

CIVIL SOCIETY IN ORISSA
Rebuilding Its Identity

CIVICUS Civil Society Index Report for Orissa

Orissa, 2006

Centre for Youth and Social Development (CYSD)
CIVICUS: World Alliance for Citizen Participation

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FOREWORD

The immense contribution made by ordinary individuals and small organisations in influencing human development was one of the spectacular achievements of the 20th century. Yet, the success of these initiatives will depend largely on an informed, aware and proactive citizenry: the civil society. An alert, assertive, articulate, inclusive and autonomous civil society is a prerequisite for sustaining a truly participative democracy and ensuring responsive governance. Standing between the macro community of the state and the micro community of the family, it represents all non-state aspects of the society—a large arena for voluntary collective action around common cause and concerns.

In the state of Orissa, the civil society space is occupied by a rich diversity of individual activists, community based organisations, social movements, NGO networks, self-help groups, charities, gender-, environment-, culture-, religion- and ethnicity-based lobby and pressure groups, trade unions and professional associations. Institutionally different and motivated by classical liberal values, many of them have been providing a security net to those neglected by the state and exploited by the market. Yet, nobody knows the exact size of this social domain, the impact of its activities and interventions, or its values, beliefs, practices, profile and organisational behaviour.

The Center for Youth and Social Development's (CYSD) partnership with CIVICUS: World Alliance for Citizen Participation, in implementing the Civil Society Index Project offered a unique opportunity to demystify the phenomenon that is the civil society in Orissa. In this context, this CSI study report, the first of its kind in the country, sheds light on the status and profile of the civil society in the state. The challenge for us, therefore, is to use the findings of this study to weave effective alliances and partnerships in order to harness the people-based power of the civil society, the profit-oriented force of the market and the formal authority of the state to bring tangible benefits to the 40 million people of this underdeveloped region.

Jagadananda
Member Secretary, CYSD

ACKNOWLEDGEMENTS

The Civil Society Index research in Orissa was successfully completed in May 2006. Many individuals and several organisations have contributed greatly to this process. We thank each one of them for their encouragement and support.

To begin with, our special thanks go to Dr. Bhagabanprakash, the Civil Society Expert (CSE), for his consistent guidance, continuous intellectual input, and encouragement provided to the Civil Society Index team in CYSD.

The study team is grateful to Mr. Jagadanand (Member Secretary, CYSD) for his vision in conceptualising the study and providing creative input on various dimensions. The team would also like to thank Mr. Prafulla Kumar Sahoo (Chairman, CYSD), for being a constant source of inspiration during the study.

Being a participatory action research project, the venture would not have succeeded without the active support of civil society organisations, namely BISWA (Sambalpur), NIPDIT (Phulbani), Ankuran (Rayagada), VISWAS (Nuapada), The Humanity (Bolangir), and IDA (Keonjhar). These organisations coordinated our regional stakeholder consultations by organising events and contributing to the research findings. We acknowledge the active participation of all of those present at the regional stakeholder consultations and National Advisory Group workshops. Special acknowledgement should go to all the experts who participated in the interview process during the fact-finding study. Prof. Radhamohan, Dr. L.D.Mishra, and Mr. Jagdish Pradhan need special mention for their inputs.

We thankfully acknowledge the help of CIVICUS at all stages, including the design of the study methodology, and the provision of financial and intellectual support. Our special thanks go to Navin Vasudev and Lorenzo Fioramonti of CIVICUS. Further, we would like to express our gratitude to Oxfam NOVIB for their financial support.

The team acknowledges the editorial input provided by Caroline and Samidha. Further, it would like to thank all the field investigators who helped in carrying out primary surveys, and to B. Anand Rao and Sikta Das for their technical support.

This report is dedicated to all members of the broader civil society – individuals, groups, organisations and movements.

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List of Acronyms and Abbreviations

AFFSO	Action for Food Security-Orissa
AIDS	Acquired Immuno Deficiency Syndrome
ALCAN	Aluminum Canada
Annex.	Annexure
Art.	Article
AVA	Association for Voluntary Action
BPO	Business Process Outsourcing
CANN	Common Action Network
CBO	Community Building Organization
CCCL	Campaign for Conservation of Chilika Lagoon
CD	Compact Disk
CECN	Coastal Eco-Conservation Net
CENDERET	Centre for Development Research and Training
CIC	Central Information Commission
CMP	Common Minimum Programme
cr.	Crore
CRHC	Community for Reproductive Health Care
CrPC	Criminal Procedure Code
CSD	Camapaigh for Survival and Dignity
CSI	Civil Society Index
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
CSS	Community Sample Survey
CYSD	Centre for Youth and Social Development
DFID	Department for International Development
DHAF	District Health Action Forum
DLCC	District Level Coordination Committee
DRC	District Resource Centre
DRDA	District Rural Development Agency
e-signature	Electronic-signature
FACE	Forum against Child Exploitation
FACOR	Ferro Alloys Corporation
FARR	Friends' Association for Rurual Reconstruction
FCRA	Foreign Contributions (Regulation) Act
FRBM	Fiscal Responsibility and Budget Management
GDP	Gross Domestic Product
GNP	Gross National Product
GO	Government
GSDP	Gross State Domestic Product
HDI	Human Development Index
HDR	Human Development Report
HIV	Human Immuno Virus
hrs.	Hours
IBP CO	Indo Burma Petroleum Company
IDA	Ideal Development Agency
IFAD	International Fund for Agriculture Development
IFFCO	Indian Farmers Fertilizer Cooperative Limited
IMFA	Indian Metals & Ferro Alloys Corporation

INDAL	Indian Alumina
INGO	International Non-government Organisation
ISCKON	International Society for Krishna Consciousness
IT	Information Technology
JMP	Jungle Mancha Parishad
JSM	Jungle Surakshya Mahasangha
KRIBHCO	Krishak Bharati Cooperative Limited
MCH	Maternal and Child Health
MDG	Millennium Development Goal
MoEF	Ministry of Environment and Forest
MoTA	Ministry of Tribal Affairs
MP	Member of Parliament
MRP	Mixed Recall Period
NA	Not Applicable
NAG	National Advisory Group
NALCO	National Aluminum Company
NAWO	National Alliance of Women Organizations
NCC	National Cadet Corps
NCL	Northern Coalfields Limited
NCO	National Coordinating Organisation
NGO	Non-Government Organisation
NIPDIT	National Institute for People's Development Investigation and Training
NIT	National Index Team
NPA	Non-Partisan Political Action
NRM	Natural Resource Management
NSS	National Sample Survey
NSSO	National Sample Survey Organisation
NSS	National Service Scheme
NYKS	Nehru Yuva Kendra Sangathan
OBC	Other Backward Caste
OCL	Orissa Cements Limited
ODAF	Orissa Development Action Forum
ODMM	Orissa Disaster Mitigation Mission
OHDR	Orissa Human Development Report
OSDMA	Orissa State Disaster Mitigation Authority
OTELP	Orissa Tribal Empowerment and Livelihoods Programme
OTFWU	Orissa Traditional Fish Workers Union
OVHA	Orissa Voluntary Health Association
OWMF	Orissa Water Management Forum
PDDMF	Puri District Disaster Mitigation Forum
PESA	Panchayat Extension to Scheduled Areas
PIL	Public Interest Litigation
PIO	Public Information Officer
POSCO	Pohan Steel Company
PPL	Paradip Phosphate Limited
PRI	Panchayati Raj Institutions
PRIA	Participatory Research in Asia
PSU	Public Sector Unit
PUMUL	Puri District Milk Union Limited
RCH	Reproductive and Child Health

Rs.	Rupees
RSC	Regional Stakeholder Consultation
RTI	Right to Information
SA 8000	Social Accountability 8000
SC	Scheduled Caste
SCB	Shriram Chandra Bhanja
SEVA	Society for Eye Care and Voluntary Activities
SHG	Self-Help Group
ST	Scheduled Tribe
STPI	Software Technology Park of India
TISCO	Tata Iron & Steel Company
TNN	Times News Network
TV	Television
UAA	Utkal Artists' Association
URP	Uniform Recall Period
UNDMT	United Nations Disaster Management Team
UNGC	UN Global Compact
UNICEF	United Nations International Children's Emergency Fund
VANI	Voluntary Action Network in India
VISWAS	Vivekananda Institute of Social Work and Allied Services
VO	Voluntary Organisation
VSS	Vana Samrakshan Samiti
WETSH	Empowerment of Women through Self Help
WFP	World Food Programme
YMCA	Yong Men's Christian Association

EXECUTIVE SUMMARY

The civil society index (CSI) project is a modest one, yet a groundbreaking assessment of the state of civil society ever conducted in Orissa. The decline in the welfare role of the State, a fall in the quantum of aid from developed countries, and the growing influence of market forces have brought about the emergence of citizen groups, organisations and movements as an influential alternative counter-force. There is a growing global realisation of the potential of civil society as a change agent and catalyst in the development process. However, whether this potential force is in a state to really effect any change has been a topic of debate. The CSI research, which intends to assess the status of civil society in different countries, is the first and only such endeavour with this intention. The exercise was initiated under the aegis of CIVICUS: World Alliance for Citizen Participation, in 54 countries of the world. In India, The Centre for Youth and Social Development (CYSD) in Orissa implemented the study between June 2004 and May 2006.

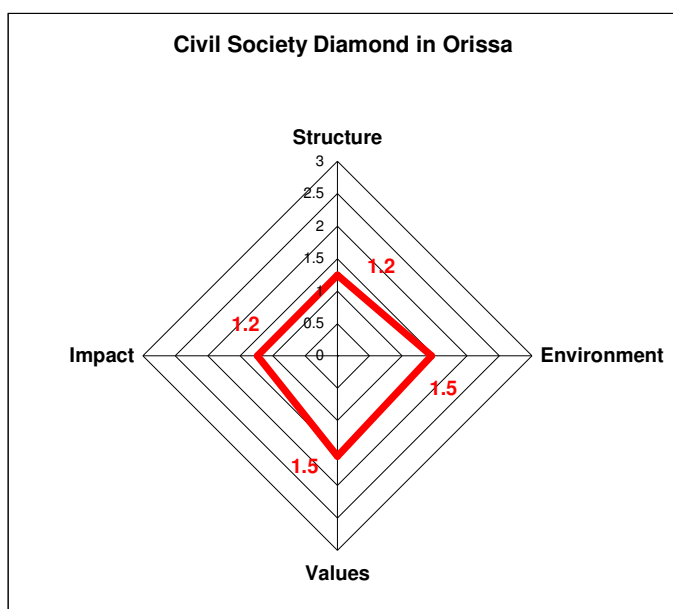
The CSI project is an information-gathering exercise and an action-research project with the ultimate goal of strengthening civil society and defining its relationships with key players of development and other dominant entities in the larger public arena. The research methodology used in the exercise includes a review of existing information, regional stakeholder consultations (RSCs), a community sample survey (CSS), a media review and fact-finding studies. The research is unique in the sense that it includes several civil society actors to validate the study findings at various stages. The study uses participatory methods of research. Individual and group responses are collected using the questionnaire method. Both closed- and open-ended questions are asked on the following four key dimensions:

- Structure of civil society,
- Civil society's external environment,
- Values upheld by civil society and
- Impact of civil society's activities.

Information on these dimensions is obtained by further dividing them into 25 sub-dimensions and 74 indicators. The findings of the research are validated by RSCs survey participants and members of the National Advisory Group (NAG), consisting of representations from civil society, the media, academia, government, and the private sector, who examine whether the findings are representative of the civil society in their respective regions or not. The reported discrepancies and feedback given by the participants are duly incorporated into the report. Shortcomings from primary and secondary sources are improved upon by seeking the opinions of various other stakeholders and experts in specific fields. Finally, the findings are shared with key civil society actors from the state and national level to not only validate the report but also chart a way forward for civil society strengthening.

These findings are captured in a Civil Society Diamond, which depicts the status of the civil society in a particular country. The scores of the four dimensions are plotted on a four-point scale of 0 to 3. A Diamond with vertices farther from the origin, i.e., near 3, depicts a vibrant civil society. On the other hand, a Diamond whose corners lie closer to the origin (a value of 0) depicts a dormant or inactive civil society.

The following figure depicts the status of civil society in Orissa with respect to the four dimensions that form the basis of the study.

FIGURE 1: Civil Society Diamond for Orissa

Despite the presence of several interesting features of civil society in Orissa, the Civil Society Diamond depicts a still-developing civil society. All the dimensions are represented in the range of 1.2 to 1.5. These scores raise the following questions: Where does civil society in Orissa stand? Does it possess the requisite potential to be a critical element in the development process? Does it have any bargaining ability to bring about social change?

The findings of the CSI research study in Orissa are summarised below.

1. The structure dimension of civil society in Orissa is a weaker dimension than are the external environment and values dimensions. The factors responsible for structure being a weak dimension are 1) lack of collective community action for any common social concern, 2) more charitable giving for religious and spiritual purposes than social purposes, 3) voluntarism for personal reasons rather than for common social cause, and 4) lack of representation of all social groups in both membership and leadership. In addition, the inadequate financial and technological resources of civil society organisations (CSOs) in Orissa are daunting factors that make the structure of the civil society weak.
2. The external environment in which civil society operates is found to be quite enabling with respect to factors like political rights, civil liberties and press freedom. However, certain factors like corruption, deteriorating rule of law, indifferent attitude of business organisations, socio-economic environment, and low levels of trust and public spiritedness among the people have a debilitating impact. Despite its facilitating features, the detrimental factors lead to an environment that is only moderately supportive.
3. The values dimension of civil society in Orissa shares the highest score with the environment dimension. Factors like tolerance, non-violence and environment protection strongly dominate the civil society characteristics. Some major issues of concern, however, are corruption, gender inequity and lack of transparency within the civil society arena. All these concerns justify an average score of 1.5 for the values dimension.
4. A weak structure, an only partially enabling external environment, and modest values score lead to a low level of impact as reflected in the Diamond. There are many areas of concern within the impact dimension of the civil society, such as low level of capacity-building initiatives, inadequate efforts of lobbying for social service provisions, lack of efforts in influencing public policies and making the state and business organisations responsible and accountable.

The study findings indicate that there is a need to strengthen the structure and impact dimensions for a vibrant civil society in Orissa. A healthy external environment and a sound value system seem to act as facilitators for a strong and resilient civil society. Some typical characteristics of the civil society in Orissa with respect to the four dimensions are described below.

1. Tolerance and non-violence: Civil society in Orissa exhibits a high level of tolerance where people from different races, religions, castes and creeds coexist. Non-violence within the civil society arena clearly distinguishes Orissa from other states in India, though recent instances of activism by extreme forces like Naxalites in the southern and western parts of the state have been issues of concern. In general, however, the civil society is violence-free.
2. Continued efforts for sustainable development: The past few decades have witnessed continued efforts by civil society actors concerning issues of sustainable development. Activism with respect to environmental protection or protests against setting up of mineral-based industries is on the rise. Issues of protection of natural resources like lakes, mountains and minerals have been a priority for civil society. Such concerns are combined with other crucial issues like the displacement of people. This vigilant stance of civil society has caused the state government to bring about commendable changes in its Resettlement and Rehabilitation policy, as well as to take cautious steps regarding setting up of mineral-based industries.
3. A cash-strapped economy, yet a highly charitable community: Orissa is one of the most underdeveloped states in India. A state where every second person lives below the poverty line, it is interesting to note that 79% of the sample population supports charity and this is surely an encouraging indicator. A higher percentage of urban population supports charity as compared to the semi-urban and rural areas.
4. Free press: A high level of press freedom is certainly an encouraging feature in Orissa. However, inadequate and ineffective portrayal of critical civil society issues in both electronic and print media is a matter of concern.
5. A fledgling civil society: Not all is well with the health of civil society in Orissa. The civil society is yet to become active enough to boost development initiatives. Sustained efforts towards common issues of social concern are lacking. Adequate voluntary collective efforts towards common social concerns are required.
6. Transparency and accountability: Transparency and accountability issues are a matter of concern not only to the state machinery but also to the CSOs. Though some discussions are going on in the civil society space about such issues, there is as yet neither any system in place to ensure self-regulation of CSOs nor have there been any efforts in this direction.
7. Corporate apathy: Corporate Social Responsibility (CSR) is a grey area among the business organisations operating in Orissa. There are not enough CSR initiatives by the business community and there is limited civil society initiative to bring in required changes in the corporate strategies.
8. Gender sensitivity and civil society: Gender inequity at both the social and institutional levels is a matter of concern. Civil society action to promote gender equity at the societal level in Orissa is not very satisfactory. In a society where preference towards a male child is high, suitable actions by CSOs to ensure gender sensitive policies and equitable representation of both the sexes at membership and leadership level are missing.
9. Networking and communication issues: Inadequate networking among CSOs on common issues and the ineffectiveness of existing networks are two important factors that jeopardise any collective effort by CSOs towards development. Poor communication among the CSOs and insufficient resources are other serious lacunae, which prove to be a handicap for effective networking.
10. Declining faith in the state machinery: The judiciary in Orissa is one of the most corrupt institutions in the country. The society has less faith in the police, government, people's representatives, and political parties than it does in non-government organisations (NGOs) and press. Voluntary organisations are believed to be better service providers than the state.

CSI research study resulted in interesting revelations about civil society in Orissa. The documentation of civil society actions and the resultant impact had never before been attempted, except for few cases of documenting people's movements, during and after independence. Civil society seems to be quite unaware of its potential in effecting any change. In this context, this report can serve as a reference for finding details of the initiatives and activities undertaken by civil society in the state. These findings can be used to devise action plans for future interventions. Capacity building initiatives can be designed keeping in mind the shortcomings of current civil society practices.

This study is not, however, an end in itself. It is rather a beginning of an understanding about how powerful the civil society space can be for bringing about a desired socio-economic change. In addition, the study findings can be used to assess how the potential of civil society can be better harnessed to bring about such change. Further studies can be carried out on specific local issues and better intervention strategies can be designed around those issues by mobilising local resources. Wider dissemination and sharing of the report is expected to further endear the ideas and goals of civil society in Orissa to the people. The study will go a long way in building a strong, vibrant and resilient civil society.

INTRODUCTION

This document presents the outcomes of the CIVICUS Civil Society Index (CSI) study/project in Orissa, implemented from June 2004 to May 2006, as part of the international CSI project coordinated by CIVICUS: World Alliance for Citizen Participation.

The CSI is a participatory and action oriented research project to assess the status of civil society in countries around the world. The project links the assessment exercise with stakeholders' reflections and the development of an action plan aimed at strengthening civil society in the areas where weaknesses or challenges are detected. By seeking to combine the results of a participatory assessment with joint actions by relevant stakeholders, the CSI aims to contribute to the development of knowledge-based policies and practices in civil society.

In each country, the CSI is implemented by a National Coordinating Organisation (NCO), guided by a National Advisory Group (NAG) and the CSI project team at CIVICUS. The NCO—the Centre for Youth and Social Development (CYSD) in Orissa—collects and synthesises the data and information on civil society from a variety of primary and secondary sources. This information is employed by the NAG to score the 74 CSI indicators, which together provide a comprehensive assessment of the state of civil society. The findings are then discussed at a National Workshop, where civil society stakeholders identify specific strengths and weaknesses of civil society as well as develop recommendations for strengthening civil society. The international CSI project team at CIVICUS provides training, technical assistance and quality control to the NCO throughout the project implementation.

The CSI is an international comparative project currently involving more than 50 countries around the world. It was conceived with two specific objectives: (1) providing useful knowledge on civil society and (2) increasing the commitment of stakeholders to strengthen civil society. The first objective inherits a certain tension between country-specific knowledge and knowledge comparable cross-nationally on a global scale. CIVICUS sought to resolve this tension by making it possible to adapt the methodology and the set of 74 indicators to country-specific factors.

In Orissa there is a limited amount of data on the status of civil society, although the state had witnessed brief episodes of civil society movement in the past, leading to change of government twice in the 1960s. In the eighties, constructive movement by forest dwellers, organisations of volunteers and NGOs brought environmental issues to the centre stage followed by the people's movement in the nineties to protect Chilka Lake and wildlife. Although there are about nine thousand youth clubs, welfare societies, charities faith based organisations, trusts and informal networks in Orissa, they lack visibility, consistency and impact. In fact, a large number of them suffer from a self-limiting perspective and capacity-related gaps that prevent them from playing a more effective, sustained and meaningful role in the development process.

Structure of the Publication

Section I, "Civil Society Index Project and Approach", provides a detailed history of the CSI, its conceptual framework and its research methodology.¹

Section II, "Civil Society in Orissa," provides a background on civil society in Orissa and highlights some specific features of civil society in Orissa. It also describes the use of the civil society concept in Orissa, as well as the definition employed by the CSI project.

Section III, entitled "Analysis of Civil Society," is divided into four parts—Structure,

¹ See also Appendix 1 The Scoring Matrix, and Appendix 2 A Survey of Methods.

Environment, Values and Impact—which correspond to the four main dimensions of the CSI. The presentation of the results according to individual dimensions and subdimensions is intended to be a resource repository, and readers looking for an overall interpretation of the report should refer to the conclusion. This section also includes information from the case studies, which are then described in detail in the Annexes.

Section IV, “Strengths and Weaknesses of Civil Society in Orissa,” summarises the ideas, arguments and opinions raised at six RSCs held at six different regions of the state, the NAG scoring exercise held on 29-30 December 2005 and the National Workshop held on 20 May 2006.

Section V, “Recommendations,” provides the recommendations suggested by participants at the National Workshop and other project events. These recommendations focus on concrete actions for strengthening of civil society in Orissa.

Finally, the conclusion in Section VI maps the Civil Society Diamond and offers an interpretation on the report’s implications for the overall state of civil society.

I CIVIL SOCIETY INDEX PROJECT & APPROACH

1. PROJECT BACKGROUND

The idea of a Civil Society Index (CSI) originated in 1997, when the international non-governmental organisation CIVICUS: World Alliance for Citizen Participation published the *New Civic Atlas* containing profiles of civil society in 60 countries around the world (CIVICUS 1997). To improve the comparability and quality of the information contained in the *New Civic Atlas*, CIVICUS decided to embark on the development of a comprehensive assessment tool for civil society, the Civil Society Index (Heinrich/Naidoo 2001; Holloway 2001). In 1999, Helmut Anheier, the director of the Centre for Civil Society at the London School of Economics at the time, played a significant role in the creation of the CSI (Anheier 2004). The CSI concept was tested in 14 countries during a pilot phase lasting from 2000 to 2002. Upon completion of the pilot phase, the project approach was thoroughly evaluated and refined. In its current implementation phase, CIVICUS and its country partners are implementing the project in more than fifty countries (see Table I.1.1).

Table I.1.1: Countries participating in the CSI implementation phase 2003-2006²

1. Argentina	19. Germany	38. Palestine
2. Armenia	20. Ghana	39. Poland
3. Azerbaijan	21. Greece*	40. Romania
4. Bolivia	22. Guatemala	41. Russia*
5. Bulgaria	23. Honduras	42. Scotland
6. Burkina Faso	24. Hong Kong (VR China)	43. Serbia
7. Chile*	25. Indonesia	44. Sierra Leone
8. China	26. Italy	45. Slovenia
9. Costa Rica	27. Jamaica	46. South Korea
10. Croatia	28. Lebanon	47. Taiwan*
11. Cyprus ³	29. Macedonia	48. Togo*
12. Czech Republic	30. Mauritius	49. Turkey
13. East Timor	31. Mongolia	50. Uganda
14. Ecuador	32. Montenegro*	51. Ukraine
15. Egypt	33. Nepal	52. Uruguay
16. Fiji	34. Netherlands	53. Vietnam*
17. Gambia	35. Nigeria	54. Wales*
18. Georgia*	36. Northern Ireland	
	37. Orissa (India)	

* Represents the ten countries implementing the CSI-SAT.

In India the Centre for Youth and Social Development (CYSD), a premier NGO was chosen to undertake the Civil Society Index in Orissa. Orissa is one of the 35 states and union territories within the federal Indian Union. It is widely recognised as a cultural melting pot of eastern, western, northern, and southern India. In terms of demography, with a population of nearly 37 million, this Indian state is larger than many countries of the world. For the aforementioned reasons, amongst others, Orissa was identified as a significant site for this study. Further, except for a few sporadic studies undertaken by some organisations, a documentation of civil society's work and its impact on this scale and magnitude had not been attempted before in this State.

² This list encompasses independent countries as well as other territories in which the CSI has been conducted, as of August 2006.

³ The CSI assessment was carried out in parallel in the northern and southern parts of Cyprus due to the de facto division of the island. However, the CSI findings were published in a single report as a symbolic gesture for a unified Cyprus.

2. PROJECT APPROACH

The CSI is based on a broad definition of civil society and uses a comprehensive implementation approach utilising various research methods. In order to assess the status of the civil society in the project countries, the CSI examines four key dimensions: structure, environment, values and impact. Each dimension comprises a number of subdimensions, which include a number of individual indicators. The indicators represent the basis for data collection within the CSI. The data is collected using several methods, such as secondary data collection, a population survey, a civil society stakeholder survey, regional stakeholder consultations, a media review, structured expert interviews and several case studies. The indicators are then separately assessed and discussed by the NAG. The outcomes of the research and assessment are also discussed by civil society representatives and key stakeholders at the National Workshop. The task at the National Workshop is to identify the specific strengths and weaknesses and to provide recommendations for key actions aimed at strengthening civil society. The CSI project approach, the conceptual framework, research and assessment methodology are described in detail in this section.

2.1. Conceptual framework

How to define the civil society?

CIVICUS defines civil society as “*the arena, outside of the family, the state and the market where people associate to advance common interests*”.⁴ The CSI has two interesting features that contrast other civil society concepts. First, its goal is to avoid the conventional focus on formal and institutionalised civil society organisations (CSOs) by also considering informal coalitions and groups. Second, whereas civil society is sometimes perceived as an area with positive actions and values, the CSI seeks to assess both the positive and the negative manifestations of civil society. This concept consequently includes not only the humanitarian organisations and associations active in environmental protection, but also groups such as skinheads and aggressive football supporter groups. The CSI assesses not only the extent to which the CSOs support democracy and tolerance, but also the extent of their intolerance or even violence.

How to conceptualise the state of civil society?

To assess the state of civil society, the CSI examines civil society along four main dimensions:

- The **structure** of civil society (e.g. number of members, extent of giving and volunteering, number and features of umbrella organisations, and civil society infrastructure, human and financial resources);
- The external **environment** in which civil society exists and functions (e.g. legislative, political, cultural and economic context, relationship between civil society and the state, as well as the private sector);
- The **values** practiced and promoted within the civil society arena (e.g. democracy, tolerance or protection of the environment); and
- The **impact** of activities pursued by civil society actors (e.g. public policy impact, empowerment of people, meeting societal needs).

Each of these main dimensions is divided into a set of subdimensions that contains a total of 74 indicators.⁵ These indicators are at the heart of the CSI and form the basis of the data presented in this report. The indicator – subdimension – dimension framework underpinned the entire process of data collection, the writing of the research report, the NAG’s assessment of civil society in

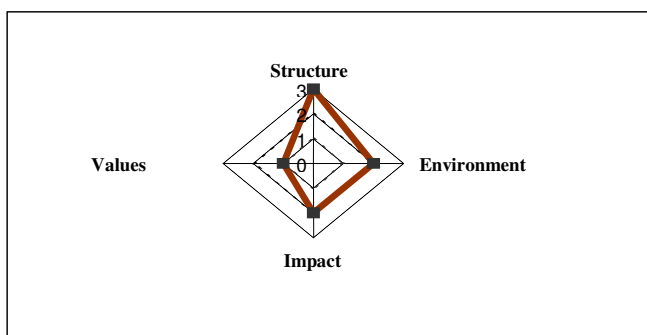
⁴ During debates on the definition of civil society in regional stakeholder consultations, the NAG meetings and the National Workshop, participants suggested using the word *space* instead of *arena*.

⁵ See Annex 7.

Orissa and the presentations at the National Workshop. It is also used to structure the main section of this publication.

To visually present the scores of the four dimensions, the CSI makes use of the Civil Society Diamond tool (see Figure I.2.1 below as an example).⁶ The Civil Society Diamond graph, with its four extremities, visually summarises the strengths and weaknesses of civil society. The diagram is the result of the aggregation of the individual indicator scores into sub-dimension and then dimension scores. As it captures the essence of the state of civil society across its key dimensions, the Civil Society Diamond can provide a useful starting point for interpretations and discussions about how civil society looks in a given country. As the Diamond does not aggregate the dimension scores into a single score, it cannot, and should not, be used to rank countries according to their scores for the four dimensions. Such an approach was deemed inappropriate for a civil society assessment with so many multi-faceted dimensions, contributing factors and actors. The Diamond also depicts civil society at a certain point in time and therefore lacks a dynamic perspective. However, if applied iteratively, it can be used to chart the development of civil society over time, as well as to compare the state of civil societies across countries (Anheier 2004).

FIGURE I.2.1: CIVICUS Civil Society Diamond



⁶ The Civil Society Diamond was developed for CIVICUS by Helmut Anheier (see Anheier 2004).

2.2. Project methodology

This section describes the methods used for collecting and aggregating various data used in the project.

2.2.1. Data Collection

The CSI recognises that, in order to generate a valid and comprehensive assessment of civil society, a variety of perspectives and data should be included – insider, external stakeholder and outsider views, as well as objective data ranging from the local and regional to the national level. The CSI therefore includes the following set of research methods: (1) Review of existing information, (2) Regional stakeholder consultations, (3) Community Sample survey, (4) Media review and (5) Fact-finding studies.

It is believed that the use of these different methods is essential for generation of accurate and useful data and information that would accommodate the variations of civil society, for example between rural and urban areas. The CSI also seeks to utilise all available sources of information to avoid ‘re-inventing research wheels’ and wasting scarce resources. Lastly, the research methodology is explicitly designed to promote learning and, ultimately, action on part of the participants. Besides feeding into the final national-level workshop, data collection processes also aim to contribute to participant learning. This is done, for example, through group-based approaches that challenge participants to see themselves as part of a ‘bigger picture,’ to think beyond their own organisational or sectoral context, to reflect strategically about relations within and between civil society and other parts of society, to identify key strengths and weaknesses of their civil society and to assess collective needs. It is important to note that the CSI provides an aggregate needs assessment on civil society as a whole, and is not designed to exhaustively map different actors active within civil society. However, it does examine power relations within civil society and between civil society and other sectors, and identifies key civil society actors when looking at specific indicators under the structure, values and impact dimensions.

The CSI study in Orissa employed the following methods for data collection:

- **Review of existing information:** The existing literature and secondary data on civil society and CSOs was reviewed to find out the current base of information on different civil society issues. However, lack of adequate secondary data on civil society, particularly in the context of Orissa, was found to be a significant challenge during the study process.
- **Regional Stakeholder Consultations (RSCs):** RSCs was conducted in various regions of the state to obtain the perception of broad categories of CSOs and civil society actors on the status of civil society. The entire state was divided into six zones, viz. Khurda, Sambalpur, Phulbani, Rayagada, Bolangir and Keonjhar to ensure better representation of all the sub-regional diversity. Data was collected from CSOs across the zones by administering written questionnaires. The findings from the questionnaire survey were analysed and validated (to overcome possible response biases in the questionnaire survey) by the respondents themselves in six RSCs conducted in the respective zones. The survey and RSCs were administered in each of the zones in partnership with local organisations, except for Khurda zone, where CYSD conducted the survey itself. Annex 1 provides details of all six RSCs.
- **Community Sample Survey (CSS):** Through this method an attempt was made to assess the status of civil society from the community perspective. Unlike the RSC where CSOs made up the sample unit, individual civil society actors formed the sample unit in the CSS. The survey was conducted in both rural and urban areas in four districts- Khurda (Bhubaneswar), Koraput, Sundargarh and Mayurbhanj with the intention of collecting information on the perception of respondents about their level of participation in different civil society activities.

The sampling method ensured that there was relatively equal representation of responses from both genders. Annex 2 provides details of CSS conducted in Orissa.

- **Media Review:** Media reports on civil society activities from both print and electronic media were examined to assess the state of civil society with respect to mainly two dimensions - value and impact. The review was done for a period of four months stretching from 10 June to 10 October 2004. Details of media covered and media analysis are provided in Annex 6.
- **Fact-Finding Studies:** The fact-finding research consisted of different research tools including desk reviews, key informant interviews and two specifically designed studies to gauge the extent of corporate social responsibility and civil society's policy impact in a number of selected policy fields. For the purpose of the study, 34 experts were interviewed to get their perception on the role of civil society in the areas of education, poverty, human rights (namely, women's rights and displacement), and the role of faith-based organisations and trade unions in advancing the cause of civil society. A survey on the status of corporate social responsibility in industries in Orissa was conducted among 12 private large manufacturing industries in order to assess their practice of social responsibilities with respect to some indicators drawn from the UN Global Compact Guideline⁷ and SA 8000⁸ standards. (Please refer to Annex 5 for details).

The information obtained using the methods outlined above was consolidated into a draft report and presented first to the NAG for the scoring exercise and a selection of civil society experts for their input. The comments were incorporated into the final report before it was shared with a larger cross-section of intellectuals, activists, members of academia, and the media at a state level workshop.

2.2.2. Aggregating data

The CSI country team collected various types of data for the draft report and structured them according to the CSI indicators, subdimensions and dimensions. This data was then presented to the NAG in the form of a draft report for the scoring exercise. Based on this information each indicator was assigned a score with a value between 0 and 3 (0 being the lowest value and 3 the highest). Each potential indicator score (0, 1, 2 and 3) was described in either qualitative or in quantitative terms. The NAG scoring exercise is modelled on a "citizen jury" approach (Jefferson

⁷ In 2000, against the background of increasing demands for a more inclusive and sustainable global economy, the UN Secretary-General launched the UN Global Compact (UNGC), the first Corporate Social Responsibility (CSR) initiative at global level. The UNGC is an open and voluntary corporate citizenship initiative engaging a wide spectrum of multi-stakeholder participants across the globe. With more than 2000 companies and other societal actors participating from more than 80 countries, the Global Compact is the world's largest corporate citizenship initiative. The Global Compact asks companies to embrace, support and enact, within their sphere of influence, a set of core principles in the areas of human rights, labour standards, the environment and anticorruption. The ten Global Compact principles enjoy universal consensus being derived from: The Universal Declaration of Human Rights; the International Labour Organisation's Declaration on Fundamental Principles and Rights at Work; the Rio Declaration on Environment and Development; and the United Nations Convention against Corruption. (The UN Global Compact and the OECD Guidelines for Multinational Enterprises: Complementarities and Distinctive Contributions, 26 April 2005, <http://www.oecd.org/dataoecd/23/2/34873731.pdf>)

⁸ The first social accountability system in India, SA8000, is a credible, comprehensive and efficient tool to guide retailers, brand companies, suppliers and other organizations to maintain just and decent working conditions throughout the supply chain. It is based on international workplace norms in the ILO conventions and the UN's Universal Declaration of Human Rights and the Convention on Rights of the Child. The official standard is at www.sa-intl.org. This system includes sections on child labour, forced labour, health and safety, freedom of association and right to collective bargaining, discrimination, discipline, working hours, compensation, and management systems. (<http://www.dqsindia.com/sa8000.htm>)

Centre 2002), in which citizens come together to deliberate and make a decision on a public issue based on presented facts. The NAG's role is to award a score (similar to passing a judgement) on each indicator based on the evidence (or data) presented by the National Index Team (NIT) in the form of the draft country report.

The National Workshop also played an important role in validating the indicator scores whereby, based on adequate rationale, national workshop participants modified individual indicator scores assigned by the NAG in addition to providing comments and inputs related to the CSI findings. The workshop enabled the participants to develop a common understanding of the current state of civil society and issued recommendations on initiatives for civil society strengthening. These recommendations were later incorporated into the final report.

2.3. Linking research with action

The CSI study is an action research study that involves different civil society actors. During the initial phase of project implementation, the NAG members played a key role in extending their support to facilitate RSCs in their respective zones. They also provided useful inputs during the scoring exercise, which helped in enriching the report content.

The NAG members belong to different communities, including academic institutions, government, foreign funding bodies, professional organisations and NGOs. Generally, it was the NGOs that came forward as facilitators for RSCs, owing to their wider operational geographical area and rapport with several other actors.

During all the six RSCs, several civil society actors actively participated and provided useful inputs. They mapped the strengths and weaknesses of civil society in their respective zones and proposed measures to overcome the weaknesses.

Similarly, during the National Workshop several civil society actors expressed their desire to carry forward the study findings to their regions. They suggested publication of a popular version of the report, which would be accessible to all.

2.4. Project outputs

The CSI implementation in Orissa delivered several outputs, including:

- A comprehensive report on the status of civil society in Orissa;
- An increased awareness on the strengths and weaknesses of civil society among the CSOs;
- Identification of priority areas for civil society intervention.

II CIVIL SOCIETY IN ORISSA

State: Orissa (India)
Size: (in Km²): 155,707
Population: 36,804,660 (2001 Census)
Population density: 236 per Square Kilometer
Urban population: 14.99% (2001 Census)
Form of government: Democratic Republic (India)
Seats in parliament held by women: 8.21% (Orissa Reference Manual 2004)
Language: Oriya, Hindi, Telgu, Bengali, Santhali and many dialects
Ethnicity: 62 indigenous tribal communities
Religion: Predominantly Hindu (94.67% of the total population)(Orissa Human Development Report 2004)
HDI Score & Ranking: 0.404 (11 out of 15 major states in India) (Orissa Human Development Report 2004)
GDP per capita (US \$): 294.64 in 2004-05 at current prices (Budget at a Glance, 2006-07, Government of Orissa)
Population living with less than US\$ 2 a day: 46.4% (This is the percentage of people living below poverty line as of 2004-05 as mentioned by Planning Commission of India, <http://planningcommission.nic.in/news/prmar07.pdf>)

1. HISTORICAL OVERVIEW

FIGURE II.1.1: Background Information

The history of civil society in Orissa has firm roots in its remote past. The ancient tradition of the land was based on a collective society and a participative popular culture with inherent mechanisms for conflict resolution and sharing community concerns and group initiatives for public good. Various social systems and structures were built upon the solid foundation of collectivism, associational strength and volunteerism. Autonomous social and ethnic entities were living together as parts of an integrated

community superstructure. A sound system of self-governance was in place, although it was dominated by a few who controlled the common property sources.

Though over the centuries there has been much change in the space occupied by civil society, glimpses of this ancient form are found even today. For want of adequate recorded materials, it may not be possible to do a chronological trend analysis of civil society over a millennia, but a cursory glance at the spectrum of actions undertaken by civil society in immediate history would certainly facilitate better comprehension and comparison of the present civil society.

Orissa, as was the case in most of India in the pre-independence days and during the immediate post-independence period (during 1950s), used to be a feudalistic society with well-defined class and caste structures. The caste structure was designed so as to assign specific jobs to people of specific professions. Thus, *Brahmins* used to be teachers, scholars and priests; *Kshatriyas* were rulers/kings and warriors; *Vaishyas* were traders and some artisans; and *Shudras* were agriculturists, weavers, barbers, washermen, potters etc. In the lowest social strata were the *dalits*, mostly menial service providers outside the caste structure. Each caste hierarchy was replete with hundreds of sub-castes. In this hierarchy, no longer as strong as it used to be, everyone knew the relative rankings of each locally represented caste and the social behaviour towards one another was constantly influenced by this knowledge.

However, people belonging to each caste group were not much different from what we call today as 'professionals' or 'experts' sans the possibility to cross the socially defined functional corridors. It was a partly inclusive and partly exclusive society in which the social power structure was inclined towards the mighty and the rich. These myriad divisions made it difficult for the people to challenge or change the conventional power dynamics. Consequently, civil society space lay fragmented – only occasionally displaying instances of common interests. The only unifying structure in this conglomerate was the village – the basic civic unit in which the

family and the caste had hereditary ownership of land, trade and services. These were grouped into larger cultural and linguistic regions enriched by folk consciousness since the 9th century.

This kind of a society had its own advantages and disadvantages. One of the positive things about such caste groups was that each caste group had its own association, e.g., cultivators' association (Mahasava) and weavers' association. Some of the associations also had different tiers of organisational systems for operational convenience, e.g., the all-Orissa cultivators' committee in the early part of 1950s had a village committee (Gram Samiti), committee of the sub-region (Pragana Samiti) and committee of the region (Rajya Samiti) (Bose/Pattnaik 1960). These committees had clearly defined rules and conventions, which, along with outlining the code of conduct for the community explicitly mentioned its responsibilities towards the societies, groups of people from other castes, and observance of social customs and norms.

There were many community-initiated activities. Cleaning of the village pond and streets, maintenance of village schools and many similar activities were taken care of by the community members themselves. However, despite mutual interdependence, one of the disadvantages of such a caste structure was dominance of one caste group over the other, leading to the subjugation and oppression of the latter. This was made worse by many superstitions, including untouchability (of the lowest caste) and child marriage, which adversely affected the social health of the communities. Despite all these odds, the civil society in Orissa at this time was quite active, particularly in the areas of education, culture, religion and social harmony. There were several instances of movements that advanced common interests despite the caste identities of individual members.

People's movement in Orissa during the pre-independence period and particularly during the 19th and early 20th centuries, had two main characteristics: anti-feudalist and anti-imperialist. Many of the anti-feudal movements that evolved in the 19th century integrated themselves with anti-imperialist movements of the early 20th century.

In Orissa majority of people used to depend on agriculture. It was not uncommon for the landowners, i.e. the ruling class, to treat the peasant farmers with disdain and unwarranted cruelty. As a result, Orissa's history, during both pre-colonial and colonial periods, was replete with peasant uprisings against various forms of exploitation by the rulers. Some of the well-known peasant movements were the Khurda *Paika*⁹ uprisings, Ghumsur revolts, Keonjhar uprising, Nayagarh uprising, the *Rayat*¹⁰ movement in Ganjam, and *melis* (localised movements) in Daspalla, Nilgiri, Kanika and Khadpur.

Tribal uprisings were also an integral part of the freedom struggle. The tribes who played important roles during the freedom movement were the Kandhs, Savaras, Kols, Bhuyans, Juangs, Khairas, Mundas, and Oraons (Mishra 1994). There were also other civil uprisings and protest movements in the form of citizen's forums (Garjat Praja Sammillani) in the princely states during the 1930s, which aimed at uniting the people against the exploitation of local rulers who worked as agents of the British government.

In addition to the anti-feudal uprisings and anti-imperialist movements, Orissa also witnessed other public and social movements. These movements aimed at protecting peasants' rights, or for the preservation of linguistic and cultural identity of specific groups. For example, the Oriya peoples' linguistic and cultural identity was preserved through the formation of an independent

⁹ The local term for soldiers

¹⁰ The local term for agricultural labourers

state (Swatantra Utkal Pradesh). Farmers' associations like *Kisan Sabha* in the 1930s bloomed to promote and safeguard the legitimate rights of peasants with respect to land revenue, land rights and rights over other resources, and to protect them from the exploitation of the moneylenders. The efforts of such associations during that period brought about a change in the tenancy and revenue laws of the government in favour of the farmers. During the same period, the struggle for an autonomous Orissa also crystallised. Due to the efforts of great civil society leaders like Gopabandhu Dash and Madhusudan Das, Orissa became an independent province in the year 1936.

Amidst the eventual merger and amalgamation of the local movements with the mainstream pan-Indian independence struggle, the Oriya civil society was busy reviving its own language and culture. Simultaneously, people participated in civil disobedience movements like the '*Lavan Satyagraha*' (salt movement) and the '*Swadeshi movement*', and contributed immensely to the struggle in various other forms. They also worked for the social emancipation of the deprived masses in Orissa by siding with various activities based on Gandhi's social upliftment philosophy. These activities included educating the rural poor, setting up schools, uplifting women, removing cultural traditions of social stratification, establishing *Khadi* and village industries and prohibiting liquor. These activities sowed the seeds of voluntarism in the social development of the state.

Around the same time, particularly during the mid-1930s, the wave of unionism among the working class started to gain ground. The Rice Mill Labour Association, formed in 1935, was the first ever trade union in Orissa. The Press Workers' union, formed in 1939, was, however, the first registered trade union in Orissa (Patnaik, 1994). This was followed by the formation of many trade unions, particularly in the manufacturing and mining sector. Many of these trade unions had the patronage of the leaders of the citizen's forums or Prajamandals and the Communist Party. Besides other welfare issues, the unions contested for a decent salary or wage for their members. More often than not, they were successful in achieving their demands through mobilization of workers. Even today, the contemporary trade unions in Orissa continue to operate in the same fashion.

The wave of religious movements also prevailed in the civil society space during this time. With the entry of the British, many Christian missionaries entered the state with philanthropic intentions (though they were sometimes accused of promoting the conversion of Hindus to Christianity). The Hindu religion itself upholds charity and philanthropy. Various institutions like *Mathas*¹¹ and *Bhagabat Tungis*¹² were part of every village culture where collective actions were carried out for religious awareness among the people. Besides education, many other welfare activities, such as helping the needy, poor, and those affected by disasters, were also undertaken through these institutions. Later, socio-cultural variants like Ramakrishna Mission came up with the basic objective of building a value-based society and carrying out welfare activities in areas of health, education, and sanitation that benefited the deprived masses. Present-day Orissa sees the emergence of many religious and marginalised groups, which continue to influence civil society in many ways.

The period immediately after independence did not see many people's movements and activism in the state. It was a period full of social optimism and the civil society along with the

¹¹ Mathas are the places where religious leaders along with their disciples stay. It is a place where religious discourses take place.

¹² Bhagabat Tungis are village club houses where the villagers get together for various religious activities and other social purposes.

government was busy in development activities. National level CSOs like Navajiban Mandal, Loksevak Mandal, Kasturaba Nari Sangathan had wings spread across states, which undertook such activities. Many youth clubs and women's groups were also formed at the village level. Organised youth networks came forward to open schools and libraries and lent their labour for the construction and repairing of roads, dams and tanks, with the government taking the leading responsibility due to the centralization of development plans. At the same time, there was greater centralization both at center and state level and justified on two main grounds: unification and modernization. It is worth noting here that in India's Constituent Assembly, Dr B. R. Ambedkar¹³ strongly opposed local self-government at village level, called Panchayat, on the grounds that villages were seats of prejudice and superstition. Yet, in hindsight, centralization failed to deliver the desired results. During these heady days, the civil society was deeply involved in social upliftment activities. With the passage of time, however, increasing state control over the development process slowly began to stifle the voluntary efforts by civil society and the enthusiasm for social upliftment schemes started to wane. The failure of the government in delivering services and in fulfilling other developmental aspirations of the masses led to the masses' resentment towards government policies. In the mid 1970s, the Sampoorna Kranti Movement and the subsequent clamping of civil liberties (during the Indian Emergency of 1975-1977) upon the advice of then Prime Minister Indira Gandhi led the people to show their strong displeasure through various fora. This led to the emergence of a critical approach to development. Although some people's movements against the state government in Orissa had already taken shape during the early part, like the anti-Hirakud dam movement in 1956, they took a concrete shape after the 1970s. These movements were modelled after the national ones, though local issues specific to Orissa also influenced civil society's activities. Various issues, including ecology, human rights, and women and dalit movements, filled the civil society space in the 1970s.

In post-independence Orissa, civil society activism was preoccupied with activities like the opposition to developmental projects, which often resulted in displacement of the locals and indigenous people. Besides opposing the government's flawed resettlement and rehabilitation policies in case of displacement, people also opposed development projects for the sake of environmental conservation. People's movements opposing the construction of Hirakud and Rengali dams (1972) or more recently the Lower Suktel dam (1997) are some of the examples of policy specific movements. Many local movements for forest and environment protection have emerged during this time. During the 1960s, CSOs like Brukshya O Jibara Bandhu Parishad (meaning "council for friends of plants and animals") launched forest protection campaigns in Nayagarh district. Earlier, NIPDIT, an NGO working in tribal Phulbani had organised a series of tribal empowerment initiatives. Beside such organised movements, various local groups like youth clubs and workers' unions in the forest pockets of Mayurbhanj, Nuapada, and Boudh districts have also been engaged in forest protection activities. In recent years, movements for environment protection have cropped up, like that of Chilka Bachao Andolan (Save Chilka Movement). Anti-industry campaigns have come up in various parts of the state, opposing the establishment of mineral-based industries that displace local tribal groups. Some of the movements worth mentioning are the Kashipur movement, the Gopalpur movement, and the Kalinga Nagar movement. The Kalahandi campaign in the 1980s in protest of the persistent underdevelopment of the district is an example of people's protest against faulty government policies. Students' movements have also surfaced for similar reasons. Nationwide students' protests, with Orissa having its fair share, in the early part of the 1990s, cropped up in protest

¹³ Dr. Bhimrao Ramji Ambedkar, the chief architect of the Indian Constitution, is known in India for his life-long fight against the Hindu practice of untouchability and the Indian caste system.

against the recommendation of the Mandal Commission for introducing reservations for the 'other backward castes' (OBCs) in government educational institutions and jobs.

Notwithstanding the fact that several movements emerged during this phase, the post-independence period was also marked by a love-hate relationship between the government and non-government organisations in Orissa. The relationship repeatedly oscillated between confrontation and cooperation. A major source of conflict was the continuous pressure of the NGOs and other CSOs on the ruling elite to provide good governance and to make the system more responsive and accountable to the citizens. State NGOs now intensified and articulated public demand for better service delivery and equity.

In the face of this increasing proactive role of civil society, the government recognised its power in mobilising and fostering social development. Major initiatives by the government, like population control measures, literacy missions and others were carried out by assigning more responsibilities to the civil society. Civil society organisations, in case of Orissa, transcended from voluntary organisations to NGOs until they evolved into the present nomenclature of CSOs. As the scope of partnership between civil society and the state broadened, provisions were made in the Five-year Plans with clear specification of the roles and responsibilities of NGOs. Accordingly, the state government in Orissa recognised the role of CSOs and explored possible modes of partnership in implementing various government programmes and schemes. The complex relationships and mutual distrust started to dilute as they discovered the merits of cooperation.

This smooth relationship between CSOs and the state, however, was rocked by the outside world's view and influence on development. Yet, residual resistance continued with grudging acceptance of the fact that the views of the third world on development issues cannot be ignored for long. As organised initiatives of the CSOs drew world attention and strengthened their connectivity with the International Civil Society, CSOs gained renewed assurance and confidence. Now instances of people's movements based on self-mobilisation, grassroots initiatives and spontaneity started taking root. Globalisation, liberalisation, and privatisation weakened further the moral authority of the state over its citizens and their organisations as micro level institutions received support from the new transnational and global civil society. New watchdog bodies affiliated to global networks were established at the state level to monitor government policies on gender, human rights and social development, and ensured that the state government implemented decisions and commitments made in various international conferences on issues directly affecting the people. The reformation and communication revolution further weakened bureaucratic power structures. More importantly, the enactment of the Right to Information (RTI) Act in 2005 further created space for civil society activities in ensuring transparency in governance practices by making the government authorities accountable for their decisions and actions.

2. CIVIL SOCIETY CONCEPT IN ORISSA

The concept of civil society has a long history, although it has been articulated differently in different regions of the world. The term 'civil' was used for the first time in the 17th century in the works of Hegel and Locke (Social Contract Theory). It was a holistic and inclusive concept that stood for the ruling class, the business community, the social institutions and the gentry. In Orissa, civilised people were referred to as 'savya', the Sanskrit origin of the word 'civil'. The

Upanishads¹⁴ (1500 BC) described a collective society in the world that ensures happiness, health, and common good for all. In ancient India, the often adopted principle of '*Basudhaiva Kutumbakam*' conceived the whole world as a single civil society, an extended family living for each other and working for the common good and the goal enshrined in the ancient Indian concept of "*Bahujan Sukhaya*" and "*Bahujan Hitay*" – "for happiness and well being of the largest majority." Echoing this concept, two millennia after, Isagani R Serrano, a civil society activist, says "A day will come when every village, town, city and country on this planet will become safer, healthier, more egalitarian and more sustainable." Moreover, the Upanishads, which clearly set forth the prime Vedic doctrines like self-realization, *karma* and reincarnation, continuously remind people to pay back their social and ecological dues in order to create a sustainable world.

Although poets, singers, writers, and thinkers have been dreaming of such a society, the first international recognition came at the Copenhagen World Social Development Summit in 1995, which placed citizens at the epicenter of all developmental initiatives. The people must be empowered in order to pioneer social advance and economic freedom. A true civil society is a collective of ordinary individuals who work with a mission for change and use organisations as a delivery vehicle or medium. Most of these individuals and groups function outside the classical power structures and profit driven organisations for changing the conditions and environment in which people live. They represent the power of thinking, imagination and innovation – the real power of the people and the civil society they build to secure the common future of humanity. The *Human Development Report 1992* sums this up more succinctly: "The concept of human development does not start with any predetermined model. It draws its inspiration from the long-term goal of society. It weaves development around people, not people around development." This reminds us of the enormous potential civil society has in the process of development.

It is true that civil society, as a concept in Orissa does not have a strong theoretical foundation as the borderline between larger society and civil society is rather thin. However, social activism is very much a part of everyday life in the state. As experts in various consultations deliberated upon the concept, a variety of interpretations of the term emerged. The general understanding of the term is that the civil society is any group that works collectively for a common good. Factors like value, commitment, conscientiousness, and openness are believed to be the underlying characteristics of a civil society.

CIVICUS, based on wide consultations, defines civil society as "the arena, outside of the family, the state, and the market - where people associate to advance common interests." This definition was accepted by most of the NAG members, experts and participants who took an active part in the CSI implementation. However, in the Orissan context, there were apprehensions that defining it as a *space to advance common interests* might also be interpreted as *advancement of interests which could be morally wrong*. Therefore, it was suggested that the last part of the CIVICUS definition should be changed to *advancement of value-based common benevolent interest*. Some peculiar characteristics of the civil society of Orissa seem to influence such reflection on the definition of the term. A few experts suggested that overemphasis on collective efforts might undermine the importance of individual's contribution to the society. This is particularly true in societies where individuals and institutions act as change agents to make an impact upon society. Mahatma Gandhi, Jayprakash Narayan, Bertrand Russel, Nelson Mandela and Vladimir Lenin are a few such examples in the global space. In Orissa, Pandit Gopabandhu Das, a Gandhian, a freedom fighter and social reformer had similar influence over the people.

¹⁴ The Upanisad or Upanishads are Hindu scriptures which elaborate proses and verses of the Vedas, the most ancient Hindu sacred literature (Encyclopedia Britannica)

The term ‘civil society organisation’ is yet to gain wide acceptance in Orissa. Here, organisations working for the society were popularly known as voluntary organisations, as voluntarism was the essential character of such organisations. Such organisations dominated the civil society space from the 19th to the mid-20th century. They were mainly engaged in charity, social reform measures like eradication of superstitions, social evils and blind beliefs, and promoting community development activities in fields of agriculture, health, education, etc.

In the late 1970s, voluntary organisations in Orissa changed their focus and became more organised in their approaches towards development. These approaches included target group approach, e.g., tribal development, farmer’s issues; the issue-specific approach focusing on health, education and sanitation; and the support service approach e.g., conducting capacity building programmes by providing training, legal aid, management skills, and knowledge transfer. Organisations started shedding their voluntarism attire and emerged as a strong sector, known as non-government organisations (NGOs). Even at the dawn of the 21st century, NGOs in Orissa continue to be a strong force. The wide spectrum of activities that NGOs have been engaged with, calls for professionalism in their operation and, accordingly, in their perspective towards development as well. Multi-sectoral partnership to address the problems and issues of development calls for engagement of a wide variety of actors and organisations in this process. This is slowly leading to the transformation of NGOs into CSOs in the State. By networking and alliance building, they are now able to make their presence felt in the larger society and are being recognised as important actors for social change.

Table II.2.1: Broad categories of civil society organisations

	Type of Civil Society Organisation		Type of Civil Society Organisation
1	Faith-based organisations	11	Community-level groups/associations (e.g. burial societies, self-help groups, parents’ associations)
2	Trade unions	12	Economic interest CSOs (e.g. co-operatives, credit unions, mutual saving associations)
3	Advocacy CSOs (e.g. civic action, social justice, peace, human rights, consumers’ groups)	13	Ethnic/traditional/indigenous associations/organisations
4	Service CSOs (e.g. CSOs supporting community development, literacy, health, social services)	14	Environmental CSOs
5	CSOs active in education, training & research (e.g. think tanks, resource centres, non-profit schools, public education organisations)	15	Culture & arts CSOs.
6	Non-profit media	16	Social and recreational CSOs & sport clubs
7	Women’s associations	17	Political parties
8	Student and youth associations	18	Grant-making foundations & fund-raising bodies
9	Associations of socio-economically marginalised groups (e.g. poor people, homeless, landless, immigrants, refugees)	19	CSO networks / federations / support organisations
10	Professional and business organisations (e.g. chambers of commerce, professional associations)	20	Social movements (e.g. landless people, peace movement)

The typology of CSOs was given by CIVICUS, which specified twenty categories of CSOs. This typology was presented in the first NAG meeting as well as in all six RSCs conducted by CYSD. The NAG members and RSC participants debated upon the various categories of CSOs suggested by CIVICUS (refer to Table II.2.1) and reflected upon the existence of other categories in context of Orissa.

- (a) Many NAG members and most of the RSC participants felt that as political parties often operate with vested interests, they should be excluded from the category of CSOs. Debates were also held about inclusion of Panchayati Raj Institutions¹⁵. However, as constitutional powers are bestowed upon such institutions for governance at local level, many others were averse to the idea. Nevertheless, the NAG members accepted the inclusion of palli sabha/gram sabha¹⁶ as one category of CSO as suggested by some.
- (b) Forest protection committees were suggested to be included as one of the categories of CSOs. These committees are voluntary groups found in many forest pockets of Orissa consisting of people who inhabit the forests or nearby villages and take up forest management activities. They may not come in the typical category of 'environment protection groups.' These people are primarily dependent on forests for their livelihood. They sell forest produce or collect firewood for their own consumption. At the same time, they take up the responsibility of forest management in terms of protection, plantation, renewal of forest resources and other activities.
- (c) Stakeholders also suggested inclusion of Worship Committees (*Puja* committees), which organise various religious functions on various special occasions (e.g., *Durga Puja*, *Ganesh Puja*, *Deepavali* etc.)¹⁷ as a category of CSO.
- (d) Hobby organisations as a category of CSO was dropped from the list of CSOs accepted for the study purpose, as they did not exist in Orissa.
- (e) There were debates in the RSCs on the inclusion of radical groups like people's war groups or naxal groups. These radical groups often adopt violent means to protest against the state machinery. These suggestions, interestingly, came in two of the RSCs, which represented some of the naxal-prone areas. However, majority of NAG members and RSC participants showed their disinclination to subscribe violence as a means of civil society activity.

These discussions and debates led the experts to suggest certain parameters that might define CSOs. Parameters like democratic and social values and legal identity were suggested to identify CSOs. The means and methods adopted by some of the CSOs were suggested to be the fourth indicator, e.g., coercive attitude adopted by some faith-based organisations to increase membership, should act as an exclusion criterion for the category of CSO. It was largely felt by the stakeholders in the RSCs that when any people's movement or association becomes formalised into institutions or organisations, it limits the potential of individual/s to bring about social change.

In Orissa, various types of CSOs operate. However, the most common has been NGOs. Even CSOs like women's organisations, environment protection groups, groups working for children's rights or rights of differently-abled persons and various other such organisations are generally referred to as NGOs. Probably this is the reason why, in response to a question in the first part of the RSC questionnaire, where respondents were asked to mention different kinds of organisations they knew, more than one-third of the mentioned categories were NGOs. The remaining categories together constituted a little less than two-thirds of the total number of organisations. Different types of CSOs, which were included in the study, are as follows:

¹⁵ Panchayati Raj Institutions are institutions for local self governance, whereas panchayats are local political bodies of rural representatives.

¹⁶ Gram sabha is the village electorate.

¹⁷ These are traditional Hindu festivals being observed and celebrated at individual family level and also at the community level.

Table II.2.2. Types of CSOs included in the Study

Sl.	Types of CSOs	Sl.	Types of CSOs
1	Chamber of Commerce	18	Training organisations
2	Women's organisations	19	Youth associations, youth volunteer networks
3	Youth clubs	20	Cultural groups
4	Students' union	21	Puja Committees
5	Professional association (e.g. lawyer's association, doctors' association)	22	Burial Societies
6	Environmental groups (Plant lovers' association, environment protection groups)	23	Cooperative societies
7	Self-help groups	24	Parent's association
8	Weaver's society	25	Teachers' union
9	Trade union	26	Truck/Bus owners' association
10	Faith-based organisations	27	Community based organisation
11	Human rights organisations (organisations working for land rights, information rights, tribal rights, women's rights, etc.)	28	Ethnic groups (Hui Samaj, etc.)
12	Advocacy organisations	29	Networks/federations
13	Non government organisations	30	Education CSOs
14	Health CSOs	31	Grant making foundations/ International NGOs
15	Trusts promoted by business organisations	32	People's movement groups
16	Association of physically handicapped (Blind association, etc.)	33	Palli sabha/ Gram sabha
17	Forest protection committee	34	Rotary Club/Lion's Club or various other city/village based clubs

3. MAPPING CIVIL SOCIETY IN ORISSA

Civil society mapping refers to an exercise whereby an assessment is made of the position of civil society *vis-à-vis* other institutions like market and state. This exercise is otherwise known as social force analysis. The exercise involves two key tasks – identifying and analysing key actors and power relations in society, and charting various forces/actors within civil society and analysing the relationship between them. In Orissa, this exercise was carried out in the initial phase of project implementation in August 2004.

The NAG members identified government, legislators and *panchayati raj* institutions as the three key players of the state. While multinational corporations and industries, financial institutions, and trade organisations were identified as key players in the market, the NAG members perceived social movement groups, international NGOs (INGOs)/NGOs and community-based organisations (CBOs) as the key players in the civil society category. They identified only two key forces - media and political parties - in the 'others' category. However, the NAG members failed to establish any strong relationship between civil society actors and those of market and state.

This exercise helped the NAG members to understand the nature of civil society in Orissa. It also helped them to understand succinctly the role of civil society and its contribution to Orissa's development.

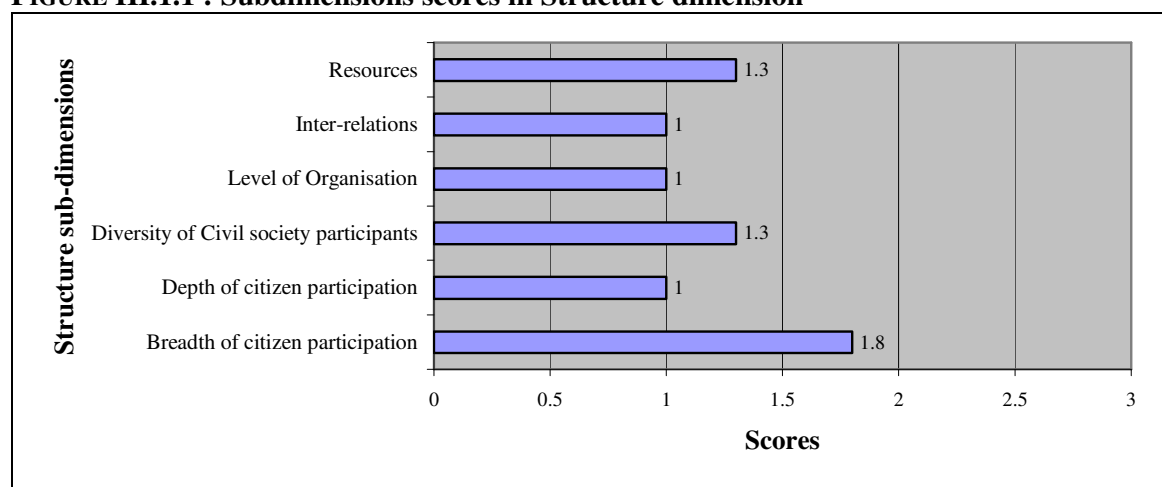
III ANALYSIS OF CIVIL SOCIETY

This section presents information and data collected during the CSI project implementation in Orissa. It includes analyses of individual indicators, subdimensions and dimensions in varied levels of detail. This section is divided along the four dimensions of the CSI Diamond: **Structure, Environment, Values and Impact**. At the beginning of each section, graphs show scores for all subdimensions on a scale from 0 to 3. The findings for each dimension are then examined in detail. A separate box provides the scores for individual indicators for each subdimension.

1. STRUCTURE

The size, strength and vibrancy of civil society in Orissa are described under the Structure dimension. These indicators are analysed in terms of citizen's participation in non-partisan political action, individual donations for charitable causes, resources available to CSOs and other organisational factors. The score of 1.2 for the dimension indicates a weak civil society structure in Orissa. Figure III.1.1 provides the scores for the six subdimensions: breadth and depth of citizen participation, diversity of civil society participants, level of organisation, inter-relations and civil society resources.

FIGURE III.1.1 : Subdimensions scores in Structure dimension



1.1. Breadth of Citizen Participation in Civil Society

This section provides details of the analysis of survey data on various aspects of citizen participation in civil society activities in Orissa. The findings suggest that civil society in Orissa engages in various activities with varying degrees of participation, from active to passive or no participation. Table III.1.1 summarises the respective indicator scores.

Table III.1.1: Indicators assessing the extent of citizen participation

Ref. #	Indicators	Score
1.1.1	Non-partisan political action	1
1.1.2	Charitable giving	3
1.1.3	CSO membership	1
1.1.4	Volunteer work	3
1.1.5	Community action	1

1.1.1 Non-partisan political action. Non-partisan political action (NPA) in Orissa is seen in various forms. People assert their rights through a variety of non-political methods for various causes. Staging demonstrations has been the most common method adopted for such activities. Signing petitions as a method of protest has also gained popularity in recent times. With the IT revolution, the e-signature campaign has evolved as another type of NPA. When there are issues of common interests like that of threat of access to resources (land, water, forest etc.) or human rights issues, people often take legal action by filing public interest litigations (PILs) in the courts of law.

For the purpose of the CSI study, involvement of civil society actors in NPA was assessed with respect to three different activities: (i) writing letters to newspapers, (ii) signing petitions, and (iii) staging protest marches or demonstrations. CSS findings show that only 4.16% of the respondents have written letters to newspapers as a method of protest. On the other hand, 43.8% of CSS respondents have signed petitions, and 33.49% have participated in a protest or demonstration march.

FIGURE III.1.2: People's participation in non-partisan political action

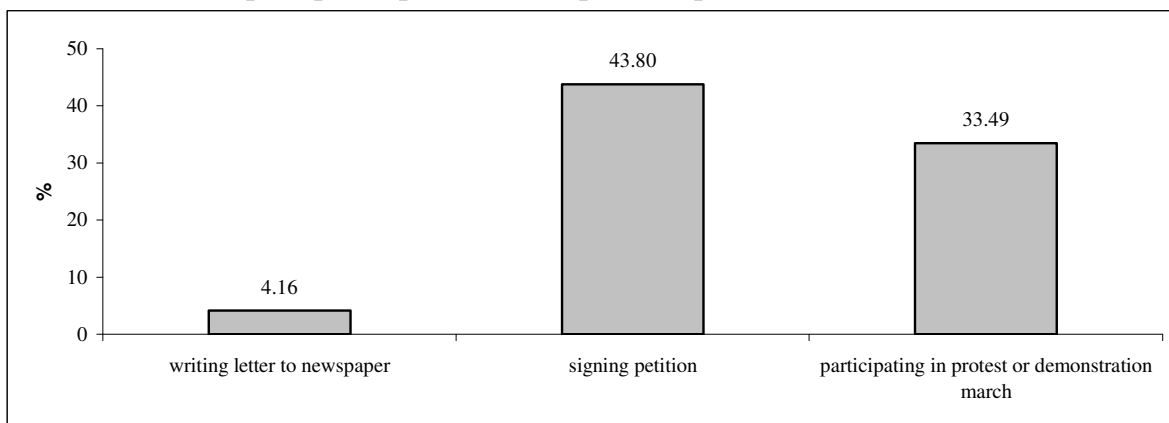


FIGURE III.1.3: Incidence of writing letters to newspapers

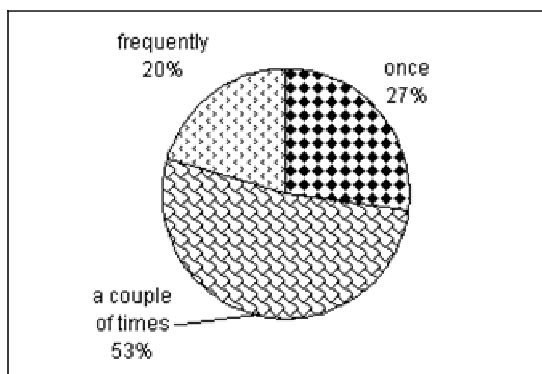


FIGURE III.1.4: Incidence of signing petitions

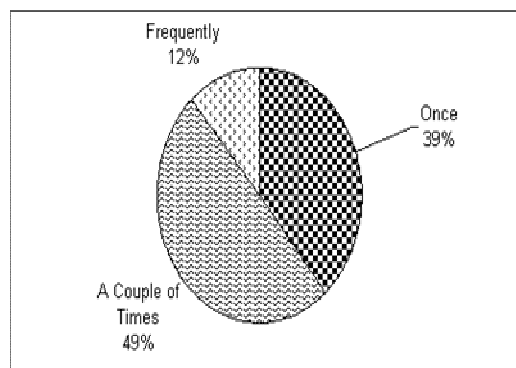
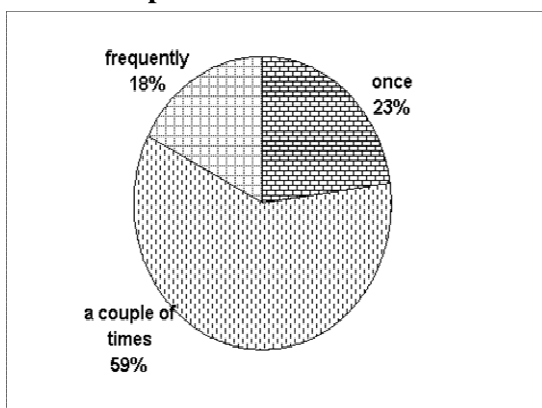


FIGURE III.1.5: Incidence of participation in protest march or demonstration



Of the 4.16% people who have written letters to newspapers, only 20% did it frequently (Figure III.1.3). Similarly, while 12% of the 43.8% of people signing petitions did so frequently (Figure III.1.4), only 18% have participated frequently in protest marches or demonstrations, out of the total 33.49% CSS respondents (Figure III.1.5).

It is evident from the above observations that frequent participation in any form of non-partisan political action is not common. Nevertheless, it is worth mentioning that 50% of the CSS respondents have taken part in at least one of these three NPA activities. Further, to corroborate this finding, one of the NAG members observes that “according to a media review conducted in 2005 by Voluntary Action Network in India (VANI), New Delhi, the percentage of people participating in such non-partisan political action in Orissa ranges from 6-10%” (Pandey 2005).

1.1.2 Charitable giving. Charity is deeply rooted in the social life of the sub-continent. Examples in the eastern tradition and mythologies are testimony to this. During the pre-independence period, voluntary action was characterised by two features – helping the helpless and fighting against social evils. Charity was then the guiding social norm and philanthropy was inspired by religious considerations. Samuel (2000) argues that religion provided a major motive for the middle and wealthy class’ provision of charity for the poor.

CSS findings reveal that nearly 79% of the people in Orissa are involved in charitable giving. Charitable giving is found to have a deeper linkage to religious and spiritual purposes here than to social purposes. The NAG members also agreed with this observation. People do not hesitate to contribute to events like the construction of a temple or the organisation of religious functions. They also donate both cash and in kind to the people affected by natural disasters. Many people help their fellow community members and distressed people in their neighbourhood during times of emergency.

A recent survey by PRIA (Tandon & Srivastava 2002) suggests that rural India is a better performer with regard to charitable giving than urban India. PRIA findings reveal that in India, more than 75 million households or nearly 40.7% of the total households donate to charitable causes. Out of this, 68% live in rural areas. On the contrary, the CSS findings in Orissa suggest that urban households in Orissa make more charitable contributions than semi-urban or rural Orissa. While 96% of people in the urban areas donate for charitable purposes, the corresponding figures for semi-urban and rural areas are 89% and 56% respectively. This may be due to the extreme poverty in rural areas of the state. Here it can be noted that the percentage of urban poor among the total poor in Orissa is just 9.7%, the lowest among all major states in India except Assam (OHDR, 2004).

1.1.3 CSO membership. Community survey findings suggest that nearly 57% of people in Orissa are associated with at least one CSO. As far as the extent of participation in the CSOs is

concerned, findings from the CSS indicate that religious organisations (22.13%) have the highest community participation followed by cooperatives (16.94%) and neighbourhood/village committees (15%). Education groups (9.32%), cultural groups (7.97%), NGOs/civic groups/human rights organisations (6.18%), women's groups and youth groups (5.47%) also have a fair level of people's participation. Ethnic groups have the least participation (0.09%) rate.

Besides these organisations, Orissa also has government promoted and supported organisations of volunteers like National Service Scheme (NSS), National Cadet Corps (NCC), and Scouts and Guides.

1.1.4 Volunteering. The act of volunteering comes from a proactive model of human behaviour and community need for civic action. Voluntary action is an inherent characteristic found in the social tradition of Orissa. It is observed in both organised and unorganised forms in rural and urban Orissa. Generally, voluntary action for any social cause has more of a rural than urban face in India. This is particularly so in Orissa due to its predominantly agrarian economic character, which fosters traditional family set-ups and value systems of share and care. Urban Orissa, on the other hand, does not have a large base of informal voluntarism, as people are more individualistic and self-oriented. Some organised efforts, however, in the form of youth clubs, socio-cultural associations, and sports clubs are present. As indicated above, the government has taken some initiatives to set up organisations such as NCC, NSS and NYKS among others to promote organised volunteerism among the youth. CSOs often organise health camps, blood donation camps etc., which require the active participation of community members. People's response to volunteering was found to be quite encouraging, according to the community survey. More than 90% of the respondents remarked that they had volunteered for some cause, such as helping neighbours or helping a needy person.

However, over the years Orissa has experienced a decline in the volunteering culture with respect to the education system, the traditional healthcare system, and others. With the government providing all such facilities, people have become increasingly dependent on government provisions while shedding their voluntarism. Now that the government is withdrawing itself from its welfare role, the private sector has come forward to provide basic services, such as education and healthcare. As a result, the society is experiencing privatisation of its education and healthcare system. While privatisation of basic services is perceived to be more efficient, it has influenced the further decrease in the volunteering spirit of the community.

1.1.5 Collective community action. Collective community action in Orissa, like voluntarism, is deeply rooted in its culture of sharing ideas, skills, time, energy and resources for a common cause or concern. People for generations have solved various common problems or have taken up community activities with a collective and cooperative spirit. Various social functions and customs are designed in such a way that they require a lot of cooperation and collective effort. For example, family functions like marriage are not celebrated only by a particular family. The entire neighbourhood and even the whole village become involved. The Same spirit is found in the participation of other social functions including funerals and emergencies. Though rapid urbanization and increasing orientation towards nuclear-family norms have underplayed this attitude, volunteering is still in practice with a degree of success in many parts of the state. Of late, both rural and urban Orissa have seen an upsurge of cultural events, like the elaborate celebration of different socio-religious festivals with youth committees taking the lead in organising the events.

Voluntarism also exists for reasons other than socio-cultural, religious and philanthropic ones. Sometimes CSOs working at grassroots, through organising activities that promote common good, induce community members to volunteer. Media findings reveal incidents of organised efforts of social action by CSOs in facilitating collective community initiatives among the people. For instance, the farmer's federation in Asna in underdeveloped Koraput district organised five hundred volunteers to complete the construction of a bridge. Odagaon Anchalika Jungle Suraksha Committee took up plantation activities in a cluster of villages. Bhubaneswar Slum Protection Forum took up the case of slum dwellers and protested the eviction drive by the district authorities. Finally, environment preservation activities taken up by NSS volunteers and NCC cadets are additional examples of CSO-undertaken activities accomplished through social mobilisation.

Based on the CSS findings, 51% of the respondents have participated in community meetings or actions. If the number of those who actually participated is considered out of the total of those who were aware of the meeting this percentage goes up to 78%.

From the study's perspective, collective community action is examined mainly from two angles – people's participation in community meetings and community activities. According to 68% of the CSS respondents, meetings did take place to discuss various common issues affecting the respective communities. Of the 75% of the respondents that indicated that they participated with varying frequencies in community meetings (from once to several times), only 1.7% participated several times. Similarly, nearly 40% of the CSS respondents believed that voluntary community action does take place, while 69% of the respondents took part in voluntary community action in varying degrees. A paltry 2.4% of said respondents contributed to voluntary community action several times. Despite the fact that a very low percentage of people participated many times in community meetings and voluntary community action, it is worth noting that 51% of the CSS respondents participated in either of these two activities.

1.2. Depth of Citizen Participation in Civil Society

This subdimension examines the intensity of various forms of citizen participation in civil society in Orissa. Table III.1.2 summarises the respective indicator scores.

Table III.1.2: Indicators assessing depth of citizen participation

Ref. #	Indicators	Score
1.2.1	Charitable giving / contributions	1
1.2.2	Volunteering ¹⁸	
1.2.3	CSO membership	1

1.2.1 Charitable giving/contributions. Charitable giving is found in various forms – cash donations, material contributions, or time contributions. The Oriya diaspora shows exemplary acts of charitable giving during times of disaster. Notwithstanding the fact that poverty acts as an impediment for charity, people of Orissa are inclined toward charitable giving. The nature of limited charitable giving activity is quite evident from a lower score (1) given for this indicator. Community survey findings indicate that nearly 42% respondents donate less than 1% of their income for charitable causes and nearly 33% contribute between 1% and 2% of their annual income. Only 19.6% believe that they contribute more than 3% of their annual income.

In addition to cash donations, the people of Orissa also contribute materials to marginalised or disaster-affected people. Volunteering to help the affected communities can also be seen as a

¹⁸ This indicator was not scored.

qualitative form of charitable giving, which is dealt with in detail in the next indicator.

1.2.2 Volunteering. Volunteering continues to be a core value and a virtue reflecting social solidarity of Orissan society. People in Orissa may not donate large sums of money, but they do contribute a considerable part of their time to volunteering. The Community survey findings show that nearly 20% of people devote more than 20 hours in a month to volunteering. There are primarily six types of activities for which people in Orissa volunteer – medical help, financial help, emergency help, help in social functions like marriage or community level functions, and lending a helping hand in household activities, such as taking care of neighbour's children, conflict resolution in the community, or any combination of these six activities. The spirit of volunteerism is mostly observed during medical emergencies, and/or in extending financial or domestic assistance to neighbours.

During the scoring exercise the NAG members expressed that volunteerism was an inherent characteristic of people in rural Orissa. However, these people, whether in rural or urban Orissa, never keep an account of the time spent on volunteering. Based on the assumption that it would be difficult to quantify the time spent in volunteering, the NAG did not score this indicator

1.2.3 CSO membership. Community sample survey suggests that a little more than 32% of those who are CSO members associate themselves with more than one CSO. The fact that nearly 35% of people do not associate themselves with any CSO is a somewhat discouraging trend, as reflected in the low score of 1 attributed to this indicator.

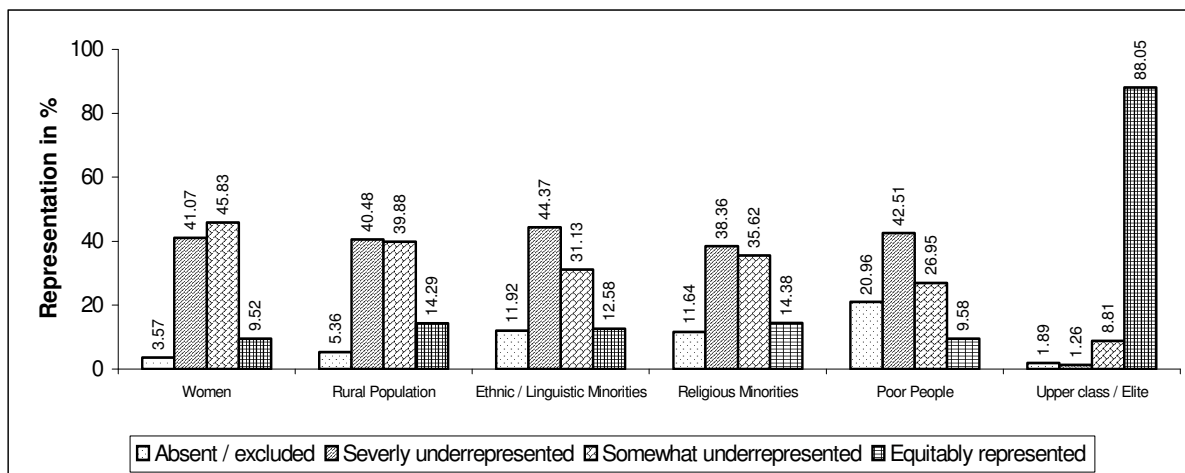
1.3. Diversity of Civil Society Participants

This subdimension examines the diversity and representativeness of the civil society arena. It analyses whether all social groups participate equally in civil society and whether there are groups that dominate or are excluded. Table III.1.3 summarises the respective indicator scores.

Table III.1.3: Indicators assessing diversity of civil society participants

Ref. #	Indicators	Score
<u>1.3.1</u>	Representation of social groups among CSO members	1
<u>1.3.2</u>	Representation of social groups among CSO leadership	1
<u>1.3.3</u>	Distribution of CSOs around the country	2

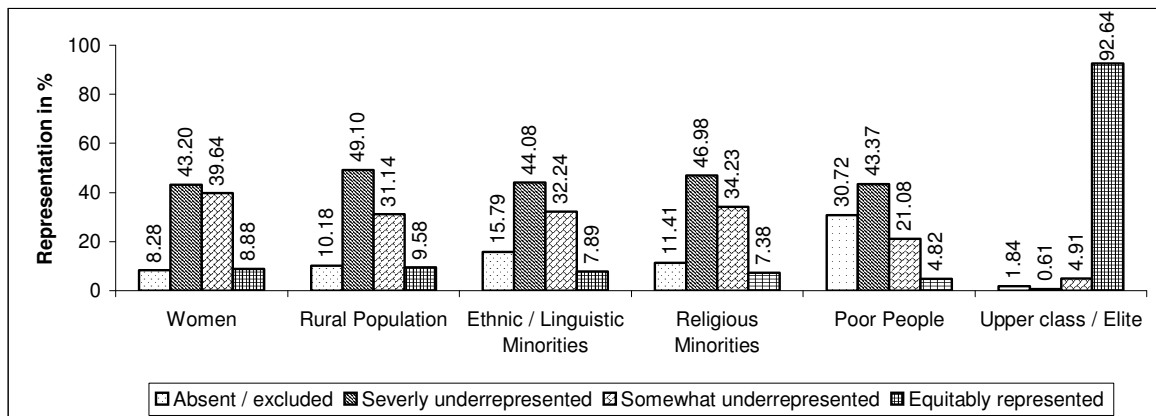
1.3.1 Representation of social groups among CSO members. This indicator examines the representation of six different types of social groups, namely women, rural people, ethnic/linguistic minorities, religious minorities, poor and urban/elite class in different CSOs of Orissa. RSC findings are captured in Figure III.1.6, which explains different social groups and their representation in different degrees. While 88.05% of the RSC respondents believe that upper class/elite groups are well represented in the CSOs, 69%-87% believe that other social groups are either severely underrepresented or somewhat underrepresented.

FIGURE III.1.6: Representation of various social groups in CSO membership

An unpublished doctoral thesis entitled *Trade Union Leadership and Membership in Orissa* shows that women's membership in trade unions is less than five percent (Dash 2002). On the other hand, self-help groups (SHGs), being promoted in India since 1990, have 100 percent membership of women. The vigorous promotion of SHGs, by the government, different banks, and NGOs, has increased women's involvement in such organisations in both membership and leadership capacities. In Orissa, the State Government since 2001 has been engaged in the promotion of SHGs through the 'Mission Shakti' programme. Based on the government's statistics, between April 2001 and February 2005, 149,233 women SHGs have been formed with a collective membership figure of 1,878,985.

(http://www.orissagov.nic.in/wcd/ww/scheme/ww_missionshakti.htm).

1.3.2 Representation of social groups in CSO leadership. Similar to the previous indicator, this indicator also examines the representation of various social groups in CSO leadership. RSC findings suggest that the representation of various social groups in CSO leadership is not very different from that in membership. Figure III.1.7 shows that 92.64% of the stakeholders in all the six RSCs believe that the elite/upper class dominate in the leadership positions of CSOs in Orissa. Various reasons, including access to resources, information, and education would explain this state of affairs. Upper/elite class people have more access to resources, information and education than other social group like women, rural and poor people, and ethnic/linguistic/religious minorities.

FIGURE III.1.7: Representation of various social groups in CSO leadership

There is an interesting observation with respect to women's leadership in various movements. Though women take active roles in many movements such as protest campaigns or rallies as well as assisting in formulating strategies, they are underrepresented in leadership roles. It must also be known that there is hardly any literature on women's involvement and leadership in people's movements (Jena 2004). Lack of a clear ideology behind activism, the culture of machismo and economic dependency of women are some of the identified factors responsible for such marginalisation of women.

In pre-independence Orissa, many women participated in the freedom struggle and led important events like the civil disobedience movement, salt *satyagraha*, among others. Though some of them were ostracised by the society that did not approve of women's involvement in such activities, many of these women activists continued to follow Gandhian reformist principles. Their involvement was mainly restricted to the reconstruction and rebuilding state infrastructure, as opposed to active politics (Jena, I. 1999). With a few exceptions, subjugation of women continued in post-independence Orissa and this is evidenced by the low female literacy rate of 50.51% as compared to that of 75.95% for men, and the low sex ratio of 972 (per 1000 males) according to the 2001 Census. Today, though there are some women-led NGOs that continue to contribute to the social development in some significant ways, their percentage with regard to leadership in the total number of NGOs is very low. NGOs, nonetheless, employ a large number of women as compared to any other CSO category. Marginalised social groups both as members and as leaders are underrepresented in many CSOs, like trade unions, professional associations, and trade and commerce associations. This includes the rural population as well. Though there is no statistical evidence to support the preceding statement, anecdotal indications from civil society experts during the interview process and the NAG members during the consultative meeting share a similar view.

In people's movements, where the livelihood of a particular group is at stake, social groups other than women and the upper class/elite take the leadership. Tribals, dalits and rural people are spearheading the people's movement against industrialisation at various places in Orissa.¹⁹

1.3.3 Distribution of CSO around the country. The issue of geographical spread of CSOs in Orissa has brought a mixed response from the stakeholders in the RSCs. While 41% feel that

¹⁹ These movements are ongoing in Kshipur against the Alcan and Indal group of industries; in Kalinga Nagar against the Tata group of industries; and in Jagatsinghpur against the Posco group of industries, all of which wanted to set up industries in these areas by displacing the locals.

CSOs are located mostly in urban areas, 38% feel that they are present in all except the most remote areas, whereas 17% believe that they are present in all localities, including the remote areas. This mixed opinion can be attributed to the fact that the administrative offices of many CSOs in Orissa are present in urban areas for operational convenience. However, their activity spheres expand from urban to even the most remote areas. Most of the RSC participants agree with this observation.

1.4. Level of Organisation

This subdimension looks at the infrastructure and internal organisation of CSOs in Orissa. Table III.1.4 summarises the respective indicator scores.

Table III.1.4: Indicators assessing level of organisation

Ref. #	Indicators	Score
1.4.1	Existence of umbrella bodies	1
1.4.2	Effectiveness of umbrella bodies	1
1.4.3	Self-regulation within civil society	1
1.4.4	Support infrastructure	1
1.4.5	International linkages	1

1.4.1 Existence of umbrella bodies. Most of the umbrella bodies, alliances, and networks are generally found among the NGOs in Orissa. Some alliances are found among other types of CSOs like Farmers' Unions, Teachers' Associations, etc., but the numbers of such alliances are very few. Review of the secondary data suggests that there are 31 networks among the CSOs on various issues like health, disaster management, education and sanitation, formed mostly by the NGOs (See Annex – 3 for details).

Besides these networking organisations, there are federations that cater to the needs of particular interest groups. Data from secondary sources reveal that there are 11 federations among the CSOs that work for promoting the interest of specific groups like dalits, women, etc. (see Annex – 3 for details)

Primary data from the RSCs indicates that the number of networks or alliances among CSOs in Orissa is inadequate. A majority of participants (86%) in the RSCs hold that less than 40% of the CSOs belong to networks, alliances, or umbrella bodies. The RSC questionnaire survey reveals that CSOs, particularly operating in Keonjhar zone²⁰ (comprising Keonjhar, Bhadrak, Balasore and Mayurbhanj districts) and Phulbani zone (comprising Phulbani, Boudh and Nayagarh districts) have very few or an insignificant number of networks or alliances.

Participants in the RSCs attribute two broad reasons for the low number of networks among the CSOs. First, there is lack of proactive leadership. Secondly, existing networks are mostly formed within the CSOs registered under Society Registration Act of 1860, leaving out non-registered CSOs. One suggestion given during the RSCs was to devise mechanisms to include the non-registered CSOs in umbrella bodies, networks or alliances.

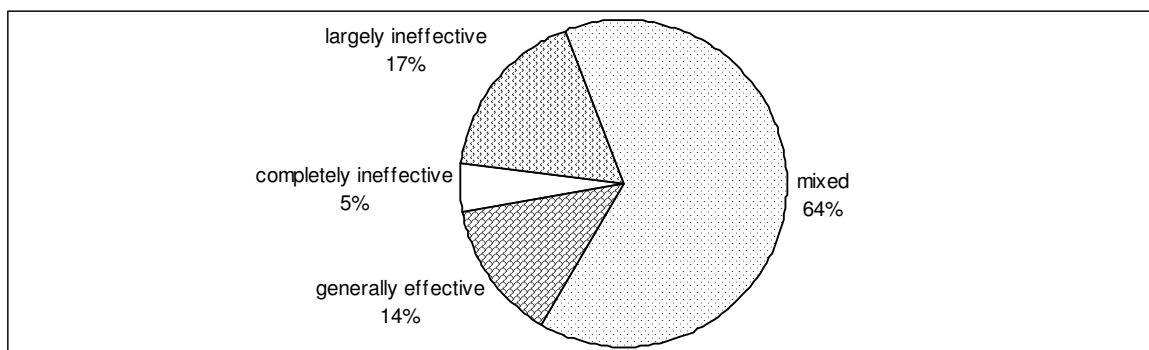
1.4.2 Effectiveness of umbrella bodies. The question of effectiveness in the existing networks, umbrella bodies or alliances brought mixed responses from the respondents in the RSCs. A majority (64%) think that such associations only give a mixed result, i.e., neither effective nor ineffective, whereas 14% perceive that they are effective in meeting the objective or purpose

²⁰ The zones were formed for the purpose of convenience in conducting Regional Stakeholder Consultations. The districts in a particular zone have been taken on the basis of their geographical proximity.

which they have been formed to pursue (Figure III.1.8). This fact is corroborated by the findings from media studies.

Participants in the RSCs observe that various factors are responsible for the ineffectiveness of the CSOs umbrella bodies, networks and alliances. Some of the factors are lack of leadership, ineffective communication, inadequate resources, lack of organisational back up, absence of coordinated and sustained efforts, and political pressure.

FIGURE III.1.8: Effectiveness of networks/alliances/umbrella bodies



1.4.3 Self-regulation within civil society. RSC respondents observe that only 2% of CSOs have self-regulatory mechanisms in place. On the other hand, they express their ignorance about the existence of self-regulatory mechanisms in nearly 22% of the CSOs. Voluntary efforts by the CSOs to establish any code of conduct or other means of self-regulation within the organisations do not present a very encouraging picture either. Nearly 13% of the stakeholders were of the view that there are no efforts on the part of CSOs toward self-regulation, and another 27% hold that such efforts were very basic. On the contrary, the state government's plan to draft a bill that would place measures for NGO regulation within the state has faced visible opposition from a united NGOs platform called 'Odisha Bikash Manch' (Orissa Development Forum)

The enactment of the Right to Information Act in October 2005 has made it compulsory for government institutions to be transparent in their expenditures and accountable for their operations. A debate ensued in the state about the need for voluntary efforts by NGOs to maintain accountability and transparency in their operations as well. Though many NGOs and few professional CSOs and trade unions bring out annual reports and audited balance sheets clearly stating the funds flow statements, the lack of self-regulation mechanisms or codes of conduct continues to be a CSO gray area. It is, however, important to note here that SHGs make it mandatory to maintain proper accounts of their financial operations.

1.4.4 Support infrastructure. Support infrastructure is an important factor that has contributed significantly towards the current state of the overall functioning and effectiveness of the CSOs. The study examines this aspect from the perspective of supporting organisations, resource centers, information databanks, technical assistance programmes, etc. that the CSOs have access to. In Orissa, a majority of the RSC respondents (nearly 81%) believe either that such a support infrastructure is limited or that it does not exist. Very few (16%) view the existing infrastructure to be expanding and only 2% consider it a well-developed support infrastructure base within the CSOs.

1.4.5 International linkages. The RSC findings suggest that civil society in Orissa has very poor international linkages. Among the RSC stakeholders, 30% express ignorance about such linkages. Of the remaining stakeholders, a large majority (69%) believe that there are few international networks operating in Orissa. Similarly, while 28.8% of the RSC respondents express ignorance about participation of CSOs in any international event, nearly 78% of the remaining respondents suggest that CSOs participate in such events on very few occasions. Supplementing the lower rate of participation of CSOs in international events, the NAG members observe that higher levels of international linkage should not be seen as a positive position. As further explained by NAG members, “by emphasising more on international linkages, the CSOs would lose focus of their priorities, i.e., working with the community at the grassroots.”

Notwithstanding the debate whether to establish international linkages or not, it is, however, important to note some of the international campaigns where CSOs of Orissa not only have taken part, but have also established linkages with national and international civil society. A few examples of such campaigns are the Millennium Development Goal (MDG) campaign, the Global Week of Action for Fair Trade campaign, the campaign against globalisation in collaboration with World Social Forum, campaigns in association with Green Peace International for environmental protection and Social Watch Coalition (a broad based network of civil society organisations, citizens and communities across the globe). In Orissa, the MDG campaign aims at pressurising both the central and state governments to adhere to the promises made in the Common Minimum Programme (CMP) and the 10th Five-year Plan of Government of India. Similarly, the Social Watch Coalition intends to keep a watch over government transparency and accountability by bringing out periodic reports highlighting such issues both at the state and the national level.

1.5. Inter-Relations within Civil Society

This subdimension analyses the relations amongst civil society actors in Orissa. Table III.1.5 summarises the respective indicator scores.

Table III.1.5: Indicators assessing inter-relations within civil society

Ref. #	Indicators	Score
1.5.1	Communication between CSOs	1
1.5.2	Cooperation between CSOs	1

1.5.1 Communication between CSOs. Inter-CSO communication evinces a mixed range of responses from the stakeholders in the RSCs. While nearly 56% of respondents feel that it is either limited or very much limited, 44% believes it is significant or moderate. However, respondents raise concerns over this indicator, as they find it to be a weak area that needs to be improved. There are numerous NGOs working in the same district on the same issue (e.g., poverty alleviation) without any proper coordination among them. This leads to duplicity of efforts and sub-optimal use of resources. However, with the increased use of the Internet and computers, the status with respect to information sharing is gradually improving among the NGOs. Other CSOs, like trade unions, students’ unions and professional associations have very specified target segments to which they are accountable, but as far as inter-group communication is concerned, it is undeniably as dismal as in NGOs.

1.5.2 Cooperation between CSOs. CSOs in Orissa work on various issues at different places. Usually, they cater to the interest of their respective target groups, for example trade unions catering to the interest of the union workers, teacher’s union catering to the interest of teachers, and so on. The convergence of efforts by these groups may not be very frequent. However,

during emergencies and disaster management or specific issues that may call for an intense action by civil society, CSOs of different hues do come together. For instance, in the aftermath of the super cyclone in 1999, all CSOs, government agencies, national and international donors, and corporate houses came together in rehabilitation and restoration activities of the affected communities. In total, 113 different types of CSOs including 51 NGOs, 11 international NGOs, 12 religious/faith based organisations and 13 corporate houses were involved in rehabilitation and reconstruction work following the super cyclone (Behera & Sarkar 2003).

Apart from carrying out relief and rehabilitation activities in their own capacity, the CSOs also formed consortiums for more coordinated and effective efforts during that period. Christian Aid, Orissa Development Action Forum (ODAF) and Orissa Disaster Mitigation Mission (ODMM) formed consortiums on various issues relating to the formulation of policies and implementation of projects as well as to effective mitigation measures and disaster preparedness. UNICEF's role in coordination of relief activities was also noteworthy. Through the UN Disaster Management Team (UNDMT), UNICEF coordinated the national aspects of relief and rehabilitation from Delhi, working closely with the donor communities and local NGOs. Besides the various types of CSOs, public sector companies like KRIBHCO, Nilachal Ispat Nigam Ltd., Oil & Natural Gas Corporation Ltd., NCL Hyderabad, Kolkata Municipal Corporation, Damodar Valley Corporation, IBP CO Ltd., Cement Corporation of India and IFFCO, also contributed to the cause by reconstructing houses, primary schools and cyclone-shelters in the cyclone-affected districts (Behera & Sarkar 2003).

Rising to the Occasion: Women's Groups Show the Door to the Chief Minister

Super cyclone in 1999 gave a great deal of scope to CSOs to show a rare strength of solidarity to rebuild the cyclone-ravaged Orissa. During the same year, another incident aroused the women in Orissa. The incident was that of Anjana Mishra who was fighting a case of ill treatment by her husband. However, while fighting her misfortune, she also had to undergo considerable humiliation when one of the top functionaries of the state government in the pretext of showing sympathy tried to mistreat her. When she filed a court case against the government official, she was subjected to various pressure tactics including sexual harassment by hired goons. These incidents enraged women groups who resorted to state wide agitation, and demanded action against the tarnished officer. As the Chief Minister did not pay heed to their demands, they intensified their agitation, which led to the ultimate ouster of the accused government officer and Chief Minister from their positions. The media, both print and electronic, played a supportive and positive role by covering the entire course of events widely.

Approximately 912 CSOs and 33 networking organisations in Orissa came together in 2004 to form the Orissa Vikash Manch. This Manch raised the voice against the State Government's decision to bring out a NGO bill to regulate the activities of NGOs in the State. Consequently, the State Government postponed its decision on the issue.

Primary survey findings show that the opinion of the RSC respondents on alliances/networks on issues of common concern is divided and varied. While more than 57% of the respondents hold that there are either very few or no alliances or networks on issues of common concern, 43% believe that there are alliances. The most pressing issues of alliances/networks have been those of the human rights, closely followed by those of development like poverty, illiteracy, etc. In addition to this, concerns about the environment, caste/class/religion issues, social problems and the plight of women are some of the common subjects that networks have been formed by CSOs in Orissa to act upon collectively.

1.6. Civil Society Resources

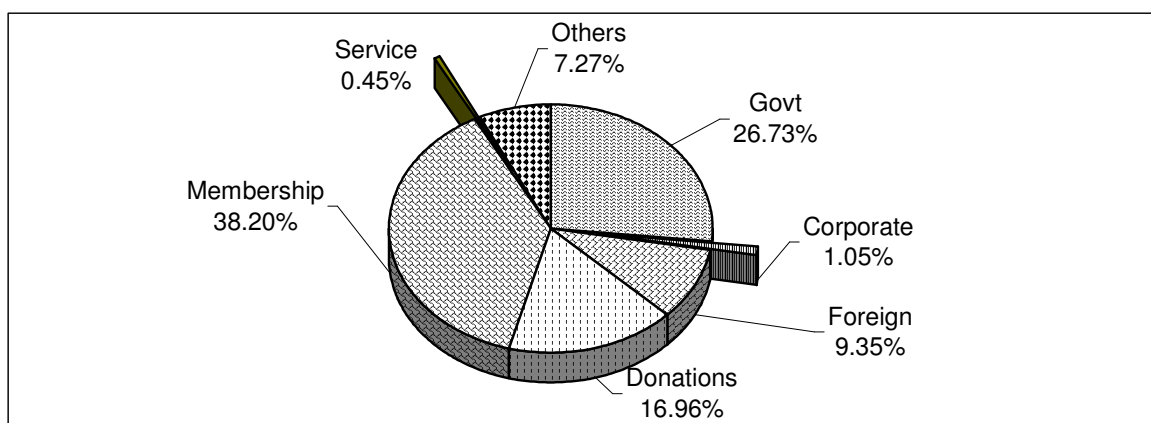
This subdimension examines the resources available to CSOs in Orissa. Table III.1.6 summarises the respective indicator scores. It gives an indication that CSOs in Orissa are not very comfortably placed with respect to their resource requirements, particularly with respect to financial, technical and infrastructural resources.

Table III.1.6: Indicators assessing civil society resources

Ref. #	Indicators	Score
1.6.1	Financial resources	1
1.6.2	Human resources	2
1.6.3	Technical and infrastructural resources	1

1.6.1 Financial resources. This indicator looks at the adequacy of financial resources. In India, sources of finance for the CSOs are mainly donations, self-generated/membership fees, loans and grants. More than half of the receipts of CSOs in India are self-generated (through fees, charges for services, etc). A PRIA study reveals that grants and donations taken together constitute 41.9% of total CSOs receipts in India (Tandon & Srivastava 2002). In Orissa, the RSC revealed that membership fees, government funding and donations are the three major sources of CSOs finances. Membership fees meet 38% of the financial requirements, government sources meet nearly 27% of the requirements and donations meet another 17% of the requirement. Foreign sources account for only 9% of the finance requirement (Figure III.1.9).

FIGURE III.1.9: Sources of financial resources



Secondary data corroborates findings from the primary survey. As of 31 March 2004, out of 28,351 registered CSOs in India, 17,145 have received funds worth Rs.5105.46 cr. from foreign sources. (http://mha.nic.in/forn_div-salient0304.pdf) In Orissa, 886 CSOs have been reported to receive grants of Rs.93.39 crores from foreign sources in the same period (http://mha.nic.in/forn_div-salient0304.pdf). However, out of the twenty-five districts that received the highest amount of foreign funds in India as reported by the Ministry of Home Affairs, none belongs to Orissa. This is reflected in the dissatisfaction of the RSC participants about the financial resources of CSOs in Orissa. Only 36% respondents opine that financial resources of CSOs in Orissa are adequate.

1.6.2 Human resources. The voluntary sector in India is emerging as a major employer and the situation is similar in Orissa. As the sector grows rapidly and gradually moves from a voluntary

to a professional role, it is increasingly adopting a more systematic organisational structure. Organisations are seeking quality human resources to effectively carry out various development projects, as efficiency and accountability have become the buzzwords of the day.

This has led to the emergence of specialised institutions offering professional courses on subjects like NGO management, rural development, women's studies, social work etc. There are three institutions of national repute in Orissa that offer professional courses on these subjects and others. These are the National Institute of Social Work and Social Science, Centre for Development Research and Training under the Xavier Institute of Management, and the School of Women Studies under the Utkal University. The supply of qualified professionals from these institutions has partially been able to meet the human resource requirements of the NGO sector in Orissa.

Quite aptly, in case of 70% of CSOs in Orissa the RSC respondents feel that the quality of manpower is adequate. On the other hand, the respondents are unaware of the position in the case of 25% of the CSOs.

1.6.3 Technological and infrastructural resources. The use of technology and its infrastructure is assuming greater importance now than ever before. The revolution in information technology and the telecommunication fields has been phenomenal in the last two decades. These technologies contribute immensely in bridging earlier communication gap and thus increase networking capacities among different organisations and institutions. Keeping this in mind, an attempt has been made in this study to establish whether the technological and infrastructural resources of the CSOs in Orissa are able to achieve the defined goals of the organisations.

The RSC participants believe that the existing technological and infrastructural resources are rather adequate or adequate in the case of nearly 56% of the CSOs. However, a large majority (77%) of the RSC participants are of the view that such resources are either absent or very much limited. Though the lack of access to information is a major drawback that plagues the CSOs, 15% of the participants feel that support infrastructure of CSOs is expanding, which indicates a positive development.

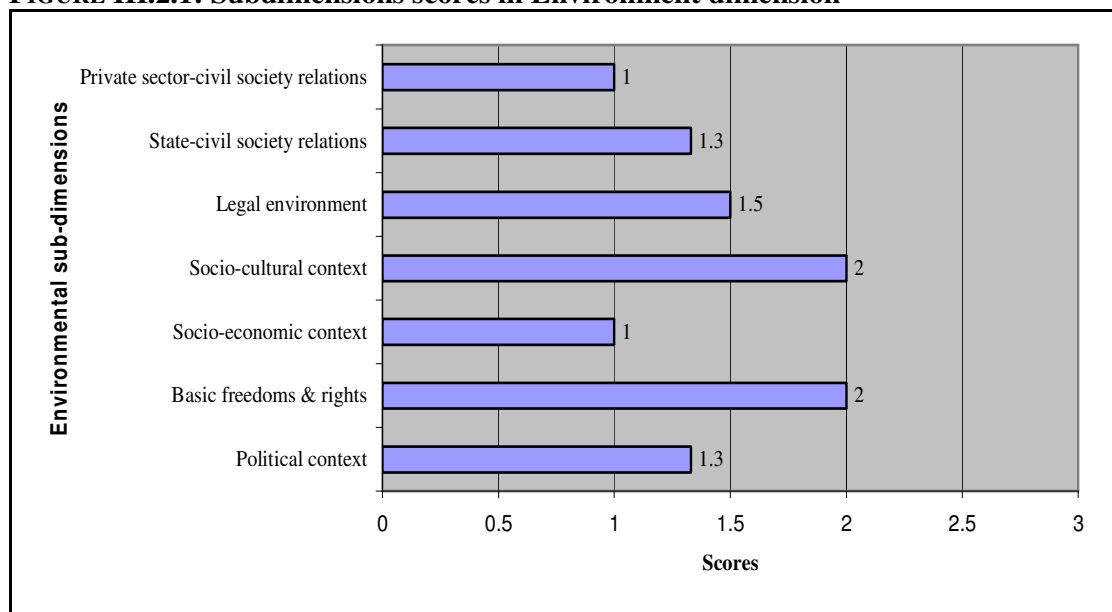
CONCLUSION

The structure dimension, which examines the make up of civil society in terms of the main characteristics of citizen participation and associational life, is found to be rather weak in the case of Orissa. Under-representation of marginalised social groups within civil society, poor organisation and weak financial sustainability of the sector are some of the factors contributing to this weak structure. While the level of organisation in terms of networks, federations or umbrella bodies is not well developed; the level of communication among CSOs does not portray an encouraging picture either. There are numerous examples of organisations working in the same area but a lack of coordination between them has resulted in duplication of efforts and inefficient use of resources. Though CSOs in Orissa have adequate human resources to achieve their defined objectives, inadequate financial and technological resources often prove to be stumbling blocks. Nevertheless, relatively vibrant and broad civic engagement of people in terms of prevalent charitable giving and volunteering are major assets of civil society in Orissa.

2. ENVIRONMENT

This section analyses the overall political, social, economic, cultural and legal environment within which civil society exists and functions. The score for the Environment dimension is 1.5. It suggests that the external environment is not quite enabling enough for a vibrant civil society to thrive. Figure III.2.1 presents the scores for the seven subdimensions within the Environment dimension.

FIGURE III.2.1: Subdimensions scores in Environment dimension



2.1. Political context

This subdimension examines the political situation in Orissa and its impact on civil society. Table III.2.1 summarises the respective indicator scores.

Table III.2.1: Indicators assessing political context

Ref. #	Indicators	Score
<u>2.1.1</u>	Political rights	2
<u>2.1.2</u>	Political competition	2
<u>2.1.3</u>	Rule of law	1
<u>2.1.4</u>	Corruption	1
<u>2.1.5</u>	State effectiveness	1
<u>2.1.6</u>	Decentralisation	1

2.1.1 Political rights. India, the largest secular democracy in the world, has a parliamentary system of government. The Constitution of India gives the citizens the right to vote and elect their representatives to the Lower House of the Parliament. Elections usually take place every five years, unless the House is dissolved earlier. The political party having a clear majority in the election forms the government. When no single party has a majority, a number of political parties form a coalition government. The leader of the opposition has an important role in parliamentary democracy.

The political rights conferred upon Indian citizens are considered a powerful instrument, as people have the choice to decide who will rule them. Indian citizens have changed their governments a number of times. During 1975 when Indira Gandhi, then Prime Minister, imposed

an emergency rule in India, people showed their displeasure and voted her party out of power in the next election. For more than a decade, due to the unsatisfactory performance of the political parties at both the national and state level, voters did not elect any single party with a clear mandate in Orissa. This has led to the formation of coalition governments in the country for four consecutive terms at the central level and two consecutive terms in the State of Orissa. Quite appropriately, participants in the RSCs feel that secular democracy is the biggest strength of India.

A recent ranking for political freedom in 109 countries done by Freedom House shows India has a score of 2 on a scale of 1-7 with 1 being ‘the most free’ and 7 being ‘the least free.’ (Freedom House: Freedom in the World 2005). Notwithstanding the higher rating of India, which is also reflected in Orissa, the State has at times been repressive. The fact-finding study on *Struggle against Lower Suktel Dam: A People’s Movement*²¹ reveals that during July 2005 women members of the movement had to face the brunt of police atrocities when they were protesting against the inauguration ceremony for a proposed dam project by a local legislator. Similarly, other protestors have occasionally faced the same action from the state, since land acquisition for the proposed dam began in 1997.

There are other examples where the State’s brutal response to the people’s struggle for their rights has raised serious questions about people’s political rights to oppose state action. The Maikanch police firing in Rayagada district in 2000 caused the death of three tribal people. In 2006 unrest in Kalinganagar in Jajpur district resulted in the death of 12 tribal people because of police action. These are but a few examples that show the State’s repressive action encroaching upon people’s rights. On both occasions, people were protesting against proposed industrial projects whereby they feared displacement and loss of their livelihood.

2.1.2 Political competition. In general, there is healthy competition among political parties. People’s representatives are chosen through elections that are conducted by an autonomous Election Commission. Utmost care is taken to conduct these elections in a fair, neutral and impartial manner. However, despite the provisions and systems in place, aberrations and deviations are sometimes found in the existing system. From a single party majority rule to coalition of regional parties with divergent interests, political competition has turned into confrontation – often acrimonious and divisive.

The right of people with criminal records and those charged with an offence to run for public office has been a contentious issue in recent times (National Social Watch Coalition 2006). The use of unfair means in elections to be elected has also raised some concern in the political sphere. Presently, nearly 23% of the members of parliament (MPs) and 14% of the elected representatives in Orissa have criminal cases against them. (<http://www.pacindia.org/news/newloksabha/view>).

Bolstering this argument, and following the literature published in the special supplement of *The Tribune*, 24 September 2006, the NAG members unequivocally raise concerns over the tradition of unhealthy political competition in the country. Further, the NAG members strongly believe that “ethos and culture of the political parties are wrong [as they] lack institutional norms for recruiting members.” “There is no intra-party democracy and the political leaders practise demagoguery,” they observe.

²¹ refer Annex-4, Case Study – 1 for details

These developments in Indian democracy have created a negative impact on the political environment and, with no single party getting the needed mandate to form government at the center as well as in some of the states, the outcome has resulted in hung parliaments or united fronts forming coalition governments involving multiple parties with the largest party taking the leadership. This kind of coalition/collaborative government has weakened the decision-making processes in the government, owing to pressures and counter pressures. However, the situation cannot be painted all black. There are several instances of people's representatives leading relatively simple lives. They use buses, travel by trains, own less gold and less property than corrupt police constables, and are as financially strapped as their constituents.

2.1.3 Rule of law. The Constitution of India 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" (Article 14). In order to ensure this, India has an integrated hierarchical judicial system where the Supreme Court is at the apex followed by the High Courts at the state level and the Subordinate Courts at district level. All the courts have powers to deliver justice relating to criminal and civil cases. In addition to this, the two higher courts also have powers to deal with cases relating to violation of fundamental rights of the citizens. There is provision to make an appeal to a higher court for reconsideration of the judgment passed by lower courts.

Whenever the executive fails to meet people's rights, the judiciary intervenes. There are many instances where the judiciary has taken a positive stand, like the rights of disabled people, decisions in favour of victims of industrial tragedies and the eradication of child labour. Following the Rio Declaration in 1992, the judiciary has also started taking interest in environmental matters. Articles 32 and 226 of Indian Constitution provide many opportunities to the citizens for filing Public Interest Litigations (PIL) concerning environmental and social issues.

However, there are a few instances when controversial judgments have shaken the public faith in the judiciary. A recent poll by *The Times of India*, a leading English daily newspaper (27 February 2006) in the context of Jessica Lal murder case shows strong resentment of the public towards the judiciary. The fierce public outcry following the verdict in this murder case prompted the government to reopen the case and amend the Criminal Procedure Code (CrPC).

The government is planning to add a fresh clause to section 164 of the CrPC, i.e., 164 (a), which will deal with punishment for hostile witnesses and shielding them from allurements and arm-twisting in the course of court proceedings. At the same time, in another historic judgment, a special court in Mumbai ordering life imprisonment to all the nine accused involved in a communal riot in Mumbai has instilled some level of confidence in the rule of law of the land.

However, system inadequacies like delays in case disposal, delay in delivery of judgments due to long trial period, inadequate number of courts and fast track courts²² and want of adequate number of judges often paralyze the functioning of judiciary in India and Orissa as well. Besides these system inadequacies²³, the judiciary (lower) in Orissa is perceived to be among the four most corrupt services in the country. (Transparency International India 2005) Some facts given below reflect the system inadequacies in the existing scenario in Orissa.

To overcome such inadequacies Fali S. Nariman (2005), one of the great commentators of the

²² Fast track courts are established for fast disposal of cases

²³ For details see National Social Watch Coalition (2006) *Social Watch India: Citizens Report on Governance and Development 2006* p. 94-8

Indian Judiciary, has quoted Lord Woolf, Lord Chief Justice of England and said, “Like old clocks, our judicial institutions need to be oiled, wound up and set to true time” (*The Tribune*, 24 September 2005).

2.1.4 Corruption. Bureaucratic rigidity and red tape are often alleged to plague the public sector in India and are considered as the most compelling reasons for corrupt practices in the public domain. This is evident from the deteriorating ranking of India in the Transparency International Corruption Perception Index. Among 146 countries, India was ranked 71 in 2002, which dipped to 83 in 2003 and further to 90 in 2004. The rank has improved marginally, however, to 88 among 158 countries in 2005 (<http://www.transparency.org/cpi/2004/cpi2004.en.html#cpi2005>).

Orissa is no exception to this. Spiraling corruption in the administration is a major source of concern for both the government and the public. In a recent admittance of facts in the State Assembly, the Minister for Public Enterprises revealed, “records of last four years show that officials of 18 of the 25 public sector units (PSUs) have embezzled money worth millions. Many of the PSUs have been a haven for corrupt officials.” (Mohammad, Siraj/TNN 2006: 1) A recent survey by Transparency International India (India Corruption Study 2005) ranks Orissa as the twelfth most corrupt state in the country among 20 major states. The survey assesses the status of corruption in the context of eleven public services. The findings suggest that the number of households in Orissa who paid bribes to different institutions during 2004-05 is the greatest for the judiciary (0.94 million); followed by government hospitals (0.93 million), land administration (0.79 million), police (0.74 million) and electricity departments (0.6 million). (Transparency International India 2005: 169)

2.1.5 State effectiveness. Effective governance is a prerequisite for development. This requires efficient and responsive institutions, and citizen-friendly rules and procedures. The way the government and the bureaucracy manage their functional responsibilities reflects the effectiveness of a state. Basic services like health and education, welfare, judicial services and fiscal management, are some of the services provided by the state government.

The deteriorating socio-economic conditions, fiscal imbalances and faulty governance standards in Orissa have raised serious questions about state’s effectiveness. The following discussion sheds light on poor governance.

Governance Dimension

It is realised that an informed, vigilant and engaged citizenry can be the best safeguard against bad governance. In Orissa, however, little “power shift” has taken place in involving “non-state-actors.” The indifferent attitude of the bureaucracy and corruption in service delivery are the primary reasons for deterioration in governance standards.

Since 2000, the State Government has been instructing senior bureaucrats to visit the districts to make the district administration more effective and responsive to the local needs, and bring out a realistic assessment of welfare programmes. However, an editorial piece in an English daily, *The New Indian Express* (25 October 2005: 8), titled *Reluctant Babudom: An Innovative Concept is thrown to the Winds* found that only five bureaucrats had visited the assigned districts in the first quarter between April and June 2005 and none in the second quarter. The editorial piece further identified that despite reminders from the Chief Secretary, the officers did not pay the required number of visits.

A survey conducted by Transparency International India (2005: 167) of 743 respondents of people's perception about the state administration in 11 public services in Orissa reveals the following picture:

- a) Nearly 80% of the respondents believed that the service provided by the police was poor. Around 60% believed the same about services provided by the judiciary, municipal and land administration departments;
- b) More than 80% of the respondents had direct experience with bribing the judiciary, and nearly 60% had the same experience with the land administration department and police;
- c) 64% to 76% respondents believed that there was a lack of commitment to reduce corruption mainly in the judiciary, municipal, police and land administration departments.

Decentralisation and devolution of power, another important dimension of governance, is dealt with in detail under the next indicator.

Fiscal Dimension

With time, it is increasingly felt that more investment is required in essential services like health, primary education, and women and child development to alleviate the socio-economic conditions of the people in Orissa.

However, the state uses most of its revenue on non-plan expenditures. At the same time, it does little to generate revenue from other sources, thereby limiting the scope for investment in the social sector. Submitting its views on the *Terms of Reference of the 12th Finance Commission and general approach of the Commission*, the Government of Orissa states that the state has been caught in a debt trap as most of its revenue receipts are spent on debt repayment. (Government of Orissa 2003: 55)

As a corrective measure, the state government in 2001 signed a memorandum of understanding with the Government of India to control the non-plan expenditure. (Government of Orissa 2005: 67). It also enacted the Fiscal Responsibility and Budget Management (FRBM) Act in 2003 to control the revenue expenditure and take up a time-bound reform programme for restructuring certain state level public sector units. These measures have resulted in improving the fiscal situation in terms of containing the revenue expenditure in last two years.

2.1.6 Decentralization. Decentralization can be essentially understood as a political process whereby administrative authority, public resources and responsibilities are transferred from central agencies to lower level organs of government. Decentralization can be done with respect to political, administrative and fiscal powers. In India, the 73rd Constitution Amendment Act, 1992 recognises a three-tier government at the sub-state level. This has created legal conditions for local self-rule called 'Panchayati Raj' paving the way for decentralised democracy at grassroots level. Major provisions of this Act are –

- establishment of a three-tier PRI structure with elected bodies at village, block and district level,
- election of members, every five years, at all the levels,
- one-third reservation for women and proportionate reservation for scheduled castes (SCs) and Scheduled Tribes (STs),
- reservation for positions of chairperson of Panchayats, Sarpanches, following the same guideline,
- constitution of a State Election Commission to monitor elections at all levels and State

Finance Commission to review financial situations of Panchayats every five years.

The Act identifies 29 areas over which the Panchayats can have their legitimate jurisdiction. These areas generally cater to the welfare of the poor and vulnerable groups. Johnson (2003: 18) has made an effort to categorise these areas into the following groups; agriculture, animal husbandry, fisheries, small-scale industries, social forestry, minor irrigation, etc. Another category focuses on rural infrastructure such as rural housing, electrification, transportation and communication linkages. A third category is related to provision of basic services like health, sanitation, education, etc. The last category relates to areas that cater to welfare activities like the Public Distribution System, benefits for SCs and STs, women and the physically handicapped.

So far, devolution of power has taken place for 29 items in 11 departments. On the other hand, Orissa is the pioneer among all Indian states in conducting Panchayat elections following the PESA Act 1996 (Panchayat Extension to the Scheduled Areas) in the year 2002 reserving all seats of chairpersons in favour of STs in the scheduled areas.

The state government has taken a number of encouraging steps to strengthen the PRIs. Now funds for many central government sponsored programmes are channelled through the PRIs to strengthen their operations. The recently enacted National Rural Employment Guarantee Act, 2005, assigns a central role to the Panchayats for its implementation. In accordance with this, the Orissa Government has taken a decision to implement *Antyodaya* and *Annapurna* food security schemes through the Panchayats. Realising the potential of the panchayats, the members of the state legislative assembly, cutting across party lines, demanded implementation of another scheme, the Food for Work programme of the Government, in March 2005 through Panchayats and not through contractors, in order to curb corruption (National Social Watch Coalition 2006).

In spite of significant provisions for strengthening grassroots governance, many factors impede successful devolution of administrative and financial powers to the Panchayats. It may be noted here that ambiguity surrounds the concept of 'self-government' and substantive power still rests with the state governments, thus preventing states from devolving power to the Panchayats (Johnson 2003: 18). The Orissa Gram Panchayats Act, 1997, also gives enough scope to dilute the powers and responsibilities given to the Gram Sabha. In the Central Act, the Gram Sabha is the center of decision-making and financial control for the Panchayat. The Orissa Act limits the provision by adding the qualifying clause that [the Gram Sabha] shall exercise such power, and perform such functions in such manner as may be prescribed. Further, the Orissa Act also empowers the District Collector, or any officer thus authorised by the collector to inquire into the functions and role of any Panchayat representative, the records, and activities of the Panchayat, and can stay the proceedings of the Panchayat, or call to account as may be seen fit. Though recently, through an amendment to Orissa Panchayati Raj Act, the power to suspend Sarpanches has been taken away from the Collectors (National Social Watch Coalition 2006), many other ambiguities in the implementation of the Act still remain.

2.2. Basic Rights and Freedoms

This subdimension examines the extent to which basic freedoms are guaranteed by law and in practice in Orissa. All the three indicators have a score of 2, indicating a relatively stronger position with respect to the sub-dimension. Table III.2.2 summarises the respective indicator scores.

Table III.2.2: Indicators assessing basic freedoms and rights

Ref. #	Indicators	Score
<u>2.2.1</u>	Civil liberties	2
<u>2.2.2</u>	Information rights	2
<u>2.2.3</u>	Press freedom	2

2.2.1 Civil liberties. The Fundamental Rights enshrined in the Constitution of India guarantee civil liberties such that all citizens can lead their lives in peace and harmony. There are seven fundamental rights, which are 1) Right to Equality, 2) Right to Freedom, 3) Right against Exploitation, 4) Right to Freedom of Religion, 5) Cultural and Educational Rights, 6) Right to Constitutional Remedies, and 7) Right to Education. These rights (defined in Part III of the Constitution of India) universally apply to all citizens, irrespective of race, place of birth, religion, caste, creed, color or sex. They are enforceable by the courts, subject to certain restrictions. Under Article 19, the Constitution of India guarantees the citizens six freedoms: freedom of speech and expression, freedom to assemble peacefully and without arms, freedom to form unions and associations, freedom to move freely within the territory of India, freedom to live in any part of India, and freedom to practice any profession or occupation. India being a democracy, violation of civil liberties is not common, though state repression occasionally does jeopardise the usual state of affairs.

A survey by Freedom House (Freedom in the World 2005) ranks India at 3 on the civil liberties front in a seven-point scale, '1' being the most free and '7' being the least free. This reflects a moderate position of India with respect to ensuring civil liberty for its citizens. India being a union of states and union territories, these general national conditions hold true for individual states like Orissa.

2.2.2 Information rights. The Right to Information Act, 2005 came into force in the country on 12 October 2005. The Act that covers Orissa gives statutory rights to citizens to get information from public authorities on matters like utilisation of public funds, progress reports of ongoing projects, state circulars, spending patterns and contracts. The new law places India along with 55 countries in the world to have such legislation.

The Act provides that each state will have a Public Information Officer (PIO). In addition, the states will also have designated officers at the sub-divisional level who will route requests on information to the relevant department. Requests for any public information, except for matters affecting strategic or security, scientific, and economic interests of the country, can be sent via letters or e-mail to the PIOs. Authorities are required to respond to queries within 48 hours if it is a matter of life and liberty. In case of other information, PIOs may take up to 30 days' time. A penalty of up to Rs. 25,000 can be imposed for failure to give information. In such cases, it will be the powers of the Central Information Commission (CIC)/State Information Commission to receive the complaints. The CIC will be headed by a Chief Information Commissioner and assisted by Information Commissioners. Rejection of any information request has to be in writing, giving reasons thereof.

The Orissa State government implemented the Act from the same day it came into force in the country. The Act makes provisions to either provide free of cost or charge a minimal user fee for the application forms, for the appeal forms, for access to different government files, or for making the information available on floppy disks, CDs or for providing photo copies, etc. However, the fees charged by Orissa government, in some cases, are higher than that recommended by the Central Government or charged for similar services in other states. This has led to wide-spread protest by civil society. Civil society demands in this respect include charging

minimal fees for various logistics used to deliver the information, issuing acknowledgement of the receipts, and a refund of the fees in case the application is rejected. Demands also include empowering the State Information Commission and amending of the service rules, which make the disclosure of government information by public servants a punishable act. The civil society would also like the use of the local language as a choice in information materials. In Orissa, the State Information Commission has taken many positive initiatives to sensitise and generate awareness among people about provisions of the Act by organising village, block and district level workshops, and organising radio and television programmes.

2.2.3 Press freedom. The Constitution of India does not contain any specific provision for Press freedom. Freedom of the Press flows from Art. 19(1)(a), which guarantees every Indian citizen the freedom of expression and speech. As this freedom is not an absolute and unfettered one, the Press is subject to certain reasonable restrictions imposed by the State. These reasonable restrictions are with respect to security, sovereignty and integrity of the State, friendly relations with foreign countries, public order, decency and morality, contempt of court, defamation and incitement to an offence. However, it is considered illegitimate on the part of the State to limit the circulation and thereby narrow the scope of dissemination of information.

Newspaper censorship or unjustifiable editorial influence, or those of its correspondents, is considered a violation of the right to freedom of speech and expression.²⁴ The 44th Constitution Amendment Act, 1978 (Art. 361A) provides that the constitutionality of censorship of the Press has to be judged by the test of reasonableness.²⁵ If there is a proclamation of Emergency under Art. 352, the Press is subject to censorship without any restraint, because Art. 19 remains suspended during that period.

A survey was conducted by the Freedom House (Freedom in the World 2005) on freedom of the press in 109 countries. According to the survey, from 2001 to 2005, India's press had a partly free status on a 3-point scale of 'free', 'partly free', and 'not free'. This shows that India has been maintaining a fair degree of consistency with respect to freedom of press. India being a union of states and union territories, the national level scenario depicts an average of the states including Orissa.

In Orissa, of more than 20 newspapers, two local newspapers are controlled by political parties. Similarly, one television channel is State controlled and two others are local channels, which are owned by private parties. Radio is mostly controlled by the State, with the private sector functioning at the national level in recent years.

2.3. Socio-Economic Context

This subdimension analyses the socio-economic situation in Orissa. Table III.2.3 summarises the indicator score.

Table III.2.3: Indicators assessing socio-economic context

Ref.	Indicator	Score
2.3.1	Socio-economic context	1

To comprehend civil society's socio-economic environment, eight indicators are selected, which represent different means through which the socio-economic context could potentially impact

²⁴ For details see Kashyap, Subhash C. (2005) *Our Constitution*, p. 113.

²⁵ For details see Basu, D. D. (1998) *Introduction to the Constitution of India*, p. 101.

civil society. The eight indicators are: 1) poverty; 2) civil war; 3) severe ethnic or religious conflict; 4) severe economic crisis; 5) severe social crisis; 6) severe socio-economic inequities; 7) illiteracy and 8) lack of IT infrastructure.

For each of the indicators a specific benchmark is defined to explore whether they present an obstacle for further civil society development. The available data for these indicators is as follows:

1. *Widespread poverty- do more than 40% of people living in Orissa live on less than 2 US\$ a day?* Orissa is the poorest state in India with 46.4% (2004-05) of its total population living below the poverty line.²⁶ The percentage of the population living below the international poverty line (US\$1 or less) is even higher, is placed at 57% (Haan & Dubey 2003). Correspondingly, the Human Development Index (HDI) of Orissa (0.404) is below the India's HDI average (0.472) (Orissa Human Development Report 2004: 7).

2. *Civil war- did the country experience any armed conflict during the last five years?* No civil war has taken place in Orissa in recent times.

3. *Severe ethnic or religious conflict.* Severe ethnic and/or religious conflicts have hardly taken place in Orissa, though incidents of communal tension of smaller intensity are sometimes reported. For example, the murder of an Australian Christian missionary and his two children in 2001 led to communal tensions in parts of the state.

4. *Severe economic crisis – is the external debt higher than the GDP?* This indicator examines the revenue receipt and expenditure of the state government. In case of Orissa, this has a lopsided effect on the economy where total outstanding debt from all sources (including both internal and external debt) stands at Rs. 341.85 billion by the year 2004-05 as per the revised estimate. This is a considerable 59.31 per cent of the GSDP, which has led to a substantial increase in Orissa's debt burden.

The debt servicing liabilities during 2001-02 was Rs.3755.81 crore (including an interest component of Rs.2834.96 cr. and repayment component of Rs.920.85 cr.), which constitutes 52.29% of State's total revenue (including revenue receipts from the centre) and 119% of State's own revenue (source: [http://orissagov.nic.in/budget/Page-\(28-31\).htm](http://orissagov.nic.in/budget/Page-(28-31).htm)).

5. *Severe social crisis.* Orissa is a peaceful state, and no severe social crisis has taken place in the recent years.

²⁶ The Planning Commission of India calculates poverty ratio for both national and state levels using the Expert Group Method (Expert Group on Estimation of Proportion and Number of Poor). According to this method the estimates of poverty are made from the large sample survey data on household consumer expenditure conducted by the National Sample Survey Organization (NSSO) of the Ministry of Statistics and Programme Implementation. The poverty ratio calculation for the year 2004-05 has been calculated based on two different consumption distributions like Uniform Recall Period (URP) consumption distribution and Mixed Recall Period (MRP) consumption distribution. While 46.4% of the total population of Orissa is below poverty line based on URP consumption distribution, 39.9% population lie below poverty line based on MRP consumption distribution. Further, the poverty line has been calculated on the basis of URP consumption, which are Rs. 325.79 and Rs. 528.49 per capita per month for rural and urban areas of Orissa respectively. (For further details please see Government of India (2007) *Poverty Estimates for 2004-05*, New Delhi, Press Information Bureau, March, <http://planningcommission.nic.in/news/prmar07.pdf>)

6. *Severe socio-economic inequities.* Poverty in Orissa is predominantly rural with significant regional imbalances. The incidence of poverty among Scheduled Caste (SC)²⁷ and Scheduled Tribe (ST)²⁸ populations in the southern and northern region is very high – in the case of the rural ST population, the incidence of poverty in Orissa is 71.51% (1993–94), which was the highest among 16 major states of India (Orissa Human Development Report 2004: 22-3).

7. *Pervasive illiteracy – are more than 40% of the adult population illiterate?* According to the 2001 census the literacy rate of Orissa is 63.6%. In terms of literacy it ranks 24th among all states of India. The projected adult literacy rate for Orissa stands at 52.83% in 2001, which is far lower than the total literacy rate. The adult literacy rate is less in rural Orissa compared to urban Orissa. Further, the gender disparity in adult literacy rate is more pronounced in the rural areas. (OHDR 2004: 104).

8. *Lack of IT infrastructure - are there less than five IT hosts per 10,000 inhabitants?* The provision of IT infrastructure in Orissa is still in its development stage. The State Government provides IT infrastructure facilities through its three Software Technology Parks of India (STPI) located at Bhubaneswar, Sambalpur, and Berhampur. Gradually, expansion of IT infrastructure is being carried out in the State by creating an enabling IT environment for IT Enabled Services Companies and Business Process Outsourcing (BPO) units.

2.4. Socio-Cultural Context

This subdimension examines the socio-cultural norms and attitudes, which are conducive or detrimental to civil society. Table III.2.4 summarises the respective indicator scores.

Table III.2.4: Indicators assessing socio-cultural context

Ref. #	Indicators	Score
2.4.1	Trust	2
2.4.2	Tolerance	2
2.4.3	Public Spiritedness	2

2.4.1 *Trust.* In Orissa, the level of trust among the people at present is not very high. In the community sample survey (CSS), only 37% of the respondents opine that in general, people can be trusted. However, this attitude is a recent phenomenon. The wide spread corruption in the public and private domain has been mainly responsible for such a change in attitude.

²⁷ In the early 20th Century, the then British Government prepared a list of the socially, educationally and economically backward castes, who suffered from disadvantages arising from the fact that they were classed as 'untouchable', and therefore needed special assistance. This list was appended as a schedule to the Government of India Act, 1935. Because of the inclusion of this list of castes in the schedule, they were called the 'Scheduled Castes' (SCs). Later, at the time of drafting the Constitution, the name 'Scheduled Castes' was adopted and incorporated into the Constitution. As per the Census 2001 the SCs constitute 16.53% of the total population of Orissa. For further details see Das, Bhagwan (1983) *Untouchability, Scheduled Castes and Nation Building* in Jose Kananaikil (eds.) 'Scheduled Castes and the Struggle against Inequality', Indian Social Institute, New Delhi, p.11-39.

²⁸ Tribal people are believed to have been the earliest settlers of the Indian Peninsula. They are generally called *adivasis*, implying original inhabitants. Under the Constitution of India certain tribes have been specified as Scheduled Tribes (STs) based on certain criteria. These criteria include: i) the traditional occupation of a definite geographical area; ii) a distinctive culture, which includes the whole spectrum of tribal life, i.e. language, customs, traditions, religious beliefs, arts and crafts; iii) primitive traits depicting occupational pattern, economy etc; and iv) lack of educational and techno-economic development. As per the Census 2001 the STs constitute 22.13% of the total population of Orissa. For further details see Verma, R. C. (1995) *Indian Tribes through the Ages*, Publications Division, Ministry of Information and Broadcasting, Government of India, p. 1-7.

2.4.2 Tolerance. Orissa is inhabited by people from different castes, creeds and tribes. Though the majority of the Orissan population are Hindus, accounting for 94.67% of the total population, people from other religions also lead a harmonious life. The Orissan culture is an amalgamation of Aryan, Dravidian and tribal cultures owing to its geographical location. The Jagannath cult predominantly influences the culture of modern Orissa, contributing substantially to social values like tolerance towards other castes, creeds, and religions. Caste/class conflicts or religious conflicts are not very frequent. The findings of the CSS suggest that people in Orissa show a high level of tolerance particularly with respect to members of different races, religions, foreigners and people living with HIV/AIDS. A good 94% of the survey participants in CSS say that they would not mind having people of a different race as neighbours. At the same time, 80% show their tolerance towards people of different religion and 83% towards foreigners. Similarly, for people living with HIV/AIDS, who are generally considered as outcasts in different parts of India, 72% of the sample survey says they would not have any problem having such people as neighbours.

2.4.3 Public spiritedness. The public spiritedness of people in Orissa is assessed from these perspectives: claiming government benefits to which they are not entitled, avoiding payment in public transport and cheating on taxes. The responses to these queries have been overwhelmingly positive. A large percentage of the CSS respondents (91%) opine that they have never claimed government benefits to which they were not entitled. Similarly, 95% of the respondents express that they would prefer paying on public transport, and 95% would never cheat on taxes.

2.5. Legal Environment

This subdimension examines the legal environment for civil society and assesses the extent to which it enables or disables civil society activities. Table III.2.5 summarises the individual indicator scores under this subdimension.

Table III.2.5: Indicators assessing legal environment

Ref. #	Indicators	Score
<u>2.5.1</u>	CSO registration	1
<u>2.5.2</u>	Freedom of CSOs to criticise the government	2
<u>2.5.3</u>	Tax laws favourable to CSOs	2
<u>2.5.4</u>	Tax benefits for philanthropy	1

2.5.1 CSO registration. CSOs in India acquire legal status after registration or incorporation of the association of persons under any of the applicable laws or Acts, as:

- A charitable trust,
- A society under the Societies Registration Act, 1860, or
- A licensed company under section 25 of the Companies Act, 1956.

Hindus generally create charitable and/or religious endowments, and Muslims create wakf for the same purpose. There are certain acts or laws that govern trusts in India – the Charitable & Religious Trusts Act, 1920, the Religious Endowments Act, 1863 and the Indian Trusts Act, 1882. The Indian Trusts Act, 1882 governs private or family managed trusts. It, however, excludes wakfs and charitable or religious endowments from its ambit. The Societies Registration Act, 1860, requires the NGOs to be constituted with certain prescribed rules and regulations. Under section 25 of the Companies Act, 1956, an association can be formed without the addition of the word “Limited” or “Private Limited.” These laws are generally applied to all CSOs all over

India including Orissa.

The registration procedure of CSOs in Orissa, generally, is not perceived to be quick or simple by the RSC participants. However, nearly 75% of the civil society actors feel that legally, the process is not very complicated, 67% believe that the process is relatively consistent and 52% believe that it is not expensive.

2.5.2 Allowable Advocacy Activities. The RSC respondents have mixed feelings about the existing legal restrictions on advocacy activities undertaken by the CSOs. However, it is important to note that nearly 48% of the respondents express an inability to comment on the issue. Of the remaining respondents, 28.42% feel that there are unreasonable restrictions, 51.14% respondents feel that restrictions are reasonable and 20.46% feel there are no restrictions.

Some of the NAG members have some reservations about using the term ‘allowable advocacy activities’ and request that the term should be adequately defined.

2.5.3 Tax laws favourable to CSOs. There are certain provisions under the Income Tax Act, 1961, which allow the CSOs to get tax-exemptions. “Charitable purposes” under this Act include relief to the poor, education, medical relief and any other public welfare activity.

Section 11 of the Income-tax Act, 1961 provides tax benefits to charitable trusts subject to certain conditions. Section 10 (23C) provides complete tax exemption to charitable trusts or institutions, and to CSOs like sports associations, professional associations and Khadi & Village Industries. Provisions under Section 11 (A) exempt public religious trusts from income tax. However, a trust or institution for private religious purposes is not entitled to tax exemption.

An application in Form No. 14 (from the Income-tax Department) enables a charitable trust, society or club to avail tax benefits. Similar tax benefits can also be availed by using Form No. 15A. Income tax exemptions for CSOs, however, are not permanent and have to be renewed every assessment year. To get tax benefits, it is a general rule under the Income-tax Act that a trust should spend 75% of its income for charitable purposes in India. If a trust is unable to spend the amount in a particular year, it is permitted to spend the balance amount (out of the 75%) in the next year.

Trusts, which are exempted from income tax either under the provisions of Section 11 or Section 10 (22) or Section 10 (22A), are absolutely exempted from wealth-tax as well.

Gifts made to an established trust or deemed to be established for a charitable purpose to which the provisions of Section 80G of the Income-tax Act apply are completely exempt from gift-tax. Under Section 5 (1) (v) of the Gift-tax Act, 1958, there is provision for tax exemption on gifts made by such trusts. Any gift made by any person to any place of worship, (as has been notified by the Central Government) is also eligible for tax benefits under the same Act.

2.5.4 Tax benefits for philanthropy. Section 80G (1) of Income-tax Act, 1961, allows for tax deductions to individuals or organisations for donations made to various charitable trusts, clubs, societies, etc. Organisations, registered under the Societies Registration Act, 1860, can facilitate exemption for their donors under Section 80G of the Income-tax Act.

- The minimum amount of donation or donations for various trusts should be Rs. 250. The maximum limit of donation qualifying for deduction under Section 80G is Rs. 500,000 or 10% of the reduced gross total income or whichever is less. The donations should be a sum of

money, i.e., by cash, cheque or Bank Draft. Donations in kind are not entitled to any deduction under Section 80G.

- It is provided by Section 80G (1) of the Income-tax Act that in computing the total income of a donor, 50% of the amount of donations to the trust fund covered under Section 80G is deductible. It is only a specified percentage of the total income, which is eligible for such deduction.
- There are certain special types of trusts or funds that are not required to fulfill any special conditions but entitle their donors to get a deduction under Section 80G of the Income-tax Act automatically. Some of these trusts or funds are: the National Defence Fund set up by the Central Government, the Jawaharlal Nehru Memorial Fund, the Prime Minister's Drought Relief Fund, the Prime Minister's National Relief Fund, etc. For claiming income-tax exemption for donations to a trust the most significant criteria is that the income of the trust itself should be eligible for exemption under Section 11 or 10 (22) or 10 (22A) or 10 (23) or 10 (23C) or Section 12 of the Income-tax Act.

Primarily, the civil society organisations that are registered derive most benefit under Section 80-G of Income-Tax Act as discussed earlier. However, there are many non-registered CSOs including self-help groups, associations of socio-economically marginalised groups, community level associations, students' associations, social and people's movements and ethnic and indigenous associations in Orissa, and donations made in cash to such non-registered bodies are excluded from tax benefits under the Income Tax Act, 1961.

2.6. State-Civil Society Relations

This subdimension describes and assesses the nature and quality of relations between civil society and the state in Orissa. Table III.2.6 summarises the respective indicator scores.

Table III.2.6: Indicators assessing the relations between state and civil society

Ref. #	Indicators	Score
<u>2.6.1</u>	Autonomy of CSOs	2
<u>2.6.2</u>	Dialogue between CSOs and the state	1
<u>2.6.3</u>	Support for CSOs on the part of the state	1

2.6.1 Autonomy of CSOs. India, being a democratic state with a federal structure and autonomous states, does not have a repressive regime. Further, the government has various Acts and regulations to ensure the non-occurrence of unlawful activities. The legal minimums to register any organisation also require various guidelines to be followed to conduct any organised activity, and are intended to restrict irregular and illegal activities.

In India, even the right to participate in NGOs and the types of NGOs are specifically laid out in the Constitution. The government institutes and ensures all aspects of operation from establishment, to funding, from tax requirements and tax benefits, to the handling of foreign donations (Junki 2003). The Societies Registration Act, 1860, under which most of the NGOs are registered currently, was enacted by the British under colonial rule to restrict and regulate the associational activities, and to limit people's freedom.

The Foreign Contributions (Regulation) Act, (FCRA) 1976 is an Act to regulate the acceptance and utilisation of foreign contributions/donations or foreign hospitality by certain persons or associations. This is to ensure that Parliamentary institutions, political associations and academic and other voluntary organisations, as well as individuals employed in sensitive areas of the national government may function in a manner consistent with the values of a sovereign,

democratic republic.

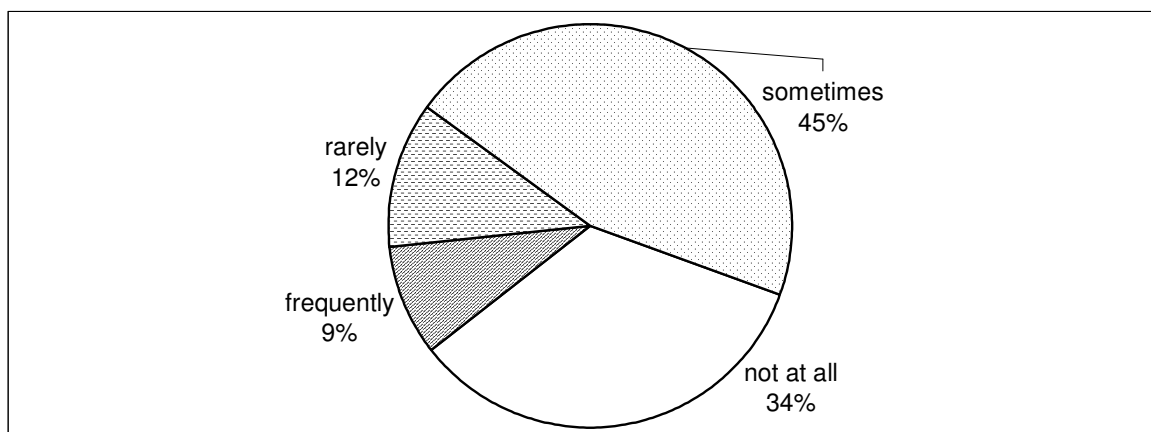
Similarly, individuals or organisations obtaining or dealing with foreign funds are also governed by Foreign Exchange Regulation Act (1973), which has been now changed to the Foreign Exchange Management Act. Most laws or acts governing NGOs are relatively lenient except for those governing foreign donations and the activities governed by the FCRA. It requires an organisation to go through several steps in order to receive foreign contributions, and such formalities act as a tool of the Ministry of Home Affairs of the Indian Union to control NGOs and keep them in line (Junki 2003). All these acts are duly applied to all types of CSOs.

Organisations like trade unions and students' unions are mostly affiliated to political parties. As a result, they are generally influenced by the ideology of the particular party to which they are allied, more so, if the concerned political party is in power.

Nearly 46% of RSC the stakeholders feel that government interference in civil society activities is either rare or non-existent. Only 9% feel that the state unduly interferes in civil society activities and another 45% that the state interferes sometimes (Figure III.2.2). Such state interferences are, generally, about issues of displacement and rehabilitation, and to a certain degree police actions during political rallies and mass demonstrations. The Kalinga Nagar shootings of tribal people in Jajpur district in 2006 and Maikanch police actions in Rayagada district in 2000, against protesters who were in opposition to setting up of industries in their respective places, or the arresting of protesters of the dam construction project in Dunguripalli, Bolangir district in 2005, are illustrative of state interference. Despite these sporadic incidents the CSOs in Orissa enjoy a great deal of freedom in their operations.

The media analysis reflects a similar picture, with only six reporting on state interference in civil society activities within a period of four months. Out of these six activities, only one incident mentioned actual interference, whereas in other cases it was in the form of the government requests to various CSOs for their involvement in different government programmes for effective functioning and implementation of the programmes.

FIGURE III.2.2: State interference in civil society activities



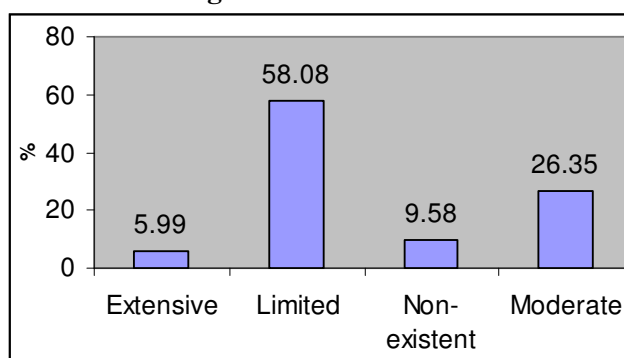
2.6.2 Dialogue between CSOs and the state. Democracy in India confers adequate rights upon citizens who wish to obtain information from or engage in dialogue with the government. However, the State-civil society dialogues are neither frequent nor smooth. At times the government maintains a rigid stance by entrenching itself in a policy position, but in some cases it values and accepts differing opinions and on occasion has been influenced to change its course

on particular policies.

The government stance on the construction plan of Lower Suktel dam indicates the first type of attitude. The District Administration, Kendrapada, heeding the demands by District Krushak Sabha (District Farmer's Forum) to ban prawn culture, and the strict implementation of the Supreme Court and the High Court rulings on Coastal Regulatory Zone, indicate the second type of attitude. Stalling of the establishment of a steel plant at Gopalpur in Ganjam district or the alumina plant in Kashipur in Rayagada district are examples of the third type of attitude.

RSC findings show that dialogue between the state government and civil society does not occur very often in Orissa. Fifty-eight percent (58%) of the stakeholders in the RSCs feel that the dialogue is limited and even nearly 10% report that it is non-existent.

FIGURE III.2.3: Dialogue of the Government with civil society



The Media review corroborates this finding from the RSCs. It is observed that out of the limited number of contacts between CSOs and the government, professional associations have more dialogue with the government, followed by CSO networks, federations and coalitions formed for specific issues.

The first serious attempt at encouraging dialogue between the government and the voluntary sector was made through a resolution by the Orissa government to set up a Task Force in 2006 consisting of both the State and civil society representatives. Its purpose is to “strengthen civic engagement for GO-NGO partnership”. The taskforce has been mandated to study and recommend mechanisms for sharing information, redressing grievances, and resolving conflicts between the State and civil society. A World Bank sponsored colloquium on strengthening civic engagement for GO-NGO partnership on formulating policy for the voluntary sector, has been another such attempt. These are yet to produce any results.

2.6.3 Support for CSOs on the part of the State. RSC survey findings in Orissa show that government meets only 27% of the financial requirements of the CSOs. (**FIGURE III.1.9**)

The relationship between CSOs and the State machinery in India has been gaining ground since the sixth Five-year Plan (1980-85). In the tenth Five-year Plan (2002-2007), substantive government and NGO (GO - NGO) collaboration have been proposed. With reference to this, the Orissa Government has been helping various CSOs with infrastructure facilities and financial assistance. For example, since 2001 the State Government has been promoting SHGs through the *Mission Shakti* Project to economically empower women. In addition to this, there are cases where the government works in close partnership with the CSOs, e.g., in 2005 the State Government sought cooperation of CSOs to prepare a five-year district perspective plan under

the National Food for Work Programme.

2.7. Private Sector-Civil Society Relations

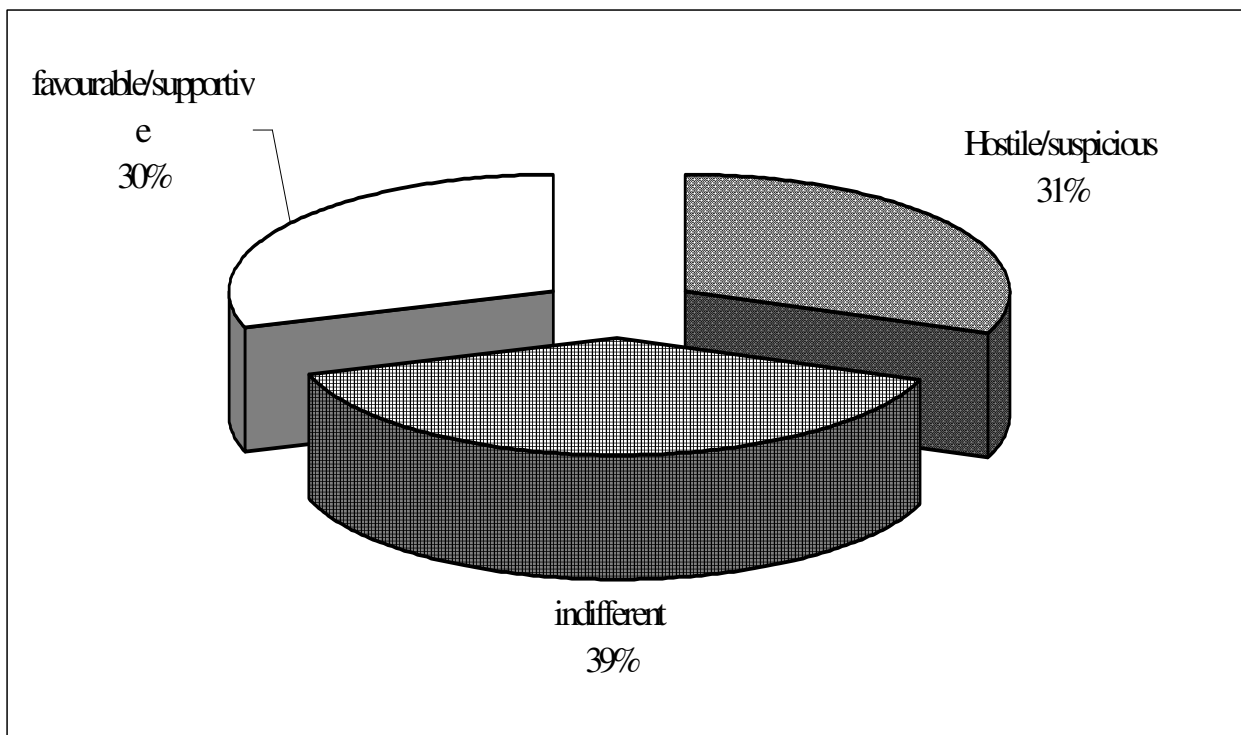
This subdimension describes and assesses the nature and quality of relations between the civil society and private sector. The indicators, in the context of the study, try to explore the private sectors' attitude towards civil society and assess levels of corporate social responsibility and corporate philanthropy exhibited by industries in Orissa. Table III.2.7 summarises the respective indicator scores.

Table III.2.7: Indicators assessing private sector – civil society relations

Ref	Indicators	Score
2.7.1	Private sector attitude to civil society	1
2.7.2	Corporate social responsibility	1
2.7.3	Corporate philanthropy	1

2.7.1 Private sector attitude to civil society. Opinion of the stakeholders in the RSCs regarding the private sector attitude towards civil society leans towards the non-favourable. While only 30% of the RSC respondents view the attitude to be supportive or favourable, 70% view it as hostile, suspicious, or indifferent (Figure III.2.4). Media recordings on this issue reflect a similar picture. Most of the news items on this issue reflect a generally indifferent attitude of the private sector towards civil society.

FIGURE III.2.4: Private sector's attitude towards civil society



2.7.2 Corporate social responsibility. Civil society's opinion of corporate social responsibility (CSR) in Orissa is not very positive. The RSC findings show that it is either insignificant

(46.01%), moderate (12.27%) or limited (38.65%). Only 3.07% of the respondents feel that the CSR status was significant.

However, the opinions of the industries contradict the above findings. A survey conducted among 12 large private manufacturing companies indicates that in most of the cases, industries view themselves as socially responsible. (Annex-5)

Content analyses of annual reports provided by five industries that have been surveyed reveal that, while only one industry has a social responsibility mission statement, another three have reports on corporate governance. The analyses further show that there have been no separate expenditure statements on CSR in the annual reports or in the balance sheets of these firms.

2.7.3 Corporate philanthropy. The question of business organisations supporting initiatives undertaken by the CSOs does not evoke a good response from the RSC participants in Orissa. While nearly 17% of the RSC respondents believe that business associations never participate in any of the civil society initiatives, 47% feel it to be a rare event. Only 4% believe that such participation is frequent. The RSC survey shows that surveyed CSOs receive only 1% of their funds from corporate sources (Figure III.1.9). This indicates a low level of corporate philanthropy practiced in Orissa.

That no media coverage on this subject matter was found during the media review reflects the limited importance attached to such activities by the business organisations. Even the business organisations admit that, in general, they are not philanthropists. In the survey on 'Status of CSR in Industries in Orissa' (Annex 5), 8.5% of the respondent industries opine that helping the community through charitable donations, educational and cultural contribution is not on their agenda. Similarly, one-third of the firms clearly state that the issue of direct support for third-party social and sustainable development related initiatives is not applicable to their organisations.

The firms, however, do invest in some form of peripheral development activities either through charities promoted by their organisations or directly through the organisation under a peripheral development expenditure head or some other heads of expenditure created for the purpose. Two of the surveyed firms have set up charitable trusts to carry out peripheral development activities, but the rest undertake such activities through various departments within the organisation. Generally, the human resource development department, communications department or peripheral development department are assigned the responsibility of such activities. Barring two firms who do not have any monetary provisions for such activities, the rest of the firms are engaged in various peripheral development activities (Refer Annex 5 for details). However, these firms admit that there is no definite allocated amount for this purpose and the amount allocated is very low in comparison to the gross/net profits of the firm.

CONCLUSION

Civil society needs a facilitative external environment to contribute significantly to the development of a society. The external environment is shaped by the political, legal and socio-economic context of a state, and more importantly by the attitude of the state and the private sector towards civil society. The average score of 1.5 for the external environment dimension suggests that in case of Orissa, it is neither disabling nor quite enabling. Though political rights and civil liberties are respected, pervasive corruption, an indifferent private sector and a complex socio-economic context pose challenges for civil society. In addition, an unresponsive and rather

ineffective public administration presents serious challenges for the deliverance of public services that contribute to practices of good governance in the state.

High levels of poverty, a low literacy rate, and a high infant mortality rate are some of the factors that often paralyse civil society's ability to function effectively. On the other hand, these poor socio-economic indicators present the challenges for civil society to bring about meaningful change.

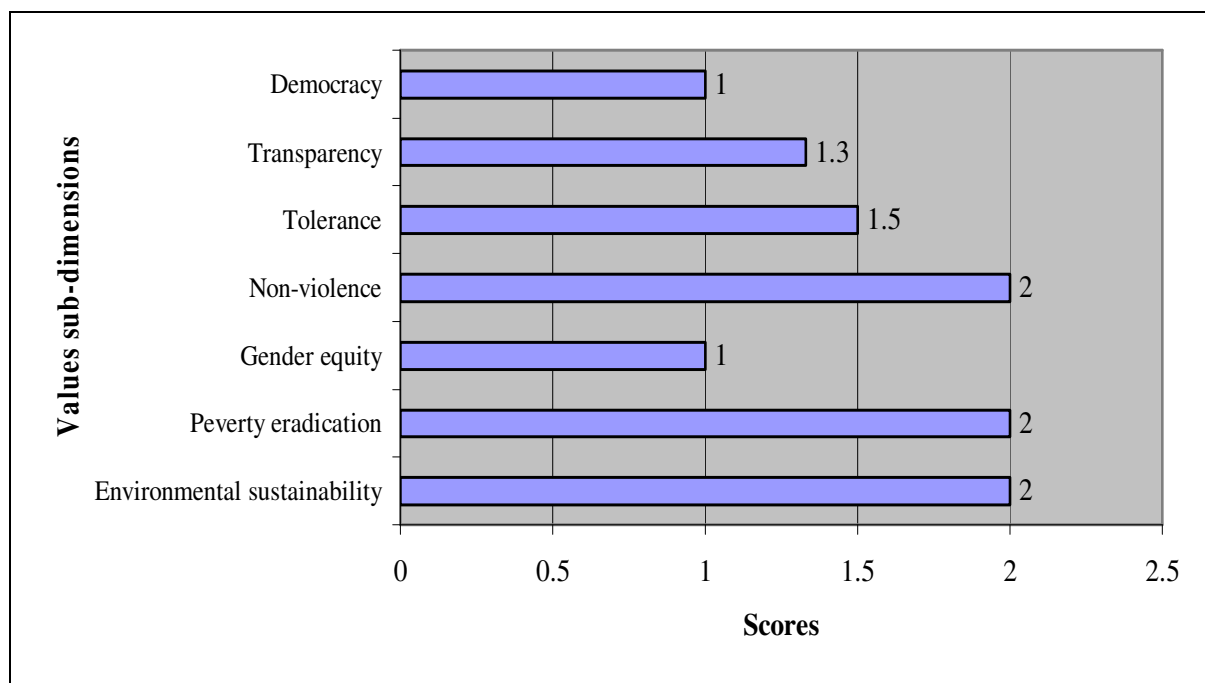
CSOs, particularly the people's movements, are occasionally subjected to unwarranted restrictions and undue interference from the state in their activities. It is also important to note that the dialogue between the state and the CSOs is neither frequent nor balanced and is often biased towards professional CSOs. Nevertheless, the state often seeks cooperation from CSOs in implementation of development programmes.

The indifferent attitude of the private sector towards civil society in Orissa is a major concern. The notion of corporate social responsibility is yet to take root and corporate philanthropy is found to be too weak.

3. VALUES

This section describes and analyses the values promoted and practiced by civil society in Orissa. The score for the Values Dimension is 1.5, which indicates that the civil society is based on a moderate foundation of positive values such as tolerance, non-violence and environment protection. Figure III.3.1 shows scores for seven subdimensions within the values dimension.

FIGURE III.3.1: Subdimensions scores in values dimension



3.1. Democracy

This subdimension examines the extent to which the civil society practices and promotes democratic values. Table III.3.1 summarises the scores for individual variables.

Table III.3.1: Indicators assessing democracy

Ref	Indicators	Score
3.1.1	Democratic practices within CSOs	1
3.1.2	Civil society actions to promote democracy	1

3.1.1 Democratic practices within CSOs. CSOs in Orissa follow democratic practices within the organisations in terms of electing their members. The professional associations and most of the NGOs are chief votaries of such practices. In a majority of the CSOs, such as NGOs, unions and associations, leaders are elected by consensus or through elections. It has been observed that CSOs that do not follow democratic principles are ethnicity- or tradition-based. In such cases, patriarchy, elitism, and conservative leadership play a major role. For example, patriarchy is dominant in coastal districts and, therefore, women face cultural hurdles that inhibit their progress. Similarly, traditional norms and cultural values in these groups prevent women from aspiring to leadership roles and taking part in decision-making processes.

The internal democracy within CSOs in Orissa is assessed from two angles – one, by assessing

the influence of members in organisational decision making and two, by assessing the democratic nature of the process of selection of leaders in the CSOs. On both aspects, a little more than 20% of the RSC participants express their inability to respond. Of the remaining respondents, 85% believe that members exert moderate to substantial influence in decision-making and a large majority (77%) of the respondents observe that leaders are elected.

The study findings on one hand reveal that the instances of leaders being elected through the democratic process are much more frequent than are those of leaders being selected through self-selection or appointment. On the other hand, a very discouraging picture emerges with respect to the observance of other democratic practices, such as protection of workers' rights, equal treatment of workers and employment terms and conditions. According to RSC respondents and the NAG members, democratic procedures regarding the election of members or leaders are rarely followed in proprietary-type organisations or organisations headed by one person or a few people.

FIGURE III.3.2: Influence of members in decision-making

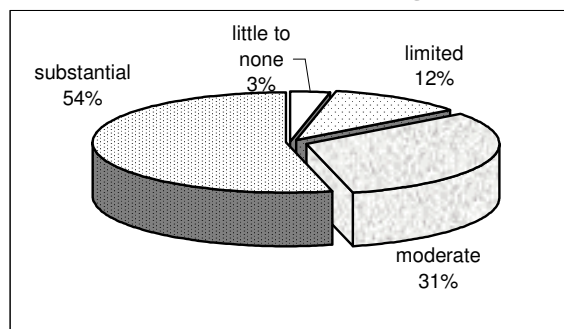
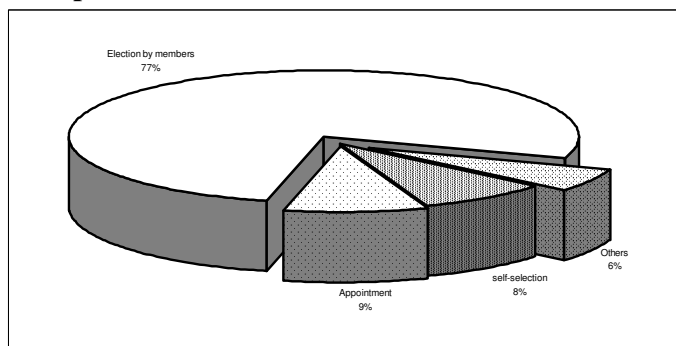


FIGURE III.3.3: Selection procedure of leaders



Though these two aspects of judging internal democracy reveal a rather mixed picture, the NAG members believe that there are aspects of democracy other than the election process. They observe, “elections are followed only in membership organisations and not in any other forms of organisations.” Therefore, they suggest studying other aspects of democracy, like workers' rights, rule of law, and equal treatment.

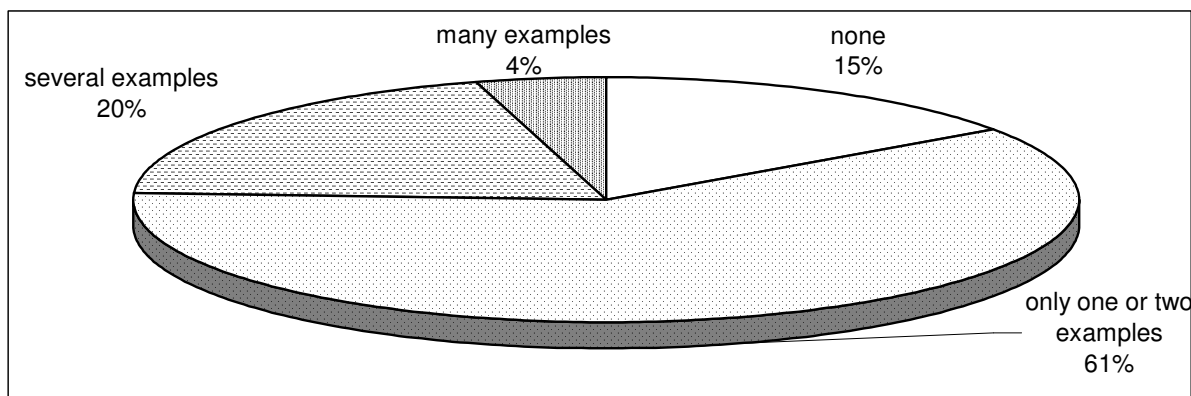
3.1.2 Civil society actions to promote democracy. No democracy can be inclusive, equitable, and just without the active participation of its civil society in the affairs that directly affect them. The success of India's struggle for Independence had its genesis in the activities of civil society. This

mass movement rested on the two strategic pillars of non-violence and non-cooperation, popularly known as ‘civil disobedience’. While many countries in the area have repeatedly returned to authoritarian rule, India has remained a secular democracy despite high levels of poverty, illiteracy, income disparities and the existence of perennial ethnic tensions. Some of the reasons for this are the large space available to civil society to articulate people’s problems and concerns through associational activities, and its ability to influence the change governments that fail to deliver.

It is therefore interesting to note that with regard to the frequency of public campaigns, actions and programmes by the CSOs, 76% of the RSC respondents opine that there are no such activities or that only one or two such activities were carried out within the past year. The current role of civil society in democracy promotion is also perceived to be either limited or insignificant by 63% of the RSC respondents. Our media findings also support the RSC findings.

RSC findings further show that most of those campaign activities undertaken by the CSOs focus on generating awareness on electoral process and good governance, followed by campaigns for rights issues like right to information, right to education, tribal rights and voting rights. Other issues such as empowerment of Panchayat Raj Institutions/Palli Sabha/Gram Sabha, privatization, student teacher democracy, legal campaigns, and opposition to construction of dams and setting up of industries are also taken up under such campaigns.

FIGURE III.3.4: Number of examples of public campaigns and actions by civil society for democracy promotion



3.2. Transparency

The rapid expansion of the NGO sector within the civil society arena in Orissa, its increasing involvement in public issues and affairs, and the enhanced volume of resource mobilisation, have raised questions about the accountability and transparency of NGOs. Now that CSOs are repeatedly holding the State and the market accountable for their policies, actions, and promises, the question of how the CSOs are living up to their own standards cannot be brushed aside. This is particularly relevant as many CSOs motivate people and mobilise resources for social action and empowerment programmes. This subdimension examines to what extent civil society practices and promotes transparency. Table III.3.2 summarises the scores for individual indicators.

Table III.3.2: Indicators assessing transparency

Ref	Indicators	Score
3.2.1	Corruption within civil society	2
3.2.2	Financial transparency of CSOs	1
3.2.3	CS actions to promote transparency	1

3.2.1 Corruption within civil society. People in Orissa have an interesting view on corruption within civil society in the state. The percentage of people who believe that corruption is a rare or occasional phenomenon far outnumbers those who think it is a frequent or very frequent phenomenon. Corruption is perceived to be either occasional or very rare by 70% of the RSC respondents and 30% believe that it is frequent or very frequent.

The media analysis reveals as many as 18 instances of corrupt practices within the course of the analysis. Out of the reported instances, the maximum number of news items (60%) is on corruption in CSOs and NGOs, followed by cooperatives (16%). Media coverage on this issue also includes reports about NGOs' mismanagement of funds and corruption by some of the employees of the CSOs.

3.2.2 Financial transparency of the CSOs. Different people define the concept of financial transparency in different ways and not all are compatible. An acceptable interpretation of transparency and accountability is: the responsibility to be answerable for performance, and meeting the expectations of specific stakeholders. The nature of transparency varies from financial practices to the quality of service delivery, advocacy and operational procedures. A recent study by Brown and Jagananda on accountability and transparency of CSOs reveals multiple accountability expectations on CSOs (*See inset*).

Multiple expectations

- CSOs are accountable: a) *Upward* to donors who provide resources and to regulators responsible for their legal certification, b) *Downward* to beneficiaries and clients who use their services or to members who expect representation, c) *Outward* to allies and peers who cooperate in programmes and projects, d) *Inward* to staff and volunteers who invest their talents and time in organisational activities.
- Without accountability to donors, funding sources may dry up.
- Without accountability to regulators, charters may be revoked.
- Without accountability to beneficiaries, services may not be used.
- Without accountability to staff and volunteers, operational capacity may be eroded.
- Without accountability to members and political constituents, credibility may be undermined.

(Source: Brown, L. D & Jagadananda, *Civil Society Legitimacy and Accountability: Issues and Challenges*, Harvard University, The Hauser Center for Nonprofit Organizations and CIVICUS, p. 9)

According to the Foreign Contribution (Regulation) Act (FCRA), 1976, all CSOs in India that receive funds from international donors should submit their financial reports to the Ministry of Home Affairs, income tax returns to the Income Tax department and details of fund utilization to the donor organisations.

Despite such provisions, information on financial transactions of CSOs is not available in the public domain. Publication of annual reports and activities by the CSOs is not a regular practice. In Orissa, transparency and accountability of NGOs has been a widely debated issue in recent times. In July 2006, a House Committee of the Orissa State Assembly decided to enact legislation to monitor the activities and finances of CSOs.

In addition to FCRA, the Right to Information Act, 2005 promises to enhance financial transparency of CSOs, but its scope is limited in the sense that it requires only government-funded CSOs (receiving 50% or more as grants from the government) to disclose their accounts on demand.

In the RSCs, while 54% of the respondents believe that CSOs usually make their accounts publicly available, 21% think otherwise. The remaining 25% do not have any idea. Some NAG members feel that CSOs should make voluntary efforts to ensure transparency in their operations. Organisations like Credibility Alliance, New Delhi, are developing systems and processes to induce more professionalism and accountability among CSOs at national level.

3.2.3 Civil society actions to promote transparency. Nearly 68% of the RSC respondents perceive that the actions taken by civil society in promoting government transparency have been insignificant or limited. A large majority (81%) of the respondents makes a similar observation in relation to civil society action for the promotion of corporate transparency. It is important to note that the impact of civil society action in promoting transparency is relatively more visible in the case of government than it is in business organisations. Again, RSC findings reveal that while only 4% of the RSC respondents believe that there are many examples of civil society activities to promote government transparency, a paltry 1% believe the same in case of corporate transparency.

CSOs mostly take up activities relating to human rights and government transparency. On the other hand, in case of promoting corporate transparency, maximum focus has been placed on corporate spending in local areas or peripheral development.

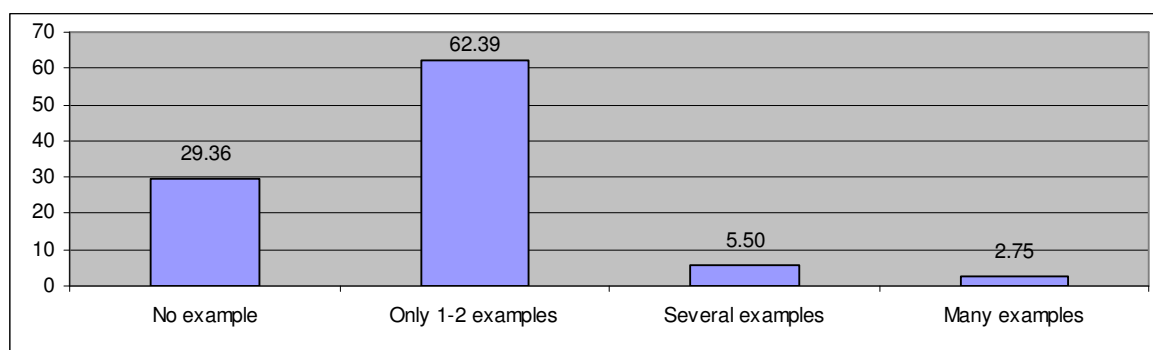
3.3. Tolerance

This subdimension examines to what extent the civil society practices and promotes tolerance. Table III.3.3 summarises the scores for individual variables.

Table III 3.3: Indicators assessing tolerance

Ref	Indicators	Score
<u>3.3.1</u>	Tolerance within the civil society arena	2
<u>3.3.2</u>	CS activities to promote tolerance	1

3.3.1 Tolerance in the civil society arena. This indicator examines the tolerance level shown by the civil society actors in their activities. It is interesting to note that nearly 36% of the RSC respondents have no idea of the level of tolerance in the civil society arena. A large majority (92%) of the remaining respondents report that they do not have any knowledge of any racist, discriminatory or intolerant forces within civil society or that no such groups exist in Orissa. Only 8% of the respondents acknowledge the existence of such forces. As expressed by the RSC participants, mostly religion-based organisations, political parties, caste/class groups and self-interest groups act as racist, intolerant or discriminatory forces.

FIGURE III.3.5: Significance of racist, discriminatory or intolerant forces

3.3.2 Civil society actions to promote tolerance. As is evident from the previous indicator, the tolerance level in civil society of Orissa is quite high. However, the role of civil society in promoting tolerance in Orissa has not been significant. A considerable percentage of RSC participants believe that either there are no such examples (27%), or only one or two examples (59%) of promoting tolerance by CSOs. The current role of civil society in promoting tolerance is also viewed as insignificant or limited by as many as 63% of the RSC respondents. Most of the activities by the CSOs in this respect are limited to organising seminars, meetings or organising peace rallies, campaigns, etc. Media records also show that there have been few campaign activities by CSOs in Orissa with a very limited coverage of such activities.

3.4. Non-violence

This subdimension examines the extent to which civil society promotes non-violence. Table III.3.4 summarises the scores for two variables that compose this sub-division.

Table III.3.4: Indicators assessing non-violence

Ref	Indicators	Score
3.4.1	Non-violence within the civil society arena	2
3.4.2	Civil society actions to promote non-violence	2

3.4.1 Non-violence within the civil society arena. Forces or groups that use aggression, hostility, brutality, and/or fighting to express themselves and advance their cause are few in Orissa. Nearly 26% of the RSC respondents express their inability to respond regarding the existence of non-violence within civil society arena. Of the remaining respondents, nearly 50% are of the view that there are isolated groups who occasionally resort to violence. In other words, use of violence by groups within the civil society is extremely rare. However, a very small number of RSC respondents (23%) believe that there are isolated groups or significant mass-based groups who regularly use violence. Opinion in the RSCs about such violent forces is mostly pointed towards the radical groups like naxalite groups and Maoist groups. Some other groups, including some faith-based communal groups, ethnic groups, and groups of miners and industrial workers also occasionally resort to violence. Media findings report occasional violent activities by political parties and students' groups.

As far as denunciation of such activities by the civil society is concerned, the RSC respondents have mixed observations. A fair percentage (63%) of the respondents feels that civil society usually or always denounces such activities. However, a sizeable group of respondents (37%) feel that civil society never or rarely denounces such activities.

3.4.2 Civil society actions to promote non-violence. Violent activities are a rare phenomenon in Orissa. Rather civil society here is engaged to a certain extent in the promotion of non-violent activities. As a legacy of Gandhian principles of non-violence, most of the movements and demonstrations are non-violent. RSC findings reveal that though 2% of the respondents do not find many examples of civil society action promoting non-violence, a large majority (70%) feel that there are either at least one or two or several such examples. On the other hand, while 59% of the RSC respondents believe the current role of civil society to promote non-violence is either insignificant or limited, a fair 41% believe the same role to be either moderate or significant.

A still deeper analysis of the issue through the media lenses shows that there have been some campaigns, demonstrations and rallies by the CSOs protesting gender violence, child labour and child abuse, and violence against dalits. The RSC participants cite examples of conflict resolution by the women's groups. Civil society movements are also involved in rallies and peace marches, formation of peace committees and intermediary efforts aimed at conflict resolution.

3.5. Gender Equality

This subdimension examines the extent to which civil society practices and promotes gender equality. Table III.3.5 summarises the scores for three variables that compose this subdimension.

Table III.3.5: Indicators assessing gender equity

Ref	Indicators	Score
<u>3.5.1</u>	Gender equity within the civil society arena	1
<u>3.5.2</u>	Gender equitable practices within CSOs	1
<u>3.5.3</u>	The role of civil society in the promotion of gender equality	1

3.5.1 Gender equality within the civil society arena. Various CSOs like women's groups, NGOs, women's rights groups, and advocacy groups have been highlighting women's issues for quite some time. Orissa has a fair representation of women in NGOs. However, their presence in other CSO types like trade unions, teachers' unions and professional associations is not very impressive. Less than 5% of women membership in trade unions is a pointer to this fact (Dash 2002). More than 80% of the RSC respondents observed that women were underrepresented in terms of both membership and leadership roles in CSOs. It is worth noting that 37% of the RSC respondents express their ignorance of the existence of any sexist or discriminatory forces acting against women. Of those remaining, 36% remark that such forces do not exist at all. With respect to the denunciation of such forces by civil society, similarly, 35% express their ignorance. On the other hand, 48% of the remaining participants remark that such sexist or discriminatory practices are always or usually condemned by the civil society.

Most of the RSC participants are of the view that the discriminatory political system, social systems and attitudes, and a patriarchal society are major contributing factors to existing sexist/discriminatory forces against women.

3.5.2 Gender equitable practices within CSOs. The analysis under the structure dimension shows that the CSOs in Orissa experience inequilibrium with respect to gender representation. It is, nonetheless, important to know whether and to what extent gender equitable practices are promoted within CSOs. An attempt is been made under this indicator to know how much priority the CSOs give to gender equity in their written policies, particularly with respect to equal opportunity and/or equal work for women. The RSC findings reveal that a majority of the CSOs do not have written policies in this regard. However, the respondents feel that in as many as 33% of the remaining CSOs there are written policies with respect to equal opportunity/equal work for

women.

3.5.3 The role of civil society in the promotion of gender equality. The fact that gender equitable practices are not prevalent in CSOs is also reflected in the limited role of civil society in promoting gender equity at the societal level. As many as 70% of the RSC respondents observe that there are either no activities or one or two examples of civil society initiated public campaigns, actions or programmes in this regard. Similarly, with respect to the role of the CSOs in promoting gender equity at the societal level, nearly 55% of the respondents think it to be either limited or insignificant. Nearly 64% of the survey participants in the RSCs do not respond to the question on activities taken by civil society in relation to the promotion of gender equity. According to respondents, activities undertaken include seminars and awareness programmes, rallies, protests and campaigns as well as cultural programmes and street plays.

3.6. Poverty Eradication

This subdimension examines the extent to which civil society promotes the reduction of poverty in the society. Table III.3.6 shows the indicator score for this subdimension.

Table III.3.6. Indicator assessing poverty eradication

Ref	Indicators	Score
3.6.1	Civil society actions to eradicate poverty	2

3.6.1 Civil society actions to eradicate poverty. There are many CSOs in Orissa working under the mandate of poverty alleviation. Various provisions in government Five-year plans for poverty alleviation programmes have enabled many NGOs to carry out work in this direction with the assistance of government funding. A review of the activities carried out last year by the CSOs through the RSC survey produces some interesting findings. Nearly 56% of the respondents feel that civil society public campaigns, actions or programmes dedicated to poverty alleviation are either few or non-existent in the last year. The present state of affairs does not show a very encouraging picture either. Nearly 40% of the respondents in the survey are of the opinion that civil society involvement is either insignificant or limited, whereas another 40% find it to be moderate. The Media review substantiates these findings.

Civil society groups, like religious and faith-based organisations, play a significant role in poverty eradication. A detailed examination of six such organisations, namely Bishops' House, Young Men's Christian Association (YMCA), State BAHAI Council of Orissa, Ramakrishna Mission Math (RK Mission), International Society for Krishna Consciousness (ISCON), Prajapita Brahmakumari Ishwariya Vishwa Vidyalaya, reveals that these organisations are actively involved in a range of actions for improving the livelihood of the rural population and the disadvantaged.

The activities by the CSOs aimed toward poverty alleviation are mostly campaign programmes on the improvement of the livelihood of the disadvantaged, promotion and marketing of non-timber forest produce, formation of grain banks and self-help groups. Other related activities include information dissemination and awareness generation on various government schemes, rallies and campaigns for the right to food, minimum wage, land rights and capacity building on various income generating activities. In addition to the above, these groups undertake relief and rehabilitation activities especially in post-disaster periods.

3.7. Environmental Sustainability

This subdimension examines the extent to which civil society exercises and promotes the protection of the environment in Orissa. Table III.3.7 shows the indicator score for this subdimension.

Table III.3.7: Indicator assessing environmental sustainability

Ref	Indicators	Score
<u>3.7.1</u>	Civil society actions to sustain the environment	2

3.7.1 Civil society actions to sustain the environment. The contribution of civil society towards environmental protection is assessed from the perspective of the activities undertaken so far and the current role that the civil society plays. There is a clear dichotomy in the perception of respondents in the RSCs towards civil society's action in environment protection in the last year. While 43% of the respondents feel that there are only one or two examples of environmental protection activities, another 43% respond that there are several examples. The assessment of current CSO involvement in the same activities also evokes a somewhat mixed observation – 32% feel that it was significant, while almost the same percentage think it moderate. Thirty-three percent (33%) report that such activities are limited.

The Media review reveals that 50% of the reports mention environmental awareness campaigns and plantation activities by various CSOs. The involvement of government promoted organisations like NCC and NSS, and youth associations in sanitation activities has been significant. Public interest litigations filed by a women's self-help group federation in Sundergarh district and a demonstration by 2000 people for the protection of Mahendragiri hills against mining are news items that indicate a high degree of civil society involvement in issues relating to environment protection. In addition, the secondary data review shows that movements aimed at the protection of the environment are very persuasive and effective, because in many of the cases, environment protection is closely associated to people's livelihood and welfare. Many examples of the kinds of environment protection activities undertaken by civil society are shown in the box below.²⁹

²⁹ CPSW (1994) *State of Orissa's Environment*, Bhubaneswar, CPSW

People's Movements/Initiatives for Environment Protection Activities

- Anti-Hirakud movement in the 1940's was the first people's movement in Orissa, which was crystallised on the grounds of protection of both the environment and livelihood issues. This movement gathered momentum in four phases – first time during 1946-48, second time during 1968-69, third time during 1984 and for the fourth time during 1993-94.
- A successful and organised method of forest protection was initiated in the 1960s by an organisation called 'Brukshya 'O' Jeevar Bandhu Parishad', meaning a Council of friends of plants and animals, in the Khandapada-Dasapalla and Nayagarh-Ranpur areas of Nayagarh district.
- During the period of 1971 - 78, the Rengali Bandha Pratikriya Samiti was formed to protest against the construction of Rengali Dam.
- Tribals and non-tribals of Kainsi village of Keonjhar district took care of the degraded Judiapada reserve forest voluntarily during 1978.
- Madhusudan Sanskrutik Anusthan was formed in Masigaon village in the year 1984 in order to create awareness to protect Kelia Reserve Forest.
- The Gandhamardan Surakhya Yuva Parishad was formed in 1985 to protest against the bauxite exploration by Bharat Aluminium Company Ltd. (a public sector undertaking) from the Gandhamardan Hills. This movement had the participation of members from across the civil society including students, academia, women, and children.
- Mahendragiri Adima Adhivasi Mahasava, an apex body of tribals of 42 villages around the Mahendragiri in Gajapati district, has been consistently carrying out campaign work for forest protection in that area since the 1990s.
- Chilka Bachao Andolan is a people's movement in 1993 to protect the Chilka Lake from commercial exploitation by big business houses and to restore to the people their right to live in Chilka. With a participation of nearly 8000 fisher folk from Chilka supported by 600 students from Utkal University and other intellectuals, and active participation of other CSOs, the movement got the momentum under the banner of *Chilka Surakhya Parishad* (Chilka Protection Council).

Source: CPSW (1994) *State of Orissa's Environment*, Bhubaneswar, CPSW

CONCLUSION

Civil society in Orissa promotes certain positive values. This characteristic feature can be attributed to the deep-rooted tradition of value-based society in Orissa. Tolerance, non-violence and environmental protection are strong values practised and promoted by civil society. The citizens in this tolerant society belong to different social groups, yet they are supportive of one another. The civil society usually shuns violence. Through non-violent methods, the civil society in Orissa is engaged in the protection of its environment, particularly natural resources like forest and mineral resources.

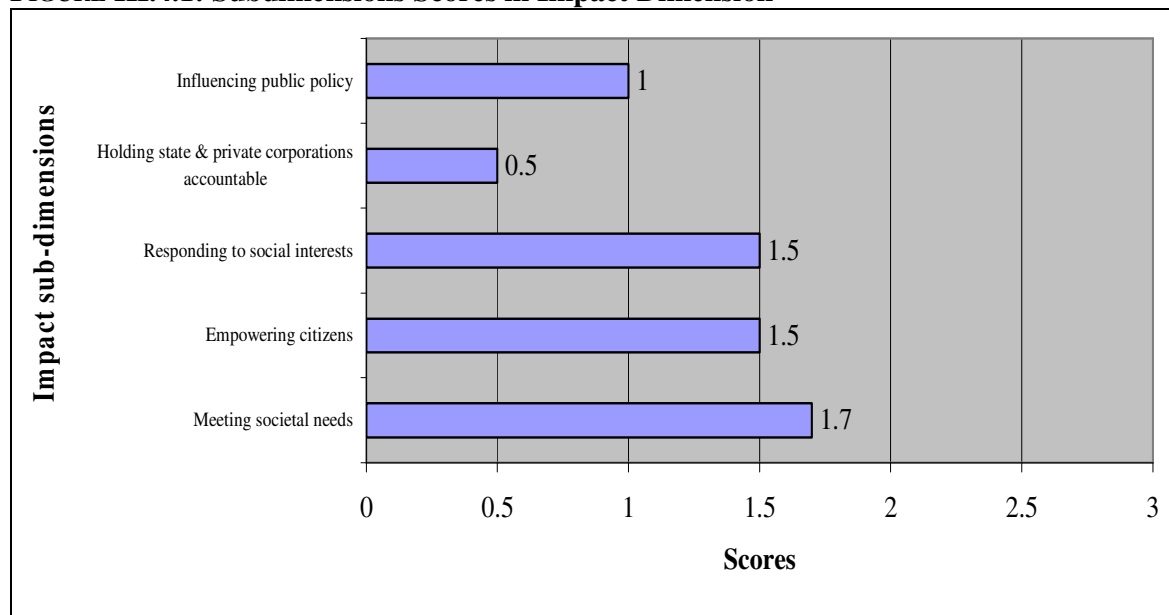
It is also important to note that Orissa is witnessing an increase in activism against displacement of people due to large-scale development projects, industrialisation and mining activities. This has resulted in the formulation of an improved resettlement and rehabilitation policy by the Government of Orissa.

Despite these positive trends, civil society in Orissa faces challenges such as corruption and a lack of financial transparency, both of which adversely affect the legitimacy and image of civil society. Gender inequality in the CSOs is another major concern, and many civil society stakeholders feel that this is rooted in the patriarchal mindset of the Orissan society.

4. IMPACT

This section describes and analyses the extent to which civil society is active and successful in fulfilling several essential functions in society and politics in Orissa. Though civil society has been active in social development, assessing its impact in terms of influencing public policies to bring about a desired change has been a hitherto unexplored area. The indicator ‘influencing public policy’ looks at the influence of civil society on three policy issues – human rights, education, and budget. The score for the Impact Dimension is 1.2, which suggests that civil society’s impact in Orissa is quite limited. Figure III.4.1 presents the scores for the five subdimensions within the Impact Dimension.

FIGURE III.4.1: Subdimensions Scores in Impact Dimension

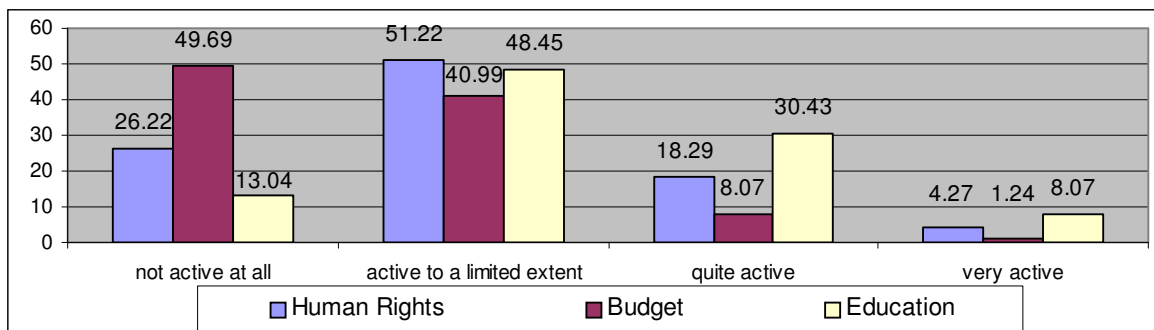
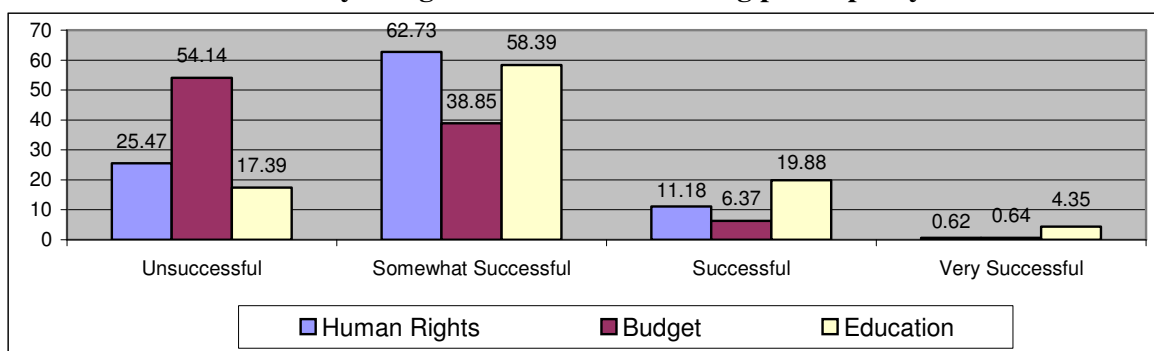


4.1. Influencing Public Policy

This subdimension describes and assesses the extent to which civil society is active and successful in influencing public policy. Table III.4.1 summarises the respective indicator scores.

Table III.4.1: Indicators assessing influencing social policy

Ref	Indicators	Score
4.1.1	Human rights impact	1
4.1.2	Social policy impact	1
4.1.3	Impact on national budget process	1

FIGURE III.4.2: Civil society being active in influencing public policy**FIGURE III.4.3: Civil society being successful in influencing public policy**

4.1.1. *Human Rights Impact.* Orissa lacks literature assessing the full impact of civil society and its influence on public policy issues. The role of civil society on the issue of human rights has not been significant. This is evident from RSC findings where a large majority (77%) of the participants opine that civil society is not active at all or active to a limited extent in influencing human rights policy issues in the state.

There have been various movements for protection of tribal rights, woman's rights, and protection of rights of displaced people across India. Campaign for Survival and Dignity, a campaign for restoration of the right of forest dwellers including tribal people over the forestland, has been going on in Orissa (and India) since 1997. (Refer to Annex 4: Case Study - 2). Though *The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006* has been enacted recognising the forest land rights, people are yet to exercise their rights.

4.1.2 *Social policy impact.* The struggle for the rights of displaced people in Orissa has brought about some change as is evident in the current 'Orissa State Policy on Resettlement and Rehabilitation (R&R) of Project Affected people,' 2006. The state government has formulated the policy after a series of consultations with a wide spectrum of actors and organisations from the broader civil society. The struggle for gender equity has facilitated constitutional provisions for one-third reservation for women in PRIs and urban local bodies. The demand for similar representation in the Parliament and in the state legislatures by women has not, however, yet met with any success.

On the other hand, 38.5% of the RSC respondents feel that civil society has been quite active or very active in influencing the education policy of the state government. Nearly 83% of the respondents believe that civil society has been successful to some degree in influencing education

policy. Experts, however, feel that such activities are not intense, adequate, and systematic enough to bring about any desired change. Amidst government's initiatives to achieve universal education for children of 6-14 years age group, there are also some initiatives by the CSOs in the field of alternative education system. The primary objective of such system is to cater to the needs of those children who are deprived of government education facilities. (See inset³⁰)

Alternative Education System: An Eye Opener for the Government

The current education system in Orissa often fails to recognise the specific education needs of children from the economically weaker section or tribal community or other deprived section of the society. The outcomes are generally reflected in large-scale dropouts at the elementary level. In a country (and state) where access to primary education is a fundamental right, a 42% drop out rate in the age group of 6-14 at primary level and 0.8 million (Census 2001) in the never enrolled category simply sounds ironic. This has been largely attributed to the faulty education methodology, which often does not cater to different educational needs of children belonging to different sections of the society. As examples, children belonging to the tribal community will be more comfortable in a school that teaches them in their dialects; children belonging to the deprived section will like to go to a school that teaches them beyond the normal working hours, as they often help their parents during the working hours and thus miss the school time. Though the government education system is yet to become flexible to accommodate the different needs of these groups, some CSOs have come forward to provide alternative education system to these categories of children.

- Vivekananda Jeevan Vidyalaya established by Ramakrishna Mission has been providing alternative education to school dropouts from the government schools and children from economically weaker section of the society since 1999.
- Atragamee, an NGO working in Rayagada district, runs 286 centres in nine blocks of the district, catering to the innovative teaching needs of the tribal children. The methodology recognises the importance of community participation and retention of tribal identity in the education system.
- Sikshasandhan, an education CSO, has been running 32 alternative education centers for children belonging to the economically backward and tribal community since 1995. Main focus of the organisation has been development of local-specific curricula, involvement of local youth in imparting teaching and emphasising the need for promotion of extra-curricular activities in the curriculum.
- Centre for Youth and Social Development is doing few experiments to provide primary education to tribal children, working children and for promotion of adult literacy. Attempts are being made to promote education of first generation learners through tribal dialects in a joyful learning methodology.
- Few other organisations like Society for Welfare of Weaker Sections in Parlakhemundi, Agranee in Mayurbhanj, Manab Kalyan Pratisthan in Sambalpur, ISARA in Berhampur, Bikalpa in Bolangir and Action Aid in few other districts, are engaged in imparting alternative education to children from the deprived section

4.1.3 Impact on state budgeting process. Budgeting is a complex process in India involving many stages that are beyond the comprehension of the common individual. Quite naturally, the impact of civil society in influencing budget related policies has been minimal. More than 90% of the RSC participants opine that civil society in Orissa has been completely inactive or active to a limited extent in this area. A majority (54%) of the RSC participants feel that the civil society is unsuccessful in bringing about any policy changes at the government level in this respect. Media analysis shows a similar picture. There are very few news items on civil society's demand for increased allocation to the social sector.

However, a review of secondary information reveals a rather positive picture. CSOs in Orissa are now taking initiatives to influence the State Government in the budget making process (For detail see Annex 4: Case Study - 4).

³⁰ CYSD-PLAN (2005) A Draft Report on *Monograph on Roles & Responsibilities of the Community & Society for Primary Education in Orissa*.

4.2. Holding the State and Private Corporations Accountable

This subdimension analyses the extent to which civil society is active and successful in holding the state and private corporations accountable. Table III.4.2 summarises the respective indicator scores.

Table III.4.2: Indicators assessing holding state and private corporations accountable

Ref	Indicators	Score
4.2.1	Holding state accountable	1
4.2.2	Holding private corporations accountable	0

FIGURE III.4.4: Activeness of civil society in holding the State and private corporations accountable

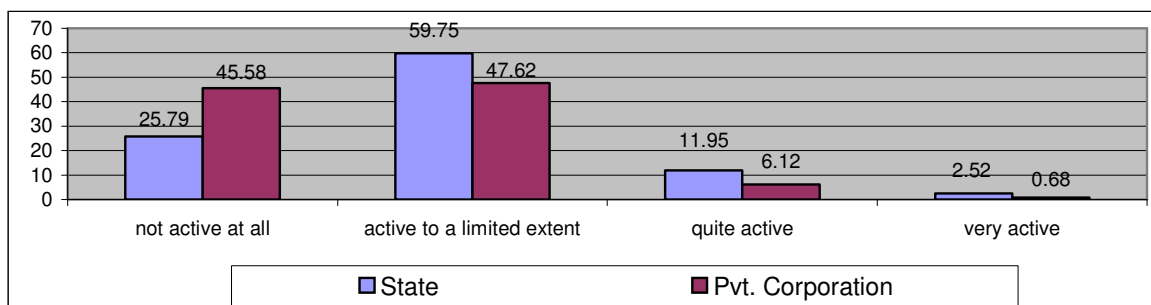
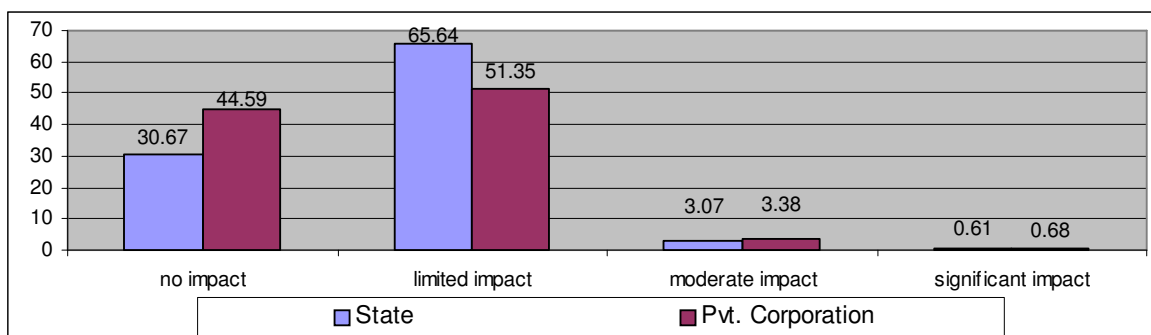


FIGURE III.4.5: Success of civil society in holding the State and private corporations accountable



4.2.1 Holding the state accountable. A large majority (86%) of the RSC participants perceive that the civil society in Orissa has been either inactive or active to a limited extent in influencing the State in public policy matters. Correspondingly, more than 90% of the RSC participants believe that civil society has not been successful in holding the State accountable.

Media analysis, on the contrary, reflects a different picture. It depicts a rather vibrant civil society, which holds the state accountable on issues relating to politics, education, labour and unemployment. The analysis further shows that the participation of professional associations, political parties and networks/coalitions is more prominent than that of other CSOs in such activities. As a case in point, protest by the *Rajya Krushak Sangathan* (State Farmers' Association) against the unregulated distribution of paddy seeds, yielded the regulation of seed distribution by agricultural authorities. Another prominent example was the creation of the

Resettlement and Rehabilitation Policy, 2006, which was formed as the result of civil society pressure on the Government.

4.2.2 Holding private corporations accountable. Civil society in Orissa is also found wanting in influencing the private sector and, accordingly, its impact on holding private corporations accountable to their actions is too low. Nearly 13% of the respondents in the RSCs have no knowledge of civil society's involvement in influencing private corporations. A majority (93%) of the remaining respondents believe that civil society is either not active or active to a very limited extent in holding private corporations accountable. Similarly, nearly 96% of the respondents perceive that civil society has no impact or a very limited impact in influencing or bringing about any changes in the policies and practices of private corporations.

Although there are examples of civil society action against the irresponsible behaviour of private corporations in Orissa, the civic space is mostly quiet in this regard. Environmental pollution, deceptive marketing and advertising strategies and the violation of consumers' rights are some of the numerous incidents of irresponsible behaviour by the industries in Orissa. A strong voice to oppose such practices or affecting any change in this regard is hard to find in the civil society space. One exception in this case is the trade unions. Trade unions have been successful largely in influencing the business organisations regarding their demands for protection of worker's rights and welfare. By 2002, Orissa had 1765 registered trade unions with a paid membership of 151,339 members. (<http://labourbureau.nic.in/TU%202k2%20Statement%203.1.htm>)

4.3. Responding to Social Interests

This subdimension analyses the extent to which civil society actors are responsive to social interests. Table III.4.3 summarises the respective indicator scores.

Table III.4.3 - Indicators assessing responding to social interests

Ref	Indicators	Score
4.3.1	Responsiveness	2
4.3.2	Public trust in CSOs	1

4.3.1 Responsiveness. This indicator examines the responsiveness of civil society actors towards priority social concerns. Seventy-seven percent (77%) of the RSC respondents are of the view that during the last year civil society actors have lobbied the government demanding the improvement in the delivery of public services. This indicates the responsiveness of civil society actors. However, the media review suggests that issues of crucial social concerns are yet to find a voice among existing civil society actors. It shows that in five different identified areas of social concern like human rights, poverty, gender, education and health, civil society has responded to causes related to different issues on 285 occasions. Of these, issues relating to service delivery and welfare have the maximum representation of 18.53%, followed by issues relating to advocacy (14.69%) and national politics (10.14%).

4.3.2 Public trust in CSOs. Public trust is assessed from the perspective of the confidence level of citizens in various CSOs or civil society actors and institutions. CSS findings suggest that 96% respondents have a great deal of faith in religious institutions, followed by 87% for the armed forces. The next most trusted institution in which people have great deal of faith is television (68%), followed by NGOs (60%) and the press (51%). After the press, the most trusted organisations are the government in power, major companies/business organisations, labour unions, local people's representatives, and local CSOs working in the state. The least trusted institutions are the police followed by political parties (22%). The finding that there is a low level

of trust in the police is supported by the India Corruption Study 2005, which observes that the people in Orissa perceive the police as the second most corrupt public service in the state (Transparency International India 2005: 168). This finding suggests that the CSOs including religious institutions and NGOs enjoy a relatively high degree of acceptance in the society.

4.4. Empowering Citizens

This subdimension describes and assesses the extent to which civil society is active and successful in empowering citizens to shape decisions that affect their lives, especially traditionally marginalised groups. Table III.4.4 summarises the respective indicator scores.

Table III.4.4: Indicators assessing empowering citizens

Ref	Indicators	Score
4.4.1	Informing / educating citizens	2
4.4.2	Building capacity for collective action and resolving joint problems	1
4.4.3	Empowering marginalised people	1
4.4.4	Empowering women	2
4.4.5	Building social capital	1
4.4.6	Supporting / creating livelihoods	2

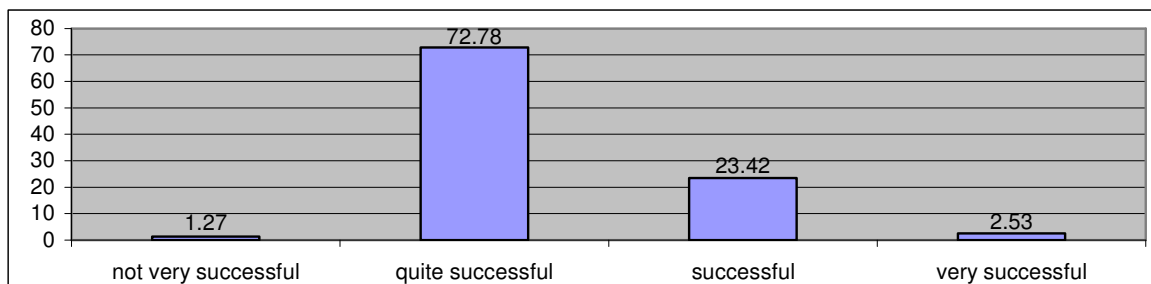
4.4.1 Informing/educating citizens. Civil society's role in informing or educating people is examined from two angles –what activities the CSOs has been doing in this regard and how the community views and accepts such activities. Examining the second question first, 71% of the CSS respondents have a positive perception of the participation of the CSOs in activities aimed at improving the living conditions of community members. CSOs undertake various public education activities such as providing information about various government welfare schemes, promoting education and running awareness programmes on rights and health issues.

An assessment of the involvement of CSOs in such activities also gives a similar picture. Nearly 92% of the RSC respondents opine that CSOs have been moderately active or very active in undertaking public information or public education activities. Only 8% of the respondents are of the view that CSOs are not active at all in this regard. The corresponding figure of CSOs being successful in undertaking such activities has been, however, dismal. An overwhelming majority (76%) of respondents opine that CSOs are not very successful in undertaking such activities. CSOs hardly ever use the media as a means of communication to reach the public. Though there are few CSOs who specialise in developing IEC (Information, Education & Communication) materials like Bharat Gyan Vigyan Samiti, CYSD and Sikshya Sandhan for educating the general public on basic issues like, health, sanitation, adult/girl child education, and disaster preparedness measures, the survey findings indicate inadequate levels of dissemination of information by the CSOs in Orissa. These results question the effectiveness and impact of such campaigns undertaken by the civil society.

4.4.2 Building capacity for collective action. A large number of CSOs are working in the areas of poverty alleviation and capacity building of the local communities in Orissa. However, 62% of respondents in the RSCs opine that many of the CSOs are only active to a limited extent in this respect. The corresponding success rate of the CSOs in local capacity building is modest. Nearly 73% of the respondents are of the view that CSOs are 'quite successful' on such issues (Figure III.4.6). Lower participation of the community in such activities infers lower level of impact of such activities. Media scrutiny reveals a dearth of efforts by civil society in mobilising local

resources or facilitating collective efforts to solve common problems, but the assessment on the levels of impact of these efforts is lacking.

FIGURE III.4.6: Success of civil society in local capacity building



In Orissa, the majority of capacity building activities or empowering the marginalised are focused on organising livelihood training projects. Other activities by the CSOs include capacity-building programmes on leadership, training on forest and environmental management, awareness programmes on rights and entitlements and the training of people's representatives. Media analysis suggests CSOs are involved in empowering marginalised people through conducting training programmes on agriculture, apiculture, or vocational methods. However, evidence that such efforts are being translated into concrete action by the targeted people to improve their lives is rare.

4.4.3 Empowering marginalised people. The CSOs in Orissa, particularly the NGOs, undertake a number of activities for the empowerment of the marginalised people such as indigenous people and people living below poverty line.

More than one-third of CSS respondents opine that CSOs organise activities that are directed towards the empowerment of the poor and the marginalised people. As discussed in the previous indicator, media findings suggest that CSOs impart trainings on agriculture, apiculture and vocational trainings. Donors like DFID, IFAD and WFP in partnership with the state government are currently providing support to tribal people of 10 blocks of four districts, namely Gajapati, Kandhamal, Koraput and Kalahandi under Orissa Tribal Empowerment and Livelihoods Programme (OTELP).

However, the fact that more than half of the people are not aware of such activities indicates civil society's inability to address the needs of all affected people. Similarly, a very low level of participation (23%) of the targeted people in these activities signals the need for greater efforts.

4.4.4 Empowering women. Participation of civil society in issues related to women's empowerment is not very widely visible in Orissa. Barring a few articles on the issue, the media does not give a clear picture of civil society's involvement on this topic. Findings from the CSS suggest that 19% of CSOs work on women empowerment issues. However, community participation is as low as 23% in such events. The major activities carried out by civil society organisations for women empowerment are in organising women around micro-credit and enterprises. This process of organising women is known as women's self-help groups (SHGs). This model known as women's Self-help Groups (SHGs) was adopted by the state government for empowerment of women in the State, which led to the formation of Mission Shakti. During April 2001 to February 2005 149,233 women SHGs were formed with a membership of

1,878,985 members (http://www.orissagov.nic.in/wcd/ww_missionshakti.htm). There are also instances of women organising at state level against various social issues, such as the campaign against liquor trade. Consequently, the NAG members considered the contribution of CSO in empowering women to be above average.

4.4.5 Building social capital. Traditional family values predominate in Orissa along with a culture that apparently values emotional bonds, mutual inclusiveness, trust and reciprocity. However, the community survey shows that social capital, which is a culmination of the above-mentioned factors (among other factors), is significant only among 36% of the CSS respondents. This finding suggests that for a smaller number of people there is no difference between members and non-members of CSOs when it comes to interpersonal trust. In other words, CSOs in Orissa have largely failed to build social capital.

4.4.6 Supporting livelihoods. The CSOs in Orissa help in livelihood promotion in the communities by undertaking activities that focus on awareness generation and information dissemination on various government-run and NGO-run programmes. They also directly carry out programmes providing income opportunities to the poor. There are various schemes on poverty alleviation and livelihood promotion by the government, which are generally implemented through the NGOs solely or in partnership with the government. Government has been trying to empower women through creation of SHGs, which have become a major source of promoting livelihood. NGOs have undertaken a lead role in SHG formation. Other CSOs, like trade unions, farmers' unions and professional associations also implement activities for supporting the livelihood of the poor and women. Nearly 38% of the CSS respondents hold that CSOs do undertake various income generating programmes for supporting the livelihood of the people in Orissa. The media analysis shows that research institutes are involved in imparting training to the farmers while Kandhamal Apex Spices Association for Marketing, an economic interest CSO is involved in economic enhancement of turmeric producers. However, the fact that only 23% people participate in such programmes must be examined by CSOs in the state.

4.5. Meeting Societal Needs

This subdimension examines the extent to which civil society is active and successful in meeting societal needs, especially needs of poor people and other marginalised groups in Orissa. Table III.4.5.1 summarises the respective indicator scores.

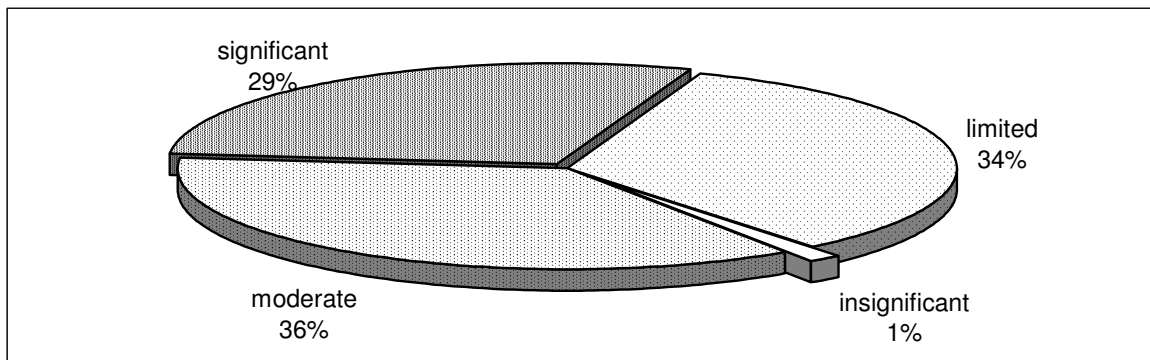
Table III.4.5.1: Indicators assessing meeting Societal Needs

Ref	Indicators	Score
4.5.1	Lobbying for state service provision	1
4.5.2	Meeting societal needs directly	2
4.5.3	Meeting needs of marginalised groups	2

4.5.1 Lobbying for state service provisions. Nearly 77% of the RSC respondents opine that CSOs lobby the government to provide public services through various government schemes/facilities. Though a majority of the respondents feel that civil society does lobby before the government for public service provision, the success rate of these lobbying activities is found to be very low. A meager 0.71% of respondents consider this lobbying to be very successful, whereas only 11% feel it to be successful. In other words, a majority (approximately 88%) of the RSC respondents consider CSOs to have failed in their effort to lobby before the government for public service provision.

4.5.2 Meeting societal needs directly. Civil society's role in meeting pressing societal needs directly is fair in Orissa. A decent 29% of the RSC respondents perceive that the role of the CSOs has been significant, whereas 35% perceive it to be moderate in this regard (Figure III.4.7).

FIGURE III.4.7: Civil society meeting societal needs directly



4.5.3 Meeting the needs of marginalised groups. The people in Orissa believe that voluntary organisations (VOs) provide better services to the marginalised people compared to state agencies. While 55% of the respondents in CSS opine in favor of better services by the VOs, 35% do so for state agencies. Almost 42% of the CSS respondents believe that CSOs/VOs have been more helpful to their causes compared to 32% who hold that the state agencies had been more helpful.

CONCLUSION

Civil society activities are aimed to bring changes in public policies, promoting good governance practices, and developing the society. It has been observed that civil society's efforts to influence public policies and government and corporate accountability are quite limited in Orissa, and thus have limited visible impacts.

It is unfortunate that civil society in Orissa, despite being active to a very limited extent, has not become successful in influencing public policies in the fields of human rights, education, and state budget process. Moreover, civil society is less successful in its role as a watchdog of state and corporate behavior.

On the other hand, civil society's involvement in informing and educating citizens, empowering women, providing essential services and supporting livelihood needs of the poor people is appreciable.

IV STRENGTHS AND WEAKNESSES OF CIVIL SOCIETY IN ORISSA

Civil society in Orissa has been assessed thoroughly through an exhaustive list of 74 indicators. The study findings obtained through elaborate research process were presented to the NAG during the scoring exercise (29-30 December 2005) and to a wider base of participants during the National Workshop held on 20 May 2006. The assessment has brought to the forefront many interesting observations. There are certain areas where civil society scores are very high. However, there are some areas where its performance is average and still other areas where it is very poor.

The NAG members deliberated upon the study findings in a two-day CSI scoring exercise. They examined each indicator based on study findings and scored them on a scale of 0 to 3. Any indicator with a score of 1 or less was considered a weak indicator. On the other hand, an indicator with a score of more than 1 was considered a strong indicator. In the process, the findings were refined and the NAG members pointed out critical dimensions with respect to certain indicators. For most of the factors, there was a clear consensus but in case of few, many discussions were required to arrive at a common understanding. From this rigorous analysis, some of the typical characteristics of the civil society, its strengths, and weaknesses emerged.

Strengths:

- Charitable giving and volunteering are prevalent in the civil society arena of Orissa. The CSS findings show that nearly 80% of the people give to charity and volunteerism occurs naturally to the people of Orissa. However, volunteerism, which has more of a personal fervor like helping neighbours and relatives, is not always converted into collective social action.
- The civil society in Orissa represents a highly tolerant society where people from different races, religions, castes, and creeds cohabit cordially, except for some sporadic and occasional disequilibrium due to caste and religion conflicts.
- Practice of non-violence within the civil society arena is another positive factor, though recent instances of violence by extreme forces such as the naxalites are disturbing concerns.
- The external environment in which the civil society operates is quite enabling with respect to factors like political rights and civil liberty. A high degree of press freedom is certainly a positive sign. However, inadequate and ineffective portrayal of critical civil society issues by the media is a matter of concern.
- Civil society in Orissa has been involved in activities like informing and educating citizens, building capacity for collective action, empowering marginalised people, building social capital and supporting livelihood of the poor.
- Civil society in Orissa is also engaged in sustained efforts for environmental protection. Activism with respect to environmental protection and protests against the setting up of mineral-based industries are on the rise. Over the years, the civil society of Orissa has been focusing on issues relating to protection of natural resources like lakes, mountains and mineral deposits. Such emphasis in recent times has also been linked to another crucial issue of displacement of people owing to various development projects. Civil society's sustained activity in this regard has forced the state government to bring about some commendable changes in its resettlement and rehabilitation policy and take cautious steps before setting up mineral-based industries.

Weaknesses

- There is lack of sustained effort to address common issues of social concern. Adequate voluntary collective efforts in this direction and non-partisan political actions by civil society are limited.
- CSOs in Orissa are characterised by dominant representation of upper class/elite groups, both as members and as leaders. There is severe under-representation of women, rural population, ethnic/linguistic minorities, religious minorities, and the poor people in the CSOs. CSOs like trade unions have less than 5% of women representation in their membership.
- Inadequate networking and ineffectiveness of networks are definite obstacles hindering collective efforts towards development. Lack of communication and insufficient resources are added lacunae, which prove to be disadvantageous for networking among the CSOs. Networking and linkages of CSOs of Orissa with organisations and institutions at the international and national level also need attention.
- CSOs in Orissa suffer from a lack of resources, financial, technological and infrastructural.
- Some of the disabling factors in the external environment are corruption at various levels, poor socio-economic condition of the state and low level of trust among the people in the society.
- The dialogue exchange processes between the civil society of Orissa and the state is neither frequent nor smooth. Most of the time, the state exhibits an apathetic attitude towards such dialogues and discussions.
- The relationship of the civil society with the private sector is one of the least debated and discussed phenomena in Orissa. It is very disheartening that the attitude of the private sector towards civil society is not supportive. The level of corporate social responsibility in Orissa is not significant.
- CSOs such as professional associations, trade unions, and NGOs in Orissa generally observe democratic practices within the organisation. However, such democratic practices are limited only to election of leaders and are rarely exhibited in more important areas, such as protection of workers' rights, equal treatment of all the workers and employment terms and conditions.
- Transparency and accountability of CSOs are issues of great concern. Though some discussions are going on in the civil society space about such issues, so far, neither is there any existing system in place to ensure self-regulation nor are there any efforts being made in this direction.
- Gender inequitable practices both at the social and institutional level are another area of great concern. Nearly half of the CSOs studied do not have a written policy on gender equitable practices. Similarly, civil society actions to promote gender equity at the societal level are not very satisfactory. Civil society in Orissa is active to a limited extent in influencing public policies and so it has little impact in this regard. It also has a limited role in the national and state budgeting process.

Along with the strengths and weaknesses, there are two typical characteristics displayed by the civil society in Orissa. Both of these characteristics represent a general mistrust of the civil society towards the state machinery.

- Religious CSOs are the most trusted of all categories of CSOs and institutions like the press, government, police or people's representatives. Political parties are the least trusted organisations. At the same time, the armed forces, which are also controlled by the state machinery, are one of the most trusted institutions. While the civil society of Orissa has expressed great faith in the armed forces, it has also acknowledged its contribution to the country's security and welfare.
- A large proportion of the civil society in Orissa feels that voluntary organisations are more helpful than state institutions and that they are better service providers.

V RECOMMENDATIONS

The participants in the National Sharing Workshop held on 20 May 2006 deliberated upon the future course of action in the context of CSI study findings. Most of the participants feel that the CSI has immense potential for building up momentum for civil society strengthening initiatives. The participants observed that the discussion on the present status of all civil society, instead of just the NGOs should diffuse to different CSO forums like trade unions, tribal groups, and professional associations across the state.

There is a need to build up a mechanism to start an interface among various CSOs. This would help develop a common understanding of critical issues. A common action programme for collective activism among the CSOs is required, and it would only be possible with collective leadership and through sharing collective responsibility. Future strategies should be designed in such a way to recognise differences, diversity, and plurality that exist in the civil society. Various actors should draw upon each other's strengths and weaknesses while working together. The specific action agenda must include:

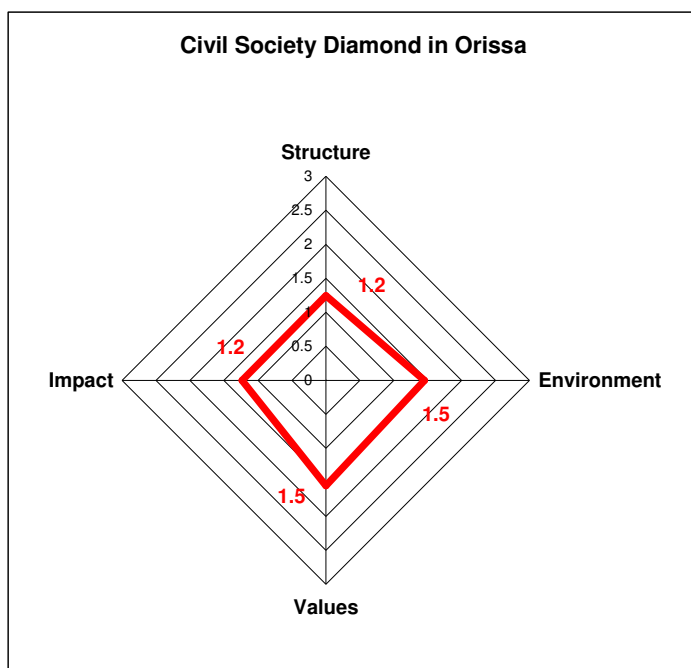
- Engaging CSOs in positive and constructive action for which this study provides a basis.
- Developing a common framework for dialogue with state and business organisations.
- Networking among like-minded organisations.
- Efforts towards improving transparency within the CSOs to target issues of greater social relevance.
- Emphasising more on corporate social responsibility and corporate philanthropy in the context of massive industrialisation in the state.
- Public Interest Litigation (PIL) and social audits should be used as powerful tools. There is also a need to analyse the usefulness of these instruments in addressing genuine public concerns. Analysing the trend of all PILs filed in the last six months is considered a step effectively taken in this direction.

The CSI report needs extensive dissemination in the civil society. Popular versions of the report, both in English and local language, i.e., Oriya, can be useful for enabling better comprehension and wider dissemination of the study findings.

VI CONCLUSIONS

The conclusions draw together the main findings of CSI project in Orissa and can be summarised in form of the Civil Society Diamond for Orissa (see Figure VI.1.1).

FIGURE VI.1.1: Civil Society Diamond in Orissa



The Civil Society Diamond represents the state of civil society in Orissa during the years 2004-2006. The assessment is made based on the scores of each of the four dimensions on a four-point scale (0 to 3) in the plane. Dimensional values depicted in the picture represent a moderately active civil society in Orissa. All the dimensional values range between 1 and 2, indicating the civil society in the state is neither very vibrant nor very inactive and in terms of impact, it is neither very strong nor very weak.

The structure and impact dimensions of civil society in Orissa are found to be the weakest. The values and

external environment dimensions, with scores of 1.5 each are found to be the strongest. A relatively low value of the structure dimension mirrors an inequitable civil society with respect to the participation and resource base of various civil society actors within it. In terms of indicators like the participation or leadership of various civil society actors, the representation is skewed towards the upper class or elite than any other group. Similarly, the civil society space does not boast of a high level of adequacy of resources – human, financial, or technological. A relatively high score for the values dimension reflects a civil society that is generally balanced, as far as its practice of certain intrinsic principles is concerned. Among the various sub-dimensions within this dimension, the civil society in Orissa displays a high level of performance with respect to some. For example, its activities towards non-violence and environmental sustainability scores 2, reflecting a peaceful society highly concerned for sustainable development. However, a very low score with respect to few other sub-dimensions like gender equity and transparency balances the high score to an average overall performance.

In the same light, a score of 1.5 for the external environment dimension stands for a very moderate level of legal, political, and economic environment in which the civil society operates in Orissa. The score stands for a situation where the civil society is neither heavily repressed by, nor is highly benefited from the environmental factors. Except for a few indicators like political rights, political competition, press freedom, and tolerance under this sub-dimension where the scores are higher, all other indicators reflect either a disabling or an indifferent state of affairs. This pulls back the average score to a modest score. In case of the impact dimension, similarly, the civil society in Orissa has not come up to expectation. An average score of 1.2 stands for a very mediocre level of impact, resulting from different activities undertaken by the civil society.

Except for some indicators like supporting livelihood, empowering the marginalised and empowering women, in case of all other indicators the impact of the civil society is not quite visible. This has resulted in an average level of performance of the civil society with respect to bringing about any changes at the policy or practice level.

Two important things can be noted in the case of civil society in Orissa. One, the degree of variation among the different dimensions is marginal. This reflects a civil society consistent with respect to many of its attributes. Structural deficiencies and a less enabling external environment often result in a low level of impact. This is because many of the issues taken up by the civil society, which is generally dominated by the upper class/elite, do not address common concerns i.e. concerns of various other actors who exist in the civil society space including the marginalised groups. This factor, coupled with indifferent state machinery, nullifies the impact of various activities undertaken by the civil society. Two, the civil society initiatives have not reflected a very high level of vibrancy with respect to any indicator. All these suggest that the state is far away from the ideal score of 3.

Way Forward

The CSI research is not an end in itself. Rather, it is an exercise that will spawn a series of activities that will ultimately strengthen various civil society initiatives and meaningfully contribute to the formation of a vibrant civil society. The civil society in Orissa had been very lively and vivacious in the past, overthrowing rulers during the pre-independence period, and causing the downfall of political parties and governments during the immediate post-independence period. By shedding the shadow of various superstitions and wrong social practices like child marriage and caste system, it had proven its mettle as a change agent. However, with increasing urbanisation and self-orientation together with disbelief on the effectiveness of the state machinery and various other social and economic systems, the civil society has started to remain aloof from the mainstream in the last few decades. Most of the activities in the civil society space in this era were limited to discussions in drawing rooms, at the tea stalls and the like. Real activities leading to concrete action crystallising in solid impact was, thus, grossly absent. This has led to the dominance of the civil society space by only few actors who are often alleged to act in their self-interest. This has also resulted in an atmosphere filled with mistrust and disbelief among the various actors. As a result, a coordinated effort by various civil society actors to effect any change is hard to find. This picture has been truly reflected in the civil society diamond. Is this a dead end? Is there any way out? How can this process be reversed? The present exercise is an attempt to answer these questions and suggest a future course of action towards solving some of the lacunae in the existing status.

The last few decades, besides being witness to an inactive civil society, have seen the state often failing in the delivery of public welfare services. This has led to state ineffectiveness, and increasing privatisation and decentralisation of many of the state domains. The civil society has also been an observer to the failure of the market system and irresponsible business behaviours. All this has necessitated an aroused and awakened civil society quite sensitive and responsive to the changes in the environment. The present attempt to assess the civil society in Orissa reveals some very interesting dynamics that characterise the civil society, and thus acts as an eye opener. By browsing through the history, it reminds the civil society of its achievements and the proven potential of being a catalyst in the social change process. By thoroughly analysing the present state, it points out the strength and weakness of the present initiatives. A detailed analysis of a very exhaustive list of 74 indicators tries to assess the civil society effort and its resulting impact. Such an analysis acts as a pointer to the areas where the civil society needs to activate its input,

accelerate its effort and strengthen its initiatives as the civil society activities reflect various intensities of vibrancy – from zero vibrancy, i.e. a dormant state, to a moderate level of vibrancy, to a high level of vibrancy. Wide dissemination of the report will not only sensitise the civil society about the lacunae of its efforts but also facilitate widespread debates and discussions to formulate strategies for a more forceful and coordinated effort. This will also open up new vistas for various capacity-building initiatives and networking strategies to vigorously carry forward such initiatives. This will go a long way in building a strong and active civil society effectively collaborating in the various development initiatives.

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ANNEX 1

Table A.1: List of RSCs conducted in Orissa

RSC	Venue	Date	Partner Organisation	Districts Covered	Total Number of civil society actors Contacted	Total Number of Respondents surveyed	Total Number of Participants		
							Male	Female	Total
1	CYSD, Bhubaneswar	28 Oct. 2004	CYSD	Khurda, Puri, Cuttack, Jagatsinghpur, Jajpur	27	27	12	-	12
2	Pantha Nivas, Sambalpur	11 Nov. 2004	BISWA, Sambalpur	Sambalpur, Jharsuguda, Bargarh, Deogarh, Sundargarh	29	27	16	04	20
3	NIPDIT, Phulbani	19 Jan. 2005	NIPDIT, Phulbani	Kandhamal, Boudh, Nayagarh	35	28	14	02	16
4	Hotel Maruti, Rayagada	10 March 2005	Ankuran, Rayagada	Koraput, Malkangiri, Nabarangapur, Rayagada, Ganjam, Gajapati	34	27	15	-	15
5	DRDA Hall, Bolangir	13 April 2005	VISWAS, Nuapada, & The Humanity, Bolangir	Bolangir, Sonepur, Kalahandi, Nuapada	36	36	12	04	16
6	Gujurati Samaj, Keonjhar	13 May 2005	IDA, Keonjhar & DRC, Keonjhar	Keonjhar, Mayurbhanj, Balasore, Bhadrak	35	31	13	02	15

ANNEX 2

Table A.2: Details of CSS conducted in Orissa

Locality / Village	Rural/Semi-Urban/Urban	Gram Panchayat*	Block	District	No. of Respondents
Bhubaneswar (Sikharchandi and Patharbandha Slums, Sailashree Vihar & Old Town)	Urban		Bhubaneswar	Khurda	279
Koraput Town	Semi-Urban		Koraput	Koraput	129
Talur	Rural	Haldikund	Boipariguda	Koraput	134
Cherka	Rural	Baligaon	Boipariguda	Koraput	
Ambaguda	Rural	Asana	Kundra	Koraput	
Sundargarh (Town)	Semi-Urban		Sundargarh	Sundargarh	125
Kuchedega	Rural	Kuchedega	Hemgir	Sundargarh	132
Lokedjharan	Rural	Kanika	Hemgir	Sundargarh	
Kodbahal	Rural	Kendudihi	Hemgir	Sundargarh	
Karanjia Town	Semi-Urban			Mayurbhanj	125
Nisapasi	Rural	Padiabeda	Thakurmunda	Mayurbhanj	133
Balipasi	Rural	Khandabandha	Thakurmunda	Mayurbhanj	
Gahandia	Rural	Talapada	Thakurmunda	Mayurbhanj	
Total					1057

* The rural self-governance structures in India are known as Gram Panchayats

ANNEX 3

Table A.3.1: Networks in Orissa

Sl. No	Name of the Network	No. of Partner Organisations	Area of Operation (Districts)	Issues of Action
1.	Community for Reproductive Health Care (CRHC)	19 NGOs	12 Districts of Orissa: Rayagada, Nabarangapur, Puri, Khurda, Koraput, Kalahandi, Nuapada, Boudh, Angul, Mayurbhanj, Keonjhar and Bolangir	<input type="checkbox"/> HIV/AIDS <input type="checkbox"/> RCH Programme
2.	Orissa Water Management Forum (OWMF)	22 NGOs	All over Orissa	<input type="checkbox"/> Social Mobilisation <input type="checkbox"/> Land & Water Management <input type="checkbox"/> Agriculture <input type="checkbox"/> Social forestry <input type="checkbox"/> Water & sanitation <input type="checkbox"/> Lobby & advocacy
3.	National alliance of women organization (NAWO)-Orissa Chapter	14 NGOs	13 Districts	<input type="checkbox"/> Gender <input type="checkbox"/> Adolescent <input type="checkbox"/> Livelihood <input type="checkbox"/> Education/ Training
4.	Orissa Traditional Fish Workers Union (OTFWU)	4 Organisations and 6 district level fish workers union involving village level committees and fishermen	6 Coastal Districts	<input type="checkbox"/> Lobbying & Advocacy <input type="checkbox"/> Network promotion
5.	Orissa Voluntary Health Association (OVHA)	All Grassroots organisations	All over Orissa	<input type="checkbox"/> Health
6.	Society for eye care and voluntary activities (SEVA)	12 members	2 districts –Kalahandi and Ganjam	
7.	Association for Voluntary Action (AVA)	9 members	1 Block of Nabarangapur and 2 blocks of Koraput district	<input type="checkbox"/> Child development <input type="checkbox"/> MCH <input type="checkbox"/> Birth registration <input type="checkbox"/> PRI
8.	Kandhamal Drought Action Forum	5 grassroots level NGOs	1 District – Kandhamal	<input type="checkbox"/> RCH <input type="checkbox"/> Sanitation/ hygiene <input type="checkbox"/> Watershed <input type="checkbox"/> Sustainable agriculture <input type="checkbox"/> Farmers rights
9.	District Disaster Risk Management Committee		Ganjam	Disaster Management
10.	District-Mass		Ganjam	<input type="radio"/> Health <input type="radio"/> Nutrition <input type="radio"/> Water & Sanitation <input type="radio"/> Education
11.	Kalahandi Zilla Saksharata Samiti		Kalahandi	<input type="radio"/> Health <input type="radio"/> Nutrition <input type="radio"/> Water & Sanitation <input type="radio"/> Education
12.	District Blindness Control Society		Kalahandi	

Sl. No	Name of the Network	No. of Partner Organisations	Area of Operation (Districts)	Issues of Action
13.	Leprosy Eradication Cell, Kalahandi		Kalahandi	
14.	Joint Management Programme		Malkangiri	
15.	Malkangiri Development Facilitation Group	45CSOs	Malkangiri	<ul style="list-style-type: none"> Health Nutrition Water & Sanitation Education
16.	South Orissa Resource Centre	9 CSOs	Malkangiri	
17.	Common Action Network (CANN)	8 CSOs	Nabarangapur	<ul style="list-style-type: none"> Health Nutrition Water & Sanitation Education
18.	Puri District Disaster Mitigation Forum (PDDMF)	13 CSOs	Puri	<ul style="list-style-type: none"> Community based disaster preparedness among coastal people
19.	Coastal Zone Disaster Mitigation forum	8 CSOs	Puri	<ul style="list-style-type: none"> Disaster mitigation in coastal zone
20.	Coastal Eco-Conservation Net (CECN)	17 CSOs	Puri	<ul style="list-style-type: none"> Conservation and promotion of coastal ecology
21.	District Health Action Forum (DHAF)	22 NGOs	Rayagada	<ul style="list-style-type: none"> Health
				<ul style="list-style-type: none">
22.	District Level Coordination Committee (DLCC)	4 NGOs	Rayagada	<ul style="list-style-type: none"> Disaster Management
23.	District Micro Finance Resource Centre	5 NGOs	Rayagada	<ul style="list-style-type: none"> Micro-Finance
24.	Jungle Mancha Parishad (JMP)	5 NGOs	Rayagada	<ul style="list-style-type: none"> Micro-Finance
25.	Empowerment of Women through Self Help (WETSH)	12 CSOs	Nayagarh	<ul style="list-style-type: none"> SHG Promotion
26.	Jungle Suraksha Mahasangha (JSM)	All village level forest protection committees	Nayagarh	<ul style="list-style-type: none"> Forest protection
27.	Organization for Disaster Management and Mitigation (ODMM)	108 CSOs.	22 districts in Orissa excluding Koraput, Nabarangapur, Malkangiri, Jharsuguda, Baragarh, Mayurbhanj, Sonepur and Kalahandi.	<ul style="list-style-type: none"> Relief and Rehabilitation in the aftermath of natural disasters Capacity building of CSOs Coordination and Advocacy Insurance Promotion
				<ul style="list-style-type: none">
				<ul style="list-style-type: none">
28.	Action for Food Security-Orissa (AFFSO)	59 CSOs	Whole of Orissa	<ul style="list-style-type: none"> Household food security NRM
29.	FONIA	62 CSOs	18 districts	<ul style="list-style-type: none"> Primary Education
30.	Forum against Child Exploitation (FACE)	250 CSOs	22 districts	<ul style="list-style-type: none"> Child labour Juvenile justice Sexual abuse of children

Sl. No	Name of the Network	No. of Partner Organisations	Area of Operation (Districts)	Issues of Action
31.	Campaign for Conservation of Chilika Lagoon (CCCL)	9 CSOs	3 Districts: Puri, Khurda, Ganjam	o Environmental issues related to Chilika lake

Source: Directory of Voluntary Organizations, PDC Network, 2004; UAA, 2004; ENDRET, 2004

Table A.3.2: Federations in Orissa

Sl.No	Name of the Federation	Interest Group	Partner Organisations	Area of Operation
1	Ganjam Zilla Adivasi Mancha	Tribals		Ganjam district
2	Rushikulya Rayat Mahasabha	Farmers		Ganjam district
3	Ganjam District Fisher Union	Fisher men		Ganjam district
4	Block Level Farmers' Bodies	Farmers		22 Blocks in Ganjam district
5	Block level Tribal Lok Sangathan	Tribals		13 tribal blocks in Ganjam
6	SWOSTI	Dalit women	Dalit women organisations	Ganjam Block
7	ANWESA	Dalit women	Dalit women federation	Chatrapur block
8	Maa Durga Mahila Vikash Sangathan	Self help groups	Self help groups	Khurda district
9	Puri District Milk Union Limited (PUMUL)	Milk cooperatives	9600 farmers in 160 Cooperative Societies	7 blocks in Puri district
10	Samleswari Regional Cooperative Milk Producers' Union Ltd.	Milk societies	259 milk societies	Sambalpur, Bargarh, Jharsuguda and Deogarh districts
11	Health Net, Dhenkanal	Grassroots women health groups	Mahila Swasthya Mandals, the grassroots level groups	Dhenkanal district

Source: Directory of Voluntary Organizations, PDC Network, 2004; UAA, 2004; CENDRET, 2004.

ANNEX 4: CASE STUDIES

Summary of Case Studies

Case Study 1: Struggle against Lower Suktel Dam: A People's Movement

Sphere: Human Rights (Displacement due to dam construction)

Period of the case: 1997 – till date

Core Issue: Lower Suktel Budi Anchal Sangram Parishad, a people's movement, has been opposing the construction of dam on the Suktel River in Bolangir district. The reason for opposition to the dam is displacement of the natives due to the construction of dam and all other associated consequences like loss of livelihood, huge loss to the flora and fauna, hyped-up projection of the benefits from the dam construction by the government and an improper resettlement & rehabilitation package offered by the Government.

Aims and Objectives of the Campaign:

1. To oppose big dam construction in order to avert displacement.
2. To provide alternate suggestions to the Government for better irrigation facilities.

Results: No results so far. People are still continuing their struggle to oppose the dam construction.

Main Event: During 1997, the district authority of Bolangir in a public hearing informed the locals of Bolangir about the construction of a dam over the Lower Suktel river. The construction will submerge 26 villages – 16 fully and 10 partially. As per a Government survey in 1997, this construction will displace 4160 families out of which 29% belong to scheduled tribes, 14% belong to scheduled castes and the rest belonging to general caste. A crowd of 8000-9000 people strongly opposed the idea of a dam construction in the public hearing. However, overriding public discontentment, the government went ahead with its plan to construct the dam. This discontentment, on the other hand, gave rise to the *Lower Suktel Budi Anchal Sangram Parishad*, a people's movement for the cause. Young men from Gada Shankar Dunguripali Gram Panchyat have become the flag bearer of the movement and the struggle is still continuing despite several odds. Unique feature of this struggle is that no political party, no other influential group has supported the cause, though some civil society groups like Action Aid, Adhar, CLAP and Agami Orissa have extended solidarity to this.

Course of events: In 2001, when people came to know that the Chief Minister will lay foundation stone (*shilanyaas*) at the construction site, around 15,000 people from nearby villages gathered at the site to oppose the dam construction. Fearing law and order situation, the *shilanyaas* was done 5 kms. away from the proposed site. Even then, 64 demonstrators managed to break police cordon and showed black flag to the Chief Minister at the site.

After 2001, the villagers formed village committees at each village level. Taking 2-3 members from each village committee the Lower Suktel Budi Anchal Sangram Parishad was formed. It was then planned for the Parishad to sit for a monthly meeting on regular basis in order to strategise to carry forward negotiations with the government. Since then, the Parishad has given several memoranda to various authorities including the district and state representatives, Chief Minister, Prime Minister, President and National Human Rights Commission. In 2003, the State

Government entrusted a UNDP team to assess the feasibility of the dam construction. The team came out with unfavourable findings about the proposed dam. This has acted as a catalyst to strengthen the movement further. A recent incident of police repression and arresting of girls and women from the villages have enraged the demonstrators who have decided to continue with their struggle with help from various CSOs. Action Aid is promoting local NGOs in Bolangir district who have formed another CSO, Lok Sangathan, which is supporting the people involved in the movement. Agami Orissa, another people's movement forum, is helping the demonstrators to stage demonstrations at the state capital in front of the state assembly, writing memorandum to the Chief Minister against the state repression and garnering support for the cause from various other quarters. Another CSO, Committee for Legal Aid to Poor (CLAP), is providing legal support to the cause of the people.

Achievements of the Movement so far:

- The struggle could bring to the fore several grassroots leaders.
- People's determination to oppose the dam has held the Government back from completing survey work and carrying out construction work.
- Civil society actors across the State have come to a common platform to object the dam construction.

Case Study 2: Campaign for Survival and Dignity

Period of the Case: 1997 - Continuing

Key characteristics of the case: This is a case in point where a local level movement has originated from a national level movement. More than 100 NGOs are involved in the Campaign for Survival and Dignity (CSD) in Orissa. Until 2002-03, the NGOs were working individually. CSD, Orissa chapter, took a formal shape towards the end of 2003. The formal merger with the national level campaign came in 2004-05. Since **March 2004** the State Chapter of CSD has been regularly holding monthly meetings. The campaign activists have decided to resort to adequate research on the ground realities and policy implications, which will feed information to political parties like the CPM party (which is an ally of the Government at Centre).

Core Issue: Tribal people constitute 22 per cent of the total Orissan population. The majority of them inhabit forestland. Of the total tribal population, 73.08 per cent live in abject poverty (Orissa Human Development Report 2004: 22). Most of the forest dwelling tribal population do not possess any legal rights over land holdings. In Orissa, after Independence, all Adivasi and community lands were declared state forests, under the control of the Revenue and the Forest Departments, without settling the people's rights. Following *Godavarman Case*, which highlighted the issues of deforestation and encroachment of forest land, the Supreme Court, recommended in Orissa's case that a substantial percentage of land belonging to the Revenue Department be transferred to the Forest Department, which means it cannot be inhabited and felling cannot take place. From this point, the Government treated the forest dwellers as encroachers and tried to evict them. This further deprived tribals of their traditional rights to do agricultural activities in forestlands. The eviction notice and non-settlement of lands are perceived to be a clear violation of Constitutional provisions, in contravention of National Forest Policy 1988, and the Panchayats (Extension to Scheduled Areas) Act, 1996. It is also in contravention of International Law (CSD, p.14). Therefore, concerned citizens and civil society organisations came forward nationally to support these tribals to get justice and the means to survive with dignity on their own land, under the title of Campaign for Survival and Dignity (CSD).

Aims and Objectives of the CSD:

1. To recognise the rights of the forest dwelling communities including the tribals.
2. To stop eviction of these people from the forestlands.
3. To regularise land settlement in favour of these forest dwelling people.

Major Events: The movement in Orissa started in 1997 when the forest department obstructed people of Peruamal village in Bolangir district (Orissa) from digging a pond in the forest. Villagers protested against this under the leadership of Thakur Das Mahanand. The forest department attacked and arrested several people. The same year, social activists, like Jagdish Pradhan of Sahavagi Vikash Abhiyan, organised a big rally at the District Collectorate, Bolangir on Human Rights Day, and filed a petition with National Human Rights Commission (NHRC). Despite the report of the NHRC recognising the land rights of the people, the Forest Department tightened its control. This event triggered the movement. In 2002/3 in the *Pradeep Prabhu vs. Maharashtra Government* case, the government in Maharashtra (another state in India) were forced to accept applications for land rights. This led to 60,000 applications being submitted to the Orissa Government in that respect. The chronology of events in CSD has been as following:

- **July 2003** - CSD conducted a Public Hearing in New Delhi, highlighting the problems of forest dwelling communities.
- **February 2004** - Government issued notices to identify encroachers who were eligible for land rights and to stop eviction. Due to the upcoming general election, political parties used this issue to win votes. However, evictions continued unabated, particularly during the change of government. According to CSD's estimation 150,000 families across the country were evicted during this time.
- **May 2004** - CSD decided to broaden the movement to include more affected people, start a dialogue with the Government and file as many claims for land as possible. Later, CSD met the Prime Minister (PM) and the National Advisory Council (NAC). As a result, NAC brought out a resolution in September 2004 to bring a comprehensive legislation in Parliament in favour of the forest dwellers.
- **December 2004** - on International Human Rights Day, tribal people in every part of India demonstrated demanding their rights over land and livelihood.
- **21 December 2004** - the MoEF issued a notice to the State and Union Territory Governments advising them not to evict any tribal or forest dweller other than ineligible encroachers (those who did not occupy any land before 1980), until the survey to identify such people was complete. Following this, the PM asked the Ministry of Tribal Affairs (MoTA) to draft a legislation to recognise the land rights of the people living in forest areas. MoTA formed a drafting committee having members from CSD, and a Supreme Court lawyer. The draft bill i.e. **Scheduled Tribe and Forest Dwellers (Recognition Forest Rights) Bill, 2005**, was approved by all ministries except by MoEF and Ministry of Law. MoEF was of the view that MoTA did not have any jurisdiction to formulate law for non-tribals inhabiting the forestland. Thus, **Forest Dwellers** was deleted from the bill and it was known as **Scheduled Tribe (Recognition Forest Rights) Bill, 2005**.
- **March 6-21, 2005** - a relay demonstration was organised in New Delhi to pressurise the Government to table the bill, where 20,000 tribals from across India (including 600 from Orissa) participated. Forty-four Members of Parliament, including eight from Orissa, cutting across party line also participated. Simultaneously, a mass rally was organised in Bhubaneswar from **March 7-9, 2005** where 250-300 tribals participated. As the bill could not be tabled in the Monsoon Session of Parliament, MoTA decided to invite public views and suggestions on the Bill. In turn, CSD decided to organise a nation-wide peace march on 15 August 2005 (Independence Day). Ten districts from Orissa participated in this march.
- **07 March 2005** - CSD, Orissa Chapter submitted a letter to the Chief Minister, Orissa, urging him to step up activities regarding settlement of land rights of forest dwellers. CSD invited people's representatives to its monthly meeting in July, to listen to their concerns. Following criticism regarding absence of tribal leadership in CSD, even a tribal leader, Gopinath Majhi, was chosen as the Convenor of CSD, Orissa Chapter.
- **13 September 2005** - Despite a meeting of Chief Secretary, Development Commissioner and Forest Secretary in response to Central Government's recommendations, no final decision could be reached. So the next day, the CSD called for a press conference and a demonstration on **15 September 2005**.
- **29 December 2006**: The struggle continued in various forms and finally on December 29, 2006 the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 was enacted in the Indian Parliament.

Achievements of CSD in Orissa

- To show political leaders and civil society that concerned people do exist to protect the rights of the tribals.

- Extensive media coverage, both in electronic and print media.
- Restricted the forest department from eviction and prosecution of tribals.
- Created a common platform for the people, particularly the tribals at the grassroots level, to organise themselves and stand for a common cause.
- Enactment of *The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006*.

Case Study 3: Violence against women

Period of case: 2000 – to date.

Core Issue: In 2000, a sixteen year old girl, Poonam Singhal, was subjected to heinous attack by a young man and his friends. Poonam was brutally attacked with killer acid in broad daylight for not relenting to the wishes of the young man. She is struggling for her life even now in the hospitals. The civil society has shown exemplary work of collective effort by supporting and lobbying for the cause of Poonam.

Objective:

- To raise a voice opposing violence against women
- To sensitise and influence upon authorities for taking a proactive stand on such issues.

Result: Due to the continuous lobby of the civil society actors, the state government has cooperated and played a supportive role by contributing financially for Poonam's medical and hospital expenses, travel expenses, and arranging accommodation for her entire family in New Delhi. All the culprits have been imprisoned due to the constant legal battle by Advocate Ramesh Agarwal in the High Court of Cuttack. The culprits have been sentenced to 10 years of rigorous imprisonment with a cash fine of Rs. 25,000/- each.

Main Event: Poonam hails from Bhawanipatna, a small town in the district of Kalahandi in the western part of Orissa. She belongs to a lower middle class family of ten brothers and sisters, father being a poor Ayurvedic doctor and mother, a housewife. The bubbly teenager had never thought in her wildest dreams that one-day such a huge tragedy would befall her. A local electrician who had come to their house to repair their television set, fell in love with Poonam. However, Poonam's rejection to his proposal made the electrician highly enraged. On **17th October 2000**, while on her way back from college, Poonam was caught hold of by a group of six youths including the electrician. In broad daylight they forced her to drink the lethal acid and poured acid over her head, on the entire face and the chest. The obsessed young electrician was, however, nabbed by the passers by while his friends managed to escape. Poonam was immediately taken to the local hospital. But following her deteriorating condition she was taken to Sri Ram Chandra Bhanja Medical College, Cuttack, in a gruesome state with distorted figure having no skin on her face, arms and chest. After years of medical interventions and series of operations, doctors have been able to restore some portion of the face and body though lot of things still need to be done.

It was beyond imagination for the family of Poonam Singhal to arrange huge sum of money for her survival. Her father earned a meagre income and none of his children were earning members of the family. Here the civil society in Orissa including media not only condemned the dastardly act but also extended all possible assistance and garnered support from various sources for her treatment. The people of Kalahandi, several civil society organisations, individuals, well-wishers and friends took to streets rallying, protesting and condemning the acid burning case in huge

number. Even the two doctors who were in charge of her plastic surgery treatment at Cuttack, gave the treatment free. Besides, various CSOs came forward to help Poonam fight her battle.

- The act was condemned by NGOs like FARR and **Kalahandi Swechhasevi Sangathan**, who wrote to several civil society organisations for support and help. They also wrote letters to various authorities like the Governor, Chief Minister, State Commission for Women, Human Rights Commission, etc. for taking drastic action against the culprit and extending full support to the victim for her treatment, etc. Associations like **Lions Club, Bhawanipatna**, responded immediately by sending appeal letters to the Collector & District Magistrate with copy to the *Prime Minister of India, Home Minister, Chief Justice, Human Rights Commission, MPs/MLAs and Chief Minister of Orissa*, condemning the act and requesting for immediate action that would be exemplary and act as a deterrent in the future.

- A **Women's Cell** was formed with initiatives by local women and social activists with an aim to protest against women atrocities and to see that women lead a safe life with dignity. Women's cell sent out appeal letters to the President and Members of Kalahandi Bar Association requesting not to defend the accused in the court of Law and see that the culprits get punishment for the severe crime committed by them. This incident led them to draw the attention of the Chief minister of Orissa and National Human Rights Commission for a substantial, tangible and permanent redressal measure of the criminal activities taking place in the town.

- Other civil society actors like student's unions, Marwari youth forum, Orissa Chemist Association, Lions' Club, etc. came forward to help Poonam by writing letters to various authorities to support her treatment and punishing the culprits. They also came forward to raise funds for her treatment, and extending material support like medicines, etc. for the costly treatment.

- Voluntary organisations like **Basundhara & Childline in Cuttack**, a rehabilitation centre for children and women in distress came forward to help Poonam in all possible ways after she reached SCB medical college at Cuttack for her treatment. These organisations helped Poonam by seeking help from various civil society actors for an active support for her cause, pressed for her cause with the authorities vigorously to release funds for her treatment both at Cuttack and Delhi.

- Media not only played a very proactive role by highlighting her case but newspapers like Pragativadi, a Oriya daily, even collected funds for her treatment.

Now, Poonam is being treated in New Delhi for advance treatment of her eyes and other body parts.

Case study 4: Impact of civil society in the budget making process

Budget in India often gives the picture of a tough-looking Finance Minister (with the look of a strict Professor) entering the Parliament with a briefcase and reading out some details, which goes tangentially over the head of more than 95% of the poor Indian souls including that many percentage of members in the parliament and legislative assemblies. As a result, the most important policy document with far reaching impact on everybody's daily life to overall economic development of the nation often goes beyond the comprehension of the common man. Bring about any change in it? Well beyond imagination of the civil society. As a result over the years, particularly after the introduction of economic reforms in the 1990s, allocations towards social sector like education, health, rural development, tribal welfare etc. have been declining gradually. This has led to the emergence of some CSOs in India since last six years or so who have started entering into the nitty-gritty of budget analysis and influencing the government to increase its allocation to the social sector. Organisations like Disha in Gujrat or Tamilnadu People's Forum in Tamilnadu have been working on specific issues like that of *kendu* leaf

workers' and the *dalit* respectively with visible success in terms of increased budget allocation to these categories. This apart, Centre for Budget and Governance Analysis (CBGA), New Delhi has been making efforts to analyse the national budget to increase understanding of the civil society on complex budgetary issues for last three years.

Responding to the continuous demand for a more gender sensitive budget by various women groups under the auspices of United Nations Development Fund for Women (UNIFEM), the Finance Minister of India for the first time during 2005-06, made separate provisions for women by allocating resources to different programmes and schemes on gender lines. Subsequently the Women and Child Development Department, Government of India has been considered as a nodal agency to provide gender disaggregated information and ensure that the budgetary allocations are made to address the specific needs of women in each programme and scheme.

In Orissa, few CSOs have been engaged in the budget exercise. CYSD, an NGO, and Agamee Odisha, a people's forum, initiated the debate in the state by pointing out the declined budget allocation to the social sector in 2001. Since then, CYSD has been consistently engaged in the budget analysis with a more systematic three-pronged approach: a) building up an informed citizenry - by developing and disseminating information and education materials on budget terminologies; b) doing advocacy – CYSD has been engaged in advocacy through media by publishing articles and conducting discussions on budget regularly, pointing out various fallacies of the budget; c) awareness building, capacity building and training – CYSD is organising seminars and workshops in different educational institutions for a more informed discussion on the topic among the academia and students. It is also conducting training programmes for other CSOs working in the state on the techniques of budget analysis. It is engaged in capacity building of the members of the legislative assembly who in turn use the budget acumen while planning for the expenses of various departments and participating more meaningfully in the budget discussion in the assembly. Besides CYSD, two other organisations are also working in this area. Open Learning System has been working on children's budget by focusing on the dearth of funds to children in the subsequent budgets. Action Aid, Bhubaneswar branch, has been focusing on the lacunae in the education sector and establishing a missing link in the corresponding budget figure to the field realities.

The impact has been seen in terms of increased informed discourse on the pattern of spending on selected human development indicators and critical areas of budget within the civil society. Legislative members who have a greater role in the policy making are taking benefit of knowledge of the CSOs before embarking on the real task of examining budget allocation to the various departments by the Finance Ministry. In the process, they are not only educating themselves but also sensitivity about the social sector is gradually building up. Moreover, the domain of budget analysis, which has been seemingly unfathomable subject so far restricted to technocrats in the Finance Department and academics, has started giving space to the general population and the civil society at large.

ANNEX 5: CORPORATE SOCIAL RESPONSIBILITY STUDY

Business organisations have an impact on society and the environment through their operations, products, or services, and through their interactions with key stakeholder groups including employees, customers/clients, suppliers, investors, and the local community. While traditional business models primarily emphasise on the economic aspects of organisational activity (e.g. profitability and growth), modern conceptions of organisational behaviour lay equal stress on social, ethical and environmental impacts as exemplified by the notion of ‘corporate social responsibility’. It would be fair to say that while some business organisations remain to be convinced that social responsibility is compatible with value creation, a growing number accept that they can and should manage their social and environmental impacts in ways, which benefit both the organisation and the wider society. Undoubtedly, corporate social responsibility (CSR) has been a much talked about concept in recent times. Responsible business behaviour with respect to multi-stakeholders and business strategy oriented along those lines are making inroads into the corporate boardrooms.

A wide variety of terms is used to talk about corporate social responsibility (CSR): business ethics, corporate citizenship, corporate accountability, sustainability, etc. Corporate social responsibility is defined as achieving commercial success in a way that honours ethical values and respect people, communities, and the natural environment. CSR addresses the legal, ethical, commercial, and other expectations of the society from the business, and making decisions that fairly balances the claims of all key stakeholders. CSR is essentially about: ‘... putting something back into the society,’ in which the organisation exists and operates and ‘... doing something better where you live or operate’.

1. THE SURVEY

1.1. Research Objectives: The industrial sector of any state is supposed to behave more responsibly to discharge its duties as a responsible citizen. The present study is designed to assess the extent of such behaviour among the organisations. More precisely, the study intends to examine status of corporate social responsibility (CSR) of big business houses in Orissa. Broadly, four indicators have been selected to assess CSR in the industries, a) Protection of human rights and the right to association; b) Eliminating forced labour and child labour; c) Contribution towards community life including the quality of work life of employees; d) Involvement in peripheral development. Each of the four indicators has been further assessed with the help of sub-indicators in each category as detailed in Table 2.

1.2. Methodology

1.2.1. Sampling Design: For the purpose of the study, 12 large industrial units (from private sector) were selected through random sampling method covering different types of industries from different parts of the state. List of the industries is given in Table – 1.

Table A.5.1: List of Surveyed Industries

<i>Sl. No.</i>	Name of the Company	Corporate Office & Address
<i>1</i>	Balasore Alloys Ltd.	Balogopalpur, Balasore
<i>2</i>	Birla Tyres Ltd.	Chanpur, Balasore.
<i>3</i>	Ferro Alloys Corporation Ltd.	D.P.Nagar, Randia, Bhadrak – 756135.
<i>4</i>	Indian Metals & Ferro Alloys Ltd.	IMFA Building, Bomikhal, Bhubaneswar – 751010.
<i>5</i>	JK Paper Mills	JK Paper Ltd. Po/Dist.-Rayagada.
<i>6</i>	Orissa Cement Ltd.	At/Po- Rajgangpur, Dist.- Sundargarh.
<i>7</i>	Orissa Polyfibres Ltd.	At-Baulpur, Po-Gadasila, Dist-Dhenkanal.
<i>8</i>	Pardeep Phosphates Ltd.	PPL Office, Jawaharlal Nehru Marg, Bhubaneswar – 1.
<i>9</i>	Polar Pharma (India) Ltd. Polar Latex.	At/Po. - Balgopalpur, Balasore.
<i>10</i>	Shakti Sugar (P) Ltd.	At/Po. – Haripur, Dhenkanal.
<i>11</i>	Scan Steel Ltd.	HIG – 4, G.M. Marg, Jayadev Vihar, Bhubaneswar.
<i>12</i>	VISA Steel Ltd.	VISA HOUSE, II, Ekarma Kanan, Nayapalli, Bhubaneswar-22

1.2.2. Questionnaire Design: The questionnaire has been designed on the basis of the various indicators and sub-indicators, which were finalised after referring to the 10 Principles of UN Global Compact and SA 8000 Standards. The respondents were expected to reply on a four-point scale considering the type of involvement of the industries, i.e., 1. It is not in the company's code, 2. It is in the company's code but not implemented, 3. It is in the company's code and implemented, and 4. Not applicable.

1.2.3. Data Collection: Data for the study were collected both from primary and secondary sources. For the secondary data annual reports of firms, other published materials, newsletters, and the web sites of the organisations were searched. The research publications in the field were reviewed to provide a theoretical understanding of the concept of corporate social responsibility. The primary data was collected through a structured questionnaire, which was administered to senior executives through investigators.

2. Research Findings

Table A.5.2. Research Findings

Sl. No.	Issues	1	2	3	4
1. Protection of human rights & right to association					
i	Support and respect the protection Of internationally proclaimed Human rights	-	-	12 (100.0)	-
ii	Making sure that there are no human rights abuses at the work place	-	-	12 (100.0)	-
iii	Upholding the freedom of association and effective recognition of the right to collective bargaining	1 (8.50)	-	11 (91.50)	-
2. Elimination of forced labour and prohibition of child labour					
iv	Eliminating all forms of forced and Compulsory labour	-	-	12 (100.0)	-
v	Supporting effective recognition of Child labour	2 (16.67)	-	10 (83.33)	-
3. Promotion of environmental responsibility					
vi	Supporting a precautionary approach to environmental challenges	-	-	12 (100.0)	-
vii	Undertaking initiatives to promote greater environmental responsibility	-	-	12 (100.0)	-
viii	Encourages development and diffusion of environment friendly technologies	-	-	11 (91.5)	1 (8.5)
4. Contribution towards community life					
ix	Works against all forms of corruption, including extortion and bribery	-	-	12 (100.0)	-
x	Facilitates contribution of skills and time of employees for community services	-	-	12 (100.0)	-
xi	Helps the community through charitable donations, educational and cultural contribution	-	-	11 (91.5)	1 (8.5)
xii	Support directly for third party social and sustainable development related initiatives	-	-	08 (66.67)	4 (33.33)

Note: Figures in the parenthesis are in percentage. Type of Involvement of the organisation has been assessed in following four point scale: 1. It is not in Company's code, 2. It is in Company's code, but not implemented, 3. It is in the Company's code and implemented, 4. Not implemented

2.1. Research Findings: The four indicators selected for the survey address some of the most fundamental issues of social responsibility in the business organisations. The first indicator examines the *extent of promotion and protection of human rights* at the work place including the rights of workers to unionise. It is observed from the data that all the organisations protect and respect human rights at the work place. Similarly, in the case of the third sub-indicator all the organisations, barring one, recognise workers' rights to form associations and unions. However, the firm, which does not have the provision with respect to this indicator, also mentioning that it discourages unionism in the organisation, is matter of concern. With respect to the indicator '*elimination of forced labour and prohibition of child labour*', it is observed that all the organisations, barring two, have provisions in this respect in their organisational policies and they also implement it within the organisation. However, two organisations not giving importance to this sensitive issue also brings home the concern about similar callous attitude among other industries (not covered in the survey). A very encouraging response has been found with respect to the third indicator '*promotion of environmental responsibility*'. With the recent hue and cry on

environmental issues in the state, particularly against the upcoming industrial projects, all the surveyed organisations seem to be very careful about environmental issues. The fact that most of the sample organisations are ISO 14000³¹ organisations indicates their concern for environment protection. In case of the first two sub-indicators under this indicator, all the organisations view themselves as the most responsible organisation. With respect to the third sub-indicator i.e. *‘development and diffusion of environment friendly technologies’*, only one of the firms opines that it does not have a provision for it in its policy. Rest of the organisations have policies and practices in place in this respect. The fourth indicator *‘contribution towards community life,’* hints at the activities of the organisation towards peripheral development. All the surveyed organisations work towards elimination of corruption at the work place and facilitate contribution of skills and time of employees for community services. However, when the question of contributing to the community through charitable donations, educational and cultural supports comes, it has been found that only one of the organisations does not have any interest in this respect. This firm clearly states that since it is in the initial stage of business operation, it cannot even think of supporting such kinds of activities. This holds true for many organisations operating in the state (and not covered in the survey) that think that such types of activities can only be carried out when the organisation makes profit. The general belief is that organisations must sustain themselves first and start reaping benefits of the investment, before they engage in any philanthropic or CSR related activity. A still worse picture was obtained when organisations were asked about their involvement in *‘supporting third party for social and sustainable development initiatives’*, one-third of the organisations admitted that such a kind of initiative was never in their agenda. However, nearly two-third of the organisations responded by saying that they followed it both in principle and practice. One of the organisations, Birla Tyres, has set up an NGO for carrying out its peripheral development activities in the surrounding villages and has spent substantial amount for that purpose every year. IMPACT, a charitable Trust created by IMFA, undertakes different developmental activities in the surroundings of the industry. A further probe into the involvement of the organisations in various activities related to this sub-indicator suggests the wide – spectrum of activities the organisations are involved with, some of which are briefly discussed below.

2.2. Involvement of organisations in Peripheral Development Activities

Drinking water: It is one of the priority areas of peripheral development of many companies. IMFA has its own scheme known as ‘Swajaladhara’ to provide safe drinking water in the rural areas adjacent to the plant location. It has also constructed dug wells, tube wells, and drainage systems in the adjoining villages. FACOR has dug bore wells in areas near its plant in Bhadrak district. Balasore Alloys and Birla Tyres have provided safe drinking water facilities for their residential colonies and adjoining areas. During summer, these organisations make provisions for drinking water through roadside stalls.

Agriculture & social forestry: This is another area of peripheral development, which directly supports the farming community in Orissa. Social forestry not only protects the ecology, but also provides the most needed firewood and forest produces and supports the livelihood of locals. Birla Tyres, Shakti Sugars, IMFA, Polar Latex, OCL, and FACOR have adopted forestation policies and contributed towards social forestry in the peripheral localities in a significant way.

Education: Most of the sample companies have contributed towards renovating and furnishing local schools and colleges, particularly after the super cyclone in 1999. Many of the surveyed

³¹ The ISO 14000 environmental management standards exist to help organizations minimise how their operations negatively affect the environment (cause adverse changes to air, water, or land), comply with applicable laws, regulations, and other environmentally oriented requirements, and continually improve on the above.) (http://en.wikipedia.org/wiki/ISO_14001)

organisations like Birla Tyres and Balasore Alloys at Balasore, FACOR at Bhadrak, PPL at Paradeep have set up public schools either in the respective localities or in the plant townships for the children of the employees of the organisation and the local people. Shakti Sugar has provided school bus to the children of employees for their commuting to different schools at Dhenkanal. It also sponsors the employees' children for participating in various competitions and academic events. SCAN Steel, another up-coming steel company in the State, is providing sponsorship to schoolchildren for their education.

IMFA, in its endeavour to promote Oriya literature, has instituted 'Sarala Award' to recognise the contribution of writers, poets, and artists through organisation of annual events. Apart from that it has constructed and maintained several school buildings and run schools in Rayagada district of Orissa, where one of its plant is located. It also distributes uniforms to schoolchildren in the adjoining plant areas. It sponsors scholarship for higher studies and donates books to libraries and scientific equipments to school and college laboratories. It also donates books to schools and study centres for promoting adult literacy. All the large industries included in the sample have instituted scholarships / assistance schemes for the children of their employees for higher education.

Income & employment generation: Most of the companies under the study have sourced the manpower, mostly in lower grades, from the local areas. The construction activities of the plants and the facilities have created gainful employment opportunities. The establishment of the organisations have also created employment opportunities in the ancillary or downstream industries besides leading to development of the service sector in the plant townships.

Health care: Most of the sample units organise health camps in the locality to provide free health check up facilities for their employees and the local residents. IMFA regularly organises health camps in the adjoining tribal areas. It also sponsors Dental camps and Eye camps in the local area besides sponsoring seminars / workshops for spreading health awareness. SCAN Steel has organised few health camps and also has improved the sanitary conditions in its surroundings. PPL organises health camps for its employees and for local people regularly.

Sports: To encourage sports in the local areas, most of the sample units sponsor sports related events. Several national, regional and state level events are also sponsored by some of the organisations. Organisations like FACOR recruit Oriya sports persons in their organisations and also have instituted few awards for recognition of excellence in different sports activities. It also organises local sports meets. IMFA has instituted 'Ekalabya Award' for promotion of sports activities in the State. It also distributes sports items to different sports clubs and organisations working for sports promotion. SCAN Steel sponsors sports events in the state. PPL organises annual sports - meet for the inmates at Paradeep to promote healthy socio-cultural atmosphere in the township.

Infrastructure development: After the super cyclone in 1999, many industrial houses of the country had helped the State in developing infrastructure by constructing and renovating cyclone – shelters, schools, roads, libraries, common toilets, etc in the affected areas. TISCO, NALCO, Paradeep port, etc. are the forerunners in this regard. Survey findings indicate that most of the sample organisations have created their internal infrastructure in terms of developed townships and have connected the plant site to the main road. Some of the companies have also connected the adjoining areas with all-season roads and made lighting arrangements. Apart from that, they have funded many rural road projects. Birla Tyres has constructed the road to its adjoining villages besides providing streetlights. IMFA has constructed roads in its mining and plant sites. It has also taken up rural electrification activities in those areas and created community recreation centres like public parks in Bhubaneswar and other places. Apart from these, it has constructed few 'Village Mandaps', community halls, and rest sheds for the village bus – stops in some of the

plant adjoining rural areas. FACOR has constructed roads with streetlight facilities, a community centre, and some other developmental works in the adjoining villages. SCAN Steel has also constructed roads and provided other facilities in the adjoining villages.

Environmental protection: Birla Tyres has integrated environment protection measures in its manufacturing activities since the installation of the plant. Its stack emission is always less than the permissible limits. Dust collectors have been installed for all banburies along with effluent treatment plant to treat discharged water to be used for gardening and horticulture. Regular test of air and water is also being done by its environmental laboratory. IMFA has constructed a plant to monitor the weather status. J.K.Paper has installed water treatment plants to purify the wastewater coming out of its plant, which was earlier allowed to flow into the river Nagabali.

Plantation: All the surveyed firms have planted trees around their respective plant areas to protect the environment and to keep the atmosphere cool. J.K.Papers at Rayagada has taken up plantation in a big way to support its future requirements of wood and bamboo besides making provisions for plantation activities in different parts of the State. In Birla Tyres, plantation lay out was prepared before start of construction activities. All plantation activities were done as per the lay out plan. Today, there are more than 50,000 trees in its premises. The factory is in the midst of a beautiful garden. Shakti Sugar at Dhenkanal has planted shade-yielding trees in the highway side. IMFA has planted fruit-bearing trees in its surroundings.

Non-conventional source of energy: Birla Tyres has installed solar water heater system for its canteen as a step towards use of non-conventional energy sources. Wastes are segregated and non-biodegradable wastes are sent for recycling in the plant. The organisation is taking efforts to create awareness among the locals for water conservation.

Cultural programme: All the sample organisations have been found sponsoring cultural programmes in their respective localities e.g. celebration of annual cultural events, Diwali, Durga Puja, Holi, Raja festivals, etc. IMFA provides assistance for maintenance and renovation of some of the religious places in the State.

Contribution to Disaster affected community: After the super cyclone in Orissa, most of the big industrial houses of the State have significantly provided assistance directly and through the Chief Minister's Relief Fund to help restoration of livelihood in the affected areas. IMFA had donated relief items like blankets and winter clothes to the rural poor in the adjacent villages. SCAN Steel had distributed rice and other necessities to poor in the surrounding villages.

The table below depicts different peripheral development activities being undertaken by the 12 industries studied.

Table A.5.3: Peripheral Development activities by industrial houses in Orissa

Name of the Industry	Type of Peripheral Development Activities
Balasore Alloys Ltd.	Drinking water, Education promotion, Infrastructure Development,
Birla Tyres	Drinking water, Agriculture & Social Forestry, Education Promotion, Infrastructure Development, Environment Protection, Environment Protection, Development of Non-conventional Source of Energy
Ferro Alloys Corporation Ltd.	Drinking water, Agriculture & Social Forestry, Education Promotion, Sponsoring Sports Events, Infrastructure Development,
JK Paper Mills	Health Camps, Education Promotion, Infrastructure Development, Environment Protection, Plantation
IMFA	Drinking water, Agriculture & Social Forestry, Education Promotion, Instituting Sponsorships, Scholarships & Awards for Promotion of Literature and Sports Events, Infrastructure Development, Environment Protection, Environment Protection, Promotion of Cultural Events, Charitable Activities
OCL India Ltd.	Agriculture & Social Forestry, Infrastructure Development,

Name of the Industry	Type of Peripheral Development Activities
Orissa Polyfibres Ltd.	NA
Paradeep Phosphates Limited	Education Promotion, Sponsoring Sports Events, Infrastructure Development, Environment Protection
Polar Pharma (India) Ltd.	Agriculture & Social Forestry, Infrastructure Development,
SCAN Steel	Education Promotion, Sponsoring Sports Events, Infrastructure Development, Charitable Activities
Shakti Sugar Pvt. Limited	Agriculture & Social Forestry, Education Promotion, Environment Protection, Promotion of Cultural Events
VISA Steel Ltd.	NA

2.3 Content Analysis of the Annual Reports: In order to probe the status of CSR in the surveyed industries, a content analysis of the annual reports of the organisations has been also attempted in the study. Seven of the surveyed firms declined to share with their annual reports, some of them on the ground that their companies did not publish annual reports. Rest of the firms shared their annual reports with the investigators. Out of these five organisations, only one has Social Responsibility Mission statement and another three organisations have reports on Corporate Governance included in their annual reports. However, there is no separate head of expenditure for CSR in the annual report or the balance sheet of these firms. One of the reasons for this as cited by a particular firm is that since the government does not have any tax-benefits for CSR expenses, they show the expenditure on various other heads than under CSR head.

3. Conclusions: In Orissa, most of the business organisations interpret CSR as a commitment or obligation to society. Evidence suggests that the organisations in Orissa view CSR predominantly as a ‘social’ imperative, coupled with some ethical and environmental considerations. They consider CSR as ‘giving something back to the local community’ by supporting local causes and initiatives through sponsorship, donation and direct involvement in certain activities. Corporate philanthropy and peripheral development are often considered as a means to deliver such responsibilities. The research findings reveal that social responsibility is regarded as an important business issue, particularly among the large industries, irrespective of the sector or location to which the firm belongs. All the sample organisations demonstrate a positive commitment to socially responsible behaviour by engaging in a variety of socially responsible actions without having any consideration for benefits that such actions may bring to the organisation. Much of this activity tend to occur within the local community and include donations to local causes and charities, support for local organisations and educational establishments, employee-focused forms of assistance and some initiatives to improve the environmental performance of the organisation.

ANNEX 6: MEDIA ANALYSIS – REPORT ON “CIVIL SOCIETY IN THE MEDIA”

1. Introduction

Media is a powerful means of communication, which helps in shaping up the society. In a democratic set up media assumes greater significance for its role in information dissemination. It conveys messages and facts about social issues, and is a crucial medium for promoting the activities of civil society. As Fedler (1978: 13) observes, “media is...seen as a crucial component within any society; dubbed as the ‘watchdog’ or ‘fifth estate,’ the media is regarded as a protector of people’s rights as it holds governments and other sectors accountable.” In India, it is considered as the ‘fourth pillar’ of the democratic edifice. In view of media’s role in informing citizens and contributing to the development of society, an attempt has been made in the present study to find out civil society’s projection in the media in Orissa.

Media review for a period of four months, from June 10 – October 10, 2004, tries to answer the following broad questions.

1. How frequent is the appearance of civil society related news in different media?
2. What are the civil society issues that get prominence in different media?
3. What are the types of CSOs that get more focus in media reportings?
4. Whether media projects civil society in a positive or negative frame?

For the study purpose, four newspapers – two vernacular/regional and two English dailies were chosen from the print media. Similarly, from the electronic media, one vernacular channel each from radio and television (TV) (both state controlled channels) were selected for the purpose. The table below gives details of the media recording in the said period.

Table A.6.1: Details of media analysis conducted in Orissa

Name of the Media	Type of Media	Timing
The Times of India	Print	Daily
The New Indian Express	Print	Daily
The Sambad	Print	Daily
The Anupam Bharat	Print	Daily
Regional Radio News	Electronic	0705-0710 hrs.
Regional Radio News	Electronic	1845-1900 hrs.
Regional TV News	Electronic	1900-1920 hrs.

2. Research findings

The following section describes how civil society is presented in the media in Orissa, and addresses the following four issues:

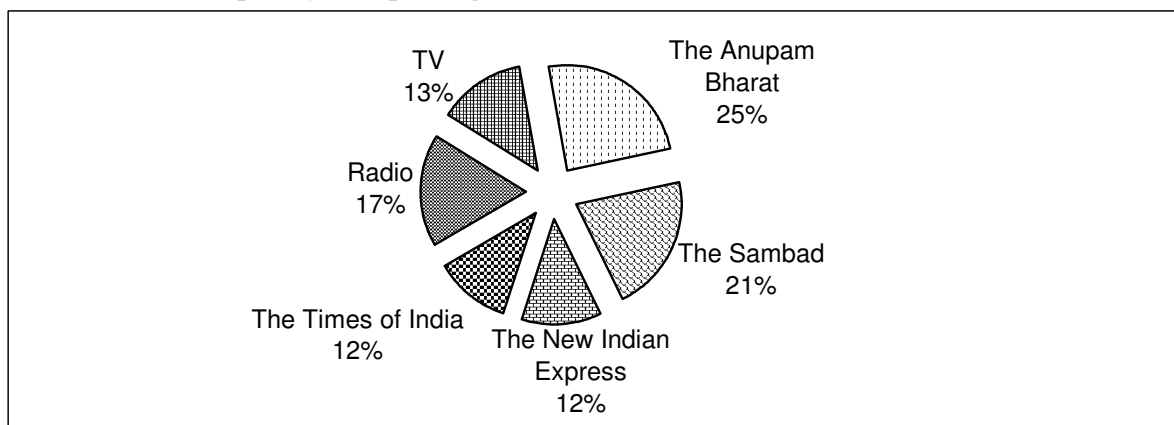
- 1) The quantity and visibility of reporting on civil society in the media;
- 2) The thematic areas which receive special attention;
- 3) The specific groups of civil society actors, and specific civil society issues which receive the most prominence in the media and
- 4) Civil society’s general image as presented in the media

2.1 Main features of civil society reporting in the media

2.1.1 Frequency of reporting

Media analysis reveals that regional newspapers cover more news than any other medium type. The regional newspapers, *The Anupam Bharat* (25%) and *The Sambad* (21%) together account for 46% of the total 1121 news covered over the period of four months. Despite the fact that the English news dailies are published from Bhubaneswar, the capital of Orissa, each covers only 12% of the total news items. Between the two electronic media, compared to TV (13 %), the radio (17%) has more coverage of civil socceity related news.

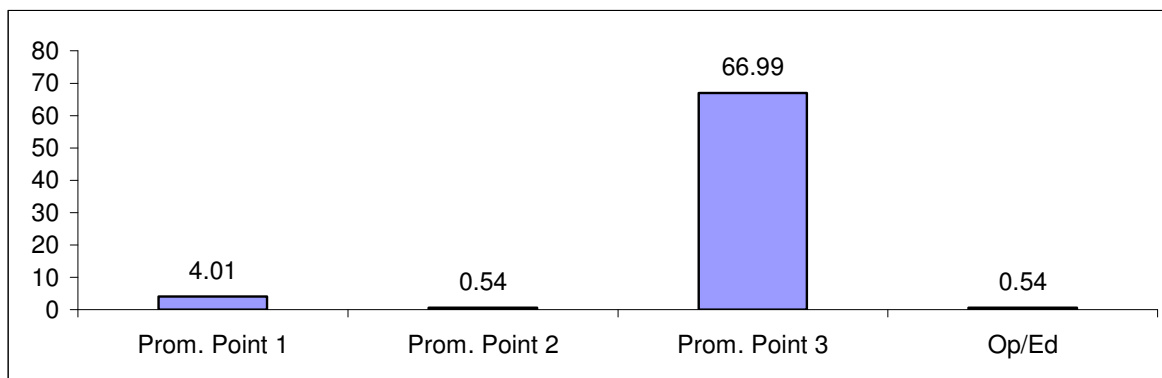
FIGURE A.1: Frequency of reporting in different media



2.1.2 Placement within media

Placement within media refers to prominence that civil society news receives in media coverage. For the purpose of media review, Prominent Point 1 (Prom. Point) signifies the news in the front page of the newspapers and first news item in the radio/TV. Similarly, Prom. Point 2 refers to the news items reported in the back page of the newspapers³² and second news item in the radio/TV. Prom. Point 3 refers to the news items in all other pages in the newspapers and the third news item in the radio/TV. News items starting from the fourth one to the end of the newscast in either radio or TV are not assigned any Prom. Point. OP/ED refers to the news items in the open or editorial page of the newspapers only.

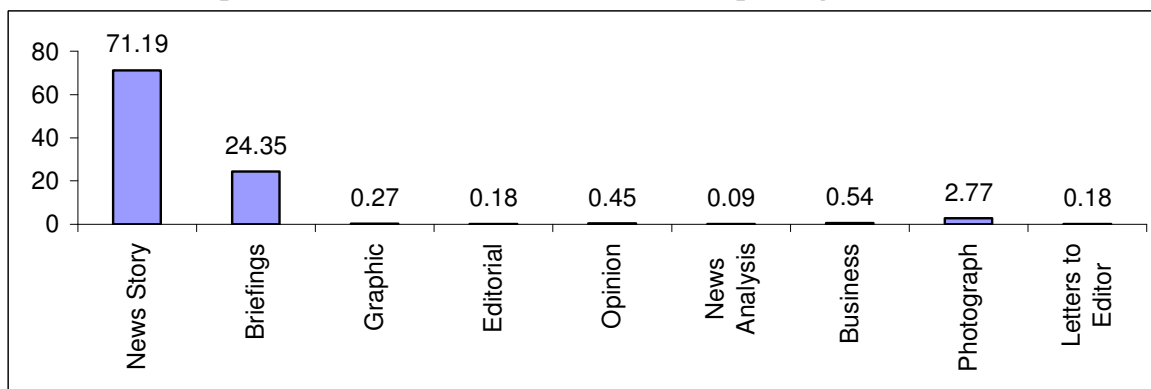
³² As different newspapers give priorities to CS related news on different pages, news on the back page have been assigned Prom. Point 2 in order to maintain consistency.

FIGURE A.2: Prominence of reporting in media

A majority 67% of total media reporting is covered under Prom. Point 3. This indicates that the civil society news get little or no attention in the media. Coverage of less than 1% of news items in the open/editorial page also reflects a very disheartening picture. In other words, civil society related news gets prominence as third or fourth news items in the TV/radio or are covered more in the third and fourth pages of newspapers. However, this is worth mentioning here that in the English News Daily, *The Times of India*, Orissa related news are covered primarily in third and fourth pages.

2.1.3 Forms of reporting

News stories, reporting in brief/short, cartoon/graphics, editorial, opinion piece, letters to the editor, etc. are various forms of news reporting.

FIGURE A.3: Representation of various forms of news reporting

Media analysis shows that majority (71%) of the total 1121 reporting are in the form of news stories³³. Editorial, opinion piece and letter to the editor together account for less than 1% of reporting which is indicative of the fact that civil society related activities receive least priorities under these sections.

2.2 Thematic focus

2.2.1 Main themes

For media review purpose, each civil society related news was classified into a primary topic and a secondary topic that were most central to the news. Further, careful attempt was made to fit in these primary and secondary topics into 36 different categories. The 36 different categories enlist

³³ News story refers to the story of a particular event or happening where the story will be recent and largely factual.

different issues as defined by CIVICUS. However, for convenience, these 36 categories were further grouped into seven broad categories, such as ‘politics’, ‘economy’, ‘socio-cultural issues’, ‘legal issues’, ‘environmental issues’, ‘civil society issues’ and ‘others’. Table A.1 depicts the frequency of reporting of these seven broad categories in different media.

Table A.6.2: Representation of main themes in media

Sl. No.	Broad categories	Frequency in (%)
1.	Politics (National Politics, Local Government, Service Delivery/Welfare, Human Rights)	29.17
2.	Economy (Business, Labour/Unemployment, Poverty, Agriculture)	10.44
3.	Socio-Cultural Issues (Crime, Corruption, Education/Training, Housing, Health, Corporate Social Responsibility, Land, Gender, Children, Racism, Ethnicity, Xenophobia, Caste, Culture, Tradition, Language, Religion, Migration, Art/Entertainment/Lifestyle)	26.94
4.	Legal Issues (Justice System)	1.87
5.	Environmental Issues (Natural Disasters, Sustainable Development)	8.83
6.	Civil Society Issues (Advocacy, Volunteering, Civil Society Specific Issues)	22.65
7.	Others (Sport and other news)	0.09

News relating to politics, socio-cultural issues and civil society related issues are the three most covered issues in different media under primary topic. On the other hand, civil society issues have the maximum representation of 67.63% as secondary topic including news relating to advocacy activities by different CSOs. Most of the advocacy related activities reported in various media are on involvement of civil society in issues relating to local government, crime, corruption, justice system, labour/unemployment, education, housing, land, agriculture, human rights, racism/ethnicity, gender and children. A majority 83% of all political news featured in the media are also based on advocacy activities.

Vernacular newspapers have a better coverage of advocacy related news than the English newspapers. Accordingly, one of the vernacular dailies highlighted more than 50% of the reported news items on corruption³⁴.

More than 40% of the prominent news items (news featured on the front page or back page of the newspapers or placed as the first news item in the electronic media) was on national politics. Such types of news and that on local politics got the maximum coverage in TV and one of the English dailies, *The Times of India*, respectively.

News relating to labour and unemployment, education and training, service delivery and welfare, and some specific civil society news such as conducting workshops/meetings got least attention in the English newspapers. It is very disappointing to note that media captured only two news items on poverty during the four months’ review period.

³⁴ The Anupam Bharat

Geographic Focus

Origin of news gives an idea about the issues or incidents emanating from different places, which helps in augmentation of civil society activities.

Maximum coverage of news of local origin (63%) suggests that CSOs in Orissa take active part at the grassroots level. On the other hand, civil society here is not so vibrant in taking up issues of national and regional origin as evident from the above figure. More importantly, there was no international news on which civil society of Orissa had played any kind of role during the four-month review period.

Table A.6.3: Origin of news and different media

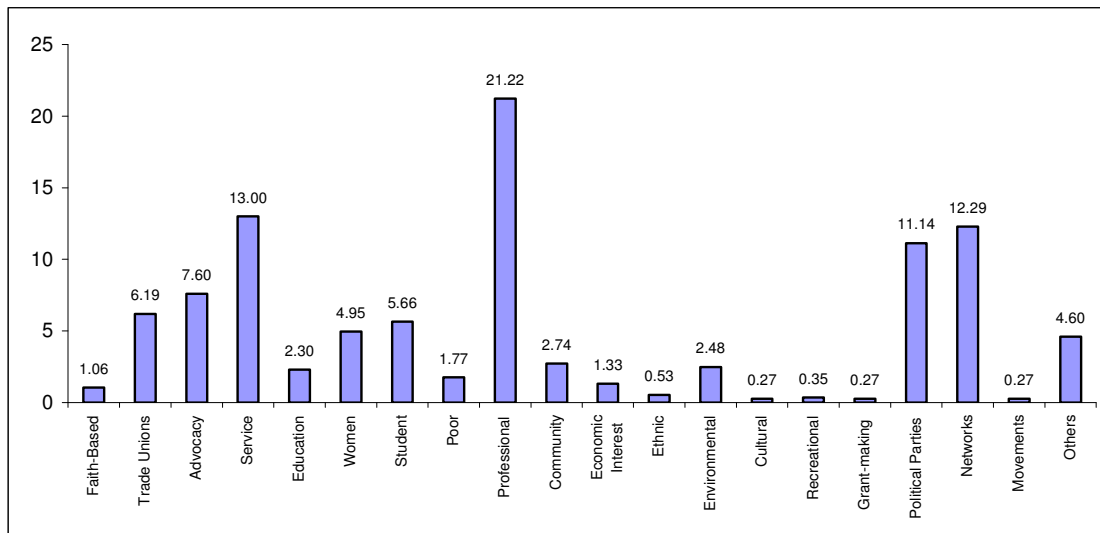
<i>Medium Types</i>	National	Regional	Local	Total number of news items covered
Radio	13 (6.77%)	50 (26.04 %)	129 (67.19%)	192
Television	14 (9.33%)	64 (42.67%)	72 (48%)	150
The Anupam Bharat	15 (5.45%)	72 (26.18%)	188 (68.36%)	275
The New Indian Express	10 (7.3%)	41 (29.93%)	86 (62.77%)	137
The Sambad	6 (2.53%)	85 (35.86%)	146 (61.6%)	237
The Times of India	5 (3.85%)	36 (27.69%)	89 (68.46%)	130
Total	63	348	710	1121

(Percentages have been calculated from the total indicated on the extreme right column of the table)

Again, it is interesting to note that while the TV gives more priority to news with national and regional origin (42.67%) than any other mediums, coverage of news of local origin is more than 60% in case of other mediums. This indicates that while the state owned television captures lesser local level news, other mediums show keen interest in portraying these news items with relation to civil society activities.

Civil Society Actors and Issues

An attempt has been made here to examine the representation of various types of CSOs in the media and the kind of issues they take up.

FIGURE A.4: Representation of different CSOs in different media

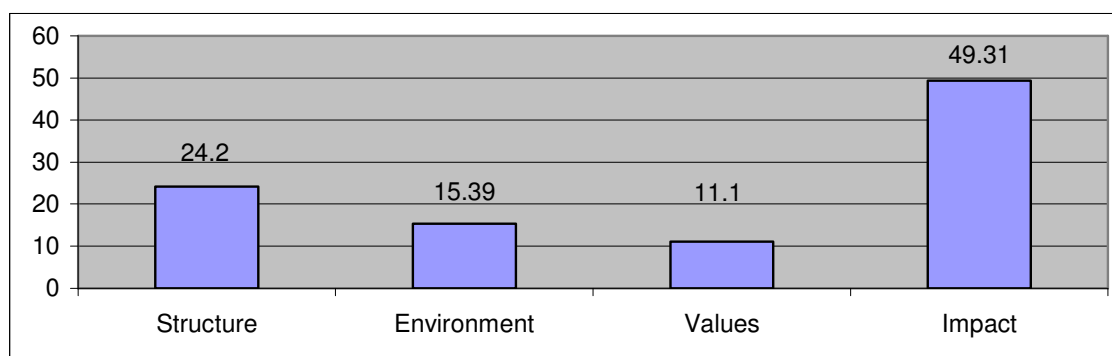
CSOs like professional associations, service CSOs, CSO Networks and political parties with representation of 21.22%, 13%, 12.29% and 11.14% respectively in the media are the highly visible categories among all CSOs. Other categories of CSOs do not enjoy a good representation in the media.

Among all the CSOs, service CSOs have maximum representation in the editorial/opinion page of the newspapers. These CSOs work more on issues of crime than any other CSO and have been given equal importance by all media sources. On the other hand, professional associations are the most active group working on issues of regional and national interest. They are also active in the local level issues. The findings show that they are the second most vibrant group taking up local activities followed by the Service CSOs. The fact that CSOs active in education, women's associations, community level groups, economic interest CSOs, ethnic/traditional organisations, environmental groups, grant-making bodies and social movements do not show interest in the issues of national origin suggests that there are more pressing issues at the grassroots level which need to be addressed on priority basis. That the service CSOs are the most vibrant groups in taking up local issues is a testimony to the above fact.

The findings suggest that the advocacy CSOs are the most vibrant of all acting on issues relating to racism, ethnicity, gender and children. The English news daily, *The Times of India* has the highest coverage of news on advocacy CSOs and environmental CSOs among all media.

Civil Society Issues

CSI research exercise tries to map the civil society in Orissa on the basis of four dimensions, 25 sub-dimensions and 74 indicators. Media analysis has also been conducted keeping in mind this aspect of the study. Assessment has been done to find out how much importance does the media give to various dimensions, sub-dimensions and indicators of civil society. The importance has been found out in terms of frequency of coverage. The overall analysis shows that the media captures the impact of civil society activities (49.31%) more often. On the other hand, value of civil society has the least coverage in the media (11.1%).

FIGURE A.5: Representation of different dimensions of civil society in the media

A further dissection of the coverage detailing focus of individual media with respect to particular dimensions, sub-dimensions and indicators is given below.

Representation of Dimensions in the Media

News originating from local sources focuses more on structure (27.26%) and value (13.37%) dimensions than the news originating from regional/national sources. Impact dimension is featured more in the regional news, whereas news originating either from regional or national sources rarely feature value dimension. News relating to sustainable development, corruption, gender issues and civil society specific issues focus more on value dimension than any other topics. There is more coverage of news related to environment dimension in the print media. Moreover, news originating from national sources gives more emphasis on the environment dimension. Among all the medium types, TV covers more news on impact dimension followed by radio. On the contrary, TV covers least news on value dimension.

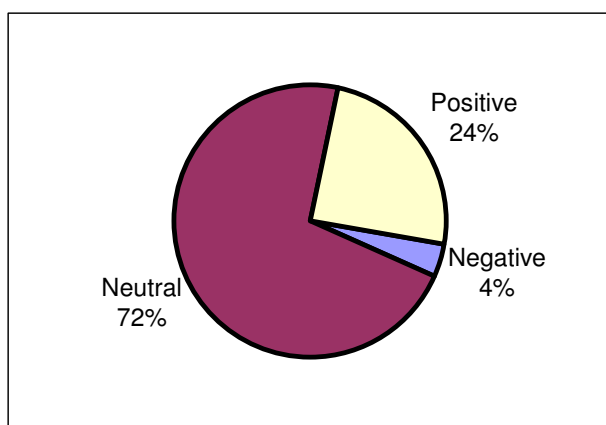
Representation of Sub-Dimensions and Indicators in the Media

Media coverage of these sub-dimensions gives an idea regarding the roles taken by different civil society actors at different levels.

‘Responding to social interests’ (16.44%) and ‘holding the state and private corporations accountable’ (15.46%) are the two sub-dimensions, which have got the highest coverage in the media. Ironically, the civil society has not been able to achieve anything substantially in terms of impact in these two aspects. Important aspects like ‘eradicating poverty’, ‘promoting gender equity’, ‘democracy’, ‘transparency’, ‘tolerance’, ‘influencing public policy’, ‘resources of civil society’, ‘basic freedoms and rights’, and ‘socio-cultural context’ are some of the least covered sub-dimensions and indicators.

Portrayal of civil society in media

Different degrees of representation of civil society in the media are indicative of its health. The basic assumption of media review is that the more affirmative civil society’s action is, the more positive its projection in the media. Based on this assumption, for the purpose of media review, three degrees of representation have been taken into consideration. While degree 1 represents positive projection of civil society in the media, degrees 0 and –1 represent neutral and negative projections respectively. Media analysis reveals that the overall portrayal of civil society in the media has been neutral with 72% of the news items indicating a neutral stand.

FIGURE A.6: Projection of civil society in media

The average score for representation of civil society in the media is 0.20, which is indicative of more neutral representation.

Findings show that print media has covered both positive and negative elements of civil society more frequently as compared to the electronic media. The electronic media has displayed more of a neutral picture of the civil society, television displaying it more often than radio.

Representation of civil society in different news types

Different news types have portrayed civil society differently.

- News types such as letters to editor (50%), opinion piece (20%), news stories (4.76%) and news in brief/short (1.47%), have portrayed a negative picture of civil society to some extent.
- While editorial form of reporting has always displayed a completely neutral image of civil society, cartoon/graphic form has mostly shown a positive picture.
- Similarly, when feature³⁵/news analysis has projected only positive image of the civil society, photographs have resorted to more of a neutral projection among all news types.

Representation of civil society on various issues

- Media has projected a positive picture of the civil society with respect to its activities on issues relating to volunteering, health, disaster and gender.
- Barring some specific issues like disaster, corruption, health, gender and volunteering, in all other issues media has projected a neutral picture of the civil society activities.
- While on poverty related activities, media's projection of civil society has been completely positive, on sports and crime issues media has resorted to neutral projection.
- On corruption issues, media has generally given a negative projection.
- As far as the source of news items are concerned it is observed that local specific news has got both positive and negative image whereas regional news has been more of negative and national news more of a neutral nature.

³⁵ An indepth analysis by an expert or journalist on a particular news or individual

Media's projection of different types of CSOs

- CSOs like advocacy groups, education CSOs, women's associations, environmental groups, grant-making bodies, recreational clubs, networks and movements have never been projected in negative terms by the media.
- Political parties, trade unions, professional associations, student organisations and socio-economically poor people's organisations have received more of a neutral projection in the media.
- Grant-making bodies, education CSOs, service CSOs, faith based organisations, advocacy CSOs, women's organisations, and community groups have generally been projected in positive terms.

Representation of CSOs in different dimensions

- The media has projected CSOs neutrally in all the four dimensions. A majority 63% of CSOs in case of structure, 51% in case of values, and 70% each in case of environment and impact dimensions have been displayed neutrally in the media reports.
- In the rest of the media reports, structure dimension has the highest positive portrayal (37%); followed by that in the values dimension (33%), impact dimension (29%) and environment dimension (24%) in the stated order.
- Value dimension has the maximum negative portrayal (16%) of CSOs in the media, whereas that in case of other three dimensions, the negative portrayal of CSOs has been insignificant.

ANNEX 7: THE CSI SCORING MATRIX

1 – STRUCTURE

1.1 - Breadth of citizen participation

Description: How widespread is citizen involvement in civil society? What proportion of citizens engage in civil society activities?

1.1.1 - Non-partisan political action

Description: What percentage of people have ever undertaken any form of non-partisan political action (e.g. written a letter to a newspaper, signed a petition, attended a demonstration)?

A very small minority (less than 10%).	Score 0
A minority (10% to 30%)	Score 1
A significant proportion (31% to 65%)	Score 2
A large majority (more than 65%)	Score 3

1.1.2 - Charitable giving

Description: What percentage of people donate to charity on a regular basis?

A very small minority (less than 10%)	Score 0
A minority (10% to 30%)	Score 1
A significant proportion (31% to 65%)	Score 2
A large majority (more than 65%)	Score 3

1.1.3 - CSO membership

Description: What percentage of people belong to at least one CSO?

A small minority (less than 30%)	Score 0
A minority (30% to 50%)	Score 1
A majority (51% to 65%)	Score 2
A large majority (more than 65%)	Score 3

1.1.4 - Volunteering

Description: What percentage of people undertake volunteer work on a regular basis (at least once a year)?

A very small minority (less than 10%)	Score 0
A small minority (10% to 30%)	Score 1
A minority (31% to 50%)	Score 2
A majority (more than 50%)	Score 3

1.1.5 - Collective community action

Description: What percentage of people have participated in a collective community action within the last year (e.g. attended a community meeting, participated in a community-organised event or a collective effort to solve a community problem)?

A small minority (less than 30%)	Score 0
A minority (30% -50%)	Score 1
A majority (51% to 65%)	Score 2
A large majority (more than 65%)	Score 3

1.2 - Depth of citizen participation

Description: How deep/meaningful is citizen participation in civil society? How frequently/extensively do people engage in civil society activities?

1.2.1 - Charitable giving

Description: How much (i.e. what percentage of personal income) do people who give to charity on a regular basis donate, on average, per year?

Less than 1%	Score 0
1% to 2%	Score 1
2.1% to 3%	Score 2
More than 3%	Score 3

1.2.2 - Volunteering

Description: How many hours per month, on average, do volunteers devote to volunteer work?

Less than 2 hours	Score 0
2 to 5 hours	Score 1
5.1 to 8 hours	Score 2
More than 8 hours.	Score 3

1.2.3 - CSO membership

Description: What percentage of CSO members belong to more than one CSO?

A small minority (less than 30%)	Score 0
A minority (30% to 50%)	Score 1
A majority (51% to 65%)	Score 2
A large majority (more than 65%)	Score 3

1.3 - Diversity of civil society participants

***Description:* How diverse/representative is the civil society arena? Do all social groups participate equitably in civil society? Are any groups dominant or excluded?**

1.3.1 - CSO membership

Description: To what extent do CSOs represent all significant social groups (e.g. women, rural dwellers, poor people and minorities)?

Significant social groups are absent / excluded from CSOs.	Score 0
Significant social groups are largely absent from CSOs.	Score 1
Significant social groups are under-represented in CSOs.	Score 2
CSOs equitably represent all social groups. No group is noticeably under-represented.	Score 3

1.3.2 - CSO leadership

Description: To what extent is there diversity in CSO leadership? To what extent does CSO leadership represent all significant social groups (e.g. women, rural dwellers, poor people, and minorities)?

Significant social groups are absent / excluded from CSO leadership roles.	Score 0
Significant social groups are largely absent from CSO leadership roles.	Score 1
Significant social groups are under-represented in CSO leadership roles.	Score 2
CSO leadership equitably represents all social groups. No group is noticeably under-represented.	Score 3

1.3.3 Distribution of CSOs

Description: How are CSOs distributed throughout the country?

CSOs are highly concentrated in the major urban centres.	Score 0
CSOs are largely concentrated in urban areas.	Score 1
CSOs are present in all but the most remote areas of the country.	Score 2
CSOs are present in all areas of the country.	Score 3

1.4. - Level of organisation

***Description:* How well-organised is civil society? What kind of infrastructure exists for civil society?**

1.4.1 - Existence of CSO umbrella bodies

Description: What percentage of CSOs belong to a federation or umbrella body of related organisations?

A small minority (less than 30%)	Score 0
A minority (30% to 50%)	Score 1
A majority (51% to 70%)	Score 2
A large majority (more than 70%)	Score 3

1.4.2 - Effectiveness of CSO umbrella bodies

Description: How effective do CSO stakeholders judge existing federations or umbrella bodies to be in achieving their defined goals?

Completely ineffective (or non-existent)	Score 0
Largely ineffective	Score 1
Somewhat effective	Score 2
Effective	Score 3

1.4.3 - Self-regulation

Description: Are there efforts among CSOs to self-regulate? How effective and enforceable are existing self-regulatory mechanisms? What percentage of CSOs abide by a collective code of conduct (or some other form of self-regulation)?

There are no efforts among CSOs to self-regulate.	Score 0
Preliminary efforts have been to self-regulate but only a small minority of CSOs are involved and impact is extremely limited.	Score 1
Some mechanisms for CSO self-regulation are in place but only some sectors of CSOs are involved and there is no effective method of enforcement. As a result, impact is limited.	Score 2
Mechanisms for CSO self-regulation are in place and function quite effectively. A discernible impact on CSO behaviour can be detected.	Score 3

1.4.4 - Support infrastructure

Description: What is the level of support infrastructure for civil society? How many civil society support organisations exist in the country? Are they effective?

There is no support infrastructure for civil society.	Score 0
There is very limited infrastructure for civil society.	Score 1
Support infrastructure exists for some sectors of civil society and is expanding.	Score 2
There is a well-developed support infrastructure for civil society.	Score 3

1.4.5 - International linkages

Description: What proportion of CSOs have international linkages (e.g. are members of international networks, participate in global events)?

Only a handful of "elite" CSOs have international linkages.	Score 0
A limited number of (mainly national-level) CSOs have international linkages.	Score 1
A moderate number of (mainly national-level) CSOs have international linkages.	Score 2
A significant number of CSOs from different sectors and different levels (grassroots to national) have international linkages.	Score 3

1.5 - Inter-relations

***Description:* How strong / productive are relations among civil society actors?**

1.5.1 - Communication

Description: What is the extent of communication between civil society actors?

Very little	Score 0
Limited	Score 1
Moderate	Score 2
Significant	Score 3

1.5.2 - Cooperation

Description: How much do civil society actors cooperate with each other on issues of common concern? Can examples of cross-sectoral CSO alliances/coalitions (around a specific issue or common concern) be identified?

Civil society actors do not cooperate with each other on issues of common concern. No examples of cross-sectoral CSO alliances/coalitions can be identified / detected.	Score 0
It is very rare that civil society actors cooperate with each other on issues of common concern. Very few examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	Score 1

Civil society actors on occasion cooperate with each other on issues of common concern. Some examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	Score 2
Civil society actors regularly cooperate with each other on issues of common concern. Numerous examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	Score 3

1.6 – Resources

Description: To what extent do CSOs have adequate resources to achieve their goals?

1.6.1 - Financial resources

Description: How adequate is the level of financial resources for CSOs?

On average, CSOs suffer from a serious financial resource problem.	Score 0
On average, CSOs have inadequate financial resources to achieve their goals.	Score 1
On average, CSOs have most of the financial resources they require to achieve their defined goals.	Score 2
On average, CSOs have an adequate and secure financial resource base.	Score 3

1.6.2 - Human resources

Description: How adequate is the level of human resources for CSOs?

On average, CSOs suffer from a serious human resource problem.	Score 0
On average, CSOs have inadequate human resources to achieve their goal.	Score 1
On average, CSOs have most of the human resources they require to achieve their defined goals.	Score 2
On average, CSOs have an adequate and secure human resource base.	Score 3

1.6.3 - Technological and infrastructural resources

Description: How adequate is the level of technological and infrastructural resources for CSOs?

On average, CSOs suffer from a serious technological and infrastructural resource problem.	Score 0
On average, CSOs have inadequate technological and infrastructural resources to achieve their goals.	Score 1
On average, CSOs have most of the technological and infrastructural resources they require to achieve their defined goals.	Score 2
On average, CSOs have an adequate and secure technological and infrastructural resource base.	Score 3

2 - ENVIRONMENT³⁶

2.1 - Political context

Description: What is the political situation in the country and its impact on civil society?

2.1.1 - Political rights

Description: How strong are the restrictions on citizens' political rights (e.g. to participate freely in political processes, elect political leaders through free and fair elections, freely organise in political parties)?

There are severe restrictions on the political rights of citizens. Citizens cannot participate in political processes.	Score 0
There are some restrictions on the political rights of citizens and their participation in political processes.	Score 1
Citizens are endowed with substantial political rights and meaningful opportunities for political participation. There are minor and isolated restrictions on the full freedom of citizens' political rights and their participation in political processes.	Score 2
People have the full freedom and choice to exercise their political rights and meaningfully participate in political processes.	Score 3

2.1.2 - Political competition

Description: What are the main characteristics of the party system in terms of number of parties, ideological spectrum, institutionalisation and party competition?

Single party system.	Score 0
Small number of parties based on personalism, clientelism or appealing to identity politics.	Score 1
Multiple parties, but weakly institutionalised and / or lacking ideological distinction.	Score 2
Robust, multi-party competition, with well-institutionalised and ideologically diverse parties.	Score 3

2.1.3 - Rule of law

³⁶ For most of the indicators, secondary data sources are available for a broad range of countries. For each indicator, the scores indicate how to translate the original secondary data into the 4-point scale of the CSI scoring matrix.

Description: To what extent is the rule of law entrenched in the country?

There is general disregard for the law by citizens and the state.	Score 0
There is low confidence in and frequent violations of the law by citizens and the state.	Score 1
There is a moderate level of confidence in the law. Violations of the law by citizens and the state are not uncommon.	Score 2
Society is governed by fair and predictable rules, which are generally abided by.	Score 3

2.1.4 – Corruption

Description: What is the level of perceived corruption in the public sector?

High	Score 0
Substantial	Score 1
Moderate	Score 2
Low	Score 3

2.1.5 – State effectiveness

Description: To what extent is the state able to fulfil its defined functions?

The state bureaucracy has collapsed or is entirely ineffective (e.g. due to political, economic or social crisis).	Score 0
The capacity of the state bureaucracy is extremely limited.	Score 1
State bureaucracy is functional but perceived as incompetent and / or non-responsive.	Score 2
State bureaucracy is fully functional and perceived to work in the public's interests.	Score 3

2.1.6 – Decentralisation

Description: To what extent is government expenditure devolved to sub-national authorities?

Sub-national share of government expenditure is less than 20.0%.	Score 0
Sub-national share of government expenditure is between 20.0% and 34.9%.	Score 1
Sub-national share of government expenditure is between 35.0% and 49.9%.	Score 2
Sub-national share of government expenditure is more than 49.9%.	Score 3

2.2 - Basic freedoms and rights

***Description:* To what extent are basic freedoms ensured by law and in practice?**

2.2.1 - Civil liberties

Description: To what extent are civil liberties (e.g. freedom of expression, association, assembly) ensured by law and in practice?

Civil liberties are systematically violated.	Score 0
There are frequent violations of civil liberties.	Score 1
There are isolated or occasional violations of civil liberties.	Score 2
Civil liberties are fully ensured by law and in practice.	Score 3

2.2.2 - Information rights

Description: To what extent is public access to information guaranteed by law? How accessible are government documents to the public?

No laws guarantee information rights. Citizen access to government documents is extremely limited.	Score 0
Citizen access to government documents is limited but expanding.	Score 1
Legislation regarding public access to information is in place, but in practice, it is difficult to obtain government documents.	Score 2
Government documents are broadly and easily accessible to the public.	Score 3

2.2.3 - Press freedoms

Description: To what extent are press freedoms ensured by law and in practice?

Press freedoms are systematically violated.	Score 0
There are frequent violations of press freedoms.	Score 1
There are isolated violations of press freedoms.	Score 2
Freedom of the press is fully ensured by law and in practice.	Score 3

2.3 - Socio-economic context³⁷

Description: What is the socio-economic situation in the country and its impact on civil society?

2.3.1 - Socio-economic context

Description: How much do socio-economic conditions in the country represent a barrier to the effective functioning of civil society?

Social and economic conditions represent a serious barrier to the effective functioning of civil society. More than five of the following conditions are present: 1. Widespread poverty (e.g. more than 40% of people live on \$2 per day) 2. Civil war (armed conflict in last 5 years) 3. Severe ethnic and/or religious conflict 4. Severe economic crisis (e.g. external debt is more than GNP) 5. Severe social crisis (over last 2 years) 6. Severe socio-economic inequities (Gini coefficient > 0.4) 7. Pervasive adult illiteracy (over 40%) 8. Lack of IT infrastructure (i.e. less than 5 hosts per 10.000 inhabitants)	Score 0
Social and economic conditions significantly limit the effective functioning of civil society. Three, four or five of the conditions indicated are present.	Score 1
Social and economic conditions somewhat limit the effective functioning of civil society. One or two of the conditions indicated are present.	Score 2
Social and economic conditions do not represent a barrier to the effective functioning of civil society. None of the conditions indicated is present.	Score 3

2.4 - Socio-cultural context

Description: To what extent are socio-cultural norms and attitudes conducive or detrimental to civil society?

³⁷ This subdimension/indicator is not broken up into individual indicators to facilitate and simplify scoring. The subdimension/indicator consists of 8 socio-economic conditions which are of importance to civil society. The scores for this indicator are designed in such a way that they indicate how many socio-economic obstacles are there for civil society (max: 8; min: 0). The task for the NAG scoring meeting is to simply verify the number of obstacles (as identified by the secondary data) and assign the score accordingly.

2.4.1 - Trust

Description: How much do members of society trust one another?

Relationships among members of society are characterised by mistrust (e.g. less than 10% of people score on the World Value Survey (WVS) trust indicator).	Score 0
There is widespread mistrust among members of society (e.g. 10% to 30% of people score on the WVS trust indicator).	Score 1
There is a moderate level of trust among members of society (e.g. 31% to 50% of people score on the WVS trust indicator).	Score 2
There is a high level of trust among members of society (e.g. more than 50% of people score on the WVS trust indicator).	Score 3

2.4.2 - Tolerance

Description: How tolerant are members of society?

Society is characterised by widespread intolerance (e.g. average score on WVS derived tolerance indicator is 3.0 or higher).	Score 0
Society is characterised by a low level of tolerance (e.g. indicator between 2.0 and 2.9).	Score 1
Society is characterised by a moderate level of tolerance (e.g. indicator between 1.0 and 1.9).	Score 2
Society is characterised by a high level of tolerance (e.g. indicator less than 1.0).	Score 3

2.4.3 - Public spiritedness³⁸

Description: How strong is the sense of public spiritedness among members of society?

Very low level of public spiritedness in society (e.g. average score on WVS derived public spiritedness indicator is more than 3.5).	Score 0
Low level of public spiritedness (e.g. indicator between 2.6 and 3.5).	Score 1
Moderate level of public spiritedness (e.g. indicator between 1.5 and 2.5).	Score 2
High level of public spiritedness (e.g. indicator less than 1.5).	Score 3

2.5 - Legal environment

***Description:* To what extent is the existing legal environment enabling or disabling to civil society?**

2.5.1 - CSO registration³⁹

Description: How supportive is the CSO registration process? Is the process (1) simple, (2) quick, (3) inexpensive, (4) following legal provisions and (5) consistently applied?

The CSO registration process is not supportive at all. Four or five of the quality characteristics are absent.	Score 0
The CSO registration is not very supportive. Two or three quality characteristics are absent.	Score 1
The CSO registration process can be judged as relatively supportive. One quality characteristic is absent.	Score 2
The CSO registration process is supportive. None of the quality characteristics is absent.	Score 3

2.5.2 - Allowable advocacy activities

Description: To what extent are CSOs free to engage in advocacy / criticise government?

CSOs are not allowed to engage in advocacy or criticise the government.	Score 0
There are excessive and / or vaguely defined constraints on advocacy activities.	Score 1
Constraints on CSOs' advocacy activities are minimal and clearly defined, such as prohibitions on political campaigning.	Score 2
CSOs are permitted to freely engage in advocacy and criticism of government.	Score 3

2.5.3 - Tax laws favourable to CSOs

Description: How favourable is the tax system to CSOs? How narrow/broad is the range of CSOs that are eligible for tax exemptions, if any? How significant are these exemptions?

The tax system impedes CSOs. No tax exemption or preference of any kind is available for CSOs.	Score 0
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³⁸ The score is derived by averaging the means for the three variables (1. claiming government benefits, 2. avoiding a fare on public transport and 3. cheating on taxes).

³⁹ This indicator combines a number of individual quality characteristics of the registration, namely whether the registration is (1) simple, (2) quick, (3) inexpensive, (4) fairly applied and (5) consistently applied. The process of using these five 'Yes/No' variables for the scoring of the CSO registration indicator by the NAG follows the process outlined for subdimension 3. The indicator scores are defined by how many of these five quality characteristics are existent/absent.

The tax system is burdensome to CSOs. Tax exemptions or preferences are available only for a narrow range of CSOs (e.g. humanitarian organisations) or for limited sources of income (e.g. grants or donations).	Score 1
The tax system contains some incentives favouring CSOs. Only a narrow range of CSOs is excluded from tax exemptions, preferences and/or exemptions, or preferences are available from some taxes and some activities.	Score 2
The tax system provides favourable treatment for CSOs. Exemptions or preferences are available from a range of taxes and for a range of activities, limited only in appropriate circumstances.	Score 3

2.5.4 - Tax benefits for philanthropy

Description: How broadly available are tax deductions or credits, or other tax benefits, to encourage individual and corporate giving?

No tax benefits are available (to individuals or corporations) for charitable giving.	Score 0
Tax benefits are available for a very limited set of purposes or types of organisations.	Score 1
Tax benefits are available for a fairly broad set of purposes or types of organisations.	Score 2
Significant tax benefits are available for a broad set of purposes or types of organisations.	Score 3

2.6 - State-civil society relations

Description: What is the nature and quality of relations between civil society and the state?

2.6.1 – Autonomy

Description: To what extent can civil society exist and function independently of the state? To what extent are CSOs free to operate without excessive government interference? Is government oversight reasonably designed and limited to protect legitimate public interests?

The state controls civil society.	Score 0
CSOs are subject to frequent unwarranted interference in their operations.	Score 1
The state accepts the existence of an independent civil society but CSOs are subject to occasional unwarranted government interference.	Score 2
CSOs operate freely. They are subject only to reasonable oversight linked to clear and legitimate public interests.	Score 3

2.6.2 - Dialogue

Description: To what extent does the state dialogue with civil society? How inclusive and institutionalised are the terms and rules of engagement, if they exist?

There is no meaningful dialogue between civil society and the state.	Score 0
The state only seeks to dialogue with a small sub-set of CSOs on an ad hoc basis.	Score 1
The state dialogues with a relatively broad range of CSOs but on a largely ad hoc basis.	Score 2
Mechanisms are in place to facilitate systematic dialogue between the state and a broad and diverse range of CSOs.	Score 3

2.6.3 - Cooperation / support

Description: How narrow/broad is the range of CSOs that receive state resources (in the form of grants, contracts, etc.)?

The level of state resources channelled through CSOs is insignificant.	Score 0
Only a very limited range of CSOs receives state resources.	Score 1
A moderate range of CSOs receives state resources.	Score 2
The state channels significant resources to a large range of CSOs.	Score 3

2.7 - Private sector-civil society relations

Description: What is the nature and quality of relations between civil society and the private sector?

2.7.1 - Private sector attitude

Description: What is the general attitude of the private sector towards civil society actors?

Generally hostile	Score 0
Generally indifferent	Score 1
Generally positive	Score 2
Generally supportive	Score 3

2.7.2 - Corporate social responsibility

Description: How developed are notions and actions of corporate social responsibility?

Major companies show no concern about the social and environmental impacts of their operations.	Score 0
Major companies pay lip service to notions of corporate social responsibility. However, in their operations they frequently disregard negative social and environmental impacts.	Score 1
Major companies are beginning to take the potential negative social and environmental impacts of their operations into account.	Score 2
Major companies take effective measures to protect against negative social and environmental impacts.	Score 3

2.7.3 - Corporate philanthropy⁴⁰

Description: How narrow/broad is the range of CSOs that receive support from the private sector?

Corporate philanthropy is insignificant.	Score 0
Only a very limited range of CSOs receives funding from the private sector.	Score 1
A moderate range of CSOs receives funding from the private sector.	Score 2
The private sector channels resources to a large range of CSOs.	Score 3

3 - VALUES

3.1 – Democracy

***Description:* To what extent do civil society actors practice and promote democracy?**

3.1.1 - Democratic practices within CSOs

Description: To what extent do CSOs practice internal democracy? How much control do members have over decision-making? Are leaders selected through democratic elections?

A large majority (i.e. more than 75%) of CSOs do not practice internal democracy (e.g. members have little / no control over decision-making, CSOs are characterised by patronage, nepotism).	Score 0
A majority of CSOs (i.e. more than 50%) do not practice internal democracy (e.g. members have little/no control over decision-making, CSOs are characterised by patronage, nepotism).	Score 1
A majority of CSOs (i.e. more than 50%) practice internal democracy (e.g. members have significant control over decision-making; leaders are selected through democratic elections).	Score 2
A large majority of CSOs (i.e. more than 75%) practice internal democracy (e.g. members have significant control over decision-making; leaders are selected through democratic elections).	Score 3

3.1.2 – Civil society actions to promote democracy

Description: How much does civil society actively promote democracy at a societal level?

No active role. No civil society activity of any consequence in this area can be detected.	Score 0
Only a few civil society activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by civil society as a whole.	Score 1
A number of civil society activities can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking	Score 2
Civil society is a driving force in promoting a democratic society. civil society activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

⁴⁰ The NAG's task in scoring the indicator is to assess the significance of corporate support to civil society. Here, the score descriptions focus on two elements: (1) the overall size of corporate support to civil society and (2) the range of CSOs supported by the corporate sector. Both elements are combined in the indicator score descriptions.

3.2 – Transparency

Description: To what extent do civil society actors practice and promote transparency?

3.2.1 - Corruption within civil society

Description: How widespread is corruption within civil society?

Instances of corrupt behaviour within civil society are very frequent.	Score 0
Instances of corrupt behaviour within civil society are frequent.	Score 1
There are occasional instances of corrupt behaviour within civil society.	Score 2
Instances of corrupt behaviour within civil society are very rare.	Score 3

3.2.2 - Financial transparency of CSOs

Description: How many CSOs are financially transparent? What percentage of CSOs make their financial accounts publicly available?

A small minority of CSOs (less than 30%) make their financial accounts publicly available.	Score 0
A minority of CSOs (30% -50%) make their financial accounts publicly available.	Score 1
A small majority of CSOs (51% -65%) make their financial accounts publicly available.	Score 2
A large majority of CSOs (more than 65%) make their financial accounts publicly available.	Score 3

3.2.3 – Civil society actions to promote transparency

Description: How much does civil society actively promote government and corporate transparency?

No active role. No civil society activity of any consequence in this area can be detected.	Score 0
Only a few civil society activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by civil society as a whole.	Score 1
A number of civil society activities in this area can be detected. Broad-based support and/or public visibility of such initiatives, however, are lacking.	Score 2
Civil society is a driving force in demanding government and corporate transparency. civil society activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

3.3 – Tolerance

Description: To what extent do civil society actors and organisations practice and promote tolerance?

3.3.1 Tolerance within the civil society arena

Description: To what extent is civil society a tolerant arena?

Civil society is dominated by intolerant forces. The expression of only a narrow sub-set of views is tolerated.	Score 0
Significant forces within civil society do not tolerate others' views without encountering protest from civil society at large.	Score 1
There are some intolerant forces within civil society, but they are isolated from civil society at large.	Score 2
Civil society is an open arena where the expression of <i>all</i> viewpoints is actively encouraged. Intolerant behaviour is strongly denounced by civil society at large.	Score 3

3.3.2 – Civil society actions to promote tolerance

Description: How much does civil society actively promote tolerance at a societal level?

No active role. No civil society activity of any consequence in this area can be detected.	Score 0
Only a few civil society activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by civil society as a whole.	Score 1
A number of civil society activities in this area can be detected. Broad-based support and/or public visibility of such initiatives, however, are lacking.	Score 2
Civil society is a driving force in promoting a tolerant society. civil society activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

3.4 - Non-violence

Description: To what extent do civil society actors practice and promote non-violence?

3.4.1 - Non-violence within the civil society arena

Description: How widespread is the use of violent means (such as damage to property or personal violence) among civil society actors to express their interests in the public sphere?

Significant mass-based groups within civil society use violence as the primary means of expressing their interests.	Score 0
Some isolated groups within civil society regularly use violence to express their interests without encountering protest from civil society at large.	Score 1
Some isolated groups within civil society occasionally resort to violent actions, but are broadly denounced by civil society at large.	Score 2
There is a high level of consensus within civil society regarding the principle of non-violence. Acts of violence by civil society actors are extremely rare and strongly denounced.	Score 3

3.4.2 – Civil society actions to promote non-violence and peace

Description: How much does civil society actively promote a non-violent society? For example, how much does civil society support the non-violent resolution of social conflicts and peace? Address issues of violence against women, child abuse, violence among youths etc.?

No active role. No civil society activity of any consequence in this area can be detected. Some civil society actions actually contribute to societal violence.	Score 0
Only a few civil society activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by civil society as a whole.	Score 1
A number of civil society activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
Civil society is a driving force in promoting a non-violent society. civil society actions in this area enjoy broad-based support and / or strong public visibility	Score 3

3.5 - Gender equity

***Description:* To what extent do civil society actors practice and promote gender equity?**

3.5.1 - Gender equity within the civil society arena

Description: To what extent is civil society a gender equitable arena?

Women are excluded from civil society leadership roles.	Score 0
Women are largely absent from civil society leadership roles.	Score 1
Women are under-represented in civil society leadership positions.	Score 2
Women are equitably represented as leaders and members of civil society.	Score 3

3.5.2 - Gender equitable practices within CSOs

Description: How much do CSOs practice gender equity? What percentage of CSOs with paid employees have policies in place to ensure gender equity?

A small minority (less than 20%)	Score 0
A minority (20%-50%)	Score 1
A small majority (51%-65%)	Score 2
A large majority (more than 65%)	Score 3

3.5.3 – Civil society actions to promote gender equity

Description: How much does civil society actively promote gender equity at the societal level?

No active role. No civil society activity of any consequence in this area can be detected. Some civil society actions actually contribute to gender inequity.	Score 0
Only a few civil society activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by civil society as a whole.	Score 1
A number of civil society activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
Civil society is a driving force in promoting a gender equitable society. civil society activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

3.6 - Poverty eradication

Description: To what extent do civil society actors promote poverty eradication?

3.6.1 – Civil society actions to eradicate poverty

Description: To what extent does civil society actively seek to eradicate poverty?

No active role. No civil society activity of any consequence in this area can be detected. Some civil society actions serve to sustain existing economic inequities.	Score 0
Only a few civil society activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by civil society as a whole.	Score 1
A number of civil society activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
Civil society is a driving force in the struggle to eradicate poverty. civil society activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

3.7 - Environmental sustainability

Description: To what extent do civil society actors practice and promote environmental sustainability?

3.7.1 – Civil society actions to sustain the environment

Description: How much does civil society actively seek to sustain the environment?

No active role. No civil society activity of any consequence in this area can be detected. Some civil society actions serve to reinforce unsustainable practices.	Score 0
Only a few civil society activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by civil society as a whole.	Score 1
A number of civil society activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
Civil society is a driving force in protecting the environment. civil society activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

4 - IMPACT

4.1 - Influencing public policy

Description: How active and successful is civil society in influencing public policy?

4.1.1 – 4.1.2 - Human Rights and Social Policy Impact Case Studies

Description: How active and successful is civil society in influencing public policy?

No civil society activity of any consequence in this area can be detected.	Score 0
Civil society activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.1.3 - Civil Society's Impact on National Budgeting process Case Study

Description: How active and successful is civil society in influencing the overall national budgeting process?

No civil society activity of any consequence in this area can be detected.	Score 0
Civil society activity in this area is very limited and focused only on specific budget components. ⁴¹	Score 1
Civil society is active in the overall budgeting process, but impact is limited.	Score 2
Civil society plays an important role in the overall budgeting process. Examples of significant success / impact can be detected.	Score 3

⁴¹ The term “specific budget component” refers to a single issue or sub-section of the budget, such as the defence budget or welfare grants. Higher scores are assigned for those civil society activities, which provide an analysis, input and advocacy work on the *overall* budget.

4.2 - Holding state and private corporations accountable

Description: How active and successful is civil society in holding the state and private corporations accountable?

4.2.1 - Holding state accountable

Description: How active and successful is civil society in monitoring state performance and holding the state accountable?

No civil society activity of any consequence in this area can be detected.	Score 0
Civil society activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.2.2 - Holding private corporations accountable

Description: How active and successful is civil society in holding private corporations accountable?

No civil society activity of any consequence in this area can be detected.	Score 0
Civil society activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.3 - Responding to social interests

Description: How much are civil society actors responding to social interests?

4.3.1 - Responsiveness

Description: How effectively do civil society actors respond to priority social concerns?

Civil society actors are out of touch with the crucial concerns of the population.	Score 0
There are frequent examples of crucial social concerns that did not find a voice among existing civil society actors.	Score 1
There are isolated examples of crucial social concerns that did not find a voice among existing civil society actors.	Score 2
Civil society actors are very effective in taking up the crucial concerns of the population.	Score 3

4.3.2 - Public Trust

Description: What percentage of the population has trust in civil society actors?

A small minority (< 25%)	Score 0
A large minority (25%-50%)	Score 1
A small majority (51%-75%)	Score 2
A large majority (> 75%)	Score 3

4.4 - Empowering citizens

Description: How active and successful is civil society in empowering citizens, especially traditionally marginalised groups, to shape decisions that affect their lives?

4.4.1 - Informing/ educating citizens

Description: How active and successful is civil society in informing and educating citizens on public issues?

No civil society activity of any consequence in this area can be detected.	Score 0
Civil society activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.4.2 - Building capacity for collective action

Description: How active and successful is civil society in building the capacity of people to organise themselves, mobilise resources and work together to solve common problems?

No civil society activity of any consequence in this area can be detected.	Score 0
Civil society activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.4.3 - Empowering marginalised people

Description: How active and successful is civil society in empowering marginalised people?

No civil society activity of any consequence in this area can be detected.	Score 0
Civil society activity in this area is very limited and there is no discernible impact.	Score 1

Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.4.4 - Empowering women

Description: How active and successful is civil society in empowering women, i.e. to give them real choice and control over their lives?

No civil society activity of any consequence in this area can be detected.	Score 0
Civil society activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.4.5 - Building social capital⁴²

Description: To what extent does civil society build social capital among its members? How do levels of trust, tolerance and public spiritedness of members of civil society compare to those of non-members?

Civil society diminishes the stock of social capital in society.	Score 0
Civil society does not contribute to building social capital in society.	Score 1
Civil society does contribute moderately to building social capital in society.	Score 2
Civil society does contribute strongly to building social capital in society.	Score 3

4.4.6 - Supporting livelihoods

Description: How active and successful is civil society in creating / supporting employment and/or income-generating opportunities (especially for poor people and women)?

No civil society activity of any consequence in this area can be detected.	Score 0
Civil society activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.5 - Meeting societal needs

***Description:* How active and successful is civil society in meeting societal needs, especially those of poor people and other marginalised groups?**

4.5.1 - Lobbying for state service provision

Description: How active and successful is civil society in lobbying the government to meet pressing societal needs?

No civil society activity of any consequence in this area can be detected.	Score 0
Civil society activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.5.2 - Meeting pressing societal needs directly

Description: How active and successful is civil society in directly meeting pressing societal needs (through service delivery or the promotion of self-help initiatives)?

No civil society activity of any consequence in this area can be detected.	Score 0
Civil society activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

4.5.3 - Meeting needs of marginalised groups

Description: To what extent are CSOs more or less effective than the state in delivering services to marginalised groups?

CSOs are less effective than the state.	Score 0
CSOs are as effective as the state.	Score 1
CSOs are slightly more effective than the state.	Score 2
CSOs are significantly more effective than the state.	Score 3

⁴² To score this indicator, we make use of the measure of trust (see subdimension socio-cultural norms in Environment dimension): 1) Compute the three measures for two sub-groups of the population: (1) CSO members and (2) non-CSO members and 2) Compare each measure's score for the two sub-groups and establish which sub-group has the better score (i.e. indicating higher trust).

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