

## 11.1 Recommendations and Implementation of Nanjundappa Committee

Karnataka state has been experiencing high growth rates in recent decades in the GSDP. But it is noticed that the high growth rates in the past and the present have not been inclusive as 25 percent of population of the State is living below the poverty line and there is also a sharp North- South divide in the State. The problems related to uneven spread of development emerged in the State on the eve of the reorganization of the State in 1956. The new areas that joined the State from erstwhile Hyderabad State and Bombay State were relatively less developed compared to the Old Mysore State. For historical reasons, these areas have remained on the periphery of development. These areas formed the Northern part of the State. The districts of Bidar, Gulbarga and Raichur (including Koppal), which joined from Hyderabad State were at the bottom of development. In the past, though some special efforts were made to promote development in this area, the impact was not very significant.

In recent years, the State has speeded up the process of closing this gap following the recommendations of the High Power Committee constituted by the Govt. of Karnataka to look into the problem of regional imbalances in the state. The High Power Committee on Redressal of Regional Imbalances, popularly known as Nanjundappa Committee, submitted its report in June 2002. The committee, on the basis of 35 socio-economic indicators assessed the level of development of 175 taluks in the state. These indicators are spread over various sectors like agriculture, industry, economic infrastructure, social infrastructure, and financial and technical infrastructure. Taking the State average of development of these indicators as the benchmark equal to one, the Committee prepared a Comprehensive Composite Development Index (CCDI) with appropriate weights and identified 114 taluks as backward taluks. These taluks were further classified into three groups viz., most backward, more backward and backward based on the value of the Comprehensive Composite Development Index (CCDI). These groups were formed on the values of CCDI viz., those with the values ranging from 0.52 to 0.79 as most backward, those with 0.80 to 0.88 as more backward and those with 0.89 to 1.00 as backward. The distribution of the taluks under these various groups is given in **Table 11.1**.

**Table 11.1: Distribution of Most Backward, More Backward and Backward taluks by Administrative Divisions**

Division	Total No. Taluks	Relatively Developed	Backward	More Backward	Most Backward	No. of Backward Taluks
Bangalore	51	18	09	13	11	33
Mysore	44	22	10	10	02	22
Belgaum	49	18	14	12	05	31
<b>Gulbarga (HK Region)</b>	<b>31</b>	<b>03</b>	<b>02</b>	<b>05</b>	<b>21</b>	<b>28</b>
<b>North Karnataka Region</b>	<b>80</b>	<b>21</b>	<b>16</b>	<b>17</b>	<b>26</b>	<b>59</b>
<b>South Karnataka Region</b>	<b>95</b>	<b>40</b>	<b>19</b>	<b>23</b>	<b>13</b>	<b>55</b>
<b>Total (State)</b>	<b>175</b>	<b>61</b>	<b>35</b>	<b>40</b>	<b>39</b>	<b>114</b>

Source: HPCRRRI, 2002

Among the 114 backward taluks, 59 are in North Karnataka and 55 in South Karnataka. But what is significant is that out of 39 the most backward taluks 26 are in North Karnataka as against only 13 in the South. Out of the 31 taluks in Hyderabad Karnataka (HK) Region 28 (90%) are backward of which 21 are most backward. There are only three taluks which are in the Relatively Developed group and these are Bidar, Bellary and Hospet. The incidence of backwardness is, therefore, significantly high in Hyderabad Karnataka Region consisting of Bidar, Gulbarga, Yadgir, Raichur, Koppal and Bellary. Comparatively speaking, Bangalore Division with 51 taluks has only 65% backward taluks. Similarly, Mysore Division has 44 taluks of which 50% of taluks are backward. And Belgaum Division, which has 49 taluks has 65% backward taluks. This indicates the urgency of development and the enormous requirement of the effort in this direction in North Karnataka especially in the Hyderabad Karnataka region i.e. Gulbarga Division. Among the top ten taluks only one taluka is from north Karnataka; whereas all the bottom ten taluks are from North Karnataka region. The Composite Index of Development of the districts (see **Appendix 11.1**) and the extent of human development deprivation in the districts (see **Appendix 11.2**) vouchsafe to the higher level of development deprivation of the North Karnataka Region.

### **11.1.1 Recommendations of the Committee – Special Development Plan**

The problems of regional disparities and backwardness may be addressed in different ways. The more important strategies are -1) additional resource transfer 2) Special Development Programmes and employment generation programmes 3) promotion of private investment through fiscal and financial measures and 4) development of services and infrastructure facilities to the level in other regions. The Nanjundappa Committee framed a mix of these strategies and has made several recommendations with regard to development of social and economic infrastructure and institutional set up to speed up the development process in backward pockets of Karnataka.

Some of the specific recommendations of the Committee have been implemented: A Central University is started at Gulbarga, a High Court Bench is established at Hubli and Circuit Bench at Gulbarga, Women's University is established at Bijapur, action plans are being prepared to establish IT parks in Gulbarga, Hubli and Bagalkot. A Food Park and Textile park is in the process of being established at Gulbarga.

To implement the various recommendations across different sectors, the Nanjundappa Committee has recommended a Special Development Plan based on the resource requirement of the backward taluks. The plan is to be implemented over a period of eight years covering the major programmes in various sectors based on development requirement. The implementation of the programmes should involve the people, voluntary organizations and Self help Groups which are service oriented and are capable of mobilizing mass participation. Decentralized planning set up is thus very essential to find a long term solution to the problems of regional development.

#### **Objectives of Special Development Plan**

- To accelerate the growth in the backward taluks through the stimulus of additional investment in various sectors and areas.
- To build infrastructure to make good the identified sector backlog in backward taluks.
- To establish the needed institutions/organizations to redress the imbalances in the concerned sectors in backward taluks.

- To provide location specific sectoral schemes in backward taluks in order to raise the level of services in that sector to the State Level Average.
- To help the planning authority in preparing Action Plans with three priorities: First priority is for most backward taluks which are to be covered in the first two years. More backward taluks shall have the second priority for the allocation of funds during the next two years. Backward Taluks shall have their allocation for the terminal period of the Eight Year Plan.
- And to give a thrust to the development programmes in the 114 backward taluks to move towards a more balanced development in the State as a whole.

The Committee has estimated that to bring up the level of development of the backward 114 taluks to the state average, an investment of Rs. 31,000 crore at 2002-03 prices is required. The investment was to be spread over eight year period till 2010. Out of this amount, Rs. 15,000 crore was expected to flow into these taluks in the normal course from the annual budgets. The balance of Rs. 16000 crore was estimated as an additional investment in various sectors to fill the gaps in development. The Committee also stated that the amount allocated every year should be escalated by a factor of the extent of rise in prices during each year. **Table 11.2** gives the sectoral allocation of the Special Development Plan as suggested by the Committee.

**Table 11.2: Sectoral Allocation of Special Development Plan as Recommended by HPCRRI**

Sl. No	Sectors	Amount (Rs. In crore)	Percentage
1	Agriculture and Allied	2340	07.61
2	Rural Development	7100	23.10
3	Irrigation	8000	26.00
4	Energy	3000	09.76
5	Industry and Minerals	400	1.3
6	Transport	1650	5.37
7	Science and Technology	200	0.65
8	Economic Services	10	0.03
9	Social Services	8025	26.11
<b>Total</b>		<b>30725</b>	<b>100.00</b>
<b>Normal Flow</b>		<b>15000</b>	
<b>Net Additional outlay</b>		<b>16000</b>	

Source: HPCRRI, 2002

The focus of the Special Development Plan (SDP) is on Irrigation, Rural Development and Social Services. Sectors like energy and agriculture are also allocated more financial assistance for development as these sectors play a crucial role in the development of the economy. The allocation to education health and other social services is Rs. 8025 crore. The allocation to Irrigation is Rs. 8000 crore and to Rural Development i.e. Rs. 7100 crore is higher compared to other sectors. As the Committee felt that some of the taluks among 114 backward taluks are rural in character and are dependent on agriculture they require more attention.

The allocations in SDP across the divisions were based on the Cumulative Deprivation Index (CDI). This is estimated on the basis of the distance of the CCDI Value

from the state average (CDI=1-CCDI). The allocations within the Division and among the Districts and taluks are again based on the respective CDI values. The pattern of allocation of resources across the regions is indicated in **Table 11.3**.

**Table 11.3: Division wise allocation of SDP outlay as recommended by HPCRRI**

Division	CDI Value	% resource allocation	Amount (Rs. in crore)
Gulbarga	8.06	40	6400
Belgaum	4.12	20	3200
<b>North Karnataka</b>	<b>12.18</b>	<b>60</b>	<b>9600</b>
Bangalore	5.32	25	4000
Mysore	2.76	15	2400
<b>South Karnataka</b>	<b>8.08</b>	<b>40</b>	<b>6400</b>
<b>Total</b>	<b>20.26</b>	<b>100</b>	<b>16000</b>

Source: HPCRRI, 2002

Thus in the total additional investment of Rs. 16000 crore, the share of Gulbarga division is maximum at Rs. 6400 crore and the share of North Karnataka is 60 % of the total allocation. This is because the extent of development deprivation is more in Gulbarga Division i.e. 8.06 ( $8.06/20.26 = 40\%$ ), which is just equal to the total deprivation of South Karnataka.

#### 11.1.2 Taluk wise allocations under Special Development Plan

The Committee also suggested allocations at the taluk level based on the CDI values at this level. The Committee insisted on planning, formulation and implementation at the taluk level. The allocation ratio across the taluks are indicated in **Table 11.4**.

**Table 11.4: Taluk wise Resource Allocation pattern as recommended by HPCRRI**

Category of Taluks	CDI class intervals	Max. -Min CDI distance	Resource allocation (%)
Most Backward	0.52-0.79	0.48	60
More Backward	0.79-0.88	0.21	24
Backward	0.88-1.00	0.12	16
<b>Total</b>		<b>0.81</b>	<b>100</b>

Source: HPCRRI, 2002

Thus out of the total allocation within a District/sector, the share of most backward taluks is 60 percent, the more backward taluks is 24 percent of the total allocation and the backward taluks is 16 percent of the allocation. The Committee has recommended updation of CDI values over time and must be taken as basis for allocation within the Division/Districts across the taluks in future.

## **11.2 Major Achievements in Reduction of Regional Disparities**

### **11.2.1 Implementation of Special Development Plan**

The Special Development Plan is being implemented from 2007-08. It is envisaged that the 8 years SDP will be implemented within the time frame of 2007-08 to 2014-15. It was proposed to allocate the funds in the ratio of 10%, 20%, 15%, 15%, 15 %, 10%, 10%, and 5% respectively. As per the recommendations, Comprehensive District Development Plans and Comprehensive Agricultural Development Plans have been prepared during XI plan period in most of the districts to identify development gaps and requirements. The remaining report for rest of the districts is being prepared.

The Government of Karnataka appointed a High Power Committee under the Chairmanship of Hon'ble Shashil Namoshi (now Hon'ble Shri Sunil Vallyapur) during October 2008 to implement the Nanjundappa Committee Recommendations. This Committee is also to look after the planning and monitoring of the implementation of Special Development Plan (SDP) in consultation with the various Government Departments. The Nanjundappa Committee in its various meetings held at the State level has given guidelines for preparing Action Plans and for implementation of various schemes in the 114 backward taluks. During 2007-08, all the investment made in the backward taluks is estimated under SDP, which are now being made more realistic. Meetings are also held at the District and Taluk levels to discuss with the officials and People's representatives about the requirements for development of the region. Some of the works undertaken in different districts are inspected by the Committee and suggestions are given for further improvement.

The Nanjundappa Committee recommended a decentralized set up with plans being prepared at Taluka level for identifying the programmes and policies for development under SDP. The Departments are given directions to prepare the action plans in consultation with the officials at Taluka and District level.

The progress of the works under SDP is reviewed at State and the District level in KDP meetings every month and a Management Information System (MIS) is developed by National Informatic Centre (NIC) for providing online information about the programmes undertaken under SDP and the physical and financial progress achieved. A Special Head of Account with the object code 133 is allotted for schemes under SDP. A Special Cell is established in the Planning Department to coordinate and monitor the implementation process.

### **11.2.2 Progress achieved under SDP**

The implementation of the Special Development plan is effectively taken up after the establishment of the High Power Committee for Implementation of Nanjundappa Committee Report in October 2008. The allocations for various development programmes under SDP are presented in **Table 11.5**.

**Table 11.5: Progress achieved under Special Development Plan as recommended by HPCRRI**

Year	Allocation (Rs.Crores)	Release (Rs.Crores)	Expenditure (Rs.Crores)	Exp. % to allocation	Exp. % to release
2007-08	1571.50	951.44	945.99	60.20	99.43
2008-09	2547.34	1710.42	1739.41*	68.28	101.69
2009-10	2578.83	2033.29	1919.94	74.45	94.42
2010-11 (Dec. 2010)	2464.00	1170.59	968.80	39.32	82.76
<b>Total</b>	<b>9161.67</b>	<b>5865.74</b>	<b>5574.14</b>	<b>60.84</b>	<b>95.03</b>

\*Expenditure is more than the amount released due to additional amount spent by energy supply companies from their own sources.

Source: Special Cell, Planning Department

The amount provided for various programmes under SDP has been increasing. To begin with an amount of Rs. 1571.50 crore was provided in the financial year 2007-08 across various sectors of development. The amount released was Rs. 951.44 crore against which an expenditure of Rs. 945.99 crores was made. Similarly, in the year 2008-09 the allocation was Rs. 2547.34 crore and the expenditure was Rs. 1739.41 crore. For the year 2009-10 and 2010-11 the allocation is Rs. 2578.83 crore and Rs. 2464 crore respectively; releases being Rs. 2033.29 crore and Rs. 1170.59 crore respectively. The total allocation from 2007-08 to December 2010 works out to Rs. 9161.67 crore and Rs. 5574.14 crore has been spent. The release of funds and their utilization across various sectors is indicated in **Table 11.6**.

**Table 11.6: Distribution of Outlay and Expenditure among various sectors, 2007-11 (Rs.Crores)**

Sl. No.	Sectors	Total outlay	Amount Released	Expenditure	% release to allocation	%exp. to release
		2007-2011	2007-11	2007-11		
1	Agriculture and allied sectors (including forest)	788.56	472.82	418.37	59.96	88.48
2	PWD	560	388.9	357.22	69.45	91.85
3	Rural Development	1841.79	1030.21	829.63	55.94	80.53
4	Housing	1146.77	858.59	856.67	74.87	99.78
5	Irrigation(Major& Minor)	1413.83	1100.95	1084.08	77.87	98.47
6	Power	650	407.22	630.77	62.65	154.90
7	Industries	95.7	22.89	13.92	23.92	60.81
8	Infrastructure	443	316.58	316.58	71.46	100.00
9	Transport	350	244.14	237.62	69.75	97.33
10	Home	58.2	31.81	11.09	54.66	34.86
11	Social Sectors (health & education)	823.4	427.82	350.03	51.96	81.82
12	Labour & Social Welfare	710.61	462.56	398.62	65.09	86.18
13	Women and child development	131.8	65.64	33.93	49.80	51.69
14	Tourism Development	40	29.75	29.75	74.38	100.00
15	Urban Development	108	5.86	5.86	5.43	100.00
<b>Total</b>		<b>9161.67</b>	<b>5865.74</b>	<b>5574.14</b>	<b>64.02</b>	<b>95.03</b>

Source: Special Cell, Planning Department

The sectors like Rural Development (20.19%), Irrigation (15.43%), Housing (12.52%), Social Welfare (7.76%) Health and Education (8.99%) have a major share in total outlay. The allocations are less than the recommended ones due to inclusion of more departments and activities under SDP. The Committee has also left it to the Departments to identify the programmes and prepare the action plans.

### **11.2.3 Major Programmes implemented under SDP**

While the development programmes have been taken up covering all the major sectors, the focus is on Education, Health, Housing and Rural Development as well as infrastructure development such as rural roads, irrigation and agriculture. This is largely in accordance with the pattern suggested under the Special Development Plan. A brief account of the programmes across the major sectors taken up under SDP are presented below.

#### **a. Agriculture and allied sectors**

The major programmes being implemented under this sector include:

- Rashtriya Krishi Vikas Yojane (Central Sector Scheme),
- Enrichment of soil fertility ( State Sector), and
- Raita Sampark Kendras ( State Sector)

#### **Rashtriya Krishi Vikas Yojane (Central Sector Scheme)**

Under RKVY mechanization of agriculture is promoted through supply of various agricultural implements at subsidized rates in 114 backward taluks. This is essential to overcome the growing labour costs and labour shortages and complete the agricultural operations on time. These implements include supply of power tillers (50% subsidy - max. Rs. 50,000), High Tech Agricultural Implements (50% subsidy - max Rs. 70,000), distribution of Diesel Pump Sets (50% subsidy - max. Rs. 20,000), and Agro Processing Units (Subsidy 50 % Max. Rs. 65000). The total amount allocated during 2010-11 is Rs. 30 Crore under this scheme.

#### **Enrichment of soil fertility (State Sector)**

In order to maintain the ecological balance, organic farming which is an age old farming method, is to be aggressively promoted. Organic farming is promoted under two major categories: a) Vermicompost production and use, and b) promotion of organic farming. The Integrated Farming System is being popularized through demonstrations and supply of inputs like Gypsum, micro nutrients, bio fertilizers etc. The total allocation under this scheme during 2010-11 is Rs. 11.22 crore.

#### **Raita Sampark Kendras (State Sector)**

Construction of Raita Sampark Kendras under Raita Mitra Scheme. This is a part of Agriculture Extension Programme. These centres are established as information centres for the farmers, and are meant to supply agricultural inputs and testing of soil quality, fertility etc. In 2010-11 an amount of Rs. 25 lakh per Raita Sampark Kendra is earmarked for establishment of 69 Raita Sampark Kendras in the backward taluks.

## **b. Watershed Development Programme**

Watershed development is adopted as a major strategy for development of agriculture in the dry region of backward taluks. Watershed training centres are established in the backward regions. The rejuvenation of dried up open wells is taken up under this programme and Integrated Watershed Management Programme is promoted with people's participation.

In addition funds are allocated for strengthening of University of Agricultural Sciences at Raichur. The allocation for agriculture during 2007-11 is Rs. 417.13 Crore. The Nanjundappa Committee had recommended development of Horticulture and Animal Husbandry for stabilization of incomes of the farmers. It recommended establishment of cold storage facilities in each district, setting up of export outlets and training centres. Under Horticulture, a Horticulture College and Horticulture University at Bagalkot are provided with additional funds for development. The focus is on providing additional funds for the ongoing schemes for their expanded coverage in backward areas.

Under Animal Husbandry, the Committee had recommended provision of adequate and timely veterinary services and assured supply of fodder. As part of this, a Dairy Science college is being established at Gulbarga. Milk unions are being strengthened at Gulbarga and Bidar, fodder development programmes are undertaken, AI centres are being established and opening and upgradation of PVCs and opening of veterinary hospitals are being taken up in backward taluks.

## **c. Rural Development**

Rural development was given special importance by Nanjundappa Committee. The additional allocation is provided under the following schemes:

- Road works in Backward Taluks
- Rural Communication
- Block Grants ( CMGSY- District Sector)
- Gram Swaraj
- Special Works in Backward Taluks ( RIDF-NABARD)
- Rural Water Supply

Works like Rural Water Supply, Rural Roads, Gramswaraj and Rural Communications are taken up in various backward taluks. The Rural Development and Panchayat Raj (RDPR) Department has identified villages with less than 40 LPCD water supply and villages with water problems. It is proposed to cover these villages in backward taluks under SDP. The Gram Swaraj Yojane is an ongoing scheme of RDPR under World Bank assistance. This is being implemented in 39 most backward taluks since 2007-08. Construction of Samarthya Soudha at Gram Panchayat levels, capacity building for Panchayats are undertaken in the most backward taluks. Plans are being prepared to provide all weather connectivity to villages in backward taluks. Restoration and rejuvenation of ZP tanks is also taken up under rural development.

The total allocation for rural development during 2007-11 is Rs. 1841.79 crore. The amount released is Rs. 1030.21 crore and the expenditure is Rs.829.63 crore. The allocation during 2010-11 is Rs. 432.21 crore.

#### **d. Irrigation**

Assistance is provided for development of major and minor irrigation in backward taluks. The Nanjundappa Committee had recommended development of irrigation as a major strategy for increasing agricultural production and productivity in backward taluks. Assistance is provided under the following programmes.

- KNNL capital works as per Nanjundappa Committee recommendation
- KBJNL Capital works as per Nanjundappa Committee recommendation

Additional funds are provided for early completion of major irrigation schemes to KBJNL and KNNL and CNNL. Works like promotion and modernization of tanks, rejuvenation of tanks, lift irrigation and construction of barrages are taken up in most backward and more backward taluks. Allocation to irrigation is around 20.1 percent. Assistance is given to complete the existing schemes at an early date so that benefits are reached to the farmers in time. This may thus help to expand the irrigation facilities and increase the agricultural output. Allocation to major irrigation is Rs. 328.58 crore and to minor irrigation it is Rs. 50 crore during 2010-11.

#### **e. Industry**

The Committee had also recommended establishment of one advanced centre for IT and Biotechnology in every division, and a separate State Financial Corporation exclusively for North Karnataka to serve the credit needs of the industry in North Karnataka.

The schemes under industrial development in backward area are:

- Modernization/ Technology Training-Kaigarika Vikas
- Employment in garment sector
- Establishment of New Industrial clusters

The total allocation for these schemes was Rs. 95.70 crore during 2007-2011 and is Rs 10 crore during the current year.

#### **f. Infrastructure Development**

SDP intends to fill up the gaps in infrastructure in the backward taluks and speed up the development process in these taluks. Under energy sector, the focus is on provision of electricity to villages, Hamlets and Tandas. The schemes Nirantar Jyothi and Rural Load Management System (RLMS) are in progress. The Minor air ports at Bidar, Gulbarga, Bijapur, Belgaum and Hubli are provided with additional funds for completion.

The Committee had identified 90 taluks (61 in North Karnataka and 29 in south Karnataka) out of 175 taluks which have road length less than the State average. Under SDP the road development programme is undertaken in rural areas under the following schemes.

- Rural Roads
- NABARD assisted Roads
- Suvarna Raste Vikas Yojane

- Karnataka State Road Development Corporation

The Programmes are implemented by PWD. The total allocation over a four year period is Rs. 560 crore and the expenditure is Rs. 388.90 crore. The allocation during 2010-11 is Rs.205 crore. Under road transport sector, assistance is given to different KSRTC divisions for construction of new depots, up gradation of existing bus stands, provision of toilet facilities, asphaltting within bus stands and construction of waiting rooms etc. The allocation for road transport is Rs. 75 crore and for railway and airport projects is Rs. 142.50 crores during 2010-11.

### **g. Housing**

Rural housing is one of the major sectors under SDP. The following programmes are being implemented in the backward taluks under SDP.

- Rural Housing – District Sector
- Ashraya Loan and subsidy -State Sector (SS)
- House sites for landless – (SS)
- Housing for Weaker Sections- SS
- Indira Awaas Yojane- State share

The allocation for these schemes during the period 2007-11 is Rs. 1146.77 crores, which is 12.52 percent of the total allocation. The allocation during 2010-11 is Rs. 328.58 crore.

### **h. Education**

Human resource development is given high priority by the Nanjundappa Committee and therefore it has recommended establishment of top level educational institutions and health infrastructure in North Karnataka.

Under education, the additional programmes introduced are to strengthen the infrastructure in most backward and backward taluks. Cluster Complex is being established in 39 most backward taluks, with a view to providing teachers' quarters in backward taluks/regions. Opening of residential schools on KGBV model are also taken up in these taluks as female literacy rate is very low. Women's University is also established at Bijapur to promote Women's Higher Education and a Central University is established at Gulbarga.

Many of the schools that do not have compounds, playgrounds and drinking water and sanitation facilities are being provided with these on a priority basis in 39 most backward taluks with additional funds under Pancha Soulabhya programme listed under Sarva Shikshana Abhiyan (SSA). Funds are also allocated to start Model High Schools in these backward taluks. Construction and improvement of high school buildings is taken up with assistance from NABARD.

### **i. Health**

The important programmes included here are up-gradation of PHCs and CHCs and general hospitals and opening up of Burns and Dialysis wards in hospitals in Bidar and Gulbarga and other backward areas. Opening up of new medical colleges is also initiated.

Improvement of District Hospitals in Gulbarga and Chamrajnagar districts, purchase of equipments for upgraded PHCs in 39 most backward taluks are the other important programmes taken up in the Health Sector. The focus is on building up infrastructure and modernization to provide quality service to the rural masses. The total allocation under health during 2007-11 is Rs. 296.48 crore and the allocation during the current year is Rs. 100 crore.

#### **j. Labour and Social Welfare**

Skill development is also given importance to generate human resources in the backward regions. New Industrial Training Institutes for Women and for all are established in these taluks. Funds are also earmarked under SDP for skill development of women and Minorities. Training under Modular Employable Skills is being taken up with the assistance of Skill Development Corporation. The total allocation for these programmes during 2007-11 is Rs. 103.31 crore and during the current year it is Rs. 40 crore. Such training is useful to the youths as it increases their employability. The Social Welfare Department has taken up energisation of Ganga Kalyan Wells for the benefit SC and ST people. The allocation for this programme during 2010-11 is Rs. 250 crore.

#### **k. Women and child Development**

Many programmes are taken up by Women and Child Development Department for empowerment of women in backward taluks. Skill development for Stree Shakti groups is taken up. Anganwadi buildings are constructed, Training Centres for SHG groups are to be established at division level to promote training facilities. Construction of houses for devadasis is also taken up in the backward taluks.

#### **l. Tourism Development**

The Nanjundappa Committee had recommended development of tourism industry. There are many historical places in the backward taluks which have remained less attractive due to lack of infrastructure facilities. Therefore, investment in development of infrastructure and other living facilities for tourists is included under the Special Development Plan. The total amount allocated for this purpose is Rs. 40 crore and the expenditure undertaken so far is Rs. 29.75 crore.

The implementation of recommendations of Nanjundappa Committee still remains as an ongoing agenda. The implementation process has gathered speed in recent years. But the development gap is also increasing over the years. The Eleventh Five Year Plan focuses on inclusive growth, which implies that people in all the regions of the country should gain access to development. Therefore, speedy implementation of the Special Development Plan is very essential. The facilities created in the most backward and more backward taluks should be effectively utilized to promote human development as well as economic development. The government of Karnataka has been endeavouring to achieve these goals to the best of its ability.

## **11.3 Role of Decentralised Governance and Civil Society**

### **11.3.1 Background**

Karnataka has been a pioneer State in decentralised governance, more specifically in nurturing Panchayat Raj Institutions (PRIs). The 73rd and 74th Amendments to the Constitution, a watershed in Indian Democratic Republic saw the dawn of powerful local governments all over the country. Karnataka was the first state in the country to enact the Panchayat Raj Act, during 1993 incorporating the features of the 73rd Amendment. Elections are being successively held to the three-tiers of PRIs. Politically, there is a broad consensus and sincere commitment in favour of decentralisation that finds a place in the ideologies of all political parties in the State. The Panchayat Raj System in the state has been stabilized with the conduct of four elections. An outstanding feature of the Panchayat Raj System in Karnataka is the determined effort to empower the voiceless section of society by providing for specific reservation not only in its membership but also to the post of Chairpersons of the Institutions. It is a matter of great pride that women have been provided with 50 per cent reservation both in membership and authority positions. More significantly, in order to promote participatory governance the Karnataka Panchayat Raj Act, 1993 has been further amended for enhancing the quality of people's participation through greater empowerment of Gram Sabhas and Ward Sabhas thereby bringing in transparency and accountability in the functioning of PRIs;

### **11.3.2 Decentralised Planning as the Strategy**

The objectives of accelerating rural development and reaching benefits of development equitably call for the evolution of an appropriate rural development planning strategy- a strategy that strengthens the various indicators of rural development as also brings a qualitative change in their reach to all sections of the society. In order to achieve this objective, the Government of India opted for a strategy of decentralized planning and entrusted that the responsibility of planning and implementing rural development programs to the decentralized government bodies like PRIs in rural areas and urban local bodies in urban areas.

With the passing of the 73<sup>rd</sup> Constitutional (Amendment) Act, 1992 the Panchayati Raj Institutions (PRIs) have acquired a statutory status, become integral part of our polity and, more importantly, they have been recognized as 'institutions of self-government'. They have been given the important responsibilities of plan preparation and plan implementation in order to ensure economic development in rural areas and to ensure social justice in the distribution of benefits of such development process (Article 243 G). Consequently, decentralised governance and planning have emerged as strategies for initiating socio-economic transformation in rural areas with the prime objective of developing rural infrastructure and improving the living conditions of the rural people, especially the weaker sections.

### **11.3.3 Decentralised Planning in Karnataka**

It is to be noted that, after effecting the 73<sup>rd</sup> Amendment to the Constitution, Karnataka was the first State to pass a new legislation in 1993, namely, The Karnataka Panchayat Raj Act, 1993. The new Act provides for a three-tier structure of Panchayati Raj with Zilla Panchayats (at the district level) Taluk Panchayats (at the Taluk level) and Gram Panchayats (at the village level). The Bill for constituting panchayats, which was introduced on 1st April 1993, came into

force from May 18, 1993. In conformity with the Eleventh Schedule of the Constitution, the 1993 Act has entrusted a wide range of functions (Schedule I, II and III) to panchayats. To carry out these functions, the Gram Panchayat receives Rs. six lakh annual grant and has powers to levy tax on buildings and lands, levy water rate, tax on entertainment, vehicles, advertisement and hoarding and collect market fee, fee on bus stands and on grazing cattle. Both the Taluk Panchayat and the Zilla Panchayat are allowed to charge fee on their property used by others and they do not have powers to levy taxes. In addition, both the Grama Panchayats and the Taluk Panchayats get proceeds from cess on land revenue, surcharge on stamp duty levied by the State Government. Except for these, the panchayats have to depend solely on the resources transferred from the Government.

The powers and functions of the Grama Panchayats, Taluk Panchayats and Zilla Panchayats have been listed in sections 58, 145 and 184. As per the three schedules (I,II,III) the panchayats are authorised to carry out functions such as preparation of annual plans, annual budgets and sectoral schemes for promotion of agriculture, animal husbandry, rural housing, drinking water, roads and bridges, rural electrification, education, rural sanitation, public health, women and child development, social welfare, public distribution system, maintenance of community assets, cooperative activities and promotion of libraries. Section 309 of 1993 Act provides for the preparation of development plan by the grama panchayats, taluk panchayats and zilla panchayats. Furthermore, Section 310 of the Act makes it mandatory for the state to constitute District Planning Committees (DPCs) in each district which are required to consolidate the plans prepared by the panchayats and municipal bodies and to prepare the draft district development plan of the district by taking into consideration the needs of the spatial planning, physical and natural resources and the level of infrastructure development. Dr. D M Nanjundappa's Report also recommended that DPCs in each district should do the planning keeping 'taluk' as the primary unit in the planning process.

#### **11.3.4 Recent Policy Initiatives to strengthen Decentralised Planning Process**

Karnataka comprises 5,627 Gram Panchayats, 176 Taluk Panchayats and 30 Zilla Panchayats. The State has to its credit entrusting major responsibilities and devolving all the 29 functions (a first State to do so in the country as a whole) to the panchayats as enlisted under the Eleventh Schedule of the Constitution. In recent years, the Karnataka Government has been taking a proactive stance to strengthen the decentralised governance and planning process and to that effect has introduced many administrative innovations like the following: (i) The responsibility of plan formulation and implementation have been devolved to the panchayats by transferring functions, functionaries and finances. (ii) Introduction of social auditing in the form of Jamabandhi to ensure transparency in the system; Grama Panchayats are empowered to call for tenders for all works with an estimated cost of Rs. 10,000 and above and for procuring materials worth Rs. 5000 and above. (iii) Computerisation of Grama Panchayats, Taluk Panchayats and Zilla Panchayats. (iv) Grama Panchayat Secretaries draw their salaries from the Grama Panchayat's account, thereby are more accountable to their Panchayats, and (v) the State has launched capacity building programmes such as- certificate course for panchayat members, imparting functional literacy to illiterate Grama Panchayat members, training through satellite networks to elected panchayats functionaries at ANSSIRD, Mysore.

### 11.3.5 Activity Mapping

In addition to this, the Government of Karnataka, based on the recommendations of the Working Group, constituted in the year 2001, has evolved a detailed range of 'Activity Mapping' for all the three panchayats. Complying with these recommendations, the Cabinet Subcommittee had cleared an 'Activity Mapping Framework' in August 2003. Broadly, the activity mapping visualises both Zilla Panchayats and Taluk Panchayats as planners, facilitators and owners of common executive machinery, Grama Panchayats as the cutting edge of local service provision, and Grama Sabha and Ward Sabhas as instruments of downward accountability. The new activity mapping framework devolving functions has to be accompanied by adequate devolution of finances and functionaries. To translate this into reality, the department of Rural Development and Panchayat Raj in coordination with other departments has devolved certain functions, functionaries and finances to PRIs.

### 11.3.6 Simplification and Rationalisation of Schemes

Another step in the above direction is the simplification and rationalisation of schemes. Accordingly, the number of schemes in the Panchayat Sector of the Budget is now reduced from 658 to about 407(254 plan and 153 non-plan schemes) thus simplifying the District Sector fund transfer mechanism. Minor schemes have been merged into larger ones, giving greater flexibility to panchayats to address their priorities. Most of the State Sector Schemes and funds dealing with functions devolved to panchayats are now transferred to the District Sector, with effect from the 2005-06 budget onwards.

### 11.3.7 Decentralized Planning Process: Allocation of Funds to District Sector

The decentralised planning process as described in the plan documents, begins with the determination of annual plan size at the state level, and allocation of funds to the district sector. Then district sector allocation for various programmes is done in consultation with the Chief Executive Officer of each Zilla Panchayat, District level Sectoral officers and State level Department officers. After this, the data is supplied to Finance Department to integrate the district sector data with the State and also to print budget Link Documents. The Budget Link Documents are placed before the Legislature as a part of State Budget. Once the budget is passed, the Link Documents are made available to the Zilla Panchayath for the preparation of Action Plans at ZP, TP and GP level. These PRIs prepare the action plans as per the allocations, discuss them in the various Standing Committees and place them in the general body meetings and seek approval from the District Planning Committees after which the implementing officers start executing the plans/programmes. In the preparation of plans the ward sabhas and grama sabhas play a crucial role and their recommendations and suggestions do figure in such action plans emphasising the fact that the plans so prepared are the by-product of people's wishes and demands. Thus, the entire planning process can be termed as 'participatory planning process'. **Table 11.7** and the chart that follow provide information pertaining to allocations made and growth rates in the annual plans covering the period from 2008-09 to 2010-11.

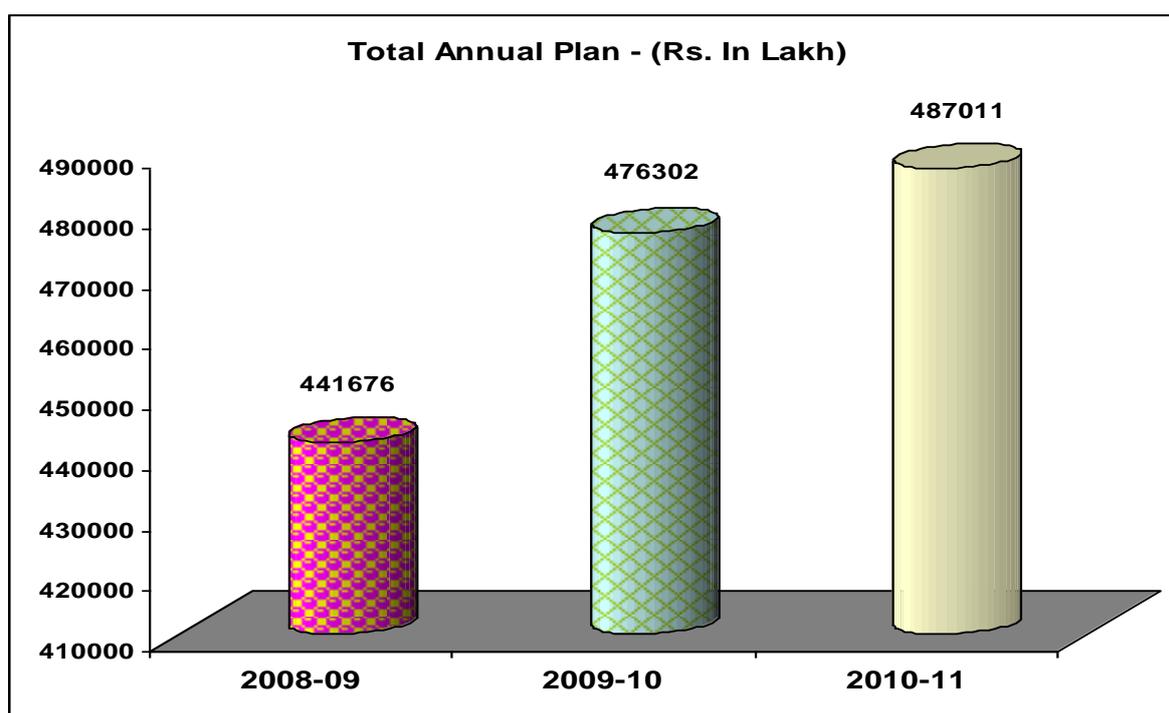
**Table 11.7: Sector-wise Allocation of the District Sector State Plan Funds during the years from 2008-09 to 2010-11 (Rs. lakh)**

Sl. No.	Sector	2008-09	2009-10	2010-11
1	Education	64651	86064	86720
2	Sports & Youth Services	782	782	1935
3	Art, Culture & Library	1288	1369	70
4	Medical & Public Health	9757	10264	10423
5	Family Welfare	22603	23832	26677
6	Rural Water Supply	11381	11331	5809
7	Rural Housing	44109	36427	36340
8	Welfare of SCs & STs	30416	33800	35251
9	Welfare of BCM/BCs	8026	11243	11618
10	Welfare Minorities	0	0	2082
11	Employment & training	52		51
12	Welfare of Women & Children	29845	42428	45250
13	Welfare of Disabled	328	418	434
14	Nutrition	11408	22923	27935
15	Agriculture	6960	6486	6574
16	Soil & Water Conservation	30070	24341	19580
17	Horticulture	2243	2087	1992
18	Animal Husbandry	6780	7353	8102
19	Fisheries	694	685	796
20	Forest	2243	2243	2212
21	Cooperation	2492	441	468
22	Agricultural Marketing	82	82	96
23	Special Programmes for RD	11234	12737	13207
24	Rural Energy	929	1118	1463
25	Rural Employment	77599	77599	84099
26	Grants to PRIs Including ZP office buildings	41249	40865	40790
27	Minor Irrigation	88	88	85
28	Village & SS Industries	385	385	460
29	Sericulture	399	399	432
30	Roads & Bridges	22655	15323	15324
31	District Planning Unit	211	211	295
32	Handloom & Textiles	502	224	237
33	Science & Technology	123	123	136
34	Labour	92	127	68
	<b>Total</b>	<b>441676</b>	<b>473798</b>	<b>487011</b>

Source: Department of Planning, Programme Monitoring and Statistics, Government of Karnataka

As may be seen from **Table 11.7** sectors like education, rural employment, welfare of women and children, welfare of Scheduled Castes and Scheduled Tribes, rural housing have been the priority sectors of panchayats having been receiving better allocation compared to other sectors. It can also be seen that there is a perceptible increase in the allocation made to these sectors across the plan years.

**Figure: 11.1: Total Annual Plan (Rs. lakh)**



### **11.3.8 Comprehensive District Development Plan (CDDP):**

The 73<sup>rd</sup> and 74<sup>th</sup> Amendments to the Constitution mandate local planning at grama, taluk and zilla panchayat level and as well as at urban areas. Article 243 ZD of the 74<sup>th</sup> Amendment provides for setting up of DPCs at the district level to consolidate the plans of both urban and rural bodies, and to formulate a draft district plan for the district as a whole, having regard to matters of common interest between the panchayats and the municipalities including spatial planning, sharing of water and other resources, whether financial or otherwise. In order to perform this task efficiently, the DPC will have to determine a strategy for the district as a whole and accordingly provide guidelines to the PRIs and municipalities for formulating their plans. Set in this backdrop, the objectives of the comprehensive district development plan (CDDP) are:

- To design an integrated and participatory action plan for the development of local area in general and development sectors in particular.
- To prepare a Comprehensive District Development Plan through participatory process and consultative process involving various organisations and stakeholders. To enable optimum utilisation of scarce natural, physical and financial resources.
- To assess and plan for the infrastructure required to support the development sectors
- To establish linkages with the required institutional support services like credit, technology transfer, research etc.
- To evolve an action plan for achieving sustainable growth and development in all the development sectors as enlisted in the Eleventh Schedule of the Constitution.

With these objectives in view, the Department of Planning, Government of Karnataka, has embarked upon the task of preparing CDDPs for the Eleventh Plan period (2007-12) and

accordingly, necessary guidelines have been issued to PRIs and municipal bodies to prepare their plans. For this purpose these bodies have been advised to take the help of Technical Support Institutions (TSIs) like ISEC, AFRO, MYRADA and Universities. These TSIs have been working as handholding institutions to PRIs and municipal bodies in organising workshops, collection of data and preparation of draft plans. These plans have been prepared and presented before the DPCs. So far, CDDPs have been prepared for districts such as Dakshina Kannada, Bagalkote, Ramanagar, Udupi, Uttara Kannada, Chitradurga, Tumkur, Hassan, Shimoga, Dharwad, Kodagu, Davanagere, Bangalore Rural, Kolar, Haveri, Belgaum, Gulbarga, Chickamangalore, Chamrajnagar, Bijapur and in the remaining districts the work is in progress.

### **11.3.9 Role of Civil Society Organisations in Decentralised Planning Process:**

Civil society originally referred to social groups organised for emancipating themselves from the oppressive rule of feudal lords and tyrant rulers. But today the term connotes a wider meaning and embraces a plethora of institutions outside the State. The civil society is a voluntary organisational structure intended to promote the well being of its members by self-management of their own affairs with little or no interference from political regime. In recent years, civil society has come to assume a greater role in the life of people because of the following reasons: First, in the modern day world, the needs and aspirations of people have multiplied beyond imagination such that the State alone cannot fulfill all these needs. Secondly, the State by its very nature is less responsive to people's needs on account of the bureaucratic structure it has built. Thirdly, interventions by the State are not cost effective as it operates with huge administrative machinery. On the other hand, civil society, being people's organisation, can be more responsive to the needs of the people and, being participative in its approach, it can also be cost effective. In view of these merits, civil society has obviously assumed a greater role today.

The series of rural development programs initiated from the sixties, especially with the adoption of the target group approach emphasising on targeting growth to weaker sections and backward sub-regions, gave primacy to decentralised planning. The latter emphasised on participation of people, their organisations and NGOs in the planning and implementation process which in turn provided some space to civil society. The latter in its new *avtar* was to play the role not only of assisting the panchayats by giving to them technical inputs on the basis of their own analysis of the prevailing socio-economic situation but also to motivate people to participate in the development process including monitoring of, and taking up development projects for, the benefit of the weaker sections and backward regions. In other words, the civil society is expected to play the role of capacity building among panchayat functionaries. The NGOs, as an important component of the modern civil society, are looked upon as change initiators in the rural society and input providers to rural governments. Because of their vast experience of working at the grass root level and the committed and trained cadres they have with them, the country reposes great faith in their ability to build capacities among local governments.

### **11.3.10 Civil Society Organisations in Karnataka:**

In Karnataka, initiatives have been taken to enunciate people's participation and involvement of NGOs (almost 500 in the State) in implementing several schemes of the Central and State Governments. Continuous efforts have been made to create awareness among the public through these organisations in rural and backward areas and urban slums about

government programmes and their implementation. Voluntary organisations such as Karuna Trust, JSS, Mysore, MYRADA, AFRO have been actively involved in organising skill upgrading and capacity building programmes, training of panchayat members and in creating awareness in the fields of women and child development, social welfare, health, education, watershed development programme etc. **Table 11.8** provides information about participation of voluntary organisations in the government initiated programmes.

**Table 11.8: Involvement and Participation Civil Society Organisations (CSO) in Implementing Government programmes**

Sl. No.	Sector/ Programmes	Involvement of Voluntary organisations
<b>1.</b>	<b>Health and Family Welfare</b>	
	<b>National Rural Health Mission</b>	<ul style="list-style-type: none"> <li>• Running PHCs in remote areas</li> <li>• Capacity building of Accredited Social Health Activists (ASHAs) and members of Village Health and Sanitation Committees</li> <li>• Involvement in National Leprosy Eradication and blindness Programmes</li> <li>• Preparation of annual district reports on people's health</li> <li>• Play a major role in prevention and control of AIDS by providing pre- test, post-test, counseling and HIV testing for diagnosis and surveillance</li> <li>• Motivating women under 'Parent to Child Transmission programme' to attend antenatal OPDs, counseling on health education, family planning, safe sex practices, infant feeding, immunisation and nutrition.</li> </ul>
<b>2.</b>	<b>Education</b>	
	<b>Akshara Dasoha</b>	<ul style="list-style-type: none"> <li>• Associated with the implementation of mid-day meal programme</li> <li>• 100 NGOs are involved in providing hot cooked meal to 10.98 lakh children in 5577 government and government aided schools</li> </ul>
<b>3.</b>	<b>Women and Child Development</b>	
	<b>Santhwana</b>	<ul style="list-style-type: none"> <li>• Involved in implementing this programme in 141 Santhwana centres</li> <li>• Involved in counseling women, victims of various atrocities, providing vocational training for self-sustenance.</li> </ul>
	<b>Integrated Street Children Programme</b>	<ul style="list-style-type: none"> <li>• Involved in providing 24 hours shelter to street children</li> <li>• To help the children to enroll in schools and provide vocational training</li> <li>• Protection against abuse and exploitation of destitute and neglected children</li> </ul>
	<b>Training of Anganawadi Workers/Helpers</b>	<ul style="list-style-type: none"> <li>• Involved in orientation training of ICDS functionaries, anganawadi workers and helpers</li> <li>• To empower ICDS functionaries with sufficient Knowledge about health, nutrition and childhood education</li> </ul>
<b>4.</b>	<b>Welfare of Backward Classes</b>	
	<b>Pre-metric and Post-metric hostels</b>	<ul style="list-style-type: none"> <li>• Running hostels for the educational advancement of the students belonging to backward classes</li> <li>• Running 240 pre-metric and 18 post-metric hostels</li> <li>• Imparting training for improving the quality of manpower among the backward classes</li> </ul>
	<b>Welfare of Minorities</b>	<ul style="list-style-type: none"> <li>• Students of minority community studying in middle and high schools are provided with hostel facilities to curtail dropouts.</li> <li>• Orphanages for poor children studying in 1<sup>st</sup> standard to 10<sup>th</sup> standard are run by the minority self-help organisations</li> </ul>

	<b>Welfare of Scheduled Castes</b>	<ul style="list-style-type: none"> <li>Maintaining pre-metric and post-metric hostels for Scheduled Caste students in their education</li> </ul>
<b>5.</b>	<b>Rural Development</b>	
	<b>Jal Nirmal Project</b>	<ul style="list-style-type: none"> <li>Involved as a partner in the overall implementation of the project</li> <li>Organising capacity building programmes for Grama Panchayats and village level user groups</li> <li>Providing community development support to Panchayats</li> <li>Imparting skill based training to members of Village Water Supply and Sanitation Committees</li> </ul>
	<b>Suvarna Gramodaya</b>	<ul style="list-style-type: none"> <li>Preparation of detailed village development plans</li> <li>Preparation of socio-economic profile of the villages</li> </ul>
	<b>Swarnajayanthi Gram Swarozgar Yojana (SGSY)</b>	<ul style="list-style-type: none"> <li>To work as facilitators for forming groups</li> <li>To impart training to group members</li> <li>In initiating and sustaining the group activities</li> <li>Forming and nurturing of SHGs and their monitoring</li> </ul>
	<b>Total Sanitation Campaign</b>	<ul style="list-style-type: none"> <li>Promotion of information, education and communication (IEC) activities.</li> <li>To create awareness among rural people about the importance of sanitation and also ensure that they use the services</li> <li>NGOs may also open and operate production centres and rural sanitary mitras to set up a delivery system</li> </ul>
<b>6.</b>	<b>Comprehensive District Development Plan</b>	<ul style="list-style-type: none"> <li>To work as technical support and hand-holding institutions to prepare district development plan</li> <li>Preparation, integration and finalisation of district development plans which includes both plans prepared for PRIs and Municipalities.</li> </ul>

A close look at the above table indicates the multiple roles that the CSOs have been playing in promoting decentralised planning and development process by extending their support to PRIs and other development departments in the State. Notwithstanding this, the CSOs role, with financial support from the government, can largely be seen as being complementary to the government in assisting the latter in implementing the development programmes.

In this section, the roles of both panchayats and NGOs in response to the needs of decentralised governance and planning have been sketched. These institutions, with a considerable degree of autonomy, have been making efforts to take necessary decisions relating to formulation and implementation of rural development programs. Notwithstanding their roles and status, there is a growing need for 'networking' among these institutions as this has been perceived as a better strategy for strengthening rural infrastructure and improving the living standards of the rural people and thereby ensuring participatory planning and development process.