



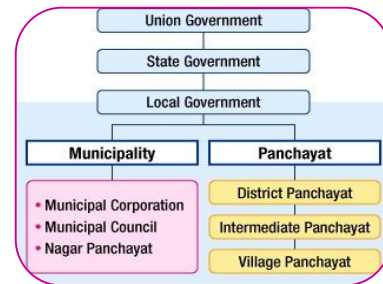
## ANALYSIS OF PEOPLE PARTICIPATION IN LOCAL GOVERNANCE WITH SPECIAL REFERENCE TO BELAGAVI DISTRICT

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### ABSTRACT:

People and governance are the two sides of same coin hence democracy importance can be understood by active people participation in local governance. Current study attempts to examine the role of people participation in local governance in selected sample Grama Panchayats in Belagavi district in Karnataka. The study is based on secondary data sources and limits to Chikkodi and Hukkeri taluks and two sample Grama panchayats in each taluk. Chikkodi taluk has high HDI (Human Development Index) and contrary Hukkeri taluk is placed in low HDI among all taluks in Belagavi district. This study examines the trends and pattern of financial expenditure made by local bodies and try to link association between fund utilization gap and number or percentage of work completed across districts in Karnataka and each taluk in Belagavi district and finally in sample grama panchayats. The study found that in recent years Grama Panchayats are getting more grants from government and generating their own resources, but they are unable to spend money completely. Therefore, local bodies need to be trained how to utilize fund properly but unless people participate in the local governance properly, it's not possible to complete the importance and motto behind successful democracy.



**KEYWORDS:** Democracy, People Participation, Local Body, Local Governance, HDI, Grants, Fund Utilization Gap etc

### 1. INTRODUCTION

Political participation by the people at large cannot take place in all the political set-ups. Political participation by the people at large cannot take place in all the that a state adopts. People participate in a democratic way is not new. But the development of democracy in the twenty-first century is very important because many competitions from various ideological views of governance such as autocracy, monarchy, socialism, communism etc. Based on previous literature, the study found that over the period politics and political systems drastically changed throughout the world which became fast during world wars and aftermath. Power centric approach has declined over the period in the world and India is not an exception.

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There are a number of issues for research such as democracy in India and other major countries, different political systems in the world, comparative analysis of constitution and government in various countries, ideological perspectives of political scientists, leadership, the role of people in national politics, critical study of majority concept in the democracy. The present study takes into consideration of role of democracy, political systems, decentralization of power, local governance and role of gender, caste, religion, and region in the local politics.

## 2. Review of literature

Roker et,al (1999), Gleason (2001) are begin by examining the predominant image of young people today as alienated, apathetic, and uninvolved in their communities. It is argued that debate about participation and politics should consider young people's involvement voluntary and campaigning activities. Clark (1994) noted that whilst in many countries land-use planning, control of development, and environmental impact assessment now provide opportunities for public participation, there are a number of other areas where there would appear to be both opportunities and constraints in its adoption.

Wagle (2006) uncovers a large degree of political and civic inequality across different demographic and socioeconomic groups in Kathmandu. Findings suggest that civic engagement encourages participation in other political activities, which in turn contributes to electoral participation. The identification of the specific characteristics of political and civic participants provides important policy implications for maximizing electoral participation. Kumar (2009) focuses on the determinants of participation in Self-Help Groups (SHGs) and its impacts on household welfare. It's results support that the public policies geared towards increasing women's participation in SHGs generate substantial income and have significance in household welfare.

Narayanan (2003) work explores the deficiencies of the participatory approach. Most approaches aimed at increasing the participation of people in development assume that this will uniformly lead to the empowerment of the marginalised. According to Patel (2009) issues of local governance can be better addressed with the involvement and participation of the people in day-to-day governance. The framework of the paper deals with how the local government can be reinvented to ensure participation and involvement of the people at grass roots level. The concept of people's participation can be related with the rights of citizenship and democratic government. The grass root institutions will remain genuine institutions of democracy if there is genuine scope for people's participation and empowerment otherwise these institutions will remain as institutions without roots.

Manor (2007) paper looks at the social and political changes in, and relevant to, rural Karnataka over the last few decades. It finds that Karnataka politics has been characterised by rainbow coalitions of social groups, irrespective of which party is in power, and this has given its institutions some continuity, social life some cohesiveness, and governance comparative freedom from excesses and corruption. But there are signs that social relations are coming under state.

Ananthpur (2007) takes a close look at local governance institutions in Karnataka such as caste panchayats, street panchayats and customary village councils are often neglected in discussions about local government and are assumed to have lost their relevance after the introduction of panchayati raj institutions.

Subramaniam and Moncloa (2010) paper adds new insights by sharing young people's perspectives on how to enhance youth participation in organizational settings. Rai (2011) reveals that there has been a marked increase in Women's voting turnout and election campaigning. While there have been significant gains in these two areas, women continue to be under-represented in legislative bodies both at the national and state level and in political parties. An analysis of the factors influencing participation reveals that these differ for women in elections as voters and their involvement as campaigners.

There are few studies on Belagavi districts so far regarding people participation in local governance but no one study addressed appropriately the people's participation and responsibility in local governance.

therefore, the present study, examines the role of people in local governance and their responsibility over development in selected Grama Panchayats.

### 3. Objective of the Study

- ♣ To examine the importance of people participation in administration
- ♣ To know the ground reality of people participation in sample Grama Panchayats
- ♣ To make policy implications from outcome from sample area

### 4. Hypothesis of the Study

People are not actively participating in local governance in selected Grama Panchayats

### 5. Research Methodology

The study is based on secondary data sources. Study area is Belagavi district in Karnataka. The sample taluks are selected based on HDI (Human Development Index) value from District Human Development Report prepared by Government of Karnataka. Chikkoditaluk has high HDI value and Hukkeritaluk had lowest HDI value in Belagavi district. For comparative study where Bhojgrama panchayat is selected based on far away distance from city and Hirekudigrama panchayat is based on near to city concept in Chikkodi taluk while Bagewadi and Yalimunoligrama panchayats are selected from Hukkeri taluk in the same criteria as in Chikkodi taluk. Data analysis undertaken with simple statistical tools like percentage, ratio, growth rates and share are used for understanding the association between variables. It gives the overall picture of achievements of panchayat raj in people participation at state and local level.

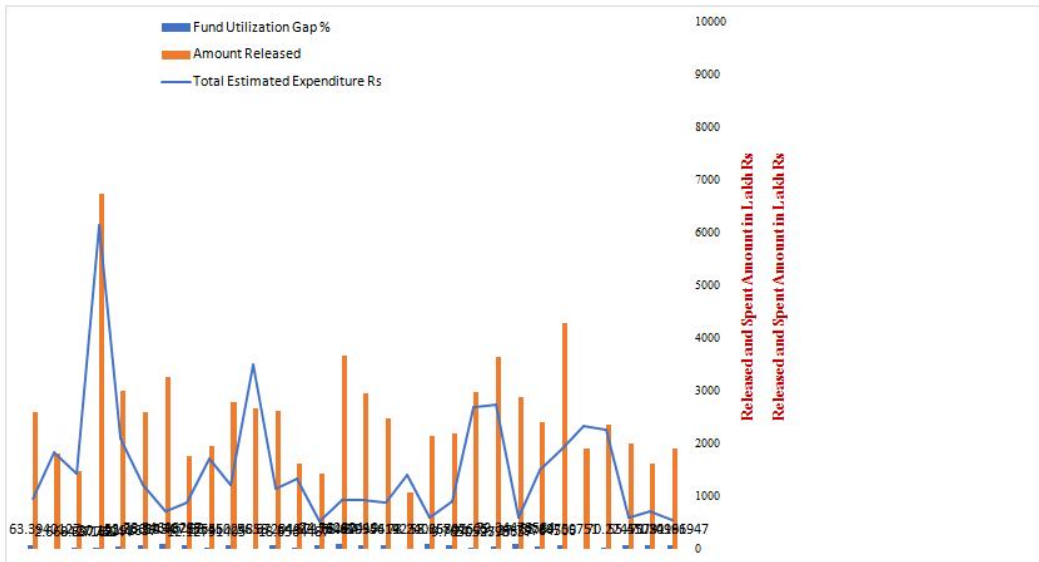
### 6. Trends in Expenditure, Fund Utilization and People Participation

People participation in development programmes also expressed in terms of fund utilization in rural areas especially from local bodies. Therefore, present study undergoes the allocation and utilization of funds by local bodies in each district and specifically Belagavi district.

Fund utilization gap is the difference between total amount spent and allotted fund. More fund utilization gap (or positive values) then it indicates more unspent amount. Figure 01 illustrates the fund utilization gap in terms of percentage and allocated and expenditure during 2017-18 across districts in Karnataka. Belagavi district recorded the highest estimated spending at Rs 6151 lakh and fund utilization gap is just 8.7 percentage while few other districts had spent more than actually allotted such as Bengaluru, Dakshina Kannada, Kodagu and Udupi districts and its value is shown in negative.

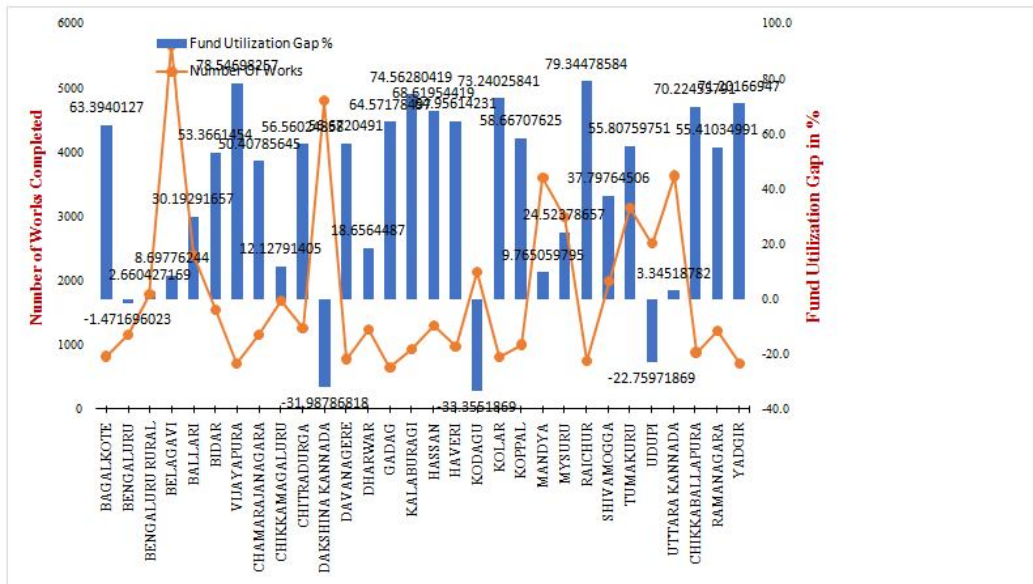
The indication of fund utilization is a greater number of works would be undertaken. Therefore, this study overviews the association between fund utilization and number of works had taken place across districts in Karnataka. It is illustrated in figure 2. Bengaluru district has utilized funds more than allotted, but there is no more number of works generated. Belagavi district recorded highest number of works in the state at 5658, followed by Dakshina Kannada 4800 and mandya, Tumkur and uttarkannada recorded more than three thousand works from local bodies. However, Udupi, Kodagu and Dakshina Kannada districts have record of more expenditure than allotted, hence these districts also recorded more number of works compared to other districts. Belagavi, Mandya, Raichur, Uttar Kannada districts have not utilized 100 percentage of amount allotted but still they have recorded more number of works. Remaining all districts have direct relation between less utilization of funds and less number of works. Therefore, more fund utilization helps to create a greater number of works.

Figure 01 Total Grants, Expenditure and Fund Utilization gap (%) Across Districts in Karnataka, 2017-18



Source: Author calculation based on RDPR, GoK

Figure 02 Association between Fund Utilization and Number of Works taken Place Across Districts in Karnataka, 2017-18

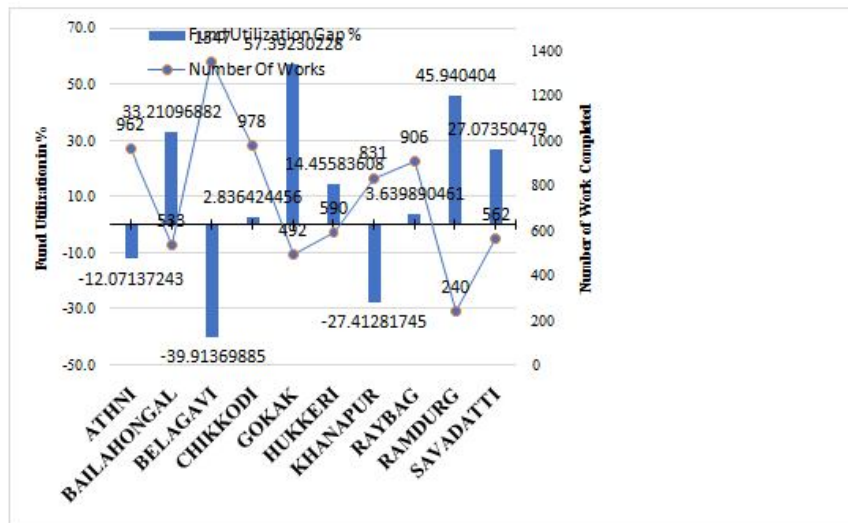


Source: Author calculation based on RDPR, GoK

Figure 03 illustrates the linkage between fund utilization gap and number of works. It is clearly understandable that wherever fund utilization is high there is more number of works taken place. Athani taluk recorded more than 100 percentage fund utilization. For example, Athani taluk recorded -12.1 percentage fund utilization it means 112.1 percentage of expenditure incurred during 2017-18. At the same time 962 works have been taken place in Athani taluk. Similarly, Belagavi and Khanapur taluk's expenditures on local bodies are 139.9 percentage (i.e -39.9) and

127.4 percentage (i.e -27.4) while number of works are 1347 and 831 respectively. Un-utilized funds in local bodies are in Gokak 57 percentage followed by Ramdurg 45.9 percentage, Bailhongal 33.2 percentage and Savadatti 27.1 percentage. Figure 04 illustrates the association between fund utilization, total expenditure and amount released/allotted in each taluk of Belagavi district in Karnataka. Athani, Belagavi, Chikkodi and Gokak taluks allotted more fund compared to other taluks in Belagavi district. Except Athani, Belagavi and Khanapur taluks remaining are underutilized funds allotted for local bodies. Moreover, Ramdurga allotted least amount compared to other district but it also recorded least fund utilized taluk in 2017-18 financial year.

**Figure 03 Linkage Between fund Utilization and Number of Works Across Taluks in Belagavi District, 2017-18**



Source: Author calculation based on RDPR, GoK

The decentralization in governance and power intends to achieve local self-sufficiency and people participation in governance. But after long back introduction of GPs still local governance and functions are not satisfactory. Table 01 shows the taluk wise performance of GPs in Belagavi district during 2017-18 financial year. The performance of GPs also measured in terms of work entry, SamanyaMahiti, no gramasabha entry, no master statistics entry, no photos of GPs etc. There are three GPs each in Gokak and Raybag taluks, two GPs in Ramdurg taluk and each one GP in Hukkeri and Khanapur taluks have not maintained work entries during 2017-18. Similarly, samanyamahiti is not maintained in six GPs of Chikkodi taluk, four GPs in each Raybag and Bailhongal taluks, three GPs in Savadatti, 2 GPs in Belagavi taluk and each one GP in remaining taluks. Grama Panchayats (GPs) with no Grama Sabha entries are highest in Chikkodi taluk at 31, followed by Bailhongal 12, Belagavi 10 while Hukkeri taluk’s GP have covered cent percent. Grama Panchayats (GPs) with no maste statist entries are high number in Gokak taluk that is 9 GPs, Raybag and Savadatti taluks recorded 8 GPs and remaining taluks have very few numbers. Grama Panchayats (GPs) with no photos are high number in Raybag, Savadatti, Chikkodi and Athani taluks. These data show that still most of Grama Panchayats (GPs) have not followed proper data entry and information regarding improvement of transparency and efficiency.

Taluk Name	No of GPs	GPs with no Work entries	GPs with no SamanyaMahithi	GPs with no Grams Sabha entries	GPs with no Master Statistic entries	GPs with no Photos
Athni	55	0	0	4	7	11
Bailahongal	50	0	4	12	1	3
Belagavi	59	0	2	10	4	8
Chikkodi	63	0	6	31	1	11
Gokak	56	3	1	2	9	4
Hukkeri	52	1	0	0	2	8
Khanapur	51	1	1	5	1	3
Raybag	37	3	4	3	8	26
Ramdurg	37	2	1	3	2	1
Savadatti	45	0	3	1	8	21
TOTAL	505	10	22	71	43	96

Source: Rural Development & Panchayat Raj Department, GoK

So far, we had discussed financial position, resource mobilization and performance of GPs at district level in Karnataka and taluk level in Belagavi district. Now the study focuses on political participation and community participation in local governance especially in GPs. Table 02 shows the reservation of posts to president and vice president in grama panchayats. Reservation in GPs is based on caste wise population. For example, in Chikkodi taluk other upper caste category are high hence 31 GPs president and vice-president are reserved for other categories among them ten for women, while OBC total 22 GPs and SCs (Scheduled Categories) allotted 11 GPs where women quota is four. However, ST (Scheduled Tribes) caste population is low hence only one GP is reserved for ST community. Similarly, reservation for President and Vice-President are allotted in each GPs in Belagavi district.

Sl No	Name of the Taluk	No of Gram Panchayats	SC	ST	OBC (A)	OBC (B)	Unreserved Seats
1	CHIKKODI	65	11(4)	1	17(6)	5(1)	31(10)
2	ATHNI	51	10(3)	2(1)	14(5)	3(1)	22(7)
3	RAYBAG	33	9(3)	1	9(3)	2(1)	12(4)
4	GOKAK	51	6(2)	6(2)	14(5)	3(1)	22(7)
5	HUKKERI	51	7(3)	6(2)	14(5)	3(1)	21(7)
6	BELAGAVI	54	4(1)	6(2)	14(5)	4(1)	26(9)
7	KHANAPUR	51	3(1)	2(1)	14(5)	3(1)	29(10)
8	BAILAHONGAL	51	3(1)	5(2)	14(5)	3(1)	26(9)
9	SAVADATTI	43	4(1)	5(2)	11(4)	3(1)	20(7)
10	RAMDURG	35	4(1)	1	9(3)	3(1)	18(6)
	TOTAL	485	61(20)	35(12)	130(46)	32(10)	227(76)

Source: Rural Development & Panchayat Raj Department, GoK

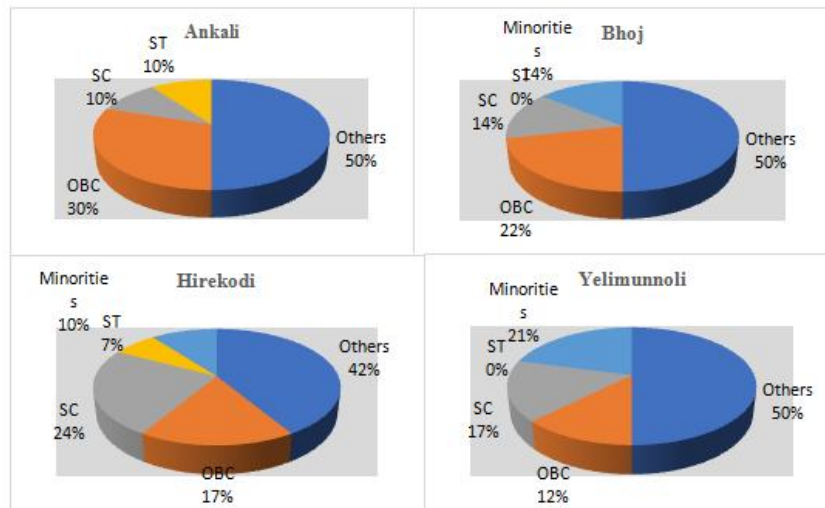
The reservation for GP members is based on population size of different communities where women also get equal rights. Table 03 shows the caste wise GP members in selected sample grama panchayats in Belagavi district such as Ankali, Bhoj, Hirekodi and Yelimunnoligrama panchayats. Population size wise Hirekodi GP is big where total 29 members are selected followed by Yelimunnoli 24 members, Ankali 10 and Bhoj 10 members. Figure 4 shows the caste wise percentage share of GP members in these selected sample GP in Belagavi district during last GP election. It is clear that half of GP members in these GP are from

others means general/upper caste people while Hirekodi has only 42 percentage of other communities because of more members from SCs (Scheduled Community). OBC community GP members are high in Anakali that is 30 percentage, SC community GP members are high in Hirekodi that is 24 percentage but ST (Scheduled Tribes) community GP members are very few in all GPs except Anakali where 10 percentage elected. However, minorities GP members are high in Yelimunnoli GP with 21 percentage while no one in Ankalai GP in Hukkeri taluk. These statistics show that population size and reservation wise GP members are reserved.

Caste/GPs	Ankali	Bhoj	Hirekodi	Yelimunnoli
Others	5	7	12	12
OBC	3	3	5	3
SC	1	2	7	4
ST	1	0	2	0
Minorities	0	2	3	5
Total	10	14	29	24

Source: Author calculation based on RDPR, GoK

**Figure 04**



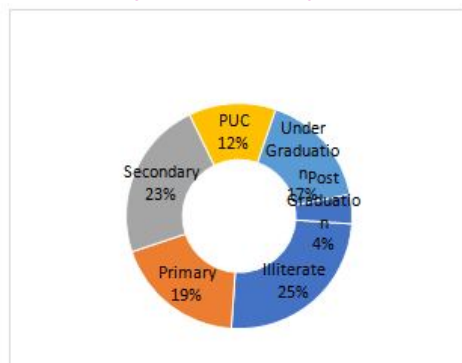
Source: Author calculation based on RDPR, GoK

Local governance not only allow local men for administration but also allows equal gender participation. Consequence, women GP members are also gained reservation up to 33 percentage. In Anakali and Yelimunnoli GP's male members account 60 percentage while female accounted 40 percentage. On the other hand, BhojGp accounted 42 percentage of male members and 58 percentage female members and in Hirekodi GP almost male-female members are equally elected. These results show that one of the objectives of Panchayat Raj system regarding local governance and equal gender participation attained in recent years. It is a good sign of local governance and women participation in local governance helps to reduce women exploitation and gender discrimination.

The present study attempts to investigate people participation in local governance through caste, gender, religion and education levels. Figure 05 and Figure 06 showed caste and gender wise people participation in local governance respectively. Similarly, figure 05 highlights the recent elected GP member's education qualification in all those four selected sample GPs. In a democracy political leader may not be

educated to deliver administration of the state. But education helps to improve the quality of governance and efficiency in administration which can be seen from western countries. Therefore, this study overviews the education qualification of GP members. There are four sample GPs selected where still 25 percentage of members are illiterate and 75 percentage are literate. GP members with primary education are 19 percentage, secondary educated members are 23 percentage, PUC (Pre-University Education) are 12 percentage, graduates account 17 percentage and finally very few that is only 4 percentage of GP members are post graduate. Out of four sample GPs selected in this study, Bhoj GP had more educated members especially higher education.

**Figure 05 Grama Panchayat Member's qualification in Sample Area**



Source: Author calculation based on RDPR, GoK

<b>Table 05 Head wise Grants to Grama panchayats in the Study Area ( In absolute Rs)</b>									
GPs/Year Grant's Head	Ankali		Yelimunnoli		Hirekodi		Bhoj		
	2011-12	2015-16	2011-12	2015-16	2011-12	2015-16	2011-12	2015-16	
Development Grants	860	1035	0	0	217957	0	2980	0	
Drinking Water management	34504	6495	153076	71957	291349	361361	794206	135693	
Centre Finance Commission	0	321307	0	971118	0	1187754	0	1007663	
Legal Grants	1038252	2561099	760989	3586310	1560588	4661557	1316773	4792308	
Own Resource	626413	1000000	783272	1300000	600000	1500000	600000	1200000	

Source: Rural Development & Panchayat Raj Department, GoK

Local governance intends to involve local people for local development. Now we can check the fund utilization in selected sample GPs in Belagavi district during 2011-12 to 2015-16 which is the latest available data. Table 05 illustrates the head wise grants released to GPs in Ankali, Yelimunnoli, Hirekodi, Bhojgramapanchayatis. Development grants and centre finance commission allocations are varying in nature but funds for rural drinking water is granted continuously over the years with sufficient amount. As for Panchayat Raj act, grama panchayats get legalized grants from state and central governments which is in continuous flow with year on year more fund released. Total grants for Ankali GP is Rs 17 lakh during 2011-12 which doubled to Rs 38.9 lakh in 2015-16, similarly remaining GP also got more than double grants in the same period. Very interesting issue here is GPs are having sufficient internal sources and internal sources of these GPs are more than 50 percentage of their total income sources including grants.



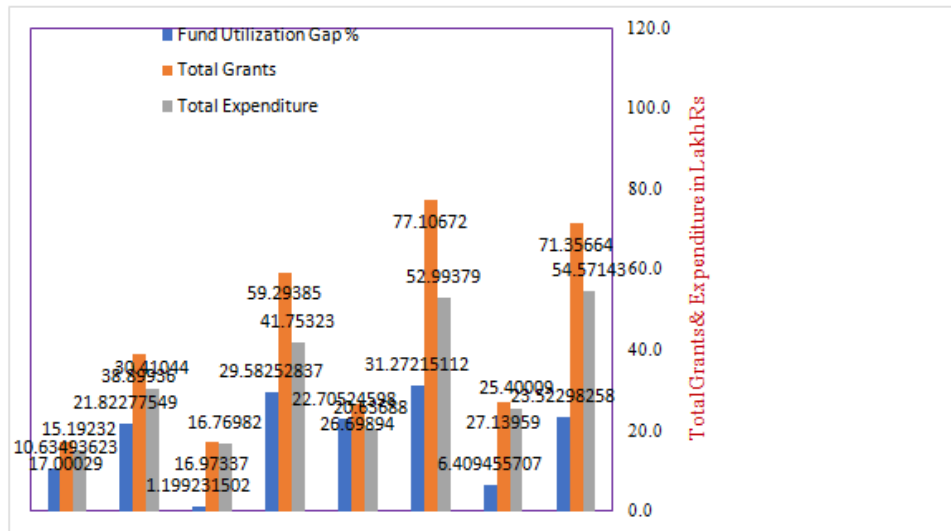
GPS/Year	2011-12	2012-13	2013-14	2014-15	2015-16
Ankali	6.3	8.0	8.7	7.1	10.0
Yelimunnoli	7.8	8.8	16.2	7.6	13.0
Hirekodi	6.0	10.5	9.0	10.4	15.0
Bhoj	6.0	10.5	8.5	10.2	12.0

Source: Rural Development & Panchayat Raj Department, GoK

Table 6 shows the own sources of income to sample selected GPs during 2012 to 2016 period. Hirekodi and Bhoj GP's own resource doubled during 2012 to 2016 while Anakali and Yelimunnoli GP's own resources increased to 60 percentage and 65 percentage respectively. In order to understand the trend variation of own resources of GPs, figure 6 helps. All GP's own resources are in increasing trend which can be observed in the figure 6 and Yelimunnoli has collected highest internal sources Rs 16.2 lakh during 2013-14 whereas Hirekodi collected highest internal sources Rs 13 lakh during 2015-16. Bhoj and Ankali GPs are consistently collecting internal sources. These results are good sign of self-reliance of GPs in resource mobilization and it helps to more local development.

It is clear that in recent years Grama Panchayats are getting more grants from government and generating their own resources, but they are unable to spend money completely. Therefore, local bodies need to be trained how to utilize fund properly but unless people participation in the local governance properly it's not possible. Therefore, this study accepts the null hypothesis that is there is an association as people are not actively participating in local governance in selected Grama Panchayats.

**Figure 06 Fund Utilization in Sample Selected Grama Panchayats in Belagavi district during 2011-12 to 2015-16 (In Lakh Rs)**



Source: Author calculation based on RDPR, GoK

**7. Conclusion**

Democracy is best political system in entire civilized society. Unless people participation in governance and administration, the objective and intention of democracy wont complete. This paper attempt to highlight the association between people and governance, people's participation and development in the selected sample grama panchayats in Belagavi district. The empirical data in recent years showed that local bodies are getting enough resources through combinedly grants from government and their own resources while fund utilization gap is high in almost all grama panchayats and its performance is moe dynamic in nature. Therefore, these results resemble active people participation is not up to the mark

to utilize available resources and involve a greater number of people in local governance and development. However, there is a positive sign of more number of people along with different caste and gender would involve in local politics and governance due to improved education and constitutional opportunities such as reservation, gender equality etc. Still local bodies need to address the obstacles for involving all sections of the people in local administration and development.

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