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## **Cha nging Face of Giving: NGOs Accessing Individual Giving in the Cyberspace**

**Swapan Garain**

### **1. NGOs and the Changing Scenario**

Nonprofits, all over the world are experiencing the global phenomenal changes in information explosion, technological revolution and alternative methods of operation. Fund raising and communication together constituted an integrated area that has been subjected to a great deal of changes in the last few decades. While there are few cost effective alternatives, nonprofits are often found to be behind times when it concerns the use of technology to transform the way they function (Hill, 1998). The technology itself is not enough as it needs to be appropriately adapted to the human relationship process in the nonprofits' exchange relation with the external communities like donors and prospects.

Fund raising has seen very little changes in terms of solicitation resulting into a donation. It is the issue of changing donor profile and the tool availability that must be addressed. It is the solicitor's capacity, to articulate and passionately say the story of the nonprofit's efforts to benefit a significant cause of the society that convinces a prospect with personal motivation to make a gift to it. It is like an investment decision of a prospect and the soliciting nonprofit must use most effective ways to convince a potential donor to invest in the nonprofit's cause. Technology is a vehicle that can be used appropriately for building an effective partnership between the fund raiser and the prospect/donor (Hill, 1998). Personalizing the approach is the core of any effort for fund raising. Opportunity must be tailor-made for trustees, alumni, community, members, beneficiaries, and so forth. All individuals, including the donors, like to be treated differently.

Most of the primary donors of the nonprofits are over the age of 55 years and web based fund raising may be less appealing to them, as many of them are used to be comfortable with hard copy of the appeal or a personal approach. But there is generation 'X' of under 35 years who are little responsive to mails, phone calls and other traditional media. Question is of eventually bringing them into the fold of prospective donors. Cyberspace is a new opportunity to reach out and interact with this group, which is otherwise less accessible. This segment of the population is generally highly educated, leaders in their own fields and influencers (Hallett, 1998). These people, with their interaction in chatrooms, listservs and newsgroups can do more than just trigger a donation. Besides demographics in cyberspace is changing fast with a more normal mix of people and the medium is becoming more preferred means of communication. Hence it is critical for a nonprofit fund raiser to take full advantage of cyberspace based opportunities to build in an emerging donor base. While occasional news clipping refers to some cyberspace success stories of some nonprofits, the researchers are yet to find cyber fund raising as a critical area to study. This study makes an effort to explore the fund raising activities of the nonprofits in the cyberspace.

## **2. Nonprofits and Technology**

The important technological hardware are mostly related to computer and its accessories like desktop, laptop, palm held, modem, presentation equipments, etc. besides the traditional storage equipments and furniture. Some of the critical areas in which nonprofit specific software are widely developed and used are accounting, fund raising, inventory management and data processing.

Without using the internet for fund raising, Oglethorpe University at Atlanta brought home the use of technology to its advantage in its fund raising efforts. The development officer carries and uses interactive multimedia laptop computer presentation during their face to face communication with potential donors. It is a powerful medium to illustrate its story with the help of impressive cutting edge technology. The technology must be adopted as a tool in personal communication. Depending on the interest of the potential donor, a fund raiser with multimedia presentation can use the ultimate personalized case statement for showing only the portion (like endowment opportunities) of it that interest a donor (Hill, 1998).

## **3. Relevance and Use of Internet**

Any grant-seeker from a nonprofit can surf the internet to find out about the available grant opportunities, the grant giving foundations, and almost everything a

## Changing Face of Giving

nonprofit may need to know. The listserv discussion groups and the newsgroups are robust resource for seeking and disseminating information of all kinds, and also for networking and lobbying (Grant and Sonenberg, 2008).

Use of internet has enormous advantages and the disadvantages can really not be a consideration in long run for an organization to perform efficiently and effectively. Cost of entry to internet is relatively low, enabling even the small nonprofits to corner its advantages for reaching the larger number of people. No other traditional method could do that much cost effectively (Couey, 1996). The following table puts in nutshell the advantages and disadvantages of using Internet by nonprofits:

<b>Advantages in using internet</b>	<b>Disadvantages in using internet</b>
+ Saves mailing costs	- Cost of accessing internet
+ Saves cost of subscribing	- Subjecting to system failure
+ No postal service delays, costs	- Training time
+ Saves storage space	- Costly repairs
+ Saves paper - Only print if needed	- Backdated information in Site
+ Instant search, access and use	- Original hardcopy - as proof

Internet access is no longer a luxury for a professional or nonprofit. A careful planning even in the very beginning can easily pay off the cost of internet account by many folds. For example, a nonprofit may discontinue subscription to many of the existing subscription of periodicals and newsletter as many of them or similar ones may be available on line (Grant and Sonenberg, 2008). The computer can also be used as a fax machine. Most of the softwares needed for surfing, faxing etc. are available on the internet for free downloading.

### **Who is in Internet?**

It is useful to explore who is in the internet. Various demographic surveys of internet users point to the fact that a large number of both existing and potential donors are in the internet. Many of the present internet users are medium to high earners, with more than average education and linking to web from home. This is certainly a segment that fund raisers would like to research on (Lake, 1995, 1997).

The users in Internet are getting doubled every 100 days. It is reported that growth of internet out-spaced all other technologies. While radio took 38 years to get 50 million people tuned in and television needed 13 years to reach the same audience level, internet crossed that figure in just four years after it was opened to general public (Johnson, 1998).

It is reported that 87 million people are connected to internet in the United States and Canada, 34 Million in Europe, 0.8 million in Africa and 22 million in Asia and Pacific. The global figure put to 147 million. Some conservative figure, arguing over the definition of being online, refers to the global figure being only 50 to 60 million (Johnson, 1998). An estimated 57 million Americans have access to the Internet. A large number of them, affluent and well educated, will certainly be the target of the nonprofit fund raisers. In Australia, three million people in the age group of 18 years and above accessed the internet in twelve months till February 1998. Accessing internet in Australia has doubled between February 1997 and February 1998.

America Online having a membership of 8 million and Yahoo reporting over a billion page views a month, the potential for a nonprofit to be visible is enormous. The question is of ensuring that the nonprofits message is not lost in the ocean of information. How to do that? (Vimuktanon, 1997).

For a non-profit, it is useful to know the reason for which people are using internet, as it will help it to develop its strategy of targeting the appropriate constituency. According to available data (see [www.internetworldstats.com](http://www.internetworldstats.com) and [google.com](http://google.com) for latest figures), people are online for the following purposes:

Gathering info	E-mail	Research	Surfing	Play Games	Chat	Post to Bulletins	Shop
87.8%	83.2%	80.5%	75.3%	33.7%	30.8%	30.0%	17.8%

Besides the figure and the purpose, a fund raiser would be interested to find out the demographics of those connected. According to E-marketers, among those online, 27 percent are in education, 25 percent are in computer related industries, 22 percent are professionals and 18 percent are managers. The typical internet users would have a median age of 38, 61 percent being male, 42 percent being married and median annual household income being US\$ 59,500 (Johnson, 1998). Another report indicating internet demographics states that largely the youthful and moneyed audience is there in the internet (Couey, 1996).

The research on use of internet finds that both the existing as well as potential donors are using internet in increasing numbers. The upcoming internet users are likely to be more philanthropic friendly replacing the traditional internet users being young, male students from engineering faculty. The upcoming internet users may probably be the fund raisers' prospective target.

#### **4. Cyber Fund Raising: Options and Concerns**

During the last decade there has been explosion in the development and usefulness of using the internet to access information for fund raising. In this age of global village, it has the potential to put a nonprofit foremost in the minds of every internet user in the world. For the grant writers, it links to valuable resources to explore and write grant proposals.

Although internet or cyber fund raising is going on for a number of years, its use has not been extensive for making appeal or for generating online donations. But the nonprofits, that are using it, have found it very useful for prospect research and for taking timely and effective steps in raising funds. Potential and possibilities of internet have certainly generated great interest in the minds of nonprofit fund raisers. Free and instant information about the emerging sources of financing nonprofit work, generating ideas, doing prospect research, seeking and sharing thoughts, sorting database problems and much more have been some of the aspects that keep the fund raising community closer to internet (Lake, 1995, 1999). Considering the advantages, the nonprofits are increasingly turning to internet for fund raising. The methods commonly used are information dissemination and requesting donation through offline transaction. Online transactions using the techniques of electronic commerce for receiving direct credit card donation, charging to telephone bill and organizing online auctions are increasingly being popular for quick and easy transactions. Online fund raising gives an option to a philanthropist to contribute on any date (end of the tax year) and at any time (say at late night while making tax calculations) (Feder, 1998).

Cyber fund raising refers to use of online methods to reach out to donor community, solicit funds and conduct financial transactions, either offline or electronically. The online electronic commerce is often used supplementary to other conventional methods of fund raising, although it's true potential depends on imagination, creativity and entrepreneurial capacity of a fund raiser. It's a technique of fund raising for the 21st century. A successful fund raiser would be required to build on the proven fund raising principles and techniques to transform the giving traditions to the electronic media and inculcate philanthropy among the internet communities that are forming at an ever increasing rate.

A successful nonprofit fund raiser on the internet is exposed to and aware of hundreds and thousand of useful and relevant sites that contain information and direction for resources for non profits. While some such sites may be providing specific information about funding sources, announcement of grants, current funding programs, providing formats and procedures for applying, and contact information, others may offer general

yet valuable grant ideas, tips, techniques, samples and a variety of other useful information. Usefulness of a particular site to a nonprofit will depend on its specific interest, fields of work and its needs.

In a nutshell, the attributes of cyberspace that are valuable for the nonprofits and the fund raising are : (i) Global reach without geographical boundary, (ii) Instant appeal and potential for significant results, (iii) 24/365 syndrome of accessibility, (iv) Open and exclusive, both possibilities in the same environment, (v) Communal and personal providing very personal as well as shared experiences, (vi) Multimedia enabling use of text, graphics, sound and video, (vii) Options for multiple appeal at the same site, (viii) Donor driven reducing interruption, (ix) Interactivity instead of one-way information dissemination, (x) Quicker and cheaper processing, (xi) Instant response to an impulse is possible, (xii) Continuous testing and refining of message, image and campaign idea (Hallett, 1998).

While the last decade of the 20th century has seen a fair amount of growth in individual giving through traditional methods of fund raising, there has been less than desired level of increase in the institutional support particularly from foundations and other grant making bodies. The issue in the 21st century is going to be the transformation of philanthropic giving among new generation individuals and institutions, both nonprofit and for-profit, in the internet and inoculating new segments of givers. While internet fund raising will not fully replace other methods of fund raising, nonprofits will find internet to be an effective method of reaching out to the giving community and thereby an useful fund raising strategy for the organization. There are certainly some constraints in making the transition from conventional system to internet savvy. The small and traditional nonprofits are reluctant and have hesitation to use internet for exploring the world of funding. While the transition may be slow for many nonprofits, sooner or later most nonprofits will find it essential to go to the cyberspace for resource generation and constituency building. Sooner one gets connected and goes online, it would find itself in a much stronger position to be competitive.

##### **5. Cyber Fund raising around the World**

It is hard to determine which nonprofit is using the internet successfully for fund raising or even how many have presence in the cyberspace. While some information is available about a handful of developed countries, a little is known about the rest of the world.

The nonprofit fund raising community in America is considered to be much ahead of their contemporary counterparts in Canada, UK and Australia, leaving others

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from rest of the developed countries far behind, in the use of internet for fund raising purpose. Within the nonprofit community, the Universities using their alumni community have always been in the forefront (Lake, 1995, 1996).

A report from Givewell Australia stated that only eight out of forty charities survey had their own web site and only three of them mentioned the word donation in their web sites (Johnson, 1998, 1988a).

Most nonprofits in the developing world are yet to uncover the internet resources, get listed in the web and be benefited. Wider access to internet and resulting higher level of people's awareness will form the invaluable foundation for philanthropic culture on the net and the successful fund raising.

### **5.1. Prospect Research**

Prospect research refers to careful study of personal attributes and resources that may help in bringing together the needs of the nonprofits and the donors, who can meet these needs, in mutually satisfying relationship (Strand and Hunt, 1986).

World Wide Web is increasingly becoming the source of all information about all topics. Unlike the pre-internet era of too few sources for too little information, the present day problem in information retrieval is of too many for too much. It calls for developing search strategy to focus our endeavour in such a way so that we spend little time and effort to procure the most appropriate and desired informations, in extent, scope and content. Before searching the internet for prospect, a researcher must know what he is looking for --- what kind of people, what information about them, what information is likely to be available on the internet, will that be available in free or fee based sites and such similar questions. At times, using a fee based service (e.g., Lexis/Nexis, Auto Trak, etc) may turn out to be cost-effective then going round and round in the internet spending time, money and effort. Generally information from government and public sources are free or available for a small fee.. The information, that can otherwise generate profit for the source/supplier, may not be available for free.

Government or public sites are good source for demographic information like ZIP code of high average income residential areas, average salary of a particular profession, etc. For company profiles go to Hoovers Online and Edgar sites are good for company filings to government. It is often easy to locate a person's name, phone number, fax number or email address, if you know any one of them. Laxmark site is a good source for this kind of searching. One best strategy for a prospect researcher is to shortlist a couple of sites that he will use frequently, and learn most of the relevant functions of these sites pretty well and also bookmark these sites in a separate folder for easy

access. For a prospect researcher, sites dealing with database of various professionals, state sites and who is who sites are very valuable.

### **5.2. *Membership Development and Constituency Building***

Cyberspace can be used by nonprofits for individual membership development, including locating new members and extending services to the current members. As the membership typically brings in about fifty percent of the revenue, membership promotion is considered to be critical for stability and sustenance of a nonprofit, besides getting valuable support from the larger community. A large membership base and corresponding donations mitigate the danger of depending on few sources like foundations, patrons and similar sources for larger grants, although it may involve lesser efforts. Exploring larger, but few grant sources, may be a good idea for capital intensive projects. Greater reliance on constituency/member solicitation for operating expenses keeps the nonprofit floated than a nonprofit that largely depends on fewer but larger grant sources, when such donors change their mind (Couey, 1996).

Developing individual membership in the traditional way is costly, labour intensive and requires greater infrastructural facilities. Considering one percent response rate to direct mail being good, a nonprofit has to send millions of letters to generate enough revenue to only sustain its activities, while keeping aside the new or proposed initiatives. Although American Cancer Society and Planned Parenthood, among others are doing well with direct mail campaigns, the traditional fund raising methods including direct mail has their inherent limitations. Considering funding to be the central factor to a nonprofits success, the need for reaching the 'Generation X' that does not respond well to traditional methods, has led to looking for and developing new and effective techniques (Couey, 1996). Many of the large and city based nonprofits already have the physical resources to cultivate the cyberspace for exploring the opportunity to build a new if not different, younger and prosperous constituency and raise funds. Internet may become a very effective tool to nurture this cyber accessed younger constituency that may not be currently in the habit of donating to charity, but is prospective for developing a long term relationship (Green, 2005). They may be too detached and self-involved to be philanthropic. Similar was the apprehension about unfamiliar prospects or say strangers supporting nonprofits, when direct mailing was first introduced as a revolutionary method to raise funds. As direct mail has become a mainstream fund raising method today, cyber fund raising would eventually go the same way (Green, 2005).

The era of cyberspace brought in a new direction in the people-nonprofit interface in the area of information sharing, advocacy, getting involved and donating.

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Using the cyberspace, one can seek information, join an online discussion group, get involved in virtual direct actions, become a member and also donate or raise fund for the cause. Some nonprofits have even begun online registration of members, supporters and volunteers. When American Civil Liberties Forum filed a legal challenge to the indecency provisions of the new Telecommunication Law, it received 200,000 hits to its web site within 48 hours. In two weeks, 500 visitors used the web site's instant action feature for faxing or emailing the US Attorney General with a request against initiating prosecution under the indecency provisions (Couey, 1996). The use of cyberspace saved a great deal of money on communication, brought in instant support and earned money. Rainforest Action Network (RAN) had similar experience on the eviction issue of Guarani People of Brazil. RAN site reported generating 17000 hits a week, 150 online membership registrations and a total of 500 as a result of web site in 1996 alone, and the membership contributions seemed to be of higher level than \$35, mostly being international. In case of International Rivers Network, Web site has not really paid off its costs as it earned less than \$1000 online. But its resourceful web site has served as a virtual global information desk that saved staff time, otherwise would have been needed to answer queries (Couey, 1996).

Use of cyberspace for disseminating information, carrying out lobbying and advocacy and raising funds online reflects a strategic shift in the approach of the nonprofits in the recent past. All the three can be linked with one another to develop an integrated and effective approach in the working of a nonprofit. Membership development or fund raising need not be seen as an isolated activity. Some nonprofit experts opined that in the present scenario, a multi-tool approach combining traditional fund raising channels and the use of cyberspace seemed most appropriate (Couey, 1996).

### 5.3. *Offline Fund raising*

Internet seemed to have addressed many of the problems faced by direct mail like cost, reach and many nonprofits have already established their presence on the internet (Couey, 1996; Demko and Moore, 1998; Demko, 1998a). Very little fund raising is actually taking place in the cyberspace, except for a very few nonprofits that have taken early initiative. But the situation in cyberspace is changing very fast and the fund raising methods and scenario are likely to be radically different in the coming years (Green, 2005).

#### 5.3.1 *Email Communication*

Use of email has been growing a very fast rate, if estimated figures are any indication. According to Forester Research, 47 million people over the age of 12 currently

have email access at home and the figure will grow to 105 million by the year 2002 (Dickey, 1998; 1998a). Virtually all internet users have email access.

Email provides the opportunity to the donor to ask questions, send comments, make pledge and thereby build a lasting bridge with the nonprofit. Email fund raising communication can help a nonprofit to reach its appeal far beyond the internet, like friends, colleagues and like minded people of email recipients. Email is direct and very effective as it helps to reach out to the donors and prospective rather than waiting for the people to find and come to visit its web site (Johnson, 1998a, Vimuktanon, 1997). Email can be used for direct mail solicitation, sending electronic newsletters, informing about current and forthcoming campaigns and events, keeping in touch with regular donors, extending invitations to events and programs and for negotiating large gifts. There are endless avenues to use email, adding colour, graphics and fonts. Email communication is increasingly becoming colourful, dynamic and linked to further information and sites.

A fund raiser can keep a continuous touch with its donors using email, even while traveling. Email can find a person anywhere, unlike phone, fax and traditional mails. Beside, using email, one not only saves time but also costs towards travelling, postage, printing and stationary (Dickey, 1998; 1998a). It can distribute information to thousands of people. It is faster and cheaper than regular mail. Some users are even purchasing electronic mailing lists so as to reach out to potential donors and saving large costs for purchasing envelopes and stamps (Better Business Bureau, 1999, Vimuktanon, 1997).

For the alumni of educational and training institutes, it is an opportunity available to them to remember and help their Alma-Mater that helped them to become what they are. The same is true for organizations that provide medical care, hospice facilities, etc. Such nonprofits make special efforts to collect email addresses of their alumni and service users in order to nurture it as a prospective donor community. Most Universities and colleges in US are appeared to be ahead in using email facility to communicate with their alumni, who are mostly hooked to cyberspace (Green, 2005). Email is also useful to organize focus group sessions for alumni and service users. A prospective participant would prefer receiving an email than a phone call (Dickey, 1998).

Some nonprofits are using email very successfully. National Organization for the Reform of Marijuana Laws in three months received 6000 subscribers for its new monthly email newsletter, while its direct mail donors list counts to 8000. It is certain that a part of the subscribers will at some point become regular donors. University of Maryland Medical System raised more than \$100,000 through email fund raising campaign to

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support research into a rare digestive disorder called celiac disease, while the expectation was \$10,000 to \$20,000. The entire campaign was conducted in cyberspace except a kick-off party costing less than \$200. WPLN public radio station, during on-air fund raising drives, announces its email address every 15 minutes and it receives 50 to 75 email pledges in its each week long fund raising campaigns. Email is not only useful for small gifts, but may trigger links to big donations. Starting with response to an email communication, North Western University managed an entire negotiation in just three months using email for receiving a gift of \$2 million for University's books (Dickey, 1998; 1998a).

While email helps raising money, it alone can not raise the money, at least in the present fund raising scenario. Email may not be the lone deciding factor for a donor to write a cheque, but it can help tremendously to build membership and prospective donor community and in the fund raising campaign. The strategy that pays well is to accumulate email address from all sources and keep on sending regular updates about the nonprofit and gradually bring them in the fold of donor community (Dickey, 1998).

Cyber space must continue to have its character of being non-intrusive and non-threatening (Green, 2005). To uphold this property, email solicitation must avoid unsolicited email requests for donation. Unsolicited email or electronic mass mailing (at times referred as Spam) for sending direct appeals through email has the possibility of alienating a prospective or existing donor. One preparatory way to use mass mailing and yet avoid chances of alienation would be to cultivate the prospective donor community as a constituency through e-newsletters, listservs and updates, before sending out appeals for contribution. After an initial invitation email, such e-newsletters and other email communications can be sent only to those signing up to receive them (Dickey, 1998; 1998a). This would certainly serve as an avenue for direct fund raising (Vimuktanon, 1997). Besides, every email communication sent to subscribers must also include information about procedure for signing off from the subscription. There should also be assurances given to the subscribers that the nonprofit will not sell or rent its email list to others.

Fund raising experts believe that the lucrative email fund raising campaigns will spread in the near future. Email communication is going to be an increasingly significant channel of communication for reaching out to people, including the potential donors (Dickey, 1998).

### 5.3.2. *Web Page*

According to one technology company survey report, 300,000 nonprofits have web sites (Better Business Bureau, 1999).

It takes little effort and expenses to make a presence in the cyberspace. Having a web page gives a global presence to a nonprofit, wherein everyone of more than 100 million people, who are on the web, can visit the organization's site. While getting a new web site may involve some efforts ( even without any money), a new web page for a new event or update about the nonprofit can be added to an existing site in just 30 minutes. This enables nonprofits to communicate its work and latest development as frequently as it would like it to be (Johnson, 1998). Besides advertising their cause and providing information about the organization, the web site can recruit volunteers, sell fund raising merchandise, put up requests for becoming member, raise donations, and offer opportunities to get involved in nonprofit's work and to use the privileges offered to the members and donors. Cyber presence enables the nonprofit, particularly the small nonprofits to avail the potential of global outreach and to compete with well known and large nonprofits, with a very little cost (Better Business Bureau, 1999). The web provides for online, realtime, interactive and participatory message.

Potential grant-makers can visit the web site of a nonprofit, find out about its mission and other organizational details that they look for in a proposal. A well designed and regularly updated web site can be a very significant medium for a nonprofit to tell its story (Hill, 1998). It is definitely much cheaper to communicate with prospective donors through the Web page or through email than through sending mail or making phone call. Cyber communication is quick and easily manageable with little infrastructural support. (Lake, 1995, 1996); Feder, 1998). While web based communication is passive requiring a potential donor to visit it on ones own volition, a well planned web promote strategy can effectively reach the target segment for driving traffic home.

Considering range of facilities available from free to highly commercial web page designing, and hosting, every nonprofit should have a presence in the cyberspace. This is a logical extension of the nonprofit's efforts to reach out to its constituents, the donors, supporters, volunteers and beneficiaries. This would help in building relationship with different constituents and the web site can serve as an electronic billboard. Web site is not merely a fund raising tool, but primarily a communication tool that can teach, espouse, communicate, publicize and motivate (Vimuktanon, 1997).

While the Web site can enable sophisticated online fund raising option using encryption technology for secure transaction, a nonprofit can easily use web site to provide online pledge card, information and the contribution options to a prospect. A

donor, interested to contribute can print out the pledge card and send it by mail without worrying about the electronic hackers and thieves (Vimuktanon, 1997). A prospect can even register in the site requesting more information about the nonprofit and the reply could be sent by email or traditional mail. The nonprofit can use this registry, guestbook or a survey form.

The conventional fund raising efforts can make cyberspace as an integral part of its planning process and execution, instead of viewing it as an independent method. For example messages can find their way in the web site of the nonprofit and the web address can be put in the direct mail for effective integration. This will call for redesigning our fund raising appeals to develop interface with the cyberspace and it must be a continuous process from the outset of campaign planning and through the life of the campaign (Hallett, 1998). Nonprofit web designers can not work in isolation, and yet fulfill the expectations to generate new public awareness, disseminate messages, serve the donors and members and raise lots and lots of money. There is a need to transfer to cyberspace the nonprofits knowledge and past rich experiences in testing messages, creating processes and building profiles of bringing curious individuals to the fold of benefactors. There must be holistic approach to build on the past and current investments and experiences for designing the fund raising program for the cyberspace.

Presence alone in the cyberspace will not help to get visitors and donors. Getting a web site and then not promoting is just wastage. People just do not walk in. One has to actively promote it, link it with so many sites, and submit to as many search engines as possible. It is active marketing job (Green, 2005).

#### **5.4. *Online Fund raising***

Every nonprofit site, although not many yet on the web, are vying for becoming one stop choice for the donors, for attracting contribution. While many nonprofits may still have reservation about their donors being receptive and feeling safe to donate online, it costs very little to experiment and it provides a value added option to a donor.

Rainforest Action Network found its web site helped raising an additional \$4000 to \$5000 a year (Johnson, 1998a). American Red Cross since its web site launching in July 1996 raised online \$128,000 in the first two years, the largest gift being \$1200 from a foreign contributor. Their monthly contribution jumped from \$25 - \$40 to \$300 during the Midwest floods of 1997. American Cancer Society started with monthly raising \$3000 offline, wherein a donor could download a form from his web site and then send by mail or fax. On subsequent addition of online contribution option, monthly receipt increased to fourfold, mainly from people donating in memory of a friend or relative.

Sierra Club and American Cancer Society are two of the select nonprofits that collectively raise hundreds of thousands dollars through their web site (Feder, 1998). American Civil Liberties Union, in the first three months of its legal challenge to the indecency provisions of the new Telecommunication Law generated \$25000 contribution. The contribution later seems to stabilize to bring in online membership revenue equivalent to about five percent of the nonprofits annual new member income in 1996 (Couey, 1996). It receives 12 to 15 weekly email pledges through its web site and the average gift is \$31. It is reported that National Organization for the reform of Marijuana Laws receives online about \$2000 per month which is considered to be a small part of its \$750,000 annual budget (Johnson, 1998a). United Way of Santa Clara County is one of the first United Way Chapter to start taking contribution online. Although it may be part of larger organizational restructuring in addition to turning to online solicitation, United Way of Santa Clara County at the same point of time went with retrenching most of its existing staff and recruiting new ones (Feder, 1998). It may also reflect the need for internet savvy staff.

Some of the banners and options used by the nonprofits in Cyber Fund raising compares well with commercial advertising. For example, Rainforest Action Network (RAN) has put up, "Don't leave us hanging!", "\$200 could help fund the equipment needed to lock two activists safely to the side of a ship or building" (Feder, 1998). Another one states that a \$400 donation will help RAN to pay for a giant banner perfect for hanging off a skyscraper. The nonprofit earns about \$1000 a month from its web site (Demko and Moore, 1998, Demko, 1998c). Nature Conservancy offered through its web site an opportunity to adopt bison named Sweet Pea and Prairie Chief for an online contribution of \$35. Muscular Dystrophy Association similarly had a provision in its web site for accepting online donations for Jerry's Kids.

Comic Relief from UK raised UK£10,000 on one annual telethon night through a secured server another UK£20,000 in the following two weeks. In Australia, three of the forty nonprofits surveyed, made some reference to donation in their web sites and two of them received some response. World Vision Australia site brings in one or two weekly donations through normal unsecured email and that makes less than one percent of its weekly contributions received. Salvation Army Site requests visitors to call up the nonprofit for making a donation and it has generated a number of donations (Johnson, 1998, 1988a).

Virtual stores and online auctions to raise funds are the other avenues that are being actively explored by the nonprofits (Couey, 1996). Promotion of chain letters is another idea whereby a sponsor may promise a specific amount for every time the letter

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(promoting a cause) gets forwarded. This chain reaction in the internet may give enormous publicity to the sponsor and may generate a lot of revenue for the cause/nonprofit.

Prospect follow up is one very critical area for online fund raising. It is important to know who is visiting your site, as many visitors do not voluntarily leave information behind, by way of filling form or offering email address. There are softwares available that keep track of daily visitors' details and their web sites' URL. A fund raiser can compile them and develop strategy for prospect research without sending unsolicited email, as it may become counterproductive (Green, 2005).

It is difficult to collect hard data about the amount raised by the nonprofits in the cyber space as it is often not revealed and there is no state mechanism wherein such reporting is mandatory. There is also no other centralized system, nor any systematic data gathering about cyber fund raising by nonprofits. No information is available about how many nonprofits are in cyber fund raising or the amount of money they are raising. There is neither any mandatory legal system regulating cyber fund raising aspect. This has generated a lot of debate recently in the Cyber-Acc Listserv (Johnson, 1998a; Lake, 1995, 1997; Feder, 1998).

In view of recent introduction of online transaction using credit cards, presently there is a fear in the mind of the donors in giving away their credit card numbers online. Online fund raisers must be prepared to demonstrate their bona fides to the prospective donors. While legitimate fund raisers may find the cyberspace to be virgin's territory, the scam artists equally consider it to be their fertile ground (Green, 2005). Sophisticated technology and high ethics do not necessarily go together. As the genuine nonprofits can access the internet at low cost, so is the case for fraudulent operators. An emotional online appeal from a fraudulent operator may cause an overwhelming response from the donors and it takes no time for such a person to run away from his web address (Better Business Bureau, 1999). Many a time the donors visit the web site but avoid the online transaction and instead donate via telephone, fax or regular mail. Although an unscrupulous operator using someone else's credit card may lead to a small liability of \$50 or so, fund raisers report security concern of the donors as a major barrier of online donation. Addition of encryption technology in online communication would make the donor feel safe to give away their credit card information using internet. It would make online donation safer and easy. The fear may still continue, atleast for a while, about how secure the secured server is (Lake, 1995, 1999; Johnson, 1998a; Feder, 1998).

Couey (1996) expressed that the organizations with known household name (large national nonprofits with existing well developed membership and big dollar budget) and those representing the interests of the nonprofit community per say seemed to be

successful in online cyber fund raising. Cyber fund raising can not be considered as a quick and dependable way to make money for the nonprofit, but certainly worth weaving into the organization's use of nonprofit (Green, 2005).

*5.4.1. eCharge*

This is another option offered by the nonprofits to the prospective donors to encourage donation online without using the credit card account numbers. A donor can make a pledge on a nonprofit's web site and the amount will be charged to their telephone bill. The downloaded pledge at the web site's secured server gets communicated to eCharge (<http://www.echarge.com>) company that adds the donation amount to the donor's telephone bill and the telephone company sends the gift to the nonprofit. GiveToCharity.com (<http://www.GiveToCharity.com>) in association with eCharge offers this service to nonprofits for a cut of fifteen percent of the donation (Blum and Hall, 1998).

*5.4.2. E-commerce*

Electronic commerce, in which one can purchase online using a credit card, has been finding its entry in nonprofit fund raising. Today one can buy almost everything online by visiting web based shops. Many nonprofits are using the same methods for selling their products and publications online.

*5.4.3. Web Auction*

Online auction has opened up new opportunities for fund raising for the nonprofits and those already engaged in traditional auctioning have started taking advantage of online auctioning the most. Unlike traditional auctions, a nonprofit can attract bidders from all over the world for its online auctioning and thereby increase the chances for higher return in the bidding. Unlike in live auction, a person who is traveling all the time can also take part in the bidding. In online auctioning, the nonprofit does not have to rent a display space, arrange for catering and entertainment or invite public figures to grace the auctioning.

Family Assistance Program from Los Angeles organized an online auction for the items donated by cast members of Seinfeld Television Show and raised \$60,000 from bidders from Germany, Japan, England, France and Mexico. San Rose Repertory Theatre conducted two online wine auctions along with three internet companies and raised \$35,000 and \$45,000. The Theatre felt that the web events brought in forty percent less revenue than live events, but the cost was also forty percent less to put up the auction.

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In another web auction, Operation USA, an international relief agency raised \$50,000. San Francisco's Sterne School for disabled children, that raised \$6,000 from a web auction, felt that the bidders were not philanthropists, but just after a bargain. As the bidding reached the market value, the bidders lost interest. The school felt that the same bidding among the school's supporters would have netted higher revenue (Dickey, 1998b; 1998c).

Online auctioning can be done in many ways. First, the nonprofit may collect the items and keep in its custody before opening the auction. Secondly, the donors may directly list them for auctioning in the nonprofits auction site and carry out the transactions directly with the bidder, with the final proceed going to the nonprofit. Thirdly, a nonprofit may get itself listed in a charity auction site (e.g., CharityWeb) and the proceed of auctioning an item goes to the nonprofit designated by the donor. An auction site may be of ongoing nature, periodic or once in a while activity. Before being eligible to take part in the auctioning, all the auction sites require both the bidder and the seller to first register with the site with name, address, email, etc., and generate unique identification name and password to be confirmed by return email. Hence no one else can offer or alter bid for someone else or change the sellers' auction specifications. Highest bidder pays for shipping (normally bidder gets shipping choice) and seller ships after receiving the payment. In some auctioning, credit card is necessary to register and/or to bid so as to ensure participation of only serious bidders. Most auction sites are guided by its own terms of auctioning like minimum bidding amount fixation, bid increment, reserved item, number of days for keeping the auction of an item open, and other guiding principles.

It is advisable to keep the auction open for one or two weeks, although eighty percent bidding takes place in the last day and forty percent in the last hour. While too short a time will lose a lot of people before they find the site, too long a time will lead to bidders losing interest and forget to come back to check the bid. The serious bidders prefer to be at the last moment than in the beginning of bidding. Bidding normally starts out strong followed by a decline and finally building up at the end. Bidding time is extended five to ten minutes incrementally for entry of a new bid in the last five or ten minutes. In the process the nonprofit gains. In the bidding of a Lexmark colour printer in a museum's auction, the bidding had gone one hour and forty-five minutes beyond the closing time and raised the price from \$1500 to \$2600 (Dickey, 1998b; 1998c).

For organizing a web auction, a nonprofit will do well in using the services of an internet expert or company for auction site designing, promoting and even handling and shipping products and financial transactions. Success of the auction largely depends on its publicity and a professional web marketing or promotion agency will definitely

have an advantage over the nonprofits in-house efforts. It calls for striking theme, unusual items, getting endorsed from internet search engines, etc The nonprofit may concentrate in promoting the event particularly among the donors of items, getting the items and explore procuring event sponsors to add to the revenue. The internet company may charge a fixed fee or a percentage of the revenue collected or may even provide the service free. Nonprofits need to be aware that some items sell well in web auction (like electronic goods, tickets, branded item, etc), while others are less popular in web auction like art work, as it is difficult to judge the quality on the monitor screen (Dickey, 1998b; 1998c).

Online auctioning also has some teething problems like bidder not being able to feel the product, and the aspect of time consuming and expensive shipping around the world. At times, the items that attract people in live auctions are not very popular in online auctioning. Many of the items collected or listed and put up for auctioning by the nonprofits are often of unknown brand and quality, causing apprehension in the mind of the bidders. For a brand item from well-known company, a bidder has the advantage of visiting the company's web site to find out more about the product and that adds in the prospective bidders' greater response rate. Introducing certain useful features has definitely been helpful in the process of popularizing online auctioning. Some of the notable features are picture of the product along with product specifications, contact the seller (or donor or nonprofit selling the item), ask a question to the seller, database of comments on the bidders and sellers from past transactions, safer financial transaction methods, etc.

According to one internet company, most bidders are men in the age group of 35 and 55 with an income of \$55,000 or more (Dickey, 1998b; 1998c).

In conducting auction, the nonprofit is required to be fully aware of legal implications regarding restrictions on selling or shipping certain goods, charging sales tax for items sold through an auction, extent and eligibility of tax deduction available to the donor for the item and/or service donated for bidding,

## **5.5. *Third Party Fund raising for Nonprofits***

### **5.5.1. *Shopping Sites Benefiting Nonprofits***

Three new web shopping companies (e.g., 4charity.com, Millennium Projects On Line and Shop2Give) have introduced an option in their web sites for online shoppers to direct a portion of the price of their purchases to nonprofits. Each of the three companies have more than 20 affiliated retailers and the online shoppers can make purchase from any of the retailers. While visiting the site, the shopper can designate a

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nonprofit that will receive part of the sales commission that goes from the retailer to the site owner due to directing the shopper to the retailer. 4charity.com (<http://www.4charity.com>) keeps two percent of the sales commission and gives the rest to the nonprofits. The company, which itself seeking a nonprofit status, sent the first month's full collection of \$1000 to the nonprofits. Affiliated retailers of Millennium Projects Online (<http://www.charitymall.com>) forwards direct to nonprofits the full commission due to the site-owner, which raises revenue from advertisements. Shop2Give (<http://www.Shop2Give.com>) has different arrangements for different retailers, ranging from flat fee to specified percentage of the sales over and above the contribution to nonprofits. This new method would certainly benefit the nonprofits from the purchases made by consumers online (Blum and Hall, 1998a).

### 5.5.2. Secured Server Service

Cyber fund raising has brought in a new group of entrepreneurs to create and/or host secured web sites for the nonprofits for a fee or in exchange of a share of the funds raised. The small nonprofits, that find it difficult to invest on designing and hosting web page and having its own secured server, largely turn to such consultants and similar firms. Setting up secured online donation service costs \$1000 or more. As the small nonprofits stand to benefit from the service providers collective web sites, they either overlook the need to or lack the resources for investigating before registering for online solicitation service. These consulting firms are found to be operating both as for-profit as well as nonprofit organizations. The track records of these companies are mixed. Charity Web had no success for a long time to secure a donation for the seven nonprofits registered with it for secured server fund raising. The banks are often found to be reluctant to allow small nonprofits to open credit card merchant accounts, while the nonprofits have constraints in affording secured server maintenance and banking charges. (Lake, 1995, 1999; Feder, 1998).

How secured is the secured server? Online transaction works by scrambling email messages through encryption of the information (like credit card number) and then decoding the same at the end of the recipient of the email. It is important to note that the hackers can break the codes and the encryption process can be cumbersome (Green, 2005).

Little information is available about the extent to which the fund raising secured server providers have succeeded in raising money for their registered nonprofits. They seemed to have attracted few donations. Benefice charges the nonprofits for listing on its site and the companion CD-ROM and transfer the total contribution received online

from the donor marked for a particular charity among the ones listed therein. Charity Web charges nonprofits for setting up its own web site and then uses its own site as gateway for the charities registered with it for online solicitation. Charity Web takes a cut of 7.5 percent of the donations received. During its launch in September 1997 and January 1998, none of the three registered nonprofits received any gift online. Give To Charity takes 15 percent of the donations received through its server and transfer the rest to the designated nonprofits. Although 692 nonprofits are found to be listed in the site, many of them are in the demo mode disabling receiving online donation for them. Although data is not available about the amount raised by Give To Charity for the listed nonprofits, Youngstown Steel Heritage Corporation raised about \$10000 annually through its listing in Give To Charity (Demko, 1998, 1998c).

Another service provider, Give On-Line enables the donor to fill a small form online specifying the amount and contact details, which is then forwarded to the concerned nonprofit chosen by the donor. It seemed to have helped raising less than \$50000 through its site for the nonprofits listed therein (Demko, 1998, 1998b).

#### 5.5.3. *Web Site Promotion Service*

Children's Miracle Network had entered into an understanding with search engine Yahoo for promoting its web site. In spite of the extent of traffic generates, the Network received only 200 pledges, each pledge being about \$25. Similarly Share Our Strength linked with Motley Fool financial news web site for promoting a well design appeal that attracted 800 donors raising \$120,000 (Johnson, 1998a).

#### 5.5.4. *Legal and Ethical Issues*

In recent years, the government regulators, lawyers and nonprofit leaders have started deliberating on the issue of ensuring that the cyber fund raisers and the secured server providers do not take undue advantage of the nonprofits or the donors. Otherwise the whole purpose of making philanthropy easy will be defeated, particularly the donor's confidence will be lost. Cyber fund raising has posed a serious challenge to the well established mechanisms to regulate charitable contributions (Barber, 1997).

The regulars are concerned about the possible fraud with the increasing use of online solicitation. The risk is growing with increasing number of internet users, who buy products, pay bills, manage investments, take part in web auctions and make donations among many other financial transactions. (Barber, 1997). While charitable solicitation laws differ from state to state, the issue of online fund raising has not been addressed by the legal system so far (Feder, 1998a; Lake 1995).

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Barber (1997) expressed in favour of setting up a self generated regulatory Internet Council for Financial Accountability for the secular nonprofits to cope up with the risks of cyber scams in diverting money from legitimate charities by the dishonest fund raisers and nonprofits. He referred to the existence of 20 year old Evangelical Council for Financial Accountability that evaluates the financial integrity of 850 evangelical organizations. Each member is required to subscribe to the code of responsible stewardship, undergo independent audit annually, submit report and pay the annual fees. The members in return are allowed to use the Council's Seal that reflects high ethical and financial standards being met by the organization, to the donors.

Cyber transaction will grow rapidly in the coming years, but its benefit to the nonprofits is linked with ensuring public and donor confidence in the transaction process and the credibility of the nonprofits and the fund raisers. Instances of cyber-scams in diverting funds from legitimate nonprofits will add to cynicism and grow anger in the mind of potential donor community and a very cost effective means to raise funds will lose credibility (Barber, 1997).

### 5.5.5. *Web Resources*

They are so much available in the cyberspace, the danger is to find what one needs. A web surfer without a clear and well planned strategy may spend hours looking for something without much success and in the pathway exploring explore many other valuable diversions. Bookmarking, a site as and when found may provide easy access when needed. With enormous increase of sites in the cyberspace on an ongoing basis, site owners or netizens are taking more interest to indexing in search engines and directory services, which ultimately aid in appearing in search results and link to listed member sites. This process will lead to further consolidation of available web resources (Vimuktnon, 1997).

### 5.5.6. *Listservs*

The listservs, also known as discussion groups, use emails to enable hundreds of individuals/groups to discuss topics of their interests. A message sent to the list by any of the participants gets automatically distributed to all the subscribed members and thus discussions go on. These are mostly open groups, providing wide freedom to participants to share ideas, seek solutions, give information, announce any event or simply put up a thought for stimulating discussion. The topics could be in prospect research, corporate giving, foundation grant, direct mailing source, fund raising software, legal help, fund raising consultants and such similar things. Besides, many general

listservs of interest to nonprofits, there are many specialized discussion groups (e.g., gift-pl, giftplan, cyber-acc, health-gift, etc) that focus on specific areas for discussion. While in discussion list, even the potential competitors become dear friends, wherein valuable information is shared and received freely. In order to prevent abuse of the opportunity of these lists and defeating the very purpose, many of these lists have started having moderators to screen submissions before distributing to the list. There are many internet sites (e.g., listbot) wherein anyone can create a new discussion group free of cost.

#### 5.5.7. *Database Service*

In response to donors' fear of safety in giving away credit card details, First Virtual Holdings is promoting a unique system to overcome this concern of the donors by storing customer's credit card numbers in an offline computer and setting up payment system for nonprofits. Since the nonprofit web sites are cross linked, a donor can either visit the nonprofit web site or the First Virtual Holding's web site for making contribution. This cross linking enables online donation for the nonprofit and adds to customer base for the company (Green, 2005).

#### 5.5.8. *Database Software*

Ebase, a database program that has been developed to help nonprofits to keep track of the amount of money received by the nonprofit, information sought by the activists and their preferred mode of contact. The nonprofits using the database can directly email to the members and donors and also send attachments. A nonprofit can download the software for free (<http://www.ebase.org>). However, to make modifications in the program for adding or deleting the fields as per the users' requirements, one must have another software, FileMaker Pro. To use the database, a nonprofit need not have a very skilled database management person. It is a highly user friendly tool particularly for the small nonprofits for fund raising and campaign work (Demko, 1998, 1998a).

#### 5.5.9. *Web Services*

Real Networks through its Real Impact (<http://www.webactive.com/realimpact>) service aims at helping the nonprofits to make effective use of Internet. Its Software allows audio and video signals to be broadcast over the internet. Two of its five tutorials on fund raising online and managing online events are of direct interest to the nonprofit fund raisers. It also offers, for a fee, its internet expertise in developing online fund raising plan and placing public service advertisements on web sites. And it is particular in working with only socially progressive nonprofits (Demko, 1998, 1998b).

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Yahoo.com is offering free auction services to IRS registered nonprofits. A nonprofit can display its items (including picture and product specifications) for upto two weeks on Yahoo's web site (<http://help.yahoo.com/help/auctions>). On conclusion of bidding period, Yahoo provides the contact details of the highest bidder to the nonprofit for carrying out the transaction. In case the top bidder fails to respond/contact the nonprofit for buying the item, the nonprofit can sell it to the next highest bidder. Considering the high online traffic at Yahoo and no technological dealings for the nonprofit, it is a valuable option for nonprofit to raise money through online auctioning (Dickey, 1998c).

There are many sources that provide training in cyber fund raising, for example Institute for Global Communications, Mal Warwick & Associates (see, Couey, 1996)

The nonprofits can access the IRS site ([www.irs.ustrea.gov](http://www.irs.ustrea.gov)) for all their legal and tax questions. It is a mine of resources for nonprofits as well as the donors. There are web sites that can be used by the grant seekers as well as grant writers seeking advice and looking for address, ZIP codes, phone numbers and email address. One can search with any one of the above even in reverse direction to find desired results (Vimuktanon, 1997).

### 5.5.10. *Fund raising Sites*

GuideStar ([www.guidestar.org](http://www.guidestar.org)) is one of the many philanthropic sites that donors access more frequently for finding information on select nonprofits. Guidestar, launched in October 1996, features a database of more than 600,000 nonprofits, received an average of 56000 hits and 5600 user sessions or visitors per week in the first four months of 1997. Finding a place for the nonprofit in the GuideStar reference location, can bring the donors in a reverse search. Donors are reported to access GuideStar to find information about the entire spectrum of American nonprofit organizations, ask questions to the experts and also interact with each other. For the nonprofits, GuideStar provides a link page of resources and reference centers. Websites of Council on Foundations ([www.cof.org](http://www.cof.org)), Foundation Center ([www.fdncenter.org](http://www.fdncenter.org)), and Philanthropy Journal Online ([www.philanthropy-journal.org](http://www.philanthropy-journal.org)) are some of the other very useful sites for grant seekers (Vimuktanon, 1997).

### 5.5.11. *Donors sites*

Grant making trusts have also been appearing in the cyberspace with a view to publishing information including details of previous year's grant recipients, extent of grants given, focus areas for support and procedure for making a grant application. The

web sites appeared to be a preferred choice for getting up-to-date information, easy to search and instantly accessible. Many of donors' sites are interactive in a way a grant seeker can even submit brief project outline for review for possible consideration. Positive feedback from the donor call for detailed proposal. (2) Some donor sites provide grant application forms that a grant seeker can print and send. Normally the grants making foundations do not make final decision to support a project/nonprofit based only on information received electronically. (Vimuktanon, 1997).

Contrary to common perception of cyber fund raising having the potential of increasing the gap between donor and the nonprofit, some nonprofit fund raisers feel the opposite. Internet brings them closer to the donor.

In spite of philanthropic e-commerce being in its infancy, many in the nonprofit sector regard cyber fund raising as a potential method for reducing dependency on other traditional methods (e.g., mass mailing, phone solicitation) being expensive, time consuming and narrowly focused. In the coming days, the cyber fund raising is likely to become more interactive, incorporating audio-video dynamism.

The most nonprofits engaged in the online solicitation are currently raising online only a fraction of their annual budget. Considering the online gifts being two to three times bigger than those of direct mail or phone solicitation, the fund raisers hope that the online fund raising will eventually pay much higher dividends. They are in general satisfied with the online fund raising experiment and would gradually expand it (Lake, 1995, 1999). In ten years time there may even be a sea change in the job descriptions and designations of fund raising executives in the nonprofits, for example development officers being replaced/designated as internet fund raising officers.

How can a nonprofit maximize its visibility in the cyberspace? There are many options and none of the options can be approached halfheartedly. Besides, there is a need for integrated approach on a sustained basis. GuideStar, a virtual philanthropic community promoted by Philanthropic Research Inc., can be considered as a gateway for the nonprofit community and the donors. It is a central reference location for nonprofits that will increase public exposure and drive traffic most efficiently. A nonprofit can register at GuideStar free providing the details. Developing a discussion group, developing an email newsletter, participating in a listserv and developing an exclusive data base could be some of the strategies for creating and building a constituency for the nonprofit. Third option could be to build a web site for the nonprofit and aggressively market the web site in the cyberspace. Developing a web presence must be viewed as part of long term planning, so that current small efforts lead to bigger rewards later for the nonprofit. The site must continue to be developing and changing so that visitors will come back again and again. Besides doing

traditional marketing of the web site in the print media, the nonprofit must aim at getting prime position in the major search engines as well as develop links with similar sites so as to drive traffic home (Vimuktanon, 1997).

Guidestar reports that the net savvy and cyber happy people conduct a direct targeting campaign in its web sites for finding the organizations they like to support. It is reversed to conventional direct marketing approach. While challenging the prospects to take initiative in identifying the nonprofits/causes they want to support with fund and time, GuideStar asks the nonprofits to provide financial and program information besides being accountable. It refers its visitors as proactive information seekers who appreciate the contents and its usefulness (Vimuktanon, 1997).

Some fund raisers have expressed their reservation on effectiveness of cyberspace fund raising. According to them, conventional techniques are time tested, mature and supported by rich experience. Expectations from the cyberspace must be realistic to keep the target low and the goal should be to make constant improvements as we move ahead with learning this new method for fund raising (Hallett, 1998).

## **6. The Research Project**

Keeping in view the explosion in the development and usefulness of using the internet to access information for funding resources, this research project aimed at exploring the field of cyber fund raising for nonprofits, with a focus on existing internet environment in the nonprofits and their experiences in the use of internet.

The present research project has been conceived with the following objectives:

- (i) To study the cyber fund raising experience of the nonprofits;
- (ii) To develop an understanding of cyber fund raising perspective of nonprofits that are not currently using cyberspace for fund raising;
- (iii) To explore the availability and use of WEB based fund raising resources for nonprofits; and
- (iv) To examine the relevance and future of cyber fund raising for nonprofits

Some of the specific research questions that were attempted to be addressed in the study are :

- What are the conventional methods of fund raising used by the nonprofits?
- What are the various online fund raising methods used by the nonprofits?
- How internet savvy are the nonprofits?
- What are the WEB based fund raising resources used by the nonprofits?
- What are the future fund raising strategies of the nonprofits?
- Is the Cyber Fund raising cost effective?

Keeping in view the objectives of the study, information was collected about the profile of responding nonprofits, current conventional and cyber fund raising methods, cyber fund raising resources and the future fund raising strategies. The study was of exploratory nature and descriptive also.

The items for the survey questionnaire were generated by the researcher and submitted to four nonprofit experts, one researcher and three cyber fund raising consultants for their feedback. Considering their feedback, a few items as well as certain response categories were modified. Most of the items had close ended response categories. The final self responding survey questionnaire had two broad sections for the two groups of responding nonprofits: one currently engaged in cyber fund raising and the other group of nonprofits that is currently not engaged in cyber fund raising.

While the questionnaire was designed by the researcher and the web design was customized by a professional cyber fund raising group. The web based survey was put up on the web site of a professional fund raising group. The web site link was notified in large number of nonprofit listserv discussion groups and newsgroups, effectively reaching about 10000 nonprofit professionals over a period of 2 weeks. During the exploratory phase of this research, researcher notified the proposed research project in many list listservs and sought the subscribers view and willingness to participate in the survey. Nearly one hundred individuals responded with their willingness to participate in the proposed survey. These people were individually notified through email proving the web link with an invitation to participate in the survey. Invitation to participate in the survey also included a request to disseminate information about the survey among the interested nonprofits. In order to encourage participation in the survey, it was notified that all the participants will have detailed access to the findings of the survey. The entire survey has been conducted in the cyberspace without any face to face contact. The findings presented in this report are based on 316 responding nonprofits.

The survey data from the web link was captured in excel spread sheet. The data was analyzed using SPSS.

This report is based on the information collected from relevant research studies, articles and news notes from nonprofit journals and web sites, email feedback from nonprofit leaders and researchers and other available material, besides the primary data collected through the survey.

## **7. Findings**

### **7.1. Profile of the Nonprofits**

Representatives from three hundred and sixteen nonprofits voluntarily participated in the survey. About two-fifth of the responding nonprofits are operating at the local level. Two-third of the nonprofits reported to be engaged in direct service. While two-fifth of the nonprofits reported education as their field of work, two-fifth are engaged in education. More than half of the responding nonprofits reported their target groups to be community as a whole and women/children in multiple choice items. One-third each of the nonprofits reported to be falling in the three categories of above ten million, one to ten million and less than one million annual budget categories.

### **7.2. Use of Fund raising Software**

Use of fund raising software may be an indication of the nonprofit being favourable to introduce technology in managing its operations. The nonprofits using fund raising software may also move faster to look for web interface for its fund raising software so as to enhance its cost effectiveness. Among the participating nonprofits, more than two-third of them use software for raising funds.

Majority of the nonprofits use fund raising software for creating database and managing the mailing lists of donors and prospects. Two-third of the nonprofits are reported to be using fund raising software for tracking donations and donors, followed by half of the nonprofits making use of fund raising software for contact management, like keeping in touch with its constituency and stake holders. While more than one-third of the responding nonprofits use the fund raising software for account keeping jobs, thirteen percent of the nonprofits found other uses of fund raising software.

While a small percentage (14%) of the nonprofits use fund raising software for purposes other than most common use of database management, tracking donations, accounting and contact management, it is significant to understand the other applications of fund raising software. These less common, yet significant applications of fund raising software may have great potential in the coming years. Eleven to thirteen percent of the nonprofits are reported to be using fund raising software for organizing events, planned giving and prospect research. The range of events included special events, annual dinner, annual reception, golf, etc. About eight percent each of the nonprofits are currently using fund raising software for proposal writing, record keeping/reporting, and tracking purposes. Tracking functions included tracking proposals, grant opportunities, etc. The rest of the nonprofits (27%) reported other diverse uses.

### 7.3. *Nonprofits and Cyberspace*

Technology is an area in which the nonprofits enter the last. Internet was invented by the military, used by the academics, followed by the corporate sector and the nonprofits were the last ones to find its use. How is the cyberspace environment in the nonprofit? The data reflected that about sixty percent of the nonprofits are paying for using the internet and thereby made a conscious investment. While thirty percent of the responding nonprofits have free access to the internet, ten percent do not have access to internet as such. Accepting a financial obligation for a paid access to internet is seemed to be a conscious decision of majority of the nonprofits, while forty percent of the nonprofits have made no financial commitment for availing the benefit of internet access.

The logical step next to getting an internet connection is to develop a web presence for the nonprofit. This may again call for investment in domain name, web designing, hosting and continuous updating. Sixty-four percent of the nonprofits are reported to have paid for getting their own domain name. They have committed for an annual fee for their very own domain name. About eighteen percent each of the nonprofits are either using a free site for web presence or have no web site of their own. Irrespective of the financial obligation, it may be stated that more than eighty percent of the nonprofits have their own web sites.

It is important to note that a nonprofit may have internet access and its own web site, by making a financial investment due to many internal and external reasons.. But this cyber access and presence can happen without having an internet savvy environment in the organization. Hence Understanding cyber literacy among organizational members is helpful. It is encouraging to note from the data that everyone uses internet in more than two-fifth of the nonprofits. While one-fifth of the nonprofits reported to have most of their senior staff using internet, another twenty-two percent nonprofits have some staff using the internet facilities. The data reveals a significant aspect of most board members not being internet savvy. Only three and half percent of the nonprofits reported to have most of their board members using internet.

While a nonprofit may have internet access, web site and internet savvy staff, but the staff may have limited access. And that would defeat the whole purpose. According to the findings, there is email access for staff in most of the nonprofits. Another factor explored in the study was to understand the extent to which email is used for communication purposes. Nearly two-fifth of the nonprofits use email for communication to a great extent and about five percent of the nonprofits do not use email to communicate.

**7.4. Current Methods of Fund raising**

Fund availability is often the central aspect to existence of a nonprofit. In the present study, an attempt was made to understand the current fund raising practices, as a step to explore further the area of cyber fund raising. About fifty percent of the nonprofits considered major gift seeking as the method that brings in maximum revenue. This is followed by annual appeal, which generates maximum revenue for more than one-third of the nonprofits. Among other conventional methods generating maximum revenue, direct mail (26%), capital campaign (20%), and telephone solicitation (13%) fall in order. It is significant to note that a good percentage of the nonprofits does not use direct mail (26%), capital campaign (62%), and telephone solicitation (63%) as methods of fund raising. Other conventional methods bringing in good amount of funds reported by the nonprofits are memorial giving (10%), payroll deduction (9%), cause related marketing (6%), auctioning (5%) and a diverse mix of others (23%). The only reported non-conventional method is online donation (2%), although auctioning is increasingly finding its place in the cyberspace.

**Table 1 : Current Fund Raising Methods (N=316)**

Methods	Most %	Good %	Average %	Poor %	Least %	Not Used %	%
Direct Mail	11.4	15.2	19	14.6	14.3	26.6	100
Major Gift Seeking	28.2	21.5	12	7.3	7	24.1	100
Auction	2.8	2.8	5.7	5.4	10.8	72.5	100
Annual Appeal	14.2	23.4	16.1	11.4	5.4	29.4	100
Capital Campaign	12.3	8.5	7.6	3.8	5.7	62	100
Telephone Solicitation	3.8	9.5	12	5	6	63.6	100
Payroll Deduction	5.4	4.8	5.4	7.6	16.1	61.7	100
Memorial Giving	6	4.4	13.3	14.2	20.3	41.8	100
Online Donation	2.2	0.6	0.3	1.9	15.2	79.7	100
Cause Related Marketing	3.5	2.8	7.6	3.2	6.3	76.6	100
Others	16.1	7.6	6	1.9	3.5	64.9	100

Note : Every factor has been considered independently

**7.5. Nonprofits in Cyber Fund raising**

Nearly one-third of the nonprofits are using internet for fund raising, while more than two-third of them do not cultivate cyberspace for fund raising purposes. Although a majority of the responding nonprofits may not be using cyberspace for fund raising currently, they may have presence in cyberspace for other purposes like publicity and advocacy.

Why are majority of the nonprofits not using cyberspace for fund raising purpose? The data (N=217) revealed that the technological consideration is the major issue. While twenty-seven percent of the nonprofits are not using cyberspace for fund raising due to lack of funds for necessary technology, more than two-fifth of the nonprofits refer non-availability of technical staff as the reason. Hill (1998) referred to lack of financial resources as a constraint to using technology as it calls for a lot of investment in hardware, software and staff capable of using it. About ten percent each of the nonprofits consider cyber fund raising to be too impersonal a method and the management not in favor of such a method. Hence cyberspace for fund raising may be viewed as inappropriate for their situations. This point is supported by Hill (1998:4) in his focus in the critical old fashioned theory of "people give to people" and preference for face-to-face communication. For another section of nonprofits, they are either not convinced (32%) about the method or not aware of its potential (28%). Only seven percent of the nonprofits are worried about the legal issues and hence preferred to stay away from using the cyberspace for fund raising, at least for the time being till the legal position is known. In brief, the technical issues and absence of convincing reasons have kept the majority of the nonprofits away from using cyberspace for fund raising.

For those nonprofits currently engaged in cyber fund raising, it was considered useful to find out the duration for which they are engaged in cyber fund raising. The data (N=99) reveals that about one-third each of the nonprofits are using cyberspace for fund raising for a period of six months and one year. While fourteen percent of the nonprofits using it for more than two years, another twenty percent are yet to use it for fund raising. In brief, cyber fund raising is a new phenomenon in the nonprofit sector and only one-third of the responding nonprofits are using this method. Less than half of them are in cyber fund raising for over one year.

#### **7.6. *Cyber Fund raising Methods***

Fifteen percent of the nonprofits use cyberspace for online fund raising, whereby a donor can make a gift using a computer keyboard or clicking a mouse. Sixteen percent of the nonprofits prefer using their web site to inform the prospective donors about their work and make a request to visitors for donation to be transacted offline, like sending check by mail, faxing credit card information, making a phone call or sending an email for further contact. While six percent of the nonprofits offer online membership to their web site visitors for a pledge or fee, another six percent reported to be using email and not web site for requesting donation. Five percent nonprofits use other methods of cyber fund raising, like online auctioning (33%, N=12), prospect research (16%, N=12),

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joining web base charity groups (33%, N=12) that raises funds, etc. One legal issue as well as an area of donor apprehension is the security of online transaction. Will the nonprofit get into trouble for fraudulent use of the credit card information provided by the donor to the nonprofit? How safe is the transaction for the donor to gift online? Introduction of secured server has attempted to address some of the concerns. The study revealed that more than one-fourth of the nonprofits are using secured server for online transactions and another sixteen percent do not use secured server for online solicitation. More than half of the nonprofits are currently not receiving donation online, although they are using the cyberspace for fund raising purpose.

There are a large number of options that are available for online contribution by a donor to a nonprofit. While eleven percent of the nonprofits have not prescribed any minimum amount of donation in order to contribute online, four percent of the nonprofits notified the requirement of minimum amount of online donation. Less than one percent each of the nonprofits offered the option of online auction, eCharge and donation through use of shopping cart. Eleven percent of the nonprofits allow the option of using credit card for donation, two percent for periodic deduction if desired by the donor, and another one percent have a provision for donation through online check.

**Table 2: Options Offered in Online Donation (N=99)**

	Frequency	Percentage
Minimum Donation	4.1	13
No Minimum Donation	11.4	36
Credit Card Donation	11.4	36
Frequent Deduction	2.2	7
Online Auction	0.9	3
Shopping Cart	0.6	2
e-Charge	0.3	1
Online Checks	1.3	4

Note: Every factor has been considered independently.

One way to determine the popularity of online fund raising is by understanding the frequency of donation by the same donor. Although there are limitations to determine this factor particularly in case of unanimous donors, Authorization of periodic deduction from credit card is one certain way. About one-fifth of the nonprofits reported that many of their donors authorize periodic credit card deductions, while another one-fifth rarely get any authorization for the same periodic deductions. Only seven percent nonprofits sometimes get such permission from their online donors. The rest of the nonprofits (53%) do not receive online donation.

**Table 3: Periodic Credit Card Deduction Permitted**

	<b>Frequency</b>	<b>Percentage</b>
Many	19.2	19
Some	7.1	7
Rare	20.2	20
None	54.5	53
	100	99

In order to encourage donors responding to cyber fund raising efforts of the nonprofits, several privileges are announced through web site to the prospective donors. Such privileges may include membership benefits, invitation to receptions, permit for events, password for members' area in their web site and many others that are offered through conventional fund raising methods. While forty-seven percent of the nonprofits offer various privileges to their donors, fifty-two percent do not entertain offering any privileges to their donors.

**Table 4: Privileges Offered to Donors**

	<b>Frequency</b>	<b>Percentage</b>
Yes	47.5	47
No	52.5	52
	100	99

In order to raise fund effectively in the cyberspace, nonprofits use various web based resources. While some of these could be general resource links for the nonprofits, others could be specialized sources for only cyber fund raising purposes. Appropriate cultivation and use of these resources determine the successful end result of increasing donation. The responding nonprofits reported to be using wide range of cyber resources that fall in the categories of search engines, databases, charity webs, nonprofit newspapers, nonprofit resource sites, fund raising web sites and the web site concerning government regulations.

#### **7.7. *Inflow/Outflow of Revenue in Cyber Fund raising***

Initial investment refers to specific investment made to the already available in-house infrastructure for starting cyber fund raising. While fifteen percent of the nonprofits (N=32) invested \$100 or less in order to start cyber fund raising, twenty-one percent of the nonprofits spent between \$1001 and \$500 as initial investment. Three

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percent invested \$2000 to \$4000 and about ten percent nonprofits incurred more than \$4000 for getting cyber fund raising stated. While six percent of the nonprofits pay a monthly fee instead of any investment towards cyber fund raising, twelve and half percent of the nonprofits invested in terms of staff time and the rest thirty percent incurred no expenses to start cyber fund raising. In brief it may be stated that about two-fifth each of the nonprofits made an investment of \$1000 or less, and no direct financial investment except staff time and existing infrastructure.

Coming to recurring expenses, two-fifth of the nonprofits (N=23) spend \$50 or less per month and another two-fifth of them expressed their inability to give a specific figure. Less than ten percent of the nonprofits spend \$51 to \$100 and more than \$100 per month. Less than five percent is reported to be spending only in terms of staff time. It may be stated that the monthly expenses are mostly less than \$50.

Average online donation amount was another significant factor to understand the phenomena of cyber fund raising. Thirty percent of the nonprofits (N=39) receive an average gift size of more than \$100. While twenty-three percent of the nonprofits reported average online gift size being less than \$25, another twenty percent reported \$25 being their average donation received online. Fifteen percent reported \$50 as the average gift size and the rest ten percent received between \$30 and \$35 gift size.

More than two-fifth of the nonprofits (N=99) are reported to be not receiving any contribution every month as such, while another one-third receive less than five online donations in a month. Eleven percent of the nonprofits receive five to twenty gifts a months and another seven percent get twenty-one to hundred gifts a month. Only seven percent of the nonprofits are reported to be getting more than 100 gifts a month.

As far as total monthly online receipt goes, two-fifth of the nonprofits (N=32) receive a monthly contribution of \$100 or less and another thirty-seven percent get between \$101 and \$500. While seven percent nonprofits net \$501 to \$100 a month, another eleven percent receive monthly between \$1001 to \$5000. Only three percent earn more than \$5000 per month through online donation.

Keeping in view the income and expenses in cyber fund raising, the respondents were asked about their views on cost effectiveness of cyber fund raising methods. More than half of the nonprofits reported the cyber fund raising to be effective to a great extent and thirty-seven percent found the effectiveness of cyber fund raising to be to certain extent only. Nine percent of the respondents did not view the cyber fund raising to be effective.

### **7.8. *Third Party Cyber Fund raising***

Less than one-fifth of the nonprofits (N=99) have joined one or the other third party cyber fund raising services, like give to charity, shop to give, etc. More than four-fifth of the nonprofits have not participated in any of the cyber fund raising services. This may reflect on the lack of popularity or awareness and confidence in such services.

While looking into specific services joined by the nonprofits, it was found that fifty percent of the nonprofits (N=18) are directly participating in revenue earning services offered by third parties and the other fifty percent is using the nonprofit fund raising resources sites and listservs. Three-third party cyber fund raising services referred by the respondents are igive.com (27%), GiveToCharity.com (16%) and ShopToGive.com (5%). About two-fifth of the nonprofits use listservs and the rest use the resource sites for facilitating their cyber fund raising efforts.

### **7.9. *Future of Cyber Fund raising***

Twenty-nine percent of the nonprofits (N=51) are completely satisfied with their cyber fund raising experience, while more than fifty percent of the nonprofits have reservations about their own fund raising in the cyberspace. Seventeen percent of the nonprofits are not at all satisfied with their cyber fund raising.

Irrespective of the view on effectiveness and the satisfaction, the responding nonprofits (N=99) were asked about their views on the potential of cyber fund raising replacing the current conventional methods of fund raising. Less than one-fourth of the respondents expressed that the cyber fund raising has a great potential to replace conventional methods for fund raising. While three-fifth of the nonprofits reported the potential to be to some extent, seventeen percent do not find any potential for cyber fund raising replacing the conventional methods.

Most (81%) of the nonprofits (N=99) are in favour of finding new options to offer to the donors in their cyber fund raising efforts, as their future fund raising strategy. Ten percent of the nonprofits would like to be more aggressive and persuasive with their current options in cyber fund raising efforts and the rest eight percent were in favour of continuing at the current level.

## **8. *Conclusions***

### **8.1. *Major Findings***

The project on cyber fund raising was undertaken with a view to exploring the arena of use of cyberspace by nonprofits for the purpose of raising funds. The study focused on nonprofit-cyberspace interface and experience of nonprofits in raising money

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in the cyberspace. The study was entirely carried out in cyberspace. A total of 316 nonprofits voluntarily took part in the survey. The major findings of this research project are :

### ***Profile of the nonprofits***

- One-third of the nonprofits operate in the city and county level, and nearly half of the respondents operate in multiple states and at national levels.
- Two-third of the nonprofits are direct service providers, and more than two-third of all the nonprofits are engaged in the field of education.
- More than half of the nonprofits are reported to be working with women, children and youth and more than two-fifths are working with students and senior citizens.
- One-third each of the nonprofits reported annual budget of above ten million US\$, one to ten million and less than one million.

### ***Nonprofits, Technology and Cyberspace***

- More than two-third of the nonprofits use various software for fund raising purposes.
- Fund raising software is mostly used for creating database and managing mailing lists of donors and prospects, tracking donations, contact management and account keeping. Some nonprofits use them for organizing events, planned giving, and prospect research.
- Ninety percent of the nonprofits have internet access and sixty percent of nonprofits pay for the access.
- Eighty percent of the nonprofits have their own web sites and two-third of the nonprofits have and paid for their own domain name.
- Everyone of the staff uses internet in more than two-fifth of the nonprofits. Only three and half percent reported to have most of their board members using internet.
- In more than two-third of the nonprofits, everyone has email access and one and half percent have no email access for their staff. Two-fifth of the nonprofits use email for communication to a great extent.

### ***Nonprofits and Cyber Fund raising***

- About fifty percent of the nonprofits considered major gift seeking as the method that brings in maximum revenue, followed by annual appeal (37%),

direct mail (26%), capital campaign (20%), and telephone solicitation (13%) in that order, with online donation being just two percent.

- Nearly one-third of the nonprofits are using internet for fund raising, while more than two-third of them do not cultivate cyberspace for fund raising.
- Major reasons for not using cyberspace for fund raising are lack of funds for necessary technology (27%), non-availability of technical staff (41%), not convinced (32%), not aware of its potential (28%), management nor willing (10%), legal issues (7%), etc.
- About one-third each of the nonprofits are using cyberspace for fund raising for a period of six months and one year.
- Fifteen percent of the nonprofits use cyberspace for online fund raising and sixteen percent of them prefer using their web site to request donation offline. Others offer online membership on the web or prefer email solicitation instead of web based fund raising. Five percent use other methods like online auctioning, prospect research, joining web base charity groups that raise funds, etc.
- One-fourth of the nonprofits are using secured server for online transactions and another sixteen percent do not use secured server. More than half of the nonprofits are currently not receiving donation online.
- For online contribution by donors, nonprofits offer a variety of options like the amount of donation, use of credit card, online auction, shopping cart, eCharge, online check, etc.
- About one-fifth of the nonprofits receive authorization from many of their donors for periodic credit card deductions, while another one-fifth rarely get any authorization for the same periodic deductions.
- While forty-seven percent of the nonprofits offer various privileges to their donors, fifty-two percent do not entertain offering any privileges to their donors.
- For cyber fund raising, nonprofits are reported to be using wide range of cyber resources like search engines, databases, charity webs, nonprofit newspapers, nonprofit resource sites, fund raising web sites and the web site concerning government regulations.
- About two-fifth each of the nonprofits made an investment of \$1000 or less, and no direct financial investment except staff time and existing infrastructure.
- Two-fifth of the nonprofits (N=23) spend \$50 or less per month towards recurring expenses.

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- Thirty percent of the nonprofits (N=39) receive an average online gift size of more than \$100 and another twenty-three percent gets less than \$25 per gift.
- More than two-fifth of the nonprofits (N=99) do not receive any contribution every month as such, while another one-third receive less than five online donations in a month. Only seven percent get more than 100 gifts a month.
- Two-fifth of the nonprofits (N=32) receive a monthly contribution of \$100 or less and another thirty-seven percent get between \$101 and \$500. Only three percent earn more than \$5000 per month.
- More than half of the nonprofits found the cyber fund raising to be effective to a great extent and thirty-seven percent reported it to be to certain extent only. Nine percent of nonprofits did not view the method to be effective.
- More than four-fifth of the nonprofits have not participated in any of the third party cyber fund raising services. Those that joined, reported about igive.com, GiveToCharity.com, and ShopToGive.com.
- While twenty-nine percent of the nonprofits (N=51) are completely satisfied with their cyber fund raising experience, seventeen percent are not at all satisfied with it.
- While less than one-fourth of the respondents expressed that the cyber fund raising has a great potential to replace conventional methods, three-fifth of them find the potential to be of some extent only.
- As far as future fund raising strategy goes, most of the nonprofits (N=99) are keen to find new options to offer to the donors in their cyber fund raising efforts. Ten percent of them would like to be more aggressive and persuasive with their current options offered and the rest were in favour of continuing at the current level.

#### **8.2. Issues and Concerns**

Nonprofits in general are approaching the cyber fund raising as another method that has great potential. Nonprofits with web site are in favour of introducing an element of fund raising in the cyberspace. There is hardly any negative feeling about cyber fund raising in the nonprofit sector, as such. Some factors that are being discussed at some levels around the issue of cyber fund raising relate to the factors that may affect the potential of cyber fund raising, like fraudulent transactions, credibility of nonprofits, security of transactions, third party involvement, legal issues, etc. Anyone can set up a very receptive web site claiming to be a nonprofit and raise money on the internet. People generally respond overwhelmingly for issues of grave human concern like current

happenings in the Yugoslavia region. while it may not take hours to set up and publicize such a site in the cyberspace; it will require a few seconds to delete the site and disappear in the thin air. The loser will be the nonprofit community as a whole by way of donors losing faith in such a system for gifting, which otherwise can bring a revolution in the fund raising and communication arena. How can it be ensured that the players in the cyberspace are credible? Particular concern is the financial transactions for nonprofit community. Some nonprofit experts have voices in favour of promoting a system for accreditation of nonprofits that are in cyber fund raising. The existing legal system has not yet addressed this area of concern of the nonprofit community. The legal dignitaries of the state and the legal practitioners seem to be waiting for something to happen in order to take action towards setting up a system for regulating the aspect of cyber fund raising. In the absence of any clear legal position in the existing laws, some preventive steps are also anticipated in the near future.

Another area that needs further clarity is the legal position for third party fund raisers and the role of the third party fund raisers in the cyberspace. There are different viewpoints about the legal status of such setups. Among the third party fund raisers, while some consider themselves to be in the role of fund raising, and others think themselves to be engaged in business similar to credit card processing set up. This point of view has grave legal implications in the existing legal system. The first one would require registration in all the states, in which donors and prospects reside. Being in third party fund raising, it is almost impossible to know where the contribution will come from. Besides, it is financially as well as administratively not viable for a small set up to register in innumerable states and the legal authorities. In spite of such constraints, some nonprofits as well as third party fund raisers are going ahead with registering in different states to fulfil legal obligations. The second group considers this to be just another business, instead of being fund raiser for the nonprofits. In the current scenario, both are holding to their own point of view and carrying out operations as they deem fit. There is another group of nonprofits that are apprehensive of the legal implications and are waiting for clarity before exploring the potential of cyberspace for fund raising.

### **8.3. *Implications for Developing Countries***

Cyberspace has opened up a new frontier for the nonprofits all over the world to address the barriers of availability, applicability, accessibility and affordability. The otherwise critical factor of financing, particularly of the small nonprofits, has found new avenues in this global village of cyberspace, wherein one can reach out instantly in a very cost-effective way. Although there are issues that concern most the small nonprofits

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that are remotely located, that prevents the realization of the potential of this revolution in the cyberspace; the potential is exploding. Assuming that more and more nonprofits will be in a position to get connected to the cyberspace in the coming years, the following section will deal with some of the areas that will have larger implications.

In view of the greater realization of the concept of global village, the cyber fund raising will have more direct impact on orientation of the management and the management practices in nonprofits in the developing countries. The use of cyberspace and cyber fund raising will bring the nonprofits out of their self created shell into greater transparency. Their the so called 'internal functioning' will be explored by the cyber donors and the prospects and there will be more demand for information. This will have direct implication on developing more transparent system of functioning of these nonprofits, particularly those so far managed by individual promoters. Besides, the entry of nonprofits in the hi-tech field of cyberspace will call for engagement of professionals and their mere presence will have effect in developing system of functioning. In the process, there may erupt further internal dynamics of strained relations, even for a temporary period. The transit, which is obvious, may not be smooth for atleast the closely held nonprofits.

In view of the external demand for institutionalization and the internal pressure from professionals for transparency, there is every likelihood of emergence of a new group of support organizations in the nonprofit sector. Unlike the developed countries, the nonprofit sector in the developing countries largely consists of organizations engaged in direct service delivery. These emerging nonprofit consultants and the support organizations will step in to facilitate in catering the information needs of the cyber community (including prospects and donors), and in helping the nonprofits to develop desired system of operation and to institutionalize the same.

Another area that will relate to growth of cyberspace and cyber fund raising is the philanthropic giving. Again, unlike the developed countries, individual giving is almost non-existent in the developing countries, except of some few rich businessmen philanthropists setting up trusts and foundations in their own name and giving grants to nonprofits. Cyberspace fund raising is likely to open up the area of prospect research and constituency building for fund raising.

In conclusion, it may be stated that cyberspace fund raising will not replace all other conventional methods of fund raising, neither it will bring instant rewards. One can comfortably say that with changing times and emerging technological revolution, cyberspace fund raising has opened new frontiers that no fund raiser can ignore. The fast changing prospect profile will require the nonprofit fund raisers everywhere to

move to the cyberspace for reaching out to this segment for building a donor community in the near future. It has the potential to become a very effective tool for communication and fund raising.

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## **Elementary Education in India: Reflections on the changing public policy in the era of liberalization<sup>1</sup>**

**Anugula N. Reddy**

### **The Context**

The goal of Universal Elementary Education (UEE), though a constitutional obligation of state is yet to be achieved. According to latest statistics provided by Government of India the Gross Enrolment Ratio (GER)<sup>2</sup> at elementary education level is 93.5 per cent in 2004-05. The high dropout rates and lower attendance rates belittle further whatever progress that has been achieved in enrolling the school children. For example, the dropout rate between classes I to V and I to VIII is reported to be 29 per cent and 51 per cent respectively in 2004-05 (MHRD, 2007). The failure to achieve UEE has been described as one of the most conspicuous failures of public policy in India (Tilak, 2006). Notwithstanding recurrent rhetoric promising to give high priority to achieve UEE, the commitment of the state continues to be weak. In fact the half hearted attempts of state to achieve UEE has been derided as 'shifting goalpost' (Dreze and Sen, 2003; Pai, 2005). The weak commitment of the state is more pronounced in the allocation of public resources to elementary education.<sup>3</sup> This paper explores the trends in the allocation of public resources to elementary education since 1990s.

The period since 1990 represents an interesting twist in Indian history. Far reaching changes are taking place in the Indian economy, society and polity. The liberal economic policies of the World Bank were adopted to replace the state and planning with market as an overarching framework for resource allocation and economic organization. These policies were introduced with the aim of accelerating growth rate by improving efficiency in resource allocation. However, fears were also expressed in several quarters about the adverse consequences of these policies related to the poor, marginal

groups and allocation of public resources to social sectors like education. Acknowledging the adverse impact of liberal economic policies on the poor and social sectors, the Indian state has promised to carry out economic reforms with human face and adopted social safety network to safeguard the interests of the poor, marginal groups and public expenditure on social sectors like education. This period, following Jomtien declaration,<sup>4</sup> has also witnessed heightened international advocacy on the imperative to achieve UEE. The Indian state has also once again pledged to achieve UEE and undertook several ambitious initiatives,<sup>5</sup> some of them with external assistance as part of social safety net. Elementary education was made as one of the important components of policies to carry out the economic reforms with a human face.

In this background, an examination of trends in public financing of elementary education since 1990 helps us in unraveling the complex relationship between liberal economic policies, social safety and social sector expenditures. This paper is a modest attempt in that direction.

#### **Public Expenditure on Elementary Education**

This section shall examine the trends in public expenditure on elementary education since 1990. At the outset it may be mentioned that the present analysis is confined to revenue expenditure only. Though the expenditure under capital account is very important for the development and asset building in education, it constitutes a very small percent of total expenditure on education, particularly elementary education. For example, it varied between 0.21 to 0.62 per cent since 1990. Another limitation is that the data on public expenditure on elementary education refers to the expenditure of education department only.<sup>6</sup> A third factor to be taken into account is that the central government has accepted the fifth pay commission recommendations with regard to pay scales of government employees during the mid 1990's. The state governments followed the suit during the following years. The pay scales recommended by fifth pay commission are said to be a way above the previously existing scales. As a result the government expenditure on account of salaries increased enormously and the share of labour intensive departments and ministries in the total government expenditure has gone up without necessarily expanding the scale of operations. The education department, being the most labour intensive department, might have contributed significantly to this trend. This suggests that the trends in public expenditure on education during the second half of 1990s may have to be taken with a pinch of salt. With these caveats we shall now turn to the examination of trends in the public expenditure on elementary education 1990s.

### **Growth**

The public expenditure on elementary education has indeed registered a phenomenal growth since 1990 at least in current prices. It increased by more 6 times from Rs. 7956 crores in 1990-91 to Rs. 50952 crores in 2005-06 (BE) in current prices (Table 1). However, the trends in current prices may not give realistic picture on the actual availability of resources due to inflation and increasing enrolments. Therefore, it is necessary to convert the public expenditure in current prices into constant prices. The national income (GNP) deflators (1993-94 series) were used for the same. The growth of public expenditure on elementary education dramatically declines once the impact of inflation is taken into account. In constant (1993-94) prices, the public expenditure on elementary education has grown simply by 2.2 times from Rs. 1084 crores to Rs. 23753 crores between 1990-92 and 2004-05 (RE). The growth rates estimated by fitting semi-log equation<sup>7</sup> also exhibit similar trends. For example, the rate of growth in constant prices is much smaller at 6.5 per cent per annum compared to 13.5 per cent in current prices between 1990-91 and 2004-05 (RE).

Besides inflation the growing enrolments also belittle the growth of public expenditure on elementary education. If the increase in public allocation does not keep pace with the increasing enrolments the per student resource availability may dwindle leading to continuation or even worsening of the present inadequate level of facilities like higher pupil-teacher ratio, overcrowded class rooms, lack of or limited facilities like furniture, teaching-learning material etc. The per student expenditure on elementary education has increased by 3.9 times from Rs. 722 in 1990-91 to Rs. 2827 in 2004-05 (RE) in current prices. In contrast it increased by just one-and-half times from Rs. 981 to Rs. 1523 in constant prices during the same period. In fact during early 1990's and early 2000's the growth rate of per student expenditure in constant prices found to be either negative or negligible. This suggests that the expansion of elementary education took place with the same level of inadequate or even deteriorated infrastructure facilities.

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**Table 1: Budgetary Expenditure on Elementary Education in India**

Year	Budget Expenditure		Per Student (Rs.) Budget Expenditure	
	Current	Constant 1993-94	Current	Constant 1993-94
1980-81	1537	4734	195	601
1985-86	3448	7103	354	729
1990-91	7956	10804	722	981
1991-92	8684	10366	760	907
1992-93	9477	10406	764	839
1993-94	10822	10822	851	851
1994-95	12639	11532	1017	928
1995-96	15218	12732	1197	1002
1996-97	17850	13917	1405	1095
1997-98	20392	14897	1633	1193
1998-99	25115	16986	1970	1332
1999-2000	27905	18171	2119	1379
2000-01	29758	18731	2274	1431
2001-02	32494	19781	2434	1482
2002-03	33474	19569	2489	1455
2003-04	36366	20645	2416	1372
2004-05 RE	44083	23753	2827	1523
2005-06 BE	50952	-	-	-
<b>Growth Rates</b>				
1980-81 to 1984-85	18.1	8.7	12.7	3.8
1985-86 to 1989-90	19.0	9.8	15.9	7.0
1990-91 to 1994-95	12.1	1.7	8.3	-1.7
1995-96 to 1999-2000	16.8	9.5	15.9	8.7
2000-01 to 2005-06	11.1	5.3	4.4	0.5

Source: (MHRD, Various Years). Analysis of Budget Expenditure on Education (MHRD, Various Years). Selected Educational Statistics

The quinquennial growth rates since 1990 reveal a disturbing trend. In constant prices, the growth rate of public expenditure on elementary education during the first half of 1990s was practically negligible. The growth of public expenditure is even lower than the growth of enrolment. As a result the first half of 1990s witnesses negative growth in per student expenditure. This provides credence to the argument that the policies aimed at fiscal stringency would adversely impact soft sectors like education. Though the second half of 1990s witnesses a spurt in the growth rate but it is short lived as it steeply falls during 2000s. Several initiatives such as DPEP as well as the swell in salary expenditure as a consequence of implementation of fifth pay commission

recommendations might have pushed up the expenditure. More worrisome is the stagnation in the growth of per student expenditure on elementary education during 2000s. The low cost strategies like para-teachers, alternative and innovative schemes etc. adopted as part of Sarva Shiksha Abhiyan (SSA) might have depressed the growth of per capita expenditure on elementary education during this period. The empirical evidence points out that though these strategies may help in improving the access but at the expense of quality (Leclerq, 2003).

### **The priority accorded to education**

Against this background of tardy growth in public expenditure on elementary education it would be interesting to observe the changes in the priority accorded to it with national policy framework during the so called 'EFA decade'. Since the adoption of Jomtien declaration in 1990, the universalisation of elementary education has been receiving high voltage policy rhetoric promising adequate financial resources. The priority given to education and elementary education is generally gauged with the help of a few indicators like public expenditure on education and elementary education as per cent of GNP and budget.

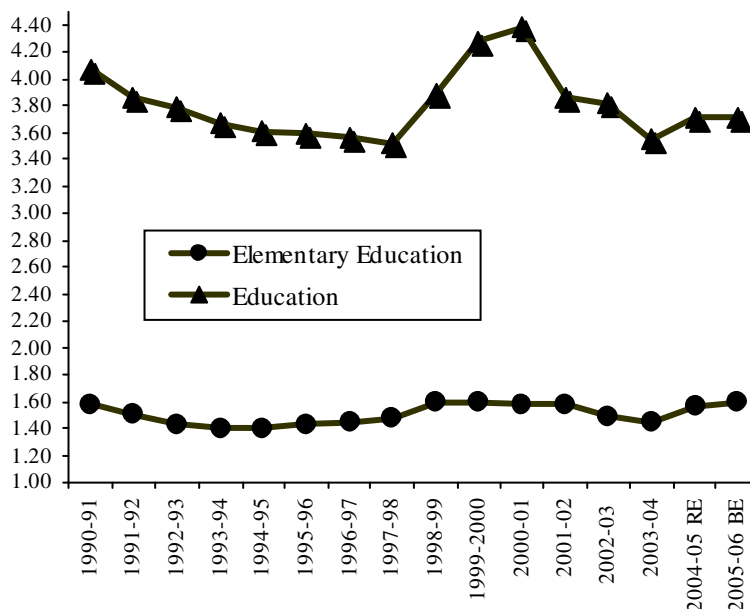
### **Share of GNP**

The priority accorded to education in terms of public expenditure on education as per cent of GNP has declined from 4.07 per cent in 1990-91 to 3.72 per cent in 2005-06 (BE). In the immediate aftermath of the adoption of liberalisation policies, the public expenditure on education as per cent of GNP has declined steeply and touched 3.53 per cent in 1997-98. Though subsequently it rose to as high as 4.38 per cent in 2000-01 but only to quickly fall once again to 3.56 per cent in 2003-04. Following the Kothari Commission recommendation, the state has repeatedly promised to raise the share of public expenditure on education to 6 per cent of GNP. Despite these public proclamations the public expenditure on education continues to be much less than 6 per cent of GNP. As a result education at all levels is suffering from chronic resource crunch.

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**Figure 1**

**Budget Expenditure on Education and Elementary Education as percent of GNP**



Source: (MHRD, Various Years). Analysis of Budget Expenditure on Education

Trends with respect to public expenditure on elementary education slightly diverge during mid 1990s. The public expenditure on elementary education as per cent of GNP declined from 1.58 in 1990-91 to 1.40 in 1994-95. But with the initiation of District Primary Education Programme (DPEP) as part of social safety net (SSN) with the help of soft loans from the World Bank and other multi and bi-lateral agencies in 1994, interventions like midday meal scheme and other circumstantial factors around that time appears to have set in marginal recovery earlier than for the education sector as a whole. As a result the public expenditure on elementary education as a per cent of GNP has increased to 1.44 per cent in 1995-96 and further to 1.48 in 1997-98 and still further to 1.60 per cent in 1999-2000. But this momentum could not be sustained further and the public expenditure on elementary education as per cent of GNP has plummeted to 1.44 in 2004-05. This is despite higher allocations to elementary education by the centre as part of implementing SSA with external assistance and mobilizing additional resources through special measures like cess etc. It was increasingly recognized that in order to meet the constitutional obligations arising out of right to education and to achieve UEE, the public expenditure on education should be raised to at least 6 per cent of GNP. The elementary education should get 3 per cent of GNP (Government of India, 1999 & 2005b).

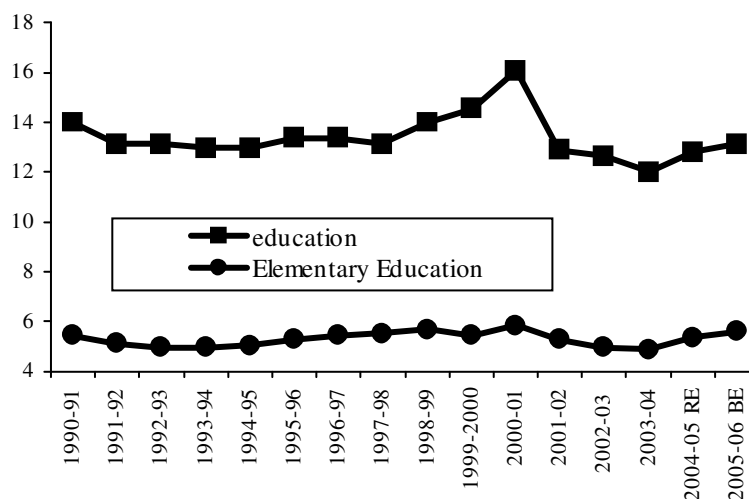
This leaves another 3 per cent of GNP to take care the interests of secondary, higher, professional and other levels of education. It is being increasingly realized that the resource requirements of education may well go beyond 6 per cent of GNP as we enter knowledge economy where education is supposed to play a critical role and should be prepared to allocate more public resources. Alas, the share of public expenditure education in GNP is just floating a little over 3.5 per cent.

The trends portrayed above confirm the general apprehension that the public expenditure on soft sectors like education, particularly elementary education, suffers severely under economic liberalization regime. The attempt to safeguard social expenditures through social safety net that often involves external assistance appears to have had only limited and temporary impact in reversing the trends.

### Share in Budget

The trends in the share of public expenditure on education as per cent total budget expenditure display similar pattern. The share of public expenditure on education in total budget was 14.0 per cent in 1990-91. But it declined to 13.1 per cent in 1991-92 and was hovering a little over 13 per cent till 1997-98. Though it increased to 14 per cent in 1998-99 and further to 16.1 per cent in 2000-01 but it swiftly declined to 12.0 per cent in 2003-04.

**Figure 2: Budget Expenditure on Education as Per cent of Total Budget**



Source: (MHRD, Various Years). Analysis of Budget Expenditure on Education

Likewise the share of total budget allocated to elementary education is coming down all along. For example, the proportion of budget allocated to elementary education

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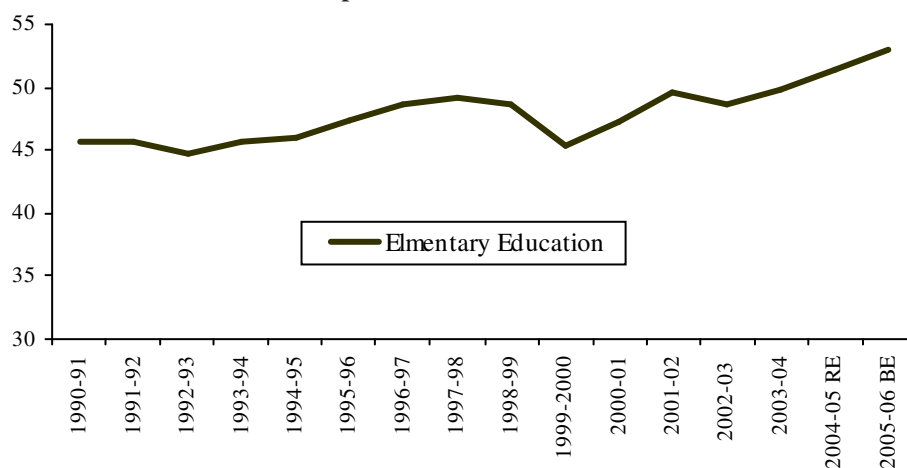
has come down from 5.4 per cent in 1990-91 to 5.0 per cent in 1992-93. It remained at 5.0 per cent till 1994-95. From mid 1990's onwards it is raising and it rose to 5.3 per cent in 1995-96 and further to 5.8 in 2000-01. But this increase could not be sustained further and the public expenditure on elementary education drastically declined to 4.9 per cent in 2003-04.

### The Share of Elementary Education in Education

Generally the share of elementary education in total education expenditure reveals the priority given to it in intra-sectoral allocations. The intra-sectoral allocations vis-à-vis elementary education was considered to be lopsided (Tilak, 2002). The trends of intra-sectoral allocations since 1990 appear to be marginally correcting this in favour of elementary education. For example, the share of elementary education in total educational expenditure increased from 45.6 in 1990-91 to 48.3 per cent in 1995-96 and further to 49.8 per cent in 2003-04. The numerous interventions like DPEP, midday meal scheme, strengthening of teacher training institutions and other efforts under SSA undertaken since 1990 might have marginally tilted the intra-sectoral allocation of resources to elementary education. However, in the background of overall deceleration in public expenditure on education it is difficult to make sense of this marginal improvement.

From the above discussion the following three distinct phases can be identified with respect to public expenditure on education and elementary education since 1990s.

**Figure 3**  
**Budget Expenditure on Elementary Education as percent of Total Budget Expenditure on Education**



Source: (MHRD, Various Years). Analysis of Budget Expenditure on Education

- The early and mid nineties can be identified as the first phase coinciding with the adoption of structural adjustment and liberalisation policies. The priority given to education and elementary education during this period has come down drastically compared to the eighties. The growth of public expenditure has slowed down. As a result, per student public expenditure on elementary education in constant prices has declined. Thus, the education and elementary education have suffered a set back under the weight of austerity measures.
- The late nineties can be identified as the second phase. During this period the priority given to education and elementary education has generally increased touching all time high as percentage of GNP and total budget. In case of elementary education the second phase began a little earlier from 1994-95 with the pouring in of external resources under DPEP as part of social safety net. Besides a couple of important incentive programmes like midday meal scheme were implemented pushing up the public expenditure on elementary education. This phase also witnesses increasing priority given to elementary education in intra-sectoral allocations. However, huge increase in pay scales of regular teachers following pay revision confounds trends during this period.
- Third phase begins with 2001-02. The public expenditure on education and elementary education has drastically come down as per cent of GNP and budget during this period. This is contrary to the claims that huge additional resources are being allocated to education by the levying of additional cess to finance elementary education. The decline of public expenditure on education casts doubts on the nature of growth during the second phase. This is also the phase where several strategies at cost reduction were increasingly adopted by state after state.
- Overall it appears that the public allocations to education and elementary education have tendency to level off 3.5 - 4.0 per cent and 1.5 per cent of GNP respectively. Similarly the proportion of budget allocated to elementary education is leveling off at 5 per cent.
- The claims that the social safety net policies can countervail the adverse consequences of economic liberalization programme and making these policies more humane has not been vindicated.

### **Consequences of inadequate expenditure on elementary education**

It is clear that the priority accorded to education in general and elementary education in particular has been declining under liberal economic policy regime. The state has failed to protect the public expenditure on social sectors like education in general and elementary education in particular. Even the social safety net policies and augmentation of resources with external assistance as part of these policies appear to have had only limited and temporary impact in countervailing the adverse impact of the liberal economic policies. The rhetoric apart, the state is unwilling to commit adequate resources to elementary education. Instead, it has adopted a spate of low cost measures in the name of innovative and alternative strategies to reach the children of difficult circumstances like the poor, SCs, STs, children living in remote areas, girls, working children, etc. These include among others the appointment of para-teachers, opening of schools at the community initiative under Education Guarantee Scheme (EGS) and Alternative and Innovative Centers (AIE), community monitoring and evaluation etc. These strategies are ostensibly aimed at improving access and to bring all children within the ambit of elementary education. The evidence on some of these strategies, particularly on para-teachers and provision of schooling under EGS and AIS, shall be further examined as these are likely to exert profound impact on the system of formal and institutionalised delivery of elementary education as we know it today.

### **Para-Teachers**

Semantics apart, generally under-qualified and un-trained local youths are appointed as para-teachers at pay levels blatantly below than those of regular teachers and without secure tenure but have to carry out the duties and functions of regular teachers. The practice of using para-professionals to universalise services like literacy, education, health, etc. in a time bound manner was adopted by some progressive governments soon after liberation from colonial rule and also by some progressive movements in developing countries. The cost-effectiveness of this practice made it popular across the world. In India, para-teachers were deployed more extensively initially in Shiksha Karmi Project (SKP), an externally assisted project in Rajasthan to achieve universal elementary education. It is justified mainly on account of difficulty in finding teachers for schools located in remote and SC/ST dominated areas. It is argued that often teachers who are posted to these areas lacked commitment and do not empathize with local people leading to frequent absence from school effecting the normal functioning of schools. The purported success of shiksha karmis in brining about a semblance of improvement towards achieving universal elementary education cost-effectively made

it attractive to replicate across the country. The state that used to suspect the efforts of NGOs (state sponsored or otherwise) was quick to adopt the practice of recruiting para-teachers in an ever expanding scale. Province after province began to adopt this practice under various nomenclatures as part of DPEP. Several provinces have almost abandoned the appointment of regular teachers. The centre has also encouraged the practice of recruiting para-teachers under various garbs. The state has justified it as a short-term measure to countervail the shortage of teachers to achieve the UEE in a mission mode within a specified period. However, the growth in the number of para-teachers and the changing rhetoric justifying the practice provides enough fodder to suspect that the practice may likely to become a permanent feature of education on an expanding scale. Over 12 per cent of all teachers teaching in elementary sections of all schools are para-teachers in 2005-06 (Mehta, 2006). But in 2002-03 only 7.7 per cent of teachers were para-teachers. Further, the proportion of para-teachers in primary schools only is as high as 17.3 per cent in 2005-06. This suggests that the teaching force of the country increasingly consists of under-qualified and un-trained personnel. Incidentally it may be noted that the deployment of para-teachers has not remained confined to elementary education but rapidly spreading to secondary education. The state that used to be apologetic about appointing para-teachers is beginning to eulogize it with the claims that the para-teachers were more accountable to local community. It was also claimed that the children attending schools with para-teachers were no worse than children attending schools with regular teachers on achievement tests. However, the empirical evidence emerging from several researches strongly refutes these claims (Bodha Shiksha Samiti, 1999; Ed. CIL, 2000; Govinda and Josephine, 2006; Kumar, Priyam and Saxena, 2001; Pandey, 2006; Pandey and Rajrani, 2003; Sadagopal, 2006).

- First, qualifications, professional training and payment are critically important to any profession in discharging its professional responsibilities. Low payment, low qualifications and subordinate position within the village bureaucracy can erode whatever higher status a teacher used to enjoy at least ritually if not financially very attractive in the village society. The lower professional qualifications and payment may lead to what can be called 'deprofessionalisation' of teaching profession. The limited training given to para-teachers is unlikely to help them acquire professional skills. Thus one important negative consequence of the practice of appointing para-teachers is that the teaching profession is fast losing its professional status. Loss of professionalism and social status may likely to adversely impact the performance of teachers.

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- Secondly, the employment of para-teachers represents the dilution of norms laid down by statutory bodies like National Council for Teacher Education (NCTE) with regard to educational qualifications, professional training and working conditions, etc.
- Thirdly, the claim that the performance of para-teachers is better or at least not worse than the regular teachers is based on erroneous reading of some research evidence. Overwhelming research evidence points out that the quality of teaching-learning process was very poor across the entire spectrum of education and the deployment of para-teachers further accentuates it (Bodha Shiksha Samiti, 1999; Pandey and Rajrani, 2003).

#### **EGS and AIE**

Another important practice that has emerged in the context of attempts to achieve UEE as part of DPEP and SSA is multiple tracks of provision of schooling. The state is providing assistance to open "schools" (sic) under what is called Education Guarantee Scheme (EGS) and Alternative and Innovative Centers (AIE) in order to provide access to schooling in habitations without a school and the size of habitation is not viable to open a regular school. The scheme is also being targeted to bring in out-of-school children and mainstream them and extend schooling facilities to children living under specific circumstances and who can not be mainstreamed. These schools scarcely have any facilities except a volunteer, and a couple of teaching-learning materials (if any). The community is expected to provide space and identify a volunteer to run the school. The state shall provide a paltry honorarium for volunteer. The state has claimed that quality shall not be compromised and these strategies are indeed delivering good results in bringing in more children into the ambit of elementary education and mainstreaming them. The research evidence unambiguously refutes these tall claims. In Madhya Pradesh where the EGS has claimed to have produced excellent results, for example, it is found that the access to schooling in narrow terms (i.e. access to any thing named as "school") might have improved but at the cost of quality (Leclercq, 2003). Access to elementary education extended through deplorably poor quality of school can not be termed as access. This practice is negation of Operation Blackboard launched to improve physical conditions of elementary schools in the immediate aftermath of the adoption of National Policy on Education, 1986. It is not very clear what to expect from the expansion of such schools!

### **Concluding Remarks**

In the paper it has been critically examined that the changing public financing and provisions of elementary education during the last couple of decades coinciding with the adoption of liberal economic policies. It was conclusively demonstrated that the priority accorded to education in general and elementary education in particular has declined ever since the liberal economic policies were adopted. Further, the trends also belie the claims that the economic liberalisation policies shall be carried out with a human face by protecting the public expenditures on social sectors. The adoption of social safety net with external assistance to protect the public expenditure on elementary education has proved to be of no avail. Per student expenditure on elementary education has remained almost stagnant since 1990. These trends have of course disastrous impact on quality of elementary education. The state is unwilling to allocate adequate resources to elementary education and pushed in several cost-saving strategies. The paper examines two of them: the para-teachers and proliferation of low cost schools under EGS and AIE. It contends that the very nature of public schooling provision is likely to change due to them. The poor and the vulnerable are left with a provision of education that does not resemble education. The middle classes and others shall be forced to look for alternatives and increasingly rely on private schools to educate their wards. Unfortunately the future does not look any bright if current reforms in elementary education continue.

### **End Notes**

1. An earlier version of this paper was presented at the International Conference on Issues in Public Policy and Sustainable Development organised by Indira Gandhi National Open University (IGNOU), New Delhi, India on March 26-28, 2008.
2. The ratio of children enrolled in elementary education to the total child population of relevant age is (6-14 years). As the GER includes under and over age children in the numerator, even a high GER does not necessarily indicate higher enrolment of children of relevant age. It is generally contended that the ratio of children net of over and under age in elementary education to total child population of relevant age group is much lower.
3. The attempts to introduce Right to Education Bill in the parliament are being thwarted mainly on account of unwillingness of the state to commit adequate public resources. See the press reports in the first and second week of January 2006 reporting the huge requirement of finances to implement the right to education and the state's unwillingness to do so. For a sample of these press reports see Mukul (2006); Chetan Chauhan.

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4. It should be recognised that the Jomtien conference was necessitated by the adverse impact of structural adjustment and liberalisation policies on primary/ elementary education in several third world countries.
5. Important among them include initiation of District Primary Education Programme (DPEP) with the assistance of several big and multi-lateral organizations, amending the constitution to make elementary education a fundamental right, initiation of Sarva Shiksha Abhiyan (SSA) with domestic and external funds and imposing cess to finance elementary education, etc.
6. Several departments other than education contribute as much as 18 per cent of total budget expenditure on education. The budget expenditure by levels of education is available only for the expenditure incurred by department of education. In the absence of credible criteria, it is really difficult to apportion other department's expenditure to different levels of education.
7. The average annual rate of growth was estimated by fitting semi-log equation of the form  $\ln Y = a + bt$  where  $t$  is time and  $Y$  is for which the growth rate is to be estimated and estimator gives the rate of growth unless otherwise specified.
8. The DPEP programme was implemented at primary but not at elementary level. It was criticized that the ambit of elementary/basic education is being reduced to primary education in line with bank policies. Besides the necessity of aid to finance elementary education and questions about sustainability, absorbability, etc. have been raised by several writers (Kumar et al., 2001; Tilak, 1999).
9. This is more evident in the persistent reluctance of state in taking the Right to Education Bill to parliament. The Right to Education Bill was written and rewritten several times both by the previous NDA and the present UPA governments. A committee constituted by CABE under the chairmanship of Shri Kapil Sibal, Union Minister, GOI drafted a bill that includes a schedule specifying the norms the schools should follow with regard to facilities, qualifications of teachers, number of working of days, teacher-pupil ratio, etc. and a note on additional financial requirements. Instead of acting on this, the central government has discreetly circulated a model bill among provincial governments watering down several provisions of the draft bill prepared by the CABE committee. The centre is dilly dallying on the plea that the elementary education is a provincial subject and it is provincial governments that may have to promulgate the bill. A high power committee consisting of Union Ministers for Finance and Human Resource Development, Economic Advisor to the Prime Minister and Chairman of Planning Commission has been appointed by the Prime Minister to look into Right to Education Bill but is endlessly deferring its final recommendations. This is nothing but negation of Constitution's provisions such as: (i) education including school education is a concurrent subject and both the centre and the provinces have responsibility towards it (ii) elementary education is a fundamental right and more importantly (iii) as per the constitution the expression 'state', includes all layers of government including central, provincial and local governments.

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## **Traditional and Modern Maternal Child Health Services in Tribal Areas: A Case Study of Dhar District**

**Parul Gaur**

### **1. Introduction**

Maternal and child health is an important dimension of community health nursing. Health service especially meant for mothers and children is more commonly known as "Maternal and Child Health Services". The mission of maternal and child health is to improve the availability of and access to high quality preventive and primary health care for all women (who belong to reproductive age group i.e. 15 to 45 year) and children regardless of their ability to pay. To accomplish this mission welfare state assumed special responsibility with respect to the weaker sections of society. As such, the tribals living in inaccessible areas and with very poor economic background, deserve special treatment. A lot of work has been done on health planning as an integrated part of overall social and economic planning.

The health services organization in the country has extended from the national level to the sub-centre level in the remote rural areas. Broadly, four levels of health organization may be distinguished - national, state, district and local. The health care system operates in urban areas through a number of hospitals and family welfare centres and in rural areas through a network of Primary Health Centres (PHCs), sub-centres and Anganwaries. Though a vast network of health services infrastructure has been built up to the grass root level, tribals are still in a primitive stage and follow their traditional practices even in term of maternal and child health care, curing themselves by superstitious methods. This unawareness keeps them under unhygienic conditions because of which maternal and child mortality may be higher among them. According to National Family Health Survey -2 India (1998-99)<sup>1</sup>, children of women belonging to scheduled castes

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and scheduled tribes have higher rates of infant and child mortality than children of women belonging to other backward classes or to women not belonging to scheduled caste or scheduled tribe. According to National Family Health Survey-2 (Madhya Pradesh) (1998-99)<sup>2</sup> Madhya Pradesh has the highest neonatal, child and under five mortality rates than any other state in India and even the infant mortality and post neonatal mortality rates are highest in the country. The basic question therefore emerges that in spite of the network provided by the state, why the access and affectivity is so poor at the grass root level. To find out the answer to this question this study was undertaken. The objectives of the study are given below:-

- (1) To study the status of the traditional and modern maternal and child health services at the family level,
- (2) To analyze the perceptions of people about traditional and modern maternal and child health care techniques and facilities,

To achieve these objectives, Dhar District was selected for the study. The study was focused on tribes, so only those blocks of Dhar District were selected in the study where the tribal population was more than 70 per cent. According to census of 2001, there were six blocks in the district where tribal population was more than 70 per cent. These were Bagh, Umarban, Dhari, Gandhwani, Kukshi and Tirla.

In the above six blocks the total number of villages, as per census of 2001, were 615. Out of 615 villages, only medium sized villages with a population of 500 to 2000 were included in the sampling frame. Thus, in the sample, 295 villages were included. The actual selection of 5 per cent villages, i.e., 15 villages was made randomly from the population range of 500 to 1000 and 1000 to 2000 in proportion to the number of villages in each category from 6 designated blocks.

From the selected 15 villages all those available women who were pregnant and had children up to five years were included in the study. The number of such women actually available in the village during the survey was 250; all of them were included in the survey. For quantitative data collection, interview schedules were used as the tool. The schedules were finalized after pre-testing. To have a deeper and qualitative insight of the problem, observation and directional group discussions were held.

Both the primary and secondary data have been collected for the analysis of the problem.

Secondary data was collected through various published material like published books, census report, five year plans, including state five year plans, statistical abstracts, government publications, annual report of the ministry of health and welfare, National

Family Health Survey-India, National Family Health Survey -Madhya Pradesh, research reports, Journals and periodicals, letter-magazines, news papers etc.

With the help of interview schedules primary data were collected through personal interviews with the respondents. Observations and group discussions were conducted in the villages and Government hospital (SC/PHC/CHC/FRU). Interviews and discussions were also held with the functionaries of the health department and WCD department.

The information collected through the schedules was properly codified using the code book and entered on the master chart in the excel framework by the help of computer. The data was then tabulated and analyzed.

## 2. Profile of the Sample Population

The socio-economic condition of the sample households has been depicted in Table 1.

**Table 1**  
**Analysis of Socio-Economic Profile of the Respondents**

<b>Personal &amp; Demographic Characteristics</b>	<b>Categories</b>	<b>Frequency</b>	<b>Percentage</b>
Caste	Scheduled Tribes	212	84.8
	Scheduled Caste	38	15.2
Present Age	18-20	22	8.8
	21-25	80	32.0
	26-30	96	38.4
	31-35	40	16.0
	36-40	12	4.8
Type of Family	Nuclear	148	59.2
	Joint	94	37.6
	Broken	08	3.2
Number of Children	1 to 2	40	16.0
	2 to 5	113	45.2
	6 to 8	75	30.0
	8 to10	22	8.8
Education	Illiterate	213	85.2
	Literate	17	6.8
	Primary	12	4.8
	Middle	08	3.2

Contd...

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<b>Personal &amp; Demographic Characteristics</b>	<b>Categories</b>	<b>Frequency</b>	<b>Percentage</b>
Age at time of Marriage	12 to 15 year	44	17.6
	15 to 18 year	109	43.6
	Above 18 year	97	38.8
Occupation	Agriculture + Labourer	104	41.6
	Only Labourer	91	36.4
	Agriculture	44	17.6
	Business	08	3.2
	Government Services	03	1.2
Annual Family Income	5000	63	25.2
	5001 to 10,000	111	44.4
	10,001 to 15,000	38	15.2
	15001 to 20,000	16	6.4
	20,001 to 25,000	12	4.8
	Above 25000	10	4.0

Being a tribal dominated region the sample reflects the dominance (84.8 per cent) of scheduled tribes in the surveyed households. Among the tribals the majority were Bhil followed by Bhilala and Patlya. Rest of the 15.2 per cent surveyed population belonged to scheduled castes.

The age structure of the respondents reflects the younger population. This is so because in the survey only pregnant women were included. Out of these 38.4 per cent were expectant mothers belonging to the age group of 26 to 30.

Bhils prefer to live in nuclear families, and therefore, in the surveyed household nearly 60 per cent families were found to be nuclear.

The table clearly reflects that small family is still a far removed concept among the rural areas in the tribal region. In the surveyed population the average size of family was 7 and nearly half of the respondents were having 2 to 5 children and a perceptibly higher percentage of 30 was of those who were having 6 to 8 children. Nearly 9 per cent of the respondents were having even more than 8 children.

In spite of the legislative provision regarding the age of marriage, nearly 61 per cent respondents were married below the age of 18 and 17.6 per cent of the pregnant mothers were 12 to 15 years old at the time of marriage.

Despite intensive state efforts to propagate education among women, 85 per cent of the surveyed respondents were illiterate and only 3.2 per cent had education above primary level.

As far as the occupational status was concerned the data reveals that only 17.6 per cent households were depending on agriculture alone while 78 per cent were either labourers or working on others' fields as labourers, besides cultivating their own fields. The presence of tertiary sector was found to be less than 5 per cent.

With an average of 7 members in a family, annual income of an average household was less than Rs. 10000. Thus, a majority of surveyed households were below poverty level.

With regard to socio-economic condition the overall picture which emerged was that the surveyed households were mostly tribal, with more number of children, mostly illiterate, and belonging to predominantly labour category with low income.

### 3. Analysis of the Reasons for not going to Government Hospital

The respondents were asked the reason for not going to government hospital which has been tabulated under Table 2:

**Table 2**  
**Reasons for not Going to Government Hospital**

<b>Sr. No.</b>	<b>Responses Given by Respondent</b>	<b>Per cent of Responses</b>
1.	First go to government hospital but in absence of relief to private hospital.	15.2
2.	Do not trust government hospital for want of relief	16.9
3.	Prefer private services because government hospitals also charge treatment cost.	20.1
4.	Government hospital is far off.	23.6
5.	Do not feel necessity because they prefer services of Badva, Dai, Gunia, Ojha locally.	24.0

The above table shows the responses regarding the reasons for not going to government hospital. Out of all the responses, 15 per cent respondents first go to government hospital, because government hospital treatment is cheaper but when they do not get relief there, they go to private hospital. About 17 per cent responses show that they do not get good treatment, good medicine, correct diagnosis, sufficient care and attention at government hospital. Proper check-up is also not done here before giving medicine. That is why they do not trust government hospitals and go to the private one. According to 20 per cent responses, government hospital (CHC) also charges

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for treatment, medicine and check-up in addition to demands of health staff like nurse, compounder, and dresser extra in PHC. So these people, thus finding no difference between government and private hospital, do not go to the former. According to 24 per cent responses, government hospital (CHC) is far off, because they have to visit CHC as no doctor is available at PHC. The day they go to CHC, they are unable to do routine works. To visit government hospital (CHC) they have to spend on transport due to lack of transport facility. Thus, they lose both time and money and do not prefer government hospital but go to untrained and unqualified medical practitioners or private doctor available in the village itself. According to 24 per cent responses, they had no health problem serious enough for them to go to government hospital and ordinary health complaints could be dealt with the help of local man/women such as gunia, badva, dai, who treat the patient with old mendicant or bandage and cure them. Sometimes the local man (Badva) performs spiritual rites and tie thread to give them relief. In time of pregnancy related problem *dai* and *badva* could be consulted who could handle that problem a step that saves them from visiting a government hospital.

**Table 3**  
**Problems Faced by Respondents in Government Hospitals**

Sr. No.	Responses Given by Respondent	Per cent of Responses
1.	Nobody pays attention at Government hospitals	12
2.	Government hospital staff charge for the services	15
3.	Doctors prescribes medicine from outside	17
4.	It is time consuming	18
5.	Doctors are not available there	19
6.	No problem with Government hospitals	19

The above table shows the responses regarding problems faced by the respondents in govt. hospital. As per the table 12 per cent of the complaints are lack of attention, improper care and a general feeling of neglect. Even at the time of emergency, doctor did not care to attend them. They were not directed about the places and process of check-up in the government hospital. According to 15 per cent responses, government hospital also charged them for treatment. Doctors were also not available in PHC. Even other health staff, like ANM, compounder dresser etc. did not attend the patient in the hospital (PHC) and did their check-up at their residence with fees. According to 17 per cent responses, the doctors do not administer medicine at all, provide insufficient quantity or prescribe it to be purchased from outside which the patient could not afford.

According to 18 per cent respondents, government hospital is overcrowded and the patient has to wait indefinitely in queue. Many a time, he has to wait for the doctors or nurses to turn up, who most often leave hospital without any apparent cause and come back very late. The patient has to again go through the same ordeal at the medicine counter also, i.e., waiting endlessly in queues, absence of counter clerk, his leaving the window now and then at leisure, obviously for taking tea, gossiping with colleagues or just for no particular reason; this is all a trying experience for the patient visiting a government hospital.

As per 19 per cent responses, the doctors supposed to attend their duties on appointed days, do not follow the schedule at PHC. Even if they do, they do not care to observe the appointed time table and leave the place any time without intimation and it takes 5 to 6 days for the patient to get check-up done from that doctor. Under such circumstances, the patient has to approach private hospital or CHC service during the time of crises. Only 19 per cent respondents expressed not to have any problems with government hospitals because they could get free medicine and considered the problems to be routine and could be taken for granted.

#### **4. Perception of the People about Modern and Traditional Health System**

Most of the respondents believed in their traditional health culture because they neither felt any necessity of the modern facility, nor they had any awareness about it. Whenever they faced any health problem at first they go to their local man or women such as *ojha*, *Gunia*, *dai*, who treat them with traditional methods or medicines. Because the medicine man/woman resides somewhere nearby in the same locality, it becomes easier for the villagers to approach them; this saves them of the travel cost. The medicine man/woman prepares a variety of mixtures, oils or ointments out of various forest plants or their roots collected from the neighbouring forest which are used for treatment of pregnant women and other diseases. At the time of child delivery also, the same oil is used for massaging the women. Medicinal herbs are also used for the purpose of abortion. The villagers have more faith in these medical measures than the modern medical care simply because they have been depending upon the local medicine, the man and his traditional system of treatment over the ages.

These people also have faith in occult sciences. The traditional healer, who practices the skill to drive away the evil spirits, is called *Badva*. When a person, irrespective of age or sex, starts behaving abnormally or showing symptoms of a disease, mysterious enough for the villagers to comprehend, it is generally believed that he or she is possessed (more precisely by an evil spirit). In such cases as also in cases of

complicated pregnancies, the local exorcist is consulted who by way of magical rites, tying hands of the patient by threads and performing all sorts of weird rituals, is supposed to have cured the problem.

During the survey it was found that villagers try to attend to child delivery cases themselves or call Traditional Birth Attendant (TBA) who is more trustworthy than Auxiliary Nurse Midwife (ANM) because T.B.A. belongs to their own culture and lives amidst them. They believe that TBA or an experienced aged woman can easily perform the duty in case of delivery and she can take care at the time of any crisis. TBA does not take any fixed charge for her services. The villagers pay her according to their capacity and convenience or pay nothing at all if they do not have any money and giving away food grains, oil etc.; this supplements the fee in kind. This is another reason because of which TBA is preferred by the villagers as against modern health facilities which are considered expensive and time consuming. Many a time, the tricks of local medicine men prove to be effective but sometimes the patients face risk as their illness is not diagnosed correctly. Often it is too late for them to approach any doctor outside their area still they believe that doctor's treatment is time consuming. Most often deliveries take place while on their way to the hospital or the patient succumbs to the disease en route. Thus, there is a general tendency of reluctance against modern health measures on the part of villagers.

Normally the villagers are reluctant to use modern health services unless there is an emergency and when such emergencies actually occur, they fail to avail government health services and the available infrastructure there. Government had provided centres (subcentre/primary health centre / community health centre) at every level. In spite of such a massive health system, there was not a single ideal health centre or delivery centre in a village which could be contacted during the emergency. When the patients had visited or gone to the sub centre, they found them closed all the times. The doctors were also not available at PHCs, because there was no arrangement for patients in PHC/SC, so the patients had to come to CHCs. Though it was far off and not easily accessible by any regular services of transport yet when they opt for treatment at CHC, most of the CHCs take charge for services at the time of normal delivery also. Although doctors did not charge fee in case of normal delivery but other staff of the centre, like nurse, ayah etc had charged fee compulsorily from the patients. At the time of night if any emergency case comes, their fee increases. Doctors also charge fees in case of other health related problems except normal deliveries. If the patient has no money to pay, the staff does not treat them properly and insist on payment of fee. The provision of free treatment is confined to papers or records only, not in real practice.

## 5. Conclusions and Findings

Government had provided centres (SC/PHC/CHC) at every level. In spite of such massive health system, the situation is far from satisfactory. There was not a single ideal health centre or delivery centre in village which could be contacted during the emergency. So the patients had to come to CHCs. But most of CHCs demand charge for services. The provision of free treatment is confined to papers or records only, not in real practice. When they face any health problem at first they go to their local men or women such as an *Ojha, Gunia, Dai, Vadya, Badva* who treat them with traditional methods. It is easier for the villagers to approach them because they reside with them in the same habitation. They have to spend little money to access the local medicine man/woman.

In sum, the perception of the people is that modern health facilities are more expensive and time consuming than the traditional treatment. Normally the villagers are reluctant to use modern health service unless there is an emergency. They try to help themselves at the time of delivery or call T.B.A., who is more trustworthy than an A.N.M. They believe that T.B.A. or an experienced aged woman can easily perform the duty in respect of delivery and she can also take care at the time of any crisis.

### End Notes

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- 2 "National Family Health Survey-2", Madhya Pradesh, (1998-1999), International Institute for Population Sciences.

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## **Indian Democracy and Women's Human Rights**

**Mohammad Shahid  
Krishna Kumar Singh**

Democracy is the most popular system of government in the contemporary world as it is based on the will of the people. Abraham Lincoln defined, 'democracy as government of the people, by the people and for the people.' There are four main foundations of democracy viz, liberty, equality, fraternity and justice wherein the most important foundation is 'equality'. Among South Asian nations democracy for the first time was introduced in India. Democracy as a system of government was applied here after independence. The Indian constitution guarantees the equality of rights of men and women. It is evident that Indian constitution from the very beginning made provisions for the human rights of men and women together.<sup>1</sup> Indian democracy has from the very beginning provided to its citizens, male and female, the universal franchise which is sine qua non for the establishment of a real democracy.

Human Rights are those minimum rights which are compulsorily obtainable by every individual as he/she is a member of human family. The concept of human rights is related to the concept of human dignity. In this way all such rights which are essential for the maintenance of human dignity can be put in the category of human rights.<sup>2</sup> Human Rights can be divided on the basis of their nature into two categories as (i) civil and political rights and (ii) economic and social rights. Human Rights mean to provide all the rights and dignities to human being as human viz. right to life with dignity, right to liberty, right to equality, right to social security etc. Liberalism believes in the unity of mankind, therefore, the rights of men and women are the same but because of certain situational factors it is imperative to discuss the women's human rights separately. There are several reasons behind this: first, women are representing almost half of the

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worlds population; secondly, women are discriminated throughout the world in different spheres and at different stages; thirdly, women are supposed to carry out some special functions, therefore they needed human rights separately. The women's human rights can be categorized as under :

- Right to equality,
- Right to education,
- Right to life with dignity,
- Right to liberty,
- Political rights,
- Right to property,
- Right to equal opportunity for employment,
- Right to free choice of profession,
- Right to livelihood,
- Right to work in equitable condition,
- Right to get equal wages for equal work,
- Right to protection from gender discrimination,
- Right to social protection in the eventuality of retirement, old age and sickness,
- Right to protection from inhuman treatment,
- Right to protection of health,
- Right to privacy in terms of personal life, family, residence, correspondence etc. and
- Right to protection from society, state and family system.

## II

It is imperative to provide equal opportunities to all sections of society in order to strengthen democracy and democratic institutions. Indian constitution has provided all the rights to the women equal to men. Women in India constitute about half of the total population.<sup>3</sup> The women's human rights have been elaborated in various provisions of the Part three of the Indian Constitution that is Fundamental Rights and Part four that is Directive Principles of State Policy. Main Provisions of the article can be described as under:

1. Article 14 states - 'The State shall not deny to any person equality before the law or the equal protection of the laws within the territory of India.' Thus article 14 guarantees to every person, male and female, the right to equality before the law or the equal protection of the laws.

2. The constitution makers unsatisfied with the general declaration of right to equality and conceding the prevalent bias in the country, provided in article 15 that 'State shall not discriminate against any citizen on grounds only of religion, race, caste, sex, place of birth or any of them'.
3. But for the underprivileged living in extreme conditions of subjugation and indignity for centuries due to historical and social factors, 'equality before law' does not have any attraction. Therefore, Article 15 (3) makes special provisions for the betterment of such sections of society. These have been labeled as positive discrimination. Clause (3) of article 15 states that 'nothing in this article shall prevent the State from making any special provision for women and children.' Thus it is clear that State can discriminate in favour of women and children although it is under obligation as not to discriminate against citizens.<sup>4</sup>
4. Article 16 provides equality of opportunity for men and women in matters of public employment. Gender discrimination at least in theory has been prohibited by this article paving the way for the Indian women to look forward to enter government employment.
5. Article 21 (A) provides that 'State shall provide free and compulsory education to children between 6-14 years of age.' This provision is equally applicable to male and female children.
6. A ban has been imposed under Fundamental Rights against exploitation on immoral human traffick (article 23). This article embodies the declaration that traffick in human beings, begar and other similar forms of forced labour are prohibited. The prohibition applies not only to the State but also to private persons, bodies and organizations. Traffick in human beings includes traffick in women and children for immoral or other purposes.

For the effective implementation of the above mentioned rights article 32 provides guaranteed remedial methods to achieve the goals of Part three of Indian Constitution. This very article itself is a Fundamental Right. Gajendragadkar, CJ assessed that the fundamental right to move this Court can therefore be appropriately described as the cornerstone of the democratic edifice raised by the Constitution.<sup>5</sup>

If fundamental rights are a kind of guarantee to establish political democracy, the directive principles of state policy are instruments to bring socio-economic democracy. Unjusticeable though they are, but are fundamental in the governance of the country. Some 16 articles of Part four of the Constitution contain such provisions. Some of them are of indirect relevance to women whereas some are directly women specific<sup>6</sup> as such:

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1. The State will implement for both men and women the principle of 'equal pay for equal work'. 'Equal Wages Act 1976' was passed by Indian Parliament. Government will also strive to protect the health of male and female workers.
2. The State shall, in particular, direct its policy towards securing that the citizens, men and women equally, have the right to an adequate means of livelihood. Further, the State shall, within the limits of its economic capacity and development, make effective provision for securing the right to work, to education and to public assistance in cases of unemployment, old age, sickness and disablement and in other cases of undeserved want. (Article 41).
3. The State shall make provision for securing just and humane conditions of work and for maternity relief (Article 42). Laws such as the Industrial Disputes Act, the Minimum Wages Act, the Maternity Relief Act, the Workmen Compensation Act, the Employees Insurance Act implement this provision.
4. The State shall endeavour to secure, by suitable legislation or economic organization or in any other way, to all workers, agricultural, industrial or otherwise, work, a living wage, conditions of work ensuring a decent standard of life and full enjoyment of leisure and social and cultural opportunities. This article is thus an attempt on the part of the State to provide all citizens economic, social and cultural rights.
5. Part IV-A inserted by the Constitution (Forty-second Amendment Act, 1976) as Fundamental Duties confers the duty over citizens of India to renounce practices derogatory to the dignity of women.(Article 51A(e).

Thus Indian Constitution contains several provisions at different places for the safeguard and protection of women through which women can be granted the right of equality and dignified life.

### **Women's Human Rights related Laws in Democratic India**

Parliament and respective state legislatures in India have enacted relevant laws for the promotion of welfare and empowerment of women from time to time. These laws have also tried to remove the obstacles in the path of women's development and progress. These are as under<sup>7</sup>:

1. The Factory Act, 1976 (amendment in the Factory Act of 1948)
2. Minimum Wages Act, 1948
3. Employees State Insurance Act, 1948
4. Garden Employees Act, 1951
5. Mines Act, 1952

6. Special Marriages Act, 1954
7. Hindu Succession Act, 1955
8. Hindu Succession Act, 1956
9. Immoral Trade (Prevention) Act, 1956
10. Hindu Minority and Guardianship Act, 1956
11. Hindu Adoption and Living Act, 1956
12. Maternity Relief Act, 1961
13. Dowry Prohibition Act, 1961
14. Christian Marriage Dissolution Act, 1966
15. Bidi and Cigarette Workers ( Conditions of Work) Act, 1966
16. Foreign Marriages Act, 1969
17. Medical Abortion Act, 1974
18. Bonded Labour System (Eradication ) Act, 1976
19. Equal Wages Act, 1976
20. Contract Labour (Regulation and Eradication) Act, 1979
21. Interstate Migrant Labour (Regulation of Employment and Condition of Work) Act, 1979
22. People Related to Film Industry and Theatre (Regulation of Employment) Act, 1981
23. Family Court Act, 1984
24. Child Labour (Prohibition and Regulation) Act, 1986
25. Women Obscene Exposure (Prohibition) Act, 1986
26. Juvenile Court Act, 1986
27. Sati (Prevention) Act, 1987
28. Mental Health Act, 1987
29. National Women Commission Act, 1990
30. Baby Milk Substitution, Milk Feeding Bottles and Baby Food (Regulation Production, Supply and Distribution) Act, 1992
31. Pre-Natal Cure Technique (Regulation and Prevention of Misuse) Act, 1994.

The 73rd and 74th Constitution Amendment Acts, 1992 have provided 33 per cent reservation of seats to women in Rural and Urban local bodies. This reservation also applies to the post of chairpersons in such bodies. This provision has facilitated the entry of one million women as members and chairpersons in Panchayati Raj Institutions and Urban Local Bodies. Undoubtedly this is a revolutionary step towards women empowerment. Domestic Violence (Protection) Act, 2005 has been implemented from October 26, 2006. This Act contains severe punishment against offenders. According

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to Renuka Chaudhary, the Women and Child Development Minister, 'this Act can be considered as an historical step towards eradication of gender inequality'.

For strengthening democratic institutions and processes it is necessary to provide all round development of all sections of society. India has also adopted the path of planning to obtain the goals of development. Under this scheme 10 Five Year Plans have been completed (March 2007) and the Eleventh five year plan is under implementation. These plan documents have not only affected an attitudinal change towards women but also have enforced a change in the institutional structure relating to woman. Central and State Social Welfare Boards, Rashtriya Mahila Kosh, Women and Child Development Department, National Women Commission and thousands of 'self-help groups' and voluntary associations are continuously making efforts to keep up the pace of these developments. A parliamentary committee was also established in 1997 to assess the progress made in the direction of gender neutrality and women empowerment.

The following main committees are related with development and welfare of women directly and indirectly upon whose suggestions various schemes have been designed.<sup>8</sup>:

1. National Committee on the Education of Women (1958-59)
2. National Committee on the Status of Women (1974)
3. National Committee on the Role and Participation of Women in Agriculture and Rural Development (1977-78)
4. National Committee on Women Prisoners
5. National Committee on Working Women in the field of Self Employment and Informal Sector (1988).

From time to time government work projects have also been prepared on the basis of various documents and reports. Some important documents are as follows<sup>9</sup>:

1. National Committee on Education (1968)
2. National Child Policy (1968)
3. National Work Plan (for Women) (1976)
4. National Health Policy (1983)
5. National Education Policy and Work Plan (1986, amended in 1992)
6. National Vision Document for Women (1988-2000)
7. National Action Plan for Girls (1991)
8. National Nutrition Policy (1993)
9. National Population Policy (2000)
10. National Policy for the Empowerment of Women (2001)<sup>10</sup>

Apart from these schemes, Central and State governments are striving for the welfare of women through various departments and agencies.

Thus it is clear that on legal grounds men and women have equality in India. The State in India has enacted laws, made policies from time to time for all round development of women's personality and to provide them equal opportunity, dignity and human rights in social, economic and political spheres.

### III

However, in the sphere of women's human rights in India, there exists a wide gulf between theory and practice. Indian Constitution has granted equal rights to women like men and several laws have been enacted by successive governments to realize the goal of gender equality, but the ground reality is different in actual terms. In real life treatment to women is based on biases and discriminations. Their condition is deplorable in the country. Very often they have to face discrimination, injustice and dishonour. Discrimination against the girl child starts the moment she enters into the mother's womb. This is the reason behind alarming decline in sex ratio. Government reports talk of sex ratio of 933 in 2001 whereas it was 946 in 1951.<sup>11</sup> Thus the very first and most important right to life is denied to women. If a girl child opens her eyes any way, she is killed after her birth by different cruel methods in some parts of the country.

Education is considered as the means for development of personality and awareness. An educated person can work efficiently for his/her socio-economic and political development. Education is one of the most important human rights but the position of women's education in India is not satisfactory. The following table speaks of the position of women's education in India after independence.

**Table 1: Literacy Rate in India (per cent)**

Census Year	Persons	Males	Females	Decadal Growth in Female Literacy	Male-Female Gap in Literacy Rate
1951	18.33	27.16	8.86	-	18.30
1961	28.30	40.40	15.35	6.49	25.05
1971	34.45	45.96	21.97	6.62	23.98
1981	43.57	56.38	29.76	7.81	26.62
1991	52.21	64.13	39.29	9.53	24.84
2001	65.38	75.86	54.16	14.87	21.70

Source : Census of India, 2001.

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The data in Table-1 indicates that despite the improvement in the rate of literacy, there continues to be a large gap between the literacy levels of men and women. At the same time almost half of the women population are unable to recognize language characters. At least 60 million girls lack access to primary education in India. In comparison to urban areas, the picture of female education in the rural areas is more deplorable. During 2003-04 the drop out rates for girls at primary, elementary and secondary stage was 28.57, 52.90 and 64.90 per cents respectively.<sup>12</sup>

Under such prevalent conditions, the endeavour for empowerment of women seems like day dreaming. Women's education is also necessary because an educated woman educates her entire family. The building of an empowered family, society and nation is possible only through educated and empowered woman.

At the same time the economic condition of women in India is also very bad. Most of them lack property. The provisions of funds for the welfare of women under government schemes is too little to meet out the desired results. Gender budgeting i.e. the statement of special expenditure on women also testifies to this. If we look at gender budget of the past four years, it is clear that as in 2005-06, 4.6 percent of the total budget was declared to be allocated for expenditure on the welfare of women, but since then it has shown a declining trend. It dipped to 3.8 per cent in 2006-07 and further it decreased to 3.3 per cent in 2007-08 and 3.6 per cent in 2008-09 budget. It is a matter of grave concern that Government of India is unable to spend atleast 5 percent of the whole budget on a population which represents half of Indian citizenry.<sup>13</sup> Under such circumstances, how the Government of India can claim to protect social justice and women's human rights. Social and economic disparity in the country is present on a large scale with severe implications for women alongwith a large segment of population. The pains of economic inequality are largely borne by a large number of women folk. 87 percent of women in the country are engaged in agriculture but only 36 percent have possession of land, the rest are farm labours. 71 per cent are women in the field of working force engaged in animal husbandry. Despite their marvelous role in agriculture and animal husbandry they are in receipt of only 5 per cent of rural financial loan. The main reason for this is lack of possession of land and homes in their names.<sup>14</sup> Some years back, amendment has been made in the Indian Succession Act, 1925 by which daughters have been put on par with sons in paternal property, but the actual translation of this Act into real practice is worth nothing. Indian society, in this context, is mainly a conservative society where only males have rights in succession of paternal property. Women/daughters have been virtually deprived from this important right. The bad effect of educational backwardness and social inequality is visible more on employment

scenario of women. Despite all the loud slogans and pious declarations of women's empowerment, there has been registered a very nominal increase at the level of work participation. The percentage of working women in 1991 was 22.3, it could only reach to 25.7 in 2001 because of undergrowth. Thus women are not successful in the field of employment. The main reason behind this is the lack of equal opportunities, although the Constitution expresses deep commitments for equal opportunity of the sexes.

The political status of women in India is also unsatisfactory, particularly their representation in higher political institutions - Parliament and Provincial Legislatures - is of great under-representation which hampers their effective role in influencing the government initiatives and policies regarding women's welfare and development. Their representation has been unable to reach even 10 per cent in Lok Sabha. The present 14th Lok Sabha (constituted in June 2004) does contain only 8.2 per cent women MPs. Table 2 reflects party-wise position of women in Lok Sabha election 2004.

**Table 2: Party-wise position of Women (Lok Sabha Election 2004)**

Party	Total Party Candidates	Women Candidates		Won Candidates		Lost Surety
		#	%	#	%	
BJP	364	30	8.24	10	33.33	3
BSP	435	20	4.59	1	5	16
CPI	34	2	5.88	0	0	1
CPM	69	8	11.59	5	62.5	1
INC (I)	417	45	10.79	12	26.66	5
NCP	32	5	15.62	2	40.00	3
Total of National Parties	1351	110	8.14	30	27.27	29
State Parties	801	66	8.23	14	21.21	33
Other Registered Parties	898	62	6.90	1	1.61	60
Independents	2385	117	4.90	0	0	117
<b>Total</b>	<b>5435</b>	<b>335</b>	<b>6.16</b>	<b>45</b>	<b>13.43</b>	<b>239</b>

Source: Prepared on the basis of various Reports of the Election Commission of India.

Two things are clear from the above table. (1) there is male domination in Indian politics and almost all political parties give very little participation to women in election despite their vocal support for 33 per cent reservation of seats for women in Parliament and Provincial Legislatures. (2) women have made initiatives in political participation but they have not been accepted in politics.

We can conclude from the analysis of the table above that women lag behind their male counterparts in politics even in 21st century. But despite this disappointing

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position of women in politics there emanates a ray of hope. After the initiative of Bihar Government, some other state governments have also enacted laws for 50 per cent reservation of seats in Panchayati Raj Institutions and urban local self bodies and they are Himachal Pradesh and Rajasthan. Definitely this provision will prove a milestone in improving the status of women in politics. At the same time it will help increase the confidence of women in the political process.

In Karnataka, the women belonging to SCs and STs have been able to clinch 65 and 54 per cent seats instead of reserved quota of 33 percent. The rate of the political progress of the women of these groups is higher than the women of the higher castes, at the level of the Panchayati Raj Institutions. This is quite encouraging and by creating such consciousness among women of all sections, the road to empowerment will be more easy. By ensuring women's proportionate representation from PRIs to National level political participation we can be able to establish real democracy in India.

The social condition of women is also a matter of great concern. Where, at the one hand, they are considered in the Indian religious scriptures as respectable and worthy of worship, on the other hand they are, in practice, exploited, tortured and humiliated. Gender discrimination and injustice is widely practiced in the society whereas Law prohibits such acts. They get less wages than men in most of the employments, particularly in agriculture and other unorganised and private sectors. Women are becoming unprotected day by day both at their homes and outside. The NCRB ( National Crime Record Bureau) states in its report that every hour in India 18 women are raped. There has been recorded 700 per cent phenomenal increase in cases of rape from 1971 datas, whereas in other areas of crime against women this increase is 300 per cent. Evidently, this heinous crime against women reflects the faltering moral and mental state of men in society.<sup>15</sup>

Institute of Development and Communication, Chandigarh found in its study on torture and atrocities on the women conducted in 2000, that where one news of rape is reported, 68 such cases go unnoticed. Similarly in comparison to one report of women's molestation, 374 cases are unreported.<sup>16</sup> In both the sectors, public and private, sexual abuse has been registered. There has been a marked increase in crimes against women in recent years. Every year around 6000 women are prey to dowry deaths. Bride burning is the major means of dowry death. Rural areas are witness to more violations of women's human rights. This is more concerning because more than 70 per cent of Indian population resides in the rural areas. In rural areas women are prey to molestation every 26th minute, rape every 34th minute, sexual abuse every 42nd minute, kidnapping every 43rd minute and dowry death every 93rd minute.<sup>17</sup> The protection of health is an important

right but the health of rural women is badly affected because of negligible attitude of health officials. Even in urban areas the health services for women are neither sufficient nor within the reach of general women. Discrimination is widespread in families in daily life. Girls are not imparted education at par with boys and at some places there are differences in food items of both. Girls are less attended in sorrow, happiness, food and education than boys. If there is demand by the girls for equal treatment, they are made aware that they were girls, and 'those were boys' and they are perpetually persecuted.

Definitely, the Indian society does not stand for a fair status of women in practice. The male-dominated society is even not ready to give them social equality. The pace of reform in their social status is very slow due to certain reasons. Educational and economic backwardness, injustice meted out to women in political sphere, globalisation, domestic violence and atrocities are consistently ill affecting their social status.

#### IV

The most essential rights for the development of human personality and protection of its dignity are considered human rights. The availability and protection of human rights are actually possible in a democratic system. The Constitution of democratic India definitely guarantees equal rights to both men and women. Improvement in the condition of women after independence, various laws for the development and welfare, designing of plans and policies are no doubt on increase but they lack positive impact on women. In reality the majority of women population in the country is victim to violation of human rights. Women are continuously facing discrimination both at visible and invisible levels and have been left on the margin. They have been unsuccessful in reaping the equal benefits of development. The main reason is their backwardness in educational and economic fields. Social and economic justice is one of the chief objectives of the Constitution of democratic India which stands for social, economic and political equality. Equality is a necessary condition for the success of democracy. The equality of opportunity or political equality remains meaningless in the backdrop of social and economic inequality. Therefore, for the success of political democracy it requires the support of social and economic democracy. Women in India lead their lives generally under the shadow of inequality and discrimination. So far as half of the population is prey to inequality, exploitation, backwardness and injustice and is deprived of human rights, democracy can not be established in India in real terms. The future of democracy in India can only be brightened after providing and empowering all the women and other weaker sections of Indian society their all human rights.

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Women can be brought at par with men only after providing them in practice all social, economic and political equality and equal rights and through educational empowerment. It is necessary for the protection of women's human rights that every woman is educated, made aware of available legal rights and in practice she is provided with her due legal rights. Education is the best instrument of bringing awareness in any society and by including them in the mainstream of development. Primary education and girls education require utmost attention because the real wealth of the nation is not in the banks but it is in the primary schools. At the same time women have to come forward to struggle for their rights. In fact the struggle for women's human rights is a struggle for human welfare and democracy. Democracy could only be strengthened after women empowerment. The establishment of real democracy in India is only possible when we bring men and women at equal pedestal in social, economic and political spheres. Social and economic democracy demands for democracy in the family and that can become the real foundation of the political democracy in the country. Democracy in the family means equal treatment with all in the family. Education, food, facilities and opportunities are equally provided to sons and daughters in the family. Both should get equal importance for their sorrows and joys. Domestic work be considered as part of duty for both wife and husband, not only of wife. Sons and daughters both be made equally responsible for domestic works. Daughters get their enrolment in the same high ranking educational institutions where sons have been enrolled; this is to underline that equal quality education be provided to both of them. Daughter should get the same right in the paternal property. This should be translated into practice instead of pious legal document. The education of daughter should not be taken as mercy nor for the quest of a qualified bridegroom. Parents have to shun the mentality of such ideas that daughter is a liability and an asset of other, and expenditure made on the education of daughter is in vain. The arrival of democracy in family will proceed under such circumstances. Democracy in the family will establish social and economic democracy which can establish and empower in real terms true political democracy in the country.

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## **Domestic Violence: Issue of Violation of Human Rights of Women**

**Padmalaya Mahapatra**

### **Introduction**

Freedom not only from violence but also from the threat of violence is the first indicator of rise in women's capacity for survival and empowerment. The United Nations Declaration on the Elimination of Violence Against Women states in its Preamble that violence against women is a product of the "unequal power relations" that characterize gender relations in all parts of the world. Violence against women is a universal reality but at the same time it is invisible. The UNDP's gender development index ranks India 108 among 174 countries in terms of gender equity. It is no coincidence therefore, that countries ranking highest on this index rank India 108 among 174 countries in terms of gender equity. Gender equity and social development are inseparably interlinked. Reducing any kind of disparity in nutritional and educational levels between the sexes is essential for realization of country's full potential. In addition to the above criteria another important criterion required to be able to create gender equity would be to do away with the fact of violence against women in particular with domestic violence which is widely prevalent in India but which unlike most other forms of violence against women is scarcely acknowledged as being widespread and is hardly ever treated as a crime. Instead, Indian society makes domestic violence invisible. Domestic violence is one of the few phenomena which cuts across all the cultural, socio-economic, educational, ethnic and religious barriers. This type of violence not only seems to increase even with rise in women's education but also prevails among the elite sections of the society. Violence by intimate family members is one of SouthAsia's darkest legacies. In a survey on violence against women in India, 94 percent of the cases involved an offender who was a member of the family. (Naved, 2004)

Violence against women in South Asia often begins before birth. It is estimated that the 50 million women are missing in India either through sex selective abortions, female infanticide or female neglect. Sex ratio in certain states of India is very disturbing. There are 79.3 girls for every 100 males in Punjab and 87.8 girls for every male in Gujarat (OXFAM 2004:10). In the North-Eastern states women related violence is highest among the Khasi society in Meghalaya which is a matriarchal society where the status of women is higher than that of men. Women inherit all family properties and who brings her husband into her home. However, the other issue which deserves further investigation is whether hyper-masculinity or hyper-femininity inbreeds more violence against women.

Next to Meghalaya comes Mizoram which is a patriarchal society. The MHIP (Mizo Hmeichhe Inzawmkhawm Pawl), the most active woman organization in the state, has been trying to eradicate the commercialization of bride-price, the dowry system, sexual exploitation of women of any kind and inequality between man and woman. However, in spite of this movement launched by the MHIP, violence against woman is still higher and it has become a matter of great concern.

Laws to deal with domestic violence do exist and they include Section 113(a) of the Indian Evidence Act, Section 498(a) and 304(b) of the Indian Penal Code and the Dowry Prohibition Act, 1961 as amended in the year 1986. However, the effect of such laws is very limited. For example, a report by Amnesty International observes, "Analysis of Court decisions in one particular district of Maharashtra, Yavatmal for example, shows that only 2.2 percent of cases brought under 498A during the period 1990-96 resulted in conviction.

Section 113(a), Indian Evidence Act says, "Where a married woman commits suicide within 7 years of her married life and it is shown that her husband or his relatives had treated her with cruelty, it would be presumed by the Court that her husband or relatives had aided (abetted) her suicide". Section 304(b) of IPC says, "(1) Where the death of a woman is caused by any burns or bodily injury or occurs otherwise than under normal circumstances within seven years of her marriage and it is shown that soon before her death she was subjected to cruelty or harassment by her husband or by any relative of her husband, or in connection with, any demand for dowry, such death shall be called "dowry death" and such husband or relative shall be deemed to have caused her death. For the purpose of this sub-section, "dowry" shall have the same meaning as in section 2 of the Dowry Prohibition Act, 1961 (28 of 1961). (2) Whoever commits dowry death shall be punished with imprisonment for a term which shall not be less than seven years but which may extend to imprisonment for life."

### **Domestic Violence and Human Rights Issue**

Domestic Violence is undoubtedly a human rights issue and serious deterrent to development. The Vienna Accord of 1994, the Beijing Declaration and the Platform for Action (1995) have acknowledged this fact. The Protection of Women from Domestic Violence Bill, 2005 having been passed by the Lok Sabha on 24th August, 2005 and by the Rajya Sabha on 29th August, 2005 received the assent of the President of India on 13th September, 2005 and came on the statute book as the Protection of Women from Domestic Violence Act, 2005 (43 of 2005). Highlights of the Protection of Women from Domestic Violence Act, 2005 (43 of 2005):

- Any harm, injury to health, safety, life, limb or well-being or any other act or threatening or coercion, etc., by any adult member of the family, constitutes domestic violence.
- Any woman who is, or has been in a domestic or family relationship, if subjected to any act of domestic violence can complain.
- Aggrieved or affected woman can complain to the concerned protection officer, police officer, service provider or Magistrate.
- Aggrieved woman has a right to be informed about the available services and free legal services, from the protection officer, etc.
- Shelter-home and medical facilities can be provided to aggrieved woman.
- Interim compensation can be available to aggrieved woman.
- Proceedings of the complaint can be held in camera.
- Every aggrieved woman has a right to reside in shared household.
- Protection order by Magistrate can be given in favour of an aggrieved woman.
- Monetary relief can be given to aggrieved woman to meet expenses or losses.
- Appeal can be made to Sessions Court within 30 days from the order of concerned Magistrate.
- Imprisonment upto 1 year or a fine upto Rs. 20,000 or both for breach of protection order by the opposite party.
- Protection officer can be prosecuted, upto 1 year imprisonment or with a fine upto Rs. 20,000 or both for the failure of his duties.

### **The Approach to Domestic Violence in the Act**

The present act defined clearly the concepts it works with. As will be seen, the recognition of domestic violence as a crime has resulted in broadening the understanding of what domestic violence is, who may seek protection under the Act, and what type of protection may be sought.

In its understanding of domestic violence itself, the present Act clearly scores over the former Bill. Under section 3 of the 2005 Act, domestic violence is defined in terms of mental, physical, sexual, verbal, emotional and economic abuse. The extent of domestic violence hence extends from physical hurt to emotional and economic blackmail and may be interpreted by courts and lawyers to include and punish marital rape as well. The 2002 Bill, however, only included habitual assault and 'cruelty', and exempted cases in which the assaulter committed the act in self defence, or in the protection of his property. The Act introduces the concept of a domestic relationship. This has broadened the scope of those who may ask for relief under the Act. Previously, only a woman who could prove a relationship with the respondent - either by blood or marriage - could avail of relief against domestic violence. The present Act requires only the proof of a domestic relationship as the basis for action. This provision goes a long way in recognizing existing social realities in India, where a vast number of marriages are legally invalid due to a number of reasons. The Act now makes it possible for the victims of violence in such relationships to approach the court for redressal.

A concept similar to that of a domestic relationship also exists in the domestic violence legislation in England but which was amended in 2004. In England, co-inhabitants are protected against domestic violence under law. The law in England also moves away from the hetero-normative paradigm and includes within its ambit complaints by same-sex couples. In India, past co-inhabitants are protected as well. However, the Indian definition doesn't easily provide for domestic violence suffered by members in a family who are not female. Take for example, the domestic violence law in Malaysia - known for its progressive domestic violence legislation which includes as aggrieved parties a spouse, for spouse, children, mentally incapacitated adults, and any other family member. the Domestic Violence Act, 2005 does not account for violence perpetrated against with whom the accused might have shared a relationship in the past or against such person who was employed to work in the household.

The status of a child is hazy in the Act as well. While section 2(b) defines who a child is for the purpose of the Act, it is not clear whether or not a child can be the aggrieved party. The rest of the Act would lead to the same conclusion, as section 2(a) defines an aggrieved person specifically a woman, and in many cases the prescriptions in the Act are not child-friendly. In contrast to this, the status of women and children in the English legislation is unambiguous, and domestic violence law clearly applies to children. Here greater responsibility is placed on such adults who live with children.

The second important advance made by the Act in understanding the nature of domestic violence has been in the combination of civil and criminal remedies. The

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relief system in the Act clearly shows the attempt on part of the legislature to the accused to have access to a variety of relief measures, to be adapted to different circumstances. The Domestic Violence Act provides monetary compensation Protection Orders and Residence Orders. A Protection Order is a relief measure that is used in most domestic violence legislation internationally. It is a method by which domestic violence is sought to be curbed by issuing directions to the offender. Once domestic violence has been proved, a Residence Order details the living arrangements for the offender and the aggrieved in order to make sure that further violence is not perpetrated against the aggrieved.

### **Implementation of the Act**

There has been a significantly through debate during the drafting of this Act that would be easiest to implement. An example of this has been the provision of settlement of domestic violence cases in the Magistrate's courts. The reasoning behind this provision is easy access for the aggrieved. The option of Family Courts wherever they have been was also considered. However, it was noted that the Family Courts, are overcrowded due to the channeling of cases under section 125 CrPC to these courts. Argument that has been brought out against the Family Courts is that they tend to shift cases of domestic violence within the field of family 'disputes'. Thus, in the interest of preserving the family, abuse up to a certain limit is tolerated, the primary purpose of Family Courts being to 'promote conciliation'.

There has been an effort in this Act to simplify and make more effective issues of the method of filing a complaint of domestic violence for obtaining relief. It also simplifies procedural matters for an aggrieved who wishes to file a complaint. For example, the Act allows anyone, perhaps a friend or an NGO, that has witnessed a case of domestic violence, to file a complaint in that regard to the Protection Officer.

A further criticism of the Act is with respect to section 14, which may prescribe counselling either of the parties, and delay proceedings up to two months. As has been discussed here, redressal of domestic violence has always tended to focus on conciliation between perpetrator and the victim, even within the criminal justice system. This is due to the perceptions regarding the importance of preserving the family unity. In recognition of this fact, a provision such as section 14 can be counterproductive in two ways. First, it might jeopardize speedy disposal of the case; secondly, it may also convince the aggrieved to continue in that situation without taking further action.

### **Suggestions and Concluding Observations**

Studies have shown that nearly one-third of Indian women who experience domestic violence have thought about running away from that family but fear of leaving their young children and having nowhere any place to go prevent them to do so. Community intervention is such a way that could be made to be useful. In some areas of West Bengal, for example, the 'shalishi' is used to deal with cases of domestic violence (and other issues). 'Shalishi' is a word of Persian origin which comprises mediation between the parties involved in a dispute by unbiased but powerful 'shalishidaars'. It has existed since pre-Mughal times and with its informal set up, many people find it more acceptable than formal legal avenues. It derives its legitimacy from traditional norms and value systems and it attempts to ensure that the family remains intact while it dispenses justice. In doing so, 'Shalishi' may compromise on meeting out a punishment to the culprit as the formal legal system would do but at the end of the day, it seems to help ameliorate the condition of women and that is a kind of their empowerment in itself. A social practice of Indian society is mentioned above, it may be possible to help find progressive ways to enable women to live in peace and dignity and without having to deal with violence and insecurity within their own homes.

The media could go a long way in helping to do so provided it becomes more sensitive to women's rights since fighting for women's rights isn't about obtaining time. Official responses too need to be made more sensitive and progressive to the cause of women's rights. For example, it seems faintly ridiculous to weaken one of the few laws which exist to combat domestic violence. This, however, is precisely what the The (all male) Malimath Committee suggested in a way by recommending that complaints made under the "heartless provisions" of section 498 (a), IPC be made bailable and compoundable. The Malimath Committee produced a 600 page report which among other things included 16 research papers but for some reasons excluded not only any discussion on the issue of violence against women but also excluded any inputs either from victims of marital cruelty or from those working in the field.

India needs to develop a comprehensive domestic violence policy so that at least, the institutional response to the issue gives battered women whether or not they choose to remain in relationship with someone who has perpetrated domestic violence, access to aid in the form of health-care, childcare and shelter if not anything else. The response to recognize that there are many forms of domestic violence - not restricted to life-threatening situations but also including emotional, physical, sexual, psychological and financial abuse - and it consequently should be flexible enough to be able to deal with the whole spectrum of violence. The distinction between civil and criminal law is

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fundamental in the Indian legal system and although, as has been seen earlier, some laws to deal with domestic violence exist, the country does not have any one comprehensive law on the issue although attempts to frame such a law have been made in the past. Legal advocacy groups such as lawyer's Collective and Breakthrough have suggested that a strategy to deal with cases of domestic violence should (1) clearly define domestic violence on the basis of the UN Model Code on Domestic Violence; (2) ensure that the perpetrator cannot plead that domestic violence was committed in self-defence which was reasonable for his own protection or for the protection of another's property; (3) give each victim of domestic violence the right to stay in the shared household (e.g. the marital home) and not be evicted from there except in accordance with the law; (4) enable the victim to seek legal protection after even just one isolated incident and not require that the violence should be habitual for the victim to seek legal protection; (5) ensure that courts have the jurisdiction to pass any order necessary to prohibit the perpetrator from doing anything to further adversely affect the victim; (6) ensure that a victim can seek relief through legal avenues under a 'single window clearance' system instead of having multiple windows which cost more expenses and the amount of time and effort required for a victim to seek relief; (7) make provisions for the temporary custody of the child(ren) to the victim so that there is no possibility of the child(ren) being used by the perpetrator to blackmail the victim; and, (8) give not only married women the right to remedy but also women related by blood, through a relationship in the nature of marriage (especially in the case of bigamous marriages where the second wife is led to believe that she is the real wife), through adoption or by the fact of living in a joint family.

It is the fundamental right of all Indian citizens to enjoy life and liberty and it is the duty of the state to ensure that they can do so within the framework provided by the Constitution of India and the international obligations such as CEDAW which India has accepted. Law does not operate in a vacuum and must take into consideration social, economic and cultural factors.

In South Asia women's access to economic resources has always been limited. Bina Aggarwal and Govind Kelkar have written extensively about these issues with regard to India and south Asia. Since a large part of south Asia is agricultural, systems of inheritance laws and cultural practices preclude women from having access to necessary economic resources. Some south Asian societies following Islamic laws give differential access to inheritance between sons and daughters. Nevertheless, even in societies and personal law systems where there is equal inheritance, the right of the testators to will his property often results in women being excluded and in being restricted to "dowry" property. Dowry, a negative customary practice then becomes the symbol of a woman's

inheritance. As Gail Omvedt writes, "The basic economic dependence of women, their propertylessness and resourcelessness renders them fearfully weak in standing up and challenging the violence and power that is used against them in society" [National Law School Journal 1993:120]

The right of widows to inherit and to live lives free from violence, social outcastism and discrimination still remains an important need in the South Asian context. Violence against women has costs for the individual victims as well as for the society at large. With regard to individual victims, the first cost is that of damage to the health of women. The WHO report (2002) lists the costs of domestic violence abuse on women in terms of health consequences. These include physical consequences, such as injuries, bruises, welts, disability, chronic pain syndrome, fractures, gastrointestinal disorders, lacerations and abrasions, ocular damage and reduced physical functioning. It has sexual and reproductive consequences such as gynaecological disorders, infertility, pelvic inflammatory disease, miscarriage and pregnancy complications, sexual dysfunction, sexually transmitted diseases, unsafe abortion and unwanted pregnancy. It has psychological and behavioural consequences too which lead to use of alcohol and drug abuse, depression and anxiety, eating and sleeping disorders, feelings of shame and guilt, phobias and panic disorders, physical inactivity, poor self-esteem, post-traumatic stress disorder, psychosomatic disorders, smoking, suicidal behaviour, and unsafe sexual behaviour. The health consequences can also be fatal such as homicide, suicide, maternal mortality and AIDS-related mortality. As a result of all these complications abused women are also long term users of a country's health services and facilities with the hospital as an important location for women victims of violence.

Violence against women also exacts economic costs for the women concerned and therefore for the society. Research shows that women with a history of partner violence were more likely to be unemployed, to experience job turnover, and a negative impact on job performance. In Canada a study states that violence against women costs Canada 1.6 billion dollars a year in terms of medical care and loss of productivity.

Violence against women also has profoundly negative effect on the children in the family. There appears to be a correlation between violence against women and child mortality. Children who witness violence in the family are at higher risk for a whole range of emotional and behavioural problems including anxiety, depression, poor school performance and low self-esteem. The children are also more likely to become abusers when they become adults. A study in Nepal found that in communities where women were beaten often, children aged 6 - 36 months had a higher risk of stunted and wasted growth than did children in communities where beatings were not reported.

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Perhaps the greatest consequences of violence against women is fear and the chilling effect it has on women's empowerment and mobility. A recent study in Bangladesh points to the fact that only about 18 per cent of women feel comfortable enough to leave their houses alone. Less than 1 percent of working women said they felt safe in the workplace, citing dark corridors and ill lit places as sites they fear; 81 percent of women stated that they would not go out unless they covered themselves properly for fear of violence. Fear and insecurity then condition women's lives in a profound way because of anticipated violence. There is fear of the violence and fear of the shame if violence was to occur. Living in anticipation of violence curtails their priorities and the choices they make for the future. It makes women search out men for protection rather than companionship and makes women dependent and vulnerable. Fear then socializes women to conform to the very ideological norms that ensure their subordination.

Research from around the world points to the fact that violence against women can only be combated if there is a healthy partnership between women's groups and the state apparatus. While women's groups must protect their independence, on certain issues they have to work effectively with the criminal justice system, joining forces to protect the rights of women victims.

Fairness must be the central concern for women even when they are dealing with abusers. Though, the law is an important tool but it is one of the many strategies available to women. While fighting for justice through the legal system, there should also be attempts to put in place education policies, health strategies and community level programmes that promote equality between men and women and teach non-violent methods of resolving conflict. A multipronged approach to violence against women will result in far-reaching changes, transforming attitudes and practices so that women and men can live a life of equality and dignity.

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## **Lokayukta: As a Machinery for Redress of Public Grievances**

**Anita Deshpande**

**Reema Modi**

Modern democratic states are characterized by welfare orientation. Hence the government has come to play an important role in the socio-economic development of the nation. This resulted in the expansion of bureaucracy and the multiplication of administrative processes, which in turn increased the administrative power and discretion enjoyed by the civil servants at different levels of the government. The abuse of this power and discretion by civil servants open up scope for harassment, malpractices, maladministration and corruption; this is to say that such a situation gives rise to citizen's grievances against administration. The success of democracy and the realisation of socio-economic development depends on the extent to which the citizen's grievances are redressed.

### **Machinery for Public Grievance in India**

During the past decade, a number of measures have been taken by the government to improve its machinery for prompt and speedy disposal of citizen's requests and claims as well as for the redress of their grievances. At the central level the Department of Administrative Reforms and Public Grievances (Ministry of Personnel, Public Grievances and Pensions) and Directorate of Public Grievances (Cabinet Secretariat) are established. The redress machinery in the states may be divided into following main parts.

#### **(I) *Departmental Channels of Redress***

In this the citizen can file the complaint for the redressal of his grievances and can go up to the successive higher levels and can even submit a petition to the concerned

minister. The following main directions have been provided for the improvement of departmental channels of redress -

- (a) Establishment of complaint cells.
- (b) Streamlining of procedures for receipt, processing and disposal of complaints.
- (c) Setting aside specified hours for receiving and listening to the citizen's complaints.
- (d) Setting up reception-cum-enquiry counters.
- (e) Installation of complaint boxes.
- (f) Strengthening of the public relations units or cells.
- (g) Official tours and redress on the spot.

**(II) *Special Public Complaints Machinery at the District Level***

In districts "District level committees" look into the citizen's grievances which are generally of three types.

- (a) District grievance committees e.g. in Punjab, Haryana, M.P. etc.
- (b) Co-ordination committees - They inquire into citizen's grievances so far as they relate to inter-departmental co-ordination committee at district level.
- (c) Public relations committees or public relations and grievances committees - These committees treat the citizen's grievances as a special aspect of public relations.

**(III) *Redressal Machinery at State Headquarters***

- (a) Role of Ministers - The state chief minister and ministers and the elected representatives of the people are the highest forums available to the citizens for redress of their complaints.
- (b) Special 'complaint units' at supra-departmental level i.e. Chief Minister's Office or in the office of the Chief Secretary, for example, Directorate of Public grievances in Punjab in 1965, Department for removal of Public grievances in Rajasthan in (1964-66).
- (c) Appointing Honorary Enquiry Officers for looking into Public grievances for e.g. in Gujarat in 1964.
- (d) State Vigilance Commissions & Anti corruption machinery.
- (e) Extra Bureaucratic Channels- Elected representatives namely, members of the state legislatures and of parliament and members and heads of Panchayati Raj institutions of a particular district act as an important channel for the purpose of redress of public grievances.

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By and large the existing redress machinery at various levels has been unable to deliver the goods. The creation of special directorates of public grievances did not succeed. The other innovating devices, e.g., the special complaints cells, public relation units etc. play only a limited role and are inadequate to cope with the wide dimensions of the problem of citizen's grievances. The departmental channels have built in bias and constraints against an effective system of redressal of public complaints. The district level committees are useful only for community grievances and that too when their non official members are articulate and dynamic enough to press the case. Redress on the spot during the tours of official and ministers and the "darbars" or public audience held by ministers are somewhat effective but their scope is narrow. This, however, does not mean that all these channels have no use whatsoever. They have their own utility but their effectiveness is considerably constrained by several limiting factors. There has been a growing realization in recent years that the real solution to the problem of citizen's grievances lies in the creation of an agency outside the normal governmental machinery, e.g., an Ombudsman or Lokayukta type of institution.

### **Evolution of Ombudsman in India**

The Ombudsman idea has been gaining currency following publication of the Whyatt Report (1961) and M.C. Setalvad's inaugural speech in the Third All India Lawyers Conference (1962). In addition, public administrators and jurists have been highlighting the importance and impressing upon the government the desirability of adopting this institution. The Administrative Reforms Commission (ARC) 1966 was requested to consider, inter alia, the problem of redressal of citizen's grievances. The ARC was expected to examine the following issues:

- (a) The adequacy of existing arrangements for the redress of grievances; and
- (b) The need for the introduction of any new machinery or special institution for the redress of grievances.

The ARC in its interim report favoured the idea of setting up Ombudsman institution. It recommended the appointment of two special authorities Lokpal and Lokayukta. In the proposed scheme more stress was laid on the corruption fighting role of the Ombudsman but the grievance redressal aspect was given secondary emphasis.

After the introduction of a series of eight Lokpal bills in the Lok Sabha in the years 1968, 1971, 1977, 1985, 1989, 1996, 1998 and 2001 respectively, the establishment of the federal Ombudsman still remains only a dream. In the meanwhile the first press Ombudsman (Justice P.N. Bhagwati, a former Chief Justice of India) was appointed on 7th Jan. 1989 to create a forum for speedy solutions to public complaints and to ensure

objectivity, accuracy, balance and fairness in reporting and comments. The Reserve Bank of India (RBI) on 14th June 1995 introduced the Banking Ombudsman scheme as a mechanism of effective and economic grievance redressal for bank users. Since March 1997 fifteen such Banking Ombudsman are functioning under the scheme.

### **Lokayukta Institution in States**

The Ombudsman established at the level of states is known as the Lokayukta. The office of the Lokayukta and Up-Lokayukta exists in Maharashtra (1971), Bihar (1973), Rajasthan (1973), U.P. (1975), M.P. (1981), A.P. (1983), H.P. (1983), Karnataka (1985), Assam (1986), Gujarat (1986), Kerala (1988), Punjab (1995), National Capital Territory of Delhi (1996) and Haryana (1996). The state of Orissa was the first state to pass Ombudsman legislation in 1970 and also first to abolish it in 1993.

### **Redressal of Public Grievance and Lokayukta**

The working of Lokayukta institution shows that despite statutory provisions the office of the Up-Lokayukta has not been functioning in states like U.P., Rajasthan, Assam and Delhi. The number of complaints received and disposed off by the office of the Lokayukta greatly varies from state to state. Part of explanation for this variance lies in the jurisdiction of Lokayuktas. Some of the Lokayuktas deal only with cases of allegations whereas others deal with both allegations and grievance cases.

In all the states written complaints are required from the complainants by the Lokayukta office for investigation. If the complaint takes the form of an allegation, the office insists on the filing of an affidavit. Experience tells that most of the complainants especially of rural areas, lost interest once they were asked to file affidavit.

Data shows that in its initial years of functioning a large number of complaints had to be rejected prima facie by the Lokayuktas for want of jurisdiction and also because many of them were anonymous, pseudonymous, and trivial in nature or not made on prescribed forms or were submitted without affidavits. The attitude of the Lokayuktas towards such complaints has not been uniform. Some pursued it under the suo-moto powers given to them under the Acts while a few others first ignored them. Some of the Lokayuktas adopted another practice for some of the cases which fell outside their jurisdiction by sending them to the Heads of the Departments concerned for necessary action at their level. Since the complaint was referred by a high functionary, it quickly attracted the attention of officers and in a substantial number of cases the grievances of the complaints were redressed. It was observed that those departments of the government which are intimately connected with public dealings e.g. of Public

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works, Health, Irrigation, Home, Civil supplies etc. attracted large number of complaints and grievances in the office of the Lokayukta.

The working of this system also shows that the Lokayukta organisation took up numerous and varied types of cases in which relief could be granted to the complainants. One such particular area is grievance regarding non- payment of pension and other retirement benefits to government employees. The intervention of the Lokayukta brought relief to very humble and low paid public servants like village school teachers, constables, peons, clerks etc. The Lokayukta provided relief to the complainants also in such grievance cases as changing a non-working electricity transformer, removal of maladministration in the working of the school and allotment of house to a flood victim. The mediatory role of Lokayukta between the complainant and the government servant /departments led to the settlement of the problem to the satisfaction of the complainant. In all such cases the Lokayukta organization was perhaps guided by the Ombudsman practice in different countries, whose main job is to redress the grievances of the people.

Most of Lokayuktas and Up-Lokayuktas have recommended more or less similar types of punishment such as reduction in rank, retirement/removal from office, stoppage of annual increments and censure etc. The Governments in a majority of cases accepted these recommendations. In some cases, however the concerned persons took their case to the High Courts and Tribunals. Instances are not lacking also when the respective state governments on their part modified the recommendations of the Lokayukta and made the punishment less stringent.

A practice which has gradually become a regular feature of the Lokayukta organization in various states is the holding of grievance redressal camps at Division and District headquarters. The idea behind such camps appears to take the Lokayukta to the people if they cannot come to him. These camps also provide an opportunity to the Lokayukta to come in direct contact with the people, their problems and grievances.

### **Lokayukta in M.P.**

Redressal of grievances is not specifically covered by the present scheme of M.P. Lokayukta Evam Up-Lokayukta Adhiniyam, 1981. The organization has been entertaining of these cases is done on the assumption that unreasonable delay in setting and paying retirement benefits is occasioned by the improper motive of the concerned authority. It may be mentioned here that due to the intervention of the organizations over a dozen such cases were settled during the previous year. It is a well known fact that harassment of government servants and other citizens is rampant in present day

system due to inefficiency and apathy of the concerned functionaries. It will, therefore, be appropriate if redressal of grievances is expressly provided for in the Act.

### **Shortcomings**

The Lokayukta organization has too many shortcomings such as no uniformity in the Acts of different states; recommendations of the Lokayuktas are not acceptable to the competent authorities; many areas of administration are outside the jurisdiction of Lokayukta; every state has fixed time limit for lodging a complaint; in some states like Maharashtra the identity of the defaulters is not disclosed; some states have prescribed fee for lodging complaints, for example M.P. is one of them. This hampers the work of Lokayuktas. Other problems are non-cooperative attitude of the authorities, lack of independent investigating authority, requirement of prior sanction of the government in some cases and indifferent attitude of the state governments.

### **How to Make it More Effective**

To increase the efficiency and effectiveness of the institution it is necessary to adopt the uniform "Model Lokayukta Bill" as formulated by the Implementation Committee constituted by the All India Lokayukta Conference. Besides this there should be time bound programme for redressal of grievances; members of the subordinate judiciary should also be within the purview of the Lokayukta Act; publicity about the office of the Lokayuktas should be enhanced and training institutions should be imparted with the knowledge of the working of the Lokayuktas. There should be some kind of time limit within which the enquiry must be completed and strict time limit within which the recommendations must be implemented. Lokayukta must necessarily have the power to punish a person for committing contempt. A legislative committee on Lokayukta for making the institution more relevant and effective is required. The question of operational autonomy is being raised. The need of co-ordination amongst agencies/institutions functioning in the area of redressal of public grievances is strongly recommended.

### **Concluding Observations**

Experience regarding the functioning of the Lokayukta institution at the level of states has not been similar. Whereas the Lokayuktas in states like M.P. and A.P. have achieved greater success in dealing with cases of corruption but this cannot be said about other states. In general the Lokayukta scheme has been regarded more as a failure in dealing with corruption cases. However, the organization has, over the years, successfully provided relief to a number of complainants concerning grievance cases

arising out of maladministration. For the success of the organization it is required to tone up the state administration itself by making it more responsive, accountable, transparent, efficient and effective. While assessing the role performance of the Lokayukta the influence of socio-political and cultural background of our society should not be ignored. Personal qualities such as the image, caliber, drive, persuasive power, dynamism, perception of his role and institution of the individual Lokayukta also count in the success or failure of the office. In the final analysis, the attitude of those who appoint the Lokayukta and the agility and alertness of those for whom he is appointed also go a long way in determining the level of success or failure of the institution.

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*Book Review*

**Rajasthan: The Quest for Sustainable Development**

**Editors: Vijay S. Vyas, Sarthi Acharya, Surjit Singh and Vidya Sagar, 2007**

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*Rajasthan: The Quest for Sustainable Development* is a comprehensive collection of papers on Rajasthan's social, economic, political and natural profile. It starts exploring the strengths that the state possesses and ends up identifying and debating constraints that are chocking socio-economic transformation of Rajasthan. Like other economies of India, Rajasthan also started her development process with several problems like draught, uncertain rainfall in major parts, large arid area, over population, low infrastructure development, remote geography, low literacy rate, poor industrial base, hierarchical outlook, and sharp social discrimination et cetera. Apart from these drawbacks, the state also possesses a hardworking peasantry, rich livestock, rich deposits of minerals, a very rich culture that attracts foreigners from various countries of the world, and industrious and entrepreneurial spirit that gives Rajasthan a favourable base for transformation. Rajasthan was regarded as one of the BIMARU (chronically sick) states of India along with Bihar, Madhya Pradesh, Uttar Pradesh and Orissa. Its sickness was reflected in almost all dimensions of development, ranging from economic and social development to human development as well as in the quality of life of her people. What is even more intriguing is the fact that there had been little improvement in the relative position of the state vis-à-vis other states in most of the dimensions of development for over 53 years after Independence. This is so when Rajasthan had probably the best potential to get rid of its chronic sickness. It is argued that the main cause of the then persisting underdevelopment in Rajasthan lies in human failure rather than natural causes. Poor human activity, fundamentally, is a reflection of poor human development. It had a number of manifestations for social and economic transformation and quality of life. Poor human activity had resulted in poor political commitment to

issues related to development and welfare, resulting in lop-sided improvements in the quality of life, bad governance, corruption and coercion in public systems, poor maintenance and upkeep of development infrastructure, poor participation of the people in the development processes et cetera. In turn, poor human development had important negative implications for economic growth and development, the most important of which were inefficiency of the production process, poor performance of the production system and a very high degree of distribution inequality. The best part of the book is the narrations as to how Rajasthan is able to get rid of, unlike other BIMARU states, her BIMARU status; well, the state almost got rid of such limitations. On the silver jubilee celebrations of the Institute of Development Studies, Jaipur, the faculty of IDS wrote papers on the themes they were working. The collection of twelve essays and an apt introduction by Professor V.S. Vyas narrates the process of this turn around in Rajasthan economy, society and polity. Like Matrix, this narration is also a hyperreality of what Rajasthan is after 60 years of planned development.

The first two chapters of the volume explored in detail the land use pattern in Rajasthan with its dynamics including water resource. Many parts of the state suffer from lack of safe drinking water. Along with this, impurity of water, absence of perennial rivers and lack of proper land and water use policy has made the state underdeveloped. The chapter has identified a huge gap between demand for and supply of water resources. The third chapter explains 'Demographic Transition' in Rajasthan. Rajasthan is now in the middle stage where death rate has fallen down. This type of demographic transition has given rise to socio-economic problems in Rajasthan. The state occupies 10 per cent of total area of the country, constituting of 6 per cent to the population of the country but is having only 1 per cent of total surface water of the country. The next chapter discusses labour relations and poverty in Rajasthan. Female workers in primary sector are increasing in rural areas as compared to urban sector in Rajasthan. Owing to paucity of land, alternative employment opportunities have developed in Rajasthan, especially seasonal migration and development of its service sector. This phenomenon has made the growth of service sector relatively faster than primary sector. Rajasthan is the third successful state in the country in reducing poverty after Kerala and Tamil Nadu, though the poverty among the agricultural labours is still higher among all occupational groups.

The fifth chapter has focused on the development of industries in Rajasthan. In developing economics, industrialisation plays an important role. In case of Rajasthan, development of industries has given utmost priority since second five year plan. But the industrial development in Rajasthan has acquired a fluctuating trend. The role of service sector has increased after late 1990s. Looking closely at the textile sector, which is an unorganised sector and fourth largest producer of spun yarn in India, the chapter

## Book Review

concludes that there is very slow development of industries due to lack of private investment in the state. The next chapter focuses on the issues of agriculture sector in Rajasthan. Analysing the growth in agriculture sector in eighties and nineties, it is concluded that agriculture sector did not perform because of lack of soil fertility and environmental constraints. On the other hand, service sector has contributed significantly to state income. And that, liberalisation policy in agriculture sector have negative implications especially to oilseeds and pulses, which are major crops in Rajasthan. Seventh chapter argues that livestock is a major source of income to rural people alone with crop production. But during the current regime, the livestock sector has performed indifferently because of weakening in natural resource base. The pasture land is deteriorating, which has made life very difficult for the people here. The chapter concludes that Rajasthan can progress rapidly only if livestock is properly managed and developed.

The later half of the volume raises some political and democratic issues in Rajasthan. In the study on civil society in Rajasthan, eighth chapter states that there is lack of social movements among women and the Dalits. An attempt is also made to provide a holistic picture of narrow perspectives of civil society organisations in its functioning. The civil society had proved to be a successful organisation in a democratic setup for advocating right to information, employment guarantee, food security, fair wages et cetera. The ninth chapter is on local Governance through Panchayati Raj. The chapter maps the evolution of PRIs in Rajasthan and critically analyses the provisions of various notifications, orders and circulars. The strengths of the state, argues the chapter, lies in the very fact that Rajasthan was the first state in India, which laid down the foundation of PRIs. The chapter also discusses the powers of and functions of different agencies of PRIs. The next two chapters of the book deal with the role of Institute of Development Studies, Jaipur in women studies and the support it has provided to civil society. The chapters argue that the state is underdeveloped because of low status of women in society. The IDS is engaged in social research and women studies since past two decades. One may or may not entirely agree with the views expressed by IDS but one cannot ignore the analytical insights provided by IDS on women condition in Rajasthan. The eleventh chapter highlights the role civil society has played in the process of development. Institute of Development Studies is actively involved in facilitating civil society for development process. The NGO centre is lending support for documentation, monitoring and providing research and technical support and ensuring effective networking and training of civil society organisations, not only to provide a platform to initiate discussions but also to resolve problems faced by civil society at conceptual and operational level. The concluding chapter looks into the cultural facets of the state. Rajasthan is known world wide for its rich culture. To refresh

the memory of readers the chapter traces Rajput history, the known warrior class of India. The objective of this analysis is to bring the composite culture of Rajasthan in light. The chapter aims at providing insight into the art, architecture, dance, literature, costumes, ornaments, food habits of Rajasthan in particular. The chapter concludes that modernisation has become an obstacle to preserve its cultural heritage and suggests that state should give a serious consideration in having a cultural policy in place of simply commercialising it for tourism.

Unlike other lagging states, Rajasthan has successfully strived to achieve rapid development. We know transforming a feudal state to a modern, egalitarian and democratic state and to place it on a path of sustainable development is not easy. Essays in this volume address this task in its complexities. The emerging message from the volume indicates towards the need of multi-faced development; that managing Rajasthan's natural resources need to be more efficient than what it is today; that a sustainable growth is possible only and only if it is inclusive; and that even in this era of liberalisation and openness state cannot shed its responsibilities.

When researchers like Sarthi Acharya, Anita, Pradeep Bhargav, KN Joshi, Devendra Kothari, Kanchan Mathur, Shobhita Rajgopal, Jyotsana Rajvanshi, MS Rathod, Sunil Ray, Vidya Sagar, PR Sharma, Surjit Singh and VS Vyas come together, the venture cannot be but outstanding. The volume provides an excellent and valuable source material for students working on different issues of development, or lack of it.

**Preeti Kathuria**

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