussion] belonging to the tribal section indeed has/had play a decisive role in any kind of decisions taken by the elected body pertaining to the overall development of the panchayat. This is because, the interaction with both members as well as the people make us to derive this hypothesis.

Firstly, among the total members from the 12 GPs selected for the study, the representation of tribal members is about 27 % [59 out of 219 members, see Table-1]. Further, if suppose one debate that representation doesn't matter much, it is the education that critically helps in decision making, it again do not depict a good picture. Among the interviewed members, about 36 % [14 out of 39, see Table-3] did not have any education, and another 38 % [15 out of 39] having completed only their primary education – Lower primary school. These together constitutes to about three-fourth of representatives under the study. The only criterion for considering 'education' as a parameter is on the perception that education creates awareness in understanding the concepts of PRI. It is through creating awareness that one can able to play a greater role in the decision making. Palpably, the study did not find much of awareness on the subject of PRI with the elected members in order to play a decisive role in decision making.

Defining the hypothesis that tribal members have a little role to play in the decision making process is not applicable to every member under this community. A few members being elected as presidents and vice-presidents hailing from tribal community have played a critical role in decision making process. When certain works require approaching of Taluk Panchayat or Zilla Panchayats, then would lead the team of members and discuss the matter with the concerned people at the next level.

On the retrospective side, the people under focus group discussion expressed their views on their role in decision making process;

- ❖ According to them, gram sabha is the only platform wherein they could participate. Again, the Nayak community within the tribal community playing a predominant role in decision making is in very much existence [As seen in two panchayat under study]. Thus, non-nayak community people have a very limited role. In a few cases, the secretaries & elected members playing dominance role in ward and gram sabhas is another reason for lesser role of tribal people in decision making process.

- ❖ As explained earlier, the major concern of the tribal community is Housing. This is where the people from tribal community could play a decisive role to get it done from the panchayat. Unfortunately, as majority of people belonging to Jenu Kuruba and Soliga community do not possess land of their own – which is mandatory to avail housing facilities, they do not participate in decision process concerned to the panchayat.
- ❖ Lack of adequate prior information on the agenda to be discussed by the elected body. This has led the people to have a limited role in decision making process – especially when it comes to the preparation of annual action plan of the panchayat.

As explained by a few elected members and people from focus group discussion, the foremost reasons for not being able to participate effectively in the functioning of the panchayat by the tribal community are;

- ◆ Majority of people are predominantly landless labourers & small farmers working in both agriculture and non-agricultural sector on daily wages. This persists the people in search of jobs and thus not able to participate effectively.
- ◆ Migration to other districts¹⁶ in search of jobs for their livelihood. As considerable number of households move out of their villages periodically, it is unlikely that their participation is effective in the functioning of the panchayat.
- ◆ Pessimistic attitude of certain section of people belonging to tribal community towards panchayat and its activities. This kind of a situation would emerge when there is limited resource available on one side and a large demand of people on the other. When this situation is explained to the people, they walkout of gram sabha desperately. This is one of the reasons for not having an effective role by the tribal community.
- ◆ Lack of transparency and accountability by the panchayat during the planning process – especially during the work allocation has led the people to have pragmatic attitude towards the gram sabhas resulting in lesser participation.

In continuation of the above subject discussion, the study further intended to know from elected members as well the focus group on whether they are satisfied on the kind of developmental works carried out towards the welfare of tribal community till date, the verdict of the respondents is provided in Table-8.

Even though, majority of the respondents under study were optimistically agreeing to the fact that a significant volume of works – especially pertaining to drinking water supply¹⁷,

¹⁶ The study team was informed that most the tribal people – who are landless labourers travel to adjoining district Kodagu for employment. These people work in coffee plantation. It emerged from the discussion that they migrate in groups [comprising of 30 to 50 people] who are hired by a contractor – who is basically belonging to their community. The employment duration would be anywhere between two to four months.

¹⁷ In two panchayats namely Naganahalli and B Matkere, a few elected members informed that there existed scarcity of drinking water in their respective constituencies. After assuming the office, they worked towards this problem and got installed couple of Mini Water Supply Tanks in the villages. As a result, this problem has been sorted out to a certain extent although not able to solve completely.

helping their people to obtain ration cards [for availing the food grains at subsidized rate from the government] has been carried out in their current tenure as elected members, still they seem to be not yet completely satisfied with developmental works that are so far has been done in their respective panchayats.

Table-8: Satisfaction level on the developmental works
Carried towards the welfare of tribal community

| | No. of GP members | % |
|----------------------|-------------------|-----|
| Satisfied | 3 | 8 |
| Not fully satisfied | 31 | 80 |
| Partial satisfaction | 5 | 12 |
| No Answer | - | - |
| Total | 39 | 100 |

Source: From field survey conducted study team.

According to them, there exist lot of problems pertaining to the panchayats that need to be addressed by the elected body.

V. Prevailing constraints hindering the developmental activities:

- Lack of proper co-operation from the officials operating at higher levels – both Taluk and Zilla Panchayat. In a sense, the officials do not respond positively in addressing the issues of the panchayats and thus there is an unspecified delay in completion of works. This is very much required.
- The panchayats being not able to liberate itself from the clutches of political claws. This is especially noticed during the selection of beneficiaries for availing the housing facilities. Though constitutionally, the GP is the decision making body—through the consent of gram sabha,
- Dissemination of adequate information to those members who do not have proper education and awareness¹⁸ on various aspects of PRI. This according to them – [inclusive of women members] is a major constraint that is hampering the implementation process.
- Inadequate devolution of finance from the government is said to be one of the major constraints in taking up the developmental works towards tribal community which has resulted to stamp it as “unsatisfactory” by the people.

¹⁸ Though training has been provided to elected members on their responsibilities, it seem do not have greater impact on them. The detail on the training and its implication is discussed in section –IV.

Section – III

I. Fiscal devolution and its management:

It is a known fact that finance is the main nutrient for any kind of growth of an economy. This even plays a critical aspect when it comes to PRI – in specific to Gram Panchayats. As briefed in the introductory section, the core objective of this study is look at the fiscal – revenue expenditure made by the GPs, more specifically towards the welfare of the tribal community. In this regard, firstly, the revenue receipt is considered before looking into the expenditure part. As known, the two main sources of revenue to GPs are; Taxes and the grant-in-aid from the government.

Well, speaking on the first kind of revenue – i.e, through local taxes and non-taxes levied by the panchayats, the study intended to know the trend in taxes collected during the last three [2006-07 to 2008-09] years. Accordingly, Table-9 provided the data on the Own Source of Revenue [OSR] collected by the sample GPs under the study. A quick glance at the data indicates that out of 12 GPs, in about five GPs, there is a gradual increase in taxes and in remaining seven GPs, one can see a decline in taxes during 2007-08.

Table-9: Collection of Own Source Revenue [OSR] by the selected GPs under Study from 2006-07 to 2008-09. [Rs in lakhs]

| Name of GP | Taxes | | | Non-Taxes | | | Total OSR | | |
|-----------------|---------|---------|---------|-----------|---------|---------|-----------|---------|---------|
| | 2006-07 | 2007-08 | 2008-09 | 2006-07 | 2007-08 | 2008-09 | 2006-07 | 2007-08 | 2008-09 |
| Annuru | | 1.50 | | | 0.44 | | | 1.94 | |
| Bhimanahalli | 1.24 | 0.72 | - | - | 0.21 | - | | | |
| Antharasanthe | 1.60 | 2.60 | 2.53 | 0.40 | 0.50 | 0.60 | 2.00 | 3.10 | 3.13 |
| DB Kuppe | 1.61 | 4.51 | 1.00 | 3.26 | 0.27 | 0.03 | 4.88 | 4.78 | 1.03 |
| N Belthuru | 2.03 | 4.45 | 4.65 | 0.60 | 11.50 | 8.60 | 2.63 | 15.61 | 13.26 |
| B Matakere | 0.98 | 1.34 | 1.08 | 0.36 | 0.38 | 0.38 | 1.34 | 1.72 | 1.46 |
| Chakkodanahalli | 1.79 | 2.43 | 3.22 | 0.06 | 0.46 | 0.72 | 1.85 | 3.15 | 3.94 |
| Naganahalli | 1.54 | 2.50 | 3.01 | 0.12 | 1.27 | 1.25 | 1.66 | 3.77 | 4.26 |
| Hirehalli | 0.60 | 0.69 | 0.98 | - | - | - | 0.60 | 0.69 | 0.98 |
| N Beguru | 0.48 | 1.24 | 1.80 | 0.19 | 0.15 | 0.57 | 0.67 | 1.39 | 2.37 |
| Kallambalu | 1.71 | 0.58 | 1.36 | 0.09 | 0.30 | 0.28 | 18.02 | 0.89 | 1.42 |
| Hanchipura | 0.92 | 0.60 | 0.94 | 0.09 | 0.16 | 0.06 | 0.94 | 1.22 | 1.01 |

Source: GP records of respective panchayats.

Table-10: Expenditure incurred towards ST population from Own Source Revenue [OSR]

| | 2006-07 | | 2007-08 | | 2008-09 | |
|-----------------|---------|-----------|---------|-----------|---------|-----------|
| | T.E | E.I. – ST | T.E | E.I. – ST | T.E | E.I. – ST |
| Annuru | | | | | | |
| Bhimanahalli | | | | | | |
| Antharasanthe | 3.99 | 0.07 | 2.60 | 0.76 | | |
| DB Kuppe | | | | | | |
| N Belthuru | 2.48 | 0.28 | 11.34 | 2.61 | | |
| B Matakere | | | | | | |
| Chakkodanahalli | | 0.31 | | 0.35 | | 0.42 |
| Naganahalli | | | | | | |
| Hirehalli | | | | | | |
| N Beguru | | | | | | |
| Kallambalu | | | | | | |
| Hanchipura | | 0.0 | | 0.0 | | |
| Total | | | | | | |

Source: GP records of respective panchayats.

The situation remains almost the same when non-tax is also included. This evidently shows low revenue from non-tax in most of the GPs under study. However, in one GP namely N. Belthuru, there was a huge increase in non-tax collection during 2007-08. This is primarily because of existence of a resort run by a private entrepreneur in the vicinity of the panchayat.

On the other hand, it also emerged from the discussion with the elected representatives and GP secretaries that there exists a vast gap between the total demand and the actual collection of local taxes in the panchayats.

The reasons for such a large gap between demand and actual receipts are as follows;

- 1) According to the elected body of D.B. Kuppe GP, as the entire GP area is within the forest zone, the gram panchayat is not entitled to levy property tax. However, the gram panchayat is collecting a lump sum amount including water tax, street light charges etc.
- 2) Taxes are not collected from those households living in tribal settlements/colonies/habitations [Haadis]. The basic reason is that they are very poor, displaced, no regular income, frequent migration and so on. Thus, waiving of property tax to tribal households has been in practice since long time. This is seen in all the panchayats under study.
- 3) The reluctance of the people belonging to so called '*economically*' better to pay the tax promptly and on time. This has also resulted in decline of tax collection. Further, the unwitting aspect that government would waive off the tax completely with respect of rural households in the minds of certain section of people has also added to the fall in tax collection.

All the above reasons have made certain panchayats difficult in managing the finance.

Box 11:

In one panchayat namely Annur, one resident – who was economically better compared to others, had a sizable outstanding amount of property tax to be paid to the panchayat. Even after several notices, the resident was very reluctant to pay the tax. The panchayat disconnected the piped water supply to his house. The resident then approached the Taluk panchayat and influenced the higher officials who called upon the GP secretary and insisted to provide water connection to this house saying that it would affect the water supply to other houses in that street. As narrated by the president of the panchayat, the elected council would be helpless in such a situation.

When asked to the elected representatives on any initiatives – like conducting tax collection awareness champs being taken up, it emerged that no such efforts being attempted by the panchayats. As a matter of fact, it seems that even the elected representatives have not made concrete effort in narrowing the gap between demand and actual receipts of taxes. This emerged clearly during discussion.

Table-11: Expenditure (Rs in lakhs) incurred towards tribal community from the grants of State & Central Government. *(Rs in Lakhs)*

| Scheme Name → | 12 th Finance commission | | | | | | Swarnjayanthi Gram Swarozgar Yojana [SGSY] | | | | | |
|------------------|-------------------------------------|-----------|-----|---------|-----------|----|--|-----------|-----|---------|-----------|----|
| Name of the GP ↓ | 2006-07 | | | 2007-08 | | | 2006-07 | | | 2007-08 | | |
| | T.E | E.I. – ST | % | T.E | E.I. – ST | % | T.E | E.I. – ST | % | T.E | E.I. – ST | % |
| Annuru | 1.22 | 0.75 | 61 | 1.22 | 0.68 | 56 | - | - | | - | - | |
| Bhimanahalli | 2.37 | 2.37 | 100 | - | - | - | 3.35 | 1.25 | 37 | - | - | |
| Antharasanthe | 0.47 | 0.47 | 100 | - | - | - | 1.45 | 0.0 | - | 0.94 | 0.0 | - |
| DB Kuppe | 3.06 | 2.0 | 65 | - | - | - | - | - | - | 3.20 | 3.02 | 94 |
| N Belthuru | 1.17 | 0.30 | 26 | 1.40 | 0.40 | 29 | 3.75 | 0.0 | - | - | - | |
| B Matakere | 3.0 | 0.20 | 7 | 1.0 | 0.31 | 31 | | | - | | | |
| Chakkodanahalli | 2.93 | 1.0 | 34 | 2.93 | 1.75 | 60 | 1.20 | 1.20 | 100 | -- | - | |
| Naganahalli | 1.62 | - | - | 1.62 | 0.50 | 31 | - | - | - | - | - | |
| Hirehalli | 2.40 | 1.60 | 67 | - | - | - | - | - | - | - | - | |
| N Beguru | 3.12 | 0.0 | 69 | 1.60 | 0.60 | 37 | - | - | - | - | - | |
| Kallambalu | 2.02 | 1.40 | 69 | 2.02 | 2.01 | 99 | 1.02 | 0.0 | 0 | | | |
| Hanchipura | 3.17 | 0.25 | 8 | 3.17 | 0.40 | 13 | - | - | - | | | |
| Total | 26.55 | 10.34 | 39 | 14.96 | 6.65 | 44 | 10.77 | 2.45 | 23 | 4.14 | 3.02 | 73 |
| Scheme Name → | Ashraya Housing | | | | | | Indira AAawas Yojana – [I.A.Y] – Housing | | | | | |
| Name of the GP ↓ | 2006-07 | | | 2007-08 | | | 2006-07 | | | 2007-08 | | |
| | T.E | E.I. – ST | % | T.E | E.I. – ST | % | T.E | E.I. – ST | % | T.E | E.I. – ST | % |
| Annuru | 18.0 | 1.50 | 8 | 7.0 | 1.25 | 18 | 7.0 | 1.25 | 18 | - | - | - |
| Bhimanahalli | - | - | - | - | - | - | 1.46 | 0.32 | 22 | - | - | - |
| Antharasanthe | - | - | - | 10.3 | 0.40 | 4 | 3.82 | 0.38 | 10 | 0.86 | 0.08 | 9 |
| DB Kuppe | 6.0 | 4.0 | 67 | 9.04 | 8.50 | 94 | 3.65 | 3.0 | 82 | 1.29 | 1.00 | 78 |
| N Belthuru | - | - | - | 10.7 | 4.29 | 40 | | | | - | - | - |
| B Matakere | 4.0 | 1.20 | 30 | - | - | - | - | - | | 5.33 | 0.35 | 7 |
| Chakkodanahalli | 12.0 | 1.20 | 10 | 18.0 | 1.80 | 10 | - | - | | 9.0 | 0.90 | 10 |
| Naganahalli | 15.0 | 1.50 | 10 | 4.19 | 0.50 | 12 | 1.97 | 0.75 | 38 | - | - | - |
| Hirehalli | 6.30 | 3.75 | 60 | 8.0 | 6.10 | 76 | - | - | - | - | - | - |
| N Beguru | 8.0 | 1.0 | 12 | - | - | - | - | - | | 5.24 | 1.50 | 29 |
| Kallambalu | 6.0 | 3.0 | 50 | 9.0 | 3.0 | 33 | 2.00 | 1.50 | 75 | 1.5 | 1.0 | 67 |
| Hanchipura | 6.60 | 0.18 | 3 | - | - | - | 23.6 | 1.20 | 5 | 2.0 | 0.61 | 30 |
| Total | 81.90 | 17.33 | 21 | 76.23 | 25.84 | 34 | 43.50 | 8.4 | 19 | 25.2 | 5.44 | 22 |

Source: GP records. Note: T.E = Total Expenditure, E.I – ST = Expenditure incurred towards ST population.

(Rs in lakhs)

Continued...

| Scheme Name → | SGRY | | | | | | Gram Swaraj Project | | | | | |
|------------------|--|-----------|-----|-----------|-----------|----|-------------------------|-----------|----|---------|-----------|----|
| | 2006-07 | | | 2007-08 | | | 2006-07 | | | 2007-08 | | |
| Name of the GP ↓ | T.E | E.I. – ST | % | T.E | E.I. – ST | % | T.E | E.I. – ST | % | T.E | E.I. – ST | % |
| Annuru | 1.04 | 1.04 | | 0.51 | 0.09 | | 5.86 | 1.10 | | 8.78 | 3.0 | |
| Bhimanahalli | 3.19 | 1.10 | | - | - | | 5.86 | 1.68 | | 8.0 | 3.0 | |
| Antharasanthe | 3.95 | 0.0 | | 3.28 | 0.0 | | - | - | | N.A | N.A | |
| DB Kuppe | 1.20 | 1.20 | | 3.20 | 3.20 | | 4.85 | 2.85 | | 4.00 | 2.50 | |
| N Belthuru | 4.13 | 1.03 | | 3.26 | 0.98 | | - | - | | 1.47 | 0.60 | |
| B Matakere | 3.86 | 0.80 | | 4.42 | 0.90 | | 7.61 | 0.80 | | 8.58 | 1.50 | |
| Chakkodanahalli | 2.66 | 0.0 | | 1.96 | 0.71 | | 7.0 | 0.0 | | 9.20 | 0.50 | |
| Naganahalli | 3.17 | 0.55 | | - | - | | 5.90 | 5.90 | | - | - | |
| Hirehalli | 2.50 | 1.50 | | 2.10 | 1.05 | | - | - | | 11.0 | 2.87 | |
| N Beguru | 3.00 | 1.00 | | - | - | | 4.0 | 1.0 | | 9.0 | 4.0 | |
| Kallambalu | 3.39 | 2.01 | | 0.54 | 0.05 | | - | - | | 5.94 | 5.0 | |
| Hanchipura | 2.36 | 1.50 | | 6.75 | 1.25 | | 6.30 | 0.60 | | 11.24 | 3.24 | |
| Total | 34.45 | 11.73 | 34 | 26.0 2 | 8.23 | 32 | 47.38 | 13.93 | 29 | 77.21 | 26.21 | 34 |
| Scheme Name → | Statutory Grant – Section 206 of KPR Act 2003 | | | | | | Ambedkar Housing | | | | | |
| Name of the GP ↓ | 2006-07 | | | 2007-08 | | | 2006-07 | | | 2007-08 | | |
| | T.E | E.I. – ST | % | T.E | E.I. – ST | % | T.E | E.I. – ST | % | T.E | E.I. – ST | % |
| Annuru | 3.15 | 0.70 | | 3.25 | 0.73 | | - | - | | - | - | |
| Bhimanahalli | 5.0 | 1.12 | | 5.0 | 1.12 | | - | - | | - | - | |
| Antharasanthe | 3.98 | 0.35 | | 0.25 | 0.0 | | - | - | | - | - | |
| DB Kuppe | 5.0 | 5.0 | | 5.0 | 4.50 | 90 | - | - | | - | - | |
| N Belthuru | 5.0 | 0.55 | | 2.45 | 0.45 | | - | - | | - | - | |
| B Matakere | 5.0 | 0.10 | | 2.86 | 0.06 | | - | - | | 2.20 | 0.80 | |
| Chakkodanahalli | 3.7 | 1.12 | | 5.0 | 1.00 | | - | - | | - | - | |
| Naganahalli | 5.0 | 0.75 | | 5.0 | 0.80 | | - | - | | - | - | |
| Hirehalli | 5.0 | 2.0 | | 5.0 | 1.80 | | - | - | | - | - | |
| N Beguru | 3.50 | 1.50 | | 1.60 | 1.0 | | - | - | | 1.70 | 0.50 | |
| Kallambalu | 3.75 | 0.06 | 1.6 | 5.0 | 0.40 | | - | - | | - | - | |
| Hanchipura | 1.84 | 0.12 | | 0.95 | 0.09 | | - | - | | - | - | |
| Total | 49.92 | 13.37 | 27 | 41.3 6 | 11.95 | 29 | | | | 3.9 | 1.30 | 33 |

Source: GP records. Note: T.E = Total Expenditure, E.I – ST = Expenditure incurred towards ST population.

Now, talking on the second source of income namely the grants¹⁹ from both State and Central governments, it also emerged from the interaction that all the panchayats are totally dependent on the government for financial aid in the form of schemes. There are several schemes that have devolved to GPs by the government. However, the most common or popular schemes [except one] are those mentioned in Table-11. In this study, the focus is on the expenditure rather than the grants received by the panchayats. As a result, the total expenditure as against the expenses incurred on tribal population is taken into consideration [see Table-11].

One aspect that needs to be mentioned is the ratio or the weightages to be provided for backward class [here, the reference is only with Scheduled Tribes and Scheduled Castes [SCs]] in the implementation of any government sponsored schemes. The present weightage is 22.5 % for SC & ST²⁰ [combined] which shall be exclusively used for the welfare of backward class people. This is mandatory. With this background, the study tried to find on whether this has been followed by the panchayats through the expenditure incurred – in specific, the tribal community. As seen from Table-6, the expenditure data on eight schemes viz., Statutory grant under section 206 of PRI Act 1993, Ashraya housing scheme, Indira AAawas Yojana, Amedkar Housing, 12th Finance Commission grant, SGSY, SGRY and Gram Swaraj Project. A simple percentage analysis of the data in Table-11 highlights the following outcome as shown below matrix;

| Sl No | Name of the Scheme | Percentage incurred on tribal community | Interpretation |
|-------|---|---|---|
| 1 | 12 th Finance commission | 39 % in 2006-07 44 % in 2007-08 | <i>Increase in expenditure from Year-on-Year. In majority of panchayats, more than 65 % of this resource is used for ST population.</i> |
| 2 | Swarnjayanthi Gram Swarozgar Yojana [SGSY] | 23 % in 2006-07 73 % in 2007-08 | <i>This scheme is not implemented in 2007-08 in same panchayats of 2006-07. Hence, big variation in % between two years.</i> |
| 3 | Ashraya Housing | 21 % in 2006-07 34 % in 2007-08 | <i>The percentage is higher than the mandated 10 % to ST community.</i> |
| 4 | Indira AAawas Yojana – Housing | 19 % in 2006-07 22 % in 2007-08 | <i>The percentage is higher than the mandated 10 % to ST community.</i> |
| 5 | SGRY | 34 % in 2006-07 32 % in 2007-08 | <i>The percentage is higher than the mandated 22.5 % to SC/ST community.</i> |
| 6 | Gram Swaraj Project | 29 % in 2006-07 34 % in 2007-08 | <i>The percentage is higher than the mandated 22.5 % to SC/ST community.</i> |
| 7 | Statutory Grant – Section 206 of KPR Act 2003 | 27 % in 2006-07 29 % in 2007-08 | <i>The percentage is higher than the mandated 22.5 % to SC/ST community.</i> |
| 8 | Ambedkar Housing | --- | <i>Implemented in two panchayats only. Hence no result could be drawn.</i> |

¹⁹ Earlier study on fiscal devolutions to PRIs by DAC showed that more than 85% of the total revenue of GPs constitutes the grant-in-aid from state and central governments.

²⁰ In this combined share of 22.5 % between SC and ST Category, 19.5 % is meant for SC and 3.0 % for ST category.

This evidently shows the panchayats has indeed followed this rule unwittingly. What emerged from the interaction with both elected members as well as Gram Panchayat Secretaries is that this rule of weightages between SC and ST is not followed stringently while expenditure is made on this section of backward class. Rather, it shall be carried out on need and priority base. Nonetheless, care is taken to see that their percentage of share is utilized effectively.

II. Planning and fiscal management of elected representatives:

a. Awareness about property tax:

Firstly, the study intended to inference on how many of the elected members have an idea on total annual demand [an approximate figure] of property tax in their respective panchayats. The same is depicted in Table -12. Here, the awareness is further segregated into three categories – completely aware, partially aware and not at all aware. Accordingly, it is seen that 55 % [26 out of 47] of the members were not all aware of the total annual demand of property tax of their gram panchayats. Among that, both women and men members share the same percentage. This shows their reluctance in having the information on the total demand of property tax. Similarly, about 23 % [11 out of 47] of them have partial awareness on this aspect with both women and men almost coming close of sharing the equal percentage. Finally, around 21 % of the respondents were infact well aware of the total demand of property tax in their respective panchayats. Yet, they are unable to bring down the demand drastically due to various constraints prevailing currently in their panchayats.

Table 12: Awareness on annual demand of property tax among elected members*:

| Name of Gram Panchayat | No. of GP members having awareness on total annual demand of property tax | | | | | |
|------------------------|---|--------|-----------------|--------|------------------|--------|
| | Completely aware | | Partially aware | | Not at all aware | |
| | Male | Female | Male | Female | Male | Female |
| Annuru | 1 | 0 | 0 | 0 | 1 | 0 |
| Bhimanahalli | 0 | 0 | 0 | 1 | 2 | 1 |
| Antharasanthe | 1 | 0 | 1 | 0 | 1 | 1 |
| DB Kuppe | 1 | 0 | 1 | 0 | 2 | 1 |
| N Belthuru | 1 | 0 | 0 | 1 | 1 | 3 |
| B Matakere | 1 | 0 | 0 | 0 | 1 | 1 |
| Chakkodanahalli | 1 | 0 | 0 | 1 | 1 | 1 |
| Naganahalli | 1 | 0 | 0 | 0 | 1 | 1 |
| Hirehalli | 0 | 0 | 1 | 1 | 1 | 0 |
| N Beguru | 2 | 0 | 0 | 0 | 2 | 2 |
| Kallambalu | 1 | 0 | 2 | 0 | 0 | 1 |
| Hanchipura | 0 | 0 | 1 | 1 | 0 | 1 |
| Total | 10 | 0 | 6 | 5 | 13 | 13 |

* Includes the views of Presidents & Vice-Presidents belonging to other caste category also.

Source: From field survey conducted study team.

On the same line, when asked on whether atleast they know about the actual property tax collected during the year 2008-09 in their respective panchayats, it emerged that about 19% [9 out of 47, see table -13] of the elected members [all men] were completely aware on the actual collection of taxes [see Table-8]. Likewise, 26 % [12 out of 47] had were partially [those respondents who answered in a class interval of tax figures] aware of total tax collection. Significantly, 55 % [26 out of 27] of them were not all aware of how much tax was collected in the last fiscal year. This again shows either the sheer negligence of the members or the secretary not disclosing the details to the members.

Table 13: Awareness on actual collection of property tax for the year 2008-09 among elected members*

| Name of Gram Panchayat | No. of GP members having awareness on actual collection of property tax for the year 2008-09 | | | | | |
|------------------------|--|--------|-----------------|--------|------------------|--------|
| | Completely aware | | Partially aware | | Not at all aware | |
| | Male | Female | Male | Female | Male | Female |
| Annuru | 1 | 0 | 0 | 0 | 1 | 1 |
| Bhimanahalli | 0 | 0 | 0 | 1 | 2 | 1 |
| Antharasanthe | 1 | 0 | 0 | 0 | 2 | 1 |
| DB Kuppe | 0 | 0 | 2 | 0 | 2 | 1 |
| N Belthuru | 1 | 0 | 0 | 1 | 1 | 3 |
| B Matakere | 1 | 0 | 0 | 0 | 1 | 1 |
| Chakkodanahalli | 1 | 0 | 0 | 1 | 1 | 1 |
| Naganahalli | 1 | 0 | 0 | 0 | 1 | 1 |
| Hirehalli | 1 | 0 | 0 | 1 | 2 | 0 |
| N Beguru | 2 | 0 | 1 | 1 | 1 | 1 |
| Kallambalu | 0 | 0 | 2 | 0 | 0 | 1 |
| Hanchipura | 0 | 0 | 1 | 1 | 0 | 1 |
| Total | 9 | 0 | 6 | 6 | 14 | 12 |

* Includes the views of Presidents & Vice-Presidents belonging to other caste category also.

Source: From field survey conducted study team.

b. Tax Collection and works carried from Own Source Resources:

Apart from two major sources of taxes – namely property tax and water tax, the other non-tax revenue is very less in the panchayats under study. Now, a couple of questions on whether the residents pay tax properly and the kind of works carried out by the revenue generated locally. First with regard to payment of taxes, the members said that about 60 to 70 % of taxpayers pay tax on time. The rest about 30 to 40 % of them do not pay on time due to the reasons explained earlier in this section. It also emerged from the discussion that members are not insisting the people of their constituencies to pay the tax due. On the other hand, a few people from the focus group discussion said that people would not pay tax until their issues are addressed by the panchayat. This is the plight of most of panchayats under study.

Speaking on the works taken up with Own Source Revenue, the members informed that except for taking up of some minor repair works – like motor for pumping water supply, regarding streetlights etc., most of the revenue goes towards payment of salaries to GP

staff. Moreover, looking at the quantum of tax collected, it is inconceivable to take up works involved a large budget.

c. Planning process:

This is the critical aspect of this study. By planning, we mean the participation of tribal community – both the members and the public in preparation of Annual Action Plan²¹ [AAP] or the budget plan. First, with respect to elected members, majority of them agreed of involving in budget planning process. But, how effectively? This still remains a big question mark. The ward sabha is the main source of inputs [list of works] for preparing the action plan. This would be tabled and scrutinised in the gram sabha. Based on consent of the people, necessary modifications would be made to the final draft of the budget. However, according to few members, in spite of doing a better plan, unless the panchayat receive sufficient grants from the government, it would become futile exercise. Thus they were of the opinion that the panchayats that are most backward require more financial aid from the government.

On the other, the people [from the focus group discussion] provide contradictory views to those of elected members on planning process. They believe that they have limited or rather no role at all, as most of their demand is not taken into consideration at the stage of planning. Instead, many a time, the elected body just inform them about a particular work – that perhaps might have not important, would be implemented in their constituency. Furthermore, the non-cooperation of the secretaries in disclosing the financial details under various schemes to them is causing them to have a very limited role in gram sabhas. If people have prior information on these things, they would be in a position in providing more feasible inputs during the planning process. In the absence of such information they are inevitable agree to the panchayat's decision.

d. Awareness of Schemes devolved to tribal community:

This is one of important aspect that the study intended to know from both elected members as well as the people participated in focus group discussion. The study team asked to just to list out the schemes that they are aware of it. The first and foremost that emerged was the Housing scheme – namely Ashraya and Indira AAawas Yojana. Apart from these two popular schemes, none of the other emerged instantaneously from the respondents. However, a few of the elected members – who had elected more than once, were able to say about statutory grant from state government and finance commission grant from central government. Other schemes such as Gram Swaraj, SGSY, SGRY etc., did not emerge as well-known schemes to be kept in the mind of the respondents.

As explained by a few people in couple of the panchayats [B. Matakere and N. Beguru], the elected body – inclusive of panchayat secretary do not explain in detail of a particular scheme and instead inform them the number of works that is going to be implemented in their respective constituencies. This makes them not to know more about the nomenclature and objectives of a particular scheme. Sometimes, the people do not have the information on the total allocation of financial resources under certain schemes.

²¹ In certain panchayat two set of action plan is prepared. The first plan would be based on local revenue and second one from the grants to be received for the next financial year from the government.

Section – IV

I. Gram Swaraj Project and tribal population:

In context to Gram Swaraj project, this section assumes a critical note in assessing the implication of this project. In this regard, the study intended to look into a few aspects such as awareness of the people – especially the tribal community, preparation of action plan, kind of works carried under this project and so on. Further, another important factor that is been looked into in this study is the impact of training provided to the elected representatives and their perspective/views about the training programme.

a. Awareness of tribal people about Gram Swaraj Project:

Truthfully, it emerged from the discussion with the elected body; none of them were able to clearly understand the objectives of GS project. The fault is not on them. Slackness on the part of implementing agency might have led to the failure in understanding the objectives of GS project to the elected representatives. Additively, the following aspects were noticed in the Panchayats which has primarily resulted in having no knowledge on the objective of GS project. One, in couple of panchayats under study, there was no display of a signboard/notice board showing the objectives and purpose of implementing the Gram Swaraj project in the panchayats. In those panchayats where display boards depicting the objectives of gram swaraj project existed, was not clearly readable.

Box 12:

In Kallambalu GP, the display board had been provided by the Taluk Panchayat about three years back with the intention of disseminating the objectives of Gram Swaraj through writing on this board. But, till date, this board is kept aside without writing anything on it (encircled). When enquired with the secretary, he said that contract was given to a person for installing as well as writing of these boards, but till date, the contractor has not done his work. This is one example how the grants received by the GPs under Gram Swaraj becoming unproductive.



A newly painted board [to the right] kept ready for the displaying the objectives of gram swaraj project in Kallambalu GP of H.D. Kote Taluk. The objectives are still yet to be written at the time of the study.

When this issue of not displaying the objectives and the purpose of implementation of Gram Swaraj project on the notice boards/signboard was put to the elected representatives, they said that are were not aware of this. There was not intimation from the Taluk Panchayat that a sign board should be displayed mentioning the objectives of this project in vicinity of the Panchayat. Two, no display board indicating the project name, the amount spent under the project and so on is seen on the spot of completed work in a majority of the GPs under study.

In majority of the panchayats under study, it was noticed that the knowledge/awareness about the scheme name and its objectives did not improve and remained at the same level

as it was at the introductory stage. Exception to this, the elected members from three GPS, about 11 members informed the study team of gaining more knowledge about this project during the training²² programme conducted at the Taluk level. Nonetheless, it is good that certain members have acquainted themselves with the purpose of implementation of gram swaraj project.

In precise, it emerged from the discussion from both elected representatives and focus group discussion that majority of the people are not familiar about the name of a scheme or a project under which the works are being taken up in the panchayat. A large percentage of elected members are no exception to this. They believe the Gram Swaraj Project as like any other schemes that are being devolved to gram panchayats. The intention behind displaying the project name [along with the amount spent] on the work carried out under gram swaraj project has not served the purpose. In a sense, the people are still not aware of this project.

b. Works carried out for tribal community under Gram Swaraj project:

Despite the fact of lack of proper awareness of this project, a considerable number of works has been completed under this project. A few illustrations of such works are provided below:

i. Drainage facilities:

It emerged from the field survey that among the works carried out under this project, construction of drainage topped the highest. Well, whether this was the priority of the people remained to be answered. Looking at the ranking [see chart-III] made by the panchayats, it clearly indicates there is a need for drainage system. As briefed by the people in the focus group discussion, the drainage work is essential their colony [Haadi] for obvious reason that during rainy season, there should be easy flowing of rain water and also the excess water from the bore well in the drain. This would enable to maintain hygienic health condition to avoid mesquites or any insects.

Unfortunate to see that there is no proper maintenance of these drainages. This is the complaint of households. When discussed this issue with the elected body and the secretary, they were of the opinion that people dump wastes – such as husk, leaves, bamboo sticks etc., into drainages that result in blockade of water flow. This is a major concern with regard to drainage.

On the other, a few people in one panchayat complained that though their priority/demand pertained to roads, the panchayat took the drainage work in their colonies.



Drainage works carried out in N. Begur and Naganahalli panchayats under gram swaraj project under study.

²² More details on the training programme are discussed later in this study report.

ii. Drinking water supply:

The panchayats have taken measures in providing drinking water supply – by constructing MWS tanks across the villages. However, in certain situation where the tribal habitation is remotely situated, some times it would not be possible to provide adequate water supply. Now, with the implementation of gram swaraj project, in one panchayat namely B. Matakere, a MWS tank was constructed in one tribal colony.



MWS tank in N. Begur GP

iii. Other sector:

This includes the construction of Bus Shelter [see adjacent photo], construction of Concrete Cement [C.C] roads, Construction of school compound wall, Construction of Anganawadi Centre etc.



Construction of a Bus shelter in Naganahalli GP.

II. Training²³ and its implication under Gram Swaraj Project:

The study intended to know the impact/effect of the training programme provided to the elected representatives of the panchayats falling under gram swaraj project area. Answering to the question on whether the training programme indeed helped [the elected members representing tribal community] in understanding the objective and the significance of Gram Swaraj project, the following points emerged out;

- i. It was one-day interactive training programme conducted with the help of satellite. Most of the conversion was through television. Hence, the impact of the training programme was not effective according to majority of the members under study.
- ii. However, out of 12 members [comprising from three panchayats namely D.B.Kuppe, Kallambalu and Hirehalli] who attended the training programme, 11 of them were of the opinion that the training was indeed helpful. The training enabled them to understand the objectives of gram swaraj project.

On the topics covered, it is as follows;

- a. Objectives of gram swaraj project.
- b. Building of infrastructure facilities– like roads, drinking water, sanitation etc.,

²³ A training programme was conducted post implementation of gram swaraj project. This was satellite based training programme conducted by the personnel of ANSSIRD, Mysore, under the sponsorship of Gram Swaraj Project.

- b. Understanding the functioning of the Panchayats and preparation of action plan under various schemes.
 - c. Role and responsibility of President and Vice presidents
 - d. Kind of works that could be taken up under Gram Swaraj project.
 - e. On local tax collection – How to collect the taxes effectively and so on.
 - f. Importance of Social Auditing [Jamabandhi].
- iii. Those elected representatives who could fairly understand the subjects taught in the training programme did not made an attempt to implement in the day-to-day activity of the Panchayat. Also, they did not even try to educate that their colleagues on the subjects they learnt in the training sessions.
 - iv. Finally, it was now almost a year since they had undergone the training, most of the members – especially the women, of the elected body could be able to recollect all the details that were discussed in the training programme.
 - v. Having no educational background have led certain members to understand the topics taught in the training programmes. This was confessed by a few women members under study.

Suggestions for improving the training programme:

It was a dissatisfactory note to mention that majority of the elected representatives was not in a position to provide the suggestions on improving the method of training programme. However, a few representatives – who had good educational background, did provide some insight on improving the training strategy which is as follows;

- The training should be based on participatory approach instead of showing through electronic media. As most of them are not accustomed to this new approach of conducting the programme, it would not make any impact in the mind of people.
- Training programme should be more practical oriented – through exchange programme. In a sense that, suppose the subject is related to sanitation or the planning process, they have to take a batch of elected representatives to other Panchayat wherein the above mentioned subjects have been implemented in more effective and innovative way. The members would then be in a situation to understand better when they see it practically and then replicate the same in their Panchayat. Theoretical explanation of the concepts of PRI would not be much helpful and not a pragmatic approach of disseminating the information.

Section –V

Conclusion and Recommendations:

The study intend to summarize the observations made on the basis of interaction with elected representatives, a sample set of people from the tribal community and also the secretaries of gram panchayats in form of concluding notes. As mentioned in the introductory chapter that the basic objective of this project is to look at the participation of tribal community in planning and management – both fiscal and infrastructure, various other aspects was also looked into as part of the study. Although this study is not an exhaustive one, nonetheless an attempted has been made to analyse and highlight some of the issues that might provide inputs to policy makers at the state level. With this, the concluding remarks -- with reference to tribal community are as follows;

- First, briefing on the profile – specifically on the educational background of interviewed elected members, it is very disappointing to note that a considerable proposition of the members either had no education or just completing their primary education. Perhaps this might have led them for not effectively participating in the functioning of PRI at the grass root level. In this regard, the policy making body at the state level should come out with a strategy – like taking up a periodical training programme [more practical oriented] to these representatives on various subjects of PRI. Probably, the Ambedkar Research Institute could be a useful resource centre for this purpose.

With the support from the government, a remarkable transition in education sector – especially for tribal community is noticed in H.D. Kote Taluk. The Social Welfare Department and the Tribal Welfare Department has provided Scholarships, distribution of free books and food, free Hostel facilities at all level of education. This is duly supported by NGOs functioning in the Taluk. Even they have contributed significantly in providing education to the tribal community. As disclosed by members and the people during the study, that there exist sufficient infrastructure with regard to education at the grass root level. Indeed, this has resulted in a decline of dropouts of children belonging to tribal community [refer Table-4]. If this trend continue and more number of children obtain good education, perhaps later on one would expect greater participation of educated people in PRI at the grass root level and work more effectively towards welfare of rural society.

- Second, on reservation. It is good to see that reservation provided an opportunity to the tribal community – especially the women, to enter into PRI and involve in decision making process concerning the development of the grass root economy. Unfortunately, what emerged from the study is that majority of the members contested the election and got elected just because of their constituencies being reserved and had no other criteria. Only a few members informed they entered into electoral space with the intention of serving their people and reservation paved the way to do so. Furthermore, when asked for re-contesting, all most all the representatives refused to contest for the next term to gram panchayat and also to the next higher levels of PRI, including those contested under reserved category. This would indicate that though reservation provided an opportunity to serve the community, the elected representatives are very much reluctant to participate aggressively in the mainstream of development.

- Much has been explained regarding Ward and Gram Sabhas in the report. Accordingly, a few observations have been made on this. One of them, firstly, the inability to distinguish between ward and gram sabhas by majority of the people. A clearly understanding has to be taught as part of the training and also the importance of these sabhas – especially the gram sabha. As narrated by the people under focus group discussion, with gram sabhas becoming more of a political and battle platform, it is losing its importance in recent times. It is very much essential that the concerned officials of various line departments of PRI actively participate in gram sabhas and resolve the issues amicably. This is very much required and shall be done at the earliest.
- On the prevailing issues of tribal community. Well, this again is elaborated in detail in the report. Accordingly, the topmost priority is Housing. In this regard, a few suggestions/demand has been placed by a section of people of couple of panchayats before the study team during the focus group discussion. Firstly, as it has been a long time since the government provided the housing facilities [excludes that of resettlement of houses] to them. As their family size has increased over time, there is a desperate need for additional houses and this has been a long pending demand. Now, its time for another new round of survey on tribal community and prepare a new list of households who require new housing facility. The current allotment of housing facilities provided annually by the government is not sufficient compared to present population of tribes.
- Briefing on the initiatives taken by elected representatives, it emerged that sincere efforts has been made by the elected representatives in provided the basic amenities to their citizens. However, they seem to be not fully satisfied with their service delivery because of financial constraint. The insufficient financial support from the government is one of the primary reasons for their unsatisfactory performance. Another thing that is observed is the equal division into member-wise of the grant received from the government. This methodology is followed in almost all the panchayats under study. Paradoxically, this has resulted in getting a very small kitty of allocation not adequate to take up any concrete work to each constituency which is the agony of elected representatives. Thus, they demanded more financial aid from the government in order to deliver the goods more concretely and satisfactorily.
- Focussing on the role of tribal community – both elected members and people in decision making process [planning and management], it emerged from the study that they have a limited role. Firstly, on the part of the people, as explained in the study, majority of them are small marginal farmers and landless labourers. Moreover, majority of the agricultural activities is depended on rainfall. With scarcity of rainfall, most of the people are forced to migrate periodically to neighbouring districts in search of employment. As a result, they are not able to actively participate in the decision making process.

Not doubt, the National Rural Employment Guarantee Scheme [NREGS] has been implemented by the Central government to address the issue of migration. Indeed, it is a remarkable programme with a very concrete objective. However, this has not helped in curtailing the migration of local people for employment. This is due to inability on part of the implementing agency to effective implement this scheme [this is observed during the interaction with members and secretaries of the panchayats under study].

However, this study does not intend to go in more details on this. Thus, it is essential on part of the panchayat to see this scheme is implemented effectively, and might help landless labourers to work in-house and participate more decisively in decision making process –in planning and institutional management.

On the other, with respect of elected members, the lack of proper education cumulated with non-co-operation from secretaries in providing the necessary information related to schemes, other financial transactions etc., have made the members from the tribal community – especially the women handicapped and resulted in playing a very limited role. Furthermore, to a certain extent, the dominance of members of Nayak community [as explained in two panchayats under study] has also resulted in have a very limited role for other members belonging to other sub-castes within the tribal community. Thus, it is suggested/recommended to have more training programme be conducted and include those topics relating the various schemes and financial management of PRI.

- On the awareness of different schemes/facilities of the government towards tribal community. Well, firstly, the study intend to know whether the elected members approach Taluk panchayat [TP] and Zilla panchayat [ZP] for any kind of work, barring a few ones, they said they do not approach the next higher levels of PRIs. On the other, those who approached both TP and ZP said they did to know about the various facilities – under education, social welfare, forest etc., and also help their people in obtaining those facilities. Another complaint by the people is lack of information on the arrival of various facilities to the panchayat pertaining to tribes. This is what is expected from their respective members and panchayats. By the time they have the information on hand the schemes/facilities would have devolved to other people. Hence, a mechanism has to be developed to have this information – may be through television and print media. Perhaps, the department of tribal development could play a major role in dissemination of information to the tribal people in this regard.
- Now, on the subject of fiscal devolution. Much has been discussed in the content of the report. However, a few are required to the highlighted here. Firstly, in the words of members there is a huge shortfall/deficit in the mobilization of local revenue. The reason is that some panchayats in H.D.Kote Taluk have largest population of tribal people who reside in colonies [Haadis] and the panchayat do not levy any kind of taxes to this section of people due to poor economic status. With no other feasibility of mobilizing the revenue [either through non-tax] these panchayats are completely dependent on government for finance. Even, those panchayats that have collected taxes and non-taxes expressed similar views on fiscal devolution. The percentage of revenue receipts collected is very less compared to the demand of taxes, and most of this resource is utilized towards salaries of GP staff, in taking up of some minor repair works and so on. There are in a position to take any works involvement higher investments. Hence, the government should increase [at least one-fold to the current volume of devolution], to these kind of panchayats. Unless, this is not materialised, it would become very difficult for panchayats to fulfil the works listed in their annual action plans.
- The awareness and the kind of works carried under Gram Swaraj project. This is dealt in detail as a separate section. To summarise on this, firstly, it is noticed that people are specifically aware that the works has been carried under this project. The reason is

that this project is projected as like any other schemes devolved to the panchayat. To substantiate this argument, a photograph [shown adjacent, B. Matakere GP] of a board on which the works taken up under gram swaraj project is depicted. This board is kept within the compound of panchayat office. There is no display of objectives of gram swaraj project. Thirdly, in those panchayats where the objectives of this project are display is not displayed clearly.



A display board giving the details of expenditure incurred on the works taken up under gram swaraj project in B. Matakere GP.

However, a considerable works – such as Cement Roads, Drainage facility, bus shelter etc.; have been done under this project. As a suggestion, the dissemination of information on the objectives of GS project in the form of leaf-lets, browsers or hand-outs is being carried out by the implementing agency. The distribution of these leaf-lets to the people by providing information in a concise manner would have helped in knowing the objectives of this project.

Further, commenting on the training programme conducted under gram swaraj project at Taluk headquarters, a few members were of the opinion that it indeed helped them to understand to rationale behind implementation of gram swaraj project, while others said that they were not able to follow the concepts taught in the training programme. The reasons are provided in the report.

- Apart from conducting the training, there is a need of exchange programme to the members. That is learning through exchange programme. Although, this concept of learning through interaction between two local self governances has been practiced from a long time, still there is a need of it. The interaction is in the form of visiting the developed panchayat by an under-developed panchayat elected body to learn the key inputs from them to function in an effective way. In fact, the elected body of PRI should be exposed to such kind of exchange programme before carrying any planning process or implementation of any schemes in their Panchayat. This would help them in doing a better planning and monitor the works in a more effective way.

Finally, what emerged from the study is that the tribal community are still oppressed and not able to fully participate in the mainstream activity due to lack of empowerment of people belonging to the tribal community. Although, commendable efforts has been made by the government towards the upliftment of social and economic status of the tribal community, still it requires intense monitoring and consistent efforts in order to bring back them to the mainstream in social arena. Further, it is also essential on part of social science research institutes – more particular those that are exclusively setup to do research studies on tribal community to support the policy makers -- by providing updated inputs on various issues pertaining to this section of the society.

Annexure – I**Tribal Caste-wise population, literates and workers in Karnataka state**

| No | Tribes (caste name) | Population | Male | Female | Literate | Workers | | |
|----|---------------------|------------|---------|---------|----------|---------|----------|--------------|
| | | | | | | Total | Marginal | Agricultural |
| 1 | Adiyan | 295 | 157 | 138 | 185 | 115 | 28 | 4 |
| 2 | Barda | 149 | 81 | 68 | 78 | 55 | 2 | 2 |
| 3 | Bavacha etc. | 454 | 219 | 235 | 263 | 174 | 56 | 22 |
| 4 | Bhil etc. | 1633 | 869 | 764 | 599 | 780 | 222 | 151 |
| 5 | Chenchu etc. | 497 | 230 | 267 | 96 | 282 | 144 | 148 |
| 6 | Chodhara | 359 | 206 | 153 | 212 | 170 | 17 | 46 |
| 7 | Dubla etc. | 384 | 207 | 177 | 163 | 175 | 24 | 57 |
| 8 | Gamit etc. | 288 | 157 | 131 | 186 | 123 | 17 | 5 |
| 9 | Gond etc. | 136700 | 70123 | 66577 | 58852 | 57357 | 15030 | 24762 |
| 10 | Gowdalu | 12507 | 6347 | 6160 | 7158 | 5905 | 750 | 1285 |
| 11 | Hakkipikki | 8414 | 4272 | 4142 | 1671 | 4114 | 908 | 691 |
| 12 | Hasalaru | 20820 | 10237 | 10583 | 9527 | 11243 | 1822 | 3450 |
| 13 | Irular | 819 | 415 | 404 | 258 | 437 | 98 | 176 |
| 14 | Iruliga | 8486 | 4392 | 4094 | 2319 | 4489 | 1340 | 1848 |
| 15 | Jenu Kuruba | 29828 | 15133 | 14695 | 10122 | 16959 | 2688 | 6584 |
| 16 | Kadu Kuruba | 17112 | 8810 | 8302 | 7689 | 7565 | 1129 | 1766 |
| 17 | Kammara | 38 | 20 | 18 | 19 | 26 | 2 | 0 |
| 18 | Kaniyan etc. | 271 | 139 | 132 | 171 | 110 | 9 | 38 |
| 19 | Kathodi etc. | 477 | 251 | 226 | 248 | 198 | 15 | 18 |
| 20 | Kattunayakan | 144 | 70 | 74 | 102 | 51 | 3 | 6 |
| 21 | Kokna etc. | 3182 | 1449 | 1733 | 2528 | 1134 | 454 | 294 |
| 22 | Koli Dhor etc. | 80627 | 41465 | 39162 | 30798 | 35677 | 9666 | 18169 |
| 23 | Konda Kapus | 279 | 145 | 134 | 165 | 73 | 4 | 16 |
| 24 | Koraga | 16071 | 7951 | 8120 | 8242 | 8221 | 1171 | 1803 |
| 25 | Kota | 221 | 113 | 108 | 138 | 100 | 11 | 18 |
| 26 | Koya etc. | 1640 | 826 | 814 | 674 | 711 | 216 | 296 |
| 27 | Kudiya etc. | 2733 | 1342 | 1391 | 1699 | 1427 | 195 | 281 |
| 28 | Kuruba | 2540 | 1306 | 1234 | 863 | 1567 | 147 | 88 |
| 29 | Kurumans | 798 | 405 | 393 | 451 | 351 | 68 | 37 |
| 30 | Maha Malasar | 13 | 8 | 5 | 11 | 6 | 2 | 4 |
| 31 | Malaikudi | 7979 | 3993 | 3986 | 5060 | 4379 | 545 | 552 |
| 32 | Malasar | 103 | 52 | 51 | 65 | 44 | 11 | 4 |
| 33 | Malayekandi | 144 | 71 | 73 | 96 | 87 | 0 | 7 |
| 34 | Maleru | 1360 | 679 | 681 | 1042 | 603 | 73 | 129 |
| 35 | Maratha | 2657 | 1294 | 1363 | 1759 | 1382 | 135 | 79 |
| 36 | Marati | 63549 | 31567 | 31982 | 41693 | 34991 | 4918 | 4926 |
| 37 | Meda | 37371 | 18778 | 18593 | 21314 | 17824 | 1956 | 1201 |
| 38 | Naikda etc. | 2918649 | 1479569 | 1439080 | 1163073 | 1447018 | 327388 | 657393 |
| 39 | Palliyan | 536 | 266 | 270 | 311 | 251 | 29 | 22 |
| 40 | Paniyan | 724 | 381 | 343 | 204 | 473 | 70 | 55 |
| 41 | Pardhi etc. | 5403 | 2733 | 2670 | 1329 | 2503 | 596 | 989 |
| 42 | Patelia | 193 | 107 | 86 | 130 | 67 | 6 | 9 |
| 43 | Rathawa | 41 | 26 | 15 | 19 | 22 | 0 | 14 |
| 44 | Sholaga | 124 | 65 | 59 | 51 | 76 | 45 | 28 |
| 45 | Soligaru | 29908 | 15144 | 14764 | 9760 | 16203 | 3656 | 8091 |
| 46 | Toda | 55 | 32 | 23 | 24 | 25 | 2 | 3 |
| 47 | Varli | 85 | 43 | 42 | 60 | 26 | 4 | 3 |
| 48 | Vitolia etc. | 154 | 78 | 76 | 87 | 71 | 19 | 10 |
| 49 | Yerava | 21948 | 10971 | 10977 | 5341 | 13791 | 692 | 1197 |
| 50 | Generic Tribes | 25224 | 13044 | 12180 | 14211 | 10589 | 1869 | 1974 |

Annexure – II

Details of some of schemes with its objectives that are devolved to tribal community in the state:

| Sl No | Name of Scheme | Sponsored by | Objective of the Schemes |
|--------------|--|---------------------|--|
| 1 | The Land Purchase Scheme: | State Government | This provides land to landless agricultural labourers by purchasing lands from non-SC/ST landholders at a unit cost of Rs.60,000 with a subsidy of 50 per cent. |
| 2 | Self employment Programme: | | Under this, financial institutions provide assistance for setting up business. The Corporation provides a subsidy of Rs. 10,000 for a unit cost of Rs. 1,00,000 and the remaining amount is a loan from financial institutions. |
| 3 | Ganga Kalyana Yojana: | | It is centrally sponsored scheme, being launched with effort from the year 1997. The objective of the scheme is to provide irrigation through exploitation of ground water (borewells and tubewells) for individual and group of beneficiaries belonging to the target group. This scheme is no more in operation. It is merged with SGSY since 1999. |
| 4 | Swarna Jayanthi Gram Swarozagar Yojana (SGSY): | | The objective of Swarnajayanti Grama Swarozagar Yojana(S.G.S.Y.) is to provide sustainable income to the rural poor. The programme aims at establishing a large number of Micro-enterprises in the rural areas building upon the potential of the rural poor. It is envisaged that every family assisted under SGSY will be brought above the poverty line in a period of three years. This scheme is launched on 1st April,1999, the programme replaces the earlier Self Employment and allied programmes IRDP, TRYSEM, DWCRA, SITRA, GKY and MWS, which are no longer in operation. The programme covers families under below poverty line in rural areas of the country within this target group, special safe guard have been provided by reserving 50% of benefits for SC/STs, 40% for women and 3% for physically handicapped persons subject to availability of funds. It is proposed to cover 30% of the rural poor in each block in the next five year. S.G.S.Y. is a credit cum subsidy programme. It covers all aspects of self employment such as organisation of the poor into self-help groups training, credit technology, infrastructure and marketing. SGSY is a centrally sponsored scheme and funding shared by the Central and State Government in the ratio of 75:25. |
| 5 | SGRY | | |

| | | | |
|---|------------------------------|--|--|
| | | | |
| 6 | Indira Aawas Yojana | | <i>Indira Aawas Yojana (I.A.Y.) which was launched during 1985-86 as a sub-scheme of R.L.E.G.P. has continued as part of J.R.Y. since its launch on April, 1989. However from 01.01.1996, I.A.Y. has been made a separate scheme. The objective of I.A.Y. then was to provide dwelling units, free of cost to the members of Scheduled Caste / Scheduled Tribes and freed Bonded Labourers living below the poverty line. From 1993-94, the scheme has been extended to non-S.C./S.T. rural poor also. Indira Aawas Yojana is a centrally sponsored scheme funded on cost sharing basis between the Government of India and the State Govt. in the ratio of 75:25. The cost of I.A.Y. houses have been enhanced from Rs.14,000/- to Rs.20,000/- in hilly and difficult areas. Unit cost is fixed included sanitary latrine and smokeless choolas. With a view to protect the interests of women, these houses are allotted in the name of female members of the beneficiary household or in the joint names of both husband and wife. During the current year up gradation of houses is entrusted to the Gram Panchayats</i> |
| 7 | Dr. Ambedkar Houses: | | <i>The Ambedkar houses are constructed for distribution to SC's and STs exclusively. The unit cost of Dr. Ambedkar houses is Rs. 20,000/- of which Rs.19,000/- and Rs.10,000/- in rural areas is given by the Social Welfare Department from SCP/TSP funds, Rs.1000/- is given by the Central Government for construction of sanitary latrines.</i> |
| 8 | Ashraya Rural Housing Scheme | | <i>Ashraya rural housing programme is primarily to help construction of dwelling housing units by members of SC,ST, Backward classes and other below BPL by providing them with subsidy and loan. The unit cost is Rs.20,000/- which consists Rs.10,000/- as loan to the General Category, to SC, ST category the entire unit cost is subsidy.</i> |

