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## **Government policies and interventions for Development**

Government policies and interventions for development in various sectors and issues arising out of their design and implementation. India is developing country and has implemented growth strategies in different sectors to enhance its economic status. At global scale. It has continually shown high growth rate during the post-liberalisation period through the execution of economic reforms in the beginning of 1990s. After independence, development of the country and the community has always been the major objective of the government. It has attained excellence in several key areas that range from information technology and pharmaceuticals to automotive parts, and is currently considered as one of the rapidly growing economies of the world. Though India has gained success in some areas and there is positive developments, it is still among the countries with some of the lowest indicators of human development. The levels of malnutrition, illiteracy and poverty are unsatisfactorily high in India. There are numerous issues like the increase in income disparities and regional discrepancies which disrupt the growth of nation. Though employment opportunities have increased but the jobs created are not of high quality. Although there has been an increase in several social services like health, nutrition and education, the quality of most of these services remains poor in most of the rural areas. Major issue is irresistible majority of the population deprived of basic social protection. Policy-makers are facing with inconsistency in the persistence of deprivations and increasing uncertainties among majority of public in growing wealth and prosperity for some groups. The Constitution of India authorised the Government to establish a democratic social order to secure the people and provide social, economic and political justice. Therefore, the country embarked onto a path of planned socio-economic development to attain the goals of justice. However, the patterns of development have changed with time based on experiences. During the early decades, development was considered in terms of economic development and the importance was on a growing public sector with huge investments in basic and heavy industries. Major objectives of development were formulated and prioritized by a centralized planning system. Actually, it was basically a 'government-led, bureaucracy managed and expert-guided' enterprise. Main aim of government for development was to attain material affluence through economic, industrial and infrastructural development. This basic approach to development continued to guide policy makers for the subsequent few decades until new realizations started dawning upon them.

Mahbubul Haq, the originator of the UN's HDR stated that "The basic purpose of development is to enlarge people's choices". It means creating and permitting environment for them to exercise choices. Any development strategy, must aim at human development by focusing on facilitating greater access to knowledge; Better nutrition and health services; More secure livelihoods; Security against crime and physical violence; Satisfying leisurely hours; Political and cultural freedoms; and A sense of participation in community activities. Likewise, Nobel laureate, Prof. Amartya Sen specified that "development meant expansion of human freedoms, i.e. enhancement of the capacity of individuals to fully lead the 'kind of lives they value'".

It has been said by economists that if certain basic rights of the individuals, such as right to elementary education, right to basic health care, right to work are secured then there will be rapid growth of country. In other words, development must move beyond economic growth. It must incorporate major social goals such as reducing poverty, enhanced opportunities for better education and health and, in general improved quality of life.

Experts have categorized some areas where government has to play a vital role:

- Creating a good policy environment for economic growth which is investor-friendly and supportive of inclusive growth. Such a policy environment will allow the creative spirit of farmers and entrepreneurs to get full expression. Creating such a policy environment will include Macro-economic stability, Efficient functioning of markets, Good financial system for allocating financial resources, Good governance with emphasis on transparency, accountability and rule of law.
  - Developing the critical infrastructure: It is required in both rural and urban areas to support broad and inclusive growth.
  - Introducing special programmes: For livelihood support for the poor and the vulnerable, aimed at directly improving their income earning capabilities and at mainstreaming them in the overall growth process.
  - Social development: It must be ensured that every inhabitant must have access to essential public services of acceptable quality in health, education, skill-development, safe drinking water, sanitation

Furthermore, in many of these areas of governmental interventions, the state governments have the major implementing role.

The government of India has following strategy to improve the effectiveness of its interventions.

1. One of the strategies has been to target specific services. For instance, during the last decade, a number of programmes were initiated that aimed at improving the social services, or services relating to health, education and income opportunities for less advantaged in society, such as MGNREGA, NRHM, SSA, ICDS. Additionally, focus on social sector development will also address the objectives of human development and inclusive justice.
2. Another related strategy is the identification of the concentration of deficiencies among certain socio-economic groups, geographic groupings, gender, and demographic classes. This recognition has led to targeting of programmes to specific groups of populace.
3. Since convergence of interventions also improves the effectiveness of each intervention, government has gone about a multi-pronged intervention strategy. Such as offering access to health as well as education together with laying down critical infrastructure addresses multiple deficiencies concurrently.
4. Other strategy of government is to make better institutional arrangements and espousal of innovative technology solutions for effective and efficient service delivery. For instance, e-governance, DBT, PPP mode, partnering with NGOs.
5. Establishing collaboration between public and private sector providers of social services.

Numerous flagship schemes were launched towards development of Social Sector including rural development. According to the 12th Plan document, "Economic growth, though important but cannot be an end in itself. Higher standards of living as well as of development opportunities for all, stemming from the greater resources generated by economic growth, are the ultimate aim of development policy of the government." Therefore, Government's policy documents recognise that ultimate objective of development is to guarantee improvement in incomes and living standards for the citizens. Government can accomplish this tough objective through quicker economic growth accompanied by economic and social support programmes.

## Policies and Interventions for Development in various sectors:

In earlier period, there was more focus of government to accumulate wealth. Economic growth itself was regarded as the function of capital inputs in the decades of 80s. The main quest of economic policy was to organize the resources required for

achieving a desired rate of growth. Acceleration in the rate of growth was supposed to take care of both economic and social problems. Several contemporary developmental economists such as Mahboob-ul-Haq, Amartya Sen, Joseph Stiglitz and others stressed the failures of governance in terms of human and social development in the developing world including India. When evaluating the various sector development, the social sector development involves the following constituents:

1. Poverty alleviation and employment generation
2. Access to education
3. Access to improved health services and public health
4. Development of critical rural infrastructure, e.g. rural roads, housing, sanitation, availability of safe drinking water, electricity etc.
5. Urban infrastructure, housing, sanitation, sewage, waste disposal, urban transport etc.
6. Skill development for better livelihood means
7. Enhanced social security
8. Development of backward regions/ district in the country

### **Major Governmental Interventions in the Social Sector are as follows:**

**Health:** The immediate policy objective in health sector is to follow an inclusive approach towards healthcare that included equitable and comprehensive individual healthcare, improved sanitation, clean drinking water, nutritious food, hygiene, good feeding practices, and development of delivery systems responsive to the needs of the people.

### **Governmental Interventions in Health Arena are as follow:**

1. NRHM/NHM: The NRHM launched during the 10th Plan , made an important start in expanding health care facilities in rural areas. The Rashtriya Swasthya Bima Yojana (RSBY) was launched in October 2007 to offer health insurance cover to BPL families. This has been an important step in supplementing the efforts being made to provide quality healthcare to the poor and underprivileged population. It provides cashless health insurance cover up to Rs 30,000 per annum per family.
2. JSY (Janani Suraksha Yojana): This scheme was launched to promote institutional deliveries, the scheme provides cash incentives to expectant mothers who opt for institutional deliveries. JSY is being proposed by way of modifying the existing National Maternity Benefit Scheme (NMBS) under National Rural Health Mission (NRHM) and is fully funded by

GOI. Under this scheme, all pregnant women belonging to the below poverty line (BPL) households and of the age of 19 years or above for up to two live births are benefited. Benefits would be extended to a woman belonging to a BPL family even after a third live birth if the mother of her own accord chooses to undergo sterilisation immediately after the delivery.

3. National Vector-Borne Disease Control Programme
4. PMSSY (Pradhan Mantri Swasthya Suraksha Yojana): The programme is visualised to correct the imbalances in availability of affordable or reliable tertiary level health care in the country in general and to enhance facilities for quality medical education in the under-served states. This involves establishing of big health institutions like AIIMS and upgrading certain existing institutions across various states.
5. AYUSH (Aayurveda, Yoga & Naturopathy, Unani, Siddhi, Homoeopathy): Mainstreaming AYUSH into health services at all levels was also an important strategy for the 11th Plan.

Currently, India's health care system include combination of public and private sector providers of health services. Networks of health care facilities at the primary, secondary and tertiary level, run mainly by State Governments, provide free or very low cost medical services. There is also an extensive private health care sector, covering the entire range from individual doctors and their clinics, to general hospitals and super specialty hospitals.

## Issues

Though government has effectual polices in health care, there are numerous issues in implementing schemes. Availability of health care services both in public and private sectors taken together is quantitatively insufficient due to huge unavailability of healthcare specialists. Another concern is affordability of health care which pose serious problem for the majority of the population, especially in tertiary care and due to government's over reliance on private provision of healthcare. It has been observed that Quality of healthcare services varies significantly in both the public and private sectors. Though there has been action on curative healthcare, but there are no adequate and effective interventions in the sphere of public health that will include preventive healthcare, such as provision of safe drinking water supply, improved sanitation, immunization, nutritious food, hygiene, and good feeding practices. Other issues related to health care are that Health personnel not well-trained, Initiatives towards community empowerment, improving monitoring and accountability not effective, most of the public health institutions are not well-equipped to conduct deliveries, and Utilization of public facilities for chronic disease remains low.

## **Education**

In India, there is growing rate of young population and government put more emphasis to offer better facilities to equip youth for future development of country. School education and literacy was accorded a very high priority in the 11th Plan as an instrument for achieving human development and inclusive growth. Recognising the importance of education in national development, the 12th Plan also puts an extraordinary focus on the expansion of education, on significantly improving the quality of education imparted and on ensuring that educational opportunities are available to all segments of the society. Government's policy in the field of education has been to increase access to education at all three levels such as elementary, secondary and post-secondary and also improve the quality of education. The four main priorities for education policy have been

1. Access to education,
2. Equity in education
3. Quality education
4. Governance

### **Following are the initiative of government in the field of education:**

**1.RTE (Right to Education):** For national development, India has been committed to offer free and compulsory education to all children. Indian Parliament has enacted a legislation (RTE Act, 2009) making free and compulsory education a Right of every child in the age group 6-14 years which has come into force from 1st April, 2010. This act has following attributes:

1. Every child in the age group of 6-14 has the right to free and compulsory education in a neighbourhood school, till the completion of elementary education.
2. It makes provisions for a non-admitted child to be admitted to a class appropriate to his age.
3. Private schools will have to take 25% of their class strength from the weaker section and the disadvantaged group of the society through a random selection process. Government provides fund for education of these children.
4. No seats in this quota can be left vacant. These children will be treated on par with all the other children in the school and subsidized by the State at the rate of average per learner costs in the government schools (unless the per learner costs in the private school are lower).

5. All schools will have to prescribe to norms and standards laid out in the Act and no school that does not fulfil these standards within 3 years will be allowed to function.
6. All private schools will have to apply for recognition, failing which they will be penalized to the tune of Rs 1 lakh and if they still continue to function will be liable to pay Rs 10,000 per day as fine.
7. Norms and standards of teacher qualification and training are also being laid down by an Academic Authority. Teachers in all schools will have to subscribe to these norms within 5 years.
8. No donation and capitation fee is allowed.
9. No admission test or interview either for child or parents.
10. No child can be held back, expelled and required to pass the board examination till the completion of elementary education.
11. There is provision for establishment of commissions to supervise the implementation of the act.
12. A fixed pupil and teacher ratio (PTR) is to be maintained.
13. All schools have to adhere to rules and regulations laid down in this act, failing which the school will not be allowed to function. Three years suspension period has been provided to school to implement all that is required of them.
14. Norms for teachers training and qualifications are also clearly mentioned in the act.
15. All schools except private unaided schools are to be managed by School management Committees with 75% of parents and guardians as members.

### **Major issues for this program are as follows:**

First is the Psychological Uncertainty. There has been a sense of insecurity into the minds of people from all the sections of society on the clause pertaining to reservation of 25 per cent of seats for children with disadvantaged background. While parents have raised concern against the behavioural traits their child is likely to learn on mixing with children from underprivileged background and the long term impact of such an environment later in life. Teachers are worried on the issue of handling children with different academic credentials, home environment and cultural backgrounds and have expressed their incapability to do so.

Though the enactment of The Right to Free and Compulsory Education Act, 2009 which guarantees free and compulsory education, several schools are charging capitation fees for education in pre-primary. They are also interviewing parents and/or children. Parents also complaints that several

schools took their interview and asked questions about their family income, car, income certificates, pan card details and even the size of their flats, one of the schools even asked parents to get a character clearance certificate from the local police station. Other issue is teachers training. The existing teacher's training and education programs are not good to meet the contemporary understanding of students' needs.

**2. SSA (Sarva Shiksha Abhiyan):** The already running Sarva Shiksha Abhiyan (SSA) towards universalisation of primary education has been integrated with RTE Act. This scheme is one of India's major programmes, which addresses the national resolve of universalizing the elementary education (UEE). Major objective of this scheme are mentioned below:

1. To provide useful and relevant elementary education for all children in the age group of 6-14 years.
2. To bridge the social, regional and gender gaps with active participation of community in the management of schools.
3. To inspire enrolment of girls and teacher training.
4. Achieve significant enhancement in learning levels of children.

### Main Attributes of Sarva Shiksha Abhiyan

- i. The programme covers all states and UTs.
- ii. SSA focuses on girl's education through the NPEGEL (National Programme for Education of Girls at Elementary Level) and KGBVs (Kasturba Gandhi Balika Vidyalayas).
- iii. SSA targets the geographical areas in districts and blocks with predominance of SC, ST, OBC and Minority population in the matter of allocation of funds and school infrastructure to promote education of those who were deprived of education on account of economic and social backwardness.

**3. MDMS (Mid-Day Meal Scheme):** MDMS is the major programme that provides cooked mid-day meal to children. In keeping with the Constitutional provisions to raise the level of nutrition of children and allow them to develop in a healthy manner, the National Programme of Nutritional Support to Primary Education (NP-NSPE) was launched as a CSS in 1995. But there are several issues in implementation of the MDMS such as;

1. Wide variations in enrolment, attendance and actual coverage of children.
2. Discrepancy of food grains and cash fund utilisation.

3. Lack of controls over the quantity and quality of meals.
4. Irregular and uncertain supply of meals.
5. Poor quality of grains in certain States.

Major issue of this program is improper food preparation which causes ill health and sometimes death of children. Other issues range from delayed payments, poor food quality, worms in the food, cooks not receiving pay and food not being delivered or being wasted. There is even embezzlement of the money by way of fake enrolments.

**4. Sakshar Bharat (National Mission on Female Literacy:** an adult education programme): Saakshar Bharat has been articulated in 2009 with the objective of achieving 80% literacy level by 2012 at national level, by focusing on adult women literacy seeking to reduce the gap between male and female literacy to not more than 10 percentage points . The mission has four broader objectives, namely imparting functional literacy and numeracy to non-literates; acquiring equivalency to formal educational system; imparting relevant skill development programme; and promote a leaning society by providing opportunities for continuing education.

**5. RMSY (Rashtriya Madhyamik Shiksha Abhiyan):** It has been launched recently as a step to universalize secondary education. Concurrently, efforts are being made to create a robust and massive system of higher and technical education. This is a major scheme launched in March 2009. It has the following objectives:-

- i. Making secondary education of good quality, available, accessible, and affordable to all young persons in the age group of 15 –16 years.
- ii. Removing gender, socio-economic, and disability barriers (i.e. to promote the inclusive agenda).
- iii. Making all secondary schools conform to prescribed norms.
- iv. Achieving a GER (Gross Enrolment Ratio) of 75 % in secondary education in a period of five years.
- v. Providing universal access to secondary level education by 2017.
- vi. Universal retention by 2020.

**6. Model School Scheme:** The Model School scheme aims to offer quality education to talented rural children through setting up of 6,000 model schools at the rate of one school per block as benchmark of excellence. The scheme has the following objectives:

1. To have at least one good quality senior secondary school in every block.

2. To have a pace setting role.
3. To try out innovative curriculum and pedagogy.
4. To be a model in infrastructure, curriculum, evaluation and school governance.

**7. RUSA (Rashtriya Uchchatar Shiksha Abhiyan):** Rashtriya Uchchatar Shiksha Abhiyan (RUSA) is a Centrally Sponsored Scheme, launched in 2013 aims at providing strategic funding to eligible state higher educational institutions. The central funding (in the ratio of 65:35 for general category States and 90:10 for special category states) would be norm based and outcome dependent. The funding would flow from the central ministry through the state governments/union territories to the State Higher Education Councils before reaching the identified institutions. The funding to states would be made on the basis of critical appraisal of State Higher Education Plans, which would describe each state's strategy to address issues of equity, access and excellence in higher education. Major objectives of this scheme are to:

1. Improve the overall quality of state institutions by ensuring conformity to prescribed norms and standards and adopt accreditation as a mandatory quality assurance framework.
2. Usher transformative reforms in the state higher education system by creating a facilitating institutional structure for planning and monitoring at the state level, promoting autonomy in State Universities and improving governance in institutions.
3. Ensure reforms in the affiliation, academic and examination systems.
4. Ensure adequate availability of quality faculty in all higher educational institutions and ensure capacity building at all levels of employment.
5. Create an enabling atmosphere in the higher educational institutions to devote themselves to research and innovations.
6. Expand the institutional base by creating additional capacity in existing institutions and establishing new institutions, in order to achieve enrolment targets ([mhrd.gov.in/rusa](http://mhrd.gov.in/rusa)).

**Skill development:** The Skill Development Mission has been launched to skill at least 50 million individuals by the end of the 12th Plan. Skill development programmes in the past have been run mainly by the government, with inadequate connection to market demand. To make sure that skills match demand, special efforts are needed to ensure that employers and enterprises play an integral role in the conception and implementation of vocational training programmes, including managing Industrial Training Institutes (ITIs) and in the development of faculty. A three-tier institutional structure has been set up to take forward the Skill Development Mission, which is as follows:

1. The Prime Minister's National Council on Skill Development
2. The National Skill Development Coordination Board
3. The National Skill Development Corporation

National Skill Development Mission: 'National Skill Development Initiative will authorize all individuals through improved skills, knowledge, nationally and internationally recognized qualifications to gain access to decent employment and ensure India's competitiveness in the global market'.

**Major objectives of this program are as follows:**

1. Create opportunities for all to acquire skills throughout life, and especially for youth, women, and disadvantaged groups.
2. Promote commitment by all stakeholders to own skill development.
3. Develop a high-quality skilled workforce relevant to current and emerging market needs.
4. Enable establishment of flexible delivery mechanisms that respond to the characteristics of a wide range of needs of stakeholders.
5. Enable effective coordination between different ministries, the Centre and states, and public and private provider.

**Major functions of proposed National Skill Development Authority:**

1. To launch a National Skill Development Mission to, inter alia, skill 5 crore persons during the Twelfth Plan through appropriate strategies, including support to State Governments/State Skill Missions, and for active engagement with the private sector, NGOs and so on.
2. To lay down strategies, financing and governance models to expedite skill development activities and coordinate standards of skill development working in close coordination with regulators concerned like NCVT, AICTE, Sector Skill Councils.
3. To assist Central Ministries in enhancing their skill development capacities.
4. To act as a nodal agency for guiding State Skill Development Missions and providing funds to them to increase level of skill development activities.
5. To act as the nodal agency for the launch and operations of National Skills Qualifications Framework (NSQF) and keeping the NSQF constantly updated and ensuring its implementation of the same.
6. To monitor, evaluate and analyse the outcomes of various schemes and programmes relating to skill development through a technology-enabled national monitoring system, and suggest/initiate mid-course corrections,

additions and closure of parts or whole of any particular programme/scheme.

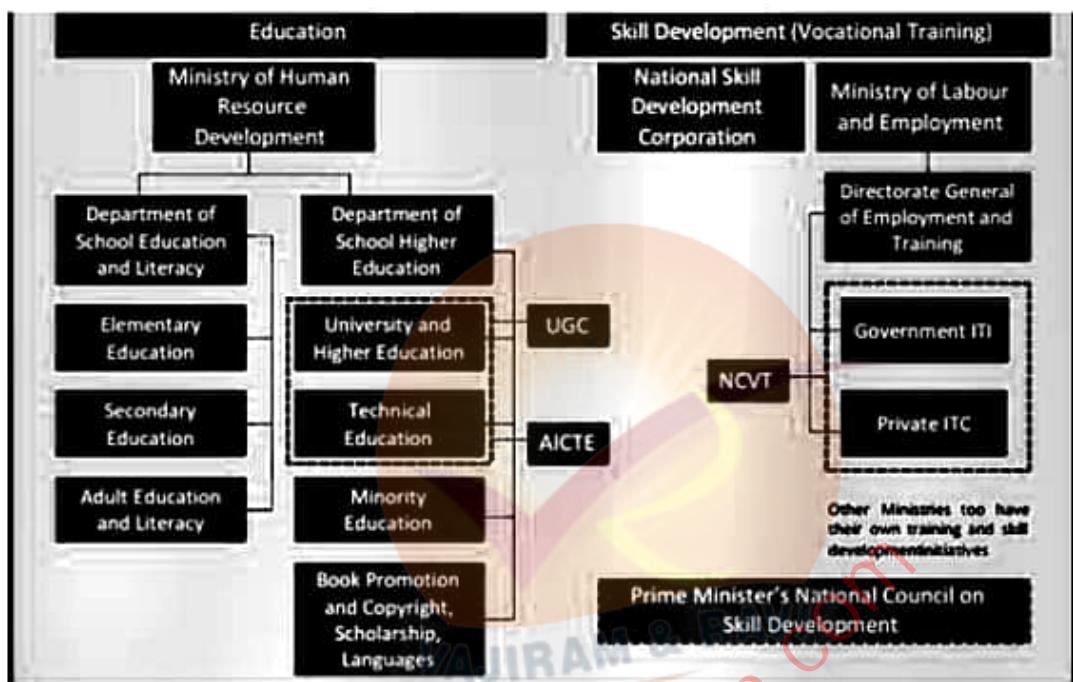
7. Promote greater use of Technology in the area of Skill Development.
8. To oversee the advocacy campaign to ensure that aspirational aspect and enrolment in skill development programmes continue to rise.
9. To advise as well as take required measures in various matters related to skill development like training of trainers, apprenticeship training, assessment, accreditation, certification systems and national occupational standards.
10. Discharge any other functions and assume any other responsibility related to skill development as may be assigned to it by the Government of India.
11. Overseeing and supporting the on-going skill development efforts of Central and State/UTs Ministries and Departments and ensure that the estimated training target during the Plan is achieved.

#### **Issues:**

The first problem in the skill acquisition process is under-investment by all stakeholders. This is because the cost of skill acquisition exceeds the benefit to any single stakeholder. Since the benefits of skill attainment do not accrue exclusively to the trainees, It can be viewed that training as a public good and formulate the unwillingness to invest in skill acquisition or the under-provision of training as the free rider problem. Another issue is that Students are unwilling to invest because they do not fully understand the benefits of acquiring training and are not assured of jobs on completion of the training program. It is also observed that Employers or private firms are unwilling to invest in training employees or contributing towards training the unemployed due to the possibility of the trainee choosing to work for another firm after training. The skills imparted by the training institutes are not sufficiently relevant to the industry, which makes them reluctant to recruit graduates from such institutes. According to the 11th Five Year Plan document, India has about 5,114 Industrial Training Institutes (ITIs). Additionally, the Central Government provides training for topics like electronics and process instrumentation through six Advanced Training Institutes (ATIs). However, none of the courses cater to people who have not completed Class 8. The existing infrastructure is totally insufficient considering the projected demand for skilled labour. There are also acute regional differences in the spread of ITIs and ITCs, with over half of them located in the southern states. The employment in skill institutes like ITIs, ITCs and polytechnics, has remained relatively low. Private skill institutes often face very high drop-out rates, in excess of 50% at some institutes. One of the major challenges faced by skill institutes is the lack of good trainers. Student-teacher ratios vary from 9 to 50 at

different ITIs depending on capacity utilization. Other issue is that the current formal education system provides limited options for vocational training, while vocational training systems have limited options involving mathematics and language learning. This lack of options makes it difficult for a candidate enrolled in the formal education system to get industry relevant skills and leaves a person enrolled in vocational training with limited soft skills.

### Structural Framework of the Education and Skill Development Sector in India



**4. Rural development:** Rural development is the priority of Indian government for enhancement of nation. Government has made the development efforts to create adequate livelihood opportunities and providing for a better quality life of the poor populace. The 12th plan focuses on enlargement of income opportunities in the farm sector and a progressive absorption into non-agricultural activity as one of the strongest method to lessen rural poverty.

Government programs under rural development include the following:

1. Employment programmes, for example the MGNREGA and the SGSY/NRLM:

The achievements of MGNREGA include following:

1. The share of SC/ST families in the work provided under MGNREGA has been 55 % and 45 % of workers are women.

2. Average wages of workers have gone up by 54 per cent over the last five years and wages have now been so indexed that workers will be protected from the ravages of inflation.
3. Approximately, 10 crore bank/post office accounts of poorest people have been opened and around 80 per cent of MGNREGA payments are made through this route, an unprecedented step in the direction of financial inclusion.
4. Distress migration has been stopped in several areas. Some State Governments have been leaders in this and the National Consortium of Civil Society Organisations on MGNREGA has also set up examples of excellent work.
5. The programme created in rural areas and the operation of the Keynesian multiplier played a crucial role in generating demand for industry during the time of the recession and assisted in our comparatively faster emergence out of it.

Issues of its design and implementation are Lack of flexibility with respect to choice of work, does not result in creation of durable and valuable assets, poor quality work, not truly 'demand- driven' work, not-so-successful in preventing distress migration.

Another effective program, NRLM is the restructured form of the Swarnjayanti Gram Swarozgar Yojana (SGSY) that was launched in April 1999 after reforming the IRDP and allied programmes. It is a type of self-employment programme which has objective to offer sustainable income to rural BPL families. Main features of NRLM include Social mobilization, Institution building, Financial inclusion, Livelihoods promotion, Convergence and partnerships.

**Issues of SGSY:** The SGSY policy was that the poor need to be structured and their capacities built up systematically so that they can access self-employment opportunities. In the 10 years of implementing SGSY, there is a widespread acceptance in the country of the need for poor to be organised into SHGs and SHG federations as a prerequisite for their poverty reduction.

**2. Bharat Nirman:** This flagship program was launched by government of India during 2005-06, to build infrastructure particularly in rural India. This programme was a time-bound business plan implemented in partnership with State Governments and PRIs over a period of four years from 2005-06 to 2008-09. The programme had following components:

- i. Rural housing

- ii. Rural connectivity
- iii. Rural water supply
- iv. Rural telecommunication connectivity
- v. Irrigation

**3. Housing via the Indira Awaas Yojana (IAY):** Indira Awas Yojana which has been in operation since 1985-86, has been brought under Bharat Nirman. An effectual scheme provide houses for BPL families in rural areas. Major issue with this scheme is that there has been continuous problem of shelter-less-ness in rural India on a large scale despite such ambitious programmes & schemes. Quality of housing has not been acceptable.

**4. Sanitation through the Total Sanitation Campaign (TSC):** The main objectives of the TSC are as follows:

- i. Bring about an improvement in the general quality of life in the rural areas.
- ii. Accelerate sanitation coverage in rural areas to access to toilets to all.
- iii. Motivate communities and PRIs promoting sustainable sanitation facilities through awareness creation and health education.
- iv. In rural areas, cover schools and Anganwadis , with sanitation facilities and promote hygiene education and sanitary habits among students.
- v. Encourage cost effective and appropriate technologies for ecologically safe and sustainable sanitation.
- vi. Develop community managed environmental sanitation systems focusing on solid & liquid waste management.

**Major issues of this scheme include:**

- 1. Continued open defecation by over 600 million people
- 2. Less of technology options.
- 3. Poor funding.
- 4. Absence of a dedicated implementation agency.
- 5. The powerful element of TSC is the emphasis on IEC (Information, Education and Communication) activities to bring about behavioural change and a real demand for improved sanitation. Unfortunately, this has been ignored in implementation.

**5. Provision of drinking water:** It is provided through the National Rural Drinking Water Programme (NRDWP). This program concentrate on following factors:

1. Moving forward from achieving habitation level coverage towards household level drinking water coverage.
2. Moving away from over dependence on single drinking water source to multiple sources, through conjunctive use of surface water, groundwater and rainwater harvesting.
3. Ensuring sustainability in drinking water schemes and preventing slip back.
4. Encouraging water conservation methods including revival of traditional water bodies.
5. Convergence of all water conservation programmes at the village level.
6. Ensuring household level drinking water security through water budgeting and preparation of village water security plans.
7. Deliberately moving away from high cost treatment technologies for tackling arsenic and fluoride contamination to the development of alternative sources in respect of arsenic contamination and alternate sources/dilution of aquifers through rainwater harvesting for tackling fluoride contamination.
8. Developing the capability of preliminary drinking water testing at the Gram Panchayat level.
9. Establishing Water Testing Laboratory facilities with respect to drinking water, at the district and subdivision level.
10. Linking of Water Quality Monitoring & Surveillance with the Jalmani guidelines for implementation of standalone drinking water purification systems in rural schools.
11. Encouraging handing over of management of rural drinking water schemes (RWS) to the Panchayati Raj Institutions (incentive of 10% of the NRDWP allocation for the States that transfer the management, is introduced).

**6. Watershed development:** It can be done through the Integrated Watershed Management Programme (IWMP). The benefit of this program are to increase in availability of surface water and groundwater, changes in cropping pattern from one to two crops annually, increase in fodder availability, increase in milk yield, and increase in agriculture.

**7. Road connectivity:** The Pradhan Mantri Gram Sadak Yojana (PMGSY) is implemented to fulfil this goal. This program was launched on 25 December 2000 as a fully-funded CSS to provide road connectivity in rural areas of the country.

**8. Electrification:** There is the Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY) for this. This scheme was launched by the Government of India in

April 2005 as a comprehensive scheme for providing access of electricity to all rural households. The scheme involved electrification of all un-electrified villages and a free connection for BPL households.

**9. Social security:** It can be provided through the National Social Assistance Programme (NSAP), the Indira Gandhi National Widow Pension Scheme (IGNWPS), and the Indira Gandhi National Disability Pension Scheme (IGNDPS).

**Women and child development:** The Eleventh Plan acknowledged women as change agents and understand the rights of children regardless of vulnerabilities of their class, caste, religion, ethnicity, regional, and gender status. The Plan anticipated inclusive growth and encouraged to stop the exclusion and discrimination faced by women and children.

There are many programs run by government in this area:

**1. ICDS -implemented by MoWCD:** The ICDS programme for children and pregnant and lactating women, is the world's largest programme for early childhood development and care. The services offered by ICDS include:

1. Supplementary nutrition.
2. Non-formal pre-school education.
3. Immunization.
4. Health check-ups.
5. Referral services.
6. Nutrition and health education.

**2. Sabala/RGSEAG (Rajiv Gandhi Scheme for Empowerment of Adolescent Girls):** The morbidity and mortality rates for women and children have revealed limited improvement. Since the health and well-being of a new born is intrinsically linked to the health of her mother, improvements in nutritional standards of girl children are essential to break the inter-generational cycle of malnutrition. The scheme is intended to empower adolescent girls along with improving their nutritional and health status. Major goals of this effectual scheme are as follows:

1. Enabling self-development and empowerment of adolescent girls.
2. Improving their nutrition and health status.
3. Spread awareness among them about health, hygiene & nutrition.
4. Reproductive and Sexual Health, family and child care.
5. Upgrade their home based skills, life skills and vocational skills.

6. Mainstream out of school adolescent girls into formal or non-formal education.
7. Inform and guide them about existing public services, such as PHC, CHC, Post Office, Bank, and Police Station.

**3. IGMSY (Indira Gandhi Matritva Sahyog Yojana):** The Eleventh Plan was dedicated to conditional maternity benefits. It provides cash to a pregnant woman immediately before and after delivery to ensure that she receives adequate rest and nutrition and is able to breastfeed her child. The scheme was introduced in October' 2010. Main objective of this scheme is to improve the health and nutrition status of the pregnant and lactating women and their young infants by promoting appropriate practices. The scheme aims to promote, precise maternal and young infant feeding behaviours, increase demand for health services and also provide partial compensation for the wage loss so that the woman is not under compulsion to work till last stage of pregnancy and can take adequate rest before and after delivery.

**4. NMEW (National Mission for Empowerment of Women):** The National Mission for Empowerment of Women was launched by the Government of India on International Women's Day in 2010 with the aim to support overall processes that promote all-round Development of women. It has the mandate to strengthen the inter-sector convergence; facilitate the process of coordinating all the women's welfare and socio-economic development programmes across ministries and departments. The Mission aims to provide a single window service for all programmes run by the Government for Women under aegis of various Central Ministries. Major strategies of this program are

1. Inter-sectoral convergence of schemes for women; monitoring and review of progress.
2. Strengthening institutional framework for greater efficiency in support to women.
3. Focused research, review of schemes, programmes and legislations, and gender audits for evidence based policy making.
4. Investment in skill and entrepreneurship development, micro-credit, vocational training and SHG development for economic empowerment of women.
5. Support to Panchayati Raj institutions; women's movements and community representatives for strengthening of local bodies 360 degree approach on media and communication for behaviour change and social mobilization for gender equality.

**5. RMK (Rashtriya Mahila Kosh):** Rashtriya Mahila Kosh (RMK) was launched by the Government of India in March, 1993 as an autonomous body under the Ministry of Women & Child Development. It was registered under the Societies Registration Act 1860. The major objectives of the Kosh are to assume activities for the promotion of credit as an instrument of socio-economic change and development through the provision of package of financial and social development services, to establish and replicate participatory approaches in the organization of women's groups for effective utilization of credit resources leading to self-reliance, to promote and support experiments in the voluntary and formal sector using innovative methodologies, to promote research, study, documentation and analysis, to promote the federation and networking of women's organisations for shaping and exchange of experience and information and to develop skills in response management & social mobilization, to promote and support the expansion of entrepreneurship skills among women, and promote and support grassroots level societies and organisations and other participatory structures for providing for women actual access to decision making.

**6. Policies to address violence against women such as PWDVA:**

Protection of Women from Domestic Violence Act 2005 was launched by government of India to protect females. This act addresses these unspoken and usually unmentioned issues and provides a legal recourse to women (wives and live in partners) facing domestic violence be it physical, mental, sexual, emotional or economical.

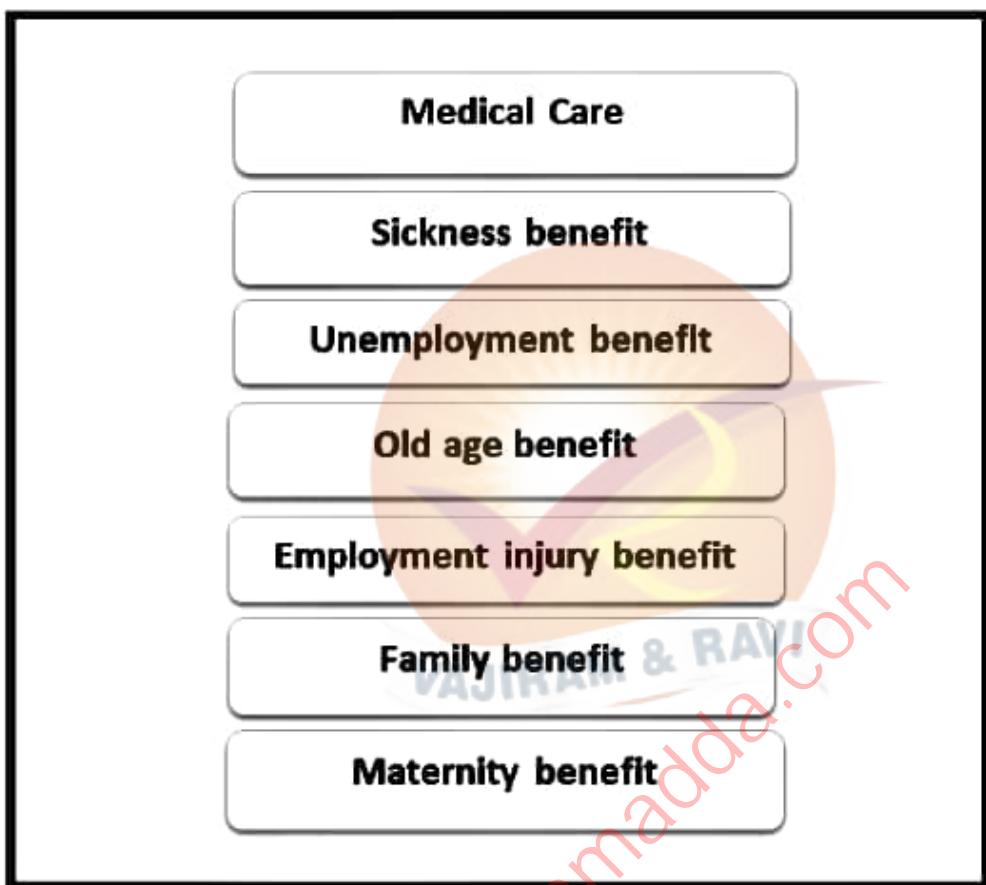
**Issues:** There are many challenges that create obstacle in implementation of policies for women's right in India are -

- i. To change the attitude of society towards women.
- ii. To develop the qualities of inferiority, subservience and domesticity among the girl child especially in rural, tribal and poor families for her education and development.
- iii. The lower enrolment of girls in schools and playing the role of second mother by shouldering the responsibilities of household work such as looking after the siblings are the critical areas to be given attention in India.
- iv. Incompetent laws and amendments as the fundamental problems lie in the attitude of the society which is highly biased against women

**6. Social security:** After Independence in 1947, India has created complex social security system. Purpose of social security is to give individuals and families the confidence that their level of living and quality of life will not corrode by social

or economic contingency, to provide medical care and income security against the consequences of defined contingencies, to facilitate the victims of physical and vocational rehabilitation, to prevent or reduce ill health and accidents in the occupations, to protect against unemployment by maintenance and promotion of job creation and to provide benefit for the maintenance of any children.

### Contingencies of social security



In India, three types of social security schemes are formulated that include preventive, promotion and protected schemes. There are following programs for social security:

- 1. AABY (Aam Admi Bima Yojana):** Aam Admi Bima Yojana, a Social Security Scheme for rural landless household was launched on 2nd October, 2007. The head of the family or one earning member in the family of such a household is covered under the scheme. The premium of Rs.200/- per person per annum is shared equally by the Central Government and the State

Government. The member to be covered should be aged between 18 and 59 years.

**2. RSBY (Rashtriya Swasthya Bima Yojana):** RSBY has been launched by Ministry of Labour and Employment, Government of India to offer health insurance coverage for Below Poverty Line (BPL) families. The objective of RSBY is to provide protection to BPL households from financial liabilities arising out of health shocks that involve hospitalization. Beneficiaries under RSBY are entitled to hospitalization coverage up to Rs. 30,000/- for most of the diseases that require hospitalization. Government has even fixed the package rates for the hospitals for a large number of interventions. Pre-existing conditions are covered from day one and there is no age limit. Coverage extends to five members of the family which includes the head of household, spouse and up to three dependents. Beneficiaries need to pay only Rs. 30/- as registration fee while Central and State Government pays the premium to the insurer selected by the State Government on the basis of a competitive bidding.

**3. SSAs (Social Security Agreements):** The Indian social security system provides retirement and insurance benefits to employees working in factories or other establishments covered by the system, in India. The system is governed by the Employees' Provident Fund and Miscellaneous Provisions Act 1952 (PF Act) and the schemes made there under, namely, the Employees' Provident Fund Scheme (EPF) and the Employees' Pension Scheme (EPS). The Employees' Provident Fund Organisation (EPFO), a statutory body established by the government of India, administers the social security regulations in India.

**4. The Unorganized Workers Social Security Act, 2008:** The main features of this act are as follows:

1. The Act covers unorganized workers, including both self-employed and wage workers.
2. It provides for formulation of schemes by the Central Government for different sections of unorganized workers on matters relating to: a) life and disability cover, b) health and maternity benefits, c) old age protection, d) any other benefit as may be determined by the Central Government.
3. It provides for formulation of schemes relating to provident fund, employment injury benefits, housing, educational schemes for children, skill up gradation, funeral assistance and old age homes by the state governments.
4. It provides for a National Social Security Board under the chairmanship of the Union Minister for Labour and Employment. The Board, among

others, also provides for representatives of unorganized workers and employers of unorganized workers as well as persons belonging to the Scheduled Castes (SCs), Scheduled Tribes (STs), other minorities and women. There is provision for the constitution of similar Boards at the state level.

5. The Act prescribes record-keeping functions by the district administration with the help of the District Panchayats in rural areas and urban local bodies in urban areas.
6. Provision is also made for setting up of Workers' Facilitation Centres to disseminate information on social security schemes available to them and to facilitate registration of workers by the district administration and enrolment of unorganised workers. The ten schemes included in the Act are: (i) Indira Gandhi National Old Age Pension Scheme, (ii) National Family Benefit Scheme, (iii) Janani Suraksha Yojana, (iv) Handloom Weavers' Comprehensive Welfare Scheme, (v) Handicraft Artisans' Comprehensive Welfare Scheme, (vi) Pension to Master Craftspersons, (vii) National Scheme for Welfare of Fishermen and Training and Extension, (viii) Janashree Bima Yojana, (ix) Aam Aadmi Bima Yojana (Life Insurance Scheme for Common People), and (x) Rashtriya Swasthya Bima Yojana (National Health Insurance Scheme).

**5. NSAP (National Social Assistance Programme):** The National Social Assistance Programme (NSAP) was implemented from 15th August, 1995. It represents a significant step towards the fulfilment of the Directive Principles in Article 41 of the Constitution. The programme introduced a National Policy for Social Assistance for the poor and aims at ensuring minimum national standard for social assistance in addition to the benefits that states are currently providing or might provide in future. NSAP at present, comprises of Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National Family Benefit Scheme (NFBS) and Annapurna.

Issues with all these schemes are that they are not demand driven schemes. Every scheme has a fixed annual target to achieve, they cannot provide more than that. And each scheme is meant only for the people who are below poverty line.

**6. Employees' Provident Fund Organization (EPFO):** The Employees' Provident Fund Organization (EPFO) was set up under the 1952 EPFO Act. It is an unusual national provident fund in three respects. First, it administers two

separate schemes: (i) a defined contribution scheme (EPF) and (ii) a defined benefit scheme (Employees' Pension Scheme).

Main issue with EPFO scheme is that it has made partial progress to reshape its investment policies and performance. Its assets are primarily in public sector debt instruments. It has begun trading in debt instruments, and is considering investing in passive index-linked equity products. It has no development investment management expertise in-house, and therefore continues to out-source investment activities. Recently, some contestability has been introduced as investment managers are now chosen through a bidding process. This has the potential to reduce investment management costs.

#### **Major challenges of EPFO are as under:**

- i. Cumbersome governance structure and limited access to outside expertise.
- ii. Poor design of its schemes.
- iii. Lack of appropriate organizational and individual incentives.
- iv. Outmoded budgetary and record-keeping systems due to modest IT systems and an absence of appropriate investment in human resources.
- v. Unable to provide quality of service and retirement income security commensurate with the costs imposed on the economy.

**7. Civil service pensions:** Civil servants are beneficiaries of pension schemes as well as being formulators and implementers of the schemes. To improve its civil service pension system, the Government of India introduced in January 2004 the New Pension Scheme (NPS), a defined contribution scheme with distinct mandatory and voluntary components. The NPS architecture consists of a Central Record-keeping Agency (CRA), auctioning of investment mandates, and points of presence (PoP), which acts as distributional and collection agent.

**6. Urban Development:** Major initiatives taken under the 11th Plan are as follows:

**1. Jawaharlal Nehru National Urban Renewal Mission (JNNURM):** JNNURM was launched in December 2005. It has a mission period of seven years with the objectives of empowerment of Urban Local Bodies (ULBs), planned and holistic development of cities and making them inclusive. The scheme mandated preparation of City Development Plans (CDP) and a set of urban reforms at State and Municipal levels. Thus, JNNURM renewed the focus on urban renewal and gave impetus to many urban reforms.

Main issues related to this scheme during implementation are as follows:

1. Low-level of service delivery.
2. Failure to mainstream urban planning.
3. Incomplete reforms.
4. Slow progress in project implementation.
5. Grossly insufficient availability of resources.
6. Lack of capacity at different levels of the government.
7. Delay in securing land for projects.

Other major inadequacy was the limited success in leveraging of JNNURM fund by locating non-budgetary financial resources including funds under PPP framework.

**2. National Urban Livelihoods Mission (NULM):** The National Urban Livelihoods Mission aims to lessen poverty of urban poor households by offering them avenues for self-employment and skilled wage employment opportunities. It will also provide shelter equipped with essential services to the urban homeless in a phased manner. It is intended to address the livelihood concerns of urban street vendors by earmarking suitable spaces, institutional credit, social security and skills to them.

Under the programme, City Livelihood Centres will be established in mission cities to provide a platform to the urban poor to market their services and access information on self-employment, skill training and other benefits. The NULM will target all cities with a population of one lakh or more and district headquarter towns with a population of less than one lakh as per Census 2011.

**Issues:** It has been observed that main conception of National Urban Livelihoods Mission is that the poor are entrepreneurial and have innate desire to come out of poverty. The challenge is to uncheck their capabilities to generate meaningful and sustainable livelihoods. The first step in this process is motivating the urban poor to form their own institutions. They and their institutions need to be provided sufficient capacity so that they can manage the external environment, access finance, expand their skills, enterprises and assets. This requires continuous and carefully designed handholding support. An external, dedicated and sensitive support structure, from the national level to the city and community levels, is required to induce social mobilisation, institution building and livelihoods promotion.

To summarize, the Government of India has vital role for the overall development of nation and offer best facilities for normal living of all sections

of inhabitants. Since many years, the government has launched various schemes and policies for people of India. The Ministry of Social Justice and Empowerment works towards educational development, economic and social empowerment of needy people. Though schemes in various sectors are designed tactfully but some implementation issues are there in some policies.

## **E-governance in India: Concept, Initiatives and Issues**

### **Introduction**

The “e” in e-Governance stands for ‘electronic’. Thus, e-Governance is basically associated with carrying out the functions and achieving the results of governance through the utilization of ICT (Information and Communications Technology).

While Governance relates to safeguarding the legal rights of all citizens, an equally important aspect is concerned with ensuring equitable access to public services and the benefits of economic growth to all. It also ensures government to be transparent in its dealings, accountable for its activities and faster in its responses as part of good governance.

However, this would require the government to change itself – its processes, its outlook, laws, rules and regulations and also its way of interacting with the citizens. It would also require capacity building within the government and creation of general awareness about e-Governance among the citizens

### **ICT**

provides efficient storing and retrieval of data, instantaneous transmission of information, processing information and data faster than the earlier manual systems, speeding up governmental processes, taking decisions expeditiously and judiciously, increasing transparency and enforcing accountability. It also helps in increasing the reach of government – both geographically and demographically.

In India, the main thrust for e-Governance was provided by the launching of NICNET in 1987 – the national satellite-based computer network. This was followed by the launch of the District Information System of the National Informatics Centre (DISNIC) programme to computerize all district offices in the country for which free hardware and software was offered to the State Governments. NICNET was extended via the State capitals to all district

headquarters by 1990. In the ensuing years, with ongoing computerization, tele-connectivity and internet connectivity established a large number of e-Governance initiatives, both at the Union and State levels.

### **Types of Government Interaction in e-governance.**

- **G2G:** Government to Government
- **G2C:** Government to Citizen
- **G2B:** Government to Business
- **G2E:** Government to Employee

### **Some Initiatives in the same field**

#### **1. Government to Citizen (G2C) Initiatives:**

- **Computerization of Land Records:** In collaboration with NIC. Ensuring that landowners get computerized copies of ownership, crop and tenancy and updated copies of Records of Rights (RoRs) on demand.
- **Bhoomi Project:** Online delivery of Land Records. Self-sustainable e-Governance project for the computerized delivery of 20 million rural land records to 6.7 million farmers through 177 Government-owned kiosks in the State of Karnataka
- **Gyandoot:** It is an Intranet-based Government to Citizen (G2C) service delivery initiative. It was initiated in the Dhar district of Madhya Pradesh in January 2000 with the twin objective of providing relevant information to the rural population and acting as an interface between the district administration and the people.
- **Lokvani Project in Uttar Pradesh:** Lokvani is a public-private partnership project at Sitapur District in Uttar Pradesh which was initiated in November, 2004. Its objective is to provide a single window, self-sustainable e-Governance solution with regard to handling of grievances, land record maintenance and providing a mixture of essential services.
- **Project FRIENDS in Kerala:** FRIENDS (Fast, Reliable, Instant, Efficient Network for the Disbursement of Services) is a Single Window Facility providing citizens the means to pay taxes and other financial dues to the State Government. The services are provided through FRIENDS Janasevana Kendrums located in the district headquarters.
- **e-Mitra Project in Rajasthan:** e-Mitra is an integrated project to facilitate the urban and the rural masses with maximum possible

services related to different state government departments through Lokmitra-Janmitra Centers/Kiosks.

- **e-Seva (Andhra Pradesh):** This project is designed to provide 'Government to Citizen' and 'e-Business to Citizen' services. The highlight of the eSeva project is that all the services are delivered online to consumers /citizens by connecting them to the respective government departments and providing online information at the point of service delivery.

#### **• Admission to Professional Colleges – Common Entrance Test (CET):**

With the rapid growth in the demand as well as supply of professional education, the process of admission to these institutions became a major challenge in the early 1990s. Recourse was then taken to ICT to make the process of admission transparent and objective. One of the pioneering efforts was made by Karnataka. The State Government decided to conduct a common entrance test based on which admission to different colleges and disciplines was made.

#### **1. Government to Business (G2B) Initiatives:**

- **e-Procurement Project in Andhra Pradesh and Gujarat:** To reduce the time and cost of doing business for both vendors and government.
- **MCA 21:** By the Ministry of Corporate Affairs. The project aims at providing easy and secure online access to all registry related services provided by the Union Ministry of Corporate Affairs to corporates and other stakeholders at any time and in a manner that best suits them.

#### **1. Government to Government (G2G) Initiatives:**

- **Khajane Project in Karnataka:** It is a comprehensive online treasury computerization project of the Government of Karnataka. The project has resulted in the computerization of the entire treasury related activities of the State Government and the system has the ability to track every activity right from the approval of the State Budget to the point of rendering accounts to the government.
- **SmartGov (Andhra Pradesh):** SmartGov has been developed to streamline operations, enhance efficiency through workflow automation and knowledge management for implementation in the Andhra Pradesh Secretariat.

### **National E-governance Plan**

The National e-Governance Plan (NeGP) has been formulated by the Department of Electronics and Information Technology (DEITY) and Department of Administrative Reforms and Public Grievances (DARPG) in 2006.

The NeGP aims at improving delivery of Government services to citizens and businesses with the following vision: "Make all Government services accessible to the common man in his locality, through common service delivery outlets and ensure efficiency, transparency & reliability of such services at affordable costs to realise the basic needs of the common man."

### **Central government initiatives as mission mode projects (MMP)**

- **e-office**

The Government of India has recognized the need to modernize the Central Government offices through the introduction of Information and Communications Technology. e-Office is aimed at increasing the usage of work flow and rule based file routing, quick search and retrieval of files and office orders, digital signatures for authentication, forms and reporting components.

- Immigration, Visa and Foreigner's Registration & Tracking (IVFRT)

India has emerged as a key tourist destination, besides being a major business and service hub. Immigration Check Post is the first point of contact that generates public and popular perception about the country, thus necessitating a state of the art system for prompt and user-friendly services.

- UID

The unique identification project was conceived as an initiative that would provide identification for each resident across the country and would be used primarily as the basis for efficient delivery of welfare services. It would also act as a tool for effective monitoring of various programs and schemes of the government.

- Pensions

The pensions MMP is primarily aimed at making the pension/ retirement related information, services and grievances handling mechanism accessible online to the needy pensioners, through a combination of interactive and non-interactive components, and thus, help bridge the gap between the pensioners and the government.

- **Banking**

The Banking MMP is yet another step towards improving operational efficiency and reducing the delays and efforts involved in handling and settling transactions. The MMP which is being implemented by the banking industry aims at streamlining various e-services initiatives undertaken by individual banks. Implementation is being done by the banks concerned, with the banking Department providing a broad framework and guidance.

- **Posts**

Modernization of Postal Services has been undertaken by the Department of Posts through computerization and networking of all post offices using a central server-based system, and setting up of computerized registration centers (CRCs).

- **e-Governance in Municipalities**

It is a unique initiative of the Government of India conceptualized under the umbrella of the overall National e-Governance Plan (NeGP) and the Jawaharlal Nehru National Urban Renewal Mission (Jnnurm) aimed at improving operational efficiencies within Urban Local Bodies (ULBs).



- **Crime and Criminal Tracking Network & Systems**

Crime and Criminal Tracking Network & Systems (CCTNS) MMP aims at creating a comprehensive and integrated system for enhancing the efficiency and effective policing at all levels and especially at the Police Station level

through adoption of principles of e-Governance, and creation of a nationwide networked infrastructure for evolution of IT-enabled state-of-the-art tracking system.

- Public Distribution System

Computerization of the PDS is envisaged as an end-to-end project covering key functional areas such as supply chain management including allocation and utilization reporting, storage and movement of food grains, grievance redressal and transparency portal, digitization of beneficiary database, Fair Price Shop automation, etc.

- Health

ICT for programme management has been undertaken by the Ministry of Health & Family Welfare in the Mother and Child Tracking System (MCTS) programme and the Ministry envisages a more comprehensive use of ICT including for Hospital Information Systems, supply chain management for drugs and vaccines, providing ICT tools to ASHA and ANM workers, programme management of National Rural Health Mission (NRHM), etc through this MMP.

- e-panchayat



The Panchayati Raj Institutions (PRIs) are saddled with the problems of inadequate physical and financial resources, technical capabilities and extremely limited computerization. As a result, the potential of PRIs as the preferred delivery channel for the schemes of State and Centre as well as for citizen services has not been fully realized.

While some computerization efforts for PRIs have been made by NIC over the years, the e-Governance revolution sweeping the country has not touched the PRIs yet in significant measure. The Ministry of Panchayati Raj, Government of India has therefore decided to take up the computerization of PRIs on a mission mode basis.

- e-District

e-District is one of the 31 Mission Mode Projects under National e Governance Plan (NeGP) with the DIT, GoI being the nodal ministry. This project aims at providing support to the basic administrative unit i.e. District Administration by undertaking backend computerization to enable electronic delivery of high volume citizen centric government services which would optimally leverage and utilize the three infrastructure pillars of State Wide Area Networks (SWAN), State Data Centers (SDC) and Common Service Centers (CSCs) to deliver services to the citizen at his doorsteps.

- National Land Records Modernization Programme (NLRMP)

A Project for Computerization of Land Records (CLR) was launched in 1988-89 with the intention to remove the inherent flaws in the manual system of maintenance and updation of Land Records. In 1997-98, the scheme was extended to tehsils to start distribution of Records of Rights to landowners on demand. The focus of the entire operation has always been to employ state of the art information technology (IT) to galvanize and transform the existing land records system of the country.

#### Integrated Mission Mode Projects

- e-procurement

Ministry of Commerce & Industry (Department of Commerce) has been nominated as the Nodal Ministry for implementation of e-Government Procurement (e-GP) Mission Mode Projects (MMP). The vision of the e-Procurement MMP is **“To create a national initiative to implement procurement reforms, through the use of electronic Government procurement, so as to make public procurement in all sectors more transparent and efficient”.**

- e-Courts

The e-Court Mission Mode Project (MMP) was conceptualized with a vision to transform the Indian judiciary by making use of technology. The project had been developed, following the report submitted by the e-Committee under Supreme Court on national policy & action plan on implementation of information communication tools in Indian judiciary.

A clear objective – to re-engineer processes and enhance judicial productivity both qualitatively and quantitatively to make the justice delivery system affordable, accessible, cost effective, transparent and accountable.

- e-Biz

The e-Biz Mission Mode Project, being executed by Department of Industrial Policy and Promotion (DIPP), Ministry of Commerce and Industry, Government of India, was conceptualized with the vision. Its vision is “**To transform the business environment in the country by providing efficient, convenient, transparent and integrated electronic services to investors, industries and business throughout the business life cycle**”.

- Common Services Centres

The CSCs would provide high quality and cost-effective video, voice and data content and services, in the areas of e-governance, education, health, telemedicine, entertainment as well as other private services. A highlight of the CSCs is that it will offer web-enabled e-governance services in rural areas, including application forms, certificates, and utility payments such as electricity, telephone and water bills.

### **Recent Initiatives**

- **Direct Cash transfer**

To facilitate disbursements of Government entitlements like NREGA, Social Security pension, Handicapped Old Age Pension etc. of any Central or State Government bodies, using Aadhaar and authentication thereof as supported by UIDAI.

- **Aadhar Enabled Payment system (AEPS) :**

AEPS is a bank led model which allows online interoperable financial inclusion transaction through the Business correspondent of any bank using the Aadhaar

authentication. This has helped in financial inclusion. The four Aadhaar enabled basic types of banking transactions are as follows:-

- Balance Enquiry
- Cash Withdrawal
- Cash Deposit
- Aadhaar to Aadhaar Funds Transfer
- Digital India program



This programme has been envisaged by Department of Electronics and Information Technology (DeitY). The vision of Digital India aims to transform the country into a digitally empowered society and knowledge economy. The programme will be implemented in phases from the current year till 2018.

The Digital India is transformational in nature and would ensure that Government services are available to citizens electronically. It would also bring in public accountability through mandated delivery of government's services electronically, a Unique ID and e-Pramaan based on authentic and standard based interoperable and integrated government applications and data basis.

The program aims at providing digital infrastructure as a utility to every citizen as well as high-speed internet as a core utility in all gram panchayats. The overall scope of this program is "to prepare India for a knowledge future", "to make technology central to enabling change" and "to become an umbrella program covering many departments"

- MyGov citizen portal



my  
GOV  
मेरी सरकार

GOOD GOVERNANCE WITH YOUR PARTNERSHIP

LOGIN  
Group



We would like your expert advice, thoughts and ideas on various topics that concern India. Join the discussions to share, debate and add value.



There is work to be done and a nation to be built. Find little tasks that interest you and do your bit for India.

Prime Minister launched an online platform [mygov.nic.in](http://mygov.nic.in) to engage citizens in the task of “good governance” (*surajya*) as he completed 60 days in office on Saturday. MyGov is a technology-driven platform that would provide people with the opportunity to contribute towards good governance.

- **E-Kranti scheme**

This is project for linking the internet with remote villages in the country. This scheme will broaden the reach of internet services to the rural areas in the country. The fundamental features of this scheme will be making the records handy to the government with ease. It also includes Expansion of internet and commencement of IT-based jobs in rural areas. It will also boost the use of mobile phones and computers in rural areas. It will also expand the use of IT in agriculture and retail trade too.

- **Digital Cloud for every Indian**

Certificates issued by the government — education, residential, medical records, birth certificates, etc. — are to be stored in individual ‘digital lockers’ and a communication protocol established for government departments to access them without physically having to see the hard copy. The purpose of government is that copies of certificates issued by the government itself not to be carried around by people to government offices for various services.

## **M-governance**



M-Governance is not a replacement for e-Governance, rather it complements e-Governance. M-Governance, is the use of mobile or wireless to improve Governance service and information “anytime, anywhere”. Mobile applications also rely on good back office ICT infrastructure and work processes. It has potential of using mobile phones as input devices in certain areas where last mile connectivity becomes issues for simple data inputs of critical importance for decision making in government departments.

M-Governance is not a new concept. The private sector has been greatly leveraging these of mobile phones for delivery of value added services for the following which however are mostly SMS based: Banking, Media, Airlines, Telecom, Entertainment, News, Sports, Astrology, and Movie Tickets Etc.

M-governance has increased the productivity of public service personnel, improving the delivery of government information and services, increasing channels for public interactions and Lower costs leading to higher participation of people.

**Recent thrust to m-governance is being provided through USSD Services** Unstructured Supplementary Services Data (USSD) is a session

based service unlike sms which is store and forward service. It can be used by the user to send command to an application in text format. USSD acts as a trigger for the application

### **Government initiatives for m-governance**

- Mobile Seva**

It aims to provide government services to the people through mobile phones and tablets. It has been developed as the core infrastructure for enabling the availability of public services through mobile devices.

Mobile Seva enables the integration of the mobile platform with the common e-Governance infrastructure consisting of State Data Centers (SDCs), State Wide Area Networks (SWANs), State and National Service Delivery Gateways (SSDGs/NSDG).

It enables a government department to integrate both web and mobile based services seamlessly and enhances the access to electronic services tremendously leveraging the very high penetration of mobile phones, especially in rural areas

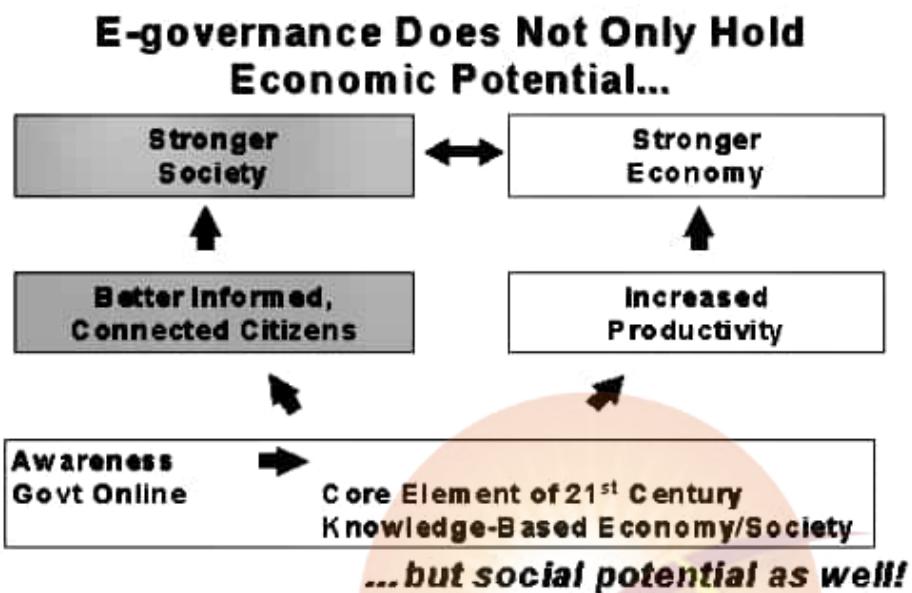
**A Mobile Applications Store (m-App Store)** has also been developed by DeitY as part of Mobile Seva. The Mobile Governance Portal and the m-App Store can be accessed at <http://mgov.gov.in/>. The m-Appstore currently hosts over 240 live mobile applications. The live applications can be downloaded and installed free of cost on a mobile phone by any person.

The project, “mobile seva” has won the second prize at the prestigious United Nations’ Public Services Awards in the category “Promoting Whole of Government Approaches in the Information Age” for Asia Pacific.

- A few years ago, Kerala launched ‘Dr. SMS,’ an m-health information system, for providing information on medical facilities available in the locality of the resident.
- Goa followed, with a mobile governance initiative for issuing alerts for receipt of government applications and complaints and status tracking.
- Next came Maharashtra. It adopted a similar traffic management system through mobile alerts.
- A laudable initiative launched by the Greater Hyderabad Municipal Corporation in September tries to use technology in a mobile phone-based Intelligent Garbage Monitoring System enables sanitary supervisors to report the status of cleaning of garbage bins through their

GPS-enabled mobile phones. Centralised reports as well as those of individual bins can be generated with the system.

### **Advantages of e-governance**



Following are the advantages of E-Governance

**Speed:** Technology makes communication speedier. Internet, Phones, Cell Phones have reduced the time taken in normal communication.

**Cost Reduction:** Most of the Government expenditure is appropriated towards the cost of stationary. Paper-based communication needs lots of stationary, printers, computers, etc. which calls for continuous heavy expenditure. Internet and Phones makes communication cheaper saving valuable money for the Government.

**Transparency:** Use of ICT makes governing profess transparent. All the information of the Government would be made available on the internet. The citizens can see the information whenever they want to see. But this is only possible when every piece of information of the Government is uploaded on the internet and is available for the public to peruse. Current governing process leaves many ways to conceal the information from all the people. ICT helps make the information available online eliminating all the possibilities of concealing of information.

**Accountability:** Once the governing process is made transparent the Government is automatically made accountable. Accountability is answerability of the Government to the people. It is the answerability for the deeds of the Government. An accountable Government is a responsible Government.

**Convenience:** E-Government brings public services to citizens on their schedule and their venue.

**Improved Customer Service:** E-Government allows to redeploy resources from back-end processing to the front line of customer service.

**Increased access to information:** E-Government improves the accessibility of government information to citizens allowing it become an important resource in the making the decisions that affect daily life and so it helps in empowerment of citizens

### **Disadvantages of e-governance**

Electronic governments also consist on certain disadvantage. The main disadvantage of an electronic government is to move the government services into an electronic based system. This system loses the person to person interaction which is valued by a lot of people. In addition, the implementation of an e-government service is that, with many technology based services, it is often easy to make the excuse (e.g. the server has gone down) that problems with the service provided are because of the technology.

The implementation of an e government does have certain constraints. Literacy of the users and the ability to use the computer, users who do not know how to read and write would need assistance. An example would be the senior citizens. In general, senior citizens do not have much computer education and they would have to approach a customer service officer for assistance. And also in case of rural people, it gives scope for middle man, who distort the information. Studies have shown that there is potential for a reduction in the usability of government online due to factors such as the access to Internet technology and usability of services and the ability to access to computers. Even though the level of confidence in the security offered by government web sites are high, the public are still concerned over security, fear of spam from providing email addresses, and government retention of transaction or interaction history. There has been growing concern about the privacy of data being collected as part of UID project. The security of cyber space and misuse of data is still holding back the citizens to full adaptation of Aadhar card.

## **Challenges in e-governance**

There are large numbers of potential barriers in the implementation of e-Governance. Some hindrance in the path of implementation, like security, unequal access to the computer technology by the citizen, high initial cost for setting up the e government solutions and resistance to change. Challenges identified as trust, resistance to change, digital divide, cost and privacy and security concerns.

### **Trust**

Trust can be defined along two dimensions: as an assessment of a current situation, or as an innate personality traitor predisposition. The implementation of public administration functions via e-government requires the presence of two levels of trust. The first is that the user must be confident, comfortable and trusting of the tool or technology with which they will interact. The second dimension of trust pertains to trust of the government].

There has to be a balance between ensuring that a system prevents fraudulent transactions and the burden that extensive checks can take place on people who are honest.

Recently, confidential information on military veterans was compromised when a computer containing their personal information was lost. This type of incident can erode trust and user confidence in government systems. Trust, along with financial security, are two critical factors limiting the adoption of e-government services.

### **Resistance to change**

The innovation diffusion theory states that over time an innovation will diffuse through a population, and the rate of adoption will vary between those who adopt early, referred to as early adopters and to those who adopt the innovation much later, referred to as – laggards.

The resistant to change phenomenon can explain much of the hesitation that occurs on the part of constituents in moving from a paper based to a Web-based system for interacting with government.

Citizens, employees and businesses can all have their biases with respect to how transactions should be processed. However, government entities and public policy administrators cannot ignore the changes that occur as a result of the implementation of information and communication technology (ICT)

Education about the value of the new systems is one step toward reducing some of the existing resistance. It can also be particularly useful for a leader or manager, to buy into the new system at an early stage in the adoption process

## **Digital Divide**

The digital divide refers to the separation that exists between individuals, communities, and businesses that have access to information technology and those that do not have such access.

Social, economic, infrastructural and ethno-linguistic indicators provide explanations for the presence of the digital divide.

Economic poverty is closely related to limited information technology resources

An individual living below poverty line does not afford a computer for himself to harness the benefits of e-government and other online services. As the digital divide narrows, broader adoption of e-government in the public domain becomes possible. Economic poverty is not the only cause of digital divide. It can also be caused by the lack of awareness among the people. Even some of the economic stable people don't know about the scope of e -governance.

Awareness can only help to bring users to that service delivery channel once. It cannot guarantee sustained use of the system unless the system is also designed in such a way as to deliver satisfactory outcome. Procedures need to be simplified to deliver concrete benefits and clear guidelines provided to encourage their use by the actual end users and reduce user's dependence on middlemen/intermediaries

## **Cost**

Cost is one of the most important prohibiting factor that comes in the path of e-governance implementation particularly in the developing countries like India where most of the people living below the poverty line. Elected officers and politician don't seem to be interested in implementing e-governance

## **Privacy and Security**

There will be three basic levels of access exists for e-government stakeholders: no access to a Web service; limited access to a Web-service or full-access to a Web service, however when personal sensitive data exists the formation of the security access policy is a much more complex process with legal consideration. With the implementation of e-government projects, effective measures must

be taken to protect sensitive personal information. A lack of clear security standards and protocols can limit the development of projects that contain sensitive information such as income, medical history.

## **Conclusion**

We have seen how the concept of e-governance and m-governance has evolved in Indian scenario and how much it is required for transparency and accountability on the part of government and at the same time it is also a toll to increase the participation of people in policy making by empowering them with the right information at right time. The penetration of internet, telecommunication services in India has increased in the last decade and this gives a ray of hope to the citizens of India to fight with the long persisting problems of poverty, corruption, regional disparity and unemployment. But at the same time, due to slow pace of project completion, red-tape and resistance from the side of government employees and citizens too has not given the desired result

## **Challenges to e-governance and requirements for successful implementation**

There are many challenges in implementing E-governance model in India as well as at global scale.

The actual challenge is how to develop and withstand successful e-governance projects and deliver state of the art e-services to inhabitants.

Unfortunately, it is not as easy to develop e-governance website in service delivery mechanism. Efficacious e-governance initiatives can never be taken in hurriedness. With reference to India, e-Governance should enable seamless access to information and seamless flow of information across the state and central government.

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### Security drawbacks

There are several security drawbacks of an E-Governance mechanism.

1. **Spoofing:** In this practice, the attacker attempts to gain the access of the E-Governance system by using fallacious identity either by stealth or by

- using false IP address. Once the access is gained, the assailant abuses the E-Governance system by elevation of the privileges.
- 2. **Tampering of E-Governance system:** As soon as the system is compromised and privileges are raised, the classified information of the E-Governance mechanism becomes very much susceptible to illegal adjustments.
  - 3. **Repudiation:** Even the attacker can mount refutation attack during the E-Governance transaction, which is the ability of the user to reject its performed transaction.
  - 4. **Disclosure of E-Governance Information:** In case of the compromised E-Governance system, the undesirable information disclosure can take place very easily.
  - 5. **Denial of Service:** In this technique, attacker can perform Denial of Service (DoS) attack by flooding the E-Governance server with request to consume all of its resources so as to crash down the mechanism.
  - 6. **Elevation of privilege:** Once an E-Governance system is compromised; the attacker pretending to be a low profile user attempts to escalate to the high profiles so as to access its privileges to initiate further damage to the system.
  - 7. **Cyber Crimes:** Advancement of science and technology increase the rate of the cybercrime. It is a threat to the transactions accomplished between the Government and its Citizenry within the E-Governance methodology.

Other challenges

- **Funding**

Funding is the foremost issue in e-Governance initiatives. The projects that are part of the e-governance initiatives need to be funded either through the Government sector or through the private sector.

For the private sector to step into the funding activity their commercial interests needs to be ensured. The projects can be built either on BOO (Built Own Operate) or BOOT (Built Own Operate Transfer) basis.

Also the Government interest of Value Addition in services also needs to be taken care of while transferring the services to private sector. Advertising, sharing of Government information etc could be a few revenue generators for the Government.

- **Management of Change**

The delivery of Government services through the electronic media including EDI, Internet and other IT based technologies would necessitate procedural and legal changes in the decision and delivery making processes.

It demands fundamental changes in Government decision management. The employees need to be delegated more authority. De-layering of the decision-making levels leads to re-engineering and appropriate sizing of the decision-making machinery.

These changes need not only be accepted by the Government and citizens but also be accepted by various interests groups like Employees unions. Under such circumstances bringing in a change will involve changing the mindsets of the people, and a complete Reengineering process needs to be carried out for the same.

This will involve training of the personnel at all levels, more so, at the lower rung of Government management organizations. There will also be a loss of vested interests and power amongst the legislature and the executive, which may lead, to resistance to change.

- **Privacy**

The privacy of the citizen also needs to be ensured while addressing the issues. Whenever a citizen gets into any transaction with a Government agency, he shells out lot of personal information, which can be misused by the private sector. Thus, the citizen should be ensured that the information flow would pass through reliable channels and seamless network.

- **Authentication**

Secured ways of transactions for the Government services are another issue of concern. The identity of citizens requesting services needs to be verified before they access or use the services .

Here digital signature will play an important role in delivery of such services. But the infrastructure needed to support them is very expensive and requires constant maintenance. Hence a pertinent need still survives, compelling the authorities to ensure the authenticity in their transactions thereby gaining absolute trust and confidence of the citizen.

- **Interoperability**

A major design issue for integrated service delivery sites is, how to capture data in a Web-based form and transfer it to an agency's systems for processing and sharing that information in a common format. Infact the interoperation of various state Governments, the various ministries within a state Government is a critical issue. Further how the various islands of automation will be brought together and built into one is another key issue of e-Governance.

- **Delivery of services**

The ability of citizens to access these services is another major issue. Since the penetration of PCs and Internet is very low in the country, some framework needs to be worked out for delivery of the e-Services that would be accessible to the poorest of the poor.

What will be the Government's network to deliver those services? Could we have something like a single stop shop of the Government? A proposed mechanism is delivery of the same through the Government Post Offices, for they already have the brick and mortar support and the most extensive network in the nation.

- **Standardization**

Defining the standards for the various Government services is another issue that needs to be addressed. The standards need to be worked out not only for the technologies involved but also for issues like naming of websites to creating E-Mail addresses.

- **Technology Issues**

A number of organizations, both in the Centre and the States, have taken commendable initiatives to develop hardware and software platforms to address the challenges offered by e-Governance. At the central level in particular, the C-DAC, CMC and a number of others are noteworthy.

The e-Governance initiative would have to address these Technology Issues/Objectives by identifying the appropriate hardware platforms and software application packages for cost-effective delivery of public services.

This knowledge repository should be widely available through appropriate Demo- Mechanisms. Offering a basket of these models to the State departments, both in the Center and the State, could be suitably customized as per location and work specific requirements.

- **Use of local language**

The access of information must be permitted in the language most comfortable to the public user, generally the local language. There already exist technologies such as GIST and language software by which transliteration from English into other languages can be made.

Requirements for implementing successful e-governance across the nation are

1. **e-Governance framework** across the nation with enough bandwidth to service a population of one billion.
2. **Connectivity framework** for making the services to reach rural areas of the country or development of alternative means of services such as e-governance kiosks in regional languages.
3. **National Citizen Database** which is the primary unit of data for all governance vertical and horizontal applications across the state and central governments.
4. **E-governance and interoperability standards** for the exchange of secure information with non-repudiation, across the state and central government departments seamlessly.
5. **A secure delivery framework** by means of virtual private network connecting across the state and central government departments.
6. **Datacenters in centre and states** to handle the departmental workflow automation, collaboration, interaction, exchange of information with authentication.

## **ISSUES IN IMPLEMENTATION OF SCHEMES AT DISTRICT LEVEL**

The District is the Principal Administrative unit below the state level responsible for implementation of almost all the centre and state level schemes. It is a unit of administration covering most of the departments of Government.

**In the words of the study team on district administration constituted by the  
Reforms** **Administrative  
commission:**

“The district is the most convenient geographical unit where the total apparatus of public administration can be concentrated, and where it comes into direct contact with the people. Most departments of the state Government out-side the secretariat, have external services which are located in the district. The sum totals of the activities of these departments and some others, which may also be connected with the affairs of the Central Government, together constitute the

administrative machinery in the district."

The Municipalities, Nagar Nigam, block and village level bodies are generally executive in nature, while the district level body mostly has a co-ordinating and supervisory role.

As both centre and state governments are running various welfare schemes, these schemes are facing various challenges in implementation at district level. Some are discussed as follows:

**•Financial Resources:**

In most of the central schemes funds are devolve to district through corresponding states, Many a time funds stuck at state level due to various political and administrative reasons and district administration feel crunch of funds. Even in schemes in which funds are directly transferred to district administration from centre gets delayed and scheme lost its significance and developmental work get halted or delayed. Example in MNREGA delay of payment has reduced the demand for work significantly and no. Of man days are reducing. More than 10,000 crore payments are pending. Comptroller and Auditor General (CAG) have highlighted the lack of administrative capacity of the village panchayat members to run MNREGA scheme in a designed and decentralised manner.

**•Planning and Coordination:**

Though schemes provides broader guidelines, yet at district level planning is required for implementing of scheme taking various parameters of development into account. Many a time backward areas including certain blocks and villages of district get ignored during the process. Thus planning is not inclusive and benefits of the scheme do not reach in the required area. After planning coordination within the district in various departments pose a challenge. Unclear and overlapping role create confusion and accountability cannot be fixed. Overlapping objectives of many schemes especially in health services, lead to poor implementation of one or the other scheme.

**•Infrastructure:**

Non availability of adequate infrastructure is also a big challenge in implementation. This includes infrastructure ranging from roads, electricity, drinking water supply, IT infrastructure, primary health care infrastructure. Non connectivity of distant village from district excludes them from getting

benefited from many schemes. Health sector schemes like National Rural Health Mission are not able to improve health parameters because primary health care and community health centers are in dilapidated condition.

**Mid day meal case study:** The biggest problem of Mid Day Meal that facilities for cooking food, storage of food items and their serving have not been put into place. Ideal is the situation that the meals should be prepared in the schools itself so that the children eat hot, healthy and fresh food. For this, kitchens in schools itself is essential. Unfortunately, in the country of 6,00,000 villages, where children are still compelled to study below trees, in majority of schools, there are arrangements not made for toilet and drinking water for children attending classes. Under such a scenario, kitchen and stores seems luxuriant.

Food grains rot not merely in the warehouses of Food Corporation of India. It transpires from the audit report of 2008 that in schools of Bihar nearly more than 547 tonnages of food grains became during the period of 3 years. According to one report of Human Resource Development Ministry, the food items, instead of being stored in school kitchen stores are kept in the houses of head masters of schools, which is against rules. In the absence of adequate structural facilities, this is not surprising that the standard of foodstuffs is extremely appalling. We have not yet learnt lessons from so many incidents of meals of death. Oftentimes, reports pour in of being found lizards, frogs, bugs and insects of various species. Cooks do not maintain cleanliness in preparing meals for children. Worse, the persons keeping watch on them are also not trained.

**•Human Resource and Skills:**

Though most of the government run scheme faces the challenge of both number and quality man power while implementing, this is most visible in Sarv Shikhya Abhiyan which was started to ensure Right to Education Policy for children however reports shows the poor pupil to teacher ratio and quality of education is such that student of class VII are not able to read the textbook of class III and do basic arithmetic.

In implementation of MNREGA, there is the deficiency of adequate administrative and technical manpower at the Block and Grama Panchayat (GP) Levels, especially at the level of programme officer, technical assistants, and Employment Guarantee Assistant Level etc. The lack of manpower has adversely affected the preparation of plans, scrutiny, approval, monitoring and measurement of works, and maintenance of the stipulated records at the block and GP level. The CAG report points out that besides affecting the implementation of the scheme and the provision of employment, this also

impacted adversely on transparency.

Though Government is trying to convert India into a knowledge and digital society.

unavailability of trained manpower and lack of required skills pose a challenge to achieve this objective specially in small districts.

#### **•Political Intervention and Corruption:**

Statistics clearly indicate that the poverty alleviation programmes have had a minimal effect on poverty levels in India due to corruption. The actual funds that reach the beneficiaries are very little compared to the funds allocated for welfare schemes. Corruption of the local governments leads to the exclusion of specific sections of the society.

Mid Day meal and PDS distribution system are bright example of corrupted supply and manipulation of the sanctioned food grains and cereals. Private companies and Contractors collude with local administration and politicians to get mid day meal contract because large money is involved in scheme. Genuine NGOs, SHGs and women help groups are excluded. Same is the case in getting license of PDS distribution.

In MNREGA, Local governments have also been found to claim that more people have received job cards than people who actually work in order to generate more fund than needed, to be then embezzled by local officials. Bribes as high Rs. 50 are paid in order to receive the job card.

A multi-crore fraud has also been suspected where people have been issued under the MGNREGS card who is either employed with another Government job and who are not even aware that they have a job card. There are several cases of fake muster roll entries, over writing, false names and irregularities in job cards. Even the names of dead people who have not registered often feature in the muster rolls.

#### **•Field Level Monitoring and Beneficiary verification:**

Insufficient monitoring by the central government, misalignment of incentives which encourage rent seeking activities and finally, a lack of accountability which distorts the management of funds. These are some of the common trends witnessed in the poor implementation of many schemes such as ICDS in Bihar, NREGA in Maharashtra, Madhya Pradesh and Orissa, Mid day Meal in Madhya Pradesh, Health Insurance Scheme in Maharashtra, Old Age Pension scheme in

Chhattisgarh and Bihar and the Integrated Housing and Slum Development Program in Punjab and Himachal Pradesh among others.

In 2013, in the Mid-day Meal tragedy in Bihar, 23 children were killed after eating contaminated cooked food, the flagship government scheme which provides lunch to nearly 120 million children in India every day facing lack of monitoring and hygiene, and also huge corruption.

The public distribution system has suffered because of lack of identification and verification of the specified people. Today, if we analyze we will find the entire nation has only 35% of cards distributed among the BPL families under BPL card scheme. But the quota is coming in full to all the covered states. Where the rest 65% of supply does go? Is the district administration not responsible for it?

- Caste and gender discrimination and Power Structure:**

In India social structure of caste and patriarchy many a time hamper the implantation of schemes and desired results from them. Dominating caste group along with collusion in district administration and political system usurp the benefits of welfare schemes and vulnerable group are excluded.

Women are sometimes told that manual labour under the MGNREGS is not meant for women and they could not participate in ongoing works as it entailed digging and removing soil. In some states, the powerful groups among the work force get large number of job cards.

- Effectiveness Evaluation and feedback Mechanism:**

District administration most of the time is process oriented rather than focusing on effectiveness of the scheme. These make the whole process complex and cumbersome while implementing. Even Most of the schemes don't have any effective evaluation mechanism or feedback mechanism from the target group so scope of improvements gets closed. Schemes become supply rather than demand driven thus do not satisfy aspirations of target group.

- Grievance redressal mechanism:**

No administration can claim to be accountable, responsive and user-friendly unless it has established an efficient and effective grievance redress mechanism. In fact, the grievance redress mechanism of an organization is the gauge to

measure its efficiency and effectiveness as it provides important feedback on the working of the administration.

There are rules, regulations, instructions which are archaic and aimed at shifting the work towards citizens. Slackness in administration, low morale of the services, inherent inertia, absence of incentives, lack of proper authority and accountability are the delay-breeders and the delay is the major factor that generates the grievances. In many cases Departments/Organisations justify the delay and continue with their inability to take decisions by putting the onus on another agency or on the petitioner. Many a times, the actual cause of grievance lay in internal inefficiency of the system and failure to identify simple systemic solutions. It is also observed that the time norms set by Departments for providing services were not being adhered to in many cases. These factors need to be tackled properly through systematic changes.

<b>Models</b>	<b>Proposed for Reforming</b>	<b>Governance</b>
•	<i>Reinventing Government</i>	<i>Model</i>

Reinventing Government concept was introduced by Osborne and Gaebler. ***It applies the business customer service model to government. Citizens are seen as customers and the administrative role is streamlined by converting policy alternatives into market choices.*** Most entrepreneurial governments promote competition between service providers. They empower citizens by pushing control out of the bureaucracy, into the community. They measure the performance of their agencies, focusing not on inputs but on outcomes. They are driven by their goals-their missions-not by their rules and regulations. They put their energies into earning money, not simply spending it. They decentralize authority, embracing participatory management. They prefer market mechanisms to bureaucratic mechanisms. And they focus not simply on providing public services, but on catalyzing all sectors-public, private, and voluntary-into action to solve their community problems.

<b>•</b>	<b>Re-engineering</b>	<b>government</b>	<b>Model</b>
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Re-engineering or Business Process Re-engineering (BPR) is the fundamental rethinking and radical redesign of business processes to achieve dramatic improvements in critical contemporary measures of performance, such as cost, quality, service, and speed. It represents an effort to turn back the Industrial Revolution and reassemble the tasks and functions taken apart by the 19th century principles of the division of labor.

**According to Fowler, its many features include the following results of the desired changes:**

- a) Separate, simple tasks are combined into skilled, multi-functional jobs.
- b) The stages in a process are performed in their natural order.
- c) Work is performed where it is best done-some parts of the process may thus be outsourced.
- d) The volume of checking and control of separate tasks is reduced.
- e) There is total compatibility between processes, the nature of jobs and structure, management methods, and the organization's values and beliefs.
- f) IT is recognized and exploited as offering many opportunities for the redesign of the work systems and the provision of information to enhance devolved decision-making.
- g) Processes may have multiple versions to cope with varying circumstances. Re-engineering is thus more inward-looking and gives greater attention to the role of information technology (IT). BPR has been extensively applied in private business, but only to a limited extent in the public sector.

**•Good Governance Model**

Good governance helps create an environment in which sustained economic growth becomes achievable. Conditions of good governance allow citizens to maximize their returns on investment.

Good governance does not occur by chance. It must be demanded by citizens and nourished explicitly and consciously by the nation state. It is, therefore, necessary that the citizens are allowed to participate freely, openly and fully in the political process. The citizens must have the right to compete for office, form political party and enjoy fundamental rights and civil liberty. Good governance is accordingly associated with accountable political leadership, enlightened policy-making and a civil service imbued with a professional ethos. The presence of a strong civil society including a free press and independent judiciary are pre-conditions for good governance.

# **CHALLENGES TO SKILL DEVELOPMENT IN INDIA**

Skill development refers to all the efforts to improve the effectiveness and contribution of labor to the overall productivity as well as production, which lead the economy to a higher trajectory.

The skill development has been a hot topic in current times in our country. What triggered such focus? Mainly two things as follows:

- Demographic dividend
- Expansion of knowledge based economy

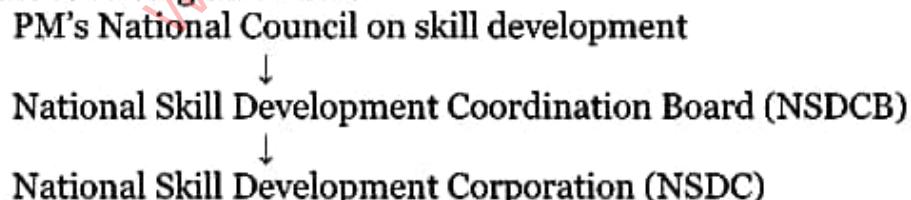
Demographic dividend was indicated by the changing demographic profiles of India vis-à-vis some other countries such as China. The changing demographic profile indicated that India has a unique 20-25 years window of opportunity. This opportunity comes to us because of increased ratio of young and working population, lesser dependency ration due to declining birth rates and improvement in life expectancy. More working people means more savings which, in turn, means more money for investments. As the number of working people grows, it also reduces the dependency ratio, which is the proportion of non-working population to the working.

The expansion of the talent based economy worldwide indicated that global economy is witnessing an acute shortage of skilled manpower.

## **Efforts till UPA-2 regime**

On the basis of an 11th plan recommendation for creation of a comprehensive National Skill Development Mission, a Coordinated Action on Skill Development was envisaged in UPA-2 regime. In 2009, the government launched a National Policy on Skill Development to train 500 million people by 2022 by empowering all individuals through improved skills, knowledge and nationally and internationally recognized qualifications to gain access to decent employment and ensure India's competitiveness in global market. It also aimed to increase produce workforce in organized and unorganized sectors especially among youth, women, disabled, disadvantaged sections.

In this way, a three tier institutional structure came up in India in last decade which had the following three tiers:



In the above structure, the functions were as follows:

- The PM's National Council spelt out vision to create 500 million skilled people by 2022 through skill systems.
- NSDCB was given the task to cooperate with a large number of central ministries, departments and state governments.
- NSDC was charged for preparing comprehensive action plans and activities which would promote PPP models of financing skill development.

The National Skill Development Corporation was set up as a public-private-partnership project, and the then prime minister Manmohan Singh brought in S. Ramadorai, the then vice-chairman of Tata Consultancy Services Ltd, to be his skill adviser.

However, so far, India is marred with various problems in the skill development sector.

### **Problems with Skill Development Programmes**

- The UPA regime is known for tedious governance structures. The biggest problem that occurred was of lack of coordination. Government was preoccupied with financing and implementation lost track. The Employment Exchanges, NCVT SCVT etc. were not utilized properly for training and information dissemination. The skill development programmes were implemented by ministries, departments and state governments. For example,
- In UPA regime, 20 different ministries handled 73 different skill development schemes.
- There was not centralized curriculum or certification.
- NSDC was kept under the Finance Ministry. It had hardly succeeded in coordination among various ministries and departments.
- Involvement of Industry and employers in the skill training structures (such as ITIs) is almost nothing. They could not be brought forward to proactively participate in the skill development. They were not brought forward because this would entail larger autonomy to institutions.
- India has a fragmented vocational education system, managed by multiplicity of bodies under the NCVT, DGET and the SCVTs. Lack of coordination among them has resulted in ineffectiveness of any top down approach to skill development. The quality of vocational institutes is also low.
- Funding of vocational education in India is restricted largely to government, where little attention was paid to quality. Once an institution begins to receive funding, subsequent funds are assured

regardless of the institution's performance. Moreover, Education being a state subject, the implementation of any vocational education would be in the domain of respective state governments. While the student fees in ITI's/polytechnics go to the State treasuries, the institution itself does nothing to cater to the market requirements.

- For now, far too much of young India learns on the job. It learns well but lacks the stamp of authority, and languishes in low-paid jobs or in the informal sector.
- A large number of students with vocational education need to look for placement in private organizations or for self employment. The condition of private industrial employments and self employment are inferior in India in comparison to other countries. Subsequently, only a smaller fraction of students (~5%) opt for vocational education.

### **The Efforts under New Government : Separate Ministry**

The incumbent NDA government has established a separate ministry for skill development. This central ministry takes the core elements from various ministries and pools them under one minister, Sarbananda Sonowal, and under one budget, which could be in the region of Rs 25,000 crore. In June 2014, the ministry had begun negotiations with two dozen ministries, however, most of them had apparently objected to losing their turf. The current position is as follows:

- The 73 schemes remain (as of now) with the respective ministries and the skill ministry to work as coordinator
- The new ministry will devise training curriculum in key sectors and issue certificates to trained personnel.
- Three key agencies — National Skill Development Corporation, National Skill Development Agency and National Skill Development Trust — which used to be attached to the department of economic affairs under the ministry of finance are now under the administrative control of new ministry.
- Whether the government will continue to fund individual ministries for skill development as it did earlier or, the new ministry finally gets a mandate of handling all skill development work across sectors, thereby trimming work assigned to other ministries—this question remains unanswered as of now.

### **Challenges to Skill Development in India**

By 2022, India will have the maximum number of working age population in the world. The FICCI-KPMG Global Skills Report has noted that if properly

skilled, they can contribute to economic growth. But there are many challenges to skilling in India. Some of them are:

- Problem in Mobilization
- Student mobilization to get trained has been a major concern due to the traditional mindset, low willingness to migrate, low salaries at entry level.
- Issues in Employers' Buy-In
- The employer does not distinguish whether an employee has picked up skills on the job or he has acquired them through formal training,
- Problems In Scalability
- Scaling up aspirations to current jobs as well as getting the right kind of training partners and effective stakeholder management are important.
- Mismatch between youth aspirations and jobs
- Finding students to fill the classrooms and getting people to accept new kind of jobs have been difficult,
- Ensuring Minimum Wages
- At present, wages are linked with categorization of 'skilled', 'semi-skilled' or 'unskilled', but these have to be aligned with skill levels defined as per National Skill Qualification Framework (NSQF) and recognition of higher level of skills in terms of minimum wages is noted.

### **What can be done?**

- With just about 2% of the country's labour force having formal skill certification, government and industry must create pull factors to attract workers to get vocational training. For this, there is a need to create the macro and micro policies to encourage workers.
- The government should include a minimum percentage of certified skilled work forces in the tendering process of every manpower intensive project and increase the minimum percentage every year.
- At a local level, the industry can enforce it by ensuring that ancillary service providers like drivers, housekeeping and security staff have skill certification.
- Minimum wages need to be re-looked and aligned to the levels defined in the National Skills Qualification Framework

## **IMPLEMENTATION ISSUES IN SWACHH BHARAT ABHIYAN**

The problem with the earlier programmes is at the implementation level. Poor implementation of sanitation schemes is the reason that India is plagued with health and hygiene issues. A report by the UNICEF India and Centre for Budget and Governance Accountability (CBGA) revealed that only 49 percent of the budget had been utilized between 1999 and 2011.

Poor utilization of funds, delay in the reach of funds and the lack of funds has been identified as some of the problems with the earlier programmes. Further, even if the funds are available the challenge has always been spending money in the right manner and that needs systems to be put in place. It also needs roles and responsibilities to be defined in a manner such that there is clear accountability for how the money is spent and what it is spent on.

Moreover, since the launch of Total Sanitation Campaign to Nirmal Bharat Abhiyan, there was focus on building more and more toilets. There was no concrete data pertaining to the usage of the toilets on a national level. The policy makers need to shift their approach from collecting data on building of toilets to collection of data of usage of toilets. Although the current programme focuses on the construction and usage component but effective monitoring needs to be in place to bring desired results. Along with this the mechanism for monitoring needs to be changed. For instance, the outcome of building toilets needs to be linked with the number decrease in the number of children dying due to diahorrea resulting from open defecation.

Therefore, unless robust monitoring mechanisms along with a shift outcome approach are put in place no effective results could be achieved.

## **Self Help Groups (SHG) in India**

Self Help Groups (SHG) are mentioned in the GS Paper 2 as per the latest UPSC Mains Syllabus. SHG related questions can also be expected in Prelims as well as in the Essay Paper of Mains. This article is based on July 2013 Kurukshetra magazine, and intends to give a gist about SHGs.

**What are Self Help Groups (SHGs)?**

Self Help Groups are groups of 10-20 people in a locality formed for any social or economic purpose. Most of the SHGs are formed for the purpose of better financial security among its members. SHGs can exist with or without registration.

SHGs in India often work in association with Banks (SHG – Bank Linkage Programme). The same is basis of Indian Micro finance Model too. SHG –

Bank Linkage was started in India in 1992 under the guidelines of NABARD and Reserve Bank of India.

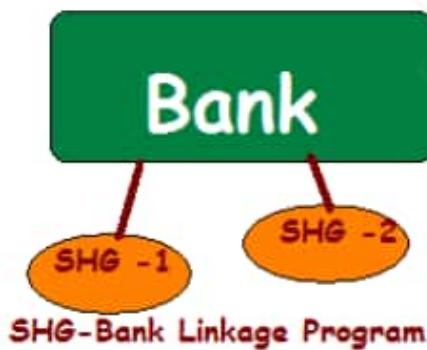
### Self Help Groups and Their Origin

- All problems cannot be solved alone.
- SHG are a form of enterprise. They perform the role of collective banks. They mobilize savings from the members and performs both debit and credit functions.
- For external credit, SHG links with the banks ie. SHG- Bank linkages.
- Now SHGs also links with companies ie. SHG-Corporate linkages.
- For Women SHGs, Government is providing interest subvention scheme.
- Importance of SHGs – Increased incomes of poor through collective performance.

### Statistics of SHGs in India

- 80 lakh SHGs with active bank linkages in India.
- Involvement of 10 crore people of India.
- Aggregate bank balance of Rs.6500 crores.
- 90% SHGs in India consist exclusively of women.

### SHG-Bank Linkage Program in India



### SHG Bank Linkage

- Indian Microfinance Model
- Introduced in 1992 – Guidelines by NABARD and RBI.

## Role of Self Help Groups

1. Income generation for poor.
2. Access to banks for poor, financial inclusion.
3. Against Dowry, Alcoholism etc.
4. Pressure group in Gram Panchayats.
5. Social Upliftment of marginal sections.
6. Upliftment of women.

## Why SHG are a necessity in rural development?

- In India there is a substantial percentage of rural and urban poor, who if tried individually cannot break their chains of poverty, and hence collective action is required.
- For self employment and financial independence, poor sections needs **credit**.
- Bank credits are not easily accessible to individual poor, but by forming a SHG, there are make better prospects for bank credits. (often without collateral).
- The chances of successful income generation is high with SHGs than individual attempts.

## Micro Finance

Microfinance is a basis of financial services for entrepreneurs and small businesses deficient in contact to banking and associated services. The two key systems for the release of financial services to such customers include 'relationship-based banking' for individual entrepreneurs and small businesses along with 'group-based models' where several entrepreneurs come together to apply for loans and other services as a group.

Similar to banking operation traditions, microfinance entities are supposed to charge their lender's interests on loans. In most cases the so called interest rates are lower than those charged by normal banks, certain rivals of this concept accuse microfinance entities for creating gain by manipulating the poor people's money. As per the World Bank estimates, more than 500 million people have improved their economic conditions via microfinance-related entities.

Recently the central government had introduced the Micro Units Development Refinance Agency(MUDRA) where the scheme aims to refinance

collateral-free loans of up to Rs 10 lakh granted by lending entities to non-corporate small borrowers, for revenue growth actions in the non-farm sector. Currently loans granted under this system have falls under three categories namely, Shishu loans for up to Rs 50,000, Kishor loans in a range between Rs 50,001 to Rs 5 lakhs and Tarun loans ranging from Rs 5 lakhs to 10 lakhs. As a way to make the MUDRA scheme popular, the government aims to set up a Rs 3000-crore Credit Guarantee Fund to back these loans.

## **MODES OF DELIVERY OF MICROFINANCE**

Micro Finance Institutions (MFIs) around the world follow a variety of different methodologies. The focus of such service is women rather than men for the reason women are more judicious and economical to men. The following are major methodologies employed by MFIs for delivery of financial services to low income families.

### **1. SELF HELP GROUPS(SHGS)**

The Self Help Groups( SHGs) is the dominant microfinance methodology in India. In this case the members of Self Help Group pool their small savings regularly at a prefixed amount on daily or weekly basis and SHGs provide loan to members for a period fixed. SHGs are essentially formal and voluntary association of 15 to 20 people formed to attain common objectives. People from homogenous groups and common social back ground and occupation voluntarily form the group and pool their savings for the benefit of all of members of the groups. External financial assistance by MFIs or banks augments the resources available to the group operated revolving fund. Saving thus precede borrowing by the members. NABARD has facilitated and extensively supported a program which entails commercial banks lending directly to SHGs rather than via bulk loan to MFIs. If SHGs are observed to be successful for at least a period of six months, the bank gives credit usually amounting 4 times more than their savings.

### **2. INDIVIDUAL BANKING PROGRAMMES (IBPS)**

In Individual Banking Programmes(IBPs) there is provision by Microfinance institutions for lending to individual clients though they may sometimes be organized into joint liability groups, credit and saving cooperatives. This model is increasingly popular through cooperatives. In cooperatives, all borrowers are members of organization directly or indirectly by being member of cooperative society. Credit worthiness and loan securing are a function of cooperative membership in which member's savings and peer pressure are

assumed to be key factors. BAXIS a MFI based in Ahemadabad, offers both the joint liability group and individual lending loans in addition to loans to intermediaries. Bank of Rakyat at Indonesia, arguably the world's biggest and profitable microfinance institution is following this model.

### **3. GRAMEEN MODEL**

Grameen Model was pioneered by DR Mohammed Yunus of Grameen Bank of Bangladesh. It is perhaps the most well known and widely practiced model in the world. In Grameen Model the groups are formed voluntarily consisting of five borrowers each. The lending is made first to two, then to the next two and then to the fifth. These groups of five meet together weekly, with International Journal of Marketing, Financial Services & Management Research Vol.1 Issue 11, November 2012, ISSN 2277 3622 Online available at [www.indianresearchjournals.com](http://www.indianresearchjournals.com) 148 seven other groups, so that bank staff meets with forty clients at a time. While the loans are made to the individuals, all in the group are held responsible for loan repayment. According to the rules, if one member ever defaults, all in the group are denied subsequent loans.

### **4. Mixed Model**

Some MFIs started with the Grameen model but converted to the SHG model at a later stage. However they did not completely do away with Grameen type lending and smaller groups. They are a mix of SHG and Grameen model. The main difference between these programs is rather marginal. Grameen programmes have traditionally not given much importance to savings as a source of funds where as SHGs place considerable emphasis on the source of funds. The SHG programs have compulsory deposit schemes in which the members themselves determine the amount. The SHGs model is widely used in India. According to Vijay Mahajan (2003), Managing Director of BASIX, the SHGs and Grameen models offer economies of transaction cost to MFIs, but at the cost of members time because the unit of dealing is "group" rather than individual. In contrast, MFIs offering individual loans incur higher transaction costs for serving their borrowers. In summary, Exhibit 1 capture the appropriateness of each of the models described and discussed above.

## Non-Governmental Organizations (NGOs) and Recent Issues

Definition of NGOs



The World Bank defines NGOs as private organizations that pursue activities to relieve suffering, promote the interests of the poor, protect the environment, provide basic social services, or undertake community development.

NGOs are legally constituted organizations which operate independently from Government and are generally considered to be **nonstate, nonprofit oriented groups who pursue purposes of public interest.**

Different agencies recognize these groups with different names such as Civil Society Organizations(CSO), charitable organizations, voluntary organizations etc.

History of NGO in India:

**Phase One:** The first half of 19<sup>th</sup> century in Indian history was marked by initiation of social reform movements. These reform movements evoked the spirit of devoting life to do something for the disadvantaged sections of the society. It recognized the right of untouchables to education, work of choice and worship, the right of women to education and other social aspects of life. This gave birth to the idea of voluntary organizations for the first time in Indian history.

**Phase two:** Second half of 19<sup>th</sup> century witnessed an unprecedented socio-political awakening resulted in the blooming of institutionalized reform movements such as Brahmo Samaj, Arya samaj, Ramakrishna Mission etc. And this prompted the Government to enact Societies registration act 1860.

**Phase three (1900-1947):** This period marked the successful attempt of channelizing the voluntary spirit for political action and mass mobilization for the struggle for independence. It influenced the formation of many future voluntary organizations.

**Post Independence period:** In the post-independence period, a large number of voluntary organizations have taken part in the process of nation building. The shift to a neoliberal economic and political agenda facilitated the growth of voluntary organizations at a faster pace.

Registration of NGOs

Indian NGOs mainly comes under three segments – Societies, Trusts, Charitable Companies.

- **Societies:** Societies have to register under The societies Registration Act,1860.

- **Trusts:** Private trusts are registered under the central government's Indian Trusts Act, 1882, and public ones are registered under the state legislation concerned.
- **Charitable companies:** They are set up according to section 8 of the Companies Act, 2013. For charitable companies, the compliance requirements are high, as loans and advances are easily available to them compared to a trust or a society. They have to even pay Income tax under IT act 1961.

Who regulate NGOs?

There are laws for the regulation of the functioning of NGOs in India.

**Foreign contribution regulation Act(FCRA) and Foreign Exchange Management Act(FEMA Act)** are among the most important laws connected with NGOs.

Foreign contribution regulation Act(FCRA)

**History:** Enacted in 1976 by the IndiraGandhi led Government during the emergency. It regulates all grants, non-Indian gifts, and donations-Indian residents. It also prohibits electoral candidates, political parties, judges, MPs and even cartoonists from accepting foreign contributions. The ostensible justification given for the law was to curb foreign interference in domestic politics.

FCRA (Amendment Act) 2010 highlights:

The amended FCRA Act 2010, barred organizations of 'political nature' from accepting foreign contributions. It also mandated that the organizations receiving foreign funds should renew their licenses every five years.

FCRA and Political parties

- In 2014, Delhi High court found that both BJP and Congress were violating the provisions of FCRA (See the FCRA,2010 Amendment) by accepting funds from the Indian Subsidiaries of London-based multinational Vedanta.
- In 2016, Government made an amendment to FCRA 2010 with retrospective effect, so that contribution from foreign companies (with 50% foreign shareholding) to not-for-profit, political parties and candidates contesting elections, newspapers, government employees etc. does not come under the definition of foreign source.

## Impact of Amendment

- It made legal for political parties to accept foreign aid through Indian subsidiaries.
- This move helped Companies to ease the CSR (Corporate Social Responsibility) spending as the repetitive consent from the Home Ministry is no longer required for the disbursement of funds by the foreign companies.
- NGOs have got access to foreign funds more easily than before except for the prior permission category NGOs.

## FCRA and NGOs:

- According to the FCRA, any NGO that accepts foreign contribution has to register with the **Home Ministry** and such contributions can only be accepted through designated banks.
- The NGO has to report to the central government any foreign contribution within 30 days of its receipt.
- They need to file annual reports with the home ministry. It must also report the amount of foreign contribution, its source, how it was received, the purpose for which it was intended, and the manner in which it was utilized.
- In a case of non-compliance with provisions of the FCRA, the government can penalize an NGO. For example, if these NGOs don't file annual returns, the government can issue a show-cause notice and subsequently, suspend or cancel their foreign funding licenses.
- In the last two years, licenses of around 20000 NGOs have been canceled by the central government after they were found violating various provisions of FCRA act. Hence those NGOs were barred from receiving any foreign funds.

## Foreign Exchange Management Act (FEMA)

- There are certain NGOs which are registered under FEMA and they disburse foreign funds to various associations within the country. Nearly 100 international NGOs and associations receive foreign funds through their liaison offices and disburse them to NGOs across India.
- According to FEMA Act, these NGOs are regulated by **Finance Ministry**. For example, International donors such as the Ford Foundation, the U.K.'s Department for International Development etc are registered under FEMA but not the Foreign Contribution Regulation

Act (FCRA) 2010. This makes it difficult to monitor the flow of funds effectively.

### The role of NGOs in our society

- They act as service contractors, able to work more efficiently and more effectively than government agencies thereby playing an important role in the socio-economic transformation.
- It brings in accountability and transparency to governance.
- It acts as a human rights watchdog in the society.
- NGOs act as channels for donors to provide international development funds to low-income countries or developing countries.

### Issues with the functioning of NGOs:



- **Misappropriation of funds:** Many NGOs don't have sophisticated finance and legal teams, nor do they have the funds to conduct audits.
- **The external issue of funding:** According to government data a total of 3,068 non-governmental organizations (NGOs) received foreign funding above Rs. 22,000 Cr in 2014-15. It is often said that foreign-funded NGOs tries to propagate the foreign propaganda to stall developmental projects. Example: Kudankulam Protest.
- **Nonaccountable, nontransparent undemocratic functioning:** CBI records filed in the Supreme Court show that only 10% of the total registered NGOs under the Societies Registration Act file annual financial statements.
- **Money Laundering:** Corrupt or unscrupulous NGOs that receive foreign funds may serve as conduits for money laundering.

## Way ahead

- A regulatory mechanism to keep a watch on the financial activities of NGOs and voluntary organizations is the need of the hour.
- The government should frame guidelines for their accreditation, the manner in which these organizations should maintain their accounts and the procedure for recovery in case they fail to submit their balance sheets.
- Avoid tussle between Home Ministry and Finance Ministry by bringing the regulation of NGOs under one head.
- General Financial Rules, 2005 have mandated a regulatory mechanism for the NGOs and a comprehensive law in line with these rules should be framed in no time.
- **Work related Acronyms of NGOs**
- 1. **Business-friendly international NGO or Big international NGO** (BINGO). For Example- Red Cross Society
- 2. **Environmental NGO** (ENGO). For Example- World Wildlife Fund
- 3. **Government-Operated NGO** (GONGO) is quasi-NGO which work as NGO but created by the government
- 4. **International NGO** (INGO). For Example- Oxfam
- 5. **Quasi-autonomous NGO** (QUANGO). For Example- ISO
- 6. **Religious International NGO** (RINGO). For Example- Catholic Relief Services
- 7. **Donor Organized NGO** (DONGO)
- 8. **Technical assistance NGO** (TANGO)
- 9. **Market advocacy NGO** (MANGO)
- **Types of NGOs by Orientation**
- 1. **Charitable orientation:** It is involves in a top-down paternalistic effort with little participation by the "beneficiaries" that includes activities addressing the needs of the poor peoples.
- 2. **Service orientation:** Its work is revolving around the provision of health, family planning or education services.
- 3. **Participatory orientation:** It is characterized by self-help projects where local people are involved particularly in the implementation of a project by contributing cash, tools, land, materials, labour etc.
- 4. **Empowering orientation:** The prime objective of this types of NGOs is to help poor people develop a clearer understanding of the social, political and economic factors affecting their lives, and to strengthen their awareness of their own potential power to control their lives.
- **Types of NGOs by level of Operation**

- 1. **Community-based organizations (CBOs):** These types of NGOs are responsible for raising the consciousness of the urban poor, helping them to understand their rights in accessing needed services, and providing such services.
- 2. **City-wide organizations:** The chambers of commerce and industry, coalitions of business, ethnic or educational groups, and associations of community organizations are included in these NGOs.
- 3. **National NGOs:** YMCAs/YWCAs, professional associations and similar groups are examples of this type of NGOs.
- 4. **International NGOs:** Ducere Foundation and Save the Children organizations, OXFAM, CARE, Ford Foundation, and Rockefeller Foundation to religiously motivated groups are the examples of International NGOs.

### **Welfare Schemes for Vulnerable Sections of the population by the Centre and States and the performance of these schemes**

Vulnerable groups are those groups of society which would be susceptible under any unfavourable situations such as where the adults are not capable to provide a satisfactory living for the household due to health issues like disability, illness, age or some other characteristic, and groups whose resource endowment is poor to provide sufficient income from any available source. In India, there are numerous socio-economic difficulties that members of particular groups experience which limits their access to health and healthcare. For government, it is not an easy task to identify the vulnerable groups. Besides there are multiple and complex factors of vulnerability with different layers and more often than once it cannot be analysed in isolation. There are several conspicuous factors on the basis of which individuals or members of groups are differentiated in India, i.e., structural factors, age, disability and discrimination that act as barriers to health and healthcare. The vulnerable groups that face impartiality include, Women, Scheduled Castes (SC), Scheduled Tribes (ST), Children, Aged, Disabled, Poor migrants, People living with HIV/AIDS and Sexual Minorities. Sometimes, each group faces many obstacles due to their multiple individualities. For example, in a patriarchal civilisation, disabled women have to face double discrimination of being a women and being disabled.

There is caste system in India since ancient times and therefore sudras have been browbeaten for the ages. In earlier period, they were deprived of the right to education and thus were left suffering behind, socially and economically. Such people have been categorized into Scheduled Castes. Tribal communities, who never mixed with the main society, are similarly challenged and are categorized into Scheduled Tribes.

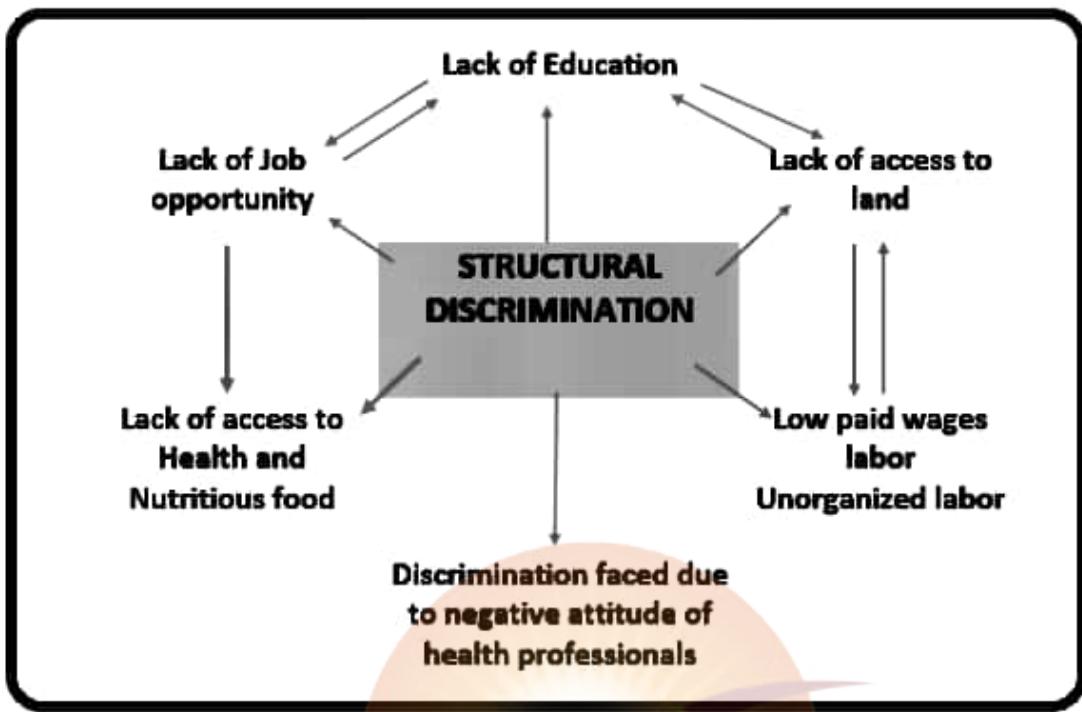
**Backward Classes:** The constitution of India does not define the term backward classes. It is up to the centre and the states to postulate the classes that belong to this group. However, it is assumed that classes that are not signified passably in the services of the state can be termed backward classes. Further, the President can, under Art. 340, can establish a commission to scrutinise the condition of socially and educationally backward classes. Structural standards are attached to the different relationships between the subordinate and the prevailing group in every society. The norms act as structural obstacles giving rise to various forms of disparity.

There are some structural Discrimination Faced by these vulnerable groups. In India, members of gender, caste, class, and ethnic identity experience structural discrimination that has adversely impacted on their health and access to healthcare. Women also face dual discrimination being members of specific caste, class or cultural group apart from experiencing gendered susceptibilities. Women have less control on the resources and on important decisions related to their lives. In India, early marriage and childbearing affects women's health unfavourably. About 28 per cent of girls in India, get married below the legal age and experience pregnancy (Reproductive And Child Health – District level Household Survey 2002-04, August 2006). These have serious consequences on the health of women. Reports indicated that maternal mortality is at rising trend in India. The average maternal mortality ratio at the national level is 540 deaths per 100,000 live births (National Family Health Survey-2, 2000). It varies between states and regions, i.e., rural-urban. In most cases the deaths occur from avoidable causes. Huge percentage of women are reported to have received no antenatal care. In India, institutional delivery is lowest among women from the lower economic class as against those from the higher class. It has been documented in reports that major proportion of the lower castes and Dalits are still dependent on business and upper class for their living. Dalits does not refer to a caste but suggests a group who are in a state of subjugation, social disability and who are helpless and poor. Earlier, they were called as 'untouchables' mainly due to their low jobs i.e., cobbler, scavenger, sweeper. In a caste-dominated country such as India, Dalits who comprises more than one-sixth of the Indian population, stand as a community whose human rights have been sternly dishonoured. Literacy rates among Dalits are very low, about 24 per cent. Their living conditions are very poor or have low access to resources and entitlements. In rural India, they are landless poor agricultural labourers attached to rich landowners from generations or poor casual labourers doing all kinds of available work.

In the metropolitan, they get low level job as wage labourers at several work sites, beggars, vendors, small service providers, domestic help, etc. They live in

slums and other temporary shelters without any kind of social security. The members of these groups face systemic violence in the form of disavowal of access to land, good housing, education and employment. Structural discrimination against these groups occurs in the form of physical, psychological, emotional and cultural abuse which receives legitimacy from the social structure and the social system. Physical separation of their settlements is common in the villages forcing them to live in the most unhygienic and inhabitable conditions. All these factors affect their health status, access to healthcare, and quality of health service received. There are high rates of undernourishment reported among the downgraded groups resulting in mortality, morbidity and anaemia. Access to and utilization of healthcare among the marginalized groups is influenced by their socio-economic status within the society.

It is observed that structural discrimination unswervingly obstructs equal access to health services by way of prohibiting. The undesirable attitude of the experts towards these groups also acts as an obstacle to receiving quality services from government. A large proportion of Dalit girls drop out of primary school in spite of reservations and academic aptitude, because of poverty, humiliation, isolation or bullying by teachers and classmates and punishment for scoring good grades (National Commission Report for SC/ST, 2000). The scavenger community among the Dalits is susceptible to stress and diseases with reduced access to healthcare. The Scheduled Tribes like the Scheduled Castes face structural discrimination within the Indian society. Likewise the Scheduled Castes, the Scheduled Tribes also face marginalization based on ethnicity. There is a desperate need for development of the weaker sections such as the SCs, STs, and OBCs. The SCs, STs and OBCs have been forced to remain as the Weaker Sections of India, and the women confined or oppressed to be the most and multiply exploited sections of the country, for many decades. This worst situation, cannot and should not continue anymore. There is a need for the Government to act to free and unshackle the weaker Sections, from the lethargies of oppression, marginalisation and backwardness. They have to be elevated to the levels of normal human-beings of the world



### Scheduled Castes/Tribes Welfare Schemes

#### NGOs Schemes:

Scheme of Grant in Aid to Voluntary Organisations working for Scheduled Castes

#### Ministry's Schemes:

Central Sector Scheme of 'Rajiv Gandhi National Fellowship' for Providing Scholarships to Scheduled Caste Students to pursue Programmes in Higher Education such as M.Phil and Ph.D (Effective from 01-04-2010)

### Centrally Sponsored Pilot Scheme of Pradhan Mantri Adarsh Gram Yojana (PMAGY)

Government of India have approved implementation of a new Centrally-sponsored Pilot Scheme called Pradhan Mantri Adarsh Gram Yojana (PMAGY) from the financial year, 2009-10, for integrated development of 1,000 villages in the country, each with more than 50% Scheduled Castes (SC) population. PMAGY aims to achieve all-round, integrated development of selected villages.

Primarily, through convergent implementation of all relevant Central and State schemes in them, and By meeting needs which cannot be met through

above then through provision of "gap-filling" funds for which central assistance to be provided Rs.10 lakh per village revised to Rs. 20 lakhs per village at an average w.e.f. Sep. 2011, with State Government also expected to make a suitable, preferably matching, contribution. State, District and Block wise abstract of villages selected under PMAGY (M Laxmikanth, 2014).

**Babu Jagjivan Ram Chhatrawas Yojana (Letter, Annexures, and National Allocation for 2009-10):**

The scheme of construction of hostels is effective way to enable and encourage students belonging to scheduled castes to attain quality education. The scheme for construction of hostels for girls is in operation from 3rd Five Year Plan while for boys, the same was started from the year 1989-90. The object of the Scheme is to provide residential accommodation facilities to SC Boys and Girls studying in middle schools, higher secondary schools, colleges and Universities. The State Governments/Union Territory Administrations and the Central & State Universities/institutions will be eligible for central assistance, both for new construction of hostel buildings and for renovation repair extension expansion of the existing hostel facilities while NGOs and deemed Universities in the private sector only for expansion of their existing hostel facilities.

#### **Post-Matric Scholarship for SC Students**

The Post Matric Scholarships enables huge number of Scheduled Caste students to obtain post-matric and higher level of education resulting in their overall educational and economic development. The Scheme offers for 100 per cent Central Assistance to the State Governments and UT Administrations over and above the respective committed liability of the State/UT. The committed liability of the North Eastern States have, however, been dispensed with.

#### **Pre-Matric Scholarships for the Children of those Engaged in Unclean Occupations**

The Government of India has implemented the Scheme of Pre-Matric Scholarship to children of those engaged in 'unclean' occupations since 1977-78. Under the scheme, 100% central assistance is provided to State Governments/UT Administrations from the Government of India for the total expenditure under the Scheme, over and above their respective Committed Liability to implement this Scheme. The object of the scheme is to provide financial support to children whose parents/guardian belongs to one of the following categories, to pursue Pre-matric education:

- i. Persons who are either presently engaged in manual scavenging or were so engaged up to or after 1.1.97 or the date on which "The Employment of manual scavengers and construction of Dry latrines (Prohibition) Act 1993" came into force in their State/UT, whichever is earlier;
- ii. Tanners
- iii. Flayers.

**Central Sector Scholarship Scheme of Top Class Education for SC Students  
(Effective from June 2007):**

The Scheme has an objective at recognizing and promoting quality education amongst students belonging to SCs, by providing full financial support. The scheme will cover SC students for pursuing studies beyond 12th class. The scheme will work in all institutions notified by the Ministry of Social Justice and Empowerment.

**Self-Employment Scheme for Rehabilitation of Manual Scavengers (SRMS)**

The Self Employment Scheme for Rehabilitation of Manual Scavengers (SRMS) was announced in January, 2007. It has an objective of rehabilitating the remaining manual scavengers and their dependents in alternative occupations by March, 2009. Major aim of this scheme is to assist the manual scavengers, identified during various surveys, for their rehabilitation in alternative occupations (M.Laxmikanth, 2014).

Central Government has reviewed the SRMS for rehabilitation of all the manual scavengers identified under the provisions of the MS Act, 2013. The main features of the Scheme include one-time cash assistance, training with stipend and concessional loans with subsidy for taking up alternative occupations.

**Centre sector scheme of National Overseas Scholarships for Scheduled Castes (SC):**

It is a Central Scheme to offer financial assistance to meritorious students for pursuing higher studies in foreign university in specified files of Master Level Courses, Ph.D and Post-Doctoral research programmes, in the field of Engineering, Management; Pure Sciences; Agricultural Science; Medicine Technology and Science. The Scheme was announced during the year 1954-55 and has since been revised from time to time. This was Non-Plan Scheme, which became a Plan Scheme from 2007-08.

Salient features of this scheme are as under:

1. Financial assistance is provided to 15 meritorious students (13 for ST and 2 for PTG) for pursuing higher studies abroad at the Masters level and Ph. D and Post-Doctoral research programmes in 35 specified disciplines of Engineering, Technology and Sciences.
2. The Scheme attempts at enhancing the employment avenues for ST candidates.
3. 100% Central Assistance is provided directly to the candidates.
4. The prescribed financial assistance is provided till completion of the course/research or the following period, whichever is earlier:-
  - (a) Post Doctoral Research - 1&1/2 years (One and a half year)
  - (b) Ph.D. - 4 years (four years)
  - (c) Masters Degree - 3 years ( three years)

The extension of stay beyond prescribed period for levels of courses as mentioned above, may be considered without financial assistance of any kind except the air passage to return to India, on the recommendation of the competent authority in the educational institution/ university as well as the Indian Mission abroad.

#### Eligibility Criteria

The candidate should belong to Scheduled Tribe community.

1. The candidate should be First Class with 60% marks or equivalent grade in relevant degree for Master Degree, Ph.D. and Post-Doctoral Research.
2. The age of the candidate should below 35 years.
3. Total income from all sources of the employed Candidates or his/her parents/guardian should not exceed Rs. 25000/- per month (excluding such allowances as are not treated as part of the total income for the purpose of income tax).
4. Not more than one child of the same parents/guardian is eligible.
5. Candidates who are in employment must forward their applications through their employer alongwith their NOC.

The finally selected candidates are required to obtain admission and join an accredited university/ institution abroad within three years from the date of communication of selection.

#### **Special Educational Development Programme for Scheduled Castes Girls belonging to low Literacy Levels:**

Centre sector scheme of Up gradation of Merit of SC Students:

The Scheme of Up gradation of Merit of SC students provides for 100% central assistance to States/UTs for arranging remedial and special coaching for Scheduled Castes and Scheduled Tribes students studying in class IX to XII. While remedial coaching aims at removing deficiencies in school subjects, special coaching is provided with a view to prepare students for competitive examinations for entry into professional courses like Engineering and Medical. The main objective of the scheme is to upgrade the merit of Scheduled Caste students by providing them with facilities for all round development through education in residential/non-residential schools. There will be no bar for any student to avail coaching for both the purposes (viz. Remedial and special).

It is planned to be done by:

- i. Removing their educational deficiencies.
- ii. Facilitating their entry into professional courses by upgrading their merit so that they can compete with other students for admission to higher education courses and for senior administrative and technical occupations.
- iii. Generating self-confidence and self-reliance in them. The States will pay adequate attention to maintenance of hostel buildings and other infrastructural facilities.

#### **Salient features of the scheme are as under:**

- i. The State Government/UT Administration selects certain schools in different Districts/towns with hostel facilities which show excellence in performance of students from class IX to XII.
- ii. The Ministry fixes the total number of awards for each State annually.
- iii. Coaching starts from class IX in the identified schools and continues till the awardees complete class XII.
- iv. Coaching is provided in languages, science, mathematics as well as special coaching for admission to professional courses like engineering and medicine.
- v. While selecting the ST students the aim is to include at least 30% girl students and 3% disabled students.
- vi. The scheme provides for 100% central assistance to the States/UT's

#### **Centre sector Scheme of free Coaching for SC and OBC Students**

Government has major concern for the empowerment of the weaker sections since independence. A scheme for providing free coaching to students belonging to Scheduled Castes (SCs) was started during 6th Five Year Plan.

Main intent of the Scheme is to provide coaching of good quality for economically disadvantaged Scheduled Castes (SCs) and Other Backward Classes (OBCs) candidates to enable them to appear in competitive examination and succeed in obtaining an appropriate job in Public/Private sector. The programme covers special coaching for:

- i. Group A and B examinations conducted by the Union Public Service Commission (UPSC), the Staff Selection Commission (SSC) and the various Railway Recruitment Boards (RRB);
- ii. Group A and B examinations conducted by the State Public Service Commissions;
- iii. Officers' Grade examinations conducted by Banks, Insurance Companies and Public Sector Undertakings (PSUs).
- iv. Finishing courses/job-oriented courses for employment in the private sector like IT, Bio-technology etc. in need of soft skill as well.

#### National Scheduled Castes Finance & Development Corporation (NSFDC)

Vision of this scheme is to Fight Poverty through Entrepreneurship. The National Scheduled Castes Finance & Development Corporation (NSFDC) was set up in 1989 as a "Company not for profit" under Section 8 of the Companies Act 2013. National Scheduled Castes Finance & Development Corporation is an institution under Ministry of Social Justice & Empowerment, Government of India for financing, facilitating and mobilizing funds for the economic empowerment of persons belonging to the Scheduled Castes families living below Double the Poverty Line. It finances income generation schemes for the target group through the State Channelizing Agencies (SCAs) nominated by respective State/UT Governments.

Major objective of this institution is the apex institution for financing, facilitating and mobilizing funds from other sources and promoting the economic development activities of the persons belonging to the Scheduled Castes living below double the poverty line.

#### Eligibility

The beneficiary should be from the Scheduled Caste Community. Annual family income of the beneficiary (ies) should not exceed Double the Poverty Line (DPL) income limit (presently '98,000/- p.a. for rural areas and ` 1,20,000/- p.a. for urban areas).

#### Criteria:

## National Safai Karamcharis Finance & Development Corporation (NSKFDC)

It is totally government of India Undertaking under the Ministry of Social Justice & Empowerment (M/o SJ&E) which was set up on 24th January 1997 as a Company "Not for Profit" under Section 25 of the Companies Act, 1956. NSKFDC is in operation since October, 1997, as an Apex Corporation for the all-round socio-economic upliftment of the Safai Karamcharis, Scavengers and their dependants throughout India, through various loan and non-loan based schemes.

The Mission of NSKFDC is to empower the Safai Karamcharis, Scavengers and their dependents to break away from their traditional occupation, depressed social condition and poverty and leverage them to work their own way up the social and economic ladder with self-respect.

Major objective of this scheme is as under:

1. To promote economic development activities of Safai Karamcharis and their dependents;
2. To promote self-employment ventures for the benefit and /or rehabilitation of Safai Karamcharis and their dependents.
3. To assist, through the State Scheduled Castes Development/finance corporation or any other Channelizing Agency designated by the State Government or Union Territory Administration and subject to the directions given by the Government from time to time, Safai Karamcharis and their dependents, either individually or in groups, by way of grants, subsidy, loans or advances for economically and financially viable income generating schemes and projects.
4. To grant concessional finance to Safai Karamcharis and their Dependents in collaboration with the Ministries or Departments of GOI or Governments of States/UTs under relevant programmes;
5. To extend loans to students from the community of Safai Karamcharis for pursuing ` professional or technical education.
6. To promote training, quality control, technology upgradation, and common facility centers for carrying out sanitation works.
7. To assist state level organizations dealing with development o Safai Karamcharis and their dependents by way of providing financial assistance and in obtaining commercial funding or by way of re-financing.
8. To work as an apex institution for coordinating and monitoring the work of all Corporations, Boards set up by the State Governments/Union Territories administrations for assisting Safai Karamcharis and their dependents for their economic development.

9. To help in furthering the policies and programs of the Government for socioeconomic development of Safai Karamcharis and their dependents.
10. To help in the up-gradation of technical and entrepreneurial skills of persons belonging to the community of Safai Karamcharis or their dependents for proper and efficient management of production and service units set up by them.
11. To support self-employed individuals or groups of individuals from the community of Safai Karamcharis including their dependents or units/cooperatives set up by them in procurement of raw materials or other outputs and marketing of finished goods or services.

#### Assistance to Scheduled Castes Development Corporations (SCDCs)

The main purposes of SCDCs include identification of eligible SC families and motivating them to undertake economic development schemes, sponsoring the schemes to financial institutions for credit support, providing financial assistance in the form of the margin money at a low rate of interest, providing subsidy out of the funds made available to the States under the Scheme of Special Central Assistance to Special Component Plan of the States to reduce the repayment liability and providing necessary tie up with other poverty alleviation programmes. For aiding loans to Scheduled Castes, the SCDCs tie up with the local banks, National Scheduled Castes Finance and Development Corporation (NSFDC) and National Safai Karamcharis Finance and Development Corporation (NSKFDC). Thus the SCDCs are playing an important role in providing credit and missing inputs by way of margin money loans and subsidy to the target group. The SCDCs finance the employment oriented schemes covering diverse areas of economic activities which inter-alia include (i) agriculture and allied activities including minor irrigation (ii) small scale industry (iii) transport (iv) trade and service sector.

#### Supporting Project of All India Nature of SCs

Under the scheme, financial aid is provided to reputed Social Science Research Agencies and Universities which have necessary expertise and are willing to undertake the purposeful studies and hold seminars and workshops preferably on the socio-economic programmes undertaken by Government bodies. This scheme is run through NGOs (Gyan Publishing House, 2005).

#### National Comission for Safai Karamcharis

The National Commission for Safai Karamcharis was established on 12th August, 1994 for a period of 3 years under the provision of the National

Commission for Safai Karamcharis Act, 1993 to promote and safeguard the interests and rights of Safai Karamcharis. The National Commission has, inter alia, been empowered to investigate specific grievances as well as matters relating to implementation of programmes and scheme for welfare of Safai Karamcharis. The Commission is required to be consulted on all major policy matters affecting Safai Karamcharis.

Vital schemes/programme of the Ministry of Tribal Affairs are as under  
Special Central Assistance & Grants Under Article 275(1) Of The Constitution:

Grants under Article 275(1) of the Constitution of India offers such sums as Parliament may by law provide shall be charged on the consolidated Fund of India in each year as grants-in-aid of the revenues of such States as Parliament may determine to be in need of assistance, and different sums may be fixed for different States: Provided that there shall be paid out of the Consolidated Fund of India as grants-in-aid of the revenues of a State such capital and recurring sums as may be necessary to enable that State to meet the costs of such schemes of development as may be undertaken by the State with the approval of the Government of India for the purpose of promoting the welfare of Scheduled Tribes in that State or raising the level of administration of the Scheduled Areas therein to that of the administration of the rest of the areas of that State".

This is a Central Sector Scheme and 100% grants are provided to the States. This scheme is effective in States such as Andhra Pradesh, Arunachal Pradesh , Assam , Bihar, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Orissa, Rajasthan , Sikkim , Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand and West Bengal having Scheduled Tribe Population..

Salient features of this scheme are as under:  
The grants are provided to the States on the basis of ST population percentage in the State to the total tribal population of the Country.  
The funds are released to the State Governments against specific projects for the welfare of Scheduled Tribes and strengthening of administration of tribal areas from the year 2000- 2001. A part of funds are also utilised to establish Eklavya Model residential Schools to provide quality education to ST students from class VI to XII

## Scheme of Development of Primitive Tribal Groups (Ptgs)

Central government has provided special assistance to States/UTs to supplement their efforts in tribal development through Tribal Sub-Plan. This assistance is basically meant for family-oriented income-generating schemes in the sectors of agriculture, horticulture, minor irrigation, soil conservation, animal husbandry, forests, education, cooperatives, fisheries, village and small scale industries and for minimum needs programme. Based on pre-agricultural level of technology, low level of literacy, declining or stagnant populations, 75 tribal communities in 17 States and 1 Union Territory of Andaman & Nicobar Island, have been identified and categorized as Primitive Tribal Groups (PTGs). Considering the vulnerability of these groups, a Central Sector Scheme was introduced in the year 1998-99 for the all-round development of PTGs.

The scheme is very flexible, and include housing, infrastructure development, education, health, land distribution/development, agriculture development, cattle development, social security, insurance, etc. During 2007-08, comprehensive long term “Conservation-cum-Development (CCD) Plans” for PTGs have been formulated for Eleventh Plan period through baseline surveys conducted by respective State Governments/Union territory. These Plans envisage a synergy between efforts of State Governments and non-governmental organizations.

## Tribal Research Institutes

Fourteen Tribal Research Institutes (TRIs) have been established by Andhra Pradesh, Assam, Bihar, Gujarat, Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Tamil Nadu, West Bengal, Uttar Pradesh, Manipur and Tripura. These Institutes are engaged in providing planning inputs to the State Governments, conducting research and evaluation studies, collection of data, codification of customary law and conduct of training, seminars and workshops. Some of these Institutes are also having museums exhibiting tribal artefacts.

**Girls / Boys Hostels for STs:** Girls/ boys scheme was started in third five year plan with the aim of providing residential facilities to tribal girls in the pursuit of education. Central assistance of 50% cost of construction to the states, cent percent to the Union territories is provided under the scheme. The boys hostel scheme was started in 1989- 90 under the same pattern as the girls hostel (Y. K. Singh, 2008).

**Ashram Schools In Tribal Sub-Plan Areas:** This centrally sponsored scheme was started in 1990-91 to provide central assistance to state and union territories on 50% and 100 % basis (Y. K. Singh, 2008).

**Vocational Trainig Centres in Tribal Areas:** This scheme under the central sector introduced in 1992-93 with the aim of developing the skills of the tribal youth in order to get employment or self-employment opportunities. The scheme envisages setting up of vocational training centres (Y. K. Singh, 2008). The proposals by NGOs are required to be routed through State Government and the recommendation of the "State Committee for Supporting Voluntary Efforts" constituted under the chairmanship of Principal Secretary/Secretary, Tribal Welfare/Development Department of the State/UT are mandatory. The recommendation of State Committee is valid for that financial year in which it is made.

#### Grants-in-aid to State Tribal Development Cooperative Corporations and others

Major objective of the scheme is to augment the reach of welfare schemes of Government and fill the gaps in service deficient tribal areas, in the sectors such as education, health, drinking water, agro-horticultural productivity, social security net etc. through the efforts of voluntary organizations (VOs)/non-governmental organizations (NGOs), and to provide an environment for socio-economic upliftment and overall development of the Scheduled Tribes (STs). Any other innovative activity having direct impact on the socio-economic development or livelihood generation of STs may also be considered through voluntary efforts.

Under this scheme 90% grant is provided by the ministry and 10% cost is required to be borne by the non-governmental organizations from their own resources, except in Scheduled Areas where the Government bears 100% cost. The scheme provides a list of categories of projects viz. residential school, non-residential schools, 10 or more bedded hospitals, mobile dispensaries, computer training centres, etc., which could be covered under the scheme, and also prescribes fixed financial norms. The scheme does not provide any construction cost.

The Proposals by NGOs are required to be routed through State Government and the recommendation of the "State Committee for Supporting Voluntary Efforts" constituted under the chairmanship of principal Secretary/Secretary, Tribal Welfare/Development Department of the State/UT are mandatory. The recommendation of State Committee is valid for that financial year in which it is made.

## Post-Matric Scholarship for Scheduled Tribes Students

The objective of the scheme is to offer financial assistance to students belonging to Scheduled Tribes pursuing Post-Matriculation recognized courses in recognized institutions. The scheme covers professional, technical as well as non-professional and non-technical courses at various levels and the scheme also includes correspondence courses including distance and continuing education. The scheme is implemented by the State Government and UT Administrations, which receive 100% Central Assistance over and above the committed liability which is required to be borne by them from their own budgetary provisions. The committed liability is equal to the expenditure reached in the last year of the Plan period. Accordingly, the expenditure incurred in the last year of the Xth plan period, i.e. 2006-2007, has become the committed liability of State/UTs, which is required to be borne by them during each year of the 11th Five Year Plan period. The requirement of committed liability of North Eastern State has been dispensed with from 1997-98. The Scheme is in operation since 1944-45.

## Rajiv Gandhi National Fellowship Scheme (RGNF)

This Scheme was introduced in the year 2005-06. Under the Scheme, fellowship is provided to ST students for pursuing higher studies such as M.Phil. and Ph. D. The maximum duration of a fellowship is 5 years. Every year 667 fellowships are to be provided to ST students. The scheme is being implemented by University Grant Commission (UGC) on behalf of the Ministry of Tribal Affairs. Any ST student who has passed post-graduation from a UGC recognized University can apply under the scheme.

## Major schemes for Women which are also vulnerable section of society

**Indira Gandhi Matritva Sahyog Yojana (IGMSY):** The Government of India in the Ministry of Women and Child Development is implementing a centrally sponsored scheme namely, Indira Gandhi Matritva Sahyog Yojana (IGMSY), Conditional Maternity Benefit (CMB) for pregnant and lactating women to enhance their health and nutrition status to better enabling environment by providing cash incentives to pregnant and nursing mothers. It is being implemented using the platform of Integrated Child Development Services (ICDS) Scheme. The scheme was introduced in October 2010 on pilot basis now operational in 53 selected districts.

## Eligibility Criteria:

Any woman is entitled to receive the benefit of the Scheme if she fulfills 4 criteria:

1. Pregnant women
2. Not less than 19 years old
3. This is her first or second live birth
4. She or her husband does not work in Government / Public Sector Undertaking (Central and State)

AWWs and AWHs may also avail the benefit under the Scheme if they are not receiving paid maternity benefits from the Government and fulfill the above-mentioned 4 criteria

#### Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG)

This scheme is also called SABLA. It is a centrally sponsored scheme, implemented through the State Governments/UTs with 100% financial assistance from the Central Government for all inputs, except nutrition provision for which Government of India will share up to the extent of 50% of the financial norms or the actual expenditure incurred, whichever is less. A combined package of services is to be provided to Adolescent Girls that would be as follows:

- i. Nutrition provision
- ii. Iron and Folic Acid (IFA) supplementation
- iii. Health check-up and Referral services
- iv. Nutrition & Health Education (NHE)
- v. Counselling/Guidance on family welfare, ARSH, child care practices and home management
- vi. Life Skill Education and accessing public services
- vii. Vocational training for girls aged 16 and above under National Skill Development Program (NSDP)

The objectives of the scheme are as under:

- i. Enable self-development and empowerment of AGs.
- ii. Improve their nutrition and health status.
- iii. Spread awareness among them about health, hygiene, nutrition, Adolescent Reproductive and Sexual Health (ARSH), and family and child care.
- iv. Upgrade their home-based skills, life skills and vocational skills.
- v. Mainstream out-of-school AGs into formal/non formal-education.

- vi. Inform and guide them about existing public services, such as PHC, CHC, Post Office, Bank, Police Station, etc.

There are two major components under the Scheme that include Nutrition Component and Non Nutrition Component.

I) Nutrition Component: Take Home Ration or Hot Cooked Meal

11-14 years: Out of school girls

14 -18 years: both out of school and in school girls

II) Non Nutrition Component

.For Out of school Adolescent Girls: (2 – 3 times a week)

a) 11-18 years

- IFA supplementation,

- Health check-up and Referral services,

- Nutrition & Health Education (NHE),

- Counselling / Guidance on family welfare, ARSH, child care practices

- Life Skill Education and accessing public services

b) 16-18 Years

- Vocational training under National Skill Development Program

. For In school Adolescent Girls: (twice a month – average)

c) 11-18 years

- Nutrition & Health Education (NHE)

### Swadhar Yojna

Swadhar Scheme was introduced in 2001-02 with the identification of need for a project based approach to address the requirements of women in difficult circumstances. Major objective of the scheme is to comprehensively rehabilitate widows, victims of trafficking, victims of natural calamities, mentally challenged and destitute women. The scheme offers for support like food and shelter, counselling, medical facilities and vocational training to women. The scheme also envisages setting up help-lines for women in distress. In the latest Union Budget, it was proposed to merge Swadhar scheme with Short Stay Homes and renamed as Swadhar Greh. No. of Swadhar Homes to be converted into Swadhar Greh depends on receipt of requisite information from State Governments.

### STEP (Support to Training and Employment Programme for Women) (20th October 2005):

The Ministry has administered 'Support to Training and Employment Programme for Women (STEP) Scheme' since 1986-87 as a 'Central Sector Scheme'. The major objective of STEP Scheme is to provide skills that give

employability to women and to provide competencies and skill that enable women to become self-employed/entrepreneurs. The Scheme is intended to benefit women who are in the age group of 16 years and above across the country. The grant under the Scheme is given to an institution/ organisation including NGOs directly and not the States/ UTs. The assistance under STEP Scheme is available in any sector for imparting skills related to employability and entrepreneurship, including but not limited to the Agriculture, Horticulture, Food Processing, Handlooms, Tailoring, Stitching, Embroidery, Zari etc, Handicrafts, Computer & IT enable services along with soft skills and skills for the work place such as spoken English, Gems & Jewellery, Travel & Tourism, Hospitality.

### **Stree Shakti Puraskar Yojna**

Stree Shakti Puraskar is institutes in the name of eminent women in Indian history (Ajit Kumar Sinha, 2008). It is a series of India's national nobilities conferred on individual women for their excellent accomplishment. The award is given in six categories, by the Ministry of Women and Child Development, Government of India. It recognises the spirit of courage of a woman in difficult circumstances, who has established this spirit of courage in her personal or professional life. The award also recognises the pioneering contribution of an individual in empowering women and raising women's issues. This scheme was instituted in 1991, the award is conferred by the President of India on the occasion of International Women's Day, 8 March every year at New Delhi. Major objectives of this scheme are as under:

1. To strengthen the process of economic development of rural women and create a conducive environment for social change.
2. To form one lakh Self Help Women Groups based on thrift and credit principles which builds self-reliance and enable women to have greater access to control over resources.
3. To create self confidence in rural women by involving them in income generating activities thereby contributing to poverty alleviation.
4. To provide opportunities to the members of the groups to avail the benefits of other departmental schemes by converging the services of various departments and lending institutions to ensure women's access to credit financing.

### **Short Stay Home for Women and Girls (SSH)**

The Government of India initiated a programme in 1969 in the Central Sector known as the Short Stay Homes for Women & Girls to shield and rehabilitate

those women and girls who are facing social and moral danger due to family glitches mental tensions, social ostracism, exploitation or other causes. The services extended in these Homes include medical care; case work services; occupational therapy; education cum vocational training and recreational facilities.

The need for providing Short Stay Homes for Women and Girls has been due to the changing pattern of life, rapid urbanization and industrialization and the resulting migration from rural to urban areas. The breakup of social institutions like the joint family, contributes considerably in creating problems of adjustment for women and young girls. Cases of marital conflict and emotional disturbance occur. This effort is made to help the women to rehabilitate themselves within a short period of time. These Short Stay Homes have been established by voluntary organizations.

#### **UJJAWALA**

**A Comprehensive Scheme for Prevention of trafficking and Rescue, Rehabilitation and Re-integration of Victims of Trafficking and Commercial Sexual Exploitation. Eligibility Criteria:** Women and children who are vulnerable to trafficking for commercial sexual exploitation and women and children who are victims of trafficking for commercial sexual exploitation.

Advantages are as under: It prevents trafficking of women and children for commercial sexual exploitation through social mobilisation and involvement of local communities, awareness generation programmes, generate public discourse through workshops/seminars and such events, and any other innovative activity. Scheme facilitates rescue of victims from the place of their exploitation and place them in a safe custody.

It provides rehabilitation services, both immediate and long-term, to the victims by providing basic amenities/needs such as shelter, food, clothing, medical treatment, including counselling, legal aid and guidance and vocational training. It also facilitate reintegration of the victims into the family and society at large. Scheme enables repatriation of cross-border victims to their country of origin.

#### **General Grant-in-Aid Scheme in the field of Women and Child Development Vulnerability of children and aged**

Children and the ageing population face different types of vulnerability. Mortality and morbidity among children are caused by poverty, their sex and

caste position in society. All these have consequences on their nutrition intake, access to healthcare, environment and education. These factors directly impacts food security, education of parents and their access to correct health information and access to health care amenities. Undernourishment and chronic hunger are the important causes of death among children from poor families. Diarrhoea, acute respiratory diseases, malaria and measles are some of the main causes of death among children, most of which are either preventable or treatable with low-cost interventions. Tetanus in newborns remain a problem in at least five states: Uttar Pradesh, Madhya Pradesh, Rajasthan, West Bengal, and Assam (UNICEF, India).

The vulnerability among the ageing population is not only due to illness and disability, but also due to their economic dependency upon their partners, children and other younger family members. Vulnerability among the elderly also depends on their living arrangement since the elderly are less capable of taking care of themselves compared to younger persons and need the care and support of others in several aspects. The significance of the living arrangement among the elderly becomes evident when seen in the context of their level of economic dependence. Lack of economic dependence has an impact on their access to food, clothing and healthcare. Among the basic needs of the aged people, medicine features are the highest unmet need. Healthcare of the elderly is a major concern for the society as ageing is often accompanied by multiple illnesses and physical ailments. One out of two elderly in India suffers from at least one chronic disease which requires life-long medications. Providing healthcare to elderly is a burden for especially poor households.

Among the aged, the widows, poor and disabled constitute those who are more underprivileged. Widows face structural disadvantages related with gender and marital status. There is striking gender differential that exists in the ownership of property and assets and in the participation of their management. At all India level, aged women like those in other age groups suffer from lack of ownership of property and financial assets and participation in their management compared to aged men in both urban and rural India.

#### Street Children and Orphans

Street children are also vulnerable group of society that needs greater attention from the government. There are groups for whom the street more than their family has become their real home, a situation in which there is no protection, supervision, or direction from responsible adults. Human Rights closely watch and estimated that approximately 18 million children live or

work on the streets of India. Majority of these children are involved in crime, prostitution, gang related violence and drug trafficking.

In India, approximately 26% of the Indian population lives below the poverty line and 72 % live in rural areas. Even though the percentage of the Indian population infected with HIV/AIDS is low, it has the second largest number of people infected with HIV/AIDS in the world, the first being South Africa. Despite the many recorded gains in the recent past, issues such as gender inequity, poverty, illiteracy and the lack of basic infrastructure hinder in HIV/AIDS prevention and treatment programs in India. The impact of the AIDS crisis has not begun to fully emerge in India and AIDS related orphaning has not been recognized. Yet, it is assessed that India has the largest number of AIDS orphans of any country and this number is expected to double in coming years. It is projected that 14% of the 4.2 million HIV/AIDS cases are children below the age of 14. In a study conducted by the ILO found that children of infected parents are heavily discriminated, 35% were denied basic amenities and 17% were forced to take up petty jobs to augment their income.

Child labour in India is a complex problem and is deep-seated in poverty. Census 1991 data suggests that there are 11.28 million working children in India. Conservative estimates state that around 300, 000 children in India are engaged in commercial sex. Child prostitution is socially acceptable in some sections of Indian society through the practice of Devadasi. Young girls from socially deprived communities are given to the 'gods' and they become a religious prostitute. Devadasi is banned by the Prohibition of Dedication Act of 1982. This system is predominant in Andhra Pradesh, Karnataka, Tamil Nadu, Kerala, Maharashtra, Orissa, Uttar Pradesh and Assam. More than 50 % of the devadasis become prostitutes: of which approximately 40 per cent join the sex trade in urban brothels and the rest are involved in prostitution in their respective villages. According to the National Commission on Women, 250,000 women have been devoted as Devadasis in Maharashtra-Karnataka border.

#### Schemes for Vulnerable Children

**The Integrated Child Protection Scheme (ICPS):** The Integrated Child Protection Scheme (ICPS) is a governmental program implemented by the Government of India to help secure the safety of children, with a special emphasis on children in need of care and protection, juveniles in conflict or contact with the law and other vulnerable children. Main objective of this scheme is to create a central structure to provide oversight and standardization for pre-existing and evolving child protection schemes in India. Proposed in 2006 and implemented in 2009, the ICPS is administered at the state level by

state child protection committees and societies and at the district level by district child protection societies, among other institutions. Basically, ICPS is based on the ideologies of 'protection of child rights' and 'best interests of the child' and aims to institutionalize services for emergency outreach, family and community based care, counselling and support. ICPS sensitizes functionaries in the system towards child protection, and raise public awareness. It seeks to put in place both preventive and curative mechanisms for a child needing protection from exploitation, harassment, and health hazards. The model adopts government-civil society partnership to ensure child protection and create a safe and healthy environment for the children of India.

**National Awards for Child Welfare:** In order to boost the voluntary sector, the Government of India, in 1979, introduced a scheme of giving 'National Award for Child welfare' to deserving institutions and individuals for their outstanding performance in the field of child development and welfare, this scheme was started, with a view to give recognition to such voluntary action.

**National Child Awards for Exceptional Achievements:** The National Child Award for Exceptional Achievement was introduced in 1996 and is presented by the Department of Women & Child Development, government of India to children between ages 4 to 15 with exceptional capabilities. The awards are generally presented on 14 November, Children's Day, usually by the President of India in Durbar Hall of the Rashtrapati Bhavan in New Delhi.

**Rajiv Gandhi Manav Seva Award For Service To Children:** To boost voluntary action, the Government of India has been instituted an Award to honour individuals who makes outstanding contribution towards service for children. **Balika Samriddhi Yojana (BSY):** The Balika Samriddhi Yojana introduced in 1997 is an important initiative of the government to raise the status of the girl child. The aim of scheme is changing the negative attitude of families and communities towards the girl child, to increase enrolment and retention of girls in schools, to raise the marriage age of girls and to create income opportunities and activities. A series of incentives are incorporated into the Yojana, such as a gift of Rs. 500/- to the mother on delivery of a baby girl and the condition of an annual scholarship for the girl child education. In 1999-2000 the scheme was modified to benefit the girl child. Hence now the girl child can receive:

A post birth grant amount of Rs. 500/-  
She will be eligible for annual scholarships for education according to class.

Kishori Shakti Yojana (KSY):

The Kishori Yojana, financed by Government of India is being conducted in 70 Child Development projects of the State. Kishori Shakti Yojana under the domain of ICDS has an objective to empower adolescent girls and their holistic development by improving their self-perception and creating opportunities for realizing their full potential through Balika Mandals. The scheme principally aims at breaking the intergenerational life cycle of nutritional & gender disadvantage and providing a supportive environment for self-development.

Major objective are as under:

- i. To provide the required literacy and numeric skills through the non-formal stream of education.
- ii. To stimulate a desire for more social exposure and knowledge and to help them improve their decision making capabilities.
- iii. To improve the nutritional, health and development status of adolescent girls, promote awareness on health, hygiene, nutrition and family care.
- iv. To link them to opportunities for learning life skills, to train and equip the adolescent girls to improve/upgrade home based and vocational skills.
- v. To help them gain a better understanding of their social environment and take initiatives to become productive members of the society.

#### Nutrition Programme for Adolescent Girls (NPAG)

The Nutrition Programme for Adolescent Girls was launched in 2002-03 to fulfil nutritional needs of adolescent girls, pregnant women and lactating mothers. Under this scheme, 6 kg of food-grains were given to under nourished adolescent girls, pregnant women and lactating mothers according to their weight. It was primarily started as a pilot project in 51 districts of the country and was taken up again in 2003-04. It was stopped for a year in 2004-05 but taken on as a full project, in 2005-06, to be implemented by the Ministry of Women and Child Development. The scheme was started in 51 backward districts and was restricted to only undernourished adolescent girls. The scheme continues on a pilot project basis. The funding is done by the central government to the state government in the form of 100% grants. The food is meant to be provided through the public distribution system for no cost to the families identified in this scheme. The scheme targets girl children between the ages of 11 -19 who are less than 35 kgs.

**Early Childhood Education for 3-6 Age Group Children Under the Programme of Universalisation of Elementary Education:** That Early Childhood Education has immense importance for overall growth of the child.

The main objectives of educational development according to sixth Five Year Plan 1980-85, is "to ensure essential minimum education to all children up to the age of 14 years within the next 10 years. The main tasks during the Sixth Plan for Elementary Education are as under.

- I. To achieve additional enrolment of 180 lakhs of children in classes I-VIII.
- II. To ensure drastic reduction in the drop-out rates.

#### Scheme for welfare of Working Children in need of Care and Protection:

The intent of the Scheme for Working Children in Need of Care and Protection is to offer working children with essential educational services such as non-formal education, and vocational training. The training must aim at entering or re-entering children in the mainstream formal education system in cases where they have never attended school and where children have discontinued school. The programme aims at averting and stopping the exploitation of working children and safeguarding their right to education.

#### Central Adoption Resource Agency (CARA)

The aim of CARA is to guarantee that every orphan, destitute and surrendered child has an affectionate and caring family. It currently comes under the purview of the Ministry of Women and Child Development. CARA was formed in 1990 under the Ministry of Welfare. Ministry of Social Justice & Empowerment conferred onto CARA the responsibility of upholding the Hague Convention on Protection of Children & Cooperation in respect of Inter-country Adoption of 1993. It became an autonomous body in 1999 by registering it under the Society under the Societies Registration Act, 1860. After the passing of the Juvenile Justice Act 2000 and its amendment in 2006, CARA was transferred to the MWCD. In India a child can be placed with a family under the Hindu Adoption and Maintenance Act 1956, Guardians and Wards Act, 1890 and Juvenile Justice Act, 2000.

#### Rajiv Gandhi National Creche Scheme For the Children of Working Mothers

This scheme is developed for the need of working women. It has been recognized that with growing employment opportunities for women and the rising need to supplement household income, more and more women are entering in the job market. Creche and Day Care Services are required by working mothers as well as women belonging to poor families, who require support and relief for childcare as they struggle to cope with burden of activities,

within and outside the home. The Rajiv Gandhi National Creche Scheme was refurbished in 2006. The present scheme will provide assistance to NGOs for running crèches for infants (0-6 years) and would provide assistance to ensure sleeping facilities, healthcare, supplementary nutrition, immunisation, etc. for running a creche for 25 infants for eight hours.

### Major Schemes for Aged Population

**1. National social Assistance program Scheme:** The National Social Assistance Programme (NSAP) which came into effect from 15th August, 1995 represents a significant step towards the fulfilment of the Directive Principles in Article 41 and 42 of the Constitution. It presents a National Policy for Social Assistance benefit to poor households in the case of old age, death of primary bread-winner and maternity. This programme is being implemented in rural areas as well as urban areas. NSAP signifies a significant step towards the fulfilment of the Directive Principles of State Policy enshrined in the Constitution of India which command upon the State to undertake within its means a number of welfare measures.

The Programme has three components, namely The National Social Assistance Programme (NSAP) is Centrally Sponsored Scheme of the Government of India that offers financial support to the old people, widows and persons with disabilities in the form of social pension.

**2. National Family Benefit Scheme (NFBS):** This scheme is 100% funded by the Central Government. National Family Benefit Scheme (NFBS) is a component of National Social Assistance Programme (NSAP). Under National Family Benefit Scheme, Central Assistance is given in the form of lump sum family benefit for households below the poverty line on the death of the primary breadwinner in the bereaved family. The amount of benefit is Rs.10000/- in case of death of primary breadwinner due to natural or accidental causes. The family benefit is paid to such surviving member of the household of the deceased who, after local inquiry is determined to be the head of the household. There is some eligibility criteria. The assistance is available on fulfilling the following conditions:

1. The primary breadwinner shall be a member whose earnings contribute substantially to the household income.
2. The death of such primary breadwinner occurs while he or she is more than 18 years and less than 65 years of age.
3. The bereaved family qualifies as one below the poverty line according to the criteria prescribed by the Govt. of India.

### 3. National Maternity Benefit Scheme (NMBS)

The National Maternity Benefit Scheme (NMBS) was announced in 2001 to deliver nutrition support to pregnant women. Under this scheme, pregnant women living below the poverty line are given a one-time payment of Rs. 500, 8–12 weeks prior to delivery. In the year 2005, the government of India launched the Janani Suraksha Yojana (JSY) under the National Rural Health Mission (NRHM) to provide cash incentives for women choosing to have institutional deliveries. NMBS was merged into Janani Suraksha Yojana in the same year; however, with Supreme Court's intervention, the benefits under the NMBS were retained, irrespective of the place of delivery (International Labour Office, 1999).

### Guidelines for National Old Age Pension Scheme

- i. The age of the applicant (male or female) shall be 65 years or higher.
- ii. The amount of the old age pension will be Rs. 75/- per month for purpose of claiming Central.
- iii. The applicant must be a destitute in the sense of having little or no regular means of subsistence from his/her own sources of income or through financial support from family members or other sources. In order to determine destitution, the criteria, if any currently in force in the state/UT govt. may also be followed. The Govt. of India reserve the right to review these criteria and suggest appropriate revised criteria..
- iv. The ceiling on the total number of old age pension for purpose of claiming Central assistance is specified by Govt. of India.
- v. Village, Panchayat and relevant authorities shall report for every case of death of pensioners immediately after its occurrence to the appropriate sanctioning authority.

### Other Senior Citizens Pensions

The National Policy on Older Persons was declared by the Government of India in the year 1999. It was a step in the right direction in enactment of the UN General Assembly Resolution 47/5 to observe 1999 as International Year of Older Persons and in keeping with the assurances to older persons contained in the Constitution. The welfare of senior citizens is mandated in the Constitution of India under Article 41. "The state shall, within the limits of its economic capacity and development, make effective provision for securing the right to public assistance in cases of old age". The Right to Equality is guaranteed by the Constitution as a fundamental right. Social security is the concurrent responsibility of the central and state governments. The policy and plans were

put in place by central and state governments for the welfare of older persons. The state governments issued their policies and programmes for the welfare of older persons.

These Schemes were partially modified in 1998 based on the suggestions received from various corners and also on the basis of the feedback received from the State Governments.

**Vulnerability Due To Migration:** Migrants and their disavowal of rights have to be understood from the existing contradictions within and across nations from skilled and voluntary migrants at one end of the gamut to the poor and unskilled migrant population on the other end intended to be excluded from the fabric of the host nation/areas. For the latter, the intersection of human rights and migration is a negative one, with bad experiences throughout the migratory 'life cycle', in areas of origin, journey or transit and destination. The connection of health and human rights becomes even more complex when irregular or illegal migration clashes with the interest of the area of destination. India has huge number of international migrants. Adjacent countries are the main sources of origin of the international migrants to India with the bulk of these migrants coming from Bangladesh, followed by Pakistan and Nepal. But these are migrants who have entered the country lawfully. There are many who enter the country illegally. Those are the ones who are most vulnerable to abuse and exploitation by employers, migration agents, corrupt bureaucrats and criminal cliques. In many situations, migrants do not know what rights they are entitled to and still less how to claim them, hence the cases of abuse go unrecorded. Another area where exploitation is widespread is forced labour which takes place in the illicit underground economy and hence tends to escape national statistics. Illegal migrants often live on the margins of society, trying to avoid contact with authorities and have little or no legal access to prevention and healthcare services. They face higher risks of exposure to dangerous working conditions. Internal migration of poor labourers has also been on the rise in India. This population is at high risk for diseases and faces reduced access to health services.

Among the migrants who are vulnerable, the Internally Displaced People (IDPs) deserve mention. Internal displacement arises out of ethnic conflicts, religious conflicts, political reasons, development projects, natural disaster etc. The Internally Displaced People are vulnerable to health risks and access to treatment. The emotional stress of displacement and the toll that this takes does have a great impact on physical as well as mental health. Many mental health problems are reported among Internally Displaced People. Stress disorder leads to cardio-vascular stress, psycho-trauma, endocrine stress, musculo-skeletal

stress, stress-belly (ulcers etc) and cranial stress (tension headaches and migraines). Migrants suffer greater vulnerability due to reduced economic choices and lack of social support in the new area of destination. Women and children in an asymmetrical situation are doubly vulnerable owing to their lack of proper legal status and high risk of sexual exploitation and suffer from poor antenatal care coverage, prevalence of anemia, prevalence of reproductive tract infections experience high incidences of violence.

To summarize, in the Constitution of India, the three supports of human rights are the right to equality including the prohibition of discrimination in any form, the six vital freedoms of citizens (including the right to speech and expression) and the right to life guaranteed to all persons. These rights have been documented to be unchallengeable, unalterable and part of the basic structure of the Constitution which cannot be abrogated. India's Supreme Court has understood the right to life as including the right to live with self-respect, right to health, education, human environment, speedy trial and privacy. The focus of governmental activity has to increase the delivery of services through grass-roots local self-governance institutions, particularly in rural areas. India has taken good initiative for the empowerment of women by reserving one-third of all seats for women in urban and local self-government, bringing over one million women at the grassroots level into political decision making. India has assured human rights to all people in India including the defence of minorities.

India has protected their right to practice and preserve their religious and cultural beliefs as a part of the Chapter on Fundamental Rights. Jurisdictive and executive measures have been taken for the effective implementation of protections provided under the Constitution for the protection of the interests of vulnerable sections. India's constitution is taking care of the need to empower the Scheduled Castes and Scheduled Tribes and is fully dedicated to resolve issues of any discrimination against them at every level. The Constitution of India eradicated "untouchability" and prohibits its practice in any form. There are also explicit and elaborate legal and administrative provisions to address caste-based discrimination in the nation. India specified that at independence, after the departure of the colonizers, all the people, including its tribal people, were considered as native to India. This position has been elucidated on various occasions, including while extending India's support to the acceptance of the United Nations Declaration on the Rights of Indigenous Peoples at the Human Rights Council and the General Assembly.

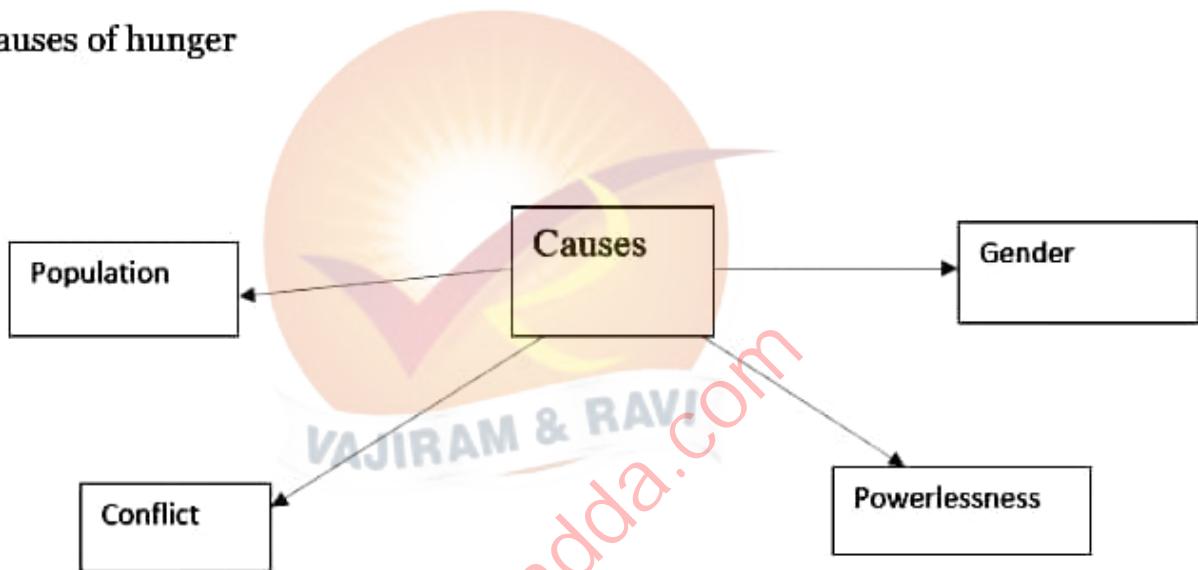
## **Issues relating to poverty and hunger**

Poverty and hunger have been a universal and increasing menace to humankind. Research reports have indicated that most of the people in African countries are exposed to poverty and hunger. About 70% of Africa's poor are rural inhabitants. There are many inter-related issues that cause hunger and poverty that are related to socio-economic and other factors. A large proportion of people have very limited access to income, resources, education, health care and nutrition.

### **Hunger:**

Hunger is the condition where both adults and children cannot access food constantly and have to decrease food intake, eat poor diets, and often go without any food. (Dillon and Marquand, 2011). Hunger is also explained as the troubled or painful sensation caused by lack of food. According to Amartya Sen, he discovered that the real cause for hunger is the lack of ability to pay for food.

#### **Root causes of hunger**



Hunger at global scale is one of the main problems that large number of the global population faces presently. Hunger varies with severity. World hunger has many annoying factors and major causes, such as insufficient economic systems, misinformation, and climate changes. But the main unbearable factor is poverty as poverty always has led to people going without regular meals because they cannot afford to eat. There are majority of people in developing countries such as Kenya, Uganda, and Ethiopia that are in desperate need of food. It has been observed that with the growth of population, the number of hungry people also increases at an uneven rate.

Table: Global Hunger Index of India and Neighbouring Countries (Source: Global hunger Index 2012 International Food Policy and Research Institute and Green Scenery and Concern Worldwide)

	<b>1990</b> (with data from 1988-92)	<b>1995</b> (with data from 1994-98)	<b>2001</b> (with data from 1999-2003)	<b>2012</b> (with data from 2005-2010)
<b>Bangladesh</b>	37.9	36.1	27.8	24
<b>India</b>	30.3	22.6	24.2	22.9
<b>Nepal</b>	26.9	24.4	23	20.3
<b>Pakistan</b>	25.5	21.8	21.7	19.7
<b>Sri Lanka</b>	20.8	18.4	15.2	14.4
<b>China</b>	11.8	8.9	6.7	5.1

Climate change is also a major issue for world hunger. With the amount of rain that a country gets increases, it can possibly lead to serious flooding. This can devastate an entire year's harvest, destroying whatever the farmer may have prepared for his family or the market. Flooding adversely affects how much food is produced and available to the impoverished and raises the costs of these farm products. This indicates that the poor can afford even less than they would usually be able to buy. Many people in developing countries depend on farmers in order to live, so with the weather changing so drastically with each season, it ruins their chances of growing food to either eat or sell. (Climate changes is worsening world hunger, 2013). It makes difficult for them to produce food because changes in weather are increasing severely. Farmers already scuffle with growing food, so with the climate changes increasing, it is not only affecting them but also affecting their nation's budget.

Among numerous issues, Hunger and malnutrition are closely associated in Indian scenario. The Global Study revealed that 42% children in India are underweight and 58% of children are stunted by two years of age. The results of the HUNGaMA Survey Report also indicated the same findings that 59%, instead of 58%, children are stunted. Furthermore, hunger and malnutrition have a separate gender dimension and are prevalent among the women and mothers. Malnutrition occurs when a person's body receives little or no nutrients. People who are malnourished get sick more often and as a result in many cases die. According to Muller & Krawinkel (2015), "Malnutrition is consequently the most important risk factor for the problem of disease in developing countries. It is the direct cause of about 300,000 deaths per year and is indirectly responsible for about half of all deaths in young children" (p. 279). When the individual does not eat a proper meal that provides nutrients and vitamins, it contributes to malnutrition. It not only harms the body but also the mind.

It can be said that world hunger must be taken seriously and should be approached with all deliberate and instant policies. There are different issues of world hunger but the three main ones are poverty, climate changes, and also feeble economies.

**Poverty:** According to many scholars, poverty is a condition characterised by lack of basic needs such as water, health care, foods, sufficient access to social and economic services, and few opportunities for formal income generation. Poverty is often described in terms of the income level below which people are unable to access sufficient food for a healthy working life. Poverty has grabbed attention of the international academician and health experts during the last decade. Successive Summits have made commitments to radically reduce the misery from which so many humans suffer throughout their lives. Hunger and food insecurity are the most serious forms of extreme poverty. To eradicate these issues from society is the prime concern of international organizations. Extreme poverty remains an upsetting problem in the world's developing regions, regardless of the advances made in the 1990s. Progress in poverty reduction has been concentrated in Asia and especially East Asia. In other areas, the number of people in extreme poverty has increased especially in sub-Saharan Africa.

Table: Poverty statistics in world (Source: World Bank, Development Research Group, 2009)

Proportion of the population living on less than \$1.25 a day in countries of South Asia (%)			
Country	1981	1990	2005
Nepal	No data	77	54.7
Bangladesh	44.2	49.9	50.5
India	59.8	51.3	41.6
Bhutan	47.4	51	26.8
Pakistan	72.9	58.5	22.6
China	84.0	60.2	15.9
Sri Lanka	31	15	10.3

Poverty in India is primarily due to improper government policies and the misuse of the financially weaker section by the wealthier community. The main outcome of poverty is hunger. Hunger's seriousness can be understood easily from the fact that every year, 5.8 million children die from hunger related-causes around the world (FAO Hunger Report 2008). Customarily, poverty has been explained as income inadequacy. In developing countries, poverty has been conventionally evaluated with reference to sufficient calorie consumption. Poverty involves more than the lack of income and productive resources to

ensure sustainable livelihoods. Its manifestations include hunger and malnutrition, limited access to education and other basic services, social discrimination and elimination as well as the lack of participation in decision-making. Various social groups bear uneven burden of poverty. Reports of World Bank revealed that India is one of the poorest countries in the world. Some of the main issues associated with prevalent poverty in India are poor health services, and insufficient education and training. Almost half of India's population drops out of school by the age of thirteen and only one in ten people receive some form of job training.

**Poor health services:** It has been observed that People of developing countries have less access to good health services as compared to industrialized nations. Deficiencies that lead to ill health are common in developing countries, and the poor community in developing countries are particularly at risk (World bank. 2000). The relationship between poverty and access to health care can be seen as part of a larger cycle, where poverty leads to ill health and ill health maintains poverty (Wagstaff, A. 2002).

**Child malnutrition:** The occurrence of under-nutrition in India is amongst the highest levels found in any country in the world and in spite of the development in food production, disease control and economic and social development, India is facing an acute problem of child malnutrition.

**Insufficient education and training:** In developing countries, children do not have access to basic education because of inequalities that originate in sex, health and cultural identity. These children find themselves on the margins of the education system and do not get benefit from learning which is vital for their intellectual and social development. It has been revealed in reports that illiteracy and lack of education are common factor that lead to poverty. Governments of developing countries often cannot have enough money to provide for good public schools, especially in rural areas. Poor people also often sacrifice schooling in order to concentrate on making a minimal living. Additionally, developing countries tend to have few employment opportunities, especially for women. As a result, people do not want to attend school.

Rooted factors associated with poverty in many developing countries are political power, corruption and warfare. Political power is unreasonably centralized. Instead of having a network of political legislatures distributed equally throughout society, in centralized systems of governance one major party, politician, or region is in charge for decision-making throughout the country. This often causes development problems. In these situations politicians make decisions about places that they are unaware with, lacking

sufficient knowledge about the context to design effective and appropriate policies and programs.

Another issue related with poverty is corruption often accompanies centralization of power, when leaders are not accountable to those they serve. Corruption hinders development when leaders help themselves to money that would otherwise be used for development projects. In other cases, leaders reward political support by providing services to their factions.

Warfare also lead to entrenched poverty by diverting scarce resources allocated for reducing poverty to maintaining a military. Environmental degradation is also a major issue in increasing poverty. In the developing world, the poor communities depend on natural resources to fulfil their basic needs through agricultural production and gathering resources essential for household maintenance, such as water, firewood, and wild plants for consumption and medicine. Therefore, the depletion and impurity of water sources directly impend the livelihoods of those who depend on them. One of the more deep-rooted sources of poverty around the globe is social inequality that stems from cultural ideas about the relative worth of different genders, races, ethnic groups, and social classes.

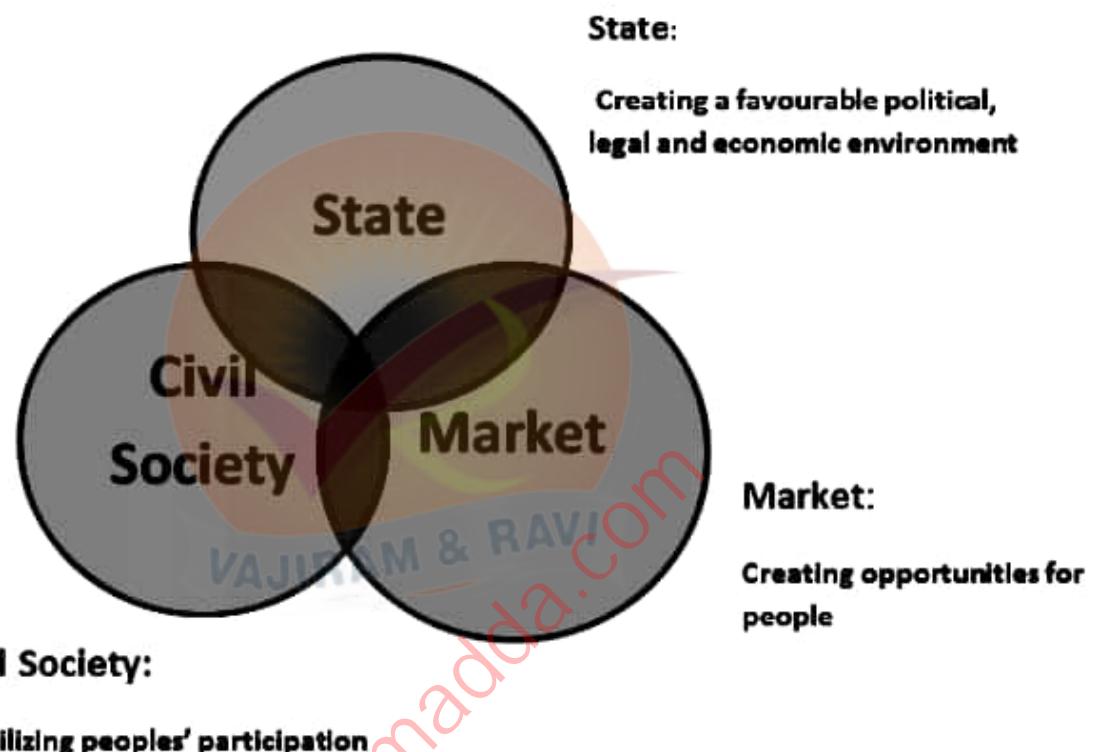
### **Important aspects of governance, transparency and accountability**

Governance is described as the formation and stewardship of the formal and informal rules that regulate the public realm, the arena in which state as well as economic and societal actors interact to make decisions (ODI). The notion of "Governance" is used from prehistoric time by human civilization. Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance. Governance elucidates the mechanisms an organization uses to make certain that its components follow its established processes and policies. It is the primary way to maintain oversight and accountability in a loosely coupled organizational structure.

Many theorists defined the notion of governance of current years. It is explained by group of academicians that "Public sector governance refers to the way that the state acquires and exercises the authority to provide and manage public goods and services, including both public capacities and public accountabilities (Levy, 2007). UNDP Strategy Note on Governance for Human development described that governance is "a system of values, policies and institutions by which a society manages its economic, political and social affairs through interactions within and among the state, civil society and private sector. It is the way society organizes itself to make and implement decisions achieving mutual

understanding, agreement and action. It consists of the mechanisms and processes for citizens and groups to articulate their interests, mediate their differences and exercise their legal rights and obligations. It is the rules, institutions and practices that set the limits and provide incentives for individuals, organizations and firms" (UNDP, 2007). Other professionals explained the concept of governance as distinct from government, and is the process through which various stakeholders articulate their interests, exercise their rights, and mediate their differences (Debroy, 2004).

### Three players in Governance



The role of governance on national and local level: Key factors of development include education, health, and security which are public goods to be provided by central and local governments. The share of GDP managed by government is positively correlated with the level of country's development. Performance of government is a central component of governance and a pre-requisite for successful development of a country.

In India, according to tenth Five Year Plan, "Governance relates to the management of all such processes that, in any society, define the

environment which permits and enables individuals to raise their capability levels, on one hand, and provide opportunities to realise their potential and enlarge the set of available choices, on the other" (Planning Commission, 2008).

Plentiful research have been done to elucidate the ideologies of governance. According to Tandon (2002), good governance is "the joint responsibility of the state, market and citizens to mobilize public resources and promote public decision-making towards the advancement of common public goods." The theoretical concept that explicate and prioritise public goods, institutional mechanisms and structures for delivery of those public goods, and processes by which such structures and mechanisms operate. It emphasizes articulation of interests by various stakeholders, specially the hitherto excluded and the marginalized. Governance identifies that differences among various interests around public goods, and the preferred modes of delivering the same, would necessarily exist in a democratic society, and it, hence, lays emphasis on negotiated and dialogical approaches to deal with those differences.

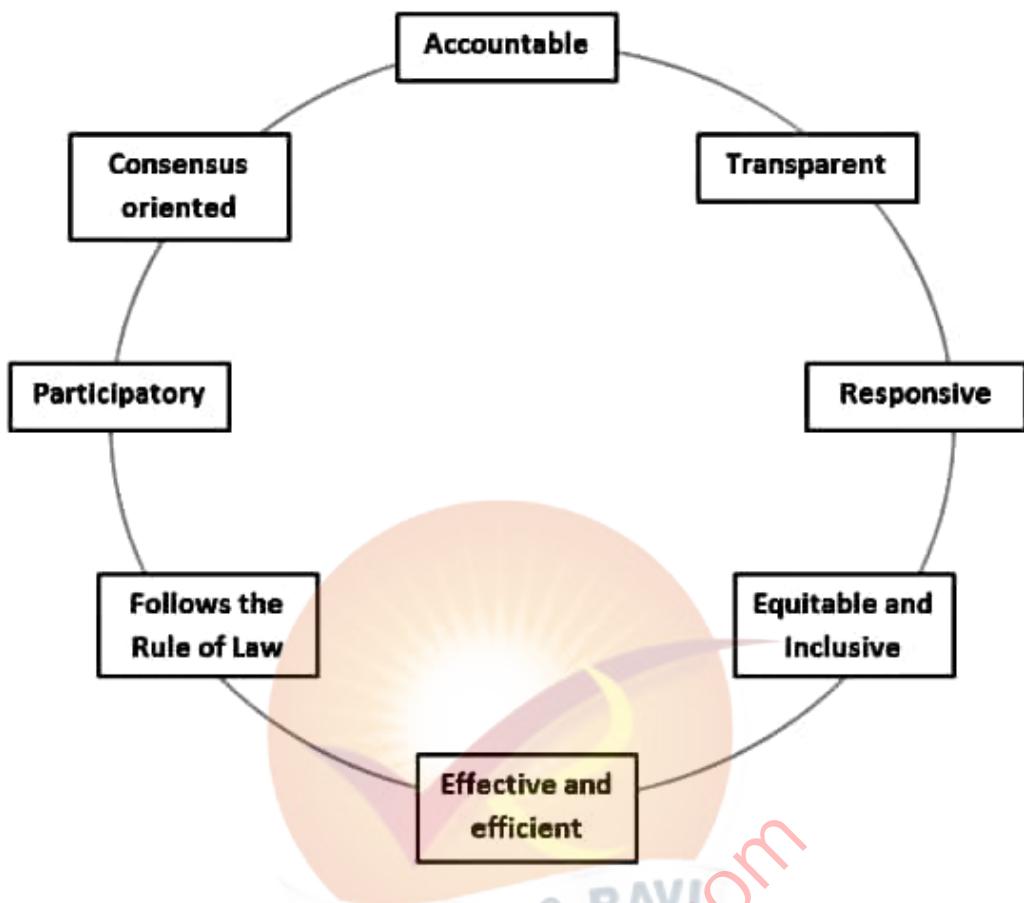
The Eleventh Plan presents six benchmarks of such democratic governance:

1. Free and fair and timely elections of all spheres of political authority.
2. Transparency and accountability of all institutions of the state to citizens.
3. Efficient and effective delivery of socio-economic public services.
4. Effective devolution of authority, resources and capabilities to PRIs and municipalities.
5. Rule of law, where legal rights are clear and understood, and legal compliance and enforcements of those rights is time-bound and swift.
6. Needs and interests of hitherto excluded sections of society are privileged and included, with dignity.

It has been revealed in reports that the Government of India is following a set of standards for reforming governance in the nation, which are essentially citizen-centric transparency, accountability and efficiency of all institutions, agencies and actors of the government, with particular attention to those citizens who have been basically excluded so far. Governance is the exercise of economic, political, and managerial authority to manage account affairs at all level. It consists of the mechanisms processes, and institutions levels (UNDP, 1997)

**Characteristics of governance:** The main features of good governance as described below:

## Elements of governance:



1. Participation: Researchers have stated that Participation is a major factor both by males and females for good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It can be established that representative democracy does not necessarily mean that the concerns of the most susceptibility in society would be taken into consideration in decision making. Participation needs to be informed and organized.
2. Rule of law: Good governance requires impartial legal structures that are prescribed neutrally. It also requires full defence of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force. Basically, the rule of law is termed as the institutional process of setting, interpreting and implementing laws and other regulations. It means that decisions taken by government must be founded in law and that private firms and individuals are protected from arbitrary decisions. Reliability entails governance that is free from distortionary incentives through corruption, favouritism, patronage or capture by

narrow private interest groups; guarantees property and personal rights; and achieves some sort of social stability. This offers a degree of reliability and predictability that is vital for firms and individuals to take good decisions.

3. Responsiveness: Governance needs that institutions and processes try to serve all stakeholders within reasonable timeframe.
4. Consensus oriented: Good governance necessitates intervention of various interest groups in the culture to reach a broad agreement in a society for the benefit of the whole community and the way it can be accomplished. It also requires broad and long-term perspective for needs of sustainable human development and how to achieve goals of such development.
5. Equity and inclusiveness: The welfare of a society depends on ensuring that all its members feel that they have a stake in it and do not feel that they have been excluded from the mainstream of the society. This requires all groups, but particularly the most vulnerable, have opportunity to improve or maintain their wellbeing.

### **Transparency in Governance:**

Transparency is broadly accepted as a major principle of good governance (World Bank (2000) the UNDP has perceived that transparency means "sharing information and acting in an open manner" (1997). Furthermore, transparency allows stakeholders to collect information that may be critical to uncovering abuses and defending their interests. Transparent systems have flawless procedures for public decision-making and open channels of communication between stakeholders and officials, and make a wide range of information available UNDP (1997). Transparency represents that decisions taken and their enforcement are done in a way that follows rules and regulations. It also entails that information is easily available and directly accessible to those who will be affected by such decisions and their enforcement. According to Tandon (2002), transparency means that the criteria, process and systems of decision-making are openly known to all in a public manner. The declaration of Right To Information Act (2015) set the stage for the transparency in the functioning of the government and its various agencies. Under this Act, access to information from a public agency has become a statutory right of every citizen. In its enactment, it has been contended that the system of government in India is so impervious that ordinary peoples do not have much information about how decisions are made and how public resources are utilized. In effect, RTI Act is a media for greater transparency about the manner of functioning of public agencies. A recent study (PRIA, 2008) on implementation of RTI Act in 12 states established following facts:

1. Information about who the designated Public Information Officers (PIOs) were in the district was not available in 90% of the districts;
2. Nearly half of all respondents felt that PIOs were not at all cooperative in giving information even when asked (Kerala and MP behaving worse than UP, Bihar, Orissa and Haryana);
3. Self-disclosure mandated under section 4 of the RTI Act was not made in 90% of the districts in these states.

Major provisions of this Act is self-disclosure of information in public domain. It is expected that if passable information is available, citizens can demand services and claim rights due to them from suitable authorities and officials. The status of self-disclosure is rather poor countrywide. Current study conducted by PRIA and CHRI (2009) about status of self-disclosure in the field of food security exhibited that Food Corporation of India and PDS (civil supply departments) have sensibly clear web-based self-disclosure at national level. But, the quality and convenience of such self-disclosed information at district level becomes very poor and non-existent. It indicated that an ordinary resident eager of accessing food from the PDS system cannot get any clear information from the system of self-disclosure currently being practiced in these states (including Karnataka, Gujarat and HP, which are generally deemed to be better governed states). Disclosure of information at state or national levels only, mostly in English language, and largely through only web-based tools have resulted in systematic rejection of the very same citizens in whose name and interests of right to information has been endorsed.

Transparency is required to make the system of public service delivery effective. It allows ready information to the citizens in a manner that they may be able to claim their entitlements. However, sheer knowledge of what entitlements are, and who is responsible for fulfilling them, is not sufficient to ensure that public services are passably and effectively delivered to the 'intended' recipients.

### **Accountability in Governance:**

Accountability become crucial concept in maintaining good governance. Simply defined, accountability means being answerable for the performance of tasks assigned to a person; if task assigned is selection of beneficiaries for a scheme, then accountability will indicate whether the selection has been carried out by applying the criteria, and following the procedures laid down, in the timely manner within the budgets specified. Consequently, accountability necessitates the clear specification of tasks to be performed, the time frame and budget available for performing those tasks. Additionally, it is also important to be clear about the responsibility for performance of those tasks;

person responsible and whether it is clear to them. It also states that whether responsible authorities have the necessary capacities and resources to perform those tasks.

Accountability is imperative to Governance as it evaluates the ongoing effectiveness of public officials or public bodies ensures that they are performing to their full potential, providing value for money in the provision of public services, imparting confidence in the government and being responsive to the community they are meant to be serving. There are many types of accountability in governance that include Horizontal and Vertical Accountability. The dominant interpretation is that institutions of accountability, such as parliament and the judiciary, offer horizontal accountability, or the capacity of a network of relatively autonomous powers that can call into question, and eventually punish, wrong ways of discharging the responsibilities of a given official. Horizontal accountability is the capacity of state institutions to check exploitations by other public agencies and branches of government, or the requirement for agencies to report sideways. Otherwise, vertical accountability is the means through which citizens, mass media and civil society seek to enforce standards of good performance on bureaucrats. Social Accountability is an approach towards building accountability that relies on civic engagement, specifically a situation whereby ordinary citizens and civil society organizations contribute directly or indirectly in exacting accountability. Such accountability is termed as society driven horizontal accountability. Political accountability usually establishes itself in the notion of individual ministerial responsibility.

Characteristically in all government agencies, accountability is specified in a vertically upwards manner. Answerability to the designated boss above the departmental hierarchy. All government systems and agencies have elaborate practices and procedures for such upward reporting and answerability in respect of performance of designated tasks within the time and budget frameworks available. In addition to this ascending vertical accountability, all government agencies have systems of horizontal accountability which ensure the checks and balances. For example, Comptroller & Auditor General (CAG) audits the planned expenditures of national and state governments.

It can be established that accountability can only be determined if

1. Tasks are clearly specified.
2. Time and budget details for completion of the task are concretely laid down.

3. The person/position/team responsible for the task performance is clear to all.
4. There is a clear laid down procedure for reporting progress and completion of the task to an authority upward in the hierarchy.
5. A mechanism for course-correction for effective task performance exists.

**Link between Transparency and Accountability:** Accountability is the harmonising function of Transparency; if system of governance is apparent enough it would promote accountability, Transparency and Accountability are related in its mission of an organization, (Tandon, 1995). There are many advantages of transparency and accountability in governance. Transparency and Accountability in the Governance reduces occurrence of corruption, favouritism, nepotism and improves the accountability of the staff.

Practically, the governance movement will encounter major drawbacks. Poor governance is being increasingly considered as major root causes of all corrupt practices within societies. There are numerous challenges in maintaining good governance. First is the corruption. In every civilization, huge percentage of national expenditure is wasted in corrupt practices. Another major factor is process of globalization. Rosabeth Kanter stated that globalization can be described as a process of change stemming from amalgamation of increasing cross- border activity and information technology enabling virtually instant communication at international level. There are many challenges that arise from globalization that will affect to the good governance. The arrival of foreign labour because of the borderless economy. Foreign companies are easily entering in national market. Globalization also affects law and regulations especially in terms of trade, import and export taxes, migration of foreign worker, SMEs, and excise duty. Political intervention also adversely impact process of good governance. Experts advised that it is important for civil servants to have neutral attitude when it comes to political belief. Extremism also disrupt good governance. It is believed that a good governance system is a democratic system. It is participatory, transparent, accountable and equitable and it promotes the rule of law. This infers the creation of an institutional framework recognizing the legitimate will of the people. Extremism has certainly become the menace in many parts of the world these days. Extremism is any ideology considered to be far outside the mainstream arrogances of society or to interrupt common moral standards.

With the thorough appraisal of governance features, it is found that enriched governance needs an integrated, long-term strategy built upon cooperation between government and inhabitants. It involves participation of institutions. The Rule of Law, Accountability, and Transparency are technical and legal

matters at some levels, but also interactive to produce government that is legitimate, effective, and usually supported by peoples, as well as a civil society that is strong, open, and plays a positive role in politics and government.

To summarize, governance is the process of decision-making and the process by which decisions are implemented. Government is one of the actors in governance. Good governance must be responsive to administration and has fair legal system to provide protection to societal members. Good governance regards accountability, transparency, openness, predictability, participation, political legitimacy, freedom of association and participation in the process of governance, an established legal outline based on the rule of law and the independence of judiciary to protect human rights and freedom of information and expression. Governance is dependable with the rule of law and the spirit of the law, does not result from nor can it be justified by illegal or legally-suspect actions. Poor governance can undermine the legitimacy of public institutions and interrupt policy goals. External drive to strategy change is to be replaced by local commitment and ownership of reform ideas to enhance governance. Governance is effort of all states, societies and organizations to realize minimum of governance for ensuring their sustainability.

## **Citizen's Charters**

In any nation, there is a need of good governance for sustainable development, both economic and social. The three major aspects highlighted in good governance are transparency, accountability and responsiveness of the administration. Citizens' Charters initiative is a response to the mission for solving the problems which a citizen meets, day in and day out, while dealing with the organisations providing public services. The charter is the declaration of commitment to superiority in service to customers of the department. The citizen charter declares the standards for various services offered. It includes expectations of the Organisation from the Citizens for fulfilling its commitment. Citizen charter is available in India post website.

The concept of Citizens' Charter protects the trust between the service provider and its users. Citizens' Charter was first expressed and implemented in the United Kingdom by the Conservative Government of John Major in 1991 as a national programme with aim to constantly improve the quality of public services for the people of the country so that these services respond to the needs and wishes of the users.

**Citizen charter is necessary;**

- To make administration accountable and citizen friendly.
- To ensure transparency.
- To take measures to improve customer service.
- To adopt a stakeholder approach.
- To save time of both Administration and the citizen.

**Objective of the Citizens' Charter:** Fundamental objectives of Citizens' Charter are as follows:

1. Goal of Citizens' Charter is to empower the citizen in relation to public service delivery.

Six principles of the Citizens' Charter movement as originally framed, were:

- i. Quality: Improving the quality of services.
- ii. Choice: Wherever possible.
- iii. Standards: Specify what to expect and how to act if standards are not met.
- iv. Value: For the taxpayers' money.
- v. Accountability: Individuals and Organisations.
- vi. Transparency: Rules/ Procedures/ Schemes/Grievances.

Later on, these were elaborated by the Labour Government as following nine principles of Service Delivery (1998):

1. Set standards of service
2. Be open and provide full information
3. Consult and involve
4. Encourage access and the promotion of choice
5. Treat all fairly
6. Put things right when they go wrong
7. Use resources effectively
8. Innovate and improve
9. Work with other providers

### The Indian Scenario

Since many years, in India, noteworthy progress has been made in the field of economic development. This, along with a considerable increase in the literacy rate, (from 51.63% to 65.38% in the last decade) has made Indian citizens increasingly aware of their rights. Citizens have become more articulate and expect the administration not merely to respond to their demands but also to anticipate them. It was in this climate that since 1996 a consensus had evolved in the Government on effective and responsive administration.

Department of Administrative Reforms and Public Grievances in Government of India (DARPG) initiated the task of coordinating, formulating and operationalising Citizens' Charters. Guidelines for formulating the Charters as well as a list of do's and don'ts were communicated to various government departments/organisations to enable them to bring out focused and effective charters. For the formulation of the Charters, the government agencies at the Centre and State levels were advised to constitute a task force with representation from users, senior management and the cutting edge staff. A Handbook on Citizen's Charter has been developed by the Department and sent to all the State Governments/UT Administrations.

The Charters are expected to integrate the following elements:

1. Vision and Mission Statement.
2. Details of business transacted by the organisation.
3. Details of clients.
4. Details of services provided to each client group.
5. Details of grievance redress mechanism and how to access it.
6. Expectations from the clients.

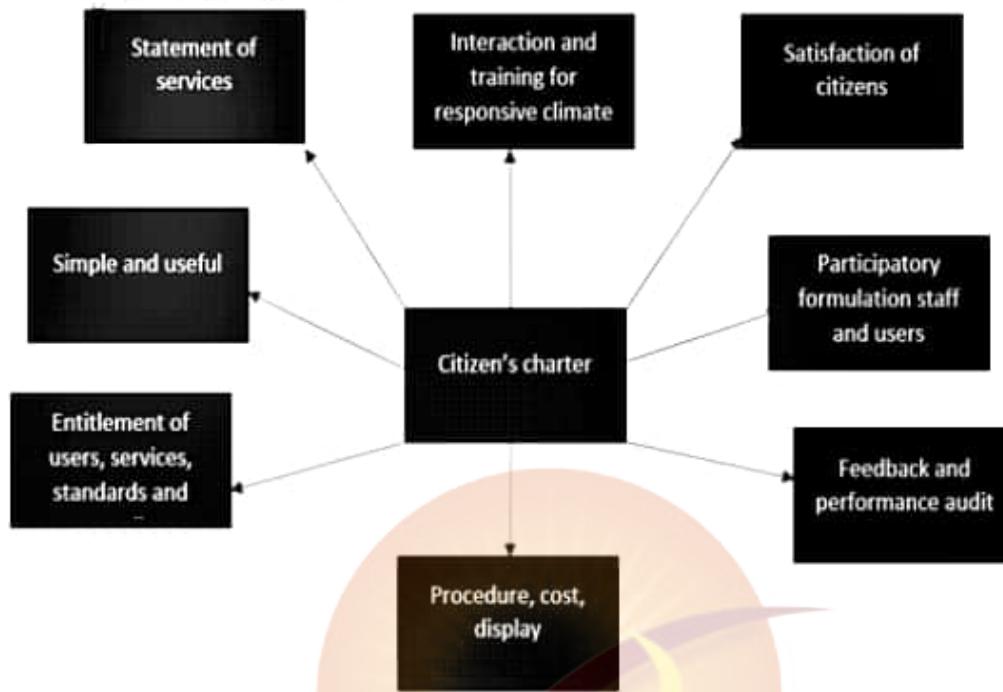
Principally, an adaptation of the UK model, the Indian Citizens' Charter has an additional constituent of 'expectations from the clients'. Involvement of consumer organisations, citizen groups, and other stakeholders in the formulation of the Citizens' Charter is highlighted to confirm that the Citizens' Charter fulfils the needs of the users. Regular monitoring, review and evaluation of the Charters, both internally and through external agencies, are commanded. Till April, 2006, 111 Citizens' Charters had been articulated by the Central Government Ministries/ Departments/ Organisations and 668 Charters by various agencies of State Governments & Administrations of Union Territories. Most of the national Charters are posted on the government's websites and are open to public scrutiny. The organisations with Citizens' Charters are advised to give publicity to their Charters through such means as print/ electronic media and awareness crusades.

#### Components of Citizen Charter

- Vision and Mission Statement of the Organisation.
- Details of Business transacted by the Organisation.
- Details of 'Customers' or 'Clients'.
- Statement of services including standards, quality, time frame etc. provided to Customer/ Client and how/where to get the services.
- Details of Grievance Redressal Mechanism and how to access it.

- Expectations from the service recipients.

### Plans of citizen charter:



### Citizen's Charters in India: Current Status:

Citizen's Charters have currently been in place in India for almost a decade. In 2006, the DARPG website listed 767 charters drafted by various government agencies around the country.

### Problems faced in implementing the Charters:

As indicated, the Citizens' Charters initiative in India had started in 1997 and the Charters formulated are in embryonic stage of implementation. Introduction of a new thought is always difficult in any organisation. Introduction and implementation of the concept of Citizens' Charter in the Government of India was much more complicated due to the old bureaucratic set up/procedures and the rigid attitudes of the work force. The major obstacles encountered in this initiative were:

- The general perception of organisations which formulated Citizens' Charters was that the exercise was to be performed because there was a direction from the top. The consultation process was minimal or largely absent. It thus became one of the routine activities of the organisation and had no focus.

2. For any Charter to thrive, the personnel responsible for its implementation should have proper training and orientation, as commitments of the Charter cannot be expected to be delivered by a workforce that is unaware of the spirit and content of the Charter. However, in many cases, the concerned staff were not sufficiently trained and sensitised.
3. Sometimes, transfers and reshuffles of concerned officers at the critical stages of formulation/implementation of a Citizens' Charter in an organisation severely destabilised the strategic processes which were put in place and hampered the progress of the initiative.
4. Awareness campaigns to teach clients about the Charter were not conducted systematically.
5. In some cases, the standards/time norms of services mentioned in Citizens' Charter were either too negligent or too tight and were impractical and created an unfavourable impression on the clients of the Charter.
6. The notion behind the Citizens' Charter was not accurately understood. Information brochures, publicity materials, pamphlets produced earlier by the organisations were mistaken for Citizens' Charters.

#### Deficiencies in the Existing Citizens' Charters

1. Lack of awareness and knowledge and inadequate publicity, hence loss of trust among service seekers.
2. No training to the operative and supervisory staff.
3. Lack of infrastructure and initiative.
4. Hierarchy gap between the Officers and the Operative Staff-Need of team effort.
5. Different mind-sets of officers and the Staff- Insensitiveness on the part of the Supervisors and the Staff because they are yet to be sensitized.
6. Staff is not prepared to shoulder the responsibility due to lack of motivation and accountability.
7. Non-revision, complicated and restrictive rules & procedures.

#### Guidelines for the Citizens' Charters in India

1. List all Offices according to type of services they provide to public - Indicate their location, areas they cover, type of services being rendered to public, and phone numbers.
2. There should be a separate Citizens' Charter (i.e., Local Citizens' Charters) for each office covering the services they provide. For example, there should be a separate Charter of the Directorate, its

subordinate offices, Hospitals, Schools, etc. according to the particular services they provide.

3. Mention Service Standards - Step-by-step-Procedure based on 'Where to go; how to proceed', simple and easy to fill-in Forms, specimen of duly-filled in forms, documents, fees, etc. required, reasonable time schedule, Do's & Don'ts, etc., names, addresses and Tele. Nos. of concerned Officials, his alternate for each service, etc.
4. Minimum documentation, self-attestation and self-declaration.
5. No duplication - In case desired information and document submitted earlier like proof of residence (if there is no change), birth certificate, etc., it should not be asked again.
6. If promised services are not provided as per specified time schedule, an effective grievance redressal mechanism (including the provision of compensation to the concerned citizen in order to introduce accountability) should be introduced.
7. Provision of "TATKAL" (Immediate) Services if somebody is in urgent need (as in the case of Passport, Railways, etc.) to avoid touts, bribery, etc.
8. Simultaneous changes in the Performa and other requirements to be effected along with the changes made in the Citizens Charter.
9. Database of frequently required information, like ownership of property, vehicle, etc., tax and dues paid or pending, etc.
10. If possible, the services and their related information may be presented in a tabular form.
11. Salient features of each service should be prominently displayed in simple and easy language at all places likely to be visited by the service seekers.

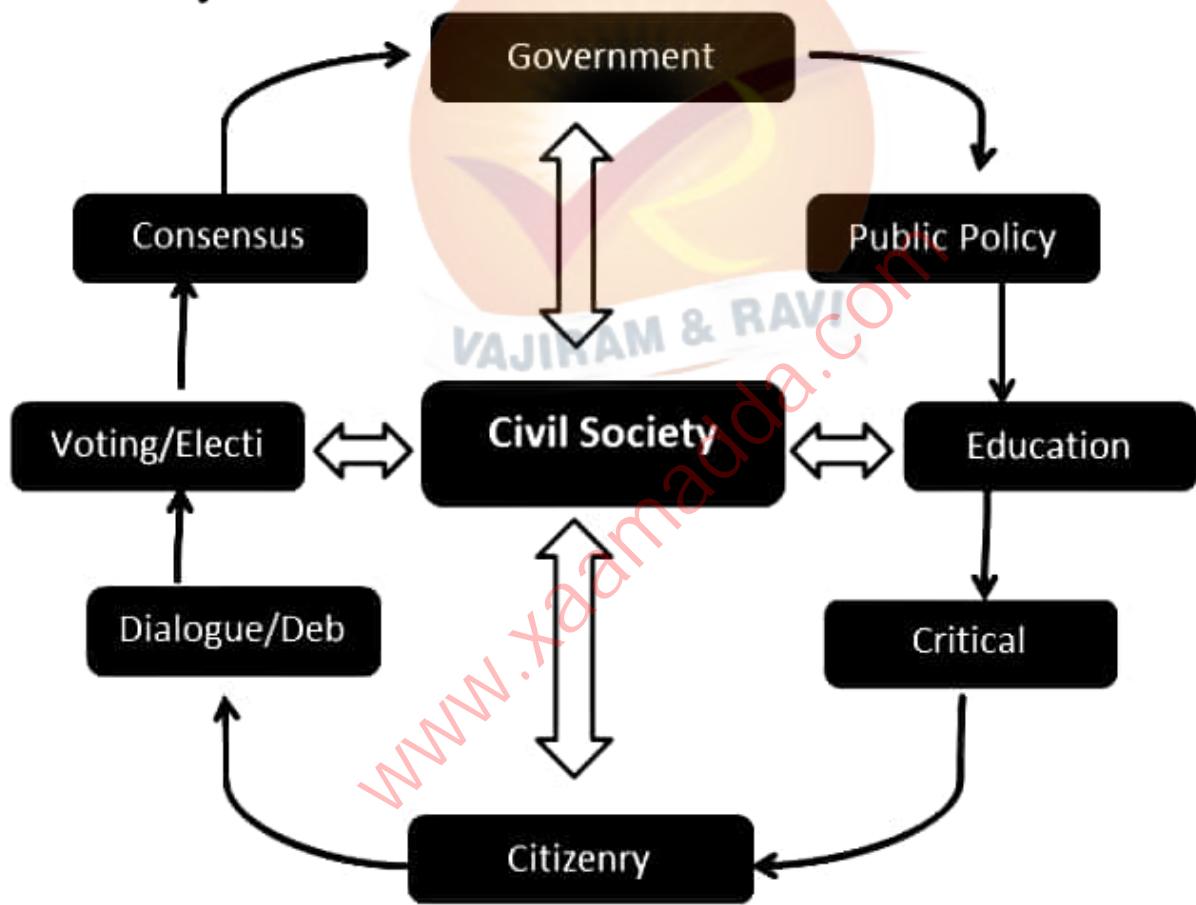
To summarize, A Citizens' Charter denotes the promise of an organisation towards standard, quality and time frame of service delivery, grievance redressal mechanism, clearness and accountability. Based on the foreseen expectations and aspirations of public, Citizens' Charters are to be drawn-up with care and concern for the concerned service users. They allow the service seekers to avail the services of the government departments with minimum inconvenience and maximum speed.

## **Role of civil Services in a Democracy**

India is a democratic country and in this system, power confers with the people. The power is exercised through its designated representatives who have the command to manage them for particular period. The civil services by

quality of its knowledge, experience and understanding of public affairs support the chosen representatives to device effectual policy and have great responsibility to implement these policies for the welfare of society and enhancement of nation. Parliamentary democracies are generally pigeonholed by a permanent civil service which helps the political policymakers and political executives. India is a constitutional fairness and its operations are usually depends upon four supports that include Legislature, Executive, Judiciary, and Free Press. Each one of these has been assigned its role in democratic establishment. First pillar is associated with the governance of the State. Effective and efficient institutions form the strength of an efficacious development and governance process. One of the basic components of Indian governance planning is the concept of an unbiased, honest, efficient and valiant civil service which is the core of the Executive whether it is All India Services or the other Civil Services. They form the stable structure and support of Indian Administration System.

### Civil society of nation



The civil service is a subdivision of government which is usually grouped with the Executive, and without which governments cannot function. These are men and women who establish the permanent staff of the departments of governments. They are expert administrators. Some academicians refer jointly to these employees as public administration or the bureaucracy, or public service. Olaopa (2008) stated that civil service, although commonly used, is usually misinterpreted. According to Lawson, (1974), the civil service is the term used to designate servants of the state or the central government employed as civilians. It does not include ministers or cabinet members or the Judiciary. In some countries, it usually does not cover local government employees nor the staff of public enterprises. In this framework, the civil service will embrace civilian employees of state and federal governments only, excluding cabinet ministers and the judiciary. Idode, (1986), explained civil service as the "array of administrative and professional staff employed, on permanent and pensionable basis to established posts, by the state, to advise on and execute its policies.

**Historical review of civil services:** Civil service is described as the body of government officials who are recruited in civil administration that are neither political nor judicial. The public administration system in India has been established since ancient times. Therefore, the notion of civil service was predominant in India from earlier period in history. In the past era, the civil servants performed the role of servants of the king. The Mauryan administration employed civil servants in the name of adhyakshas and rajukas. The investigation for civil servants in those days too was very stringent as revealed by Kautilya's Arthashastra. The expanse of the region and the need to hold it intact made it vital for the Mauryan administration to recruit civil servants based on excellence.

In the medieval period, civil servants became State Servants, who contributed their efforts in the development of land revenue system during the Moghul period. The East India Company has a civil service to perform their commercial functions. Afterward, during the British rule they started as servants to the Crown, but slowly they started becoming 'Public Servants'. The British Government established the civil services basically with the aim of strengthening the British administration in India. In this period, the role of civil services was to promote the British interest and its role was totally regulatory. Later on, they assumed developmental roles also. After the coming into force of the Constitution of independent India, the civil services has modified considerably.

The modern history of the Indian Civil Service (ICS) began with the East India Company. In the period of 1800 AD, Lord Wellesley realised that the administrators of the Empire must be qualified, expertise, and character established the College of Fort William where every worker of the company was to be sent for a three-year course of education of the standards of the universities of Oxford and Cambridge. Among other subjects taught were ethics and international law, and in addition, Indian history and oriental languages. The Directors, however, while accepting the proposal decided that the college should be in England. This is how that, for a whole half-century and more, all members of the Civil Service were qualified and specially trained at the East India College at Haileybury. The method of employment was by competitive examination but the method of entry was by nomination of the Directors.

There is immense importance of the civil service system in the administrative system which acts as most vital tool for governance of India. In post-independent, India civil service was reorganised. There are three tiers of administration that include Union/Central Government, State Government, and Local Government. At the central level, the civil service include the All India Services, namely the Indian Administrative Service (IAS), Indian Foreign Service (IFS), Indian Forest Service (IFS), and Indian Police Service (IPS). Besides these, there are other Central Services such as the Indian Revenue Service, Indian Railways Service, etc. at central level. The State Governments have their own set of services like State Civil Service. Gradually, with time, the role of civil services has transformed that depend on the schedule of the governance of that specific period. During British period, enforcement of law and order and collection of revenue was major issue of civil services officers. After independence of India, when the Government has attained the role of Welfare State, civil services has imperative role in implementing national and state policies of welfare and planned development.

The importance of the civil service to the Indian administrative system develops from the following factors:

1. Service presence throughout the country and its strong binding character.
2. Non-partisan advice to political leadership in the midst of political instability and uncertainties.
3. Effective policy-making and regulation.
4. Effective coordination between institutions of governance.
5. Leadership at different levels of administration.
6. Service delivery at the cutting edge level.
7. Provide "continuity and change" to the administration.

It has been observed that civil services are considered as main component of Indian administrative system that has the responsibility to accomplish the development objectives and welfare of the state. If these objectives have any failure or shortcomings, it has been thought that it is a failure of civil services. It is thought that India's vast administration is maintained at huge cost by the country's taxpayer whose average income is among the lowest in the world. But public perceives for the members of the civil service, who are responsible for higher coordination and policy makers as 'burdensome low-performers' and corrupt and incompetent to govern the country.

**Major responsibilities of civil servants to government and society:**  
It has been found that The Civil Servant has crucial role to ensure continuity and change in administration. The civil servants are dictated by the rules and procedures.

1. The prime responsibility of civil services executives to society is to serve the government it has elected. It denotes that civil services must offer same standard of free, frank, impartial and responsive advice, and the same level of professionalism in administration and delivery of services, policies, programs irrespective of political party in power.
2. Another accountability of civil services executive is to openly involve in all actions within the framework of ministerial actions to government and legislature.
3. Specifically, civil servants are responsible for public interest in maintaining the law and ensuring that proper procedures are followed.
4. Civil servants has close relations with society as they serve array of services. It entails that they must adopt ethical practices to deal with public.
5. Civil servants need to serve the society by ensuring that entitlement and services provided to it under law and government policies are delivered effectively, impartially, courteously and professionally.
6. Civil services officers also responsive to the need of people, treating its member with courtesy and with sensitivity to their rights and aspirations.

## Civil Service Accountability



In civil services, Clearness is a necessary part of accountability. To enhance accountability, experts have recommended following measures:

1. Strengthening and streamlining reporting mechanisms
2. Streamlining and fast-tracking departmental enquiries
3. Linking performance with incentives
4. Overhaul of employee grievance procedures
5. Action on audit findings
6. Implementation of Citizens Charters' for monitoring service delivery
7. Right to Information Act and its enforcement
8. Code of conduct for civil servant

Major criticisms of Indian civil services are as follows:

1. Lack of expertise and poor capacity building
2. Alienation from the public and they do not have good understanding of what people want.

3. Inefficient incentive systems that do not appreciate upright and outstanding civil servants but reward the corrupt and the incompetent.
4. Outdated rules and procedures that restrict the civil servant from performing successfully.
5. Lack of performance culture and focus on outputs and outcomes and inappropriate performance appraisal.
6. Systemic irregularities in promotion and empanelment.
7. Lack of adequate transparency and accountability procedures. There is also no safety for whistle blowers.
8. Arbitrary and whimsical transfers. Insecurity in tenures impedes institutionalization.
9. Political interference and administrative compliance.
10. A gradual erosion in public service values, ethics and self-esteem.

Many experts argued that role of the civil service as a tool in a state's socio-economic and political development is undisputable. In some regions of world, however, the civil service seems incapable to cope with the fundamental ideological, political and economic changes as well as the management innovations. In other parts of the world, particularly in Africa, the institutional and capacity weakness, of the civil service is considered one of the fundamental causes of socio-political disturbances and economic crunch. With awareness of such facts, since last decade, many countries are introducing major changes in the structure and operations of their civil services.

Major challenges of civil services include Political support and will, Management capacity to implement reforms, Nurturing support from civil servants themselves, and Safety nets must be in place for those people who are adversely affected, Reforms must reflect the political and institutional environment of a country and developing communication between all the stakeholders.

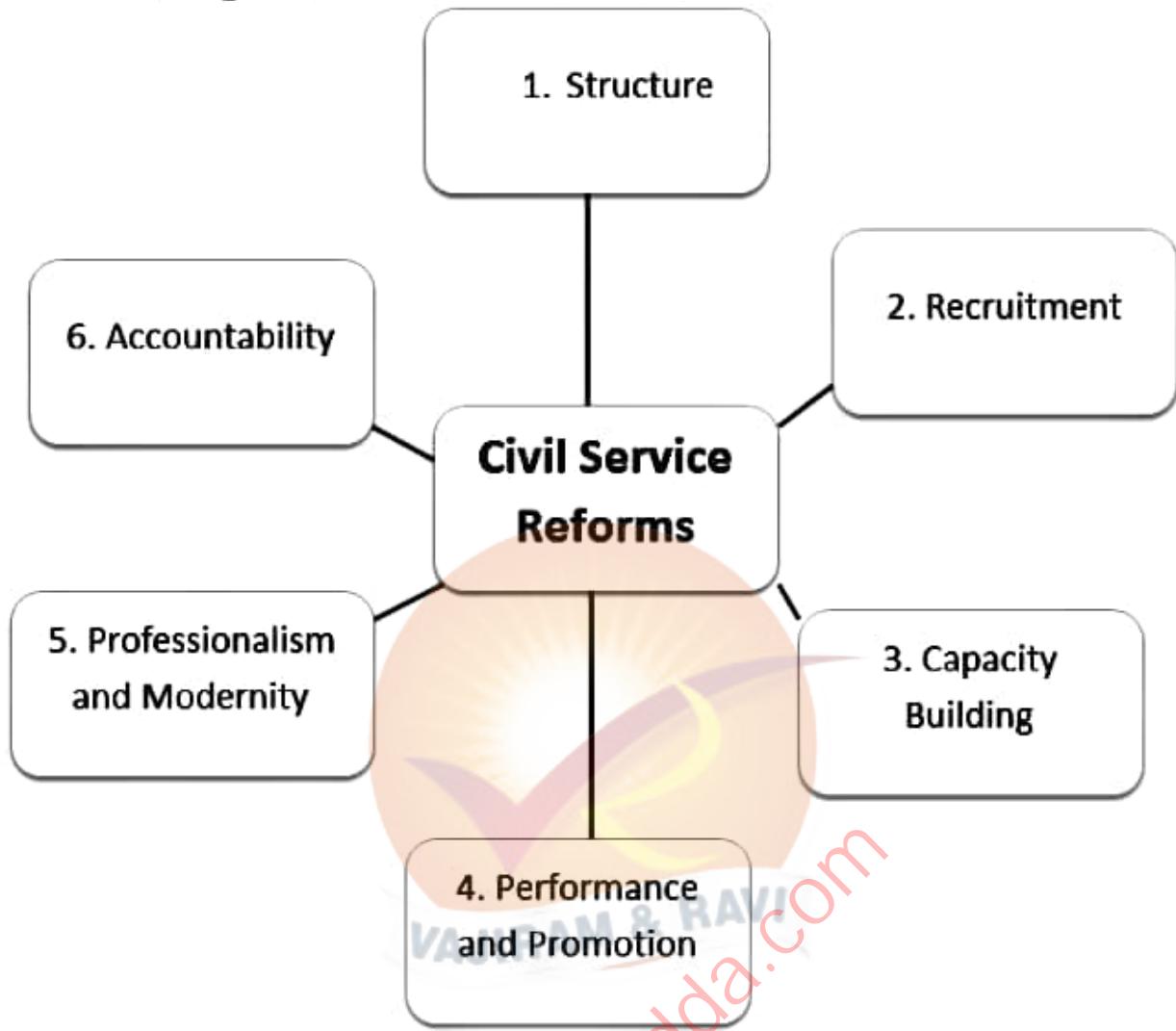
**Major benefits of having an independent, permanent and impartial civil service are as follows:**

- I. Having a trustworthy recruitment process through a neutral agency provides a defence against such abuse.
- II. Public policy today has become a difficult exercise requiring in-depth knowledge and expertise in public affairs. A permanent civil service offers continuity and develops expertise as well as institutional memory for effective policy making.

- III. A permanent and unbiased civil service is more likely to assess the long-term social payoffs of any policy while the political executive may have a tendency to look for short term political gain.
- IV. A permanent civil service assists to ensure consistency in public administration and also acts as a uniting force particularly in immense and culturally diverse nations.
- V. A permanent civil service is likely to develop over time on principled basis for its functioning.

It is well recognized in theoretical studies that smooth functioning civil service helps to nurture good policymaking, effective service delivery, accountability and responsibility in utilizing public resources which are main attributes of good governance. "Good Governance" is being used as an all-inclusive framework not only for administrative and civil service reform, but as a link between Civil Service Improvement and an all-embracing framework for making policy decisions effective within practical systems of responsibility and citizen participation. Main intent of civil services is to strength the administrative capacity to perform important government functions. These reforms raise the quality of services to the citizens that are essential to the advancement of supportable economic and social development. There is continuous need of civil services reforms for betterment of society.

## The main components of Civil Service Reform



From thorough review, it is established that the basic role of the civil servant is to initiate and actively participate in all the processes leading to the development of policy and ensure that the policy is agreed by government and it is faithfully and honestly executed. The civil service is the most important single institution affecting the lives of the citizens of a state. Its influence is all persistent, in the modern world where most states perform extensive functions in providing social services and regulating the economic life of their inhabitants.

To summarize, civil services in India constitute a major support in governing rules and implementing policies. It has vital role in the Indian governance system. From the British rule in India, civil services had been modified and effective in its operations. The role of civil services has changed over the time.

Currently, rapid economic growth has led to increase in the quantum of work. The Government is not perceived as a law enforcer or a controller of national resources. It is progressively viewed as a provider although an efficient provider of basic services and public goods. Populace of India expect from Government to facilitate growth and development. With reference to civil services, civil servants have been trained to deal with upcoming challenges arising out of globalisation. They will have to shift their orientation from being controllers to facilitators and from being providers to enablers. They need to prepare themselves with the essential skills and capabilities to tackle these new challenges. They need to be proficient in new technologies and new styles of functioning for the growth of nation.

