

A Case Study on Dakshina Kannada Zilla Panchayat

Best Practices of the Panchayats

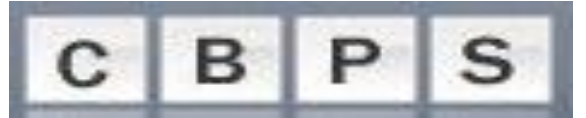
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Abbreviation

BPL	Below Poverty Line
CEO	Chief Executive Officer
CPO	Chief Planning Officer
CSR	Corporate Social Responsibility
DHO	District Health Officer
GP	Gram Panchayat
IEC	Information Education & Communication
KM	Kilo meter
MLA	Member of the Legislative Assembly
MLC	Member of the Legislative Council
MoPR	Ministry of Panchayati Raj
MSW	Master of Social Work
NGO	Non Governmental Organisation
NH	National Highway
NREGA	National Rural Employment Guarantee Act
OSR	Own Source Revenue
PDO	Panchayat Development Officer
PDS	Public Distribution System
PEAIS	Panchayat Empowerment Accountability Incentive Scheme
PRI	Panchayat Raj Institution
SC	Scheduled Caste
SDMC	School Development & Monitoring Committee
SHG	Self Help Group
SSA	Sarva Shiksha Abhiyana
ST	Scheduled Tribe
THO	Taluk Health Officer
TSC	Total Sanitation Campaign
TP	Taluk Panchayat
ZP	Zilla Panchayat

Case Study of Dakshina Kannada Zilla Panchayat, Karnataka

1. Introduction

In 2005-06, the Ministry of Panchayati Raj, Government of India introduced the Panchayat Empowerment and Accountability Incentive Scheme (PEAIS) to incentivize States and UTs to devolve powers to local bodies. Under this scheme, the best performing State/UT is awarded Rs 2 crore every year. Further, the Ministry also announces awards for the best Zilla Panchayats, Taluk Panchayats and Gram Panchayats for their performance in implementation of flagship schemes and execution of welfare programmes.

The National Council of Applied Economic Research (NCAER) developed a Devolution Index to measure the State/PRI's performance on the basis of devolution of three F's viz. funds, functions and functionaries. The assessment is carried out in two-stages with the first stage examining whether the State/UT has created an environment conducive for transfer of powers to the local bodies. Accordingly, the first stage checks whether the States have setup the District Planning Committee, established State Election Commission and State Finance Commission, and held PRI elections every five year. The Devolution Index is calculated for those States which have satisfied the criteria specified in the first stage. The three pillars in the Devolution Index capture either directly or indirectly the level of financial discretion, transfer of functions and steps taken to develop the capacity of functionaries of PRIs.

As for deciding the best panchayat at all the three levels i.e. Gram Panchayat, Panchayat Samiti (called Taluk Panchayat in Karnataka) and Zilla Parishad, it is done through a process of scoring based on the devolution index and responses to a questionnaire that capture important aspects relating to activities of a model Panchayats. Some of the parameters used include – regularity of panchayat meetings including those of gram sabha and standing committees, attendance in these meetings particularly the representation of SC and STs in the Gram Sabhas, discussions held and issues discussed, resolutions undertaken on various development works, identification of various beneficiaries, implementation of the State and Central Government schemes, efforts for achieving total sanitation, development of effective plans for raising own resources, systems for effective tax collection, strengthening of local institutions, capacity building of the elected representatives and the staff and having mechanism for transparency and accountability and so on. Among the Zilla Panchayats, Dakshina Kannada ZP, selected for award under the Panchayat Empowerment & Accountability Incentive Scheme (PEAIS) 2011-12.

2. Profile of the District

Dakshina Kannada (previously called as South Kanara) is located in South-West Karnataka. This is also considered as the southern coastal district of Karnataka. The total geographical area of this district is 4770 sq. Km. The coastal belt of the district is about 110 km long.

National Highways NH 17, NH 13 and NH 48 pass through the coastal line. These connect with the states of Kerala and Maharashtra.

The district is divided into 3 geographical areas viz. the coastal strip, the middle belt and the Western Ghat section. The coastal tract is the most densely populated part of the district, as it is fertile in nature and has adequate trade infrastructure. The middle belt is of an undulating terrain consisting of hills and valleys. The valleys here are fertile and are suitable for cultivation of areca nut, coconut and paddy. These are the main crops of the district. The Western Ghats, forming the eastern boundary of the district, consist of evergreen forests, with patches of paddy fields and areca nut plantations. These are surrounded by thick forests¹.

3. Demographic Features

The total population of the district, as per 2001 census is 18,97,730, out of which 9, 38,434 are men and 9, 59,296 are women. The Scheduled Caste (SC) population of the district is 1, 31,160 (6.9%) and the Scheduled Tribe (ST) population is 62,396 (3.2%). As per the 2001 census the literacy rate of the district was 83.4% which has increase to 88.66% as per census of 2011. This district is known for its educational institutions and the resultant high literacy rate. The major languages are Kannada, Tulu and Konkani.

Table 1 - Details of Self Government Institutions, Villages and Habitations

Taluks/Blocks	5
Hoblies	17
Gram Panchayats	203
Revenue Villages	368
Habitations	3292
Total Rural Population (under Zilla Panchayath-ZP)	13,66,922
Total geographical area of this Zilla Panchayath	7,99,205 hectares
Normal Rainfall	3900mm
No. of ZP members	35
No. of TP members	129
No. of GP members	3265

Source: Zilla Panchayat, Dakshin Kannada

Table 2 - Vital Developmental Indicators

	State	District
Literacy Rate	75.60	88.62
Per Capita Income	INR 26015	INR 37843
Gender Development Index	0.64	0.71
Human Development Index	0.65	0.72
Birth Rate	21.8	11.2
Death Rate	7.2	3.75
Infant Mortality Rate (IMR)	195	60.9
Maternal Mortality Rate	195	60.9

¹ Source: <http://www.dk.nic.in/general.html>

(MMR)		
Percentage of BPL	28.51	17.84
Safe Delivery	83.34	99.11

Source: Zilla Panchayat, Dakshina Kannada

Agriculture is the main activity of the population in the district. Major crops grown are paddy, areca nut, coconut, cashew nut, rubber and vegetables. Other than this, people are engaged in fisheries and beedi rolling. The district is much ahead in education, literature, banking and business (hotel).

The district of Dakshina Kannada consists of 5 taluks namely Mangalore, Bantwal, Puttur, Sullia and Belthangady.

4. Management of Zilla Panchayat

The Zilla Panchayat (ZP) is headed by the Chief Executive Officer (CEO). The main administrative officers are: Deputy Secretary, Director (Planning), Chief Planning Officer and Chief Account Officer.

Dakshina Kannada Zilla Panchayat (ZP) is situated in its own three storied building with sufficient office space. All its wings are equipped with computer and internet facilities. The practice of computerized management system is very common in all the divisions of the ZP. Within the premises of the ZP office, there is a xerox centre that can be used by all its divisions. The public too can use the xerox centre by paying a nominal cost.

The ZP has a separate convention hall, where meetings of elected representatives are held. Meetings to assess the progress of development work and for planning are held here.

Most of the district level government department heads have their offices in the same building. This helps the President, CEO and the CPO of the ZP, to hold informal meetings with the officials and this enables easy implementation of developmental works.

The Zilla Panchayat under the leadership of the ZP President conducts regular meetings once in two months. As per the records and information given by ZP officials, no meetings were called off due to lack of quorum in 2010-11 & 2011-12. In the meetings, all the resolutions were unanimously passed. The meeting proceedings have been recorded. The ZP members are very proactive and do not hesitate to raise issues that affect their constituency.

There are five standing committees. Each of the standing committee consists of 7 members including the committee president. There exists a well established practice of discussing all the departmental level action plans in the standing committees. Once the action plans are approved in the standing committees, the plans are sent to the General Body of the ZP, where they are discussed.

Besides this, the Zilla Panchayat (ZP) conducts meetings of Karnataka Development Progress Review, once in a month. The President, standing committee presidents, CEO and the CPO are present in this meeting. Twenty one government departments at the district level, fall under the purview of the ZP. In this meeting, the monthly progress is presented by the departmental heads. Further, the progress is reviewed and plans are made for future action with suggestions from the President and the standing committee members.



The ZP has a healthy practice of conducting inter departmental meetings. The CEO personally takes interest and conducts separate meetings, both formal and informal. In these meetings, progress of developmental work, issues and challenges are discussed. The ideas given by the CEOs are generally well received by the government departmental heads and their staff.

5. Transparency and Accountability

The Zilla Panchayat publishes an Annual Administrative Report every year. To increase its accessibility and thereby enhance transparency and accountability, the Annual Administrative Report is published in the local language. The report carries details of meetings held, members who attended them, honorarium paid to the President and the Vice President, total funds received (plan and non plan) and corresponding expenditure, job vacancies announced and filled, the number of elected members and officials who have attended the training programs, number and kinds of grievances addressed, departmental progress, developmental works progress, etc. The annual report is a very good way of disseminating information about all departments under the ZP's purview.

The Zilla Panchayat has its own website. The meetings and proceedings, including that of General Body meetings of ZP, are uploaded so that the public can view them. It has also uploaded its action plan on the website.

The general public can walk into the ZP office at any time during the office hours and can access its services. Most of the higher level ZP officials are very sensitive to the issues faced by the public and they proactively attend to those who come to meet them.

6. Good Practices:

a. Successful Total Sanitation Campaign in the District

Dakshina Kannada district attained the status of 'Open Defecation Free District' under the country wide 'Total Sanitation Campaign' with efforts by various stakeholders such as the elected representatives, officials, local youth clubs, NGOs, school children, teachers, anganwadi workers, media, SHGs, individuals, etc.

In the year 2000, Dakshina Kannada Zilla Panchayat, piloted the total sanitation program in the district, through central and state funds, in order to control and stop open defecation. But nothing much was achieved till 2005 except for the construction of 3500 toilets². On October 2, 2005, Total Sanitation Campaign was re-launched in the district. For the campaign, ZP undertook a survey to assess the sanitation status in the district. The survey findings revealed that 95010 families (61%) had no toilets. Out of these families, 25532 families were above the poverty line (APL).

As a first step, the ZP took initiative to build the capacities of the various stakeholders, who would be directly involved in the Total Sanitation Campaign. Accordingly, various trainings were conducted for the Zilla and Taluk (block) Panchayat members, GP presidents, GP secretaries, departmental officials at different levels, etc. Other than these stakeholders, school teachers, anganwadi workers, health workers, literacy animators, NGO representatives and SHG leaders were also trained.

While implementing the scheme, the district faced a major challenge and that was with respect to the norms of the scheme. As per the norms of the central government, only Rs. 1200 was to be provided to each BPL family to construct one toilet. In 2005, the minimum cost for constructing one toilet was around Rs.4000. This was because the district had hard laterite soil. As a result, the labor cost for digging the pits was high.

In response to this challenge, Ira Gram Panchayat in Bantwal block came up with the idea of undertaking Shramadan. The secretary, members and the families, who knew the importance of toilets, took personal interest and mobilised a few people in the panchayat and dug the pits for the toilets in a ST colony. Some of the materials for the toilet construction



² A few Inspiring Case Studies of Total Sanitation Campaign in Dakshina Kannada

were donated by the locals. The boys of “Champion Cricketers” (a local cricket team) became the torch bearers for the Shramadan that was happening at late hours in the night. Various youth groups, bhajan mandals, mahila mandals, students’ federations, SHGs and students of a MSW college followed suit. Under TSC, wall writings were done on anganawadis, bus stops and government schools. A sanitation policy was drafted by this grama panchayat and this was circulated to every household.

This became big news in the district that motivated various other gram panchayats in the taluk. The members of the Union of Secretaries came together and undertook Shramadan in the nights and dug pits for the toilet less families. This motivated other groups like the GP clerks, bill collectors, youth groups, literacy animators, SHG members, etc to get involved in the Shramadan. Gram Panchayats like Manchi, Kurnad, Balekuni followed the model of Ira panchayat which later got adopted by most of the GPs in the taluk. Apart from Shramadan, donors provided materials for the construction of the toilets. In Golthamajal Gram Panchayat, through shramadan 110 toilets were constructed in one day. This became a record event in the district. The news about this taluk got spread to the other taluks. Various teams were formed to undertake shramadan for the Total Sanitation Campaign. Zilla Panchayat members undertook initiatives and in Hosangady GP of Belthangady taluk, formed village level Shramadan groups. With the help of shramadan and the donors, GPs were able to reach the targets of TSC. In all the GPs, There was a high level of people’s participation in terms of shramadan and large donations were made.

Meanwhile, the Director of Karnataka Rural Water Supply and Sanitation Agency, Ms. N.T. Abroo and her team visited Ira GP. They stayed overnight and discussed issues related to the construction of toilets. She was proactive to the issues faced and arranged for a ‘compressor’ (which was in Mysore) to help dig the toilet pits. The GPs used this compressor to dig the pits and this enabled them to dig more pits.

Other steps undertaken by the Zilla Panchayat to reach the targets were:

- Identified and concentrated on the GPs that had lower targets;
- Held monthly meetings with the GP secretaries at the ZP level and discussed the progress made, issues faced and developed strategies to address the issues;
- Held monthly taluk level meetings with the GP Presidents, GP Secretaries, school heads, taluk level officials and the anganawadi workers. The Chief Executive Officer personally attended these meetings and took stock of the situation;
- Elected ZP, TP and GP members involved themselves intensely in the movement and they conducted GP meetings and ward meetings. They also held meetings with local NGOs, MSW colleges, SDMCs, health workers, teachers etc.

- Convergence meetings were held, where both the education department and the TSC implementers came together and resolved the issues pertaining to the toilets in schools.
- Formed ward wise committees to monitor the progress;
- Various taluk and district level departmental officials were appointed as nodal officers in each of the GPs to monitor the progress;
- The public was provided with the CEO's personal number so that they could directly call him and file their grievances;
- The ZP issued a list of 25 guidelines to all the GPs;
- Sanitation policy was adopted by all GPs in the district;
- Sanitation slogans were repeatedly raised in the school assemblies and on other occasions;
- Anganawadi teachers motivated all the SHG members to construct toilets in their homes;
- ZP motivated the banks to provide loans to individuals to construct toilets. As a result corporation bank came forward to provide loan in 4% interest;
- SCs and STs were covered under the 25% fund that is reserved for them in the GPs;
- Sri Khethra Dharmasthala Rural Development Project (SKDRP- A NGO) provided Rs.500 as an incentive to their SHG members (who had toilets). At the same time, they instituted an award to federations of the SHGs. The criteria was that the SHG federation must achieve 100% sanitation among its SHG families;
- The media was facilitated to highlight the various achievements of the ZP and some of its model GPs. This motivated the other GPs to adopt the same strategies; and
- An action plan was developed to conduct IEC activities in 1075 wards belonging to 203 GPs of the ZP. IEC activities implemented were wall writings at Anganawadies, bus stops, government schools etc. Along with this street plays, Jatas and slogan raising was undertaken. The village people provided coffee/tea and snacks to the performing street play groups;



Challenges Addressed:

While the GPs were intensely involved in this campaign, they were facing severe funds crunch. The GPs started pressuring the ZP to release money since they were spending GP's funds on the campaign. The ZP conducted GP meetings and persuaded them to use their own fund for the time being, with the promise of releasing the amount when the ZP received it from the Central Government. ZP did not allow the work to stop just because of this resource crunch. The ZP too used its money that was available in its untied grants until it received funds from their central government.

Impact:

As a result of adopting various innovative strategies as mentioned above, Dakshina Kannada district bagged the Nirmal Gram Puraskar. This was bagged by all the three levels of decentralized government i.e. the village (GP), the block (TP) and the district level (ZP). ZP reached the target of providing individual toilets to 60000 BPL families and 36000 APL families. It has also provided toilets to 1336 schools, 505 anganawadis and has constructed around 70 community toilets in the district. The strategies adopted by the Zilla Panchayat helped such achievement. High literacy rate was a contributing factor for successful awareness creation among the rural people.

In the district of Dakshina Kannada, the TSC was not implemented just as a scheme but as a mission or movement. This is similar to the literacy campaign that was carried out through the Total Literacy Campaign (by Mass Education Department) in 1990. Here, this district was the first one to initiate literacy movement in Karnataka. The lessons learnt were transferred to other districts later.

Recognition:

Due to the innovative strategies adopted by the district officials and the gram panchayats, all the 203 gram panchayats in the district were awarded with Nirmal Gram Puraskar within a short span of just 3 years. The following table gives the details.

	Total GPs Awarded	Total Award Amount (in lakhs)
2006-07	49	161
2007-08	131	453
2008-09	23	88
Total	203	702

In 2008-09 three blocks namely Belthangady, Bantwal and Puttur received the Nirmal Gram Puraskar award. In 2010-11, the other two blocks Sullia and Mangalore were also awarded.

The district bagged the Nirmal Gram Puraskar award in the year 2012, with a cash prize of Rs.25 lakhs. The ZP also received the Nairmalya Rathna award from Government of Karnataka.

The success of TSC in the district was also recognized in publications, case studies, documentary film and publicity materials and brochures.

This campaign also resulted in the emergence of various other innovative and sustainable interventions.

Sanitation Policy:

All the GPs adopted the sanitation policy that was drafted during the meetings of presidents and secretaries of GPs organized by the ZP. The sanitation policy model was first introduced in Ira Gram Panchayat of Bantwal taluk. They created the idea of operationalising the policy first in their panchayat. They discussed this in the panchayat meeting and passed the resolution in their general body, which later became the GPs bye-law. In Ira Panchayat, ward wise committees were formed to monitor the policy implementation. Through the active facilitation of the ZP, this became the model that could be replicated and adopted by all the GPs in the district. Some of the highlights of the sanitation policy were:³

- Open defecation is banned in GP area. Compulsory use of toilets is mandatory. Offenders shall be punished.
- Use of toilets is mandatory in all schools and the anganwadis. Teachers must teach the importance of cleanliness to the students and enable them to adopt this as a routine habit.
- Ensure that all households have bathrooms and toilets. Ensure recycling of bath water (through its reuse in kitchen gardens), bifurcation of biodegradable and non biodegradable waste at source and transport only the remaining waste to the waste disposal system
- Mandatory proper waste disposal from public premises, hotels, restaurants, poultry farms, chicken & meat centers, etc.
- Discourage use of plastic and encourage use of cotton bags. Encourage and promote 'plastic free gram panchayats' by phasing out plastics;
- Shop owners encouraged to use paper bags rather than plastic bags, while packing consumables;
- Quarry owners should provide separate toilets for their work force and have safe waste disposal mechanisms; and

³Reference: Dakshina Kannada Zilla Panchayat Sanitation Policy

- Landlords should construct separate bathing and toilet facilities for their tenants.

Plastic Free Villages:

The Total Sanitation Campaign did not just concentrate on toilet construction but rather on the total hygiene of the village. While implementing TSC, Ira Gram Panchayat took the initiative to sensitize the community on the hazards of plastics. Awareness programs were organized to sensitize them to minimize the usage of plastic. Loads of used plastics were collected from the households and the road side and were piled as a 'Hill' that was called as The Plastic Hill. This inspired many gram panchayats in the district. As a result today there are around 90 plastic soudhas in the district. The collected plastics are taken by some of the companies where they use it for making a kind of pipes. Though the district is not completely successful in becoming a plastic free district due to the Supreme Court order that favors the manufacturers, in many gram panchayats the usage of plastic bags is drastically reduced and the usage of cotton bags has increased. ZP played a major role in ensuring the replication of the Ira Panchayat model by various other GPs.

Solid Waste Management:

For the TSC, Dakshina Kannada Zilla Panchayat under took initiatives to set up eco friendly waste disposal units in 5 GP areas (Kurnadu, Laila, Gothamajalu, Meenabettu and Kadaba). Here the waste from the residential and commercial places is collected and processed in the bio plants using organic solutions to produce organic manure. Similar type of eco friendly waste disposal units is in the process of being set up in 8 more GPs. The organic manure produced through the solid waste in Laila and Kadaba GPs are being marketed with their panchayat names and the sale of manure is generating revenue. As mentioned by the PDO of

Laila Panchayat, through the income generated through manure and the tax, they are able to pay the driver and the 2 workers who are collecting the waste from commercial and residential areas. Earlier they were hiring the vehicle and the people, which was much more costly. More importantly, they are happy that they are ensuring hygiene in the panchayat area. ZP has prepared an action plan, with the help of the GPs to replicate the solid waste management technology in all the 203 GPs.



b. Successful implementation of Sarva Shiksha Abhiyana

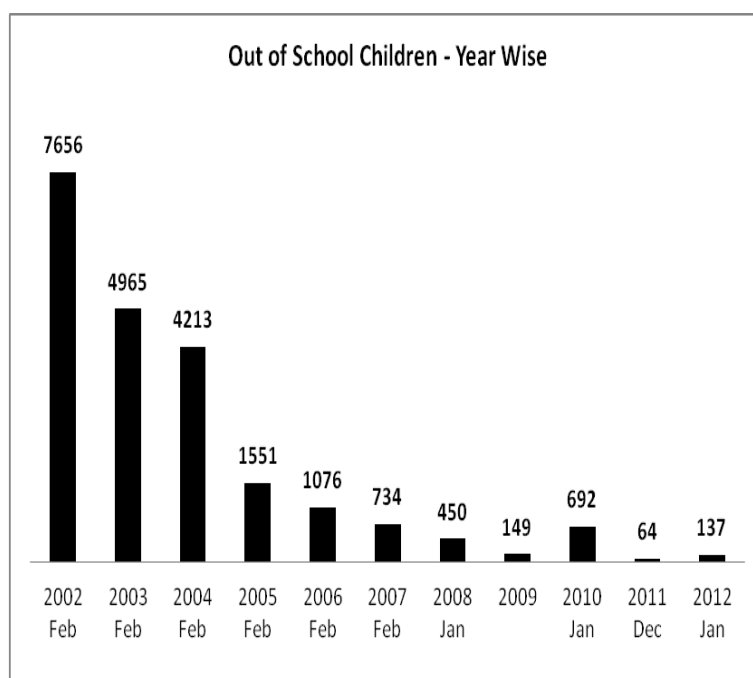
As explained in the profile, Dakshina Kannada district is educationally forward in terms of literacy, accessibility of educational institutions, enrollment percentage etc. The literacy rate in the district in comparison to the state has always been higher (please see table below).

	Karnataka	Dakshina Kannada
In 1991	56.00	76.35
In 2001	66.64	83.47
In 2011	75.60	88.61

The dropout rate has drastically decreased from 7864 in 2001-2002 to 137 in 2012-13 as is evident below.

Some of the successful education intervention indicators of Dakshina Kannada ZP for the transition period from 2001-02 to 2012-13 are:

- Transition rate from Primary School to Upper Primary School: 98.8% to 100%
- Retention rate: 90.39% to 99.64%
- Attendance rate: 94.95% to 99.05%
- Out of 932 schools, 100% of the schools have separate toilets for boys and girls
- All the schools, where children with special needs are enrolled, have ramps
- Electricity exists in all the schools
- Napkin incinerating units exist in all the government higher primary schools and high schools



Factors that contributed to SSA's success in Dakshina Kannada ZP

- **Involvement of the CEO** of the ZP in various government departments including the education department. Since he was teaching in a university before joining the government services, he had special interest in education.
- **Staff Commitment:** High level of commitment at various levels (from the level of the officials to the school level) is another contributing factor for the successful SSA program implementation in the district. The staff ensured that they implemented programs assigned to them with utmost quality and with the required amount of creativity that is suited to the local needs. This is true especially in the case of generating local contribution to ensure that children from government schools experience the same environment as that of the private schools. Local contributions were raised to provide quality uniform (in case budget required is more than that of government allotment), shoes, umbrellas, etc. There are norms that the teachers have to visit the houses of school dropouts, children with special needs, etc. But here norms have become standard practices of the teachers.
- **Careful use of money** for the programs in order to reach out to more number of target groups, especially the students. For example, the district received Rs.1.5 lakhs to conduct a one day Meena Mela program under SSA on behalf of Meena Group⁴ of 1000 students at the district level. ZP conducted this program in 5 blocks, where 7000 students attended the Meena Mela. Another example is where SSA conducted, residential training programs (a 3 day event) on adolescent issues for all the 6-8 standard girl students. There was surplus money of around Rs.1 lakh remaining after the program. With this money, SSA distributed one set of sanitary napkins to 10400 girl students and asked the teachers to orient students on sanitary napkins usage.
- **Capacity to mobilize resources:** SSA program is also one of the leading programs in the district when it comes to resource mobilization. Several qualitative outputs have been achieved due to such resource mobilization. The local resource mobilized was very much useful for toilet constructions in the schools at a time when there was a shortage of funds for constructing the planned number of toilets.
- **Children with special needs:** 5286 children with special needs have been identified in the district between the ages 6 and 14. Six hundred and eight children, who have multiple disabilities, were provided with home based education through volunteers. Since SSA had limited money to provide services to these children, they adopted the strategy of approaching the cooperative societies in the district. They approached 87 cooperative societies and requested them to adopt children with special needs from their area. 507

⁴ Meena Groups are groups of adolescent girl students formed in all government schools

children have benefited from these cooperative societies, where the cooperative societies addressed the family needs in order to take care of these children in the form of cash and kind. The cooperative societies raised Rs.787271 in the form of cash and kind and gave them to the families⁵. This practice is still continuing. Families who were not able to spend money for the surgeries (even small ones) of their children were able to access the support of the cooperative societies.

- **Convergence between Total Sanitation Campaign and Sarva Shiksha Abhiyana:** Under both the programs, there were funds reserved for construction of school toilets. To avoid duplication as well as to assess the real need of the schools, officials of both the programs conducted regular convergence meetings to plan and execute programs.
- **Active SDMCs:** SDMCs are active in the district. Proper monitoring of Mid Day meal scheme, teachers absenteeism, children attendance etc by SDMCs has created an enabling environment for the successful implementation of SSA in the district.

c. Best Practice in the Anganwadis

There are several programs under the Women and Child Welfare Department running successfully in this district under the ZP's purview. One of the programs is the ICDS, especially the anganawadi centres. There are 1724 anganawadi centers in the district. Some of the success indicators of the program are:

- This is the first district, where 100% of the anganawadis possess a LPG gas connection. Every Anganwadi has a model kitchen, store room, utensils etc.
- All the anganwadis have toilets, water filter and electric connection. All the anganawadis have wall paintings
- There is a practice of conducting mass birthdays of all the children whose birthdays fall within a particular month. Every anganawadi has a birthday tree with 12 branches. Each of the branches represents a month. The branches are hung with the names of the children (who are born on a particular month) on it. Other branches are decorated with other decorative items. All the parents



⁵ Ref: Detail document of the facilities given by Cooperative Societies under SSA

and the well wishers are invited for this program and children cut the cake. Parents contribute for the program expenses depending upon their capacity and interest. If parents do not contribute, the birthday celebration does not stop. The anganawadi teachers raise contributions from local donors and celebrate the children's birthday. *This has resulted in creating awareness among the parents regarding the importance of birth dates and also birth registration.* The concept of birthday celebration is also facilitative in bringing about coordination in the community without much caste biases.

- Through the women and child welfare department, government is providing rice, dal and oil. For the vegetables required for curry, this district has an interesting practice of keeping a vessel which is called Akshaya Patra in the Anganwadi centre. The parents take turn to provide vegetables by putting them in the akshaya patra. Thus children get good vegetables along with the rice and dal. They also provide multigrain nutrimix, a ready to eat food that is designed based on the food culture of the district. This is provided to all the anganawadis, which is a unique to this district. A locally formed women's group called Mahila Supplementary Production and Training Centre uses the local products and supplies Multigrain Nutrimix food to all the anganawadis through the department. Since it is produced locally mothers are confident of feeding it to their children.
- Caste discrimination is almost non existent in this district. All children are treated equally in the centres. Wherever there are more than 40% SC/ST population, there is a compulsory rule to recruit a SC or a ST helper. Other than this, there are helpers belonging to the SC/ST community who cook and serve food in the anganawadis without any issues.
- There are 7 child friendly toilets in the district, where the toilet walls are painted with cartoons. The purpose of the child friendly toilet is to enable the children to feel comfortable with the concept of a toilet and not to get scared, when they see a toilet. All these toilets are decorated with the help of local contribution.

Factors that has contributed for the program success

High Involvement of the Anganawadi Coordination Committee and the Locals:

Anganawadi coordination committee is playing a major role in bringing in quality into the anganawadi centres. The committee that is networked with GP members, mahila mandals and the local NGOs are actively involved and conduct meetings every month. Any issues related to the anganawadi is brought to the notice of the committee, where the committee responds to the needs or the issues immediately.

The involvement of the local people is very high in both schools and the anganawadis. Any kind of support required for the anganawadis is given attention and there is no practice of telling "No" by the local community people. Locals feel that the children from their village

go to their own anganwadis and they very well understand that this is where the educational foundation of the child is laid. Thus, they have a sense of ownership and responsibility to transform the anganawadi as a child friendly centre. Thus, they contribute so that the Anganawadi centres can have beautiful flag pole, compound walls, better quality tiles etc. Whenever there is no adequate provision under the scheme, locals do not hesitate to contribute.

Capacity for Resource Mobilization: There are several anganawadi buildings that are constructed through the support of local donors, builders and CSR initiatives. Since 2010, the Government is providing Rs.50,000 per building which is insufficient to construct a hall, store room, kitchen, toilet etc. Each building costs around Rs. 4-5 lakhs.

There are several sites that are donated by the locals for constructing anganawadis , which are now under the process of getting legally registered. This is in spite of the fact that cost of land has increased drastically.

There are many donors who have donated cupboards , mixer grinder, plates, toys etc to several of the anganawadis.

Highly Motivated Anganawadi Workers: In spite of the heavy workload, the anganawadi teachers in the centres are highly motivated and service minded. They are using their creativity at the maximum possible level. Since they have good rapport with the locals they utilize the human and capital resources.

For example, in 2012, the Department of Women and Child Welfare extended the timings of the Anganawadi, where the children would have to stay in the Anganawadi till the evening. The Anganawadi workers faced the problem of putting the children to sleep in the afternoons, as they required mats and bed sheets that were not provided by the department. Each of the anganawadi worker took personal interest and held a committee meeting and highlighted this issue to the committee. The committee took keen interest and raised contributions and provided the mats and bed sheets. Today every anganawadi has sufficient mats and bed sheets. These bed sheets are taken back to homes by the children/parents and parents wash them once a week. In many places, the anganawadi workers also ensure that the children get something to eat in the evening once they wake up from their afternoon sleep. Through the local leaders that include the GP and TP members, the anganawadi workers are able to address the immediate needs of the anganawadis such as undertaking repairs etc.

Other than taking care of the Anganawadi, these workers are working as change agents in the community. For example, if they come across any child marriage or child laborers, fully knowing that there will be a threat from the influential people, they secretly inform such instances to the block officials and help them to stop child marriage or child labour.

Competitive spirit among the Anganawadi workers: A positive competitive environment has been created among the anganawadi workers to develop their centre as “the best” centre. A

sense of ownership of the anganawadi is to motivating the workers to develop their anganawadi as a model anganawadi. Officials also encourage this kind of positive competitive spirit among the workers. Committed anganawadi workers are getting a quicker recognition at various levels including the GP, block and the district level. Many GPs have a practice of felicitating the anganawadi workers in some of the functions conducted at the GP level. The practice of the ‘best centres’ getting documented at the block and district level is also giving recognition to the anganawadi workers and this enhancing their competitive spirit to establish model anganawadis. Since every block in the district has Rotary, Lions, JCC clubs, etc. the workers get recognition for their contribution. Anganwadi workers network well with these clubs to get benefits for the children.

Strong Monitoring System: Strong monitoring system from above is another best practice to establish quality into the programs. The field supervisors take keen interest and visit the anganawadi centres since they find newness in the centres. This district has committed and hardworking officials at the block level, where they take individual interest and address the issues faced by the anganawadis as well as other programs of the department.

Active SHGs: Stree Shakthi groups under the Department of Women and Child Welfare are very active in the district. Since they are closely associated with the anganawadi worker of their area, they are the main contributors for fulfilling the immediate needs of the anganawadis.

In spite of all these positive practices, officials are still concerned about child basins in the centres, which they are not able to purchase in volumes, since already there are adult basins installed in the centres.

Interview with the donors in Purlapadi Anganawadi Centre, Kalladka

The families of Shashikala and Sujatha reside next to the Anganawadi. Seetha's family is quite far away from the anganawadi center. Three of them are in different SHG groups. They are engaged in beedi rolling occupation. Their children are not going to the anganawadi. In spite of this, they have donated money for the flag stand. They feel that children need to know about our nation by celebrating our national festival after hoisting the flag. Thus, the children will get a sense of patriotism within them. They do not have any expectations of their names to get written on the flag stand.

Venkataraya Prabhu is running a small sweet stall in the village. He makes donations to anganawadis, schools, students, people who are trouble etc. He feels that today's children are the citizens of tomorrow. Children should develop respect for their country. His mother has brought up five children with great difficulty. Thus, he knows the value of education. So when children do not have money for studying, he helps them out how much ever he can.

Interview with a donor in Pallamajal Anganawadi Centre

Swarnalatha is the ex-member of the municipal council. Her husband is an ex-member of the ZP.

They have provided a site measuring 4.5 cents for the anganawadi. She mentioned that her husband loves children. Thus, they feel that they should contribute something for the welfare of the children. When there was a need for a site, they felt that the children from their area will benefit. They do not expect any recognition or reward in return for the contribution that they have made.

d. Water Supply System in Gram Panchayats

An initiative undertaken by the Zilla Panchayat to meter the rural water supply in the district is another good practice, which is appreciated at the national and international levels. Dakshina Kannada district has scattered habitations where the houses are also dispersed. Ground water irrigates about 75% of the cultivated area and the remaining irrigation is by surface water. Water issues vary between the coastal plain area, and the Eastern hilly area. In the Eastern hilly region, it is difficult to reach the habitations. This is because the region is hilly and has thick forests. Usage of drinking water for agriculture was another issue facing the district.

Like any other district, Dakshina Kannada ZP too was providing free water supply to the public through the GPs. The electricity bill burden was a major issue for all the GPs in the district. Like any other district, there were huge amounts of electricity bills that were pending in most of the panchayats.

The issue of ‘metered’ water supply connection was being debated in the district since 1998. When the ZP received a World Bank funded project in 1998, they attempted motivating a few GPs. But that did result in reducing the burden of electricity bill for the GPs. To implement drinking water schemes, the district’s spatial distribution of the habitats was another challenging task.

In the year 2000, ZP received funds through Rajiv Gandhi National Drinking Water Mission. Initially the ZP implemented a pilot project in the gram panchayats of Kinnigoli, Haleyangadi, Thokur and Gothamajalu. In Haleyangadi (2001) gram panchayat, a water and sanitation committee was formed and discussion regarding the metered drinking water initiative was held with the community people. GP also included a bye law in their GP, through a general body meeting and established the metered drinking water initiative as a programme. There was opposition from a few people in the Gram Sabha to metering the drinking water. Another reason for resistance was the burden of the cost of the meter. Finally, GP purchased the meters and the people were asked to pay for it in two installments in order to minimize their immediate burden. The expenses for SC and ST families were covered within the GP’s 25% fund that is reserved for their welfare. GP in their general body meeting fixed the slabs for levying the tax.

The success achieved in these panchayats motivated the ZP which convened a meeting of all the GP presidents and the secretaries when the subject of metered water supply was discussed in detail. The ZP issued a circular to all the GPs to stop water supply through public taps and go in for the metered drinking water supply. Simultaneously, the panchayat presidents and secretaries were taken for exposure visits to the places where metered drinking water initiative was successfully implemented. As a result of all these processes, the GPs held discussions in their general body meetings and took a decision to implement metered

drinking water supply. Through the water and sanitation committees, the GPs created awareness among the people regarding the metered connections and persuaded them to adopt the same. As such, most of the GPs did not face much opposition from the people. As per the norm, the households who opted for metered drinking water connection had to purchase and maintain the meter. They could get metered water connection only through the main pipeline and had to bear the cost for the same. Different GPs used different strategies to implement this initiative. Some GPs purchased the meters to ensure quality and uniformity, and sold the meters to the households on an actual cost basis. Provision of free water connections to anganawadis and schools were ensured by the GPs.

ZP also motivated the GPs to go in for a water billing system called “Jaladhara” that needs computer software, software for the handheld machine and a handheld machine. The basic hardware requirements of “Jaladhara” system are a desktop computer, a printer and a water meter in each of the consumers’ house. Initially, the consumers’ data is fed to the computer. Required consumer data is then transferred to the handheld device. The meter reading person (Reader) carries the handheld machine to the consumer households and enters their current meter reading. As soon as the meter reading is entered, a water bill gets generated instantly. The Reader can also collect the payment and the handheld machine will generate the receipt, which is issued to the consumer instantly.

As per the data generated in the year 2009-10, 135 GPs out of the 203 GPS in the Dakshina Kannada District have adopted metering of drinking water connections/supply. The table below depicts the same:

Taluk/Block	Total Number GPs	No of GPs covered under meter connections⁶	% of GPs covered under meter connections⁷
Mangalore	49	28	57
Bantwal	47	17	36
Puttur	37	34	92
Sullia	27	19	70
Belthangday	43	37	86

This has resulted in the reduction of electricity bill burden for these GPs, since they are also able to manage the electricity bill through the taxes generated. Hence the energy consumption bills are being paid on time. Panchayats like Laila have 9 water pumps, where 4 pumps are situated faraway. It was difficult to switch on and switch off the pumps, as there was frequent electricity supply interruption. Now they are using the ‘Kisan Shakthi’ technology, where through their mobiles, they can turn on and turn off the water pumps. Even if there is power

⁶ Referred data of 2009-10

⁷ Referred data of 2009-10

cut, the technology sends a mobile message and thus they are able to efficiently manage the pumps. Water wastage has reduced due to the fear of heavy bills. Diversion of drinking water for non drinking purposes is controlled well due to proper monitoring.

7. Conclusion

Dakshina Kannada district holds the distinction of for being the first in many high impact development initiatives. It was the first district to pilot Total Literacy Campaign in Karnataka. It is also the first district to be declared as an ‘open defecation free district.’ An all round achievement as witnessed in Dakshina Kannada has been possible due to presence of many mutually reinforcing factors. Firstly, people in general and the elected representatives and officials in particular are public spirited and sensitive to developmental issues. This is borne out by the level of participation and discussions in the General Body meetings of the ZP. The commitment of elected representatives is exemplified by the efforts made by the vice president of Zilla Panchayat (Mr.Dharmendra Kumar) to make his native gram panchayat, Hosangady, a model GP as far as the implementation of Total Sanitation Campaign was concerned. He along with the GP members convinced the villagers, NGOs, youth groups, local clubs and SDMCs to join hands in TSC. Exchange of labour where in individuals from one household would go and construct toilet for their neighbors was encouraged. The efforts of the ZP member and the elected body of this GP yielded a Nirmal Puraskar Award for this GP.

The level of dedication on part of officials is also noteworthy. For example, the CEO of the ZP sent out motivational letters to all the students who had failed in the tenth standard examination and to all the school teachers belonging to the schools where the results were poor. Further the officials regularly undertook field visits to monitor developmental work and in providing on-the-spot technical guidance.

The local youth groups, bhajan mandals, SHGs, milk federations and associations of traders possess a strong sense of social responsibility and are actively involved in the functioning of panchayat, school, anganawadi, etc. It is very common for them to donate in cash and kind to the schools and anganwadis, and for any development works undertaken by the gram panchayat. These acts of charity are duly recognized in the village which creates a sense of pride and belonging in them.

The NGOs in the district are also involved actively in community development. Especially NGOs like Jana Shikshana Trust have been able to retain the volunteers who had worked for the literacy campaign in 1990. Shree Kshethra Dharmasthala Rural Development Project (SKDRD) is active and provides micro finance to the SHGs for construction of toilets.

There are several donors in the district. Interestingly, it is not only the rich, who donate for development work. Even the middle class, lower middle class and the poor such as beedi rollers from the village make contributions to the schools and anganwadis. Several

contractors and builders donate substantial amounts for the school and anganwadi development and for the works of Grama Panchayat. CSR (Corporate social Responsibility) initiatives are very strong in the district and they approach the ZP or the departments concerned and express their interest to contribute for development work.

The Chief Executive Officer (CEO) of the ZP strongly felt that when conferring the PEAIS award, there is a need to acknowledge the contributions made by the people. It is their hard work that results in the success of the programs. Although the role of elected body is important, they can achieve little without the support and cooperation from the administration. For successful implementation of programs, the elected body and the administration must work in tandem. The contribution of officials must be duly recognized while presenting the awards so that they stay motivated and continue their good work.