

## Chapter 27

### Weaker Sections, Social Security and Women Development

#### 27.1 Weaker Sections

1. It is an accepted fact that there is a large proportion of population which lacks land resources and suffers from deprivation of different kinds including unemployment, illiteracy and illhealth. The deprivation is more pronounced in the case of weaker sections such as women, scheduled castes, scheduled tribes, and backward communities. And what is more, this appears to be more pronounced in the case of backward regions. By way of illustration, one may refer to poverty figures generated by the BPL census survey for the Ninth plan period. From Table 27.1 it is evident that while the developed regions and districts have a low proportion of population below the poverty line, the backward districts and regions have a higher proportion of such population. The North Karnataka region especially Gulbarga division shows a higher incidence of poverty when compared with the South Karnataka region and with the state average level. Incidentally, the fact that the North Karnataka region, which has a high incidence of poverty, also is a region with higher proportion of SC and ST population (Table 27.2) whose resource base is low suggests that the concentration ratio of weaker sections can be a reason for distances in deprivation across regions. To this also one may add that the backward regions (Belgaum and Gulbarga divisions) incidentally are also regions where the landless persons viz., the agriculture labourers as a proportion to total main workers are larger (Table 27.3). There is, therefore, a need to work out a policy framework for alleviating deprivation suffered by the weaker sections'. As part of this exercise, an attempt is made here to evaluate quickly the attempts made by the State to alleviate deprivation among the weaker sections and to suggest some measures for the consideration of the policy makers.

#### 27.2 Plan Effort

2. Attempts made by the Government to alleviate deprivation through the plan effort have not yielded the desired results. As a matter of fact, during the plan period, the differences in living standards between the weaker sections and the others have widened giving rise to greater inequalities. This is due, among others, to the nature of the planning strategy followed. In their anxiety to maximize the State domestic product, the planners allocated more resources to the well endowed regions and well endowed sections of the community with the hope that such a course of action would lead to increase in gains to the economy. It was also hoped that the rapid growth of the economy would facilitate benefits of growth reaching the weaker sections and the backward regions through what is called the percolation effect. Unfortunately, percolation effect did not occur; consequently the weaker sections continued to remain under deprivation conditions.

#### 27.3 Policy Measures

3. In order to help the weaker sections and the backward regions, the State adopted a number of policy measures to equip them with necessary endowments such as the following:

**Table27.1****District-wise results of BPL Census for the Ninth plan period**

Sl. No.	District Name	% of Families Below Poverty Line
1	Bangalore (U)	15
2	Kodagu	18
3	Hassan	21
4	Udupi	21
5	D.Kannada	22
6	Belgaum	23
7	Chickamagalore	28
8	Uttara Kannada	30
9	Mandya	30
10	Tumkur	31
11	Haveri	31
12	Mysore	31
13	Shimoga	32
14	Bangalore (R)	34
15	Davanagere	34
16	Gulbarga	34
17	Chamarajanagar	36
18	Kolar	39
19	Dharwad	39
20	Bidar	40
21	Chitradurga	41
22	Bijapur	42
23	Koppal	43
24	Raichur	43
25	Gadag	45
26	Bellary	45
27	Bagalkote	47

	Bangalore Division	33
	Mysore Division	26
	Belgaum Division	33
	Gulbarga Division	40

	South Karnataka	30
	North Karnataka	36
	Karnataka State	33

**Table 27.2****District-wise SC & ST Population to total population**

<b>Sl. No.</b>	<b>District Name</b>	<b>Proportion</b>
1	Uttar Kannada	8.37
2	Udupi	9.70
3	Dharwad	10.77
4	D.Kannada	10.94
5	Belgaum	13.67
6	Mandya	14.51
7	Bangalore (U)	15.82
8	Gadag	16.23
9	Bagalkote	17.26
10	Haveri	17.98
11	Hassan	18.47
12	Shimoga	18.56
13	Mysore	19.95
14	Bijapur	20.12
15	Kodagu	20.33
16	Koppal	21.77
17	Chickamagalore	21.86
18	Bangalore (R)	22.47
19	Tumkur	22.99
20	Raichur	22.34
21	Chamarajanagar	22.72
22	Bellary	27.72
23	Gulbarga	22.79
24	Bidar	29.01
25	Davanagere	29.37
26	Kolar	32.63
27	Chitradurga	38.73

	Bangalore Division	13.19
	Mysore Division	24.73
	Belgaum Division	18.64
	Gulbarga Division	31.05

	South Karnataka	17.83
	North Karnataka	24.39
	Karnataka State	20.64

**Table 27.3**  
**Agricultural labourers to total main workers, 1991**

Sl. No	Districts	No. of Agricultural Labourers	Total main workers	Agricultural labourers to total main workers
1	BANGALORE(U)	75314	1635987	4.60
2	BANGALORE (R)	132762	623043	21.31
3	CHITRADURGA	168665	518820	32.51
4	DAVANAGERE	223783	605296	36.97
5	KOLAR	229338	881514	26.02
6	SHIMOGA	179876	542419	33.16
7	TUMKUR	193842	916196	21.16
8	BAGALKOTE	208036	532334	39.08
9	BELGAUM	395876	1340802	29.53
10	BIJAPUR	271004	577954	46.89
11	DHARWAD	151664	499583	30.36
12	GADAG	148001	349477	42.35
13	HAVERI	227954	500882	45.51
14	UTTARAKANNADA	82283	428663	19.20
15	CHAMARAJANAGAR	145455	360819	40.31
16	CHICKAMAGALORE	101932	412276	24.72
17	D.KANNADA	89095	708097	12.58
18	HASSAN	85145	589529	14.44
19	KODAGU	33188	220248	15.07
20	MANDYA	158656	635593	24.96
21	MYSORE	188135	822406	22.88
22	UDUPI	89784	404352	22.20
23	BELLARY	289605	708299	40.89
24	BIDAR	212739	466610	45.59
25	GULBARGA	461055	1039922	44.34
26	KOPPAL	192594	415466	46.36
27	RAICHUR	264178	555529	47.55

	<b>BANGALORE DIVISION</b>	<b>1203580</b>	<b>5723275</b>	<b>21.03</b>
	<b>MYSORE DIVISION</b>	<b>891390</b>	<b>4153320</b>	<b>21.46</b>
	<b>BELGAUM DIVISION</b>	<b>1484818</b>	<b>4229695</b>	<b>35.10</b>
	<b>GULBARGA DIVISION</b>	<b>1420171</b>	<b>3185826</b>	<b>44.58</b>

	<b>SOUTH KARNATAKA</b>	<b>2094970</b>	<b>9876595</b>	<b>21.21</b>
	<b>NORTH KARNATAKA</b>	<b>2904989</b>	<b>7415521</b>	<b>39.17</b>
	<b>KARNATAKA STATE</b>	<b>4999959</b>	<b>17292116</b>	<b>28.91</b>

Source : Census 1991

- ◆ One of the most important policy measures adopted was land reforms. Under this programme the State abolished tenancy and conferred land ownership on the tenants. Also, the State imposed ceilings on land holdings, acquired land in excess of the ceiling limits and passed on the surplus land to the weaker sections. This measure, to some extent, provided land to the landless. But since the implementation of the land reforms measures got weakened in due course, the programme did not benefit many landless households for the following reasons:
  - a. surplus land acquired was much less than what was expected;
  - b. tenancy continued to exist in different forms in spite of it having been abolished. As a result, landlessness continued among a large number of people. Thus, it is estimated that as many as 77% and 90% of SCs and STs respectively remain landless even today. What is worse, of those who own land almost everybody is a small or a marginal farmer. Consequently, weaker sections do not have land resources even as to subsist; and
  - c. research studies on the viability, of the farm size carried out by the University of Agricultural Sciences, Bangalore and Dharwad for the State Planning Board have concluded that holdings of the size of 6 to 10 acres with water for irrigation are viable. Consequently, the marginal farmers and the small farmers face great difficulties for survival especially when there is also water for irrigation. It is also observed now that a larger number of marginal and small farmers have joined the ranks of agricultural labourers having found their holdings unviable. With reduced employment opportunities in the rural areas, they also fail to get continuous or full-time employment.
  
- ◆ As part of endowing the weaker sections with education and skills, the Government of Karnataka have adopted a series of measures such as starting of schools in the non-school areas, providing school uniforms and text books free of cost to the children of the weaker sections, hostel facilities for pre-matric and post-matric students belonging to backward classes, scheduled castes and scheduled tribes. In addition to this, the State Government has also started residential schools and Navodaya Residential Schools in all the districts of Karnataka. The total number of such institutions is close to 1,500 and the number of boarders in these institutions is 98,000 (Table 28.4). But the distribution of these institutions and boarders is uneven across the South and North Karnataka regions -- the latter trailing behind the former. These facilities apart the government has awarded scholarships to pre and post metric backward classes students (Table 28.5) and to SC students (Table 28.6) with a view to helping them to execute studies. But as can be seen from these tables, there has been some degree of imbalance across regions seen either across the administrative divisions or across South and North Karnataka. As a matter of fact, at the district level discussions, the problem of inadequate facilities, especially hostel facilities, was brought to our notice and demands were placed for starting schools as also hostels in these districts. Interestingly these demands were more vociferously articulated in districts which have a higher proportion of SC and ST population such as Chitradurga, Davanagere, Raichur, Tumkur, Kolar, Bellary, Chamarajnar, Bidar and Bangalore (Rural).
  
- ◆ With a view to improving the socio-economic status of Scheduled Castes and Scheduled Tribes, the Government of Karnataka have implemented a special

component plan for eradicating poverty among these sections and providing to their habitations basic amenities like housing, water supply, sanitation, approach roads, irrigation wells, land to the landless, health care etc. In addition, under the Navachetana Scheme, unemployed scheduled caste youths are given training in different trades and also in information technology with a view to enabling them to get self employment job opportunities. Besides, the Government also has a scheme for focused computer training in all the districts for scheduled caste unemployed graduates. Notwithstanding these initiatives, the percentage of families below the poverty line has been well over the state average of 33% in districts like Chitradurga, Kolar, Bellary, Chamarajnar, Raichur, Bidar and so on (Table 27.1) where incidentally the SC and ST population is concentrated. Also, in the discussions held in these districts, references have been made to the high level of unemployment among the educated youth especially among the SC and ST youth.

4. The effort of the State Government to empower the weaker sections with resources is laudable but the evaluation studies carried out by scholars have brought out the point that these efforts are not adequate considering the magnitude of the problem. Also, it is brought out that there have been problems with regard to targeting of these schemes, especially reference is made to misidentification of the beneficiaries and leakages of funds, lack of effort on the part of the beneficiaries to maintain assets, repay loans and to sustainably generate employment and income from the assets given by the State.

#### **27.4 Effects Of Globalization Policy**

5. The problem faced by the weaker sections is further compounded by the adoption of the new economic policy with emphasis on globalization. The main features of globalization policy which have adverse implications to these sections are the following:

- a. Being a market-friendly policy, globalization envisages retreat of State from the life of people. Retreat of State has occurred in two areas: first, there is downsizing of the Government resulting in loss of job opportunities in the Government sector. This measure affects the weaker sections more than others, because exactly when the State as a means of ensuring justice has provided job quotas to the weaker sections, jobs in Government have begun to shrink.
- b. As the space vacated by the State is expected to be filled by the private sector, the latter will expand and touch each and every aspect of the life of people. Thus, with a view to reducing the fiscal deficit, when the government has cut down spending, sectors like health and education seemed to have suffered more. This affects the weaker sections more than others because at a time when these sections have realized the importance of human resource development and when they have made a beginning to use education and health facilities the gradual withdrawal of State from these sectors comes as a bolt from the blue. It is true that private capital is entering into the education and health sectors to fill the vacuum created by the retreat of State. Entry of private capital into these sectors, no doubt will improve the quality of services provided. But the problem to be noted is that the weaker sections cannot have access to these services as these services are very expensive.

**Table 27.4**  
Districtwise Institutions Run by The Social Welfare Department

Sl. No.	District	Pre-matric Hostels				Post-matric Hostels				Residential Schools				Morarji-Desai Navodaya				Total			
		Hostels		Boarders		Hostels		Boarders		Schools		Boarders		Schools		Boarders		Institutions		Boarders	
		Number	% share	Number	% share	Number	%share	Number	% share	Number	% share	Number	% share	Number	% share	Number	% share	Number	% share	Number	% share
1	Bangalore(U)	37	3.39	1965	3.03	12	4.56	1250	6.62	2	2.25	175	2.74	1	1.96	89	1.19	52	3.48	3479	3.55
2	Bangalore @	47	4.31	3315	5.12	9	3.42	450	2.38	2	2.25	200	3.13	2	3.92			60	4.02	4487	4.58
3	Kolar	93	8.53	5941	9.17	27	10.27	1800	9.54	3	3.37	300	4.70	3	5.88	403	5.40	126	8.44	8444	8.61
4	Shimoga	41	3.76	2125	3.28	11	4.18	750	3.97	2	2.25	150	2.35	1	1.96	50	0.67	55	3.68	3075	3.14
5	Chitradurga	45	4.13	2630	4.06	17	6.46	2230	11.82	3	3.37	275	4.31	1	1.96	175	2.35	66	4.42	5310	5.42
6	Davanagere	40	3.67	2093	3.23	12	4.56	600	3.18	1	1.12	100	1.57	3	5.88	580	7.78	56	3.75	3373	3.44
7	Tumkur	58	5.32	3348	5.17	22	8.37	1850	9.80	2	2.25	200	3.13	1	1.96	187	2.51	83	5.56	5585	5.70
	<b>Bangalore Division</b>	<b>361</b>	<b>33.12</b>	<b>21417</b>	<b>33.07</b>	<b>110</b>	<b>41.83</b>	<b>8930</b>	<b>47.32</b>	<b>15</b>	<b>16.85</b>	<b>1400</b>	<b>21.94</b>	<b>12</b>	<b>23.53</b>	<b>1484</b>	<b>19.90</b>	<b>498</b>	<b>33.36</b>	<b>33753</b>	<b>34.42</b>
8	Mysore	45	4.13	2780	4.29	18	6.84	1075	5.70	3	3.37	250	3.92	1	1.96			67	4.49	4156	4.24
9	Chamarajanagar	29	2.66	1855	2.86	13	4.94	1000	5.30		0.00		0.00	1	1.96	98	1.31	43	2.88	2953	3.01
10	Mandya	43	3.94	3007	4.64	12	4.56	775	4.11	1	1.12	100	1.57	4	7.84	639	8.57	60	4.02	4521	4.61
11	Hassan	56	5.14	3246	5.01	10	3.80	550	2.91	5	5.62	425	6.66	1	1.96	50	0.67	72	4.82	4271	4.36
12	Chickmagalur	32	2.94	2250	3.47	8	3.04	560	2.97	2	2.25	156	2.44	2	3.92	372	4.99	44	2.95	3338	3.40
13	Dakshina Kannada	17	1.56	1115	1.72	4	1.52	250	1.32	1	1.12	100	1.57	2	3.92	272	3.65	24	1.61	1737	1.77
14	Udupi	17	1.56	868	1.34	1	0.38	50	0.26		0.00		0.00	1	1.96	18	0.24	19	1.27	936	0.95
15	Kodagu	18	1.65	783	1.21	1	0.38	50	0.26	1	1.12	50	0.78	1	1.96	50	0.67	21	1.41	933	0.95
	<b>Mysore Division</b>	<b>257</b>	<b>23.58</b>	<b>15904</b>	<b>24.55</b>	<b>67</b>	<b>25.48</b>	<b>4310</b>	<b>22.84</b>	<b>13</b>	<b>14.61</b>	<b>1081</b>	<b>16.94</b>	<b>13</b>	<b>25.49</b>	<b>1499</b>	<b>20.10</b>	<b>350</b>	<b>23.44</b>	<b>22845</b>	<b>23.30</b>
16	Dharwad	14	1.28	775	1.20	6	2.28	350	1.85	1	1.12	100	1.57	1	1.96	40	0.54	22	1.47	1265	1.29
17	Gadag	26	2.39	1360	2.10	5	1.90	250	1.32	2	2.25	125	1.96	3	5.88	390	5.23	36	2.41	2125	2.17
18	Haveri	35	3.21	1900	2.93	4	1.52	200	1.06	7	7.87	425	6.66	1	1.96	192	2.57	47	3.15	2717	2.77
19	Belgaum	58	5.32	2861	4.42	5	1.90	350	1.85	4	4.49	175	2.74	4	7.84	738	9.89	71	4.76	4124	4.21
20	Uttara Kannada	28	2.57	1268	1.96	2	0.76	100	0.53	3	3.37	150	2.35	1	1.96	68	0.91	34	2.28	1586	1.62
21	Bijapur	47	4.31	2365	3.65	6	2.28	400	2.12	7	7.87	475	7.44	2	3.92	341	4.57	62	4.15	3581	3.65
22	Bagalkote	32	2.94	1640	2.53	1	0.38	50	0.26	3	3.37	200	3.13	4	7.84	667	8.94	40	2.68	2557	2.61
	<b>Belgaum Division</b>	<b>240</b>	<b>22.02</b>	<b>12169</b>	<b>18.79</b>	<b>29</b>	<b>11.03</b>	<b>1700</b>	<b>9.01</b>	<b>27</b>	<b>30.34</b>	<b>1650</b>	<b>25.86</b>	<b>16</b>	<b>31.37</b>	<b>2436</b>	<b>32.66</b>	<b>312</b>	<b>20.90</b>	<b>17955</b>	<b>18.31</b>
23	Gulbarga	85	7.80	5320	8.21	21	7.98	1900	10.07	15	16.85	1200	18.81	3	5.88	600	8.04	124	8.31	9020	9.20
24	Bellary	47	4.31	3700	5.71	8	3.04	500	2.65	3	3.37	200	3.13	2	3.92	456	6.11	60	4.02	4856	4.95
25	Raichur	36	3.30	1875	2.89	9	3.42	580	3.07	7	7.87	450	7.05	2	3.92	534	7.16	54	3.62	3439	3.51
26	Koppal	28	2.57	1760	2.72	4	1.52	200	1.06	1	1.12	75	1.18	1	1.96	50	0.67	34	2.28	2085	2.13
27	Bidar	36	3.30	2625	4.05	15	5.70	750	3.97	8	8.99	325	5.09	2	3.92	400	5.36	61	4.09	4100	4.18
	<b>Gulbarga Division</b>	<b>232</b>	<b>21.28</b>	<b>15280</b>	<b>23.59</b>	<b>57</b>	<b>21.67</b>	<b>3930</b>	<b>20.83</b>	<b>34</b>	<b>38.20</b>	<b>2250</b>	<b>35.26</b>	<b>10</b>	<b>19.61</b>	<b>2040</b>	<b>27.35</b>	<b>333</b>	<b>22.30</b>	<b>23500</b>	<b>23.97</b>
	<b>South Karnataka</b>	<b>618</b>	<b>56.70</b>	<b>37321</b>	<b>57.62</b>	<b>177</b>	<b>67.30</b>	<b>13240</b>	<b>70.16</b>	<b>28</b>	<b>31.46</b>	<b>2481</b>	<b>38.88</b>	<b>25</b>	<b>49.02</b>	<b>2983</b>	<b>39.99</b>	<b>848</b>	<b>56.80</b>	<b>56598</b>	<b>57.72</b>
	<b>North Karnataka</b>	<b>472</b>	<b>43.30</b>	<b>27449</b>	<b>42.38</b>	<b>86</b>	<b>32.70</b>	<b>5630</b>	<b>29.84</b>	<b>61</b>	<b>68.54</b>	<b>3900</b>	<b>61.12</b>	<b>26</b>	<b>50.98</b>	<b>4476</b>	<b>60.01</b>	<b>645</b>	<b>43.20</b>	<b>41455</b>	<b>42.28</b>
	<b>State Total</b>	<b>1090</b>	<b>100.00</b>	<b>64770</b>	<b>100.00</b>	<b>263</b>	<b>100.00</b>	<b>18870</b>	<b>100.00</b>	<b>89</b>	<b>100.00</b>	<b>6381</b>	<b>100.00</b>	<b>51</b>	<b>100.00</b>	<b>7459</b>	<b>100.00</b>	<b>1493</b>	<b>100.00</b>	<b>98053</b>	<b>100.00</b>

Source: Department of Social Welfare, Government of Karnataka.

**Table 27.5:**  
**Number of Hostels and Scholarships given to Backward Classes Students District wise 2000-01**

Sl. No.	District	No. of Hostels						No. of Backward Classes Students given Scholarships											
		Prematric		Postmatric		Total		Prematric				Postmatric				Total			
		Number	% share	Number	% share	Number	% share	Number	%share	Amount (lakhs)	%share	Number	%share	Amount (lakhs)	%share	Number	%share	Amount (lakhs)	%share
1	Bangalroe Urban	15	1.3	8	3.8	23	1.7	7736	2.0	6.43	2.0	3727	3.2	14.24	4.8	11463	2.9	20.67	3.3
2	Bangalore Rural	43	3.8	6	2.9	49	3.7	19821	5.2	16.89	5.3	4298	3.7	12.90	4.3	24119	6.0	29.79	4.8
3	Chitradurga	46	4.0	4	1.9	50	3.7	13146	3.5	11.50	3.6	11306	9.8	11.07	3.7	24452	6.1	22.57	3.6
4	Davanagere	38	3.3	5	2.4	33	2.5	11247	3.0	9.73	3.0	3743	3.2	7.96	2.7	14990	3.7	17.69	2.9
5	Kolar	59	5.2	9	4.3	68	5.1	16760	4.4	14.37	4.5	3107	2.7	9.19	3.1	19867	5.0	23.56	3.8
6	Tumkur	46	4.0	8	3.8	54	4.0	28224	7.4	22.58	7.0	4121	3.6	16.59	5.5	32345	8.1	39.17	6.3
7	Shimoga	55	4.8	17	8.1	72	5.4	19377	5.1	15.89	4.9	4632	4.0	14.13	4.7	24009	6.0	30.02	4.8
	<b>Bangalore Division</b>	<b>302</b>	<b>26.6</b>	<b>57</b>	<b>27.3</b>	<b>349</b>	<b>26.1</b>	<b>116311</b>	<b>30.6</b>	<b>97.39</b>	<b>30.3</b>	<b>34934</b>	<b>30.3</b>	<b>86.08</b>	<b>28.8</b>	<b>151245</b>	<b>37.7</b>	<b>183.47</b>	<b>29.6</b>
8	Mysore	46	4.0	12	5.7	58	4.3	14835	3.9	11.80	3.7	5106	4.4	11.77	3.9	19941	5.0	23.57	3.8
9	Chamarajanagar	13	1.1	4	1.9	17	1.3	12273	3.2	10.24	3.2	2903	2.5	8.40	2.8	15176	3.8	18.64	3.0
10	Mandya	51	4.5	15	7.2	66	4.9	14796	3.9	13.00	4.0	4951	4.3	12.80	4.3	19747	4.9	25.08	4.0
11	Hassan	57	5.0	9	4.3	66	4.9	28031	7.4	24.53	7.6	7469	6.5	22.45	7.5	35500	8.9	46.98	7.6
12	Chickmagalur	49	4.3	9	4.3	58	4.3	15886	4.2	13.60	4.2	4074	3.5	12.21	4.1	19960	5.0	25.91	4.2
13	Kodagu	20	1.8	4	1.9	24	1.8	1753	0.5	1.82	0.6	1212	1.1	3.67	1.2	2965	0.7	5.49	0.9
14	Dakshina Kannda	31	2.7	9	4.3	40	3.0	8967	2.4	6.59	2.1	2083	1.8	7.81	2.6	11050		14.4	2.3
15	Udupi	19	1.7	7	3.3	26	1.9	13771	3.6	11.97	3.7	3160	2.7	9.65	3.2	16931	4.2	21.62	3.5
	<b>Mysore Division</b>	<b>286</b>	<b>25.2</b>	<b>69</b>	<b>33.0</b>	<b>355</b>	<b>26.6</b>	<b>110312</b>	<b>29.1</b>	<b>93.55</b>	<b>29.1</b>	<b>30958</b>	<b>26.9</b>	<b>88.76</b>	<b>29.6</b>	<b>141270</b>	<b>35.2</b>	<b>181.69</b>	<b>29.3</b>
16	Belgaum	91	8.0	9	4.3	100	7.5	5482	1.4	4.70	1.5	130	0.1	0.35	0.1	5612	1.4	5.05	0.8
17	Bijapur	47	4.1	5	2.4	52	3.9	14614	3.8	11.53	3.6	2655	2.3	7.95	2.7	17269	4.3	19.48	3.1
18	Bagalokote	28	2.5	5	2.4	33	2.5	6893	1.8	6.05	1.9	2542	2.2	7.63	2.5	9435	2.4	13.68	2.2
19	Dharwad	23	2.0	6	2.9	29	2.2	10545	2.8	9.55	3.0	3324	2.9	11.26	3.8	13869	3.5	20.81	3.4
20	Gadag	29	2.6	3	1.4	32	2.4	8424	2.2	6.86	2.1	3859	3.3	11.32	3.8	12283	3.1	18.18	2.9
21	Haveri	39	3.4	4	1.9	43	3.2	10500	2.8	8.27	2.6	5046	4.4	15.26	5.1	15546	3.9	24.13	3.9
22	Uttara Kannada	52	4.6	8	3.8	60	4.5	23276	6.1	19.79	6.2	4217	3.7	12.65	4.2	27493	6.9	32.44	5.2
	<b>Belgaum Division</b>	<b>309</b>	<b>27.2</b>	<b>40</b>	<b>19.1</b>	<b>349</b>	<b>26.1</b>	<b>79734</b>	<b>21.0</b>	<b>66.75</b>	<b>20.8</b>	<b>21773</b>	<b>18.9</b>	<b>66.42</b>	<b>22.2</b>	<b>101507</b>	<b>25.3</b>	<b>133.77</b>	<b>21.6</b>
23	Bellary	35	3.1	7	3.3	42	3.1	23827	6.3	20.00	6.2	5989	5.2	17.97	6.0	29816	7.4	37.97	6.1
24	Gulbarga	101	8.9	15	7.2	116	8.7	19177	5.1	16.51	5.1	4643	4.0	15.62	5.2	23820	5.9	32.13	5.2
25	Bidar	39	3.4	8	3.8	47	3.5	20412	5.4	17.63	5.5	3857	3.3	11.87	4.0	24269	6.1	29.5	4.8
26	Koppal	34	3.0	5	2.4	39	2.9	5099	1.3	4.26	1.3	11000	9.5	7.82	2.6	16099	4.0	12.08	1.9
27	Raichur	31	2.7	8	3.8	39	2.9	4790	1.3	5.06	1.6	2067	1.8	4.83	1.6	6857	1.7	9.89	1.6
	<b>Gulbarga Division</b>	<b>240</b>	<b>21.1</b>	<b>43</b>	<b>20.6</b>	<b>283</b>	<b>21.2</b>	<b>73305</b>	<b>19.3</b>	<b>63.46</b>	<b>19.8</b>	<b>27556</b>	<b>23.9</b>	<b>58.11</b>	<b>19.4</b>	<b>6857</b>	<b>1.7</b>	<b>121.57</b>	<b>19.6</b>
	<b>South Karnataka</b>	<b>588</b>	<b>51.7</b>	<b>126</b>	<b>60.3</b>	<b>704</b>	<b>52.7</b>	<b>226623</b>	<b>59.7</b>	<b>190.94</b>	<b>59.5</b>	<b>65892</b>	<b>57.2</b>	<b>174.84</b>	<b>58.4</b>	<b>292515</b>	<b>73.0</b>	<b>365.16</b>	<b>58.8</b>
	<b>North Karnataka</b>	<b>549</b>	<b>48.3</b>	<b>83</b>	<b>39.7</b>	<b>632</b>	<b>47.3</b>	<b>153039</b>	<b>40.3</b>	<b>130.21</b>	<b>40.5</b>	<b>49329</b>	<b>42.8</b>	<b>124.53</b>	<b>41.6</b>	<b>108364</b>	<b>27.0</b>	<b>255.34</b>	<b>41.2</b>
	<b>State Total</b>	<b>1137</b>	<b>100.0</b>	<b>209</b>	<b>100.0</b>	<b>1336</b>	<b>100.0</b>	<b>379662</b>	<b>100.0</b>	<b>321.15</b>	<b>100.0</b>	<b>115221</b>	<b>100.0</b>	<b>299.37</b>	<b>100.0</b>	<b>400879</b>	<b>100.0</b>	<b>620.50</b>	<b>100.0</b>

Source: Department of Social Welfare , Government of Karnataka

Table 27.6: Scholarship given to SC students during 2000-01.

Sl. No.	Name of the District	Scholarship given to SC							
		No. of students				Amount in Rs.			
		Pre-Matric		Post-Matric		Pre-Matric		Post-Matric	
	Number	%share	Number	%share	Number	%share	Number	%share	
1	Bangalore(U)	58914	3.91	12442	10.69	157,880	8.28	265,360	10.60
2	Bangalore(R)	71848	4.77	1640	1.41	83,240	4.36	31,992	1.28
3	Chitradurga	57685	3.83	4321	3.71	62,560	3.28	91,780	3.67
4	Davanagere	65990	4.38	5584	4.80	69,980	3.67	120,820	4.83
5	Kolar	112241	7.45	11048	9.49	175,690	9.21	240,430	9.61
6	Tumkur	103596	6.88	5440	4.67	125,235	6.56	115,720	4.62
7	Shimoga	72512	4.82	3851	3.31	83,060	4.35	83,300	3.33
	<b>BANGALORE DIVISION</b>	<b>542786</b>	<b>36.05</b>	<b>44326</b>	<b>38.09</b>	<b>757,645</b>	<b>39.71</b>	<b>949,402</b>	<b>37.93</b>
8	Mysore	118300	7.86	11056	9.50	129,250	6.77	234,620	9.37
9	Chamarajanagar	48922	3.25	5437	4.67	61,620	3.23	116,660	4.66
10	Mandya	49329	3.28	3497	3.01	88,250	4.63	76,460	3.05
11	Hassan	58278	3.87	2243	1.93	84,318	4.42	46,247	1.85
12	Chickmagalur	27628	1.83	1241	1.07	57,411	3.01	26,343	1.05
13	Coorg	9917	0.66	362	0.31	11,790	.62	7,695	0.31
14	Dakshina Kannada	23484	1.56	904	0.78	37,423	1.96	19,150	0.77
15	Udupi	13663	0.91	852	0.73	19,430	1.02	17,940	0.72
	<b>MYSORE DIVISION</b>	<b>349521</b>	<b>23.21</b>	<b>25592</b>	<b>21.99</b>	<b>489,492</b>	<b>25.66</b>	<b>545,115</b>	<b>21.78</b>
16	Belgaum	125580	8.34	10168	8.74	132,745	6.96	220,577	8.81
17	Bijapur	45207	3.00	3759	3.23	54,820	2.87	82,120	3.28
18	Bagalkote	34743	2.31	2480	2.13	37,655	1.97	54,160	2.16
19	Dharwad	29424	1.95	2859	2.46	38,990	2.04	60,120	2.40
20	Gadag	20756	1.38	2356	2.02	23,334	1.22	52,030	2.08
21	Haveri	26721	1.77	2018	1.73	28,050	1.47	43,470	1.74
22	Uttara Kannada	18137	1.20	1146	0.98	25,265	1.32	23,690	0.95
	<b>BELGAUM DIVISION</b>	<b>300568</b>	<b>19.96</b>	<b>24786</b>	<b>21.30</b>	<b>340,859</b>	<b>17.87</b>	<b>536,167</b>	<b>21.42</b>
23	Gulbarga	112367	7.46	10364	8.91	121,008	6.34	227,510	9.09
24	Raichur	43994	2.92	2945	2.53	41,610	2.18	63,440	2.53
25	Koppal	29493	1.96	843	0.72	25,350	1.33	18,250	0.73
26	Bellary	51811	3.44	2753	2.37	57,721	3.03	59,670	2.38
27	Bidar	75127	4.99	4756	4.09	74,228	3.89	103,397	4.13
	<b>GULBAGA DIVISION</b>	<b>312792</b>	<b>20.77</b>	<b>21661</b>	<b>18.61</b>	<b>319917.0</b>	<b>16.77</b>	<b>472,267</b>	<b>18.87</b>
	<b>South Karnataka</b>	<b>892307</b>	<b>59.26</b>	<b>69918</b>	<b>60.09</b>	<b>1247137</b>	<b>65.37</b>	<b>1494517</b>	<b>59.71</b>
	<b>North Karnataka</b>	<b>613360</b>	<b>40.74</b>	<b>46447</b>	<b>39.91</b>	<b>660776</b>	<b>34.63</b>	<b>1008434</b>	<b>40.29</b>
28	Fees sanctioned from								
	Head Office								
	<b>State Total</b>	<b>1505667</b>	<b>100.00</b>	<b>116365</b>	<b>100.00</b>	<b>1907913.0.00</b>	<b>100.</b>	<b>2,502,951</b>	<b>100.00</b>

Source: Social Welfare Department, Bangalore.

- c. Since globalization has introduced competition, and since everybody is trying to use modern technology to meet the threat of competition, the growth in output achieved in recent times is a “jobless growth” resulting in reduced employment opportunities in the organized sector. Finding lack of job opportunities in the organized sector, the growing labour force is forced to eke out living from economic activities which come under the unorganized and informal sectors. But the problem is, since productivity levels are lower in these sectors, returns from labour tend to be low forcing the workers to a hand to mouth existence.
- d. Globalization policy seems to have adversely affected the traditional livelihood systems of the weaker sections too: (i) The common property resources such as forests, gomals, fish ponds, foreshores of irrigation tanks, government *karab* lands, community lodges and the like had until recently served as support systems to the livelihood of the weaker sections. But with increasing pressure on land due to growing population and, more recently with commercialization of life during the globalization regime, with the rising cases of land grabbing and encroachment by the stronger and influential persons, the weaker sections are facing reduced access to these resources. (ii) The massive development projects relating to irrigation, power generation, wild life protection, national parks and highways have led to uprooting the population living in those areas. The adverse impact of such projects, if any, was felt more by the weaker sections particularly the scheduled tribes who had lived in such areas, developed their own culture, buried their forefathers and installed their Gods. The question here is not so much as losing their traditional livelihood systems as the emotional and cultural deprivation suffered consequent to their relocation.

## 27.5 Social Welfare and Social Security

6. It is clear from the above analysis that the weaker sections have not adequately benefited to the expected level either from the planning process or from the various policy measures adopted by the Government. This is more so of the weaker sections in the North Karnataka region. What is even worse is that the new economic policy has thrown up a challenge to these sections and adversely affected their interests because of its market orientation. Under the circumstance, it becomes the responsibility of the State to protect and promote the well being of the weaker sections. As stated earlier, the problems of the weaker sections in the backward regions are more severe when compared with those in the relatively developed regions. The district level meetings which the Committee had with local leaders, bureaucrats and knowledgeable persons brought out the fact that these sections have suffered most in the backward regions. A point that was repeatedly brought to the notice of the Committee related to the problems faced by the landless labourers, aged persons, and the unemployed youth. Owing to lack of employment opportunities in the backward regions there has been migration of labour to Bangalore and other cities in South, and to cities in Maharashtra in North. It was also brought out that such seasonal migration, having resulted in uprooting the families from their age old habitation, has created social problems too among the weaker sections. Also, it was pointed out that the aged persons, pregnant women and young children suffered most in the process due to lack of nutrition. Obviously, this calls for a pro-active role to be played by the State in providing social welfare and social security measures to these sections.

7. It is of interest here to note that the State Planning Board in a meeting held on April 25, 1998 discussed the issue relating to extension of social security to unorganized labour whose numbers were about 90 lakh in the State. Comparing the working and employment conditions of these workers with those of the workers in the organized sector, the Board felt that immediate measures should be taken to do some thing for the former. As a follow up, it passed the following resolutions:

- ◆ Higher priority should be given to introducing social security for the unorganized workers.
- ◆ To begin with, job security with minimum wages, health care and old age benefits should be brought under the system of social security.
- ◆ Rural Development and Panchayat Raj Department should be made the nodal agency for social security for the unorganized workers.

8. While appreciating the concern and priority accorded to the need of the unorganized workers by the Planning Board, it is proposed to unfold here in greater detail a much wider system of social security to cover not only the workers in the unorganized sector but also the unemployed, old, destitute and the weak.

## **27.6 Protective Policy**

9. When one talks about social security, the reference has to be both to protective and promotional aspects. By way of protecting the interests of the weaker sections, it is now a common practice to suggest a package of safety nets to the weaker sections. The safety net package has the following components:

- ◆ Food security to the weaker sections by (i) encouraging production of food grains on a scale required by the population and (ii) distributing food grains through the public distribution system at affordable prices to these sections.
- ◆ With a view to augmenting their purchasing power, the State should generate particularly during the off season adequate number of employment opportunities for the benefit of weaker sections living in urban and rural areas.
- ◆ The State should also provide shelter and sanitation facilities, drinking water, primary education and health facilities and electricity supply by fully targeting the weaker sections.
- ◆ The most important component of the safety net is social insurance and social assistance. It is recognized that the workers in the unorganized sector are exposed to unfavourable working and employment conditions are the risk of loss of job, sickness, employment injury and old age. While the employment and working conditions of workers in the organized sector are regulated under various legislative measures and, what is more, they also benefit from an elaborate system of social insurance in the form of contributory provident fund, pension, sickness benefits, maternity benefits etc., workers in the unorganized sector do not enjoy these facilities. It is high time that the State took measures to extend a comprehensive social insurance scheme to the workers of the unorganized sector .

## 27.7 The Karnataka Unorganised Workers Welfare Bill, 2002

10. At this stage, it may be of interest to make a reference to the attempt made by the Government of Karnataka to protect the interests of the Unorganised Workers by legislation. As part of this attempt, the government has drafted the Karnataka Unorganised Workers Welfare Bill to provide welfare measures to these workers engaged in certain employments(Annexure 28.1) and for regulation of their employment conditions including health, safety and security of employment . The proposed scheme for ensuring labour welfare and social security for the unorganised workers will provide for:

- regulating employment and working conditions such as wages, hours of work, medical facilities, maternity benefits, overtime payment, leave with wages, provision for gratuity, provident fund, bonus, pension, group insurance, housing , and weekly and other holidays;
- securing to them employment guarantee subject to availability of funds; and
- constituting a welfare fund into which will be credited contributions received from the employers of the scheduled employments every month at the rate not exceeding 5% of wage payable by them(2% of the estimated cost of construction in the case of employers in construction or in maintenance of dams, bridges, roads, canals , tanks , barrages etc), a sum not exceeding Rs 100 per month from the unorganised worker and grants from the government made from time to time.
- establishment of a Board for each of the scheduled employment consisting of members nominated from time to time by the Government representing the employers, the unorganised workers and the Government with the responsibility of administrating the scheme; and
- setting up of a Social Security Authority consisting of the chief minister as chairman, the minister in charge of labour as co-chairman, the secretary to Government in charge of Labour Department as convenor, three members of the Karnataka State Legislature, one person nominated by the State Planning Board, the chief Secretary to the Government, two persons representing NGOs working for the welfare of unorganised workers and two persons representing the Boards of the scheduled employments for giving policy directions.

11. The Committee believe that once the Bill is passed and it becomes an Act, it marks a new milestone in government policy towards protecting unorganised workers who have been neglected so far in our society notwithstanding their substantial contribution to the State Net Domestic product. Further, we feel that government should not plead any alibi like constraint of resources in its contribution to the Welfare Fund and effective implementation of Employment Guarantee Schemes.

## 27.8 Promotional Policy

12. As for the promotional aspect of social security is concerned attempts should be made by the State to empower the weaker sections to benefit from the globalization policy. It may be noted that under the globalization regime, market has primacy and if one were to benefit from it, one should be capable of participating in the market process. To be able to do so, one should have resources like capital, entrepreneurship, skills, technical and managerial capabilities, and market-oriented institutional structures. Capital largely comes from savings; skills and technical capabilities are generated through education and training; and market-oriented institutional structures should be consciously built. As a means of empowering the weaker sections to participate in the market process the State, NGOs and social workers should adopt the following measures:

- ♦ Encourage saving habit among the weaker sections by creating appropriate institutional structures. Schemes such as the self-help groups with micro credit facility can play an important role in encouraging saving habit among the weaker section women. The focus should be now on the weaker section males who squander their meager earnings on liquor, gambling and celebration of festivals and social functions in style. Appropriate measures may be evolved to wean them away from such unproductive expenditure. Attempts should be made to inculcate saving habit and to mop up their savings. The local banks should strive hard to popularize the pigmy bank scheme in areas where the weaker sections are concentrated. This Committee has identified the new locations for additional bank branches and also extra Gramina Banks. These would facilitate the implementation of the Pigmy Bank Scheme suggested here.
- ♦ There should be a massive campaign to create awareness on the merits of savings and capital formation at the household level. The role of information department, small savings organization, NGOs and the temperance board is crucial in this regard. At present, all these organizations are functioning independently of each other. They should hereafter mount a coordinated effort targeting the weaker sections in particular.
- ♦ The State, with the help of experts, should identify trades which have demand potential, estimate the job potential and train weaker section youth in those trades by imparting skills and technical capabilities so that they become "employable".
- ♦ While wage employment job opportunities for which the youth are trained has its own place, attempts should be made to create an entrepreneurial class among the weaker sections especially in North Karnataka by providing entrepreneurial training. The emphasis here should be not only on imparting training on production technology but also on marketing and financial management as the latter are found to be more crucial in ensuring viability of the enterprise. After the training, the trainees should be linked with the financial institutions for credit and subsidy. The KORID project experiment carried out in Kolar may provide some guidance. But care should be taken to compulsorily discharge the trainees after the training is over and not allow them to continue as trainees indefinitely as was the case.

- ◆ Trade skills and technical capabilities apart, communication skills are in great demand in the labour market today. Many of the youth from weaker sections are rejected by the market for want of adequate English language communication skills. Providing an option to choose English medium to the school going children may be a long term solution. For the present, however, starting bridge courses in English at least in all the rural high schools may be an option the government may seriously consider. Reemployment of competent retired English teachers on some appropriate honorarium will solve the problem of scarcity of good teachers.
- ◆ Job market intelligence will help the qualified boys and girls belonging to the weaker sections. As many of the Grama Panchayats have gone computerized, job market intelligence may be reached to them through e-mail for the benefit of job seekers. Simultaneously, information on skills in demand, training facilities available, organizations to contact for further details etc., should be made available through websites. Creating websites on such topics should be the regular job of the Information Department and the Directorate of Employment and Training.

## **27.9 Women Development**

13. Gender inequality is a peculiar form of social and distributive injustice. Even though the Constitution of India grants equality to women, protects her rights and prohibits discrimination against sex under Fundamental Rights, gender bias is so deep rooted in the society, women are discriminated against men in the matter of education, employment, health care, rights and privileges. There are so many legislative provisions to safeguard the interest of women, but differentiation against women is continued in one or other form, in all communities and strata's of the society: However, the State has been empowered to take positive measures in favour of women, so as to wipe out gender-bias in various fields.

### **27.10 The Position Of Women**

14. The State has made good progress in socio-economic sectors, but the progress was tardy and not up to the mark in respect of education, health, employment of women. Even now, early marriages among females, poor nutrition, poor hygiene, multiple pregnancies, high female mortality rates up to 30 years age, low levels of literacy and education among females and high dropout rates in school education among girls are still continued more so in North Karnataka region.

15. The State and Central governments have evolved and implemented various policies and programmes towards the upliftment and welfare of women particularly belonging to weaker sections. Due to State interventions, the status of women has improved to some extent, in Karnataka as in other parts of the country, after independence. However, much remains to be done. Demographic transition and socio-economic factors prove that the position of women in the state has improved. However, it is worth noting that regional disparities are more pronounced. The status of women in North Karnataka is still worse as compared to that in South Karnataka. In the Table 27.7, ratios percentages relating to various indicators on women status have been furnished for both the regions and state. Wherever ratios not available for the regions, the ranges are given for the indicators. The data on

demographic indicators mostly relates to 1991 Census, since data for 2001 Census is not available.

**Table: 27.7 Demographic and Social indicators for Women, regionwise**

	Indicator	Reference period	South Karnataka	North Karnataka	State
1	a)Sex ratio b)Sex ratio(0-6 age years)	2001* 2001*	965 953	962 945	964 949
2	Infant mortality rate(female)	1991	30 in Dakshina Kannada district to 73 in Shimoga district.	49 in Uttara Kannada district to 75 in Dharwar district	72
3	Female child mortality rate under 5 years	1991	47 in Dakshina Kannada district to 108 in Chitradurga /Tumkur district.	69 in Uttara Kannada district to 121 in Bellary district	88
4	a)Mean age at marriage b)Gender differentiation mean age c)percentage of married females in age group 15-19 years.	1991 1991 1991	19.60 years in Mandya district to 23.40 years in Dakshina Kannada district 5.08 in Kodagu district to 7.07 years in Mandya district. 6.16% in Dakshina Kannada district to 33.06% in Mysore district[includes Chamarajnagar district also]	18.20 years in Raichur district to 20.02 years in Dharwar district 5.44 years in Uttara Kannada district to 6.37 years in Darwar district 10.39% in Uttara Kannada district to 48.24% in Bijapur district.	20.14 years 6.07 years 27.13%
5	a)Total Fertility rate b)Total mantal fertility rate	1991	2.77 in Kodagu district to 3.89 in Kolar district	3.57 in Belgaum district to 4.85 in Bellary district	3.87
6	Births of order > 2 as percentage of total births	1991	28.1% in Kodagu district to 43.7% in Chitradurga district	40.6% in Belgaum district to 56.0% in Gulbarga district.	
7	Life expectancy at birth (female)	1991	63 years in Tumkur district to 72.49 years in Dakshina Kannada district.	63.15 years in Bellary district to 69.53 in Raichur district.	63.61 years
8	Literacy rate (female)	2001*	63.52%	48.99%	57.45%
9	percentage of girl children out of school(6-14 age group)	1996-97	14.35% in Bangalore district to 40.45% in Mysore district	23.91% in Bidar district to 54.43% in Raichur district	32.74%

.....Contd

	Indicator	Reference period	South Karnataka	North Karnataka	State
10	Gross enrolment ratio (girls) (classes I - VIII )	1996-97	81.82% in Mysore district to 11 in Bangalore district.	71.08% in Raichur to 102.72% in Bidar district	87.82%
11	percentage of female teachers in primary school	1997-98	30 in Mandya district to 80 in Bangalore district	27 in Bijapur district to 57 in Uttara Kannada district	44
12	Female work participation rate	1991	27.73%	31.64%	29.39%
13	percentage of female agri. labourers to main female workers.	1991	36	65	50
14	percentage of female industrial workers to main female workers.	1991	15	4	10
15	women employees in organised sector	2001**	34%	19%	30%
16	Ratio of female agri. wage to Male agri wage.	1996	0.625 in Dakshina Kannada district to 0.936 in Shimoga district.	0.648 in Bijapur district to 0.857 in Bidar district.	0.766
17	percentage of seats won by women a)Village panchayath b)Taluk panchayath c)Zilla panchayath	1996	43.79% 40.21% 36.65%	43.35% 40.21% 36.21%	43.59% 40.21% 36.45%
18	Molestation rape per lakh female population	1996	1.376 in Tumkur district to 28.540 in Mysore district.	1.553 in Uttara Kannada district to 31.636 in Gulbarga district.	6.25%
19	Dowry deaths per lakh population.	1996	Nil in Kodagu district to 2.711 in Bangalore district.	0.107 in Uttara Kannada district to 2.839 in Gulbarga district.	0.738
20	Suicides per lakh Population (female)	1996	4.877 in Mandya district to 36.493 in Mysore district.	1.767 in Uttara Kannada district to 35.692 in Gulbarga district.	12,656
21	GDI (in range)	1991	0.414 in Mysore district to 0.615 in Kodagu district.	0.388 in Gulbarga district to 0.447 Belgaum district.	0.451

**Source:** 1. 'Human Development in Karnataka 1999'.

2. \* - Provisional Population Totals , 2001, paper I of Census Department ,Bangalore.

3. \*\* - Director , Employment and Training , Bangalore.

### 27.11 Sex Ratio

16. The sex ratio in the state is higher than that of all India throughout the twentieth century. The sex ratio in Karnataka is still adverse to women and it has continued to be so since 1891. One of the reasons for such persistence of low sex ratio seems to be higher female mortality up to the age of 34 years (SRS). The sex ratio in the state has improved from 960 in 1991 to 964 in 2001. The sex ratio of 965 in South Karnataka is a little higher than that of North Karnataka (962) and marginally higher than the state average (964). The sex ratio is adverse in all districts except Udupi, Dakshina Kannada and Hassan districts. **It is interesting to note that districts with high literacy rates such as - Udupi, Dakshina Kannada, Uttara Kannada, Hassan and Kodagu have higher sex ratios.**

### 27.12 Morbidity And Mortality

17. In the State, 12.3% of women's deaths take place between the age 15 and 24 years, against 5.9% for men. The level of morbidity (incidence of illness) and mortality (incidence of deaths) of expectant and lactating mothers is much higher in North Karnataka as compared to South Karnataka. Crude death rates are higher in North Karnataka (about 10) as compared to South Karnataka (about 8.5). The maternal morbidity rates in the State continue to be higher than the national average. The persistence of high mortality among women particularly during critical period of pregnancy and delivery may be attributed to the social and cultural practices which are deep rooted in the society. It is also due to the high level of illiteracy among females particularly in North Karnataka.

### 27.13 Age At Marriage

18. The mean age at marriage of women in Karnataka is comparatively higher than that of all India during twentieth century. The age at marriage of women in the state has improved from 15 years in 1901 to 16.1 years in 1951 to 19 years in 1981 and further to 20 years in 1991. Mean age at marriage is generally lower by 2 to 2.5 years in North Karnataka as compared to that in South Karnataka. The average difference in mean ages of marriage of males and females is to the extent of 6.5 years in South Karnataka and about 5.5 years in North Karnataka. Despite improvement in mean age at marriage, the marriages of girls in teenagers are still quite high in North Karnataka region. As per 1991 census the proportion of married females in the age group of 15-19 in North Karnataka (above 37%) is almost twice that of the proportion in South Karnataka (less than 20%). Again about 64% of the marriages taking place between 10 years and 14 years are in Bijapur, Belgaum, Gulbarga and Raichur districts.

### 27.14 Fertility

19. Fertility Rate (TFR) in Karnataka has declined from 4.4 in 1971 to 3.1 in 1991 and 2.5 in 1998 (NFHS). The TFR in the State is lower than the all India level. The higher Couple Protection Rate (defined as the percentage of eligible couples effectively protected against pregnancy) is a contributing factor in reducing the fertility. The CPR with 56% in Karnataka is higher than all India CPR (48%) in 1998. The CPR is more than 60% in almost all the districts of South Karnataka, where as it is less than 50% in the districts of North Karnataka. As such the fertility rate in South Karnataka has come down almost to the replacement level of 2.1, whereas it is still high in North Karnataka (12.9). It is planned to

reduce TFR in North Karnataka to the replacement level in 2009 A.D. Moreover, the crude birth rate is high in most of the districts in North Karnataka.

### **27.15 Expectation Of Life**

20. With the eradication of epidemic diseases, the mortality rate has come down considerably during seventies onwards. Accordingly, life expectancy of men and women has improved a lot. The life expectancy rate which was about 25.3 years in 1910, increased to 42 years for both men and women in 1951. It has further improved to 62.1 years for men and 63.3 years for women. Since then no faster growth in LEB is observed. The Life expectancy of females was quite high (more than 70 years) in Dakshina Kannada, Kodagu, Hassan and Uttara Kannada districts and it ranged between 63 years and 69 years in other districts (1991).

### **27.16 Literacy and Education**

21. As per 2001 census, the female literacy rate in the state (57.45%) is higher than that in the country (54.16%). The female literacy rate in Karnataka has gone up from 16.70% in 1961 to 44.34% in 1991 and further to 57.45% in 2001. The female literacy in North Karnataka (48.99%) is much lower than that in South Karnataka (63.52%). It is to be noted that nine districts of North Karnataka, namely, Bellary, Bidar, Gulbarga, Koppal, Raichur, Belgaum, Bagalkot, Bijapur and Gadag and seven districts of South Karnataka, namely, Bangalore (R), Chitradurga, Kolar, Tumkur, Chamarajnagar, Mandya and Mysore have literacy rates lower than the state average. The growth in literacy among females (by 13.11%) has recorded higher pace as compared to that among males (by 9.0%) in the state during the last decade (i.e 1991 - 2001). Accordingly the gap in literacy rates between males and females in the state has come down from 22.92% in 1991 to 18.84% in 2001. But still it is quite high. However, the gap in literacy rates in North Karnataka (23.25%) which is above the state level is much higher than that in South Karnataka (15.68%). Similarly dropout rates (I standard to VII standard) for girls are much higher in North Karnataka than in South Karnataka.

### **27.17 Employment**

22. Low work participation rates and lower wage rates for women are clear indicators of gender bias in labour market. Work participation rates for women and men in the State are similar to the patterns at national level. In Karnataka, women participation rate is much lower than for men. Women work participation rate was 29.3 percent which is considerably lower than 53.9 percent for men. Again, women participation rate was lower in South Karnataka (27.73%) as compared to that in North Karnataka (31.64%). The proportion of women agricultural labourers in North Karnataka (65%) was much higher than in South Karnataka (36%), where as the proportion of women industrial workers in South Karnataka (15%) was four times of that in North Karnataka (4%). The number of women entering organized sector is growing. The women employees out of the total employees in organized sector in the State was about 28 percent. The regional differences in this field are also marked. The women employees in organized sector in South Karnataka was about 34% as against 20% in North Karnataka as on March 31, 2001 (Directorate of Employment Exchange).

## 27.18 Crimes Against Women

23. Crimes committed against women including domestic violence are on the increase in the State. Nothing much has been done by the police to prevent such crimes by timely action on complaints. Atrocities and violence committed against women in one form or the other, are a universal phenomenon prevalent in every region and society irrespective of social or economic class. There are unnatural deaths of women taking place more in number, but those are not properly investigated and ultimately ended as accidental deaths. Similarly, the persons responsible for suicides and dowry deaths of women are rarely being punished and the culprits go free because of social conditioning and lack of proper investigation by police. Undoubtedly the cases of atrocities and crimes against women are under reported particularly in the backward regions / districts, which is evident from Table 27.7.

## 27.19 Empowerment Of Women

24. Empowerment of women relates to the following:

- control over resources, income, land, other assets and financial assets.
- economic participation
- access to public resources
- control over physical mobility
- access and control over political spaces
- position in law and access to legal structures and redress.

25. Women in Karnataka lack in obtaining the position in the above spheres because of the prevailing socio-economic and environmental factors which inhibit them to come up in life. The position of women in North Karnataka is still worse in the matter of empowerment.

26. An important factor in the empowerment of women is the extent of their involvement in the process of decision-making either in the government or household affairs. As per the National Family Health Survey 1997-98, about 8 percent of ever married women of the state were not involved in any decision making in the household. About 43 percent and 34 percent of ever married women do not need permission to go to the market and visit friends and relatives respectively.

## 27.20 Gender Related Development Index (GDI)

27. The concept of gender related development and its measures were introduced for the first time in UNDP's Human Development Report of 1995. It was well recognized at global level that men and women are equal partners in development efforts and reaping benefits of development. But in many countries including India, unequal status has given room for not enjoying the fruits of human development by women folk equally.

28. The Gender Related Development Index (GDI) measures the overall achievements of women and men in three dimensions of Human Development Index (HDI) - Life expectancy, educational attainment and adjusted real income - and takes note of inequalities in development of the two sexes. Adopting the concept and methodology given by UNDP, GDI values have been computed for the districts of Karnataka making use of 1991 census data (HDR in Karnataka 1999). Because of non-availability of data on age wise population

and related characteristics districtwise for 2001 census, GDI / HDI could not be computed for 2001. However, the existing data on GDI throws light on the pattern of gender development and regional variations and those are still valid even now .

**Table 27.8: Rankings of GDI for districts of Karnataka, 1991**

District	GDI Value	Rank
Bangalore Urban	0.546	3
Bangalore Rural	0.454	8
Belgaum	0.447	10
Bellary	0.409	17
Bidar	0.403	18
Bijapur	0.420	15
Chickmagalur	0.505	5
Chitradurga	0.448	9
Dakshina Kannada	0.588	2
Dharwad	0.442	11
Gulbarga	0.388	19
Hassan	0.460	7
Kodagu	0.615	1
Kolar	0.426	13
Mandya	0.423	14
Mysore	0.414	16
Raichur	0.376	20
Shimoga	0.468	6
Tumkur	0.435	12
Uttara Kannada	0.511	4
State	0.451	

**Source :** Human Development in Karnataka 1999.

29. Karnataka has performed better in gender related development and occupies seventh rank among major states. **In Karnataka, HDI values are higher than GDI values in all districts. It shows that the levels of socio-economic development of women are lower than the general level all over Karnataka.** It is to be noted that a higher level of economic development does not ensure higher gender-related development or human development. Districts of Malnad and coastal areas which have ranks lower in per capita income, have higher gender development / human development. The districts of Hyderabad-Karnataka occupy the last positions in gender development as in the case of Human Development.

### **27.21 Karnataka Mahila Abhivrudhi Yojana (KMAY)**

30. Karnataka has been the first state in the country to introduce a scheme of intersectoral allocations for women. The KMAY earmarks one-third of the resources under all schemes and programmes of various government departments for women. In all the beneficiary oriented schemes, it has to be ensured that one-third of beneficiaries should be women. Although KMAY is about 8 years old, it is hoped that as it proceeds further, it will address strategic gender needs so as to have a powerful impact on the lives of women.

31. The progress reports of Karnataka Mahila Abhivridhi Yojana in the last four years (i.e. from 1997-98 to 2000-01) reveals that almost all government development departments had earmarked one-third of the funds and also fixed physical targets for women welfare under various schemes. The performance had shown improvement from year to year. An over-all financial achievement in relation to earmarked budget (one-third) under various schemes of government departments which was 69% in 1997-98 has reached 81% in 2001 . Since the district-wise progress was not available ,the regional disparities could not be assessed.

### **27.22 Self Help Groups**

32. The concept for self help groups among women which was evolved about a decade back has become more popular. More and more number of self help groups have been formed throughout the state. Their deposits and lending rates have increased enormously.

33. The Department of Women and Child Development has been encouraging women to form Self Help Groups under ' Sthree Shakti Yojane' . As per the Progress Report of the Department for the year 2002, under this scheme, in all 75, 582 self help groups have been formed, with a total membership of 11,13056 in the state. Out of which North Karnataka and South Karnataka regions account for 44% and 56% in total number of Self Help groups and 43% and 57% in total number of membership respectively. Similarly out of the total savings of Self HelpGroups to the tune of Rs. 6315 lakhs and total loan of Rs. 466 lakhs advanced to members, a major share of about 60% in each , goes to the South Karnataka region.

### **27.23 Action Plan for Removal of Gender Differentiation and Empowerment of Women**

34. The following plan for action is suggested keeping in view, the frame work of the National Policy for the Empowerment of women, Interim Report of the Task Force on Women Empowerment in Karnataka and 'Action Plan' of the Department of Women and Child Development, particularly taking into consideration regional disparities in development of women in the state. It is suggested to implement the plan of action within a period of five years.

#### **27.23(i) General**

- Women's concerns should become central in the developmental strategy of every department and not just of Women and Child Development Department.
- It should go beyond routine earmarking of part of the departmental budget for women's schemes. The proportion of budget allotment to North Karnataka should be higher.
- Training is essential for policy makers and personnel involved in implementation of programmes. Training needs should be properly assessed in different regions of the state.

- Sensitisation is essential for officials and users especially in Hyderabad-Karnataka region.
- At present 30% of all recruitments are reserved for women. It should be ensured that women of North Karnataka should get 30% of the posts belonging to those areas.
- It should be ensured that 30% of the vacancies at all levels in Police Department and similarly 30% posts of Public Prosecutors, Munsiffs and government advocates should be filled by direct recruitment of women. 30% of the vacancies of North Karnataka should go to women of that area.
- In the Employment Exchange Offices, a separate list for women should be maintained.
- The implementation of the Dowry Prohibition Act, the Child Marriage Restraint Act and PNDT Act should be made rigorous and regularly monitored especially in North Karnataka region.
- It should be made mandatory for all urban development bodies to spend 15% of revenue receipts (minus the committed expenditure) on the programmes for women.
- APMC and such other leading organizations in IT and other industries should utilise a portion of their profits for education of girls.
- Provision should be made for one-third reservation for women on Board of Directors of all Co-operative Institutions, by amending the Co-operation Act.
- Women engaged in cottage and small scale industries and under self employment schemes should be encouraged by providing all necessary help including technical-aid. In this regard, co-operatives and NGOs should be strengthened to have network for the sale of their products particularly in North Karnataka. At the state level, State Level Women is Federation should be set up.
- Inter Departmental Standing Committee for Development of Women should be setup. It should help in effective implementation of women's programmes of all departments.
- There is a need to set up 'Karnataka Centre for Women in Politics'. This organisation should take responsibilities of building up leadership qualities among women as well as and training young women who are in politics as well as all elected women members from Gram Panchayat level to State Legislative Assembly level / parliament level.

### **27.23(ii) Social Welfare**

- Only 18 percent of pre-matric hostels in the departments of SC / ST and BCM are for girls. This percentage is low in North Karnataka. From 2002-03 onwards, of all new pre-matric hostels to be established every year, 60% of hostels in South Karnataka and 75% of hostels in North Karnataka should be earmarked for girls.
- Similarly 50% and 60% of all new post-matric hostels (SC / ST & BCM) should be for girls in South Karnataka and North Karnataka.

- Tuition should be organised for SC, ST and backward class girl students of high schools in the hostels so as to ensure all students pass the SSLC examination. The services of trained and dedicated teachers be availed of, even paying higher remuneration.
- A minimum of 50% of the scholarships should be reserved for girl students in the schools and colleges.
- In order to improve the lot of women, economic empowerment is necessary. As such 50% of all income generation schemes should be earmarked for women.
- Under Swarnima Scheme, the benefit of the scheme should be extended to 50,000 women in self help groups during 2002-03.
- Social evil like practicing 'Devadasi System' still continued in the districts of North Karnataka viz., Dharwad, Gadag, Bagalkot, Haveri, Bijapur Belgaum, Koppal, Raichur, Gulbarga and Bidar. The Karnataka State Women's Development Corporation should take up awareness campaign in the above districts and the required funds be made available.

### **27.23(iii) Health Services**

- Women mostly living in rural and slum areas often suffer from ill health because they have to do drudgery work both inside and outside the house for long hours, coupled with early marriages, poor nutrition, poor hygiene, multiple pregnancies, poor access to health care etc.
- ANM's play an important role in women's health care. ANM's jurisdiction is about 5000 population in plain areas and 3000 population in hilly areas and she covers 3-4 villages on an average by public transport. The villages in North Karnataka are spread in such way that they are at more distance from one to another and the households in coastal and Malnad areas are scattered. As such, it has become difficult for ANM to meet the health care of women. It is suggested that the present number of ANM Centres should be doubled in the above mentioned areas in 5 years period.
- Many PHCs do not have the posts of lady Medical Officers and the Staff Nurses. As such, no proper care is taken of the diseases of women and particularly complications arising from pregnancies and deliveries. It is suggested to create one staff nurse's post in each PHC and to cover 50% of PHCs in North Karnataka and 1/3 of PHCs in South Karnataka by lady Medical Officers in a span of 5 years.
- There is a need for intensive and extensive campaign of IEC and also creating awareness about AIDS especially in North Karnataka region.
- Under family planning, it is suggested to cover at least 25% of sterilization cases by vasectomies. At present it is less than 1%.
- The implementation of the PNDT Act should be made more rigorous. A publicity campaign should be taken up against female foeticide.

- There is a great need to take up sensitization of medical personnel to issues of domestic violence, especially in North Karnataka.

### **27.23(iv) Education**

35. In order to realize the objective of universal education in the age group of 6-14 years the following steps are necessary.

- 50% of the total strength of teachers in primary, higher primary and high schools should be women. This pattern should be ensured in each district / taluk.
- Lack of sanitation facilities inhibits the girl students from attending school, especially high school. All government and corporation schools should have separate toilets for girls (at least one in each school) by March 2004.
- All Grant-In-Aid Schools should have toilet facilities for boys and girls separately to be eligible for receiving grants.
- In order to encourage girl students to continue their education up to tenth standard in the seven educationally backward districts of North Karnataka, there is a need for setting up of one high school for girls with a hostel, in every taluk in these districts.
- All girls studying in rural areas of the seven educationally backward districts, should be given attendance scholarships.
- There should be 30% reservation for girls in all professional colleges.
- An institute may be set at Gulbarga to coach / train women of North Karnataka to prepare for I.A.S and K.A.S examinations.
- On the lines of SNTD at Mumbai and Padmawathi Mahila University at Tirupathi, two separate universities for women one at Bangalore / Mysore and another at Gulbarga / Belgaum be set up in the State also.

### **27.23(v) Rural Development Panchayat Raj**

- 15% of the untied funds of the Gram Panchayats should be earmarked for women's programmes.
- Funds available under the Swarnajayanti Gram Swarozgar Yojana should be made available to women's self help groups.
- 50% of vacancies of gram panchayats secretaries should be filled by women.

### **27.24 Nodal Agency**

36. In order to monitor and co-ordinate the various programmes and policies relating to women in various departments, there should be strong 'Nodal Agency'. It is suggested that Department of Women and Child Development be made as Nodal Agency.

## Annexure 27.1

### Scheduled Employments

1. Employment in agarbathi rolling.
2. Employment as labour in agriculture, horticulture and floriculture, sericulture and in arecanut garden.
3. Employment in agro-processing including fruit and vegetable processing.
4. Employment in automobile workshops/guarages.
5. Employment in arrack shops.
6. Employment in basket making, mat making, bamboo and cane works.
7. Employment in beedi making but not covered under the Beedi and Cigar (Conditions of Employment) Act, 1966.
8. Employment in bidri works.
9. Employment in blacksmithy.
10. Employment in bleaching, dyeing and printing.
11. Employment in breweries and wineries and distilleries.
12. Employment in brick/tile manufacturing.
13. Employment in carpentary and saw mills.
14. Employment in cashewnut industry.
15. Employment in manufacture of cement products including pots, pipes, poles and sanitary fittings.
16. Employment in clubs including markers at playgrounds and caddies in golf club.
17. Employment in coffee curing works.
18. Employment in coir industry and coconut peeling.
19. Employment in collection of forest product.
20. Employment in all kinds of construction and / or maintenance of dams, bridges, canals, roads, tanks, barrages including demolitions, alterations, renovations and repairs etc;
21. Employment in cotton ginning and pressing.
22. Employment in cycle stand and parking areas.
23. Employment in diary and diary products.
24. Employment in docks/ports, but not employed by dock/port authorities.
25. Employment in domestic work including cooking, baby sitting, nursing of sick and disabled etc.
26. Employment in engineering works - iron and steel fabrication and furniture, etc.
27. Employment in film studios and theatres.
28. Employment in fishing industry.
29. Employment in flour mills, oil mills, dhal mills, rice mills and puffed rice mills(avalakki).

30. Employment in food products including biscuits and confectionery and food material packing.
31. Employment in gardening.
32. Employment in gold, silver, bronze article manufacturing, including jewellery and imitate jewellery.
33. Employment in hair dressing and beauty parlour.
34. Employment in handicrafts and toy making.
35. Employment in handlooms and powerlooms.
36. Employment in private hospitals nursing homes and clinics.
37. Employment in hostels.
38. Employment in hotels/restaurants/catering establishments/canteens/sweet shops/bakeries and public eating places.
39. Employment in juice and fruit stalls.
40. Employment in kirani shops.
41. Employment in laboratories and blood banks.
42. Employment in laundry and washing of clothes.
43. Employment in house delivery of liquid petroleum gas cylinders.
44. Employment in connection with loading and unloading, weighing and measuring, stacking, packing, cleaning, sorting, carrying and filling of any goods including food grains, pulses, oilseeds, all types of vegetables, fruits, flowers, cotton and stitching of such bags, carrying, weighing, measuring or such other manual work including work preparatory or incidental to such operations:
  - I) in any market or shop or depot, or factory or warehouse or godown or any other establishment.
  - II) in any market constituted under the Karnataka Agricultural Produce Marketing (Regulation) Act, 1996 but not employed by Market Committees.
  - III) railway yards and godsheds, railway stations but not employed by the railway authorities.
  - IV) bus stands and bus stations but not employed by State Public Sector Transport Undertakings.
  - V) employment in loading and unloading of sand, bricks, tiles, gravel/earth construction material.
45. Employment in meat and chicken shops.
46. Employment in door delivery of newspapers
47. Employment in papad and pickle making.
48. Employment in construction of pandals and tents.
49. Employment in petrol and diesel pumps.
50. Employment in plantation not covered under the Plantation Labour Act, 1951.
51. Employment in plumbing/sanitary works and electrical works.
52. Employment in poultry/piggery farming.
53. Employment in printing press.

54. Employment in public transport including bullock carts , auto rickshaws , good carriers and taxis/ cycle rickshaws/tongas.
55. Employment in rag picking/waste paper collection/scrap/ domestic waste collection.
56. Employment in salt pans.
57. Employment in security - watch and ward (Security Guards).
58. Employment in sericulture processing.
59. Employment in shops and establishments , including textile shops.
60. Employment in slaughtering houses and abators.
61. Employment in stone breaking or stone crushing excluding those covered under the Mines Act, 1952.
62. Employment in street vending and hawking.
63. Employment in tailoring, embroidery and garment making.
64. Employment in tanneries, leather goods and footwear manufacturing.
65. Employment in vegetable shops.
66. Employment in water supply.
67. Employment in wood carving and carpentary and furniture works, saw mills, timber depots, plywood establishments.