Content

Chapter	Title	Page

Chapter- 1: Governance & Good Governance

Background

- Since late 1980s some trends are visible in the field of public administration. These trends are globalization, redefinition of the role of government from directing and controlling the various economic activities towards partnership and collaboration, treating citizens as customers, focus on providing 'value for money', emphasis on "outcomes" rather than on rules and procedures and devolution of powers to local government and administration at lower levels.

- Governance is seen as a joint responsibility of public, private and non-profit institution rather than of government alone. Thus, a shift from "government towards "Governance" has been place in the field of public administration. "Less government" and "more governance" are emphasized in this phase.

- Government stands for "institutional" entity while Governance stands for "institutional and networked" entity of public sector, private sector and the voluntary sector.

- Governance today is seen in terms of sum total of laws, policies, organisations, institution, cooperative arrangement and structure necessary goods and services to the citizens that helped building their capabilities so that they could realize their full potential.

- Thus, governance means collaborative partnership among the public, government, communities, market and the voluntary organisations. This interaction and cooperation among the various state and non-state agencies has given rise to the concept of "Governance". There has been a gradual shift from monopolistic "government" to a broader based "governance".

Meaning of Governance

- The **United Nations Development Programme (UNDP),** 1997, defined governance as "the exercise of economic, political and administrative authority to manage a country's affairs at all levels.

- It comprises the mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences."

- **In 1993, the World Bank** defined governance as the method through which power is exercised in the management of a country's political, economic and social resources for development.

- In simple words, Governance is the process and institutions through which decisions are made and authority in a country is exercised. Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance.

- Thus, governance focuses on the formal and informal actors and institutions involved in decision-making and implementing those decisions.

Stakeholders of Governance

- Government is one of the key actors in governance. Other actors may include political actors and institutions, interest groups, civil society, media, non-governmental and transnational organizations.

- The other actors involved in governance vary depending on the level of government.

- Typically, the stakeholders of governance at national level can be categorized into three broad categories – State, Market and Civil Society.

- The State includes the different organs of the government (Legislature, Judiciary and Executive) and their instrumentalities, independent accountability mechanisms etc. It also consists of different segments of actors (elected representatives, political executive, bureaucracy/civil servants at different levels etc.)

- The Market includes the private sector – organised as well as unorganised – that includes business firms ranging from large corporate houses to small scale industries/ establishments.

- The Civil Society is the most diverse and typically includes all groups not included in (a) or (b). It includes Non-Governmental Organizations (NGOs), Voluntary

Organizations (VOs), media organisations/ associations, trade unions, religious groups, pressure groups etc.

Good Governance

- The concept of good governance has been emphasised in India from even ancient times. Kautilya in his treatise "Arthashastra" has mentioned the qualities of a king governed state as "in the happiness of his subjects lies his happiness, in their welfare, whatever pleases himself, he does not consider as good, but whatever pleases his subjects he considers as good".
- Mahatma Gandhi also pronounced the concept of "Su-raj". Good governance has following eight attributes which are essentially "citizen centric" in nature.

Good Governance & its Pillars

- Good governance aims at building an atmosphere and conditions in which all citizens irrespective of their class, caste, gender and region etc develop their full potential and receive the public services effectively, efficiently and equitably. The four Pillars on which edifice of Good Governance is based are following:
  - o Ethos
  - o Ethics
  - o Equity
  - o Efficiency
- Good governance thus places citizens at its core. Thus, good governance and citizen centric administration are inter-linked with each other.

Strategies for Good Governance

- Reorienting priorities of the state through appropriate investment in human needs.
- Provision of social safety nets for the poor and marginalized.
- Strengthening state institutions.
- Introducing appropriate reforms in the functioning of Parliament and increasing its effectiveness.
- Enhancing Civil Services capacity through appropriate reform measures that matches performance and accountability.

- Forging new alliances with civil society and evolving a new framework for government-business cooperation.

Citizens' Participation:

- The concept of citizen participation in Governance is essentially based on the premise that citizens have a legitimate role in influencing decision making processes that affect their lives, their businesses and their communities.
- Citizens' participation in governance embodies a shift in the development paradigm from citizens as the recipients of development to one that views them as active participants in the development process.
- Equally it involves a shift from a "top-down" to "bottom-up" approach to development involving increasing decentralisation of power away from the Union government and closer to grass root levels.
- Active citizens' participation in enables citizen to demand accountability which helps in making government more efficient, effective and responsive.
- It creates a voice for the poor and marginalised in public policy and service delivery.

Mechanism for Citizens' Participation in Governance

- **Citizen seeking information:**
  - Access to information is a fundamental pre-requisite for ensuring citizen participation in Governance.
  - The right of Information Act in India has in essence already led down the ground work for ensuring this pre-requisite for citizen participation in governance but it is only by greater citizens awareness for their rights under this Act that its version of transparency can be realised.

- **Citizen giving suggestion:**
  - Listening to the voice of citizens' not just during period election but on an ongoing basic is the starting point of participation of citizen in governance.

- Such listening could be done through public hearings, surveys, referendum etc. where citizen can give their suggestion with regards to their problems as well as the possible solutions.
- Such participation can lead to proactive engagement with the policy making process thus creating entry points for further participation and mobilisation of citizens to enter the arena of governance

- **Citizen Demanding Better Services:**
  - The very concept of participation of citizens in governance means to serve all sections of people. For this to happen the government servants should be accountable not only to their superiors but also to the citizens. So, the government agencies have to realise that the citizens need to be given voice so that grievances are taken care of while providing due services.

- **Citizens Holding Government Agencies Accountable:**
  - Making public agencies work and ensuring that their service delivery would meet the criteria of efficiency, equity and customer satisfaction, requires citizens to voice their grievance and their dissatisfaction in an organised manner.
  - The mechanism used could include citizens feedback and surveys, citizens' report card and social audit.

- **Citizens' Active Participation in Decision Making:**
  - Giving citizen ongoing access to the decision-making process, beyond periodic consultation is a more mature and intensive form of citizens' participation in governance which can help them negotiate with government for better policy, better plans, better projects etc.
  - At this stage the citizen no longer merely voice their grievances with government, but it involves government actually working with citizens.
  - Innovative experiments are being made by the government and reputed voluntary

organisations in the field of citizens' participation, for example, the one on 'City Connect' in Chennai and Bengaluru by Janaagraha for providing a platform to various stakeholder to interact with and support the government for improvement of urban infrastructure and the one on "Bhagidari" by government by NCT of Delhi for facilitating citizens participation in maintenance and upgradation of services. Active and corporative involvement of government agencies in such effort would also promote citizen participation.

Core Characteristics of Governance
United Nations Development Programme (UNDP) recognizes eight core characteristics of good governance:

- Accountability
- Consensus oriented
- Transparent
- Participatory
- Responsive
- Effective and Efficient
- Equitable and Inclusive
- Follows the Rule of Law

Accountability in Governance:
- In all democratic countries, civil servants are accountable both to the political executive and to citizens for ensuring responsive, transparent and honest policy implementation and service delivery.
- But ensuring accountability for performance is not a simple task in government service; there are immense complexities involved in making public officials answerable for outputs and outcomes.
- The accountability mechanisms in any country are broadly categorized as those that are located within the State and those outside.
- Accountability of the executive arm of the government to Parliament and to the citizen of the country is of course the fundamental features of the democracy.
- The final expression of accountability in democracy is through the medium of periodic election which is an instrument for punishing

and rewarding the Government of the day and therefore, serves as an ultimate instrument of accountability.

- Accountability is the acknowledgment and assumption of responsibility for actions, products, decisions, and policies.
- The **components of accountability** are answerability i.e., questions asked of public officials have to be answered by them, sanction, redress and system improvement.
- In general, an organization or an institution is accountable to those who will be affected by its decisions or actions.
- Accountability **cannot be enforced** without transparency and the rule of law.
- There are two types of questions that can be asked. One type as under the RTI Act merely seeks information/data and involve one way transformation of Information.
- The second type of question enquires not just as to what was done but why; and therefore, involves a consultative two-way flow of information with a citizen usually providing feedback in respect of working of government department and service delivery of public agencies.

Participation:
- Participation of all section of society is cornerstone of good governance.
- Participatory governance provides opportunities for citizens to take part in decision making, implementation and monitoring of government activities.
- However, participation needs to be informed and organized. This includes freedom of association and expression as well as an organized civil society.

Consensus Oriented:
- Good governance requires mediation of the different interests in society to reach a broad consensus on what is in the best interest of the whole community and how this can be achieved.
- It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development.

Rule of Law- Zero Tolerance Strategy:
- Good governance requires fair legal frameworks that are enforced impartially.
- It also requires full protection of human rights, particularly those of minorities and vulnerable sections of the society.
- An independent judiciary and an impartial and incorruptible police force is sine qua non for impartial enforcement.
- The 2nd ARC in its fifth report on 'Public Order' has stated that in our country there is a tendency for some enforcement agencies not to rigorously enforce the provisions of law. This is particularly evident in case of traffic related violations, civic offences, infringement of pollution control laws etc.
- For this part, sometimes, the citizens are equally to blame for flaunting rules with impunity and without regards to public health, safety and consideration for others. The commission recommended that
- All public agencies should adopt zero tolerance strategy towards crime, in order to create a climate of compliance with laws leading to maintenance of public order.
- This strategy should be institutionalized in various public agencies by crating appropriate statistical databases, backed up by modern technology to monitor the level of trends of various types of offences and link these to a system of incentives and penalties for the officials working in these agencies.
- It should be combined with initiatives to involve the community in crime prevention measures.

Equitable and Inclusive:
- A society's wellbeing depends on ensuring that all its members feel they have a stake in it and do not feel excluded from the mainstream of society.
- This requires all groups, particularly the most vulnerable, have opportunities to improve or maintain their well-being.

Responsive:
- Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

4

- Redressal of citizen grievance, citizen orientation, citizen friendliness and timely delivery of services are key component of responsive governance.

Effective and Efficient:
- Good governance means that processes and institutions produce results into the optimum use of resources at their disposal.
- Thus, it also covers the sustainable use of natural resources and the protection of the environment.

Transparency:
- Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations.
- It also means that information is freely available in easily understandable forms and directly accessible to those who will be affected by such decisions and their enforcement.
- It also means that enough information is provided and that it is provided in easily understandable forms and media.
- For example, in India the Right to Information (RTI) Act has been a powerful instrument in the hands of people to ensure transparency in the decision-making process of executive.

Civil Service Reforms:
- Civil servants' man various institutions of government. Their attitude, competence, efficiency and approach to governance determines the experience that a citizen has with government.
- The 2nd ARC has made detailed recommendation on civil services reforms in its report on "Refurbishing of Personnel Administration".
- One of the core principles for reforming the civil services has been 'providing citizen centric administration' so that the governance apparatus becomes an instrument of service to the people.

Ethics in Governance:
- Ethics is a set of standards that society places on itself and which helps guide behaviours, choices and actions. Corruption and the abuse

of office is an important manifestation of the failure of ethics.
- Ethics in governance, however, has a much wider import than what happens in the different arms of the government.
- There should be ethics in citizen behaviours because such behaviour impinges directly on ethics in government and administration.

Process Reforms:
- After appropriate laws have been enacted, policies laid down and institutional structure determine, it is important that the appropriate processes are put in place to ensure that they serve the citizens effectively and efficiently.
- These include well designed citizens' charters with in-built penalties for non-adherence to commitments made, independent, empowered and effective anti-corruption agencies and innovative tools to involve citizens in government's functioning.
- All these, combined with legislations like the Right to Information Act, will undoubtedly play a major role in promoting a citizen centric administration.

Periodic & Independent Evaluation:
- Periodic and independent evaluation of the quality of Governance has been aptly said that what is not monitored, never gets done. This underscores the need to periodically evaluate the quality of governance at all levels.
- This evaluation can be done internally as well as by external independent agencies.

Good Governance in India:
- India has to make big leaps to improve its governance records. Multiple steps have been taken in this regard. For example, the two biggest initiatives which have been taken in India for empowering common man and effective functioning of governance include Right to Information Act and E-governance measures.
- Good governance initiatives can be summarized as following:
    o Decentralization and People's Participation - 73rd and 74th Constitutional amendment Act

5

- o Developing programs for weaker sections and backward areas.
- o Financial management and budget sanctity
- o Simplification of procedures and processes
- o Citizen's Charters
- o Sevottam model
- o Redress of Citizen's Grievances
- o E-Governance and use of ICT tools
- o Public service morale & anti-corruption measures

Minimum Government & Maximum Governance:

- It means a citizen friendly and accountable administration. It is done by simplification of procedures, identification and repeal of obsolete/archaic laws/rules, identification and shortening of various forms, leveraging technology to bring in transparency in public interface and a robust public grievance redress system.
- This will greatly reduce time and effort on the part of the both citizen and government officials in public offices. On these lines, Digital India has helped Ministry of Panchayati Raj move to 100% e-office.
- Ease of Doing Business' also focuses on ease of governance. The emphasis has been on simplification and rationalization of the existing rules and introduction of information technology to make governance more efficient and effective.
- mygov@nic.in and india.gITov.info are two citizen centric platforms to empower people to connect with the Government and contribute towards good governance. PMO website also seeks expert advice from the people, thoughts and ideas on various topics that concern India.

Governance in India:

- Department of Administrative reforms and Public grievances (DARPG) in its report "State of Governance – A framework of assessment" has broken down governance into five dimensions viz. political, legal& judicial, administrative, economic and social & environmental dimensions.

The **Department of Administrative Reforms and Public Grievances** is a nodal agency in respect of policy initiatives in public grievances redressal mechanisms and citizen-centric initiatives.

The role of the Department of Administrative Reforms and Public Grievances is primarily to undertake citizen-centric initiatives in the field of administrative reforms and public grievances to enable the Government machinery to deliver quality public service to citizens in a hassle-free manner and eliminate the causes of grievances.

Political Dimension:

- Political dimension being the most essential aspect of governance looks at the quality of political contestation, conduct of individuals and institutions representing the people, use and abuse of political authority, decentralization of powers and citizen's faith in the political system.
- It has four key components:
  - o Exercise of franchise
  - o Profile and conduct of Political Representatives, Political Parties and the Political Executive
  - o Functioning of Legislature
  - o Political Decentralisation

Administrative Dimension:

- This dimension determines the ability of government to deliver basic services to citizens by efficiently managing the human and financial resources. It also includes performance of the State on vigilance and anti-corruption matters as well as responsiveness and transparency in administration.
- It has following four components:
  - o Citizen Interface and Engagement
  - o Managing Human, Financial and other resources
  - o Basic Service Delivery
  - o Corruption Perception, Vigilance & Enforcement

Legal and Judicial Dimension:

- This dimension seeks to measure whether the state's exercise of power is within its boundaries. Also, its ability to effectively maintain law and order, safeguard human rights and enable access to & delivery of justice.
- It has four basic components:
  - Law & Order and Internal Security
  - Safeguard of basic rights
  - Police Administration and Citizen-friendliness of the Police
  - Access to Justice and Judicial Accountability

Social and Environmental Dimension:

- The social dimension pertains to the ability of the state to take care of the vulnerable sections of the society. It also seeks to assess governance by examining the role and quality of the civil society and media. Environmental management as a separate component is also included due to its increasing importance in governance.
- This dimension has three key components:
  - Welfare of the Poor and Vulnerable
  - Role of Civil Society and Media
  - Environmental Management

Economic Dimensions:

- The economic dimension pertains to the ability of the state to ensure macro-economic stability and create conducive climate for economic activity to take place across different sectors of the economy. Economic Governance is also reflected in the state's ability to provide support to the primary sector.
- It has three basic components:
  - Fiscal Governance
  - Business Environment
  - Support to the Primary Sector

Barrier to Good Governance in India:

- The reasons for Governments not being citizen centric can be attributed to the attitude and work of some government servants, the deficiencies in existing institutional structures and also to some citizens. The institutional structure provided at times may be also weak and ill-conceived and thus has neither the capacity nor the resources to implement the law in letter and spirit.

- India faces a range of various governance related issues in political, economic, administrative, social and legal domain. Some factors attributable to poor governance are:

Administrative Issues:

- Lack of sensitivity, transparency and accountability in the working of State machinery
- **Lack of Accountability:** A common reason usually cited for inefficiency in governance is the inability within the system to hold the Civil Services accountable for their actions.
- Moreover, the safeguards provided to civil servants which were well intentioned have often been misused.
- Another reason for lack of accountability is that performance evaluation systems within government have not been effectively structured.
- Bureaucratic Delays or Red Tapism
- **Red Tapism**: Bureaucracies the world over is expected to adhere to rules and procedures which are, of course, important for good governance.
- However, at times, these rules and procedure are ab-initio ill-conceived and cumbersome and, therefore, do not serve their purpose.
- Also, government servants sometimes become overly pre-occupied with rules and procedures and view these as an end in themselves
- This is often the root cause of corruption as well.
- Resistance to changes which promote transparency and accountability
- Corruption

Attitudinal Problem of Civil Servants:

- There is a growing concern that the civil services and administrative in general, have become wooden, inflexible, self-perpetuating and inward looking.
- Consequently, their attitude is one of indifference and insensitivity to the needs of citizens.
- The end result is that officers perceive themselves as dispensing favours to citizens rather than serving them and given the abject poverty, illiteracy etc.

7

Legal & Judicial Issues:
- Delayed justice, issue of under trials
- Lack of accountability in Judiciary
- Threat to life and personal security
- There is a large body of laws in the country, each legislated with different objectives maintaining public order and safety, maintaining sanitation and hygiene, protecting rights of citizens, giving special protection to the vulnerable section etc
- Effective implementation of these rules creates an environment which would improve the welfare of all citizens and at the same time, encourage each citizen to contribute his best towards the development of society.

Social and Environmental Issues:
- Denial of basic services to a substantial proportion of the population
- Marginalisation and exclusion of people on account of social, religious, caste and gender affiliation
- Existence of a significant number of voiceless poor with little opportunity for participation in governance; and
- Deterioration of physical environment, particularly in urban areas.

Economic & Political Issues:
- Poor management of economy
- Persisting fiscal imbalances
- Regional disparities
- Criminalization of Politics
- Misuse of political power
- Decentralization more in letter less in spirit

Low Level of Awareness of Rights & Duties:
- Inadequate awareness about their rights prevents citizens from holding erring government servants to account.
- Similarly, low levels of compliance of rules by the citizen also acts as an impediment to good governance; when citizens do not adhere to their duties they infringe on the freedom and rights of other citizens.
- Thus, awareness of rights and adherence to duties are two sides of the same coin.

Need for Reforms:
- An integrated index to measure the quality of governance has not been evolved so far. In the absence of such index, only indirect conclusions can be drawn about the standards of governance
- Rapid economic growth, increasing literacy, improved health indices etc. point towards improving governance standards. At the same time, the poor image of government in the minds of large sections of society points towards inefficient and ineffective administration. All these highlight the need for substantially reforming our governance systems.
- An analysis of the barriers to good governance revels that there are several pre-conditions which must be fulfilled in order to make governance citizen centric.
  - Sound legal framework.
  - Robust institutional mechanism for proper implementation of laws and their effective functioning.
  - Competent personnel staffing these institutions; and sound personnel management policies.

Single Window System:
- One of the ways in which governments across the world have approached efficient and effective service delivery to citizens is by adopting a 'single window system'.
- The driving force behind this approach is the belief that citizens need not run around different government office for getting various services. This is achieved through a number of ways.
- One approach allows a service providing organization to re-engineer its processes in such a way that all the service provider by it get delivered to citizens through a single unit.
- Another approach is to establish an organisation which would create an infrastructure through which different government organisation are able to provide services to citizens at a single point of delivery.
- Some governments have adopted an approach where no separate organisation is created, all

8

the organization work is tandem to establish a common service delivery infrastructure.

- Information and Communication Technology has enabled governments and their different units to provide information and deliver services to the citizen in a faster, more efficient and transparent manner.
- In fact, different governments are now providing a web-enabled single window interface for all governmental organisations. In India the National Portal provides an interface to a large number of government organisations at the Union & State levels.
- Similarly State government has constituted Single Window Agency especially for grant of industrial clearances. These Single Window Agencies have nominees of all the departments concerned. It has been observed that these agencies, many a time, give only 'in principal approval' and the applicant has then to seek formal approvals from each agency.
- Thus, there is need to sufficiently empower these 'single window' agencies to enable them to provide relevant services. However, it needs to be recognised that though the 'single window' approach is a simple concept, its implementation requires thorough business process re-engineering in government organizations, aided by the use of ICT.

Grievance Redressal Mechanism in India:

- A grievance is any sort of dissatisfaction which need to be redressed. It can be real or imaginary, legitimate or ridiculous, rated or unvoiced, written or oral it must however, find expression in some form or other.
- Government of India, State governments as well as various organisations under them set up grievance redressal mechanism to look into the complaints of citizens. Besides there are other institutional mechanism like CVC, and the Lokayukta which have the mandate to look into the complaint of corruption and abuse of office by public servants.
- Thus, the grievance redressal mechanism is an integral part of any governance system. Today, with increased awareness levels, the aspirations of citizens have gone up as also the demand for prompt and effective resolution of their grievances.

- The basic principle of a grievance redressal system is that if the promised level of service delivery is not achieved or if a right of a citizen is not honoured then the citizen should be able to take recourse to a mechanism to have the grievance redressed.
- Grievances from the public are received at various point in different ministries/departments in the Government of India. However, there are primarily two designated nodal agencies in the Union Government handling these grievances. These agencies are:
- **Department of Administrative Reforms and Public Grievances:** It has launched a web-based application called Centralized Public Grievances and Monitoring System (CPGRAMS).

CPGRAMS

- It was launched in 2007 for receiving, redressing and monitoring of grievances from the public.
- It provides the facility to lodge a grievance 'online' from any geographical location.
- It enables the citizen to track online his/her grievance being followed up with departments concerned and also enables the DAR&PG to monitor grievances.

- **Directorate of Public Grievance.**

Mains Question Sample

Discuss what constitutes good governance in the context of India. Also mention some aspects of social justice and discuss how good governance can act as a facilitator towards securing justice.

Approach:

- First discuss what good governance means. Try to explain the concept holistically. Then taking India as a point of departure, discuss what good governance means in the specific context of India. While doing so, keep in mind the main challenges that we face as a nation and scrutinize whether good governance should be one that help us deal with those challenges as a nation.

9

- Next, explain the concept of social justice. Keep the difference between western and Indian notions of social justice in mind and bring out clearly how these differ.
- Finally, explain how various aspects of social justice would be relevant only if they can be secured. Here, discuss how good governance can act as a facilitator towards securing justice and how securing justice is itself an important aspect of good governance.

Answer: Jawaharlal Nehru, in his famous 'tryst with destiny' speech had articulated our main challenges as 'the ending of poverty, ignorance, disease and inequality of opportunities'. India's democratic experience of the past six decades has also clearly established that our central challenges still relate to social opportunities and mass poverty.

Good governance, as a concept, is much larger than mere administrative reforms as understood in the conventional sense of the term, to the extent that it covers much more ground and substance. It relates to ethical grounding of governance and must be evaluated with reference to specific norms and objectives of a particular society.

Moreover, the concept of good governance is applicable to all sections of society such as the government, legislature, judiciary, the media, the private sector, the corporate sector, the co-operatives, societies registered under the Societies Registration Act, duly registered trusts, organizations such as the trade unions and lastly the non-government organizations (NGOs).

In the context of India, good governance can be defined as that system of governance, which helps in securing justice, leads to empowerment of people, provides employment and ensures efficient delivery of public services. These aspects are relevant to the extent that they help us deal with our central challenges effectively. Thus, first and foremost, good governance must aim at expansion of social opportunities and removal of poverty.

The concept of social justice, on the other hand, is mostly interpreted as "poverty alleviation for the working poor", in both formal and informal sectors, the employed and underemployed.

However, in the specific context of India, ensuring social justice means not only to address poverty, distribution of material goods and social exclusion, as it is in western societies, but also to remove social discrimination of the ex-untouchables.

But these aspects of social justice will hold relevance only if they can be secured and accessed as well as ensured through rule of law.

It is in this context that good governance becomes important. Securing justice is in fact, an important aspect of good governance, not only in India, but throughout the world. For instance, it is only through good governance that security of life and property, an important public good, can be ensured. Securing justice is based upon the basic principle that people should be able to rely upon the correct application of law. It is only through good governance that such access to justice can be ensured. Moreover, rule of law, which is another important aspect of securing justice, is related to good governance. This is because it is only good governance that can ensure that no one is above the law.

Thus, good governance and social justice not only strive towards the same goals, but securing justice is also an important facet of good governance.

****

Chapter-10: Developmental Process and Developmental Industry

Development:

- A multitude of meanings have been attached to the term development. It is mostly confounded with economic growth. Also, larger meanings such as social development, sustainable development and human development are attributed to it.
- In simple terms, Development is 'bringing about social change that allows people to achieve their human potential'.
- **Amartya Sen** has given the concept of development a new dimension. He views development as a political process. According to Sen, Development consists of the removal of various types of unfreedoms that leave people with little choice and little opportunity of exercising their reasoned agency.

Dimensions of Development:

- **Development as a political process:** It is regarded as the something that is done by some agency (state or development organization) for others. It is called political process as it raises questions about who has the power to do what to whom.

- **Human Development:** Sen has been flagged bearer of this approach. He considers economic growth as measure of development a deeply flawed and inadequate approach. He redefined development in terms that include human rights as a constitutive part and all worthwhile processes of social change are simultaneously rights-based and economically grounded. His capability approach focuses on the well-being of those at bottom of the society, not on the efficiency of those at the top.
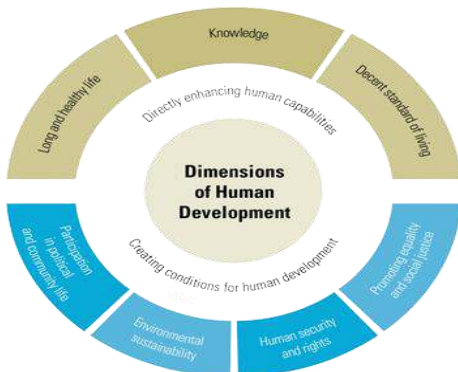
- **Sustainable Development:** "Our Common Future", also called Brundtland Report defines Sustainable development as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. To achieve it, UN has established Sustainable Development Goals (SDGs) – a wide ranging targets – to be achieved by 2030. The goals and targets are universal, meaning they apply to all countries around the world, not just poor countries. Reaching the goals requires action on all fronts – governments, businesses, civil society and people everywhere all have a role to play.

- **Economic Development:** Economic development is the process by which a nation improves the economic, political, and social well-being of its people. It is different from economic growth in a sense that it involves both quantitative and qualitative change. Also, it is process by which low-income national economies transform into modern industrial economies.

Economic Development	Economic Growth
• Multi dimensional	• Single dimensional.
• Qualitative change; composition and distribution of national income.	• Quantitative changes; change in national and per capita income.
• Gradual and steady change, planned.	• Spontaneous change.
• Continuous change.	• Discontinuous change.
• Growth is prerequisite for development.	• Growth is possible without development.
• Solution to the problem of underdeveloped countries.	• Solution to the problem of developed.
• Economic and noneconomic factors	• Economic factors.

- **Social Development:** Social development means investing in people. It requires the

74

removal of barriers so that all citizens can journey toward their dreams with confidence and dignity. It is about refusing to accept that people who live in poverty will always be poor. It is about helping people so they can move forward on their path to self-sufficiency. In India context, it becomes very important as social barriers like caste system proves to be fetters to realize one's potential and enjoy social freedom. Removal of such barrier through state action is important part of social development.

Characteristics of this New Developmental Thinking:
- Inclusive development, i.e., development of all, particularly those who are living on the margins.
- Development was to have an empowering effect on individuals and social groups.
- Participatory development, i.e., development

process must involve primary stakeholders in decision making at all levels. In other words, it must treat the primary stakeholders as agents of development and not merely as beneficiaries or objects of development. This necessitates a decentralized planning system instead of a centralized one.
- Hence, under the new paradigms of development thinking, development was to be a "community-led, community managed and local resource-based" process, instead of a "government-led, bureaucracy-managed and expert-guided" development enterprise.
- To achieve this holistic vision of development, the government needs the cooperation and collaboration of the civil society in various developmental activities including their planning. This led to the growth of NGOs, SHGs, various groups and associations, donors, and charities to act as a bridge between the government and the citizens.

****

10.2: Civil Society Organisation and their role

Civil Society refers to a set of civic rights that includes, among other things, everyone's right to participate in public life. The backbone of democracy is civil society. Democracy isn't just

about what happens once every five years, but also about how rights are enforced. Citizens' rights are safeguarded, and they have the ability to hold elected representatives accountable.

Definition of Civil Society

- The term "civil society" refers to both **formal and informal entities**, and encompasses the private sector, the media, and other organisations.
- According to the **World Economic Forum**, civil society as the "region outside the family, market, and state".
- According to the **European Union** civil society means "All types of social action carried out by individuals or groups who are not related to, or managed by, the state".
- "Civil society is the voluntary expression of citizens' interests and ambitions, organised and unified by shared goals, values, or traditions and mobilised into collective action." – **African Development Board**.

Evolution of Civil Society
- The **emphasis on civil society stretches back to the 1980s**, when political scientists began to talk about a "**representation problem**."
- Citizens all around the world had **switched away from political parties** and trade unions **towards 'newer' approaches** such as social movements, citizen groups, and non-governmental organisations.
- The fall of all institutions in India by the late 1970s spawned a slew of mass-based political movements and grassroots action.
- In civil society, the anti-caste movement, the fight for gender justice, the fight for civil liberties, a healthy environment, and against mega development projects that have displaced thousands of poor tribals and hill dwellers, the fight against child labour, the right to information, shelter, primary education, and food security have all gained traction.
- Civil society was **strengthened through the filing of Public Interest Litigations** and **judicial activism**.

Civil Society in India
- Civil society derives its strength from the Gandhian tradition of volunteerism, but today, it expresses itself in many different forms of activism. In independent India, the initial role played by the voluntary organizations started by Gandhi and his disciples was to fill in the gaps left by the government in the development process.
- The volunteers organized handloom weavers in villages to form cooperatives through which they could market their product directly and get better price. AMUL is the product of such cooperative movement.
- Civil Society plays a crucial role in the good governance. As India is not a participative democracy but a representative democracy, government takes all major decisions by itself. Civil Society act as interface of interaction between the government and the governed.
- Civil society's functional contribution to good governance could be:
  - **Watchdog:** against violation of human rights and governing deficiencies.
  - **Advocate**: of the weaker sections' point of view.
  - **Agitator:** on behalf of aggrieved citizens.
  - **Educator:** of citizens on their rights, entitlements and responsibilities and the government about the pulse of the people.
  - **Service provider:** to areas and people not reached by official efforts or as government's agent.
  - **Mobiliser:** of public opinion for or against a programme or policy.
- Civil society acts through 'social capital'— the capacity of people to act together willingly in their common long-term interest. Social capital is strong in a homogeneous, egalitarian society.

Need of the Civil Society
- Citizens have the **right to check their representatives' work.**
- To **bring attention to acts** such as civil liberties violations and governments' failure to provide citizens with an acceptable standard of living.
- As part of the right to freedom of expression, **Article 19 of the constitution guarantees the democratic right to protest.**
- The **freedom to participate** in a certain activity **should not be limited to politics** or elections.
- Democracy becomes a **mirage without this right.**
- As a result, civil society **cannot be considered separate from the state**

The Functional Contribution of Civil Society to Effective Governance:
- **Serve as a watchdog** for violations of human rights and governmental inadequacies.
- Act as a **spokesperson for the weaker sectors** of the population.
- Act as an **agitator on behalf of citizens** who have been wronged.
- Act as a **teacher of citizens' rights, entitlements, and obligations**, as well as of the government's pulse on the people.
- **Assist the government by providing services** to places and populations not reached by official initiatives.
- **Assist in the mobilisation of public opinion** in support or opposition to a programme or policy.
- Right to Information Acts, Consumer Protection Acts, Citizens Charters, Whistle blower Protection, E-Government, Democratic Decentralization, Public Interest Litigation, and other methods are among them.

Role of Civil Society
- The government has left various loopholes in the development process in a huge developing country like India. In modern India, **civil society are attempting to fill these gaps**.
- Adding to the government's endeavour to **offer health care to citizens and boosting public awareness about issues** such as child and maternal malnutrition
- A number of **non-governmental organisations** (NGOs) have **played a key role in increasing awareness about child sexual abuse**, including Childline India Foundation, World Vision, and Arambh India.
- In India, a huge number of **NGOs have been involved** in the field of **environmental conservation over the last 20 years.**
- **Civil society and the media work together to educate individuals** about the dangers of corruption, raise their awareness, and secure their participation by providing them a voice.
- By serving on committees and submitting memoranda, **civil society can have an impact on policy and project development**.

Issues Related to Civil Society

- The problem is multifaceted, and it is exacerbated by the sector's "unorganised" nature, a **lack of regulatory frameworks**, and the fact that India has over a million NGOs of various responsibilities, structures, and sizes.
- Civil society groups and their funders are **being identified and targeted**.
- Funds are stopped, intelligence reports are provided selectively in order to **present NGOs in a negative light**, and their activities are put on a watch list.
- Not all civil society organisations work to protect our society's moral conscience. Some are only focused on obtaining funding from the government or others.
- Some sectors of the media are frequently intimidated by their corporate masters and the lure of stardom.
- Some NGOs have been classified by the Union Home Ministry as a **security danger to the country** as a result of this Union **Ministry of Home Affairs rejected 25 NGO licence renewal applications** in November 2016.
- NGOs like Greenpeace have been accused of being anti-national in several cases.

Types of Civil Society
- Non-governmental organisations (NGOs), civil society organisations (CSOs), and non-profit organisations (NPOs) that have a structured structure or activity and are typically registered entities and groups:
  - Online communities and activities, such as social media communities, that can be "organised" but do not have physical, legal, or financial frameworks.
  - Online and/or physical social movements of collective action and/or identity
  - Religious leaders, religion communities, and faith-based organisations are all involved in the process.
  - Employees are represented by labour unions and organisations.
  - Social entrepreneurs who use innovative and/or market-oriented strategies to achieve social and environmental goals.
  - At the local level, grassroot organisations and activities
  - Members own and control cooperatives in a democratic manner.

- o Radio, television, print, and electronic media that are not owned by a corporation
- o Coalitions rooted in the neighbourhood or in the community

- o Institutions of higher learning and research
- o Indigenous peoples' organisations

Difference Between Civil Society Organisation and Non-Governmental Organisation

Civil Society Organisations	Non-Governmental Organisation
● Civil society is a broad term that refers to all organisations and associations that operate outside of the government and the market.	● NGOs are part of civil society, but they play a significant, and sometimes leading, role in mobilising citizen participation in socioeconomic development and politics, as well as in creating and influencing policy.
● Sometimes they have political affiliations	● No political affiliations
● Share interest in public domain	● Share interest for common cause
● No funding problem	● They face funding issues
● They perform advocacy role	● They perform advocacy as well as service role
● It is an older concept	● It is a new concept

National Policy on Voluntary Sector
- **Aim:** To support, develop, and empower an independent, innovative, and successful voluntary sector to contribute to India's social, cultural, and economic advancement.
- **Method Used to achieve Aim:** Awareness raising, social mobilisation, service delivery, training, research, and advocacy, the volunteer sector has made a substantial contribution to discovering new solutions to poverty, deprivation, prejudice, and exclusion.
- This policy acknowledges the **volunteer sector's essential role in a variety of fields** and confirms the rising need for government and private sector partnership with the voluntary sector at the three tiers of the government.

Objective of the Policy:
- To **provide an enabling environment for Voluntary Organisations (VOs)** that encourages their business and effectiveness while also protecting their autonomy;

- To allow VOs to **properly mobilise required financial resources** from both India and outside;
- To **identify ways through which the government and VOs can collaborate** on the basis of mutual trust and respect, as well as shared accountability; and
- **Encourage VOs to implement transparent and accountable governance** and management structures.

Suggestion for Civil Society Organisations
- **Voter education, electoral reforms, and periodic spotlighting of elected representatives' performance** or **non-performance** should all be top priorities on civil society's agenda.
- A **strong and alert civil society** can function as a check on corruption and provide a foundation for counter-measures.
- **Legislation similar to the False Claims Act** in the United States **should be established**, allowing citizens and civil society organisations

to seek legal redress for fraudulent claims against the government.

- **Corruption may be prevented, monitored, and controlled** with the help of a free media
- **Use of Information and Communication Technology in governance systems** to ensure greater participation of civil society and the private sector in the governance decision-making process

Conclusion

The state must respect not only the politics of the vote, but also the politics of the voice. Only by collaborative effort in civil society can democracy's promises be realised. A democratic state necessitates a democratic civil society, which necessitates a democratic state. They are mutually reinforcing.

<center>********</center>

10.3: Non-Governmental Organisation

Definition of Non-Governmental Organisations (NGOs)
As defined by the World Bank NGOs refers to not-for-profit organizations that pursue activities to relieve suffering, promote the interests of the poor, protect the environment, provide basic social services, or undertake community development.

Evolution of NGOs
- In the first half of the 19th century, the idea of voluntary organisations came into Indian society for the first time with the initiation of social reform movements. Reform movements brought in the spirit of devoting life to aid the disadvantaged sections of the society. These movements recognised the rights of women and untouchables.
- The second half of the 19th century saw the prospering of institutionalised reform movements like Brahmo Samaj, Arya Samaj, Ramakrishna Mission etc. This led the government to pass the Societies Registration Act, 1860.
- Between 1900 and 1947, successful attempts were made to channelize the voluntary spirit for the political action and mass mobilisation to gain independence from the oppressive colonial regime.
- The post-independence period saw a large number of voluntary organisations involved in the process of nation-building. The shift to neoliberal economic and political planning brought forth the fast-paced growth of voluntary organisations.

NGOs in India

- These organisations are not a part of the government, have a legal status and are registered under the specific Act (Societies Registration Act, 1860 in India) of the government.
- The term NGO in India denotes wide spectrum of organisations which may be non-governmental, quasi or semi-governmental, voluntary or non-voluntary etc.

Constitutional Provision for NGOs in India
- Article 19(1)(c) on the right to form associations;
- Article 43 which highlights the State's having an endeavour to promote cooperatives in rural areas;
- Concurrent List in Entry 28 mentions about – Charities and charitable institutions, charitable and religious endowments and religious institutions".

Need of the NGOs
- Since independence, India has achieved phenomenal economic growth in education, healthcare, poverty alleviation and overall standard of living.
- Issues of exclusion of women, children and marginalized communities in the development process however remains.
- Other adverse consequences of inequitable growth include the spread of Naxalism, recurrent violence for reservations and ever increasing cases of farmer suicides.
- India ranks 130th in the 2018 Human Development Index rankings. The Global