Public Education Series 5

CIVIL SOCIETY IN ORISSA

Rebuilding a People's Collective

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of change...

Public Education Series 5

CIVIL SOCIETY IN ORISSA:
Rebuilding a People's Collective

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Foreword

The immense contribution of ordinary individuals and small organisations in influencing human development was one of the spectacular achievements of the 20th century. In 1995, the Social Development Summit recognised the participation of non-State actors like individuals and groups as critical for the success of any development efforts.

These efforts depend on an aware, informed, and proactive citizenry, or what is called 'civil society'. An alert, assertive, articulate, inclusive, and autonomous civil society is a prerequisite for sustaining a truly participative democracy and ensuring responsive governance. Occupying the space between the macro structures of the State and the micro community of the family, civil society represents a large arena for collective action for common causes and concerns.

Civil society in Orissa includes a diversity of individual activists, community-based organisations, social movements, networks of non-governmental organisations, self-help groups, charities, lobby groups based on issues of gender, environment, culture, religion and ethnicity, trade unions, and professional associations. Many of these entities, which may vary institutionally, are motivated by classical liberal values. Over the years, they have been providing a security net to people neglected by the State and exploited by the market.

What is the size of this social domain? What is the impact of the activities and interventions of its components? What are their values, beliefs, practices, profile and organisational behaviour? CYSD, in partnership with CIVICUS: World Alliance for Citizen Participation, set about examining these questions with a pilot study — the first of its kind in India — that was part of the Global Civil Society Index Project.

This resultant report offers insights and information about the status and profile of civil society in Orissa. We must now meet the challenge of using this information and forming partnerships to harness the power of the people who constitute civil society, the forces of the market, and the formal authority of the State, in order to bring tangible benefits to the 40 million people of this developmentally backward region.

Jagadananda
Member Secretary, CYSD

Bhagabanprakash
Civil Society Expert

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We are grateful to Jagadananda (member secretary, CYSD) for conceptualising the study and for his creative inputs. We would also like to thank Prafulla Kumar Sahoo (chairman, CYSD) for being a constant source of inspiration during the study.

This innovative participatory action research project would not have succeeded without the active support of several civil society organisations: 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.

We also acknowledge the participation of everyone at these consultations and the National Advisory Group workshops. A special thanks to all the experts who took part in the interviews. Prof Radhamohan, Dr LD Mishra and Jagdish Pradhan must also be specially thanked for their critical inputs.

We acknowledge the help, at every stage, of the CIVICUS CSI team, especially Navin Vasudev and Lorenzo Fioramounti. They helped to design the methodology and gave guidance and intellectual support. We are also grateful to NOVIB, The Netherlands, for financial support.

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The team would also like to thank all the field investigators who helped in the primary surveys, and B Ananda Rao and Sikta Das for their technical support.

This report is dedicated to all the individuals, groups, organisations, and movements who constitute a vital civil society.

Summary

The Civil Society Index (CSI) is a modest but path-breaking attempt to assess civil society in the state of Orissa in India. 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 citizens' groups, organisations, and movements as a powerful and alternative social force. There is a growing realisation globally about the potential of civil society as an agent of change and a catalyst in the process of development. Whether this potential has been realised and whether change has indeed been effected are issues that need wider debate.

The CSI mapping exercise, which attempts to assess the status of civil society in different countries, is the first of its kind. The exercise was initiated under the aegis of CIVICUS: World Alliance for Citizen Participation, in 54 countries. In India, the Centre for Youth and Social Development (CYSD) undertook the study in Orissa. This state, to the east of the country, is a cultural meeting ground, rich in ethnic diversity. Its population of close to 40 million is larger than that of some countries; this was one reason we chose Orissa for the study. A documentation of civil society's work and its impact had also not been attempted before in Orissa, except for a few sporadic studies.

The CSI mapping is an exercise in gathering information; it is also a research project that ultimately aims to strengthen civil society and define its relationships with the key players of development and other dominant entities in the public arena. Our research methodology included a review of existing information, regional stakeholder consultations, community sample surveys, a media review, and fact-finding studies. It involved several civil society actors who validated the study at various stages.

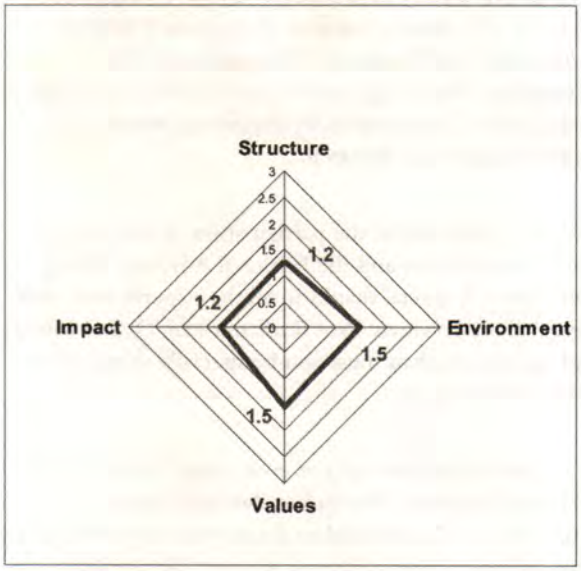
The study used participatory research methods. Responses from individuals and groups were collected through questionnaires. Closed as well as open-ended questions were asked on four key dimensions:

- Structure of civil society
- External environment for civil society
- Values of civil society
- Impact of the activities of civil society

These dimensions were further divided into 25 sub-dimensions and 74 indicators. People who participated in the survey and members of a National Advisory Group consisting of civil society representatives, validated the results. This was done at the Regional Stakeholder Consultations by crosschecking if the results were representative of civil society in the respective region. Discrepancies were corrected and feedback from the participants was incorporated into the report. Information from primary and secondary sources was supplemented by the opinions of other stakeholders and experts. Finally, the results were shared with key civil society actors at the state and national level in order to address any missing links.

A diamond diagrammatically represents the results (Figure 1). This figure illustrates the status of civil society in a particular country. The scores of the four dimensions are plotted on a four-point scale from 0 to 3. A diamond closer to 3 depicts a vibrant civil society, whereas a diamond closer to 0 depicts an inactive civil society.

Figure 1: Civil society diamond for Orissa



As seen in Figure 1, the dimensions are represented in the 1.2-1.5 range, and the diamond does not depict a vibrant civil society in Orissa. In terms of the four key dimensions, the CSI study indicates:

- The **structure** of civil society in Orissa is weak, compared to its external environment and values. This is due to a lack of collective community action for common social concerns, charity for religious purposes more than for social causes, voluntary work for personal reasons

rather than for common social concerns, and inadequate representation of all social groups in membership as well as leadership. A scarcity of financial and technological resources among civil society organisations (CSOs) in Orissa also weakens its civil society.

- The external **environment** in which civil society operates is enabling in terms of political rights, civil liberty, and press freedom. However, this environment also includes corruption, a deteriorating rule of law, the indifference of business organisations, and a lack of public-spiritedness amongst the people. Despite the facilitating features, these negative factors create only a moderately supportive environment.

- In the **value** dimension, factors like tolerance, non-violence, and protection of the environment dominate Orissa's civil society. But major issues of concern continue to be corruption, gender inequality, and a lack of transparency. These concerns justify an average score of 1.5 in the value dimension.

- A weak structure, a not-so-enabling external environment, and modest values lead to a low level of **impact.** This is evident in the low level of capacity-building initiatives, inadequate efforts in lobbying for social service provisions, and insufficient advocacy to influence public policy to make the State and business organisations responsible and accountable.

Despite these drawbacks, the enabling factors of the external environment and a sound value system facilitate a resilient civil society in Orissa. Some of its characteristics in terms of the four dimensions are:

- ***Tolerance and non-violence:*** Civil society in Orissa is highly tolerant, allowing for the coexistence of people from different religions, castes, and creeds. The state's centuries-old non-violent tradition distinguishes it from some other Indian states. Despite recent violent activities by extremist Naxalite organisations in the southern and northwestern parts of Orissa, the civil society space remains largely non-violent.

- ***Continuous efforts to ensure sustainable development:*** In the last few decades civil society in Orissa has tried to ensure sustainable development. Activism related to protection of the environment and protests against the setting up of mineral-based industries are growing. The protection of natural resources like lakes, mountains, and minerals has become a priority on the civil society agenda. Combined with other work on important issues like the displacement of people, these efforts have nudged the state government to change its resettlement and rehabilitation policy and proceed cautiously in setting up mineral-based industries.

- ***A cash-strapped economy, yet high levels of giving:*** Orissa is one of the most economically backward states in India, with every second person living below the poverty line. Yet, 79% of the people in our sample population engage in some form of charity, with a higher percentage of people doing this in urban areas than in semi-urban and rural areas. This is an encouraging indicator.

- ***A free press:*** A high level of press freedom prevails in Orissa. However, the inadequate and ineffective coverage of critical civil society issues in the electronic as well as print media is a cause for concern.

- ***A not-so-vibrant civil society:*** Civil society in Orissa is still to become active enough to boost development initiatives. It lacks sustained efforts on issues of social concern and urgently requires voluntary collective effort.

- ***Transparency and accountability:*** The study found that lack of transparency and accountability are problems not only with the state machinery but also with civil society organisations. These issues are being discussed within civil society, but there is no system to ensure the self-regulation of CSOs and no serious effort is being made in this direction.

- ***Corporate apathy:*** Corporate social responsibility is a grey area among business organisations in Orissa. Business houses are not taking enough social responsibility, and civil society efforts to change corporate strategy remain poor.

- ***Gender sensitivity and civil society:*** Gender inequality persists at the social and institutional level, and civil society's work on promoting gender equity has not been wholly satisfactory in Orissa. In a society where the male child is preferred, the policies of CSOs are not sufficiently gender-sensitive, and both sexes are not equitably represented in these organisations, either as members or as leaders.

- ***Networking and communication issues:*** Inadequate networking among CSOs on common issues and the ineffectiveness of existing networks are important factors that jeopardise any collective efforts by CSOs. Poor communication among CSOs and insufficient resources are serious impediments to effective networking.

- ***Declining faith in the State machinery:*** The judiciary in Orissa is one of the most corrupt in the country. Civil society has little faith in the police, government, people's

representatives, and political parties, as compared to CSOs and the press. Voluntary organisations are believed to be better service-providers than the State.

Civil society in Orissa has largely been unaware of its potential to effect change. This study is likely to promote learning and reflection, and a better link between research and action. This report could be a reference point for initiatives and activities undertaken by civil society in Orissa. Its insights can point to the direction of future interventions. Capacity-building work can be designed in accordance with the shortcomings of current civil society practices in the state. This study is clearly not an end in itself.

Civil society is often conflated with NGOs and we must aim for greater clarity in order to tap the full potential of civil society. This clarity will be a first step towards understanding the pervasive power of civil society to forge social change, and the ways in which this power can be harnessed. Further studies are required on specific local issues and intervention strategies that mobilise local resources.

What, then, is the status of civil society in Orissa? What is its relationship with other influential players? Does it have the potential to be a critical element in the development process? Does it have any bargaining ability to bring about social change? The following pages attempt to address these questions.

1 The project and its parameters

The role of civil society in influencing public policy, holding the State and market accountable, responding to social and environmental needs, and empowering citizens is now globally recognised. A 2004 UN report states: "Civil society is as much part of today's global governance as are governments" (1). However, many civil society organisations, scattered and busy, have little time to study the impact of their interventions. This report is a modest attempt in this regard.

This report is an outcome of the Civil Society Index (CSI) study that was carried out in Orissa between June 2004 and May 2006, by the Centre for Youth and Social Development (CYSD) as part of an international project coordinated by CIVICUS: World Alliance for Citizen Participation.

The CSI is a participatory, action-oriented research project that assesses the status of civil society in different countries. The project links the exercise of assessing the status to the reflections of stakeholders and the development of a plan to strengthen civil society in areas that emerge as weak or depleted. By combining the results of a participatory assessment with joint action by stakeholders, the CSI aims to contribute to creating knowledge-based policies and practices in civil society. The idea of a Civil Society Index (CSI) originated in 1997, when the UN-affiliated international non-governmental organisation CIVICUS published the *New Civic Atlas* with profiles of civil society in 60 countries. To improve the comparability and quality of information in the *New Civic Atlas,* CIVICUS decided to develop a comprehensive assessment tool for civil society — the Civil Society Index (2,3). In 1999, Helmut Anheier, 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 (4). The CSI concept was tested in 14 countries during a pilot phase from 2000 to 2002. At the end of this phase, the project was thoroughly evaluated and refined.

Introducing the Index in Orissa

In the current phase (2003-2006), CIVICUS and its country partners are implementing the project in 54 countries (see Appendix 1). In India, CYSD was chosen to undertake the mapping of civil society in Orissa between 2004 and 2006. Orissa is one of 35 autonomous states and union territories within the federal Indian union. It is a cultural melting pot and its population of about 40 million is larger than that of many small countries. This is one reason the state was chosen for this study after a detailed dialogue between the CYSD team, the study's civil society expert, and CIVICUS.

There have been many civil society movements in Orissa, which have twice led to a change in government in the 1960s. In the 1980s a movement of people living in and around forest areas, volunteer organisations, and non-governmental organisations (NGOs) brought environmental issues to the centre stage. This was followed by a people's movement in the 1990s aimed at protecting Chilka lake and its wildlife. Civil society organisations (CSOs) in the state are currently working to safeguard the ecology and interests of marginalised populations. However, research and documentation of many such efforts and processes, and of civil society in the state, have been scarce.

Orissa is home to numerous and active CSOs — about 9,000 youth clubs, about 100,000 youth volunteers, welfare societies, charities, faith-based organisations, trusts, and informal networks — but they lack visibility and consistency. Many of them have a self-limiting perspective and capacity-related gaps that stop them from playing a more effective and sustained role in the development process. As a result, the impact of CSOs on key development and policy issues continues to be minimal.

A National Coordinating Organisation (NCO), guided by a National Advisory Group (NAG) and the CSI project team at CIVICUS, implements the CSI in each country. In India, CYSD as the NCO in Orissa, collected, synthesised, and analysed the data on civil society from a variety of primary and secondary sources. The NAG used this information to score the 74 CSI indicators, which together provided a comprehensive assessment of the state of civil society. The results were then discussed at a national workshop, where participants identified the strengths and weaknesses of civil society and formulated recommendations. The CSI team at CIVICUS provided training, technical assistance, and quality control to the NCO throughout the project.

The CSI is also a comparative project currently involving 54 countries. It has two specific objectives: (i) to provide useful knowledge about civil society, and (ii) to increase the commitment of stakeholders in strengthening civil society in their respective work areas. The first objective may involve a disconnection between country-specific

knowledge and knowledge that is comparable cross-nationally. CIVICUS has sought to resolve this tension by making it possible to adapt the methodology and the set of 74 indicators to country-specific situations.

A brief guide to the CSI

The CSI is based on a broad definition of civil society. Its comprehensive approach is based on various research methods. In order to assess the status of civil society in a country, the CSI examines four key dimensions of civil society: structure, environment, values, and impact. Each dimension contains a number of sub-dimensions, which include several indicators. The indicators represent the basis for data-collection within the CSI. Data is collected in many ways: secondary data-collection, population surveys, civil society stakeholder surveys, regional workshops, media reviews, structured expert consultations, and case studies. The indicators are then separately assessed and discussed by the NAG. Representatives of the key stakeholders then discuss the outcome of the research and assessment at a national workshop. The national workshop's task is to identify specific strengths and weaknesses and to offer key recommendations for strengthening civil society.

How do we define 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" (5). Conceptually and practically it is linked to the promotion of democracy, development, and good governance. (In debates on the definition of civil society at regional stakeholder consultations, NAG meetings, and the national workshop, participants agreed to use the word 'space' instead of 'arena'. They also agreed that there could not be any watertight boundaries between the State, market, family, and civil society.)

Two features of the CSI are in contrast with other civil society concepts. First, its goal is to avoid the conventional focus on formal and institutionalised 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 positive and negative manifestations of civil society. This concept, consequently, includes not only humanitarian organisations and associations active in social actions, but also groups of skinheads or of aggressive football supporters. The CSI does not only assess the extent to which CSOs support democracy and tolerance, but also the extent of their intolerance, expressed even through violence.

How do we assess civil society?

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

- *The **structure** of civil society:* for example, the number of members; extent of giving and volunteering; number and features of umbrella organisations; civil society infrastructure; human and financial resources.

- *The external **environment** in which civil society exists and functions:* for example, the legislative, political, cultural, and economic context; the relationship between civil society and the State as well as the private sector.

- *The **values** practised and promoted in civil society:* for example, democracy, tolerance, and protection of the environment.

- *The **impact** of activities pursued by civil society actors:* for example, the impact on public policy; empowerment of people; meeting societal needs.

Each of these main dimensions is divided into a set of sub-dimensions that contain a total of 74 indicators (see Appendix 7). Each indicator measures an important and specific aspect of the state of civil society. These indicators are at the heart of the CSI and form the basis of the data presented in this report. The indicator-sub-dimension-dimension framework underpinned the entire process of data-collection, the writing of the report, NAG's assessment of civil society in Orissa, and the presentations at the national workshop. It is also used to structure Chapters 3, 4, 5, and 6 of this report.

To visually present the scores of the four main dimensions, the CSI uses a civil society diamond tool (see Figure 1 in the preceding Summary). The diamond was developed for CIVICUS by Helmut Anheier at the London School of Economics (4). The four extremities of the diamond visually summarise the strengths and weaknesses of civil society in a given region. The diagram is the result of individual indicator scores aggregated into sub-dimension and then dimension scores.

As it captures the state of civil society across its key dimensions, the diamond serves as a useful starting point for interpretation and discussions on civil society in a given region. 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 an assessment of any civil society, which

has many facets, contributing factors, and actors.

The diamond 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 compare the state of civil society across countries.

What was our methodology?

The CSI recognised that in order to generate a valid and comprehensive assessment of civil society, a variety of perspectives and data must be included — the views of insider and external stakeholders as well as objective data ranging from the local and regional to the national level. The CSI therefore includes the following research methods for data-collection: a review of existing information, regional stakeholder consultations, community sample surveys, a review of media coverage, and fact-finding studies.

This mix of methods generates accurate and useful data, and accommodates variations in civil society such as those between rural and urban areas. The CSI also tries to utilise all available sources of information to avoid duplication and a waste of scarce resources. The research methodology is explicitly designed to promote learning and, ultimately, action. Besides feeding into the final national seminar, data-collection processes also aim to contribute to participants' learning. This is done, for example, through a group-based approach that challenges participants to see themselves as part of a bigger picture, to think beyond the context of their own organisation or sector, to reflect strategically on 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 of civil society as a whole and is not designed to exhaustively map the various actors within civil society. However, it does examine power relations within and between civil society and other sectors, and identifies key civil society actors while looking at specific indicators under the structure, values, and impact dimensions.

How did we collect the data?

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

• **Review of secondary information:** The literature and secondary data on civil society and CSOs were reviewed to gauge the current base of information on the issue. A lack of adequate secondary data on civil society, particularly in Orissa, was a major hurdle as well as a challenge during the study.

Table 1.1. List of regional stakeholder consultations

RSC	Partner organisation	Districts covered
1	CYSD, Bhubaneswar	Khurda, Puri, Cuttack, Jagatsinghpur, Jajpur
2	BISWA, Sambalpur	Sambalpur, Jharsuguda, Bargarh, Deogarh, Sundargarh
3	NIPDIT, Phulbani	Kandhamal, Boudh, Nayagarh
4	Ankuran, Rayagada	Koraput, Malkangiri, Nabarangapur, Rayagada, Ganjam, Gajapati
5	VISWAS, Nuapada, and The Humanity, Bolangir	Bolangir, Sonepur, Kalahandi, Nuapada
6	IDA, Keonjhar, and DRC, Keonjhar	Keonjhar, Mayurbhanj, Balasore, Bhadrak

• **Regional Stakeholder Consultations (RSCs):** RSCs were conducted in various regions of the state to gauge the broad categories of CSOs and civil society actors, and the status of civil society in the context of the four dimensions. For the purpose of the study, the state was divided into six zones — Khurda, Sambalpur, Phulbani, Rayagada, Bolangir and Keonjhar — to ensure that sub-regional diversity was represented. Questionnaires were used to collect data from CSOs across the zones. The results of the survey were scrutinised and validated (to overcome possible response biases during the survey) by the respondents in six RSCs. The survey and RSCs were conducted in each of the zones in partnership with local organisations, except for Khurda, where CYSD conducted the survey (see Appendix 2 for more details of the RSCs).

• **Community Sample Surveys (CSS):** To assess civil society at the grassroots, our methodology was similar to that of the RSCs, except for the sample unit, which in this case was civil society. The survey was conducted in both rural and urban areas in four districts: Khurda

Table 1.2. Details of community sample surveys

Locality/village	Rural/ semi-urban/ urban	Gram panchayat (rural self-governance structures)	Block	District	Number of respondents
Bhubaneswar (Sikharchandi and Patharbandha slums, Sailashree Vihar and Old Town)	Urban		Bhubaneswar	Khurda	279
Koraput town	Semi-urban		Koraput	Koraput	129
Talur Cherka Ambaguda	Rural Rural Rural	Haldikund Baligaon Asana	Boipariguda Boipariguda Kundra	Koraput Koraput Koraput	134
Sundargarh (town)	Semi-urban		Sundargarh	Sundargarh	125
Kuchedega Lokedjharan Kodbahal	Rural Rural Rural	Kuchedega Kanika Kendudihi	Hemgir Hemgir Hemgir	Sundargarh Sundargarh Sundargarh	132
Karanjia town	Semi-urban			Mayurbhanj	125
Nisapasi Balipasi Gahandia	Rural Rural Rural	Padiabeda Khandabandha Talapada	Thakurmunda Thakurmunda Thakurmunda	Mayurbhanj Mayurbhanj Mayurbhanj	133
Total					**1,057**

Table 1.3. Details of media analysis

Name	Type of media	Periodicity
The Times of India	Print	Daily
New Indian Express	Print	Daily
Sambad	Print	Daily
Anupam Bharat	Print	Daily
Regional radio news	Electronic	0705-0710 hours
Regional radio news	Electronic	1845-1900 hours
Regional TV news	Electronic	1900-1920 hours

(Bhubaneswar), Koraput, Sundargarh, and Mayurbhanj. It collected the feedback and perceptions of individuals about their participation in civil society activities. Respondents included an equal number of women and men.

- **Media review:** Reports on civil society, both in print and in the electronic media, were examined to assess civil society on mainly two dimensions — value and impact. The review was done over four months, from June 10 to October 10, 2004.

- **Fact-finding studies:** The fact-finding included several research methods such as desk reviews, key informant interviews, and two specifically designed studies to gauge the extent of corporate social responsibility and civil society's impact on a number of selected policy fields. We interviewed 34 experts about their perceptions of 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.

A survey of corporate social responsibility in the industries sector in Orissa was carried out among 12 large private manufacturing companies to assess their social responsibility practices with respect to certain indicators drawn from the UN Global Compact Guideline and SA

8000 standards (6,7). See Appendix 8.

In each of these methods, information on the 74 indicators (and 25 sub-dimensions) under the four key dimensions was collected. The results thus obtained, using various methodologies and later consolidated in draft form, were presented before the NAG and experts in the area of civil society. Their inputs were incorporated into the final report before it was shared with a larger cross-section of intellectuals, activists, academics, civil society practitioners, and the media at a state-level workshop.

How did we aggregate the data?

The study team collected various types of data for the draft report and structured it according to the CSI indicators, sub-dimensions, and dimensions. Each indicator was attributed a score between 0 and 3 (0 being the lowest value and 3 the highest). Each potential indicator score (0, 1, 2, 3) was described in either qualitative or quantitative terms. Then the NAG's role was to give a score (similar to passing a judgment) 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 NAG scoring exercise is modelled on the concept of the 'citizen jury', whereby citizens come together to deliberate and make decisions on a public issue, based on the facts presented (8).

The scoring of indicators by the NAG was based on a discussion about the information provided for each indicator. On the basis of this discussion and the scoring matrix featuring the indicator score descriptions, the NAG decided on a score for each indicator. The national workshop also played a role in validating the findings. If the rationale provided was inadequate, workshop participants could decide to change the indicator score provided by the NAG; this happened only in one case. National workshop participants were also asked to give their comments and inputs on the results of the CSI. Due to the workshop, participants built a common understanding of the current state of civil society and made recommendations to strengthen it in Orissa.

How do we link research with action?

The CSI is an action-research study involving different civil society actors. During the initial phase of the project, NAG members played a key role in supporting the RSCs in their respective zones. They also provided useful inputs during the scoring exercise. NAG members included academicians, social scientists, HRD experts, government officials, foreign funding bodies, professional organisations, and NGOs. It was mainly NGOs that came forward as facilitators for the RSCs because of their wider geographical area of operation and rapport with other actors.

All six RSCs saw an active participation of civil society actors who provided useful inputs. They mapped the strengths and weaknesses of civil society in their respective zones and proposed measures to overcome its weaknesses. During the national workshop, civil society actors spoke of wanting to circulate the insights and results for better learning, understanding, and action. They suggested that we publish a popular version of the report that could be accessible to more people.

The CSI in Orissa has thus created better awareness about the nature of civil society, formulated recommendations to strengthen civil society, and identified priority areas for civil society intervention.

2 The many colours of civil society

Orissa: Fact File

State: Orissa
Country: India
Size (in square kilometres): 155707
Population: 36804660 (2001 Census)
Population density: 236 per square kilometre
Urban population: 14.99% (2001 Census)
Form of government: Democratic republic
Seats in state legislature held by women: 8.21%
Language: Oriya, Hindi, Telugu, Bengali, Santhali, and many dialects
Ethnicity: 62 indigenous tribal communities
Religion: Predominantly Hindu (94.67% of the total population)
HDI ranking: 0.404 (11 out of 15 major states in India)
GDP per capita (US$): 294.64 in 2004-05 at current prices
Population living on less than US$ 2 a day: 47.15% (this is the percentage of people below the poverty line in 1999-2000 according to the Planning Commission of India)

Sources: i) Orissa Reference Manual, 2004;
ii) Orissa Human Development Report, 2004;
iii) Budget at a Glance, 2006-07, *Government of Orissa;*
iv) http://www.orissagov.nic.in/panchayat/poverty.htm

From the past to the present

Over the last three decades India has witnessed an explosion of civil society groups and networks. In 1996, a nationwide survey of non-profit organisations showed that there were one million such groups in the country. Civil society in Orissa has also grown over the years.

Traditionally, land here was shared on a collective principle. The culture was participative and it had inherent mechanisms for conflict resolution, sharing community concerns, and group initiatives for public good. Social structures were built upon collectivism, associational strength, and voluntarism. Autonomous social and ethnic entities lived together as parts of an integrated community. A system of indigenous local self-governance was in place, although it was dominated by the few who controlled the common property resources.

The space occupied by civil society has changed over the centuries, but glimpses of these traditional practices are visible even today. It is difficult to chronologically analyse trends in civil society over the centuries due to inadequate recorded material, but a brief look at the spectrum of activities undertaken by civil society in the immediate past indicates its present status.

The traditional social matrix

Until the independence of India in 1947, Orissa was a feudalistic society with well-defined class and caste structures. The caste structure assigned specific roles to people: the Brahmins were teachers, scholars, and priests; the Kshatriyas were rulers, kings, and warriors; the Vaishyas were traders and artisans; and the Shudras were agriculturists, weavers, barbers, washermen, potters, etc. At the lowest social strata were the Dalits, menial service-providers outside the caste structure. There were numerous sub-castes among each caste and among the Dalits. In this hierarchy, less strong now than in the past, everyone knew the relative rankings of each locally represented caste, and social behaviour towards one another was constantly influenced by this knowledge. Accordingly, in each village cluster specific groups took care of the various needs of society as socially assigned to their caste.

People from each caste were perhaps not very different from what we today call 'professionals' or 'experts', but they did not have the facility to cross socially mandated functional boundaries. The social power structure was tilted in favour of the rich and the powerful. In addition, a wide variety of social institutions in the absence of a nodal agency exercised social and religious control. These multiple divisions disabled people from challenging or changing conventional power dynamics. The 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. The villages were grouped into larger cultural and linguistic regions. The civil society space was fragmented, only occasionally displaying flashes of common interest.

This social structure was functionally interdependent, but with space for innovation and creativity. Each caste group had its own association: for example, the cultivators' association (mahasava), or the weavers' association. Some associations also had different tiers of organisational systems for operational convenience: for example, the all-Orissa cultivators' committee in the early part of the 1950s had a village committee (gram samiti), a sub-regional committee (pragana samiti) and a regional committee (rajya samiti) (9). These committees had clearly-defined rules and conventions that, besides

outlining a code of conduct for the community, also specified its responsibilities towards society, groups of people from other castes, and the observance of social customs and norms.

Despite the interdependence, the caste structure meant the dominance of one caste group over the other, and subjugation and oppression of the 'lower' castes. Practices such as untouchability adversely affected the social health of communities. During the prolonged struggle for independence from British rule, there arose several social reform movements for an inclusive society and against caste-based discriminations. The Constitution of India outlawed the practice of untouchability in 1950.

Despite all the odds, civil society in Orissa was active in the areas of education, culture, and religion. Community-initiated activities such as cleaning of the village pond and streets, maintenance of the village school, temple, or mosque, were not uncommon. People often participated in social movements by putting aside their caste identities and working for the common good. These movements in pre-independent Orissa, particularly during the nineteenth and early twentieth centuries, had two main characteristics — they were anti-feudal and anti-imperialist. Many of the anti-feudal movements that evolved in the nineteenth century integrated themselves with the anti-imperialist movements of the early twentieth century.

Social movements in colonial Orissa

Orissa was predominantly agrarian and a large majority of people depended on agriculture. The rulers ruthlessly exploited the peasant class. The history of Orissa during the pre-colonial and colonial periods is replete with peasant uprisings against the ruling class. Some well-known peasant movements were the Khurda *paika* uprisings (*paika* is the local term for soldier), the Ghumsur revolts, the Keonjhar uprising, the Nayagarh uprising, the *rayat* movement in Ganjam (*rayat* is the local term for agricultural labourer), and *melis* (localised movements) in Daspalla, Nilgiri, Kanika, Dhenkanal, Haladia, and Khadpur.

Adivasi or tribal uprisings were also an integral part of the freedom struggle. Some of the tribes that played an important role in the freedom movement were the Kandhs, Savaras, Kols, Bhuyans, Juangs, Khairas, Mundas, and Oraons (10). There were other forms of civil society uprisings and protest movements such as citizens' forums (Garjat Praja Sammillani) in the princely states during the 1930s, which aimed at uniting people against exploitation by local rulers who worked as agents of the British government.

In addition to the anti-feudal uprisings and anti-imperialist movements, Orissa witnessed public and social movements for protecting the rights of peasants or preserving the linguistic and cultural identity of the Oriya people through the formation of an autonomous state (Swatantra Utkal Pradesh). Farmers' associations like the Kisan Sabha were formed in the 1930s to promote and safeguard the legitimate rights of peasants with respect to land revenue, land rights, and rights over resources, and to protect them against exploitation by moneylenders.

These movements changed the government's tenancy and revenue laws in favour of farmers. The struggle for an autonomous Orissa also crystallised during this period. Due to the efforts of civil society leaders like Gopabandhu Dash and Madhusudan Das, and consistent work by Utkal Sammillani (a congregation of representatives of the Oriya-speaking tracts of Madras, the Central Provinces, and Bengal, who met for the first time at a conference in Cuttack in December 1903 [11]), Orissa became an independent province in 1936. In later years, this inspired the creation of a number of states in India that were based on language.

Amidst the eventual merger of local movements with the mainstream pan-Indian Independence struggle, civil society in Orissa was reviving its language and culture. Simultaneously, people participated in civil disobedience movements like the Lavan (salt) Satyagraha and the Swadeshi movement. They also worked for the social emancipation of deprived people in Orissa by following Gandhi's philosophy of social change, which included education for the rural poor, working for the empowerment of women, removal of untouchability, establishment of khadi and village industries, and prohibition of liquor. These activities sowed the seeds of voluntarism in the social development of Orissa.

Around the same time, during the mid-1930s, unionism among the working class started to gain ground. The Rice Mill Labour Association, formed in 1935, was the first trade union in Orissa; the Press Workers' Union, formed in 1939, was the first registered trade union in the state (12). These were followed by the formation of a number of trade unions, particularly in the manufacturing and mining sector. Many were patronised by leaders of citizens' forums or prajamandals, and the socialist and communist parties. In addition to welfare issues, the unions fought for better wages and working conditions.

A wave of religious movements also swept through society during this period. Many Christian missionaries arrived in

Orissa, some of them with philanthropic intentions, others with a mission of converting Hindus to Christianity. The Indian religious tradition has inbuilt mechanisms to promote charity and philanthropy. Institutions like *muths* (venues of religious discourse and places where religious leaders and their disciples stay) and bhagabat tungis (rural clubhouses where villagers get together for religious and social activities) were part of village culture. Collective action to strengthen religious awareness among the people was common. Besides offering education, these institutions carried out welfare activities like helping the poor and those affected by natural disasters. Later, socio-cultural variants like the Ramakrishna Mission came up with the objective of building a value-based society and promoting welfare activities in the areas of health, education, and sanitation.

Many of these socio-religious institutions believed in the eternity of the existence of each soul and the guiding principle was to help people attain this ultimate spiritual bliss. In his/her relationship to the rest of the society, the individual was expected to contribute to the social wellbeing in order to secure his/ her own spiritual advancement.

The foundation of Hindu society was based on a four-fold division of life with a graduated course of duties leading an individual step by step through *brahmacharya* (studentship), *grahastya* (householder), *vanaprastha* (withdrawal from worldly affairs), and *sanyaas* (asceticism). However, the mainstay was the householder stage, during which time a person was expected to set up family, beget offspring and move towards civic and spiritual functions by sacrifice, prayer, charity, and renunciation. Many social movements in Orissa and India, including the freedom movement led by Gandhi and Gopabandhu, were influenced by these principles. A number of religious groups continue to influence civil society in Orissa today.

The post-Independence decades

In the period immediately after Independence in 1947, people's movements in Orissa were minimal. This was a time of social optimism, and civil society along with the government was busy with development activities. National-level CSOs like Navajiban Mandal, Loksevak Mandal, and Kasturba Nari Sangathan had spread across states. Many youth clubs and women's groups were formed in villages. Organised youth networks opened schools and libraries and worked to construct and repair roads, dams, and tanks.

In the initial years, due to the centralisation of development plans, the government had the primary responsibility of providing essential services like education, health, and infrastructure. The concept of centralisation, both at the Centre and in the states, was justified on two main grounds — unification and modernisation. In India's Constituent Assembly, Dr B R Ambedkar strongly opposed local self-government or panchayats in villages, on the ground that villages were seats of prejudice and superstition. But centralisation failed to deliver the desired results. With increasing State control over the development process, the voluntary efforts of civil society began to wane.

The failure of the government to deliver services or meet the developmental aspirations of the people led to growing resentment. In the mid-70s, the Sampoorna Kranti movement and the subsequent declaration of an Emergency by Indira Gandhi, who was prime minister at the time, led people to protest in various ways. In the process, a critical approach to development emerged. Although some people's movements against the state government in Orissa had arisen earlier, like the anti-Hirakud dam movement in 1956, they took concrete shape only after the 1970s. These movements were modelled on the national movements, though local issues specific to Orissa also influenced the activities of civil society. Various issues like ecology, women's rights, and Dalit rights filled the civil society space in the 1970s.

Civil society activities in Orissa included opposition to development projects that often resulted in the displacement of people. People's movements against the construction of the Hirakud dam, the Rengali dam (1972), or more recently the Lower Suktel dam (1997), are some examples of opposition to State-planned development projects in Orissa. Other local movements for forest and environment protection have also emerged. During the 1960s, CSOs like Brukshya O Jibara Bandhu Parishad (Council for Friends of Plants and Animals) launched forest protection campaigns in Nayagarh district. Several movements for environment protection have cropped up, such as the Chilka Bachao Andolan (Save Chilka Movement). NIPDIT, an NGO working in tribal Phulbani, organised a series of tribal empowerment initiatives. Anti-industry campaigns have come up in various parts of the state, opposing new mineral-based industries which displace locals, mainly tribals. Besides organised movements, various local groups such as youth clubs and workers' unions in the forest pockets of Mayurbhanj, Nuapada, and Boudh districts have also engaged in forest protection activities. Some of these are the Kashipur movement inspired by Agragamee (a CSO working for more than two decades on issues of livelihood and sustainable development of remote tribal communities in Orissa), the Gopalpur movement, and,

more recently, the Kalinganagar movement. The Kalahandi campaign in the 1980s, protesting against the continuing backwardness of the district, is an example of people's protest against government policies. Students' movements have also surfaced for similar reasons.

When CSOs began to challenge State policies, it brought about a love-hate relationship between the government and non-government organisations. They oscillated between confrontation, conciliation, and cooperation. A major source of conflict was the continuous pressure of NGOs and CSOs on the ruling elite to provide good governance and to make the system more responsive and accountable to citizens. NGOs intensified and articulated the public demand for better services and equity.

The government recognised the power of civil society to mobilise and foster social development. Major initiatives by the government, like population control measures, literacy missions, and the rural health mission, assigned a greater role to civil society. Over the decades, civil society moved from nation-building to agitations and social protest as well as partnering with government initiatives. As the scope for partnership increased, specific provisions were made in the Five-Year Plans for the roles and responsibilities of NGOs. The state government in Orissa also recognised the role of CSOs and explored modes of partnership to implement government programmes and schemes. Mutual distrust gradually declined as both discovered the merits of cooperation, though residual resistance continued because the views of the Fourth World on development issues could not be ignored for long.

The continuing work of CSOs has helped to strengthen their links with international social groups and networks, and this has made them more confident. People's movements that are self-mobilised grassroots initiatives have begun to grow. With the 1990s, as globalisation, liberalisation, and privatisation weaken the moral authority of the State, these organisations are getting greater support from the new transnational and global civil society. New watchdog groups on gender, human rights, and social development have been established in Orissa as part of global networks to monitor government policy and ensure that commitments made at international conferences on issues that directly affect people, are actually implemented.

The changing concept of civil society

The concept of civil society has a long history, although it has been articulated differently in different regions of the world. The concept of civil society in Orissa has not had a strong theoretical foundation because the borderline between the larger society and civil society has been blurred. Social activism is part of everyday life in the state. In deliberations on the concept, a variety of interpretations of the term have emerged. Generally, civil society is understood as any group that works collectively for a common good. Factors like value, commitment, conscientiousness, and openness are believed to be the underlying characteristics of civil society.

In the social tradition and cultural history of Orissa, civil society was an integral component of the larger social milieu. It was a holistic and inclusive term that encompassed the ruling class, the business community, social institutions, and the gentry. In ancient India, the 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 goal enshrined in the ancient Indian concept of *'bahujan sukhaya'* and *'bahujan hitay'* — 'for the happiness and wellbeing of the largest majority'. The Upanishads (1,500 BC) envisioned a global collective society that ensures happiness, health, and the common good of all. The texts remind people to pay back their social and ecological dues in order to create a sustainable world.

Although poets, singers, writers, and thinkers have long been dreaming of such a civil society, international recognition came with the World Social Development Summit in 1995 in Copenhagen, which placed citizens at the centre of all development initiatives. It is people who need to be empowered to pioneer social advancement and economic freedom. A true civil society is a collective of ordinary individuals that works with a mission for change and uses organisations as a delivery vehicle or medium. Most of these individuals and groups function outside the classical power structure and profit-driven organisations to change 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: "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" (13). This acknowledges the enormous potential of civil society in the development process.

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." NAG members, experts, and participants in the CSI mapping exercise in Orissa accepted this definition. However, in the context of Orissa, they had apprehensions that defining civil society as a space to advance common interests could also be interpreted as advancement of interests that could be morally wrong. They suggested that the last part of the CIVICUS definition be changed to "advancement of value-based common benevolent interests".

Some unique characteristics of civil society in Orissa also influenced the definition. Some experts suggested that an emphasis on collective effort could undermine the importance of the individual's contribution to society. This is particularly true in societies where individuals act as agents of social change and transmit the impact of institutions and social movements. Mahatma Gandhi, Jayaprakash Narayan, Acharya Vinoba, Bertrand Russell, Nelson Mandela, and Lenin are a few examples. In Orissa, Pandit Gopabandhu Das, a Gandhian freedom fighter and social reformer, had a similar influence.

The term 'civil society organisation' is yet to gain wide acceptance in Orissa. Organisations working for social causes here have been popularly known as voluntary organisations because voluntarism was the essential character of the organisations that dominated the civil society space between the nineteenth and mid-twentieth century. They were mainly engaged in charity, social reform measures like eradication of superstition and social evils, and community development activities in the field of agriculture, health, and education.

In the late 1970s, voluntary organisations in Orissa became more organised in their approach to development with a focus on empowerment, participation, and change in policy. They began to use different approaches, such as the target group approach — for example, focusing on development for adivasis or farmers' issues; the issue-specific approach — focusing on health, education, sanitation; and the support service approach — building capacity by offering training, legal aid, management, and transfer of knowledge. Slowly, voluntary organisations began shedding their 'voluntarism' image and emerged as proactive non-government organisations.

NGOs in Orissa are now a strong force articulating the social concerns of the people. The wide spectrum of activities that NGOs have been engaged in has called for professionalism and a change in perspective towards development. Multi-sectoral partnerships to address the issues of development have demanded an engagement with a wide variety of actors and organisations. This process is now slowly transforming NGOs into civil society organisations. By networking and building alliances, Orissa's CSOs are today important actors in bringing about development and social change.

Categorising CSOs

CIVICUS specified 20 categories of CSOs. This typology was presented at the first NAG meeting as well as at the six RSCs organised by CYSD:

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

NAG members and RSC participants debated these various categories of CSOs as suggested by CIVICUS and reflected on the existence of other categories of CSOs in the context of Orissa. Their main points were:

- Many NAG members and most RSC participants felt that political parties often operate with vested interests and they should be excluded from the category of CSOs. Debates were also held about the inclusion of panchayati raj institutions (institutions for rural local self-governance; panchayats are political bodies of people's representatives). Because constitutional powers have been bestowed upon such institutions for governance at the local level, others were averse to their inclusion. Nevertheless, members accepted a suggestion that palli sabhas/gram sabhas (village electorates) be included as a single category of CSO.

• It was suggested that forest-protection committees be made a CSO category. These committees are voluntary groups in many forest pockets of Orissa. They consist of people who live in or around forests and nearby villages, who take up forest management activities, although they may not typically be classified as 'environment protection groups'. People in such groups depend primarily on the forests for their livelihood. They sell forest produce or collect firewood for their own consumption. At the same time, they take on the responsibility of forest management in terms of protection, plantation, and renewal of forest resources.

• Participants also suggested that 'puja (worship) committees' should be included as a category of CSO. These committees organise religious functions on special occasions (for example, Durga puja, Ganesh puja, and Deepawali).

• Hobby organisations as a category of CSO were dropped from the list because they don't exist in Orissa.

• There were debates in the RSCs about the inclusion of militant groups like the People's War Group or Naxalite groups. These radical groups often adopt violent means to protest against the State. Interestingly, this suggestion was made at the two RSCs that represented strong Naxal areas. Most of the NAG members and RSC participants did not support violence as a civil society activity.

• The discussions led to parameters like democratic and social values and legal identity to define CSOs. The methods that CSOs used was suggested as another indicator — for example, the coercive methods of some faith-based organisations to increase membership would exclude them from the category of CSOs. Many RSC participants also believed that when a people's movement or association is formalised into an institution or organisation, it limits the potential of individuals to bring about social change.

• Various types of CSOs operate in Orissa and most of them are NGOs. Even CSOs like women's organisations, environment-protection groups, groups working for children's rights or for the rights of the disabled, are generally referred to as NGOs. This is probably the reason why, in response to a question in the RSC questionnaire that asked respondents to name organisations they know, more than one-third of the categories mentioned were NGOs. The remaining categories together constituted a little less than two-thirds of the total number of organisations mentioned.

The 34 different types of CSOs that were eventually included in the study are:

1) Chambers of commerce 2) Women's organisations 3) Youth clubs 4) Students' unions 5) Professional associations (for example, lawyers' or doctors' associations) 6) Environmental groups 7) Self-help groups 8) Weavers' societies 9) Trade unions 10) Faith-based organisations 11) Human rights organisations (working for land rights, information rights, tribal rights, women's rights, etc) 12) Advocacy organisations 13) Non-governmental organisations 14) Health CSOs 15) Trusts promoted by business organisations 16) Associations of the physically handicapped (blind persons' association, etc) 17) Forest-protection committees 18) Training organisations 19) Youth volunteer networks 20) Cultural groups 21) Puja committees 22) Burial societies 23) Cooperative societies 24) Parents' associations 25) Teachers' unions 26) Truck-owners'/bus-owners' associations 27) Community-based organisations 28) Ethnic groups (*kui samaj*, etc) 29) Networks/federations 30) Education CSOs 31) Grant-making foundations/international NGOs 32) People's movements 33) Palli sabha/gram sabha 34) Rotary clubs/Lions clubs, and various other city-/village-based clubs.

Mapping civil society

Civil society mapping refers to an assessment of the position of civil society vis-à-vis other institutions like the market and the 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, charting various forces/actors within civil society, and then analysing the relationship between them. In Orissa this exercise was carried out during the initial phase of the project in August 2004.

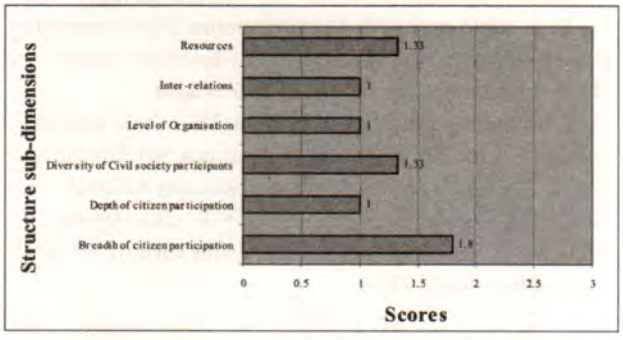
NAG members identified government, legislators, and panchayati raj institutions as the three key players in the state. Multinational corporations and industries, financial institutions, and trade organisations were also identified as key players, but NAG members perceived social movement groups, INGOs/NGOs and community-based organisations as the key players in the civil society category. They identified only two key forces — the media and political parties — in the 'others' category.

This exercise helped NAG members fine-tune their understanding of the nature of civil society in Orissa. It also helped them clearly understand the role of civil society in contributing to the development of Orissa.

3 The structure of civil society

This chapter contains the data collected during the CSI project in Orissa on the 'structure' dimension. It includes analyses of the indicators, sub-dimensions, and dimensions at varying levels of detail. The structure dimension describes the size, strength, and vibrancy of civil society in Orissa. The overall score of 1.2 for this dimension indicates a weak civil society structure in Orissa. Figure 3.1 shows the scores for the six sub-dimensions.

Figure 3.1: Sub-dimension scores for the structure dimension



Breadth of citizen participation in civil society

This section details the analysis of the data on various aspects of citizen participation in civil society activities in Orissa. The results suggest that civil society in Orissa involves itself in various activities with varying degrees of participation — ranging from active to passive or no participation at all. Table 3.1 summarises the indicator scores.

Table 3.1. Indicators assessing the breadth of citizen participation

Ref #	Indicators	Score
1	Non-partisan political action	1
2	Giving to charity	3
3	CSO membership	1
4	Volunteer work	3
5	Community action	1

Non-partisan Political Action (NPA)

People in Orissa assert their rights through a variety of non-political methods. Demonstrations have been the most common method. Signing petitions as a method of protest has also become important in recent times. With the IT revolution, e-signature campaigns have evolved as another type of NPA. When there are issues of common interest, like threats to access to resources (land, water, forests, etc) or human rights issues, people often take recourse to legal measures by filing public interest litigations in the courts. For the CSI study, the involvement of civil society actors in NPA was assessed with respect to three activities: (i) writing letters to newspapers, (ii) signing petitions, and (iii) staging protest marches and demonstrations. Our survey shows that only 4.16 percent of respondents wrote letters to newspapers as a method of protest. On the other hand, 43.8 percent of CSS respondents had signed a petition, while 33.49 percent had participated in a protest march or demonstration (see Figure 1 in Appendix 3).

Of the 4.16 percent of people who wrote letters to newspapers, only 20 percent did this frequently. While 12 percent of the 43.8 percent who signed petitions did so frequently, only 18 percent had a high degree of participation in a protest march or demonstration of the total 33.49 percent of CSS respondents (see Figures 2, 3 and 4 in Appendix 3).

It is evident that participation of people in any form of NPA is low. Nevertheless, 50 percent of CSS respondents had taken part in at least one of the three NPA activities. Corroborating this finding, a NAG member said that according to a media review in 2005 done by the Voluntary Action Network India (VANI), New Delhi, the percentage of people participating in such non-partisan political action in Orissa ranged between 6 to10 percent (14).

Giving to charity

Charity is deep-rooted in the social life of the subcontinent. Two features characterised voluntary action before Independence — assisting the helpless and fighting social evils. Charity was the guiding social norm and philanthropy was inspired by religious and spiritual considerations. Religion and the fulfilment of religious obligations provided a major motive for the charitable activities of the middle class and the wealthy. There are instances of very poor people also giving to charities. Medieval Orissa had a network of religio-social centres known as *muths*, which supported poor students and traditional centres of learning in addition to running free community kitchens and libraries, and organising cultural activities. In the villages, educational and religious centres thrived largely on charity by the community. *Daan* or donation without publicity was considered an integral part of spiritual progress.
In Oriya mythology and folklore, characters becoming

poor by giving are admired as *daanvir* or donor-heroes.

The CSS shows that nearly 79 percent of the people in Orissa give in charity. Charitable giving here has deeper links with religion and spirituality than with social purposes. People contribute to events like the construction of temples and religious functions. However, they also donate, both in cash and in kind, for people affected by natural disasters. Many help community members and distressed people in their neighbourhood during times of emergency. A recent survey by PRIA suggests that rural India performs better with regard to charitable giving than urban India (15). The survey shows that in India over 75 million households or nearly 40.7 percent of the total households, donate for charitable causes. Of these, 68 percent live in rural areas. On the contrary, our community survey suggests that urban Orissa gives more to charity than semi-urban or rural Orissa. While 96 percent of adults in urban areas give for charity, the corresponding figures for semi-urban and rural areas are 89 percent and 56 percent, respectively. This may be due to extreme poverty in several rural areas of the state. It may be noted here that the percentage of urban poor among Orissa's total poor is just 9.7 percent, the lowest among all major states in India except Assam (16).

CSO membership

The Community Sample Survey (CSS) suggests that nearly 57 percent of the people in Orissa are associated with at least one CSO. In terms of the extent of participation in the activities of the CSO, the CSS indicates that religious organisations (22.13 percent) have the highest participation, followed by cooperatives (16.94 percent) and neighbourhood/village committees (15 percent). Educational groups (9.32 percent), cultural groups (7.97 percent), NGOs/civic groups/human rights organisations (6.18 percent), women's groups, and youth groups (5.47 percent) also have a fair level of people's participation. Ethnic groups have the least participation at 0.09 percent.

Orissa also has government-promoted and supported volunteer organisations like the National Service Scheme (NSS), National Cadet Corps (NCC), Scouts and Guides, and the Nehru Yuva Kendra Sangathan (NYKS)-sponsored youth volunteer clubs, as well as the Youth Red Cross and Red Crescent.

Voluntary work

Volunteering is a proactive form of human behaviour and civic action. Voluntary action is inherent in the social tradition of Orissa, in both organised and unorganised forms, in rural as well as urban Orissa. However, voluntary social action has more of a rural than urban face in India and in Orissa, because of its predominantly agrarian economy, traditional family structures, and a value system of share and care. Urban Orissa, on the other hand, does not have a large base of informal voluntarism, because people are more individualistic in socially neutral territory. There is, however, some organised effort in the form of youth clubs, socio-cultural associations, sports clubs, etc. The government has also set up groups such as the NSS and the NYKS to promote voluntarism among youth, who often organise health camps or blood donation camps, which require the participation of community members. Such events promote a sense of voluntarism among people.

During the community survey, over 90 percent of the respondents said they had volunteered for some activity, like helping neighbours or assisting people in need. Over the years, however, Orissa has witnessed a decline in the spirit of voluntarism in such fields as education and traditional healthcare. At the expense of voluntarism, people have become dependent on the facilities provided by the government. Now that the government is withdrawing from its welfare role, there is a growing trend towards privatisation of the education and the healthcare systems. This too has diminished the community's volunteering spirit.

Community action

Collective community action in Orissa, like voluntarism, has also been deep-rooted in its culture of sharing ideas, skills, time, energy, and resources for a common cause. For generations, people used to collectively solve problems or jointly take up community activities. Several social functions and customs are, in fact, designed in such a way that cooperation and collective effort are mandatory. For example, family functions like marriages are not just celebrated by the family and relatives; the entire neighbourhood, at times the whole village, is involved. The same spirit permeates other social activities, including funerals and emergencies. Though rapid urbanisation and an increasing orientation towards nuclear family norms have undermined this attitude, volunteering is still practised with vigour in many parts of the state. Of late, both rural and urban Orissa have seen an increase in cultural events like the elaborate celebrations of socio-religious festivals. Often, young people form committees to organise these events.

Voluntarism also exists for reasons that are not socio-cultural, religious, or philanthropic. Sometimes CSOs working at the grassroots, through activities that promote the common good, induce community members to

volunteer. Our media analysis shows organised social action by CSOs and collective community initiatives. For instance, the farmers' federation in Asna, in the backward district of Koraput, organised 500 volunteers to complete the construction of a bridge; the Odagaon Anchalika Jungle Suraksha Committee has undertaken plantation activities in a cluster of villages; the Bhubaneswar Slum Protection Forum has taken up the cause of slum inhabitants and is protesting an eviction drive by the municipal authorities; NSS volunteers and NCC cadets have taken up environment preservation activities. All these are examples of CSO activities undertaken through social mobilisation.

To assess whether recent changes in people's lifestyle and orientation have reduced collective community action, the study looked at the CSS. Collective community action was examined mainly from two angles — people's participation at community meetings and community activities. Sixty-seven per cent of CSS respondents acknowledged that meetings took place to discuss common issues affecting communities. Although 75 percent of the respondents participated in various degrees (from once to a number of times) in community meetings, only 1.7 percent participated several times. Nearly 40 percent of CSS respondents believed that voluntary community action did take place, 69 percent took part in voluntary community action in varying degrees, and only 2.4 percent had contributed to voluntary community action a number of times. Despite the fact that a low percentage of people participated several times in community meetings and voluntary action, it is worth noting that 51 percent of CSS respondents participated in either of these two activities.

Depth of citizen participation in civil society

This sub-dimension examines the intensity of various forms of citizen participation in civil society in Orissa. Table 3.2 summarises the indicator scores.

Table 3.2. Indicators assessing depth of citizen participation

Ref #	Indicators	Score
1	Charitable giving/contributions	1
2	Volunteering	No score assigned
3	CSO membership	1

Charitable giving/contributions

Charitable giving occurs in various forms — cash donations, material contributions, and contribution of time. The Oriya diaspora has been exemplary in charitable giving during the various disasters that have battered the state since the supercyclone of 1999. A large number of Oriyas give in charity, though poverty is an impediment. With more than 47 percent of the state's population living below the poverty line, the scope for charitable giving is extremely limited. This is evident from the low score of 1 attributed to this indicator. The community survey indicates that nearly 42 percent of the respondents donate less than 1 percent of their income to charitable causes; almost 33 percent contribute between 1 percent and 2 percent of their annual income. Only 19.6 percent said they contribute more than 3 percent of their annual income.

Volunteering

Volunteering to help affected communities is a qualitative form of charitable giving. Volunteering continues to be a core value reflecting the social concerns of Orissa's society. Although many people do not make big cash donations, they contribute a considerable amount of time to volunteering. In addition to voluntary organisations (VOs), there are a number of organisations of volunteers (OVs) with close to 200,000 members.

The CSS shows that nearly 20 percent of people devoted more than 20 hours a month to volunteering (see Figure 5 in Appendix 3). There are primarily six types of activities for which people in Orissa volunteer — medical help, financial help, emergency help, help in managing social functions like marriages or community functions, lending a helping hand in household activities like taking care of the neighbour's children, resolving conflicts within the community, or a combination of any of these six activities. The spirit of voluntarism is observed mainly during medical emergencies and in extending financial or domestic help to neighbours.

During the scoring exercise, NAG members concluded that voluntarism was an inherent characteristic of Orissa's rural society. However, people, whether in rural or urban Orissa, did not keep an account of the time spent on volunteering activities like helping others. Based on the assumption that it would be difficult to quantify the time spent on volunteering, NAG members did not score this indicator. But they were not in favour of discarding the validity of examining the indicator.

CSO membership

The community sample survey suggests that a little over 32 percent of the respondents were associated with more than one CSO. The fact that nearly 35 percent of people are not associated with any CSO is disconcerting, as reflected in the low score of 1 attributed to this indicator.

Diversity of civil society participants

This sub-dimension examines the diversity of the civil society arena. It analyses how representative Orissa's civil society is, whether all social groups participate equally in civil society, and whether any groups are dominant or excluded. Table 3.3 summarises the respective indicator scores.

Table 3.3. Indicators assessing diversity of civil society participants

Ref #	Indicators	Score
1	Representation of social groups among CSO members	1
2	Representation of social groups among CSO leadership	1
3	Distribution of CSOs around the state	2

Representation of social groups among CSO members

This indicator examines the representation of six types of social groups — women, rural people, ethnic/linguistic minorities, religious minorities, poor people, and urban/elite people, in different CSOs in Orissa. The results (see Figure 6 in Appendix 3) show that 88.05 percent of RSC respondents believed that upper class/elite groups were well-represented in the CSOs and 69-87 percent believed that other social groups were either severely or somewhat under-represented.

A doctoral thesis on trade union leadership and membership in Orissa shows that women's membership in trade unions has been less than 5 percent (17). On the other hand, almost 100 percent of the members of self-help groups (SHGs) are women. The vigorous promotion of SHGs by the government, banks, and NGOs since 1990 has increased women's involvement in such organisations, both in terms of membership and leadership capabilities. Since 2001, the Orissa state government has been promoting SHGs through its Mission Shakti programme. According to government statistics, between April 2001 and February 2005, 149,233 women's SHGs were formed in the state with a membership of 18,78,985 (18). One CSO named BISWA alone has formed 22,760 SHGs involving 364,160 families, of which 92 percent are women.

Representation of social groups in CSO leadership

The RSC deliberations suggest that the representation of various social groups in CSO leadership is not very different from their membership. As many as 92.64 percent of participants in all six RSCs believed that the elite/upper class dominate the leadership in Orissa's CSOs (see Figure 7 in Appendix 3). This may be due to several reasons: elite/upper class people have more access to resources, information, and education than other social groups like women, rural and poor people, and ethnic/linguistic/religious minorities. Historically, upper class/elite groups and individuals led many of the social change activities in India.

Although women have been active in many movements, they are mostly kept out while designing strategies. Consequently, no woman has spearheaded any movement in Orissa. There has also been little documentation of women's involvement and leadership in people's movements (19). The lack of a clear ideology behind the activism, the dominance of men, and the economic dependency and low social status of women are some of the factors responsible for their marginalisation in this field.

In pre-Independence Orissa, a number of women participated in important events of the freedom struggle such as the civil disobedience movement and the salt satyagraha. Though some of them were ostracised in a society that did not approve of women's involvement in such activities, many of the women activists continued to follow the reformist principles of Gandhi. A few became involved in the reconstruction and rebuilding of the state (20). In its post-independent political history of six decades, Orissa has had only one woman chief minister for about four years.

The subjugation of women, with a few exceptions, has continued in post-Independence Orissa. This is reflected in the low female literacy rate of 50.51 percent, as compared to 75.95 percent for males, and the low sex ratio of 972 (per 1,000 males), according to the 2001 Census. A few women-led NGOs contribute to social development in significant ways, but their presence as a percentage of leadership in the total number of NGOs is extremely low. Nonetheless, NGOs employ a larger number of women when compared to any other category of CSOs.

In many CSOs like trade unions, professional associations, and trade and commerce associations, the number of women, both as members and as leaders, is insignificant. The number of other marginalised groups and the rural population in such CSOs is also insignificant. There is no statistical evidence to support this statement, but experts in the interview process and NAG members at the consultative meeting echoed this view.

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

Distribution of CSOs around the state

The issue of the geographical spread of CSOs in Orissa brought a mixed response from participants in the RSCs. While 41 percent felt that CSOs were located mainly in urban areas, 38 percent felt that they were present in all except the most remote areas. Seventeen per cent believed they were present in all areas, including in remote parts. The reason for such mixed opinions is that the administrative offices of many CSOs in Orissa are located in urban areas for operational convenience. However, their areas of operation extend from the urban to the most remote areas in the state. Most participants at the RSCs agreed with this view (see Figure 8 in Appendix 3).

Level of organisation

This sub-dimension looks at the infrastructure and internal organisation of CSOs in Orissa. Table 3.4 summarises the respective indicator scores.

Table 3.4. Indicators assessing level of organisation

Ref #	Indicators	Score
1	Existence of umbrella bodies	1
2	Effectiveness of umbrella bodies	1
3	Self-regulation within civil society	1
4	Support infrastructure	1
5	International linkages	1

Existence of umbrella bodies

Umbrella bodies, alliances, and networks exist among NGOs in the state. There are some alliances among the other types of CSOs like farmers' unions and teachers' associations, but these are few. A review of the secondary data suggests that there are 31 networks among CSOs on various issues like health, disaster management, education, and sanitation, formed mostly by NGOs (see Appendix 9 for details).

Besides these networking organisations, there are federations that cater to the needs of particular interest groups. Data from secondary sources show that there are 11 federations among CSOs that work to promote the interests of specific groups like Dalits or women (see Appendix 9).

Primary data from the RSCs indicate that at the local level the number of networks or alliances among CSOs in Orissa is inadequate. A majority of participants (86 percent) in the RSCs believed that less than 40 percent of CSOs belong to networks, alliances, or umbrella bodies. Particularly during the questionnaire survey for the RSCs, we found that CSOs operating in the Keonjhar zone (comprising Keonjhar, Bhadrak, Balasore and Mayurbhanj districts) and the Phulbani zone (comprising Phulbani, Boudh and Nayagarh districts) had an insignificant number of networks or alliances. (These zones were formed for the purpose of convenience, to conduct regional stakeholder consultations. The districts were chosen on the basis of their geographical proximity.)

Participants in the RSCs broadly attributed two reasons for the low number of networks among CSOs. One, there is a lack of proactive leadership. Two, existing networks are mostly formed amongst CSOs that are registered under the Societies Registration Act, 1860, and not amongst non-registered CSOs. Suggestions were made during the RSCs to devise mechanisms to include non-registered CSOs in networks and alliances.

Effectiveness of umbrella bodies

The question of effectiveness brought a mixed response from respondents in the RSCs. A majority (64 percent) thought that such associations achieve only mixed results and they are neither effective nor ineffective, whereas 14 percent perceived them as effective in meeting the purpose for which they were formed (see Figure 3.9 in Appendix 3). This is corroborated by the media analysis. The insignificant coverage (only one activity by one alliance was reported in four months) of the issue in the media is a pointer.

Participants in the RSCs observed that various factors were responsible for the ineffectiveness of the umbrella bodies, networks and alliances. Some of these are a lack of leadership, ineffective communication, lack of resources, lack of organisational back-up, lack of coordinated and sustained efforts, and political pressure.

Self-regulation within civil society

Self-regulation of CSOs can be looked at from two angles. First, does a system exist for an agreed code of conduct or self-regulation within the organisation? Second, have any efforts been made by the organisation to establish a code of conduct or other means of self-regulation within the organisation?

With regard to the first dimension, RSC respondents

observed that only 2 percent of CSOs had self-regulatory mechanisms in place. However, they were unaware about the existence or otherwise of a self-regulatory mechanism in nearly 22 percent of CSOs. Nearly 13 percent of the participants believed that no effort was being made by CSOs to self-regulate; another 27 percent were of the opinion that such efforts were extremely preliminary. Incidentally, the state government's plan to bring out a Bill to regulate NGOs in the state has been opposed by NGOs that have united on a common platform called the Odisha Bikash Manch (Orissa Development Forum).

The enactment of the Right to Information Act in October 2005 has made the government machinery more accountable for its expenditure and activities. This has thrown up a debate in the state about the need for NGOs to also maintain accountability and transparency in their operations. Although many NGOs and a few professional CSOs and trade unions do bring out annual reports and audited balance sheets, the lack of self-regulation or a code of conduct continues to be a grey area with CSOs. It is important to note here that SHGs make it mandatory to maintain accounts of their financial operations and thus adhere to a common code of conduct.

Support infrastructure

A support infrastructure is an important factor that contributes significantly to the overall functioning and effectiveness of CSOs. We examined this aspect from the perspective of supporting organisations, resource centres, information databanks, technical assistance programmes, etc, that the CSOs possess. In Orissa, a majority of RSC respondents (nearly 81 percent) believed either that this form of support infrastructure is limited or that it does not exist. Very few (16 percent) viewed the existing infrastructure as expanding, and only 2 percent mentioned a well-developed support infrastructure base within CSOs.

International linkages

The RSC deliberations suggest that civil society in Orissa has a low level of international linkages. Thirty per cent of participants said they were ignorant about such linkages. Of the remaining, a majority (69 percent) were of the view that a few international networks were operating in Orissa. Similarly, 28.8 percent of respondents in the RSCs said they were unaware of the participation of Orissa CSOs in any international event, while nearly 78 percent said that on a few occasions CSOs had participated in such events. NAG members observed that greater international linkages should not be seen as a strength of civil society in Orissa. They observed: "In other words, by emphasising international linkages, CSOs would lose focus of their priorities, that is, working with the community at the grassroots."

Notwithstanding this debate, it is important to note a few international campaigns where CSOs in Orissa have not only taken part but have also linked up with national and international civil society. A few examples are the Millennium Development Goals (MDG) campaign, the Global Week of Action for Fair Trade campaign, the campaign against globalisation in collaboration with the World Social Forum, campaigns in association with Greenpeace International for environmental protection, and the Social Watch Coalition (a broad-based network of civil society organisations, citizens, and communities across the globe). In Orissa, the MDG campaign aims at putting pressure on both the central and state governments to adhere to the promises made in the Government of India's Common Minimum Programme and the Tenth Five-Year Plan. Similarly, the Social Watch Coalition intends to keep watch on government transparency and accountability by publishing periodic reports highlighting these issues both at the state and national levels.

Inter-relations within civil society

This sub-dimension analyses relations amongst civil society actors in Orissa. Table 3.5 summarises the respective indicator scores.

Table 3.5. Indicators assessing inter-relations within civil society

Ref #	Indicators	Score
1	Communication between CSOs	1
2	Cooperation between CSOs	1

Communication between CSOs

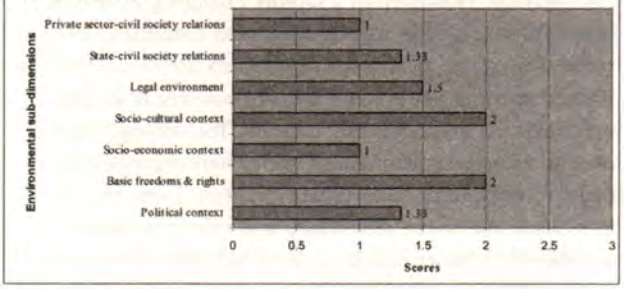
The question of inter-CSO communication brought a mixed response from the participants in the RSCs (see Figure 3.10 in Appendix 3). Nearly 56 percent of the respondents felt that it is limited or extremely limited and 44 percent believed communication was significant or moderate. However, respondents voiced their concern about this indicator, which they thought was a weak area that needed to be improved.

A number of NGOs may be working in the same district on the same issue (for example, poverty alleviation) without proper coordination. This duplicates efforts and uses resources sub-optimally. However, with increased use of the Internet and computers, the sharing of information among NGOs is gradually improving. Other CSOs like

4 The environment for civil society

This chapter analyses the political, social, economic, cultural, and legal environment in which civil society exists and functions. The score for the environment dimension is 1.5. This suggests that the external environment is not quite enabling for a vibrant and thriving civil society. Figure 4.1 depicts the scores for the seven sub-dimensions within the environment dimension.

Figure 4.1: Sub-dimension scores in the environment dimension



The political context

This sub-dimension examines the political situation in Orissa and its impact on civil society. Table 4.1 summarises the respective indicator scores.

Table 4.1. Indicators assessing the political context

Ref #	Indicators	Score
1	Political rights	2
2	Political competition	2
3	Rule of law	1
4	Corruption	1
5	State effectiveness	1
6	Decentralisation	1

Political rights

India, the largest secular democracy in the world, has a parliamentary system of government. The Constitution gives Indian citizens the right to vote and elect representatives to the Lok Sabha (the lower house of Parliament). Elections usually take place every five years unless the House is dissolved earlier. The political party with a clear majority in the elections forms the government. When no single party has a majority, a number of political parties come together to form a coalition government. The leader of the Opposition also plays an important role in a parliamentary democracy.

The political rights conferred upon Indian citizens are powerful instruments. People have the choice to decide who will rule them. Indian citizens have changed their governments a number of times. In 1975, when Indira Gandhi, the then prime minister, imposed Emergency rule in India, people voted her party out of power in the next elections. For over a decade, due to the unsatisfactory performance of political parties at the national and state level in Orissa, voters have not given any one party a clear mandate. This has led to the formation of coalition governments for four consecutive terms at the Centre and two consecutive terms in Orissa. Quite appropriately, participants in the RSCs felt that secular democracy is India's biggest strength.

A recent ranking on political freedom in 109 countries by Freedom House gives India a score of 2 on a scale of 1-7, with 1 being 'the most free' and 7 being 'the least free' (23). Notwithstanding India's high rating, which is also reflected in Orissa, the State sometimes plays a repressive role. A case study on the struggle against the Lower Suktel dam, which we did as part of the CSI in Orissa, shows that in July 2005 women had to face police atrocities because they opposed the inauguration ceremony of a proposed dam site by the local legislator. People have had to face similar atrocities from time to time, since land acquisition for the dam began in 1997.

In other instances too, the State's brutal response to people's struggles for their rights has raised serious questions about people's political right to oppose State action. The Maikanch police firing in Rayagada district in 2000, in which three adivasis died, and the Kalinganagar unrest in Jajpur district when 12 adivasis died in police firing in 2006, are some examples of repressive action by the State. On both occasions, people were protesting against proposed industrial projects when they feared displacement and loss of livelihood.

Political competition

In general, political parties in India compete in a healthy manner. People's representatives are chosen through elections that are monitored by an autonomous Election Commission. Great care is taken to conduct these elections in a fair and impartial manner. However, the system is sometimes aberrant. The trend of forming coalitions of regional parties with divergent interests has turned political competition into often acrimonious and divisive confrontation.

Criminals and charge-sheeted politicians entering into

politics in India has been a much-debated issue in recent times (24). The use of unfair means to get elected has raised the issue of ethics in the political sphere. At present, nearly 23 percent of India's members of Parliament and 14 percent of elected representatives in Orissa are charged with criminal offences (25).

NAG members voiced their concerns about the unhealthy political competition in the country. They strongly believed that the "ethos and culture of political parties ...(that) lack institutional norms for recruiting members (are wrong)" and they observed that "there is no intra-party democracy and political leaders practise demagoguery".

These developments in Indian democracy have had a negative impact on the overall political environment. With no single party getting the required mandate to form a government at the Centre as well as in some states, the outcome has been hung parliaments, or coalition governments involving multiple parties with the largest party taking the leadership. This kind of coalition/collaborative government has weakened the government's decision-making powers. However, the situation is not all bad. Some people's representatives lead relatively simple lives. They catch buses, travel by train, own little gold and less property than a corrupt police constable, and are often as financially strapped as their constituency!

Rule of law

Article 14 of the Constitution of India says that the State shall not deny to any person equality before the law or the equal protection of the laws within the territory of India. In order to ensure this, India has an integrated and hierarchical judicial system with the Supreme Court at the apex, followed by the high courts at the state level and the subordinate courts at the district level. All these courts have powers to deliver justice relating to criminal and civil cases. In addition, the higher courts also have powers to deal with the fundamental rights of citizens. There are provisions for appeal to a higher court for reconsideration of a judgment passed by the lower courts.

When the executive fails to ensure people's rights, the judiciary intervenes. In a number of instances the judiciary has taken a positive and proactive stand, like ensuring the rights of disabled people, decisions in favour of victims of industrial tragedies, and measures to eradicate child labour. Following the Rio Declaration in 1992, the judiciary has also started taking an active interest in environmental matters. Articles 32 and 226 of the Constitution provide ample opportunities to citizens to file public interest litigations.

Sometimes, however, controversial judgments have shaken the people's faith in the judiciary. A poll done in early 2006 by *The Times of India* in the context of the Jessica Lal murder case showed strong public resentment against the judiciary (26). The fierce public outcry following the verdict prompted the government to reopen the case and amend the Criminal Procedure Code (CrPC).

Systemic inadequacies like delays in judgments due to a long trial period and delays in disposing of cases, and an inadequate number of courts, judges, and fast-track courts (courts established for the quick disposal of cases), often paralyse the functioning of the judiciary in all parts of India. In this context, Fali Nariman, an eminent jurist, has spoken of rejuvenating our judicial system and has quoted Chief Justice Woolf, of England, who said: "Like old clocks, our judicial institutions need to be oiled, wound up, and set to true time" (27). Besides these systemic inadequacies (see Table 1 in Appendix 4), the lower judiciary in Orissa ranks among the four most corrupt services in the country (28, 24).

Corruption

Bureaucratic rigidity and red tape plague the public sector in India, and are considered the most compelling reasons for corrupt practices in the public domain. This is evident from India's low ranking in the Transparency International Corruption Perception Index. Among 146 countries, India stood 71 in 2002; this figure dipped to 83 in 2003 and further to 90 in 2004. In 2005 the country's ranking improved marginally to 88 among 158 countries (29).

It's the same with Orissa. Spiralling corruption within the administration has been a major source of concern for both the government and the public. The minister for public enterprises has said in the state assembly: "Records of the 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" (30).

A recent report by Transparency International India (28) ranks Orissa as the 12th most corrupt state in the country among 20 major states. The survey assesses the status of corruption in the context of 11 public services. The results suggest that during 2004-05 the maximum number of households in Orissa paid bribes to the judiciary (0.94 million), followed by government hospitals (0.93 million), land administration (0.79 million), the police (0.74 million), and the electricity department (0.6 million). See Table 2 in Appendix 4.

State's effectiveness

Effective governance is critical for development; it requires efficient and responsive institutions and citizen-friendly rules and procedures. How the government and bureaucracy manage their functional responsibilities reflects the efficacy of a State. Basic services like primary healthcare and universal primary education, judicial services, and welfare fiscal management are some of the services that need to be efficiently provided by a state government. However, deteriorating socio-economic indicators, fiscal imbalances, and faulty governance standards in Orissa have raised serious questions about the State's effectiveness.

An informed, vigilant, and engaged citizenry can be the best safeguard against bad governance. In Orissa, however, the responsibility of the process of governance has been shifting to non-State actors like citizens' organisations. The indifference of the bureaucracy and corruption in delivering services are the primary reasons for the deterioration in governance.

Since 2000, the state government has been instructing senior bureaucrats to visit districts to make the district-level administration more effective and responsive to local needs, and to realistically assess various welfare programmes. However, a newspaper editorial reported that only five bureaucrats had visited the assigned districts from April-June 2005 and none in the second quarter (31). Despite reminders from the chief secretary the officers did not make the required number of visits.

The survey conducted by Transparency International India among 743 respondents on people's perceptions about the state administration in 11 public services in Orissa shows that nearly 80 percent of the respondents believed that the services provided by the police were poor (28). Around 60 percent believed the same about services provided by the judiciary and the municipal and land administration departments. More than 80 percent of the respondents had direct experience of bribing members of the judiciary; nearly 60 percent had the same experience with the land administration department and the police. And 64-76 percent of the respondents believed that there was a lack of commitment to reducing corruption, mainly in the judiciary, and in the municipal, police, and land administration departments.

More investment is required in essential services like health, primary education, and women and child development to alleviate the socio-economic conditions of people in Orissa. However, the state uses most of its revenue on non-plan expenditure. At the same time, it does little to generate revenue from other sources, thereby limiting the scope for investment in the social sector. In its views on the 'Terms of Reference' and general approach of the 12th Finance Commission, the government of Orissa says that the state is caught in a debt trap because most of its revenue receipts are spent on debt repayment (32).

As a corrective measure, in 2001 the state government signed an MoU with the Government of India to control non-plan expenditure (33). It also enacted the Fiscal Responsibility and Budget Management (FRBM) Act in 2003 to control revenue expenditure and initiate a time-bound reform programme to restructure certain state-level public sector units. These measures have improved the fiscal situation by containing revenue expenditure in the last two years.

Decentralisation

Decentralisation can be understood as a political process whereby administrative authority and public resources and responsibilities are transferred from central government agencies to the lower rungs of the institutions of development. Decentralisation pertains to political, administrative, and fiscal powers. The 73rd Constitutional Amendment Act, 1992, recognises a three-tier government at the sub-state level. This creates legal conditions for local self-rule, called panchayati raj, paving the way for decentralised democracy.

The major provisions of this Act are: the establishment of a three-tier panchayati raj structure with elected bodies at the village, block, and district levels; the election of members at all levels every five years; one-third reservation for women and proportionate reservation for Scheduled Castes (SCs) and Scheduled Tribes (STs); reservation for the position of sarpanch or the chairperson of panchayats following the same guidelines; the constitution of a State Election Commission to monitor elections at all levels, and a State Finance Commission to review the financial position of panchayats every five years.

The Act identifies 29 areas over which panchayats have legitimate jurisdiction. These generally cater to the welfare of the poor and vulnerable groups. Some of these areas are directly related to people's livelihoods: for example, agriculture, animal husbandry, fisheries, small-scale industry, social forestry, and minor irrigation. Another category focuses on rural infrastructure such as rural housing, electrification, transportation, and communication. A third category is related to the provision of basic services like health, sanitation, and

education. 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 (34). So far in Orissa, devolution of power has taken place for 29 items in 11 departments. Orissa was the first among all Indian states to conduct panchayat elections according to the PESA Act 1996 (Panchayat Extension to the Scheduled Areas) in 2002, reserving all seats for chairpersons in favour of STs in the scheduled areas.

The government has undertaken a number of encouraging steps to strengthen Panchayati Raj Institutions (PRIs). Funds for many central government-sponsored programmes are now channelled through PRIs in order to strengthen their operations. The recently enacted National Rural Employment Guarantee Act, 2005, assigns a central role to panchayats for its implementation. The Orissa government decided to implement the Antyodaya and Annapoorna food security schemes through panchayats. Representatives in the state assembly, cutting across party lines, demanded in March 2005 that corruption in the government's Food for Work programme could be curbed by routing the programme through panchayats instead of contractors (24).

In spite of significant provisions for strengthening grassroots governance, many factors impede the successful devolution of administrative and financial powers to panchayats. Ambiguity surrounding the concept of 'self-governance' and the substantive power that still rests with state governments prevent states from devolving power to the panchayats (34). The Orissa Gram Panchayats Act, 1997, dilutes the power and responsibilities of the gram sabha. In the central Act, the gram sabha is the centre of decision-making and financial control for the panchayat. The Orissa Act adds the qualifying clause that the gram sabha shall exercise such power and perform such functions in such manner as may be prescribed. The Orissa Act also empowers the district collector or any officer authorised by the collector to inquire into the functions and role of any panchayat representative, and the records and activities of the panchayat. It can also stay the proceedings of the panchayat or call it to account as it sees fit. Through a recent amendment to the Orissa Panchayati Raj Act, the power to suspend a sarpanch has been taken away from the collectors, but many other ambiguities remain in the Act (24).

Basic rights and freedoms

This sub-dimension examines the extent to which basic freedoms are guaranteed by law and are actually practised in Orissa. All the three indicators have a score of 2, indicating a relatively strong position. Table 4.2 summarises the respective indicator scores.

Table 4.2. Indicators assessing basic freedoms and rights

Ref #	Indicators	Score
1	Civil liberties	2
2	Information rights	2
3	Press freedom	2

Civil liberties

The fundamental rights 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: right to equality, right to freedom, right against exploitation, right to freedom of religion, cultural and educational rights, right to constitutional remedies, and right to education. These rights (defined in Part 3 of the Constitution) apply universally to all citizens, irrespective of race, place of birth, religion, caste, creed, colour, or sex. They are enforceable by the courts, subject to certain restrictions.

Under Article 19, the Constitution of India guarantees 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 practise any profession or occupation.

A survey by Freedom House ranks India at 3 on civil liberties on a 7-point scale, with 1 being the most free and 7 being the least free (23). This reflects India's moderate record in ensuring the civil liberties of its citizens. India is a union of states and union territories, so these general national conditions would hold true for individual states like Orissa.

Information rights

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

According to the provisions of this Act, each state will have a Public Information Officer (PIO). States will also have designated officers at the sub-divisional level who

will route requests to the relevant departments. Requests for any public information, except for matters affecting strategic, security, scientific or economic interests of the country, can be sent in a letter or by e-mail to the PIOs. The 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 are given 30 days. A fine of up to Rs 25,000 can be imposed for failure to provide information. In such cases, the Central Information Commission (CIC)/State Information Commission (SIC) will receive complaints. The CIC will be headed by a chief information commissioner and assisted by information commissioners. A rejection of any request for information has to be in writing and must give reasons for the rejection.

The Act provides for either free of cost access or a minimal user fee for application forms, appeal forms, access to various government files, information on floppy discs or CDs, photocopies, etc. However, the fees charged by the Orissa government in some cases are higher than those decided by the central government and implemented in some states. This has led to widespread protests by civil society and demands for charging minimal fees for giving information and issuing acknowledgements, and a refund of fees if the application is rejected. The demands also include empowering the SIC, a reformation of service rules to make the disclosure of official information by public servants a punishable act, and use of the local language in information material. In Orissa, the SIC has taken a number of steps to sensitise and generate awareness among people about the Act by organising village-, block-, and district-level workshops, and holding radio and television shows.

Press freedom

The Constitution of India does not contain any specific provision for press freedom. Freedom of the press flows from Article 19 (1) (a), which guarantees every Indian citizen freedom of expression and speech. This freedom is not absolute and the press is subject to certain reasonable restrictions imposed by the State. These restrictions are with respect to the 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.

It is however illegitimate if the State limits circulation and thereby narrows the scope of the dissemination of information. Imposing censorship on a newspaper or prohibiting it from publishing different views is considered to be a violation of the right to freedom of speech and expression (35). The 44th Constitutional Amendment Act, 1978 (Article 361A) states that the test of reasonableness must be used to judge the constitutionality of censorship of the press (36). If an Emergency is declared, under Article 352 the press is subject to censorship without any restraints, because Article 19 remains suspended during that period.

Freedom House surveyed freedom of the press in 109 countries on a 3-point scale of 'free', 'partly free', and 'not free' (23). From 2001 to 2005 India's press had a 'partly free' status, which shows that the country has maintained a fair degree of consistency with respect to freedom of the press at both the national and state levels, including in Orissa.

Of the more than 20 major newspapers in Orissa, two are controlled by political parties. One television channel is State-controlled and two are local channels owned by private parties. Radio is mostly controlled by the State but in the past few years it has opened up to private sector operators at the national level.

Socio-economic context

This sub-dimension analyses the socio-economic situation in Orissa. Table 4.3 summarises the indicator score.

Table 4.3. Indicators assessing socio-economic context

Ref #	Indicator	Score
1	Socio-economic context	1

To comprehend civil society's socio-economic environment, eight indicators were selected to represent the different ways in which the socio-economic context could potentially impact civil society. These indicators are: 1) poverty 2) civil war 3) severe ethnic or religious conflict 4) severe economic crises 5) severe social crises 6) severe socio-economic inequities 7) illiteracy, and 8) lack of IT infrastructure.

For each of these indicators a benchmark was defined to explore whether they were obstacles for further development of civil society. The available data for these indicators are as follows:

Poverty: Do more than 40 percent of people in Orissa live on less than US$ 2 a day?

Orissa is one of the poorest states in India with nearly 47 percent (1999-2000) of its total population living below the poverty line. The poverty line in India is (controversially) defined as a cut-off point of an intake of

at least 2,400 calories for people in rural areas and 2,100 calories for people in urban areas. The percentage of the population living below the international poverty line (US$1 or less) is 57 percent (37). Correspondingly, the Human Development Index (HDI) of Orissa at 0.404 is below the all-India HDI average of 0.472, according to the *Orissa Human Development Report 2004* (16).

Civil war: Did the region experience any armed conflict during the last five years?

No civil war has taken place in Orissa in recent times.

Severe ethnic or religious conflict.

Severe ethnic or religious conflict has not occurred in Orissa, though sporadic incidents of communal tension do occur. For example, the murder of an Australian Christian missionary and his two children in 2001, which created tension in parts of the state.

Severe economic crises: Is external debt higher than the GDP?

This indicator examines the state government's revenue receipts and expenditure. In Orissa, this has a lopsided effect on the economy, where total outstanding debt from all sources (including internal and external debt) was Rs 341.85 billion in the year 2004-05, according to a revised estimate. This is a whopping 59.31 percent of GSDP, which has led to a substantial increase in Orissa's debt burden. The debt servicing liability during 2001-02 was Rs 3,755.81 crore (including an interest component of Rs 2,834.96 crore and a repayment component of Rs 920.85 crore), constituting 52.29 percent of the state's total revenue (including revenue receipts from the Centre) and 119 percent of the state's own revenue (38).

Severe social crises

Orissa is relatively peaceful and there have been no severe social crises in recent years.

Severe socio-economic inequities

Poverty in Orissa is predominantly rural, with significant regional imbalances. Poverty among SC and ST populations in the southern and northern regions of the state is very high. The incidence of poverty in rural ST populations in Orissa is 71.51 percent (1993-94), the highest among 16 major states in India, according to the *Orissa Human Development Report 2004* (16).

In the early twentieth century, the British government prepared a list of socially, educationally, and economically backward castes that were considered '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 'scheduled castes'. Later, at the time of drafting, the term 'scheduled castes' was incorporated into the Constitution (39). According to the 2001 Census, SCs constituted 16.53 percent of Orissa's total population.

Pervasive illiteracy: Is more than 40 percent of Orissa's adult population illiterate?

According to the 2001 Census the literacy rate in Orissa is 63.6 percent. In terms of literacy it ranks 24th among all the states in India. The projected adult literacy rate for Orissa was 52.83 percent in 2001, which is far lower than the total literacy rate. The adult literacy rate is less in rural than in urban Orissa. Gender disparities in the adult literacy rate are more pronounced in rural areas (16).

Lack of IT infrastructure: Are there less than 5 IT hosts per 10,000 inhabitants?

Information Technology (IT) infrastructure in Orissa is still at a nascent stage. The state government provides IT infrastructure facilities through three Software Technology Parks of India (STPI) located in Bhubaneswar, Sambalpur, and Berhampur. IT infrastructure is gradually being expanded in the state and an environment is being created for IT-enabled services, companies, and Business Process Outsourcing (BPO) units.

Socio-cultural context

This sub-dimension examines the socio-cultural norms and attitudes that are conducive or detrimental to civil society. Table 4.4 summarises the respective indicator scores.

Table 4.4. Indicators assessing socio-cultural context

Ref #	Indicators	Score
1	Trust	2
2	Tolerance	2
3	Public-spiritedness	2

Trust

In Orissa, where tradition demanded trust, the level of trust among the people is not high at present. In the CSS, only 37 percent of the respondents said that, in general, they trust people. This is a recent phenomenon.

Widespread corruption in the public and private domain is mainly responsible for this change in attitude.

Tolerance

People from different castes, creeds, and tribes live in Orissa. A majority of the population — 94.67 percent of the total — is Hindu and people of different religions live in harmony. The state's geographical location has resulted in an amalgamation of Aryan, Dravidian and adivasi cultures. The Jagannath cult predominantly influences the culture of modern Orissa, contributing to social values like tolerance towards other social and religious groups. Caste/class conflicts or conflicts based on religion are not frequent. The community survey suggests that people in Orissa have a high level of tolerance: 94 per cent of the participants said they would not mind having people of a different race or religion as neighbours. Eighty per cent were tolerant of people of different religions and 83 percent of foreigners. And 72 percent said they would not mind having an HIV-positive person as a neighbour (see Figure 1 in Appendix 4).

Public-spiritedness

The public-spiritedness of people in Orissa was assessed from several perspectives, such as claiming government benefits for things they are not entitled to, avoiding payment for public transport, and cheating on taxes. The responses were overwhelmingly positive: 91 percent of CSS respondents said they never claimed government benefits to which they were not entitled, 95 percent said they would prefer paying for public transport, and 95 percent would never cheat on taxes.

Legal environment

This sub-dimension examines the legal environment and assesses the extent to which it enables or disables civil society. Table 4.5 summarises the scores.

Table 4.5. Indicators assessing legal environment

Ref #	Indicators	Score
1	CSO registration	1
2	Freedom of CSOs to criticise the government	2
3	Tax laws favourable to CSOs	2
4	Tax benefits for philanthropy	1

CSO registration

CSOs in India acquire legal status after registration or the incorporation of an association of people under any applicable law or Act. These can be charitable trusts, societies, or licensed companies.

Hindus generally create charitable or religious endowments, while Muslims create wakf boards for the same purpose. Certain Acts or laws govern trusts in India, such as the Charitable and Religious Trusts Act, 1920, and the Religious Endowments Act, 1863. The Indian Trusts Act, 1882, governs private or family-managed trusts. It excludes wakfs and charitable or religious endowments from its ambit. The Societies Registration Act requires NGOs to be constituted with prescribed rules and regulations. Under Section 25 of the Companies Act, 1956, an association can be formed without addition of the word 'limited' or 'private limited'. These laws apply to CSOs all over India, including in Orissa.

Participants in the RSC did not perceive the process of registering CSOs in Orissa as being quick or simple. However, nearly 75 percent felt that the legal process was not very complicated, 67 percent believed that the process was relatively consistent, and 52 percent thought that it was not expensive (see Table 3 in Appendix 4).

Freedom of CSOs to criticise the government

Participants in the RSCs had mixed responses to the legal restrictions on advocacy activities undertaken by CSOs. It is important to note that nearly 48 percent of the respondents expressed an inability to comment on this issue. Of the remaining, 28.42 percent felt there were unreasonable restrictions, 51.14 percent felt that the restrictions were reasonable, and 20.46 percent felt there were no restrictions. Some NAG members felt the term 'allowable advocacy activities', which we were also using for this indicator, should be adequately defined.

Tax laws favourable to CSOs

Some provisions under the Income Tax Act, 1961, give tax exemptions to CSOs. 'Charitable purposes' under this Act include relief for the poor, education, medical relief, and any other public welfare activity. Section 11 provides tax benefits to charitable trusts subject to certain conditions. Section 10 (23 C) provides complete tax exemptions to charitable trusts or institutions, and to CSOs like sports associations, professional associations, and khadi and village industries. Provisions under Section 11 (A) exempt public religious trusts from paying income tax. However, a trust or institution for private religious purposes is not entitled to tax exemptions.

Income tax exemptions for CSOs are not permanent and have to be renewed every assessment year. To get tax benefits, the Income Tax Act requires a trust to spend 75

percent 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 remaining amount (out of the 75 percent) during the next year.

Trusts that are exempt from income tax, either under the provisions of Section 11, Section 10 (22), or Section 10 (22 A) are also absolutely exempt from wealth tax. Gifts made to an established trust or deemed to be established for a charitable purpose to which the provisions of Section 80 G of the Income Tax Act apply are completely exempt from gift tax. Section 5 (1) (v) of the Gift Tax Act, 1958, provides for tax exemption on gifts made to such trusts. Any gift made by any person to any place of worship (as notified by the central government) is also eligible for tax benefits under the same Act.

Tax benefits for philanthropy

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

The minimum amount of donation or donations for various trusts should be Rs 250. The maximum limit for donations to qualify for deductions under Section 80 G is Rs 500,000 or 10 percent of the reduced gross total income, whichever is less. The donations must be in cash. Donations in kind are not entitled to any deductions under Section 80 G. When computing the total income of a donor, 50 percent of the amount of donation to the trust fund covered under Section 80 G is deductible. Only a specified percentage of the total income is eligible for such deductions.

Certain types of trusts or funds are not required to fulfil any special conditions but entitle their donors to automatically get a deduction under Section 80 G. These include the National Defence Fund set up by the central government, the Jawaharlal Nehru Memorial Fund, the Prime Minister's Drought Relief Fund, and the Prime Minister's National Relief Fund. To claim income tax exemptions for donations to a trust, the most important condition is that the income of the trust itself must be eligible for exemption under Section 11 or 10 (22) or 10 (22 A) or 10 (23) or 10 (23 C) or Section 12 of the Income Tax Act.

Registered civil society organisations benefit due to Section 80 G. 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. Donations made in cash to such non-registered bodies are not tax-deductible.

State-civil society relationship

Relations between the government and civil society organisations have witnessed many highs and lows. Their mutually supportive roles are yet to be fully appreciated. The government seeks the support of CSOs mostly during emergencies and natural calamities but there is no substantial and participative engagement between the two in peacetime development activities. Consequently, their relationship remains uneasy and is often referred to as 'antagonistic cooperation'. CSOs often suspect the government of seeking bureaucratic control, whereas the government perceives CSOs as unfettered. There is no joint mechanism that can function as a mutual listening post.

'Antagonistic cooperation'

- The government is afraid that the political implications of NGOs' activities are a threat to existing power structures.
- The NGO sector exaggerates it utility and achievements, and is hypersensitive to criticism.
- NGOs are unrealistic about their capacity to bring about substantive change.
- The government is uncertain about the NGOs' claim of being close to people at the grassroots and to speak with authority as people's representatives.
- The two differ in their styles of operation.
- There is a distance between what civil servants and NGOs are doing on the ground, and NGOs find it difficult to relate to government bureaucracies.

Source: Foundation for the Future: Human Resource Development. *London: Commonwealth Secretariat Publications; 1993*

Table 4.6. Indicators assessing the State-civil society relationship

Ref #	Indicators	Score
1	Autonomy of CSOs	2
2	Dialogue between CSOs and State	1
3	Support for CSOs by the State	1

In this study the State-civil society relationship sub-dimension describes and assesses the relationship between civil society and the state of Orissa. Table 4.6 summarises the respective indicator scores.

Autonomy of CSOs

India is a democratic country with a federal structure. Various Acts and regulations are in place to prevent unlawful activities, including minimum legal requirements for registering and running an organisation, and restricting irregular and illegal practices.

The right to establish an NGO and the types of NGOs are specifically governed by law in India. 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 (40). The Societies Registration Act, 1860, under which most NGOs are currently registered, was enacted by the colonial British government to restrict and regulate associational activities and limit people's freedom. The Foreign Contributions (Regulation) Act (FCRA), 1976, regulates the acceptance and utilisation of foreign contributions/donations or foreign hospitality by certain persons or associations. This is done in order to ensure that parliamentary institutions, political associations, and academic and other voluntary organisations, as well as individuals working in important areas of national life function in a manner consistent with the values of a sovereign democratic republic.

The Foreign Exchange Regulation Act, 1973, governs individuals or organisations obtaining or dealing with foreign funds; this has now become 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. An organisation must go through several steps in order to receive foreign contributions, and such formalities act as a tool of the ministry of home affairs to keep NGOs in line (40). These Acts apply to all types of CSOs.

Nearly 46 percent of the participants in the RSCs felt that government interference in civil society activities was either rare or non-existent. Only 9 percent felt that the State interfered unduly in civil society activities, and 45 percent felt that the State interfered sometimes (see Figure 2 in Appendix 4). Such State interference generally pertains to issues of displacement and rehabilitation, and the interference of the police during rallies, demonstrations, and marches. The firing by the police on agitating adivasis in Kalinganagar in Jajpur district in 2006, or the Maikanch police firing on adivasis in Rayagada district in 2000 (both were protests against industries coming up in the area), or the arrest of adivasis protesting the construction of a dam in Dunguripalli, Bolangir district, in 2005, are examples of State interference. Despite such sporadic incidents, CSOs in Orissa enjoy a good amount of freedom.

Our media analysis reflects a similar picture, with only six reports on interference by the state government in the activities of civil society within a period of four months. Of these six cases, only one referred to actual interference and the other reports were about government requesting CSO involvement in different government programmes.

Dialogue between CSOs and the State

Democracy in India confers upon citizens the right to seek information and engage in dialogue with the government to ensure good governance. In spite of the constitutional provisions, dialogue between the State and civil society is neither frequent nor smooth sailing. After a dialogue, the government may remain rigid by sticking to its position. Or the government may give the aggrieved people a hearing. Sometimes it is forced to postpone its development activities due to the continued resistance of people.

The government's stance on construction of the Lower Suktel dam illustrates the first attitude. The Kendrapada district administration's cognisance of the demands of the District Krushak Sabha (District Farmers' Forum) for a ban on prawn culture and strict implementation of judicial rulings regarding the Coastal Regulatory Zone indicates the second. Stalling the establishment of the steel plant at Gopalpur in Ganjam district or the alumina plant in Kashipur, Rayagada district, are examples of the third type of attitude.

The RSCs showed that dialogue between the state government and civil society is not frequent in Orissa. Fifty-eight per cent of participants in the RSCs felt that dialogue was limited and nearly 10 percent felt it was non-existent (see Figure 3 in Appendix 4).
The media review corroborates the RSC results. Much of the limited dialogue that did take place was between the State and professional associations, followed by CSO networks or federations and coalitions formed around specific issues. The Orissa Disaster Mitigation Mission (ODMM), formed in the aftermath of the 1999 supercyclone, or the formation of the Budi Anchal Sangram Parishad set up to oppose construction of the Lower Suktel dam, are examples of networks or coalitions aimed at specific goals.

The first serious attempt at promoting 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 State and civil society representatives to "strengthen civic engagement for GO-NGO partnership". The task force 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, was another such attempt. These are yet to produce any results.

State support for CSOs

The RSC survey in Orissa shows that the government meets only 27 percent of the financial requirements of CSOs (refer to Figure 3.12 in Appendix 3).

The relationship between CSOs and the state machinery in India has been gaining importance since the Sixth Five-Year Plan (1980-85). Substantive government-NGO collaboration was proposed during the Tenth Five-Year Plan (2002-2007). In line with this, the Orissa government, in a limited way, has been helping some CSOs. For example, since 2001 it has been promoting SHGs through its Mission Shakti Project for economically empowering women. There are other instances of the government working in close partnership with CSOs. For example, in 2005 the state government sought the help of CSOs to prepare a five-year district perspective plan under the National Food for Work Programme. The follow up to these initiatives remains weak.

Private sector-civil society relationship

This sub-dimension assesses the relationship between civil society and the private sector. This has been a poorly debated subject in Orissa and in the rest of India. This indicator explores the private sector's attitude towards civil society and assesses levels of corporate social responsibility and philanthropy by industry in Orissa. Table 4.7 summarises the respective indicator scores.

Table 4.7. Indicators assessing private sector-civil society relationship

Ref #	Indicators	Score
1	Private sector's attitude towards civil society	1
2	Corporate social responsibility	1
3	Corporate philanthropy	1

Private sector's attitude towards civil society

The majority of the participants in the RSCs were of the opinion that the attitude of the private sector towards civil society is unfavourable. Only 30 percent of the respondents saw the attitude as being supportive or favourable, and 70 percent viewed it as hostile, suspicious, or indifferent. Media reports on this issue reflect a dull picture, with most news items reflecting the private sector's generally indifferent attitude towards civil society (see Figure 4 in Appendix 4).

Corporate social responsibility

Civil society's opinion of Corporate Social Responsibility (CSR) in Orissa is not positive. The RSCs showed that it is insignificant (46.01 percent), moderate (12.27 percent), or limited (38.65 percent). Only 3.07 percent of the respondents felt that CSR is significant. Industry's opinions contradict these observations. A survey of 12 large private manufacturing companies in Orissa showed that, in most cases, industries view themselves as socially responsible (see Appendix 8).

A content analysis of annual reports provided by five of the industries that were surveyed shows that only one industry had a social responsibility mission statement, and three had reports on corporate governance. The analysis further shows that there were no separate expenditure statements on CSR in the annual reports or in the balance sheets of these firms.

Corporate philanthropy

The question of business organisations supporting CSO initiatives did not evoke a positive response from the RSC participants. Nearly 17 percent of the respondents believed that business associations never participated in any civil society initiatives, and 47 percent viewed it as a rare event. Only 4 percent believed that such participation was frequent. A RSC survey showed that the surveyed CSOs received only 1 percent of their required funds from corporate sources. This indicates a very low level of corporate philanthropy in Orissa.

A lack of media coverage of this issue reflects the limited importance attached to such activities by business organisations. The business organisations admit that, in general, they do not practise philanthropy. In our survey of corporate social responsibility in Orissa (Appendix 8), 8.5 percent of the respondent industries said that helping the community through charitable donations, or educational and cultural contributions, was not on their agenda. One-third clearly said that the issue of direct

support for social and sustainable development-related initiatives was not applicable to their organisation.

The companies, however, did invest in some form of peripheral development activity, either through charities promoted by their organisations, or directly under a peripheral development expenditure head or some other head created for the purpose. Two of the surveyed firms have set up charitable trusts for peripheral development activities; the rest undertake such activities through various departments within the organisation. Generally, the human resources department, the communications department or a peripheral department take care of such activities. Barring two firms that did not have any monetary provision for such activities, the rest of the companies engaged in some peripheral development activities. These firms, however, admitted that there was no definite amount allocated for this purpose, and that the amount allocated was very little compared to the firm's profits.

Conclusion

Civil society needs a facilitating external environment in order to contribute significantly to the development of society. This external environment is represented by the political, legal, and socio-economic context, and, more importantly, by the attitude of the State and the private sector towards civil society. An average score of 1.5 for the external environment dimension suggests that in Orissa the environment is neither disabling nor quite enabling. Political rights and civil liberties are respected. But corruption, an indifferent private sector, and a problematic socio-economic context pose challenges for civil society in Orissa. In addition, an unresponsive and weak public administration hinders good governance practices in the state.

A high poverty ratio, a low literacy rate, and a high infant mortality rate are some of the factors that paralyse civil society's ability to function effectively. On the other hand, these poor socio-economic indicators provide a lot of scope for civil society to work for social development.

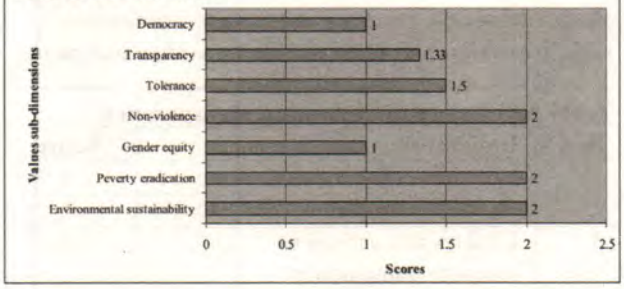
CSOs, particularly people's movements, are occasionally subjected to unwarranted restrictions and undue interference from the State. It is important to note that the dialogue between the State and CSOs is neither frequent nor balanced and is often biased towards professional CSOs. Still, the government in Orissa does seek cooperation from CSOs for the implementation of its development programmes.

The indifferent attitude of the private sector towards civil society in Orissa, particularly in the era of globalisation, is a major concern. The notion of corporate social responsibility is yet to take root in the state and corporate philanthropy is weak. Contrary to practices in some part of the world, hardly any development funds in Orissa are channelled through CSOs. Institutions, rules, and procedures continue to be archaic. Participatory governance is recognised as an ideology but often not implemented in practice.

5 The values of civil society

This section describes and analyses the values promoted and practised by civil society in Orissa. The score for the values dimension is 1.5, which indicates that civil society in Orissa is based on a moderate foundation of positive values like tolerance, non-violence, and protection of the environment. Figure 5.1 shows the scores for the seven sub-dimensions within the values dimension.

Figure 5.1: Sub-dimension scores in the values dimension



Democracy

This sub-dimension examines the extent to which civil society practises and promotes democratic values. Table 5.1 summarises the scores for individual variables.

Table 5.1. Indicators assessing democracy

Ref #	Indicators	Score
1	Democratic practices within CSOs	1
2	Civil society actions to promote democracy	1

Democratic practices within CSOs

CSOs generally follow democratic practices within the organisation. The leaders of most CSOs, like NGOs, unions, and associations, are elected by consensus or through elections. However, some ethnic/traditional organisations and NGOs do not follow these practices. In such cases, patriarchy, elitism, and traditional and conservative leadership play a major role. In coastal districts, patriarchy is dominant and the women are culturally inhibited. In the adivasi belts a lack of awareness and traditional leadership keep women from becoming involved in the process of making decisions.

We assessed internal democracy within CSOs in Orissa 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 selecting leaders in CSOs. In both aspects, a little over 20 percent of participants in the RSCs were unable to respond and 85 percent believed that members exerted moderate to substantial influence in decision-making. A large majority — 77 percent of the respondents — observed that leaders were elected (see Figures 1 and 2 in Appendix 5).

On the one hand, the study shows that instances of leaders being elected through the democratic process were higher than self-selection or appointment. On the other hand, other democratic practices like protection of workers' rights, equal treatment of all workers, and terms and conditions of employment, present a discouraging picture. According to RSC respondents and NAG members, democracy in the election of members or leaders is rarely found in proprietary-type organisations or organisations headed by one person or a few people.

These two ways of judging internal democracy are a positive trend, though NAG members believed that there were other forms of democracy besides the election process. They said that elections were followed only in membership-based organisations and not in any other form of organisation. They suggested studying other forms of democracy, like workers' rights, rule of law, and equal treatment.

Civil society actions to promote democracy

No democracy can be inclusive, equitable, and just without the active participation of its civil society in affairs that directly affect them. The success of India's struggle for independence and democracy had its origin in the 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 neighbourhood have repeatedly returned to authoritarian rule, India has remained a secular democracy despite poverty, illiteracy, and diverse socio-economic and ethnic tensions, and despite its failures in providing good governance. 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 the ability to change governments that fail to deliver.

This study assessed civil society activities aimed at the promotion of democracy on the basis of campaigns, actions or programmes undertaken by CSOs within the last year, and the vigour with which they promoted democracy at the societal level. With regard to the

frequency of public campaigns, actions, and programmes by CSOs, 76 percent of the respondents in the RSCs said there were no such activities, or that only one or two such activities were carried out in the last year. Even in the current year, 63 percent found activities promoting democracy either limited or insignificant. Our media survey supports the results of the RSCs.

The RSCs also showed that most campaign activities taken up by CSOs focused on generating awareness about the electoral process and good governance, followed by campaigns for rights issues like the right to information, right to education, adivasi rights, and voting rights. Other issues such as empowerment of panchayati raj institutions/palli sabhas/gram sabhas, privatisation, student-teacher democracy, legal campaigns, and opposition to the construction of dams and setting up of industries were also taken up by these campaigns (see Figures 3 and 4 in Appendix 5).

The essence of democratic governance

- People's human rights and fundamental freedoms are respected, allowing them to live with dignity.
- People have a say in decisions that affect their lives.
- People can hold decision-makers accountable.
- Inclusive and fair rules, institutions, and practices govern social interactions.
- Women are equal partners with men in private and public spheres of life and decision-making.
- People are free from discrimination based on race, ethnicity, class, gender, or any other attribute.
- The needs of future generations are reflected in current policies.
- Economic and social policies are responsive to people's needs and aspirations.
- Economic and social policies aim to eradicate poverty and expand the choices that all people have in their lives.

Source: Human Development Report 2002: Deepening Democracy in a Fragmented World. *New Delhi: Oxford University Press; 2002*

Transparency

With 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, questions are being raised 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 sub-dimension examines the extent to which civil society practises and promotes transparency. Table 5.2 summarises the scores for individual indicators.

Table 5.2. Indicators assessing transparency

Ref #	Indicators	Score
1	Corruption within civil society	2
2	Financial transparency of CSOs	1
3	Civil society actions to promote transparency	1

Corruption within civil society

The percentage of people in Orissa who believe that corruption in civil society is rare far outnumbers those who think it is a frequent phenomenon. Corruption was perceived to be either occasional or very rare by 70 percent of RSC respondents and 30 percent believed it was frequent or very frequent (see Figure 5 in Appendix 5).

During the research, RSC respondents felt that the existing choices on corruption assumed that corruption was prevalent to some degree in civil society. They suggested the inclusion of 'no corruption' as a choice among the responses.

Our media analysis shows as many as 18 instances of corrupt practices within civil society. Of these reported instances, the maximum number of reports (60 percent) was about corruption in service CSOs and NGOs, followed by cooperatives (16 percent). Media coverage of this issue included reports about NGOs' mismanagement of funds and corruption by CSO employees.

Financial transparency of CSOs

Different people define the concept of financial transparency in different ways and not all of them are compatible. A largely acceptable interpretation of transparency and accountability is: the responsibility to be

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 Organisations and CIVICUS, 2007*

answerable for performance, and meeting the expectations of specific stakeholders. The nature of transparency varies from financial practices to the quality of service delivery, and advocacy and operational procedures.

According to the Foreign Contributions (Regulation) Act (FCRA), 1976, all CSOs in India that receive funds from international donors must submit their financial reports to the ministry of home affairs, income tax returns to the income tax department, and details of fund utilisation to the donor organisation.

Despite such provisions, information about the financial transactions of CSOs is not available in the public domain. The publication of annual reports by CSOs is not a regular practice. The accountability of NGOs has been a widely debated issue in Orissa in recent times. In July 2006, a committee of the 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 among CSOs. But its scope is limited because it requires only government-funded CSOs (those receiving 50 percent or more as grants from the government) to disclose their accounts on demand.

In the RSC survey, 54 percent of the respondents believed that CSOs usually made their accounts publicly available, but 21 percent thought otherwise. The remaining 25 percent did not have any idea about this issue. Some NAG members felt that CSOs should voluntarily make an effort to ensure transparency in their operations. Organisations like Credibility Alliance, New Delhi, are evolving systems and processes to induce greater professionalism and accountability among CSOs.

Civil society actions to promote transparency

Nearly 68 percent of the respondents in the RSCs perceived that the steps taken by civil society to promote transparency in government were insignificant or limited. A majority (81 percent) of the respondents had similar views in the case of civil society's work to promote corporate transparency. It is important to note that the impact of civil society in promoting transparency is relatively more visible in the case of the government than in the case of business organisations.

RSC results on examples of civil society activities to promote government and corporate transparency reveal a sorry picture. Only 4 percent of RSC respondents believed that there were many examples of civil society activities to promote government transparency, and merely 1 percent believed the same in the case of corporate transparency (see Figure 6 in Appendix 5).

The RSCs show that CSOs mostly pursue activities related to rights and the right to information to promote government transparency. With corporates, the focus has been on corporate spending in local areas or peripheral development. Our media survey shows that except for a few reports of the self-promotion activities of political parties, there was no coverage of CSOs demanding government or corporate transparency.

Tolerance

This sub-dimension examines the extent to which civil society practises and promotes tolerance. Table 5.3 summarises the scores for individual variables.

Table 5.3. Indicators assessing tolerance

Ref #	Indicators	Score
1	Tolerance in the civil society arena	2
2	Civil society activities to promote tolerance	1

Tolerance in the civil society arena

This indicator examines the tolerance levels of members of civil society. It is important to note that nearly 36 percent of the respondents did not have any idea about tolerance levels in the civil society arena. Of the remaining respondents, a large majority (92 percent) said they did not have any knowledge of racist, discriminatory, or intolerant forces within civil society, or that no such groups existed in Orissa. Only 8 percent of respondents acknowledged the existence of such forces. RSC participants said it is the religion-based organisations, political parties, caste/class groups, and self-interest groups that harbour racist, intolerant, or discriminatory forces (see Figure 7 in Appendix 5).

Civil society actions to promote tolerance

As is evident from the previous indicator, tolerance levels in civil society in Orissa are quite high. However, the role of civil society in promoting tolerance in Orissa has not been significant. As many as 27 percent of participants in the RSCs believed that either there were no such examples or only one or two examples (59 percent of the respondents) of promotion of tolerance by CSOs. The current role of civil society in promoting tolerance was viewed as insignificant or limited by 63 percent of the respondents. Most of the activities of CSOs in this context are limited to organising seminars, meetings, peace rallies, and campaigns. The media survey also shows only a few such low-visibility campaign activities by CSOs in Orissa (see Figure 8 in Appendix 5).

Non-violence

This sub-dimension examines the extent to which civil society practises and promotes non-violence. Table 5.4 summarises the scores for two variables.

Table 5.4. Indicators assessing non-violence

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

Non-violence within the civil society arena

Forces or groups that are violent and use aggression, hostility, or brutality to further their interests are few in Orissa. Nearly 26 percent of the respondents in the RSCs said they were unable to respond to a question about non-violence within civil society. Nearly 50 percent believed that some groups did occasionally resort to violence. In other words, the use of violence by groups in civil society is extremely rare. However, about 23 percent of the respondents believed that some isolated groups or significant mass-based groups regularly used violence. The respondents pointed mainly to radical groups of Naxalites and Maoists. Other groups like faith-based communal groups, ethnic groups, and groups of mines and industrial workers also occasionally resort to violence. The media reports occasional violent activities by political parties and student groups.

In terms of civil society denouncing such activities, RSC respondents had mixed views. A fair percentage (63 percent) of the respondents felt that civil society usually or always denounced such activities. However, a large chunk of the respondents (37 percent) felt that civil society never or rarely denounced such activities.

Civil society actions to promote non-violence

There is occasional violence in Orissa, but civil society here is engaged, to a certain extent, in activities to promote non-violence. In tune with Gandhian principles, most movements and demonstrations are non-violent. The RSCs showed that though 2 percent of respondents did not find many examples of civil society promoting non-violence, a large majority of 70 percent felt there were at least one or two, or several, such examples. However, 59 percent of RSC respondents saw the current role of civil society in promoting non-violence as either insignificant or limited, and 41 percent believed it was moderate.

An analysis of the issue through the lens of the media shows that there have been some campaigns, demonstrations, and rallies by CSOs protesting gender violence, child labour and child abuse, and violence against Dalits and women. Participants in the RSCs also reported instances of conflict-resolution by women's groups. The other most frequent activities undertaken by civil society are movements, rallies, peace marches, formation of peace committees, conflict-resolution by CSOs, trade unions, and farmers' unions, and activities by ethnic and indigenous groups. One NAG member described how CSOs had engaged in a peaceful settlement with radical groups in various pockets in south Orissa. She explained how networks like the National Alliance of Women's Organisation (NAWO, Orissa chapter), Friends' Association for Rural Reconstruction (FARR), Kalahandi, and Manav Kalyan Pratisthan, Sambalpur, had taken steps to negotiate with radical groups in these pockets, leading to the peaceful resolution of several conflicts.

Gender equality

This sub-dimension examines the extent to which civil society practises and promotes gender equality. Table 5.5 summarises the scores for the three variables.

Table 5.5. Indicators assessing gender equality

Ref #	Indicators	Score
1	Gender equality within the civil society arena	1
2	Gender-equitable practices within CSOs	1
3	Role of civil society in promoting gender equality	1

Gender equality within the civil society arena

Various CSOs like NGOs, women's rights groups, and advocacy groups have been highlighting women's issues for a while. A fair number of women are members of NGOs in Orissa. However, their presence in other CSOs like trade unions, teachers' unions, and professional associations is low — for example, at less than 5 percent of women in trade unions (17). Several union leaders admitted this during our interviews. More than 80 percent of the participants in the RSCs observed that women were underrepresented both in terms of membership and leadership within CSOs.

The RSCs implied that there are hardly any sexist or discriminatory forces in the civil society arena in Orissa. Thirty-seven per cent of RSC respondents said they were ignorant about such forces. Of the others, 36 percent remarked that such forces did not exist at all. In terms of the denunciation of such forces by civil society, 35 percent expressed their ignorance and 48 percent said that sexist or discriminatory practices were always or usually condemned by civil society.

Most participants in the RSCs believed that a discriminatory political system, social systems and attitudes, and a patriarchal society were the major factors contributing to women's status. Sexual harassment at the workplace was believed to be the most common form of sexist practice in Orissa. The participants' ignorance about discriminatory forces shows that even in civil society there are people who do not recognise this as a problem, let alone identify specific forces or take action accordingly.

Gender-equitable practices within CSOs

Our analysis under the structure dimension showed that CSOs in Orissa do not have an equal number of men and women. So it is important to know whether and to what extent gender-equitable practices are promoted within CSOs. We made an attempt under this indicator to ascertain how much priority CSOs give to gender equity in their written policies, particularly to equal opportunity and/or equal work for women. The RSCs showed that the respondents had no idea about the written policies of nearly half of the CSOs. In other words, most CSOs probably do not have written policies. However, the respondents felt that 33 percent of the remaining CSOs did have written policies about equal opportunities/equal work for women.

Role of civil society in promoting gender equality

Gender inequality among CSOs is also reflected in the limited role of civil society in promoting gender equality in society. As much as 70 percent of the respondents in the RSCs observed that there was either no such activity or barely one or two examples of civil society-initiated public campaigns, actions, or programmes. With respect to the current role of CSOs in promoting gender equality at the societal level, nearly 55 percent thought it was either limited or insignificant (see Figure 9 in Appendix 5). Nearly 64 percent of participants in the RSCs did not respond to questions about the type of activities undertaken by civil society to promote gender equality. According to the rest of the respondents, most activities to promote gender equality were in the form of organising meetings and awareness programmes. Other activities have been rallies/protests/campaigns against gender discrimination, seminars/workshops/conferences on women's empowerment, campaigns for the rights of women, and cultural programmes and street plays.

Poverty eradication

This sub-dimension examines the extent to which civil society works for the reduction of poverty. Table 5.6 shows the scores for this sub-dimension.

Table 5.6. Indicator assessing poverty eradication

Ref #	Indicator	Score
1	Civil society actions to eradicate poverty	2

Civil society actions to eradicate poverty

A number of CSOs in Orissa work with the mandate of poverty alleviation. Provisions in various Five-Year Plans for NGO participation in the government's poverty alleviation programmes have enabled NGOs to undertake work in this direction with funds from the government. Civil society groups like religious/faith-based organisations also play a significant role in addressing

issues of poverty in Orissa.

A detailed examination of six such organisations in the state — Bishops House, Young Men's Christian Association (YMCA), State BAHAI Council of Orissa, Ramakrishna Mission, International Society for Krishna Consciousness (ISKCON), and Prajapita Brahmakumari Ishwariya Vishwa Vidyalaya — shows that these organisations are actively involved in various activities to promote livelihoods among rural populations. This includes the promotion of agricultural activities, watershed management, capacity-building and training of rural youth and SHGs. They also carry out relief and rehabilitation in post-disaster periods, and fight for the rights of adivasis, women, and Dalits.

The RSCs' reality check on the activities of CSOs during the last year produced interesting results. Nearly 56 percent of the respondents felt that civil society's public campaigns, actions, and programmes dedicated to poverty alleviation were either few or non-existent in the last year. The current role of civil society in poverty eradication is also not very encouraging. Nearly 40 percent of the respondents felt it was either insignificant or limited, whereas 40 percent found it moderate (see Figure 10 in Appendix 5). Our media review for four months showed only a few news items in this category, thus corroborating the results of the field survey.

The activities of CSOs that are related to poverty alleviation mainly include campaigns/programmes to promote livelihoods such as marketing of non-timber forest produce, formation of grain banks, and SHGs. The second most frequently undertaken activity is disseminating information and generating awareness about various government schemes, public hearings, etc. Other activities that CSOs undertake to some degree or other include rallies/campaigns on the right to food, minimum wages, land rights, training, and capacity-building on various income-generating activities.

Environmental sustainability

This sub-dimension examines the extent to which civil society exercises and promotes protection of the environment in Orissa. Table 5.7 shows the score for this sub-dimension.

Table 5.7. Indicator assessing environmental sustainability

Ref #	Indicator	Score
1	Civil society actions to sustain the environment	2

People get together to protect the environment

• The anti-Hirakud movement in the 1940s was the first people's movement in Orissa that crystallised to protect the environment and livelihoods. It gathered momentum in four phases: 1946-48, 1968-69, 1984, and 1993-94. • A successful method of forest protection was initiated in the 1970s by an organisation called Brukshya O Jeevar Bandhu Parishad (Council for Friends of Plants and Animals) in the Khandapada-Dasapalla and Nayagarh-Ranpur areas of Nayagarh district. NIPDIT, another CSO, organised adivasis to protect their common property. A woman-headed CSO called SAMBHAV organised farmers for conservation of the topsoil and the watertable. • During 1971-78, the Rengali Bandha Pratikriya Samiti was formed to protest construction of the Rengali dam. • Adivasis and non-adivasis of Kainsi village in Keonjhar district voluntarily took care of the degraded Judiapada Reserve Forests in 1978. • The Madhusudan Sanskrutik Anusthan was formed in Masigaon village in 1984 to create awareness about protecting the Kelei Reserve Forests. • The Gandhamardan Surakhya Yuva Parishad was formed in 1985 to protest bauxite exploration by the public sector Bharat Aluminium Company in the Gandhamardan hills. Members from across civil society, including students, academicians, women, and children, participated in this movement. • Mahendragiri Adima Adhivasi Mahasava, an apex body of adivasis from 42 villages around Mahendragiri in Gajapati district, has been consistently campaigning for forest protection in the area since the 1990s. • Chilka Bachao Andolan, a people's movement, was started in 1993 to protect the Chilka lake from commercial exploitation by big business houses and to restore to the people their right to live by Chilka. With the participation of nearly 8,000 people from the fishing community of Chilka, supported by 600 students and intellectuals of Utkal University, and the active participation of CSOs, the movement gained momentum as the Chilka Surakhya Parishad (Chilka Protection Council). • Started as an e-forum, Agamee Orissa has now emerged as a civil society platform to debate development issues. Its successful campaign has compelled the Government of India to relocate the National Science Institute in the state.

Source: CPSW. State of Orissa's Environment. *Bhubaneswar; 1994*

Civil society actions to sustain the environment

Civil society's contribution in Orissa to protecting the environment was assessed by looking at the activities so far and the current role of civil society in this area. There is a clear dichotomy in the respondents' perceptions about civil society's work on the environment in the last year: 43 percent of the respondents felt there were only one or two examples where CSOs involved themselves in environmental protection activities, and 43 percent felt there were several examples. The current involvement of CSOs in these activities also evoked a mixed response: 32 percent felt that it was significant, while almost the same percentage thought it was moderate. Another 33 percent felt that such activities were limited (see Figure 11 in Appendix 5). A review of the media showed that 50 percent of the reports mention environmental awareness campaigns and plantation activities undertaken by various CSOs. The involvement of government-promoted organisations like the NCC, NSS, and youth associations in sanitation activities has been significant. Public interest litigations filed by a women's self-help group and federation in Sundergarh district, and a demonstration by 2,000 people for the protection of the Mahendragiri hills against mining were news items that indicated a high degree of civil society involvement in issues related to the environment. A review of secondary data also shows a number of people's environment movements in Orissa. Such movements have been very effective because in most cases people's livelihoods are at stake.

Conclusion

Civil society in Orissa has been promoting some positive values. This may be attributed to the traditions of a value-based society. Tolerance, non-violence, and environmental protection are some of the values practised and promoted by civil society. Orissa's citizens belong to various social groups, yet they are supportive of one another. Civil society here usually shuns violence. Through non-violent activities, civil society in Orissa is engaged in the protection of its environment, particularly forest and mineral resources.

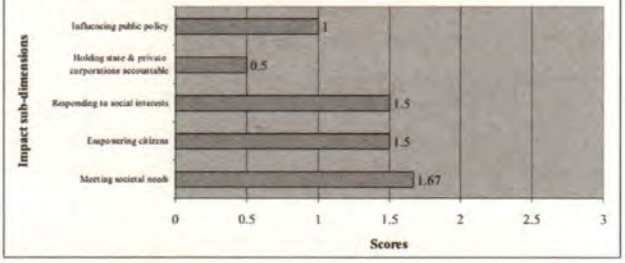
It is important to note that Orissa is witnessing an increase in activism against the displacement of people by large development projects, industrialisation, and mining activities. This has resulted in the formulation of an improved resettlement and rehabilitation policy by the government of Orissa.

Civil society in Orissa also has some undesirable values. Corruption and a lack of financial transparency and legitimacy have an adverse impact on the activities of civil society. Gender inequality among CSOs is another major concern. Many civil society members feel that this is because of the prevailing patriarchal mindset in Orissa.

6 The impact of civil society

This section describes and analyses the extent to which civil society in Orissa fulfils several essential functions in society and politics. Civil society has been active in various areas of social development. However, assessing its impact in terms of influencing public policy to bring about a desired change had not been explored. The indicator 'influencing public policy' looks at the influence of civil society on three policy issues — human rights, education, and budgeting. The score for the impact dimension is 1.2, suggesting that civil society's impact in Orissa is limited. Figure 6.1 presents the scores for the five sub-dimensions within the impact dimension.

Figure 6.1: Sub-dimension scores in the impact dimension



Influencing public policy

This sub-dimension describes and assesses the extent to which civil society is active and successful in influencing public policy. Table 6.1 summarises the scores.

Table 6.1. Indicators assessing influence on social policy

Ref #	Indicators	Score
1	Impact on human rights	1
2	Impact on social policy	1
3	Impact on state budget process	1

Impact on human rights

Not much work has been done in Orissa to assess the influence of civil society on public policy issues. It is obvious that the role of civil society in promoting human rights has not been very significant. This is evident from the RSCs, where a majority (77 percent) said that civil society was not active at all, or active only to a limited extent, in influencing human rights policy in the state. Participants also did not attribute a high degree of success to civil society's influence on human rights policy.

There have been several movements for the protection of adivasi rights, women's rights, and protection of the rights of displaced people in Orissa in particular and in India in general. The Campaign for Survival and Dignity to restore the rights of the inhabitants, including adivasis, of forest areas over forest land has been going on in Orissa since 1997. Though the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 has been enacted, recognising forest land rights, people are yet to exercise these rights (see Appendix 10). The struggle for the rights of displaced people in Orissa has, however, brought some change as is evident in the current Orissa Resettlement and Rehabilitation Policy 2006 (R&R). The state government formulated the policy after a series of consultations with a wide spectrum of actors and organisations from civil society. The policy has provisions for a more people-friendly R&R package for displaced people.

Similarly, the struggle for gender equity has had some impact, reflected in changes to the Indian Constitution through the 73rd and 74th Amendments enacted in 1992. Both amendments facilitate constitutional provisions for one-third reservation for women in panchayati raj institutions and urban local bodies. Demands for similar representation in Parliament and in state legislatures have, however, not been successful. A Bill has been tabled in Parliament several times, but a consensus among members has not yet been reached. Various other issues need immediate attention in the human rights sphere.

Impact on social policy

Civil society's role in influencing education policies in the state has been encouraging. In the RSCs, 38.5 percent of the respondents felt that civil society had been quite active, or very active, in influencing the education policy of the state government. Nearly 83 percent of the respondents believed that civil society had been successful to some degree in impacting policy or bringing about changes in policy. Experts who have been keenly watching developments in the education sector suggested steps that civil society could take to bring about changes in this sector. Currently, such activities are not adequate or systematic enough to have an impact.

Till the 1960s, the community in Orissa voluntarily participated in the education system, mostly in elementary education. There were a number of community-managed schools, which were completely run with funds mobilised by the people. With the government's increased participation in this sector, the direct involvement of the people decreased. This is reflected in the persistent

Alternative approaches to education

The education system in India and in Orissa often fails to recognise the specific education needs of children from economically weak sections, adivasi communities, and other deprived sections of society. The result is a high dropout rate at the elementary level. In a country and state where access to primary education is a fundamental right, a 42 percent dropout rate in the 6-14 age-group at the primary level, and 0.8 million (2001 Census) in the never-enrolled category is ironical.

The education methodology does not meet the needs of children from different sections of society. For example, children from adivasi communities are likely to be more comfortable in a school that teaches in their dialect; or children from other deprived sections may prefer to go to a school that teaches them after regular working hours because they work with their parents during the day. The government-run education system is yet to become flexible to accommodate these different needs. Meanwhile some CSOs are working on alternative education methods for various categories of children. For example:

• The Vivekananda Jeevan Vidyalaya, established by the Ramakrishna Mission, has been providing alternative education to dropouts from government schools and children from economically weaker sections, since 1999. • Agragamee, an NGO working in Rayagada district, runs 286 centres in nine blocks of the district to teach adivasi children. The methodology recognises the importance of community participation and the retention of adivasi identity in the education system. • Sikshasandhan, a CSO, has been running 32 alternative education centres for children from economically backward and adivasi communities, since 1995. The organisation's main focus has been the development of local-specific curricula, involving local youth in teaching, and emphasising the need for extra-curricular activities. • The Centre for Youth and Social Development is experimenting with primary education for adivasi and working children, and promoting adult literacy. Attempts are being made to promote education among first-generation learners through adivasi dialects. • Other organisations like the 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 are providing alternative education to children from deprived sections of society. • 35 organisations, including Open Learning Systems, Chetna, Swabhiman, and Aaina have been engaged in teaching, training, and the overall development of disabled children.

*Source: CYSD-Plan. M*onograph on Roles and Responsibilities of the Community and Society for Primary Education in Orissa. *Draft report; 2005*

illiteracy and other failures in the education system, both at the state and national levels.

To address this, the government introduced various provisions in the 73rd and 74th Amendments to the Constitution to facilitate community participation in elementary education. The National Policy on Education, 1986, and its amendment in 1992 have several formal and legal provisions, including the formation of Village Education Committees (VECs) to ensure community participation. The Orissa School Education (Community Participation) Rules, 2000, which replaces VECs with School Education Committees, has additional provisions for Parent Teacher Associations and Mother Teacher Associations, and it outlines various other forms of community participation in elementary education. Though there are still many lacunae, changes in policy have paved the way for a more systematic approach to handling the problem. Some CSOs have also undertaken work in the field of alternative education to cater to children who the government-promoted education system often fails to cover (see Figures 1 and 2 in Appendix 6).

Impact on state budgeting process

Budgeting is a complex process in India, involving many processes that may be beyond the comprehension of the common person. The influence of civil society on budget-related policy has been minimal. More than 90 percent of the participants in the RSCs said that civil society in Orissa had been completely inactive or active to a limited extent in this area. A majority of 54 percent felt that civil society had been unsuccessful in bringing about any change in policy in this respect.

Our media analysis showed a similar picture: very few news items talked about civil society's demands for increased allocations to the social sector. However, a review of secondary information showed that CSOs in Orissa are now taking the initiative in influencing the state government in the budgeting process (for details see Appendix 10).

Holding the State and private corporations accountable

Although the State is a key player in the development of the social sector, of late its focus seems to be more on control and regulation rather than on consultation and conciliation. The information revolution has put its authority under tremendous pressure. Recent developments such as the Right to Information have motivated more people to question its accountability at various levels of governance. This questioning has now extended to the private sector as well.

In its Millennium Survey, Gallup International had interviewed 57,000 individuals in 60 countries in the high, medium, and least developed range (41). The survey showed widespread suspicion of corporate conduct and much greater expectations of corporate social responsibility. The study found almost four out of every five respondents holding the corporate sector responsible for public health and safety. Two-thirds found it responsible for bribery and corruption. An increasing number of people believed that the State as well as the market did not pay adequate attention to their social responsibilities. In fact, through donations and lobbying the corporate sector was perceived to be influencing the political landscape more than contributing to improving social and human development.

This sub-dimension analyses the extent to which civil society is active and successful in holding the State and private corporations accountable. Table 6.2 summarises the respective indicator scores.

Table 6.2. Indicators assessing if the State and private corporations are held accountable

Ref #	Indicators	Score
1	Holding the State accountable	1
2	Holding private corporations accountable	0

Holding the State accountable

A majority (86 percent) of participants in the RSCs felt that civil society in Orissa had been either inactive or limitedly active in influencing the State in public policy matters. More than 90 percent believed that civil society had not been successful in holding the State accountable. Our media analysis reflects a different picture. It depicts a civil society that took up a number of issues relating to politics, education, labour, and unemployment in order to make the State accountable. The analysis shows that the participation of professional associations, political parties, and networks/coalitions is more prominent than that of other CSOs in such activities. Protests by the Rajya Krushak Sangathan (State Farmers' Association) against the unregulated distribution of paddy seeds, which made the authorities take corrective measures, were a positive manifestation of the impact of civil society. There are other instances where civil society has played a significant role in influencing the State. For example, civil society was recently successful in making the Orissa government reduce the application fee under the RTI Act, 2005, and formulate a comprehensive Resettlement and Rehabilitation Policy, 2006 (see Figures 3 and 4 in Appendix 6).

Holding private corporations accountable

The impact of civil society in Orissa on holding private corporations accountable is extremely low. Nearly 13 percent of the respondents in the RSCs did not know of any involvement of civil society in influencing private corporations. Ninety-three per cent believed that civil society was either not active or active to a very limited extent in holding private corporations accountable. Nearly 96 percent of respondents said that civil society had no impact or a very limited impact in influencing change in the policies and practices of private corporations.

There have been various movements against private corporations in Orissa to oppose new industrial projects, but civil society has been silent about irresponsible business practices. Irresponsible behaviour by industry in Orissa has taken the form of environmental pollution, deceptive marketing and advertising strategies, violation of consumers' rights, etc. One exception has been trade unions, which to a large extent have been successful in influencing business organisations regarding protection of workers' rights and welfare. By 2002, Orissa had 1,765 registered trade unions with 151,339 members (42).

Responding to social interests

This sub-dimension analyses the extent to which civil society actors are responsive to social interests. Table 6.3 summarises the respective indicator scores.

Table 6.3. Indicators assessing responsiveness to social interests

Ref #	Indicators	Score
1	Responsiveness	2
2	Public trust in CSOs	1

Responsiveness

This indicator examines the responsiveness of civil society

to priority social concerns. Seventy-seven per cent of the respondents in the RSCs believed that during the last year, civil society actors had lobbied for public services from the government. This indicates the responsiveness of civil society. However, a media review suggests that issues of crucial social concern are yet to find a voice in civil society. It shows that in five different identified areas of social concern — human rights, poverty, gender, education, and health — civil society responded on 285 occasions. Of these, issues related to service delivery/welfare were the maximum (18.53 percent), followed by issues related to advocacy (14.69 percent), and national politics (10.14 percent). Except for the responsiveness of civil society to these issues, the media had not highlighted any other issue of social concern.

Public trust in CSOs

We assessed public trust from the perspective of citizens' confidence levels in various CSOs or civil society actors and institutions. The results suggest that 96 percent of the respondents had a lot of faith in religious institutions and 87 percent said the same for the armed forces. The next trusted institution is television (68 percent), followed by NGOs (60 percent) and the press (51 percent). Thereafter, the most trusted organisations are the government in power, major companies/business organisations, labour unions, local people's representatives, and specific local CSOs working in the state. The least trusted institutions are the police, followed by political parties (22 percent). The India Corruption Study 2005, done by Transparency International, supports our results on civil society's lack of trust in the police. The study says that people in Orissa think that the police are the second most corrupt service in the state (28). This suggests that CSOs, including religious institutions and NGOs, have a relatively higher degree of acceptance.

Empowering citizens

This sub-dimension 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 6.4 summarises the respective indicator scores.

Table 6.4. Indicators assessing if citizens are being empowered

Ref #	Indicators	Score
1	Informing/educating citizens	2
2	Building capacity for collective action and resolving joint problems	1
3	Empowering marginalised people	1
4	Empowering women	2
5	Building social capital	1
6	Supporting/creating livelihoods	2

Informing/educating citizens

The issue of informing or educating people can be seen from two angles — what have the CSOs been doing in this regard, and how does the community view and accept such activities by CSOs. Examining the second question first, 71 percent of the respondents in the CSS were very positive about the participation of CSOs in activities to improve the living conditions of the community or informing people about their rights. CSOs undertake various public education activities such as providing information about government welfare schemes, promoting education, and running awareness programmes on rights and health issues.

An assessment of the involvement of CSOs in such activities offers a similar picture. Nearly 92 percent of the respondents in the RSCs said that CSOs had been moderately active and very active in undertaking public information or public education activities. Only 8 percent of the respondents believed that CSOs were not active at all in this regard. The corresponding figure for CSOs being successful in undertaking such activities is, however, dismal. A majority of 76 percent said that CSOs were not very successful in undertaking such activities. CSOs hardly ever use the media as a means of communicating with the public. Only a few CSOs such as Bharat Gyan Vigyan Samiti, CYSD, and Sikshya Sandhan specialise in developing information, education and communication material to educate the common person about issues related to health, sanitation, adult/girl-child education, and disaster preparedness. The survey results do not indicate an adequate level of dissemination of information by CSOs in Orissa. This also points to a grey area in the impact of such activities undertaken by civil society.

Building capacity for collective action

A large number of CSOs work on issues like poverty alleviation and building the capacity of local communities in Orissa. However, 62 percent of the respondents in the RSCs believed that CSOs were active in this regard only to a limited extent. The corresponding success rate of CSOs in local capacity-building is modest. Nearly 73 percent of the respondents said that CSOs were 'quite successful' with such issues (see Figure 5 in Appendix 6). Low community participation in such activities points to a lower level of impact of such activities. Our media scrutiny showed a lack of effort by civil society in mobilising local resources and facilitating collective efforts to solve common problems.

Many activities in Orissa that focus on local capacity-building or empowering the marginalised have concentrated on organising training/capacity-building programmes on livelihoods. Other activities by CSOs include programmes on leadership, awareness programmes on rights and entitlements, capacity-building of people's representatives, and training on forest and environment management.

Our media analysis shows other areas where CSOs have been involved in empowering the marginalised, such as conducting training programmes on agriculture, apiculture, or other vocations. However, examples of such efforts translating into concrete action by the people in order to improve their lives are few and far between.

Empowering marginalised people

CSOs in Orissa, particularly NGOs, undertake a number of activities to empower marginalised sections of society, such as adivasis and people living below the poverty line. More than one-third of the CSS respondents said that CSOs organise activities that are directed towards empowerment of the poor and marginalised. Various CSOs offer skills training in agriculture, apiculture, and other vocational subjects. This is evident from media coverage of such work. Funding organisations like DFID, IFAD and WFP, along with the state government, provide support to the tribal people of 10 blocks of four districts, namely Gajapati, Kalahandi, Koraput and Kandhamal, under the Orissa Tribal Empowerment and Livelihoods Programme (OTELP).

However, the fact that more than half the people were unaware of these activities indicates civil society's inability or limitations to reach out to people. A low degree of participation (23 percent) by the targeted people in these activities signals the need for greater efforts.

Empowering women

Civil society's participation in issues related to women's empowerment was not visible in most parts of Orissa. Barring a few articles, the media did not provide a clear picture of civil society's involvement in this issue. The community survey suggests that 19 percent of CSOs do work on issues related to women. However, community participation in related events is low at 23 percent. The major activities carried out by civil society organisations revolve around micro-credit and enterprise; in short, the setting up of women's Self-Help Groups (SHGs).

The state government adopted this as a model for the empowerment of women, which led to the pioneering Mission Shakti programme. According to government statistics, between April 2001 and February 2005, 149,233 women's SHGs have been formed with a membership of over 18,78,985 (18). There are also instances of women in Orissa organising around various social issues such as a campaign against the liquor trade. Consequently, NAG members considered the contribution of CSOs in empowering women to be above average.

Building social capital

Traditional family values have predominated in Orissa, along with a culture that apparently values emotional bonds, mutual inclusiveness, trust, and reciprocity. However, our community survey showed that social capital, which reflects the above-mentioned factors, is significant for only 36 percent of the respondents. This suggests that for a small number of people there is no difference between members and non-members of CSOs when it comes to interpersonal relationships and trust. In other words, CSOs in Orissa have largely failed to build viable social capital.

Supporting livelihoods

CSOs in Orissa promote livelihoods within communities by focusing on generating awareness and disseminating information on various government and NGO-run programmes. They also organise programmes to promote income-generating opportunities for the poor. A number of government schemes aimed at poverty alleviation and livelihood-promotion are implemented either through NGOs or NGOs in partnership with the government. SHGs, through which the government has been trying to empower women, have become a major source of livelihood. NGOs have taken the lead in setting up SHGs. Other CSOs like trade unions, farmers' unions, and professional associations like weavers' groups, also support activities related to the livelihood of the poor, women, and other specific groups.

Nearly 38 percent of people in the CSS said that CSOs did initiate various income-generating programmes to support the livelihoods of people in Orissa. Our media analysis shows that research institutes train farmers in certain skills. For instance, the CSO Kandhamal Apex Spices Association for Marketing is involved in the economic enhancement of turmeric producers. But the fact that only 23 percent of people participate in such programmes needs to be looked into by CSOs in the state.

Meeting societal needs

This sub-dimension examines the extent to which civil

society is active and successful in meeting societal needs, especially the needs of the poor and other marginalised groups in Orissa. Table 6.5 summarises the respective indicator scores.

Table 6.5. Indicators assessing the meeting of societal needs

Ref #	Indicators	Score
1	Lobbying for State service provision	1
2	Directly meeting societal needs	2
3	Meeting the needs of marginalised groups	2

Lobbying for State service provision

Nearly 77 percent of the respondents in the RSCs said that CSOs lobbied the government to provide efficient public services. Most of the time they lobbied for provisions under various government schemes/facilities. However, a mere 0.71 percent of the respondents considered these lobbying activities as very successful, whereas only 11 percent felt they were successful.

Directly meeting societal needs

The role of CSOs and civil society in directly meeting pressing societal needs has been good. Twenty-nine per cent of the respondents in the RSCs perceived the role of CSOs to be significant and 35 percent perceived it as moderate (see Figure 6 in Appendix 6).

Meeting the needs of marginalised groups

People in Orissa believe that voluntary organisations (VOs) provide better services to the marginalised as compared to State agencies. While 55 percent of people in the CSS were in favour of better services by VOs, 35 percent were in favour of better services by State agencies. Almost 42 percent believed that CSOs/VOs had been more helpful to their causes, compared to 32 percent who thought State agencies had been more helpful.

Conclusion

With radical changes in the social values and economic arrangements all over the world, the State's capacity to intervene in public affairs, growth, and development has reached a limit. On the other hand, civil society activities are bringing about changes in public policy, building social and political agenda, promoting good governance practices, and developing society.

But civil society's efforts to influence public policy, governance and corporate accountability are limited in Orissa in terms of frequency, impact, and visibility. For example, civil society has not been successful in influencing public policy on human rights, education, and the state's budget process. It has been even less successful in its role as a watchdog of State and corporate behaviour.

On the positive side, civil society's involvement in informing and educating citizens, empowering women, providing essential services, and supporting the livelihood needs of the poor, is widely recognised. Its activism has enabled people to be more aware, assertive, and articulate while participating in policy decisions and debates.

This has the potential to trigger a virtuous cycle of development. Autonomy in making decisions, freedom of expression and association, expansion of social and economic opportunities, and access to information and resources reinforce each other positively. Voluntarism is the oil that keeps this virtuous cycle moving.

7 The way forward

We assessed civil society in Orissa through 74 indicators. The study's results, obtained through an elaborate research process, were presented before the National Advisory Group (NAG) during a scoring exercise from December 29-30, 2005, and to a wider base of participants during a national workshop on May 20, 2006. In certain areas, civil society scored high, in other areas its performance was average, and in some it was extremely poor.

The 30-odd NAG members deliberated upon the results of the study in a day-long CSI scoring exercise. They examined each indicator on the basis of the results and scored it on a scale of 0 to 3. An indicator with a score of 1 or less was considered weak, while an indicator with a score of more than 1 was considered strong. In the process, the results and insights were refined and NAG members pointed out critical aspects of certain indicators. On most factors there was a clear consensus, but in a few cases a common understanding was arrived at only after a great deal of discussion.

From this rigorous analysis emerged some of these characteristics of civil society, its strengths and its weaknesses:

Strengths of civil society in Orissa

- Charitable giving and volunteering are widely prevalent in civil society in Orissa. Nearly 80 percent of the people give in charity and voluntarism is common to most people in Orissa. The voluntarism however is of a personal nature (helping neighbours and relatives, for example) and is not always converted into collective social action.

- Civil society in Orissa is very tolerant. People from different races, religions, castes, and creeds live cordially. Only a few sporadic incidents occur that are usually the result of caste or religious conflict.

- Civil society in Orissa practises non-violence; recent instances of violence by extremist forces like the Naxalites are a new trend.

- The external environment in which civil society operates is quite enabling for political rights and civil liberty. A high degree of press freedom is a positive sign. However, inadequate and ineffective coverage of critical civil society issues in the media is a cause for concern.

- Civil society in Orissa has been fairly deeply involved in activities like informing and educating citizens, creating an enabling environment, building capacity for collective action, empowering marginalised people, building social capital, and supporting the livelihoods of the poor.

- Civil society in Orissa is also engaged in sustained efforts to protect the environment. Environment-related activism and protests against the setting up of mineral-based industries are on the rise. Over the years, civil society in Orissa has focused on issues relating to protection of natural resources like lakes, mountains, and mineral deposits. This emphasis in recent times has been linked to another crucial issue — the displacement of people due to development projects. Civil society's sustained work has forced the state government to change its resettlement and rehabilitation policy and to think twice before setting up mineral-based industries in Orissa.

- Important CSOs in the state realise that they need to be publicly accountable for their actions as well as for their expenditure. There is a greater awareness of the need to develop a code of conduct for self-regulation.

Weaknesses of civil society in Orissa

- A lack of sustained effort to address common issues of social concern. Voluntary collective action and non-partisan political work by civil society has been limited.

- Upper class/elite groups dominate CSOs in Orissa, both as members and as leaders. Women are severely under-represented, as are rural populations, ethnic/linguistic minorities, religious minorities, and the poor. In CSOs like trade unions less than 5 percent of the members are women.

- Inadequate networking and the ineffectiveness of networks are stumbling blocks in collective efforts towards development. So are a lack of communication and insufficient resources. Networking and linkages between CSOs in Orissa and those at the international and national levels also need attention.

- CSOs in Orissa suffer from a lack of resources: financial, technological, and infrastructural.

- Disabling factors in the external environment include corruption at various levels, poor socio-economic conditions in the state, and the low level of trust among people in society.

- The process of dialogue between civil society in Orissa and the State is neither frequent nor smooth. The State is often apathetic about dialogue and discussion.

- The relationship between civil society and the private sector is hardly ever debated in Orissa. It is disheartening to note that the private sector is not very supportive of civil society. The level of corporate social responsibility in the state is also not significant.

- CSOs like professional associations, trade unions, and NGOs in Orissa generally observe democratic practices within the organisation. However, these are limited to the election of leaders and are rarely evident in more important areas such as protection of workers' rights and equal treatment for all workers.

- CSOs do not easily fit into classical models of governance and accountability. Persistent issues related to transparency and accountability of CSOs need to be resolved. Some discussion about this is going on within civil society, but so far there is no system to ensure self-regulation. Nor are any efforts being made in this direction. Civil society's image has taken a beating on this account.

- Gender-inequitable practices, both at the social and institutional level, are another area of 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 satisfactory.

- Civil society in Orissa is active only to a limited extent in influencing public policy. As a result, it has little visible impact in this regard. It also has a limited role in influencing the national and state budgeting process.

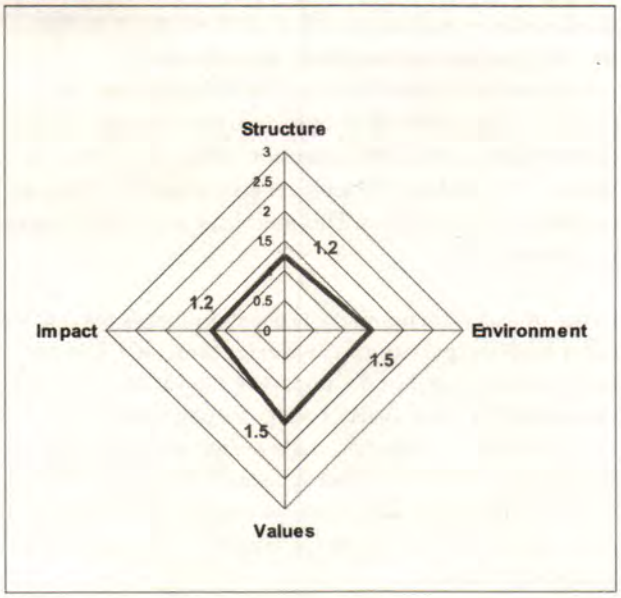
- A majority of CSOs do not have an organisational base for accountability, an information-sharing mechanism, uniform standards and code of ethics, self, peer and external assessment systems, and certification and accreditation by independent agencies.

Conclusions

The conclusions draw together the main results of the CSI project in Orissa, and can be summarised in a civil society diamond for Orissa. See Figure 7.1.

The diamond represents the state of civil society in Orissa during 2004–2005. The assessment is made on the basis of the values of each of the four dimensions on a four-point scale (0–3) in a quadrant. The farther a dimension is from

Figure 7.1: Civil society diamond for Orissa



the origin, the higher the degree of vibrancy of civil society with respect to that particular dimension, and vice-versa. Dimensional values in this figure represent a moderately active civil society in Orissa. All the values range between 1 and 2, indicating that civil society in the state is neither very active nor very inactive, and, in terms of impact, neither too strong nor too weak.

The structure and impact dimensions of civil society in Orissa are the weakest, while values and external environment, with a score of 1.5 each, are the strongest dimensions. A relatively low value for the structure dimension mirrors an inequitable civil society with respect to participation and the resource base of various civil society actors. In terms of indicators like participation or leadership, representation is skewed in favour of the upper class or elites over any other group. The civil society space does not have a high level of resources.

A relatively high score for the values dimension reflects a civil society that is generally balanced in terms of certain intrinsic principles. Civil society in Orissa displays a high level of performance with respect to some sub-dimensions within this dimension. For example, its non-violence and work for environmental sustainability score 2, reflecting a peaceful society that is concerned about sustainable development. However, a low score on other sub-dimensions like gender equity and transparency balances the high score to an average overall performance.

A score of 1.5 for the external environment dimension indicates a moderate legal, political, and economic

environment in which civil society operates in Orissa. The score stands for a situation where civil society is neither heavily repressed by, nor greatly benefits from, 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 the other indicators reflect either a disabling or indifferent state of affairs. This pulls back the average score to a modest score.

In the impact dimension, civil society in Orissa has not met people's expectations. An average score of 1.2 stands for a mediocre level of the impact of the various activities undertaken by civil society. Except for some indicators like supporting livelihoods, empowering the marginalised and women, for all the other indicators the impact of civil society is not very visible. This has resulted in an average performance by civil society in bringing about changes in policy or practice.

Two important factors need to be noted about civil society in Orissa. One, the degree of variation among the various dimensions is marginal. This reflects a civil society consistent with many of its attributes. Structural imbalances and a rather less-than-enabling external environment often result in a low level of impact. This may be due to the fact that many issues taken up by civil society, which is generally dominated by the upper class/elite, do not address common concerns, particularly of marginalised groups. This factor, coupled with indifferent state machinery, nullifies the impact of various activities undertaken by civil society. Two, civil society initiatives have in no instance reflected a very high level of vibrancy with respect to any indicator. These suggest that Orissa is a long way from the ideal score of 3.

Recommendations

Participants at the national workshop on May 20, 2006, deliberated on the future course of action in the context of the results of the CSI study. Most participants felt that the CSI had immense potential to build momentum for new initiatives to strengthen civil society in Orissa. They observed that discussions about the present status of civil society, instead of being restricted to NGOs, should also include CSO forums like trade unions, tribal groups, professional associations, etc, across Orissa.

A mechanism needs to be set up for an interface among CSOs. This would help develop a common understanding of critical issues. An action plan for collective work by CSOs is required; this would only be possible through collective leadership and shared responsibility. Future strategies must be designed in such a way as to recognise and respect differences, diversity, and pluralism in the civil society arena. Various actors should draw on each other's strengths and learn from weaknesses while working together. The action plan must:

- Engage CSOs in positive and constructive action, for which this study provides a basis.

- Develop a common framework for dialogue with the State and business organisations.

- Facilitate better networking among like-minded organisations.

- Reflect on and undertake efforts to improve transparency within CSOs in order to target issues of greater social relevance.

- Emphasise corporate social responsibility and corporate philanthropy in the context of massive industrialisation in the state.

- Use PILs, RTI, and social audits as powerful tools, as well as analyse their usefulness in addressing people's concerns.

- Analyse the trends of all PILs filed in the last six months in order to maximise the use of these tools.

Over the decades, civil society in Orissa has proved its potential as an agent for social change. In the social sector its ideas, approaches, and innovations have led to a paradigm shift in thinking about development. But we must understand that civil society is not an undifferentiated, non-competitive mass of do-gooders. It is a complex, heterogeneous, and variegated structure with conflicting interests. Many of its actors compete with one another for resources, donor support, projects and patronage, and publicity and recognition. This often leads to intra-civil society tensions. There is a need for internal debate, dialogue, and clarity about values to resolve such issues. There is also a need for coordinated effort by various civil society actors to effect substantive social change. We hope this study serves to suggest a future course of action for meeting some of these challenges.

This study needs to be shared widely with civil society actors to facilitate widespread debate on ways to formulate strategies for a more forceful and coordinated effort in rebuilding a powerful people's collective for development action. The study should also point to new areas for capacity-building and networking to carry forward such initiatives. This will go a long way in building a strong and active civil society in the state.

Civil society in Orissa has fought, lost, and won many social battles and has to fight many more in the years to come for a just and equitable society. The world has more democracy and civilian rule today than ever before because of an active and growing civil society. To sustain and expand these gains, more coordinated, concerted, and conscious efforts will be needed. The CSI mapping exercise is not an end in itself. It is an exercise that should initiate a series of activities to ultimately strengthen the efforts of civil society and contribute to the formation of a vibrant civil society in Orissa.

Appendix 1

List of 54 countries participating in the CSI implementation phase, 2003-2006

Argentina	Greece	Poland
Armenia	Ghana	Palestine
Azerbaijan	Guatemala	Romania
Bolivia	Honduras	Russia
Bulgaria	Hong Kong	Scotland
Burkina Faso	(VR China)	Serbia
Chile	Indonesia	Sierra Leone
China	Italy	Slovenia
Costa Rica	Jamaica	South Korea
Croatia	Lebanon	Taiwan
Cyprus	Macedonia	Togo
Czech Republic	Mauritius	Turkey
East Timor	Mongolia	Uganda
Ecuador	Montenegro	Ukraine
Egypt	Nepal	Uruguay
Fiji	Netherlands	Vietnam
Gambia	Nigeria	Wales
Georgia	Northern Ireland	
Germany	Orissa (India)	

Note: This list encompasses independent countries as well as other territories in which the CSI has been conducted, as of August 2006. The CSI assessment was carried out in parallel in northern and southern parts of Cyprus due to the de facto division of the island. However, the CSI results were published in a single report as a symbolic gesture for a unified Cyprus

Appendix 2

List of Regional Stakeholder Consultations (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	Oct 28, 2004	CYSD, Bhubaneswar	Khurda, Puri, Cuttack, Jagatsinghpur, Jajpur	27	27	12	-	12
2	Pantha Nivas, Sambalpur	Nov 11, 2004	BISWA, Sambalpur	Sambalpur, Jharsuguda, Bargarh, Deogarh, Sundargarh	29	27	16	04	20
3	NIPDIT, Phulbani	Jan 19, 2005	NIPDIT, Phulbani	Kandhamal, Boudh, Nayagarh	35	28	14	02	16
4	Hotel Maruti, Rayagada	March 10, 2005	Ankuran, Rayagada	Koraput, Malkangiri, Nabarangapur, Rayagada, Ganjam, Gajapati	34	27	15	-	15
5	DRDA Hall, Bolangir	April 13, 2005	VISWAS, Nuapada, and The Humanity, Bolangir	Bolangir, Sonepur, Kalahandi, Nuapada	36	36	12	04	16
6	Gujarati Samaj, Keonjhar	May 13, 2005	IDA, Keonjhar, and DRC, Keonjhar	Keonjhar, Mayurbhanj, Balasore, Bhadrak	35	31	13	02	15

Appendix 3

Figures and table illustrating the 'structure' dimension

Table 1. Foreign funding — top recipient districts of India (not a single district of Orissa figures in the list)

District	Number of reporting associations	State	Amount (Rs '000)
Bangalore	696	Karnataka	3991388
Chennai (Madras)	616	Tamil Nadu	3845287
Mumbai	637	Maharashtra	2996317
Ananthapur	110	Andhra Pradesh	2091585
Kolkata	420	West Bengal	1798589
Hyderabad/Secunderabad	329	Andhra Pradesh	1355817
Pathanamthitta (Quilon)	133	Kerala	1143634
Pune	234	Maharashtra	931998
Ahmedabad	194	Gujarat	855969
Ernakulam	308	Kerala	836156
Madurai	319	Tamil Nadu	800761
Krishna	141	Andhra Pradesh	745649
Kangra/Dharamshala	33	Himachal Pradesh	689798
Kottayam	206	Kerala	529497
Thiruvananthapuram	163	Kerala	507405
Tiruchirapalli	239	Tamil Nadu	482699
24 Parganas (S&N)	382	West Bengal	423239
North Arcot (Vellore)	138	Tamil Nadu	392416
Tirunelveli (Kattabomman)	182	Tamil Nadu	388185
Dehra Dun	81	Uttaranchal	379531
Guntur	184	Andhra Pradesh	374490
Mysore	120	Karnataka	371326
Chengalpattu/MGR/ Kancheepuram	185	Tamil Nadu	36354
Coimbatore	147	Tamil Nadu	314556
Visakhapatnam	93	Andhra Pradesh	311783

Source: http://mha.nic.in/forn_div-salient0304.pdf

Figure 1: People's participation in non-partisan political action

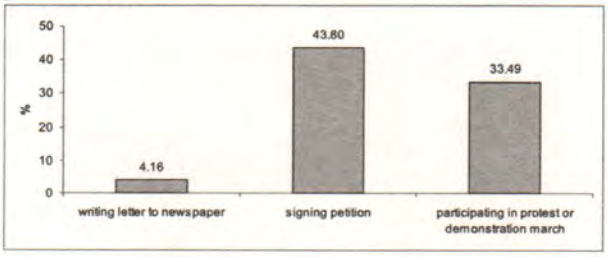


Figure 2: Intensity of writing letters to newspapers

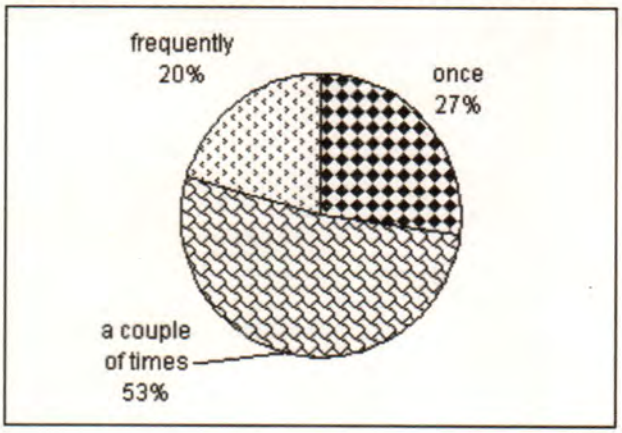


Figure 3: Intensity of signing petitions

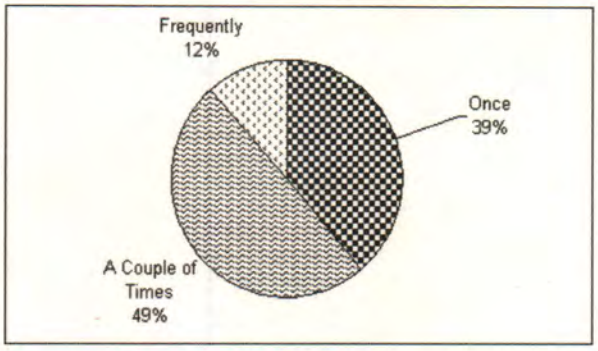


Figure 4: Intensity of participation in a protest march or demonstration

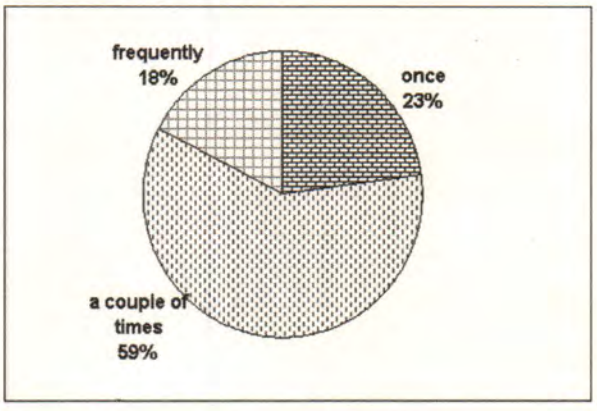


Figure 5: Time spent on volunteering

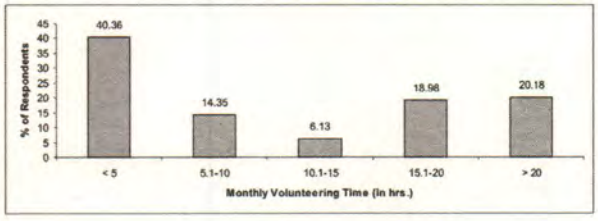


Figure 6: Representation of various social groups in CSO membership

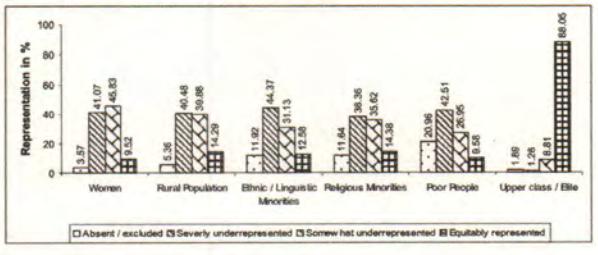


Figure 7: Representation of various social groups in CSO leadership

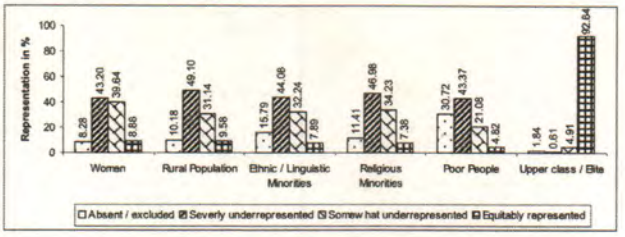


Figure 8: Distribution of CSOs in Orissa

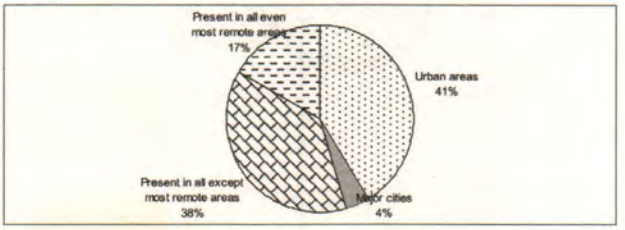


Figure 9: Effectiveness of networks/alliances/ umbrella bodies

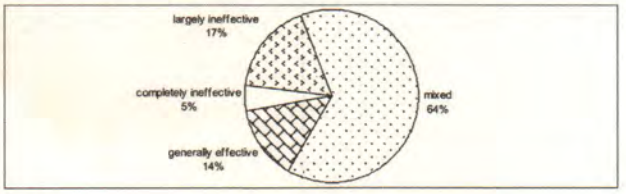


Figure 10: Communication among CSOs

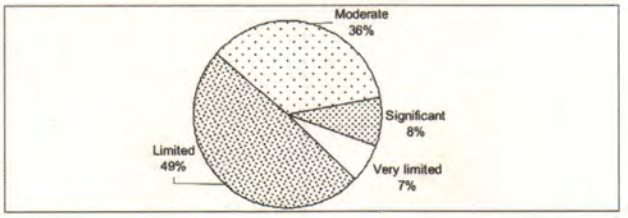


Figure 11: Alliances or networks on issues of common concern

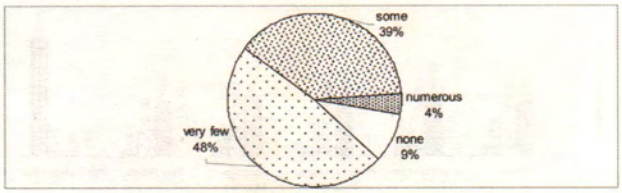
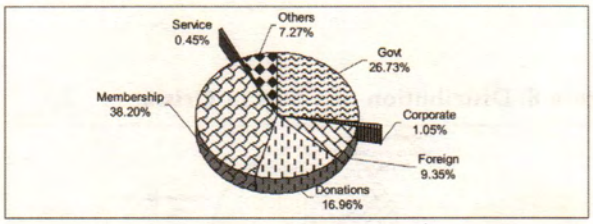


Figure 12: Sources of financial resources



Appendix 4

Tables and figures illustrating the 'environment' dimension

Table 1. Factsheet on the judicial system in Orissa			
Number of judges in district/subordinate courts (as on December 1, 2004)	Sanctioned posts: 481	Filled posts: 405	Vacant posts: 76
Pendency of cases in subordinate courts (as on December 31, 2004)	Civil cases: 155281	Criminal cases: 702122	Total pendency: 857403
Strength and vacancies in the high court (as on April 13, 2005)	Sanctioned strength: 20	Working strength: 14	Vacancies: 06
Number of judges in the high court (statement in the Rajya Sabha, July 19, 2004)	Proposed increase: 11	Vacancies: 10	Proposals received: -
Status of Fast Track Courts (FTCs) (statement in the Rajya Sabha on August 16, 2004)	FTCs earmarked: 72	FTCs functional: 32	Cases disposed of by FTCs: 18795
Source: Citizens Report on Governance & Development 2006, *National Social Watch Coalition*			

Table 2. Estimated number of households that paid bribes in Orissa to access public services	
Department	**Number of households that paid bribes**
Judiciary (lower)	9,42,720
Hospital	9,32,128
Land administration	7,94,427
Police	7,41,466
Electricity	6,03,765
Municipal services	3,28,363
Education (upto Class 12)	2,22,440
Public distribution system	1,69,478
Water	1,05,924
Income tax	95,331
Rural financial institutions	74,147
Source: India Corruption Study 2005, *Transparency International India*	

Table 3. Registration procedure for CSOs		
Process of registration	**Yes (%)**	**No (%)**
Quick	21	79
Simple	26	74
Inexpensive	52	48
Follows legal provisions	75	25
Consistent	67	33

Figure 1: Tolerance in civil society

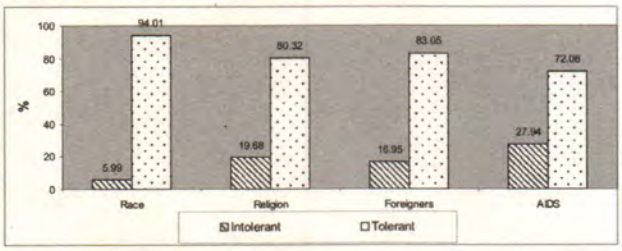


Figure 2: State interference in civil society activities

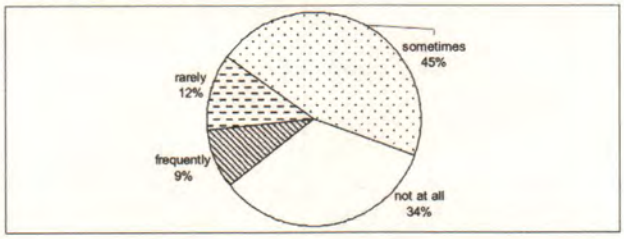


Figure 3: Dialogue between the government and civil society

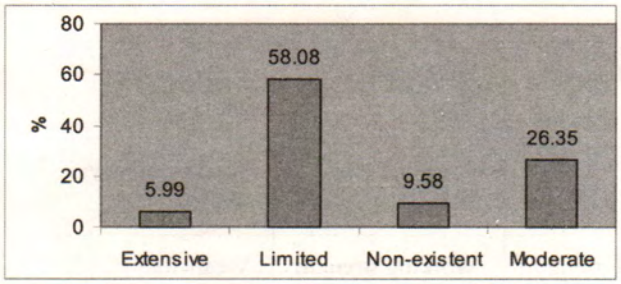
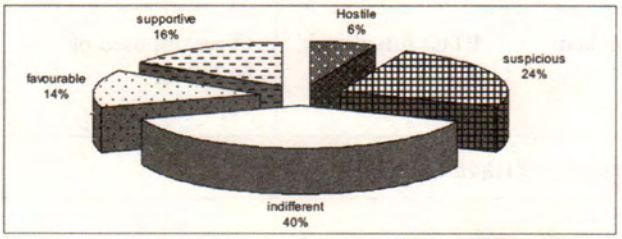


Figure 4: Private sector's attitude towards civil society



Appendix 5

Figures illustrating the 'values' dimension

Figure 1: Influence of members in decision-making

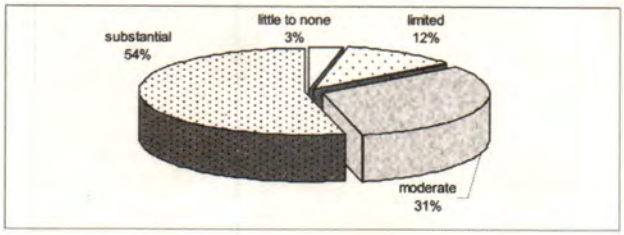


Figure 2: Selection procedure for leaders

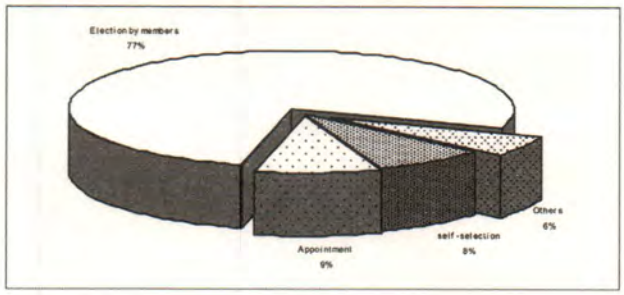


Figure 3: Number of examples of public campaigns and action by civil society to promote democracy

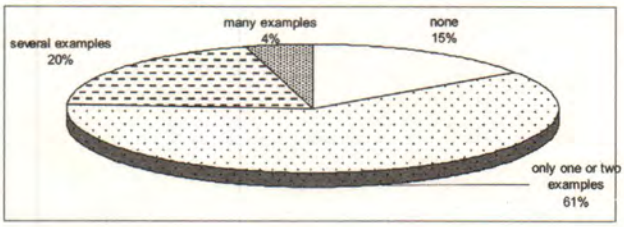


Figure 4: Current role of civil society in the promotion of democracy

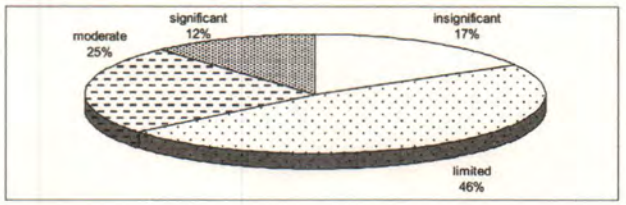


Figure 5: Corruption within civil society

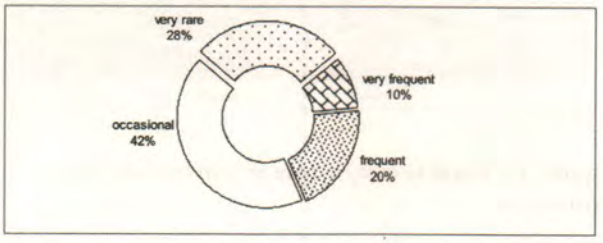


Figure 6: Civil society's role in promoting government and corporate transparency (2005)

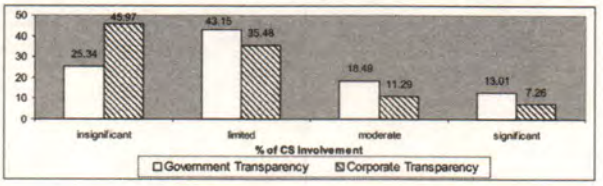


Figure 7: Significance of racist, discriminatory, or intolerant forces

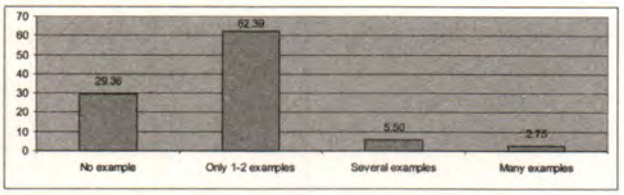


Figure 8: Current role of civil society in promoting tolerance

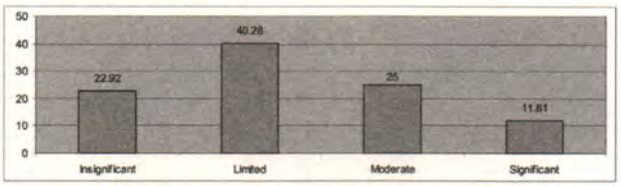


Figure 9: Current role of civil society in promoting gender equality

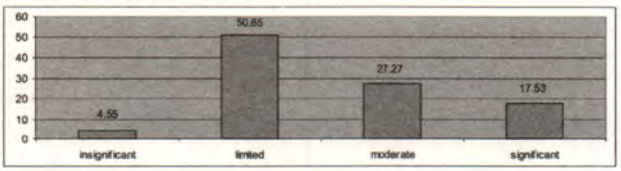


Figure 10: Role of civil society in poverty eradication

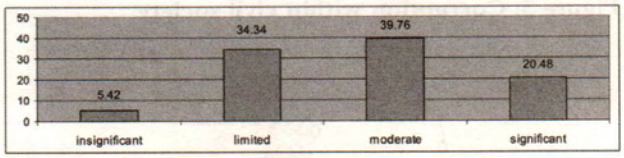
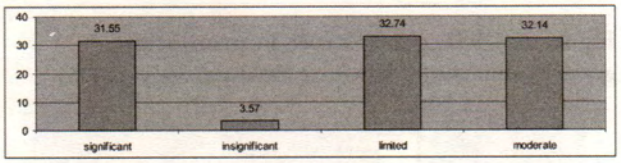


Figure 11: Civil society's role in environmental protection



Appendix 6

Figures illustrating the 'impact' dimension

Figure 1: Civil society actively influencing public policy

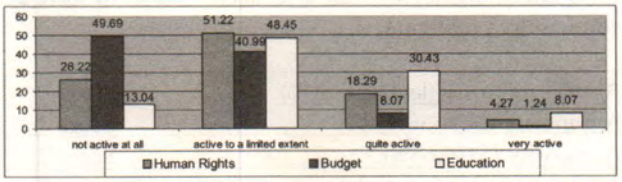


Figure 2: Civil society successfully influencing public policy

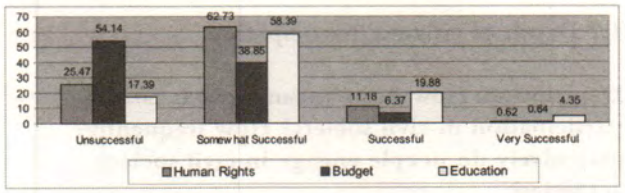


Figure 3: Activity level of civil society in holding the State and private corporations accountable

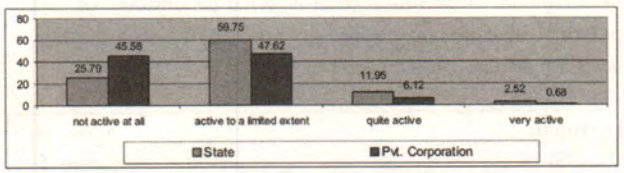


Figure 4: Success of civil society in holding the State and private corporations accountable

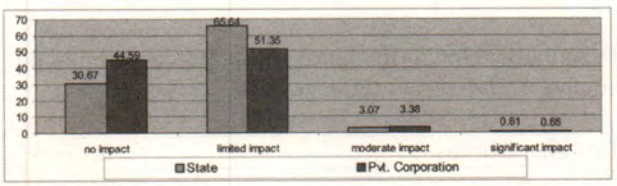


Figure 5: Success of civil society in local capacity-building

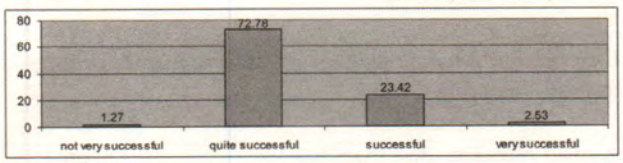
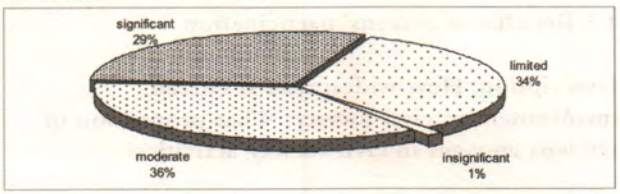


Figure 6: Civil society directly meeting societal needs



Appendix 7

The CSI scoring matrix

1. STRUCTURE

1.1 Breadth of citizens' participation

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

1.1.1 Non-partisan political action

Description: What percentage of people has undertaken any form of non-partisan political action (for example, written a letter to a newspaper, signed a petition, attended a demonstration)?

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

1.1.2 Charitable giving

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

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

1.1.3 CSO membership

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

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

1.1.4 Volunteering

Description: What percentage of people regularly undertakes volunteer work (at least once a year)?

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

1.1.5 Collective community action

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

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

1.2 Depth of citizens' participation

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

1. 2.1 Charitable giving

Description: How much (that is, what percentage of personal income) do people give to charity on a regular basis, or donate on average per year?

Less than 1%	Score 0
1%-2%	Score 1
2.1%-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
2-5 hours	Score 1
5.1-8 hours	Score 2
More than 8 hours	Score 3

1.2.3 CSO membership

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

A small minority (less than 30%)	Score 0
A minority (30%-50%)	Score 1
A majority (51%-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 equally 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 (for example, women, people in villages, 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 (for example, women, people in villages, 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 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 belongs to a federation or umbrella body of related organisations?

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

1.4.2 Effectiveness of CSO umbrella bodies

Description: How effective, according to CSO stakeholders, are existing federations or umbrella bodies 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: Do CSOs make efforts to self-regulate? How effective and enforceable are existing self-regulatory mechanisms? What percentage of CSOs abides 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 undertaken to self-regulate, but only a small minority of CSOs are involved and the 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, the 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 has international linkages (for example, they are members of international networks or 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 for civil society actors to 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 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 a serious human resource problem	Score 0
On average, CSOs have inadequate human resources to achieve their goals	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 have 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. ENVIRONMENT (for most of the indicators, secondary data is available for a broad range of countries. For each indicator, the scores indicate how to translate the original secondary data into the four-point scale of the CSI scoring matrix)

2.1 Political context

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

2.1.1 Political rights

Description: How strong are the restrictions on citizens' political rights (for example, 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 the political process	Score 0
There are some restrictions on the political rights of citizens and their participation in the political process	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 the political process	Score 2
People have the full freedom and choice to exercise their political rights and meaningfully participate in the political process	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

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?

State bureaucracy has collapsed or is entirely ineffective (for example, due to political, economic or social crises)	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 interest	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

The tax system impedes CSOs. No tax exemption or preference of any kind is available for CSOs	Score 0
The tax system is a burden on CSOs. Tax exemptions or preferences are available only for a narrow range of CSOs (for example, humanitarian organisations) or for limited sources of income (for example, grants or donations)	Score 1
The tax system contains some incentives favouring CSOs. Only a narrow range of CSOs are excluded from tax exemptions, preferences and/or exemptions, or preferences are available for some taxes and some activities	Score 2
The tax system provides favourable treatment of CSOs. Exemptions or preferences are available for 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 independent of the State? To what extent are CSOs free to operate without excessive government interference? Is government overview 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 overseeing linked to clear and legitimate public interest	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 do 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 receive State resources	Score 1
A moderate range of CSOs receive State resources	Score 2
The State channels significant resources to a large range of CSOs	Score 3

2.7 Private sector-civil society relationship

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

2.7.1 Private sector attitudes

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. 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 philanthropy (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)

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 receive funding from the private sector	Score 1
A moderate range of CSOs receive 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 practise and promote democracy?

3.1.1 Democratic practices within CSOs

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

A large majority (more than 75%) of CSOs do not practise internal democracy (for example, members have little/no control over decision-making; CSOs are characterised by patronage, nepotism)	Score 0
A majority of CSOs (more than 50%) do not practise internal democracy (for example, members have little/no control over decision-making; CSOs are characterised by patronage, nepotism)	Score 1
A majority of CSOs (more than 50%) practise internal democracy (for example, members have significant control over decision-making; leaders are selected through democratic elections)	Score 2
A large majority of CSOs (more than 75%) practise internal democracy (for example, 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 given 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, is 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

3.2 Transparency

Description: To what extent do civil society actors practise 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? How many CSOs (in terms of percentage) 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 given 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, is 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 practise 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 all 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 given 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, is 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 practise 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 protests 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 conflict? Address issues of violence against women, child abuse, violence among youth, 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 given 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, is 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 equality

Description: To what extent do civil society actors practise and promote gender equality?

3.5.1 Gender equality 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 practise gender equity? What percentage of CSOs with paid employees has 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 inequality	Score 0
Only a few civil society activities in this area can be detected. Their visibility is low and these issues are not given 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, is 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 given 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, is 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 practise 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 given 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, is 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 the 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 (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 that provide analyses, inputs, and advocacy work on the overall budget)	Score 1
Civil society is active in the overall budgeting process, but the 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

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 the 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 the 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 the 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 crucial concerns of the population	Score 0
There are frequent examples of crucial social concerns that did not find a voice among the existing civil society actors	Score 1
There are isolated examples of crucial social concerns that did not find a voice among the existing civil society actors	Score 2
Civil society actors are very effective in taking up 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 the 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 the 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 the 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. giving 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 the 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 capital (to score on this indicator, we make use of the measure of trust [see sub-dimension socio-cultural norms in the environment dimension]: 1) Compute the three measures for two sub-groups of the population: (a) CSO members and (b) 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])

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 contributes moderately to building social capital in society	Score 2
Civil society contributes 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 the 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 the impact is limited	Score 2
Civil society plays an important role. Examples of significant success/impact can be detected	Score 3

4.5.2 Directly meeting pressing societal needs

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 the 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 the 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

Appendix 8

Corporate social responsibility study

Business organisations have an impact on society and the environment through their operations, products, or services, and through their interaction with key stakeholder groups including employees, customers/clients, suppliers, investors, and the local community. Conventional business models emphasise the economic aspects of organisational activity (for example, profitability and growth), while modern concepts of organisational behaviour equally stress social, ethical, and environmental impacts as exemplified by the notion of 'corporate social responsibility'. It would be fair to say that while many business organisations are yet 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 that benefit both the organisation and society as a whole.

Corporate Social Responsibility (CSR) has been a much-talked-about concept in recent times. Responsible business behaviour with respect to multiple stakeholders and a business strategy oriented along these lines are making serious inroads into corporate boardrooms.

A variety of terms are used to talk about corporate social responsibility: business ethics, corporate citizenship, corporate accountability, sustainability, etc. CSR is defined as achieving commercial success in a way that honours ethical values and respects peoples, communities, and the natural environment. CSR addresses the legal, ethical, commercial, and other expectations of society from businesses, and making decisions that fairly balance the claims of all key stakeholders. CSR is essentially about 'putting something back into the society' and 'doing something better where you live or operate'.

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 a 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 2,000 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 anti-corruption. The 10 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 first social accountability system in India, SA 8000, is a credible, comprehensive and efficient tool to guide retailers, brand companies, suppliers, and other organisations 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 the 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.

The survey

Research objectives

Table 1. List of surveyed industries

No	Name of company	Corporate office and address
1	Balasore Alloys Ltd	Balagopalpur, Balasore
2	Birla Tyres Ltd	Chanpur, Balasore
3	Ferro Alloys Corporation Ltd	D P Nagar, Randia, Bhadrak
4	Indian Metals and Ferro Alloys Ltd (IMFA)	IMFA Building, Bomikhal, Bhubaneswar
5	J K Paper Mills	J K Paper Ltd, PO/District Rayagada
6	Orissa Cement Ltd	AT/PO Rajgangpur, Sundargarh district
7	Orissa Polyfibres Ltd	AT Baulpur, PO Gadasila, Dhenkanal district
8	Paradeep Phosphates Ltd	P P L Office, Jawaharlal Nehru Marg, Bhubaneswar
9	Polar Pharma, Polar Latex (India) Ltd	AT/PO Balagopalpur, Balasore
10	Shakti Sugar (P) Ltd	AT/PO Haripur, Dhenkanal
11	SCAN Steel Ltd	HIG 4, G M Marg, Jayadev Vihar, Bhubaneswar
12	VISA Steel Ltd	VISA HOUSE, II, Ekarma Kanan, Nayapalli, Bhubaneswar

The industrial sector of any state must discharge its duties with a sense of responsibility. This sub-study was designed to assess the extent of such behaviour among organisations. More precisely, the study examined the status of CSR among big business houses in Orissa. Four indicators were selected to assess CSR in industry: a) Protecting human rights and the right to association; b) eliminating forced labour and child labour; c) contributing to community life, including the quality of the employees' work life; d) involvement in peripheral development. Each indicator was further assessed with the help of sub-indicators in each category, as detailed in Table 2.

Methodology

Sampling design

For the study, 12 large industrial units (Table 1) from the private sector were selected with the random sampling method, covering various types of industry in different parts of Orissa.

Questionnaire

The questionnaire was designed on the basis of various indicators and sub-indicators that were finalised after referring to the 10 principles of the UN Global Compact and SA 8000 standards. Respondents were expected to answer on a four-point scale according to the industry's type of involvement (see Table 2).

Data-collection

Data was collected from both primary and secondary sources. For secondary data, the annual reports of companies, other published material, newsletters, and organisations' websites were searched. Research publications in the field were reviewed to provide a theoretical understanding of the concept of CSR. Primary data was collected through a structured questionnaire that was administered to senior executives by investigators.

Research results

Table 2. What the research showed

No	Issues	1	2	3	4
1	Protection of human rights and right to association				
I	Support and respect the protection of internationally-proclaimed human rights	-	-	12 (100.0)	-
II	Making sure that there is no human rights abuse at the workplace	-	-	12 (100.0)	-
III	Upholding 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)	-	1 (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	Encouraging development and diffusion of environment-friendly technologies	-	-	11 (91.5)	1 (8.5)
4	Contribution to 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 service	-	-	12 (100.0)	-
XI	Helps the community through charitable donations, educational and cultural contributions	-	-	11 (91.5)	1 (8.5)
XII	Direct support to third-party social and sustainable development-related initiatives	-	-	08 (66.67)	4 (33.33)

Note: Figures in the parenthesis are in percentages. Type of involvement of the organisation has been assessed on the following four-point scale: 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 is implemented; 4 Not applicable

The four indicators selected for the survey address some of the most fundamental issues of social responsibility within business organisations. The first indicator examines the extent of promotion and protection of human rights in the workplace, including the rights of workers to unionise. The results show that all the organisations protect and respect human rights in the workplace. In the case of the third sub-indicator, all the organisations, except for one, recognise workers' rights to form associations and unions. However, the fact that one company does not make provision for this indicator, and says that it discourages unionism within the organisation, is cause for concern. With respect to the indicator 'elimination of forced labour and prohibition of child labour', all the organisations, except for two, make provision for this in their organisational policies; they also implement it within the organisation. However, two organisations did not consider this sensitive issue important. The third indicator 'promotion of environmental responsibility' elicited an encouraging response. All the surveyed organisations expressed concern over environmental issues, a factor made all the more important due to recent developments in the state in terms of upcoming industrial projects and their impact on the environment. The fact that most of the sample organisations are ISO 14000 organisations (the ISO 14000 environmental management standards exist to help organisations 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. Available at: http://en.wikipedia.org/wiki/ISO_14001) show their concern for the environment. In the case of the first two sub-indicators in this indicator, all the organisations considered themselves responsible organisations. For the third sub-indicator 'development and diffusion of environment-friendly technologies', only one of the companies said it did not have provision in its policies. The rest of the organisations do have policies and practices in this respect.

The fourth indicator 'contribution to community life' hints at the activities of the organisation in the field of peripheral development. All the surveyed organisations work towards the elimination of corruption in the workplace, and facilitate the contribution of employees' skills and time in community service. To the question of contributing to the community through charitable donations, educational, and cultural support, only one organisation did not have any interest in this area. The organisation clearly said that it is in the initial stages of its business operations and cannot think of supporting such activities. This holds true for many organisations in the state (and not covered in the survey) which believe that such activities can only be carried out when the organisation makes a profit. The general belief is that organisations have to sustain themselves and start reaping the benefits of investment before they can engage in any philanthropic or CSR-related activity. When organisations were asked about their involvement in 'supporting a third party in social and sustainable development initiatives', one-third of them admitted that such initiatives were not on their agendas. However, nearly two-thirds 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 to carry out peripheral development activities in the surrounding villages, on which it spends a substantial amount every year. IMPACT, a charitable trust created by IMFA, undertakes developmental activities in areas near the industry. A study on the involvement of organisations in various activities related to this sub-indicator suggests that they are involved in a wide spectrum of activities, some of which are discussed below.

Involvement of organisations in peripheral development activities

Drinking water

This is a priority area in the peripheral development activities of many companies. IMFA has initiated the Swajaladhara scheme to provide safe drinking water in rural areas adjacent to its plant. It has also built wells, tubewells, and drainage systems in the adjoining villages. FACOR has dug borewells in areas near its plant in Bhadrak district. Balasore Alloys and Birla Tyres provide safe drinking water to their residential colonies and adjoining areas. During summer these organisations make provision for drinking water through roadside stalls.

Agriculture and social forestry

This is another area of peripheral development that directly supports Orissa's farming community. Social forestry not only protects the environment, it also provides much-needed firewood and forest produce. Birla Tyres, Shakti Sugar, IMFA, Polar Latex, OCL and FACOR have all adopted forestation policies and contribute towards social forestry in peripheral localities.

Education

Many of the sample companies have contributed to renovating and furnishing local schools and colleges, particularly after the 1999 supercyclone. Birla Tyres and Balasore Alloys in Balasore, FACOR in Bhadrak and PPL in Paradeep have set up public schools either in their

respective localities or in the plant townships for the children of their employees and local people. Shakti Sugar has provided a school bus for its employees' children in Dhenkanal. It also sponsors various competitions and academic events for schoolchildren. SCAN Steel offers scholarships to children. In an effort to promote Oriya literature, IMFA has instituted the Sarala Award that recognises the contribution of writers, poets, and artists through annual events. The organisation has also built and maintained several school buildings in Rayagada district, where one of its plants is located. It distributes uniforms to schoolchildren in neighbouring areas, sponsors scholarships for higher education, and donates books and scientific equipment to schools and colleges. The company is also involved in activities related to adult literacy. All the large industries included in the sample have instituted scholarships and assistance schemes for the higher education of their employees' children.

Income and employment-generation

Most companies in the study sourced manpower, mostly in the lower grades, from local areas. Construction activities at plants have created employment opportunities. The establishment of these plants has also provided employment opportunities in ancillary or downstream industries, besides leading to development of the service sector in the plant townships.

Healthcare

Most of the sample units organise local health camps with free check-up facilities for their employees and local residents. IMFA regularly conducts health camps in the adjoining tribal areas, and sponsors dental and eye camps. The organisation holds seminars/workshops to spread health awareness. SCAN Steel has organised a few health camps and has helped improve sanitary conditions in the area. PPL organises regular health camps for its employees and the local population.

Sports

Many of the sample companies sponsor sports-related events at the national, regional, and state level. Organisations like FACOR recruit local sports persons in their organisations and have instituted awards for recognition of excellence in different sporting activities. FACOR also organises local sports meets. IMFA has instituted the Ekalabya Award for the promotion of sports activities in the state. It also distributes sports items to various sports clubs and organisations. SCAN Steel also sponsors a number of sports events in Orissa, while PPL organises annual sports meets in Paradeep to promote a healthy socio-cultural atmosphere in the township.

Infrastructure development

Following the 1999 supercyclone, a number of industrial houses helped Orissa rebuild its infrastructure by constructing and renovating cyclone shelters, schools, roads, libraries, toilets, etc, in the affected areas. TISCO, NALCO, Paradeep Port, etc, are frontrunners in this regard. Survey results indicate that most of the sample organisations have created their own internal infrastructure in terms of developed townships and have connected their plant sites to the main road. Some have connected adjoining areas with all-season roads and have made lighting arrangements. They have also funded rural road projects. Birla Tyres has constructed a road to the adjoining villages, besides putting up streetlights. IMFA has built roads at its mining and plant sites. It has also taken up rural electrification activities in those areas and set up community recreation centres like public parks in Bhubaneswar and other places. Apart from these, it has constructed village *mandaps,* community halls, and rest sheds for village bus stops in adjoining areas. FACOR has built roads, a community centre, and put up streetlights. It has also undertaken development work in the adjoining villages. SCAN Steel has constructed roads and provided facilities in the adjoining villages.

Environmental protection

Right from the time it set up its plant, Birla Tyres has integrated environment protection measures into its manufacturing activities. Its stack emission is always less than permissible limits. Dust collectors have been installed for all banburies, and an effluent treatment plant treats discharged water that is used for gardening and horticulture. The company carries out regular tests of air and water at its laboratory. IMFA has constructed a plant to monitor the weather status, while J K Paper has installed water treatment plants to purify waste water coming out of its plant. This was earlier allowed to flow into the Nagabali river.

Plantation

All the surveyed companies have planted trees around their respective plants to green the area and help protect the environment. J K Paper in Rayagada has taken up plantation in a big way to support its future requirements for wood and bamboo, besides making provisions for plantation activities all over the state. Birla Tyres prepared a layout for plantation even before construction activities began. Today, the company has over 50,000 trees on its premises; the factory is in the middle of a garden. Shakti

Sugar, in Dhenkanal, has planted shady trees along the highway. IMFA has planted fruit-bearing trees on its land.

Non-conventional sources of energy

Birla Tyres has installed a solar water heater system for its canteen in a move aimed at using non-conventional energy sources. Waste is segregated and non-biodegradable waste sent for recycling to the plant. The company is making an effort to create awareness among the local population about the need to conserve water.

Cultural programmes

All the sample organisations sponsor cultural programmes in their respective localities. For example the celebration of annual festivals like Diwali, Durga Puja, Holi, Raja festivals, etc. IMFA provides assistance for the maintenance and renovation of religious places in Orissa.

Contributions to disaster-affected communities

After the 1999 supercyclone in Orissa, many big industrial houses in the state provided significant assistance directly and through the Chief Minister's Relief Fund to help restore livelihoods in the affected areas. IMFA donated blankets and winter clothes to the rural poor in adjacent villages, SCAN Steel distributed rice and other necessities

Table 3. Peripheral development activities by industrial houses in Orissa

Name of company	Type of peripheral development activity
Balasore Alloys Ltd	Provision of drinking water, promoting education, infrastructure development
Birla Tyres	Provision of drinking water, agriculture and social forestry, promoting education, infrastructure development, environment protection, development of non-conventional sources of energy
Ferro Alloys Corporation Ltd	Provision of drinking water, agriculture and social forestry, promoting education, sponsoring sports events, infrastructure development
J K Paper Mills	Holding health camps, promoting education, infrastructure development, environment protection, plantation
IMFA	Provision of drinking water, agriculture and social forestry, promoting education, sponsorship and awards for the promotion of literature and sports, infrastructure development, environment protection, promotion of cultural events and charitable activities
OCL India Ltd	Agriculture and social forestry, infrastructure development
Orissa Polyfibres Ltd	N A
Paradeep Phosphates Ltd	Promoting education, sponsoring sports events, infrastructure development, environment protection
Polar Pharma (India) Ltd	Agriculture and social forestry, infrastructure development
SCAN Steel	Promoting education, sponsoring sports events, infrastructure development, charitable activities
Shakti Sugar Pvt Ltd	Agriculture and social forestry, promoting education, environment protection, promotion of cultural events
VISA Steel Ltd	N A

to villagers. Table 3 shows the various peripheral development activities undertaken by the 12 industries studied.

Content analysis of annual reports

In order to assess the status of CSR in the surveyed industries, the study attempted to analyse the contents of the annual reports of each organisation. Seven of the surveyed companies declined to share their annual reports, some on grounds that they did not publish annual reports. The rest shared the information with the investigators. Of the five organisations, only one has a social responsibility mission statement. The other three include reports on corporate governance in their annual reports. However, there is no separate expenditure head for CSR in the annual reports or balance sheets of these firms. One of the reasons for this, as cited by a firm, is that since the government does not offer any tax benefits for CSR expenses, companies show the expenditure under various other heads.

Conclusions

Most business organisations in Orissa interpret corporate social responsibility as a commitment or an obligation to society. Evidence suggests that organisations in Orissa view CSR predominantly as a social imperative, coupled with a few ethical and environmental considerations. They consider CSR as 'giving something back to the local community' by supporting local causes and initiatives through sponsorships, donations, and direct involvement in activities. Corporate philanthropy and peripheral development are considered a means to deliver such responsibilities. The research results show that social responsibility is regarded as an important business issue, particularly among large industries, irrespective of the sector or location. All the sample organisations demonstrated a positive commitment to socially responsible behaviour by engaging in a variety of socially responsible activities without any consideration about the benefits these actions may bring to the organisation. A lot of this activity occurs within the local community and includes donations to local causes and charities, support for local organisations and educational establishments, employee-focused forms of assistance, and steps to improve the organisation's environmental performance.

Appendix 9

Networks and federations in Orissa

Table 1. CSO networks in the state

No	Name of network	Number of partner organisations	Area of operation (districts)	Issues of action
1	Community for Reproductive Health Care (CRHC)	19 NGOs	12 districts: Rayagada, Nabarangapur, Puri, Khurda, Koraput, Kalahandi, Nuapada, Boudh, Angul, Mayurbhanj, Keonjhar and Bolangir	HIV/AIDS, RCH programme
2	Orissa Water Management Forum (OWMF)	22 NGOs	All over Orissa	Social mobilisation, land and water management, agriculture, social forestry, water and sanitation, lobbying and advocacy
3	National Alliance of Women's Organisations (NAWO), Orissa chapter	14 NGOs	13 districts	Gender, adolescent issues, livelihood, education/training
4	Orissa Traditional Fish Workers' Union (OTFWU)	4 organisations and 6 district-level fish workers' unions involving village-level committees and fishermen	6 coastal districts	Lobbying and advocacy, network-promotion
5	Orissa Voluntary Health Association (OVHA)	All grassroots organisations	All over Orissa	Health
6	Society for Eyecare and Voluntary Activities (SEVA)	12 members	2 districts — Kalahandi and Ganjam	NA
7	Association for Voluntary Action (AVA)	9 members	1 block in Nabarangapur and 2 blocks in Koraput district	Child development, MCH, birth registration, PRI
8	Kandhamal Drought Action Forum	5 grassroots-level NGOs	1 district — Kandhamal	RCH, sanitation/hygiene, watershed development, sustainable agriculture, farmers' rights
9	District Disaster Risk Management Committee	NA	Ganjam	Disaster management
10	District-Mass	NA	Ganjam	Health, nutrition, water and sanitation, education
11	Kalahandi Zilla Saksharata Samiti	NA	Kalahandi	Health, nutrition, water and sanitation, education
12	District Blindness Control Society	NA	Kalahandi	NA
13	Leprosy Eradication Cell, Kalahandi	NA	Kalahandi	NA

No	Name of network	Number of partner organisations	Area of operation (districts)	Issues of action
14	Joint Management Programme	NA	Malkangiri	NA
15	Malkangiri Development Facilitation Group	45 CSOs	Malkangiri	Health, nutrition, water and sanitation, education
16	South Orissa Resource Centre	9 CSOs	Malkangiri	NA
17	Common Action Network (CANN)	8 CSOs	Nabarangapur	Health, nutrition, water and sanitation, education
18	Puri District Disaster Mitigation Forum (PDDMF)	13 CSOs	Puri	Community-based disaster-preparedness among coastal people
19	Coastal Zone Disaster Mitigation Forum	8 CSOs	Puri	Disaster mitigation in coastal zones
20	Coastal Eco-Conservation Network (CECN)	17 CSOs	Puri	Conservation and promotion of coastal ecology
21	District Health Action Forum (DHAF)	22 NGOs	Rayagada	Health
22	District-Level Coordination Committee (DLCC)	4 NGOs	Rayagada	Disaster management
23	District Microfinance Resource Centre	5 NGOs	Rayagada	Microfinance
24	Jungle Mancha Parishad (JMP)	5 NGOs	Rayagada	Microfinance
25	Women's Empowerment Through Self-Help (WETSH)	12 CSOs	Nayagarh	Promotion of SHGs
26	Jungle Surakshya Mahasangha (JSM)	Village-level forest-protection committees	Nayagarh	Forest protection
27	Organisation for Disaster Management and Mitigation (ODMM)	108 CSOs	22 districts in Orissa excluding Koraput, Nabarangapur, Malkangiri, Jharsuguda, Baragarh, Mayurbhanj, Sonepur and Kalahandi	Relief and rehabilitation in the aftermath of natural disasters, capacity-building of CSOs, coordination and advocacy, insurance promotion
28	Action for Food Security-Orissa (AFFSO)	59 CSOs	All of Orissa	Household food security, NRM
29	FONIA	62 CSOs	18 districts	Primary education
30	Forum Against Child Exploitation (FACE)	250 CSOs	22 districts	Child labour, juvenile justice, sexual abuse of children
31	Campaign for Conservation of Chilka Lagoon (CCCL)	9 CSOs	3 districts: Puri, Khurda, Ganjam	Environmental issues related to Chilka lake

Source: Directory of Voluntary Organisations, PDC Network, 2004; *UAA, 2004; CENDERET, 2004*

Table 2. Federations in Orissa

No	Name of federation	Interest group	Partner organisations	Area of operation
1	Ganjam Zilla Mancha	Adivasis	NA	Ganjam district
2	Rushikulya Rayat Mahasabha	Farmers	NA	Ganjam district
3	Ganjam District Fisher Union	Fishermen	NA	Ganjam district
4	Block-level Farmers' Bodies	Farmers	NA	22 blocks in Ganjam district
5	Block-level Tribal Lok Sangathan	Adivasis	NA	13 tribal blocks in Ganjam
6	SWOSTI	Dalit women	Dalit women's organisations	Ganjam block
7	ANWESA	Dalit women	Dalit women's federation	Chatrapur block
8	Maa Durga Mahila Vikash Sangathan	Self-help groups	Self-help groups	Khurda district
9	Puri District Milk Union Limited (PDMUL)	Milk cooperatives	9,600 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's health groups	Mahila swasthya mandals, grassroots-level groups	Dhenkanal district

Source: Directory of Voluntary Organisations, PDC Network, 2004; *UAA, 2004; CENDERET, 2004*

NA: Not available

Appendix 10

Case studies

Case study 1

Struggle against the Lower Suktel dam

Period: 1997 till date

Core issue: The Lower Suktel Budi Anchal Sangram Parishad, a people's movement, has been opposing construction of a dam on the river Suktel in Bolangir district. The movement opposes the widespread displacement of people due to the dam's construction and other associated consequences like loss of livelihood, destruction of flora and fauna, and the government's inadequate resettlement and rehabilitation package.

Aims and objectives: • To oppose construction of the dam and stop displacement; • To provide alternative suggestions to the government for better irrigation facilities.

Results: No results so far. People are continuing their struggle.

Main event: In 1997 at a public hearing, the Bolangir district authority informed the local community about construction of a dam over the Lower Suktel river. The construction will submerge 26 villages — 16 fully and 10 partially. According to a 1997 government survey, the dam will displace 4,160 families, of which 29 percent belong to scheduled tribes, 14 percent to scheduled castes and the rest to other castes. Although around 8,000-9,000 people strongly opposed construction of the dam at the hearing, the government went ahead with its plan.

The subsequent discontent gave rise to the Lower Suktel Budi Anchal Sangram Parishad, as young men from the Gada Shankar Dunguripali Gram Panchayat became the movement's flag-bearers. A unique feature of this struggle is that it is not supported by any political party or influential group, although some civil society groups like ActionAid, Adhar, CLAP, and Agamee Orissa have expressed their solidarity.

Course of events: In 2001, when people in the area heard that the chief minister was laying the foundation stone *(shilanyaas)* at the construction site, a crowd of around 15,000 villagers gathered to oppose the project. Fearing a law and order situation, the *shilanyaas* was done five kilometres away from the proposed site. Even then, 64 demonstrators managed to break the police cordon and waved a black flag in front of the chief minister.

Subsequently, the villagers formed several village committees and with two or three members from each village committee set up the Lower Suktel Budi Anchal Sangram Parishad. It was decided that the Parishad would meet every month in order to strategise and carry forward negotiations with the government. Since then, it has given several memoranda to various authorities including district and state representatives, the chief minister, prime minister, the President and the National Human Rights Commission. In 2003, the state government entrusted a UNDP team to assess the project's feasibility. The team came back with unfavourable data about the proposed dam, which has served to further strengthen the movement. A recent incident of police repression and the arrest of girls and women from the villages enraged demonstrators who have decided to continue their struggle with help from various CSOs. ActionAid is promoting a group of local NGOs in Bolangir district that have formed a CSO, Lok Sangathan, which is lending support to this movement. Agami Orissa, another people's forum, is helping people stage demonstrations in the state capital, write a memorandum to the chief minister against state repression, and garner support for the cause from various quarters. Another CSO, the Committee for Legal Aid to Poor (CLAP), provides legal support to the cause.

Achievements so far: • The struggle has brought several grassroots leaders to the fore; • Determined opposition to construction of the dam has stopped the government from completing a survey and starting construction work; • Civil society actors from across the state have come together on a common platform to oppose construction of the dam.

Case study 2

Campaign for Survival and Dignity

Period: 1997 till date

Key characteristics: This is a local movement that sprang from a national movement. Over 100 NGOs are involved in the Campaign for Survival and Dignity (CSD) in Orissa. Until 2002-03, these NGOs were all working individually.

The Orissa chapter of CSD took formal shape towards the end of 2003; the merger with the national-level campaign came in 2004-05. The state chapter of CSD has been holding regular monthly meetings since March

2004. Campaign activists have decided to carry out research on the ground realities and policy implications, which will feed information to political parties like the CPM, which is an ally of the government at the Centre.

Core issue: Adivasis constitute 22 percent of Orissa's total population. Most of them inhabit forest land. Of the total tribal population, 73.08 percent live in abject poverty *(Orissa Human Development Report 2004)*. Forest-dwelling tribal populations do not have any legal rights over their landholdings. In Orissa, after Independence, all tribal and community lands were declared state forests, under the control of the revenue and forest departments. Following the Godavarman case, which highlighted the issues of deforestation and encroachment of forest land, the Supreme Court recommended that a substantial percentage of land belonging to the revenue department be transferred to the forest department. The land could not, therefore, be inhabited, nor could there be any tree-felling. From this point on the government has treated forest-dwellers as encroachers and has attempted to evict them, depriving them of their traditional right to carry out agricultural activities on forest land. This has been perceived as a clear violation of the Constitution, in contravention of the National Forest Policy, 1988, and the Panchayats (Extension to Scheduled Areas) Act, 1996. It also goes against international law, specifically the International Covenant on Economic, Social and Cultural Rights to which India is a signatory. (From: CSD. *Endangered Symbiosis: Evictions and India's Forest Communities,* Report of the Jan Sunwai/Public Hearing; July 19-20, 2003)

As a result of these developments, concerned citizens and civil society organisations from all over the country came forward under the Campaign for Survival and Dignity (CSD) to support the adivasis, to get them justice and the means to live with dignity on their land.

Aims and objectives: • To recognise the rights of forest-dwelling communities, including adivasis; • To stop their eviction from forest land; • To regularise land settlement in favour of forest-dwelling people.

Major events: The movement started in 1997 when the forest department stopped the villagers of Peruamal in Bolangir district from digging a pond in the forest. The villagers protested, under the leadership of Thakur Das Mahanand. The forest department attacked and arrested several people. The same year, social activists like Jagdish Pradhan of the Sahavagi Vikash Abhiyan organised a rally at the district collectorate, Bolangir, on Human Rights Day and filed a petition with the National Human Rights Commission (NHRC). Despite a NHRC report recognising the people's land rights, the forest department tightened its control.

In 2002-03, in the Pradeep Prabhu vs Maharashtra Government case, the government in Maharashtra was forced to accept applications for land rights. This led to 60,000 applications being submitted to the Orissa government.

The chronology of events has been:

• **July 2003:** The CSD conducts a public hearing in New Delhi highlighting the problems of forest-dwelling communities.

• **February 2004:** The government issues notices asking for identification of 'encroachers' who are eligible for land, and an end to evictions. Political parties use this issue to win votes in an upcoming general election. However, the evictions continue, particularly during the change of government. According to CSD estimates, 150,000 families across the country were evicted during this time.

• **May 2004:** The CSD decides to broaden the movement to include more affected people. It starts a dialogue with the government and files as many claims for land as possible. Later, the organisation meets the prime minister and the National Advisory Council (NAC). As a result, the NAC brings out a resolution in September 2004 for comprehensive legislation in Parliament in favour of forest-dwellers.

• **December 2004:** On International Human Rights Day, adivasis from all over India demonstrate, demanding rights over their land and livelihood.

• **December 21, 2004:** The Ministry of Environment and Forests (MoEF) issues a notice to state and union territory governments advising them not to evict adivasis or forest-dwellers, only 'ineligible encroachers' (those who did not occupy any land before 1980), until a survey aimed at identifying such people was complete. The prime minister asks the Ministry of Tribal Affairs (MoTA) to draft legislation recognising the land rights of people living in forest areas. MoTA forms a drafting committee with members from the CSD and a Supreme Court lawyer. The draft bill — the Scheduled Tribes and Forest-Dwellers (Recognition of Forest Rights) Bill, 2005 — is approved by all ministries except the MoEF and the Ministry of Law. The MoEF believes that MoTA does not have the power to formulate a law for non-adivasis inhabiting forest land. Thus, the term 'forest-dwellers' has been deleted from the Bill, which is now known as the

Scheduled Tribes (Recognition of Forest Rights) Bill, 2005.

• **March 6-21, 2005:** A relay demonstration is organised in New Delhi to pressure the government into tabling the Bill. Over 20,000 adivasis from across India (including 600 from Orissa) attend the demonstration. Forty-four members of Parliament, including eight from Orissa, also take part. Simultaneously, a mass rally is organised in Bhubaneswar on March 7-9, 2005, which sees the participation of 250-300 adivasis. As the Bill cannot be tabled in the monsoon session of Parliament, MoTA decides to invite public views and suggestions on the Bill. The CSD organises a nationwide peace march on August 15, 2005 (Independence Day). People from 10 districts in Orissa participate.

• **March 7, 2005:** CSD, Orissa chapter, submits a letter to the chief minister of Orissa urging him to step up activities regarding the settlement of forest-dwellers' land rights. The organisation invites people's representatives to its monthly meeting in July, to listen to their concerns. Following criticism regarding lack of tribal leadership in the CSD, tribal leader Gopinath Majhi is chosen as convenor of the CSD, Orissa chapter.

• **September 13, 2005:** Despite a meeting with the chief secretary, development commissioner and forest secretary, in line with the central government's recommendations, no final decision is reached. The CSD calls for a press conference and a demonstration on September 15, 2005.

• **December 29, 2006:** The struggle continued in various forms. Finally, on December 29, 2006, the Indian Parliament passed the Scheduled Tribes and Other Traditional Forest-Dwellers (Recognition of Forest Rights) Act, 2006.

Achievements of the CSD in Orissa:

• Making political leaders and civil society aware about the need to protect the rights of adivasis; • Giving extensive media coverage to the issue, both in the electronic and print media; • Restricting the forest department from evicting and prosecuting adivasis; • Creating a common platform for people, particularly adivasis, at the grassroots level; • Enactment of the Scheduled Tribes and Other Traditional Forest-Dwellers (Recognition of Forest Rights) Act, 2006.

Case study 3

Violence against women

Period: 2000 till date

Core issue: In 2000, 16-year-old Poonam Singhal was brutally attacked by a young man and his friends who threw acid on her in broad daylight for not relenting to the young man's advances. She is still in hospital undergoing treatment. Civil society has been extensively and collectively lobbying Poonam's cause.

Objectives: • To oppose violence against women; • To sensitise and influence the authorities into taking a proactive stand on such issues.

Result: Thanks to sustained efforts by civil society actors, the state government has contributed financially towards Poonam's medical and hospital expenses, travel expenses, and accommodation for her family in New Delhi. The culprits have been imprisoned following a legal battle fought by advocate Ramesh Agarwal in the Cuttack High Court. They were sentenced to 10 years' rigorous imprisonment and a fine of Rs 25,000 each.

Main event: Poonam lives in Bhawanipatna, a small town in Kalahandi district in western Orissa. She belongs to a lower middle-class family and has 10 brothers and sisters. Her father is a poor ayurvedic doctor, her mother a housewife. A local electrician who had come to their house to repair the television set fell in love with Poonam. She rejected his proposal, which enraged him. On October 17, 2000, while on her way back from college, a group of six youths including the electrician accosted Poonam. In broad daylight they forced her to drink acid, which they also poured over her head, her face, and her chest. People passing by later caught the electrician, but his friends managed to escape. Poonam was immediately taken to the local hospital and later shifted to Sri Ram Chandra Bhanja Medical College, Cuttack, in a serious condition. The skin on her face, arms, and chest was badly burnt. After years of medical interventions and a series of operations, doctors have been able to restore some part of her face and body although a lot more still needs to be done.

Poonam's medical expenses were totally beyond her family's means. Her father had a meagre income and none of the children were earning. This is where civil society, including the media, stepped in. Not only did they publicly condemn the act, they extended all possible assistance for Poonam's treatment. The people of Kalahandi, several civil society organisations, individuals, well-wishers and friends took to the streets protesting and condemning the incident. Two doctors who were in charge of Poonam's plastic surgery in Cuttack offered to treat her free.

CSOs that came forward included:

• NGOs like Friends Association for Rural Reconstruction (FARR) and the Kalahandi Swechhasevi Sangathan wrote to civil society organisations for support and help. They also wrote letters to the governor, chief minister, the State Commission for Women, the National Human Rights Commission, etc, asking that action be taken against the culprits, and requesting support for Poonam's treatment. Associations like the Lions Club, Bhawanipatna, responded by sending appeal letters to the collector and district magistrate with copies to the prime minister, home minister, chief justice, the NHRC, MPs/MLAs and the chief minister of Orissa, condemning the incident and requesting immediate action that would act as a deterrent in the future.

• A cell was set up by local women and social activists to fight atrocities against women. The cell sent out appeal letters to the President and members of the Kalahandi Bar Association requesting them not to defend the accused in a court of law and to make sure that the culprits were punished for their crime. They asked the chief minister of Orissa and the NHRC for substantial, tangible, and permanent measures against such criminal activities.

• Other civil society actors like students' unions, Marwari youth forum, Orissa Chemist Association, etc, wrote letters to various authorities asking them to support Poonam's medical treatment and punish the culprits. They too helped raise funds for Poonam's treatment and extended material support like medicines, etc.

• Voluntary organisations like Basundhara and Childline in Cuttack, a rehabilitation centre for children and women in distress, helped Poonam when she was taken to SCB medical college in Cuttack for treatment. They sought support from various civil society actors and pressed the authorities for the release of funds for her treatment both in Cuttack and in Delhi.

• The media not only played a proactive role by highlighting Poonam's case but newspapers like *Pragativadi*, an Oriya daily, collected funds for her treatment.

At present Poonam is in New Delhi undergoing advanced medical and surgical treatment.

Case study 4

Impact of civil society in the budget-making process

The budget in India, delivered by a stern-looking finance minister, is usually incomprehensible to most Indians, including probably many members of Parliament and legislative assemblies. As a result, the most important policy document that critically impacts everybody's daily life as well as the economic development of the nation is often not debated by ordinary people.

Over the years, particularly after the introduction of economic reforms in the 1990s, allocations to social sectors like education, health, rural development, tribal welfare, etc, have been gradually declining. This has led to the emergence of CSOs in India that have started entering the nitty-gritty of budget analysis and influencing the government to increase its allocations to the social sector. Organisations like Disha in Gujarat or the Tamil Nadu People's Forum have been working on specific issues like kendu leaf workers' rights and Dalits' rights respectively with visible success in terms of increased budget allocation to these categories. The Centre for Budget and Governance Analysis (CBGA) in Delhi has, for three years now, been analysing the national budget to increase civil society understanding of complex budgetary issues.

Responding to the continuous demand for a more gender-sensitive budget by various women's groups under the United Nations Development Fund for Women (UNIFEM), the finance minister of India for the first time during 2005-06 allocated resources to different programmes and schemes on gender lines in 10 departments. Subsequently, the women and child development department, Government of India, has become a nodal agency to provide gender disaggregated information and ensure that budgetary allocations are made to address the specific needs of women in each programme and scheme.

In Orissa a 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 lower budget allocation to the social sector in 2001. Since then, CYSD engages with the budget: a) to build an informed citizenry by developing and disseminating information and education materials on budget terminologies; b) by doing advocacy through the media and conducting regular discussions on the budget, pointing out its various fallacies; c) by creating awareness and capacity, and through training. CYSD organises seminars and workshops in educational institutions for a more informed discussion on the topic in the academia. It also conducts training programmes for other CSOs working in the state on the techniques of budget analysis. It assists members of the legislative assembly who in turn use their new budget acumen while planning for the expenses of various departments and participate more

meaningfully in budget discussions in the assembly. Two other organisations are also working in this area. Open Learning System has been working on the budget by focusing on the dearth of funds for children. ActionAid, Bhubaneswar, has been focusing on the lacunae in the education sector and establishing the missing links between budget figures and field realities.

The impact has been an increasing and informed debate within civil society on the pattern of spending in the social sector. Legislature members who have a greater role in policymaking are using the knowledge of CSOs before embarking on the task of examining budget allocations to the various departments. In the process, they are not only educating themselves but also building greater sensitivity about the social sector. The seemingly unfathomable domain of budget analysis has started opening up to ordinary people and civil society.

Appendix 11

Analysis of media reports on civil society

Introduction

The media is a powerful means of communication; it helps shape society. In a democratic setup, the media assumes greater significance because of its role in disseminating information. The media has often been called a 'watchdog', and is regarded as a protector of people's rights because it holds governments and other sectors accountable.

In India, the media is considered the 'fourth pillar' of the democratic edifice. In view of its role in informing citizens and contributing to the development of society, we attempted to assess the media's view of civil society in Orissa.

A review of the media over a period of four months from June 10 to October 10, 2004, attempted to answer the following broad questions:

• How frequently do various forms of the media carry civil society-related news?

• What are the civil society issues that get prominence in the different media?

• What types of CSOs get more coverage in the media?

• Does the media project civil society in a positive or negative light?

From the print media, four newspapers — two regional and two English dailies — were chosen for the analysis. From the electronic media, one regional channel each from radio and television (both state-controlled channels) were selected. See Table 1.

Table 1. Details of media analysis conducted in Orissa

Name of 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 hours
Regional radio news	Electronic	1845-1900 hours
Regional TV news	Electronic	1900-1920 hours

Representation of civil society-related news in the media

• The regional newspapers covered more news about civil society than any other medium; civil society-related news accounted for 46 percent of the total news coverage. Between the two electronic media, radio carried more news on the activities of civil society (17 percent) than television (13 percent).

• Nearly 94 percent of news items on civil society did not feature as main items in all the media sources. Civil society-related news on the editorial pages of newspapers was also negligible (0.53 percent); such news was generally carried on the third and fourth pages. Civil society-related news was aired more as third or fourth items in both electronic media.

• More than two-thirds of total news reporting is in the form of news stories. Editorials, opinion pieces, and letters to the editor together account for less than 1 percent of the reportage, indicating that civil society-related activities receive the least priority in these sections.

Thematic focus

• News related to politics, socio-cultural issues, and civil society-related issues are the three most covered areas in the media, accounting for 29.17 percent, 26.94 percent and 22.65 percent, respectively. While news items relating to national politics, local government, service-delivery/welfare, and human rights have been covered under the broad category of 'politics', the broad category of civil society includes news related to advocacy, volunteering and civil society-specific issues. News related to crime, corruption, education/training, housing, health, corporate social responsibility, land, gender, children, racism, ethnicity, xenophobia, caste, culture, tradition, language, religion, migration, and arts/entertainment/lifestyle has been included under the broad category 'socio-cultural issues'.

• Most advocacy-related activities reported in the media are about the involvement of civil society in issues related to local government, crime, corruption, the justice system, labour/unemployment, education, housing, land, agriculture, human rights, racism/ethnicity, gender, and children. A majority 83 percent of all political news featured in the media is based on advocacy activities.

• The regional dailies give better coverage to advocacy-related news than the English newspapers.

• More than 50 percent of news items on corruption were

highlighted by one of the regional dailies *(The Anupam Bharat)*.

• More than 40 percent of prominent news items, i.e., news featured on the front or back pages of the newspaper, or placed as the first news item in the electronic media, was on national politics. Such news, and that on local politics, received the maximum coverage on TV and one of the English dailies, *The Times of India*.

• News relating to labour and unemployment, education and training, service-delivery and welfare, and specific news on civil society, such as workshops/meetings, received the least attention in the English newspapers.

• During the four-month review period, the media carried only two news items on poverty.

Geographical focus

• The presence of Orissa's civil society in any international or national news was insignificant during the review period.

• Nearly two-thirds of total news coverage on civil society issues had a local origin; another 30 percent had a regional origin. This suggests that CSOs in Orissa are active at the grassroots level and they also participate vigorously in regional activities.

• While more than 60 percent of all the news covered by the different media had a local origin, such news on TV was only 48 percent.

Civil society actors and issues

Civil society organisations were broadly categorised into 21 types for this analysis. An attempt was made to examine the representation of various types of CSOs in the media.

• CSOs like professional associations, service CSOs, CSO networks and political parties, with representations of 21.22, 13, 12.29 and 11.14 percent respectively in the media, are the most visible categories among CSOs. Other CSOs do not figure much in the media.

• Service CSOs received the maximum coverage on the editorial/opinion pages of newspapers.

• Service CSOs work more on issues of crime than any other CSO; they were given equal importance by all forms of media.

• Professional associations are the most active group working on issues of regional and national interest. They are also active in local issues. Our analysis shows that they are the second most vibrant group working on local issues, followed by service CSOs.

• The results suggest that advocacy CSOs are the most vibrant on issues related to racism, ethnicity, gender, and children. *The Times of India* had the highest coverage of advocacy CSOs and environmental CSOs.

Representation of the CSI dimensions in the media

The CSI mapping exercise attempts to map civil society in Orissa on the basis of four dimensions, 25 sub-dimensions and 74 indicators. The media analysis assessed how much importance the media gives to the various dimensions, sub-dimensions, and indicators. This was assessed in terms of frequency of coverage.

The analysis shows that the impact dimension received the maximum coverage, while the value dimension had the least coverage. A detailed analysis of the coverage with respect to particular dimensions, sub-dimensions and indicators shows:

• News originating from local sources focused more on the structure and value dimensions than news originating from regional/national sources.

• There was greater coverage of news related to the environment dimension in the print media compared to the electronic media. News originating from national sources emphasised the environment dimension.

• News related to sustainable development, corruption, gender issues, and civil society-specific issues focused more on the value dimension than on any other subject.

• TV covered more news on the impact dimension, followed by radio. TV featured the least news on the value dimension.

• The impact dimension featured more in the regional news, whereas news originating either from regional or national sources rarely featured the value dimension.

Representation of sub-dimensions and indicators in the media

• The two sub-dimensions — 'responding to social interests' and 'holding the State and private corporations accountable' — got the highest coverage in the media (16.44 and 15.46 percent, respectively). Ironically, civil

society has not been able to achieve anything substantially in terms of impact in these two aspects.

• Sub-dimensions like 'meeting social needs' and 'breadth of citizen participation' also have a high representation in the media. Sub-dimensions with moderate representation were 'diversity within civil society', 'State-civil society relations', 'environmental sustainability', and 'empowering citizens'.

• 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' were some of the least covered sub-dimensions and indicators.

Portrayal of civil society in the media

How does the media project civil society? This question was addressed on a three-point scale: positive (+1), neutral (0), and negative (-1). The basic assumption of such an analysis was that the more affirmative the action by civil society, the more positive its projection in the media and vice-versa. Our media analysis showed that the overall portrayal of civil society in the media was neutral, with nearly 75 percent of news items indicating a neutral stand. A negligible percentage — 4 percent of the total media coverage — depicted a negative picture of civil society.

The results show that the print media covered positive and negative elements of civil society more frequently than the electronic media. The electronic media displayed a more neutral picture of civil society, with television displaying it more often than radio.

Representation of civil society in different sections of newspapers

• Sections such as letters to the editor, opinion pieces, news stories, and the news in brief mostly portrayed a negative picture of civil society.

• The editorial displayed a neutral image of civil society; the cartoon/graphic mostly showed a positive picture.

• Features and in-depth analysis of a particular event or individual projected only positive images of civil society.

• Photographs in all sections presented a neutral picture.

Representation of civil society on various issues

• The media has generally projected a positive picture of civil society with respect to its volunteering and its work on health, disaster, and gender.

• Barring a few specific issues like disasters, corruption, health, gender, and volunteering, the media has projected a neutral picture of the activities of civil society in all other issues.

• On poverty-related work, the media's projection of civil society has been completely positive; on sports and crime issues it has been neutral.

• On corruption issues, the media generally offers a negative projection.

• Local news gets both a positive and negative image, regional news has been more negative, and national news more neutral.

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, students' organisations, and poor people's organisations have been neutrally projected 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. Sixty-three per cent of CSOs in the case of structure, 51 percent for values, and 70 percent each in the case of environment and impact, have been displayed neutrally in media reports.

• In the rest of the media reports, the structure dimension has the highest positive portrayal (37 percent), followed by the values dimension (33 percent), impact dimension (29 percent) and environment dimension (24 percent).

• The value dimension has the maximum negative portrayal (16 percent) of CSOs in the media; for the other three dimensions, negative portrayal of CSOs has been insignificant.

List of acronyms

AFFSO	Action For Food Security, Orissa
AIDS	Acquired Immuno Deficiency Syndrome
ALCAN	Aluminium Canada
AVA	Association for Voluntary Action
BPO	Business Process Outsourcing
CANN	Common Action Network
CCCL	Campaign for Conservation of Chilka Lagoon
CD	Compact Disc
CECN	Coastal Eco-Conservation Net
CENDERET	Centre for Development Research and Training
CIC	Central Information Commission
CM	Chief Minister
Cr	Crore
CRHC	Community for Reproductive Health Care
CrPC	Criminal Procedure Code
CS	Civil Society
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
DK	Don't Know
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
FC	Finance Commission
FCRA	Foreign Contributions (Regulation) Act
FTC	Fast Track Court
GNP	Gross National Product
GoO	Government of Orissa
GSDP	Gross State Domestic Product
HDI	Human Development Index
HDR	Human Development Report
HIV	Human Immuno Virus
IBPCO	Indo Burma Petroleum Company
IDA	Ideal Development Agency
IFFCO	Indian Farmers Fertiliser Cooperative Limited
IMFA	Indian Metals and Ferro Alloys Corporation
INDAL	Indian Alumina
IRDP	Integrated Rural Development Programme
IT	Income Tax
IT	Information Technology
ITES	Information Technology Enabled Services
JMP	Jungle Mancha Parishad
JSM	Jungle Surakshya Mahasangha
KRIBHCO	Krishak Bharati Cooperative Limited
KWH	Kilo Watt per Hour
MCH	Maternal and Child Health
MoEF	Ministry of Environment and Forests
MP	Member of Parliament
NA	Not Applicable
NABARD	National Bank for Agriculture and Rural Development
NAG	National Advisory Group
NALCO	National Aluminium Company
NAWO	National Alliance of Women's Organisations
NCC	National Cadet Corps
NCL	Northern Coalfields Limited
NGO	Non-Government Organisation
NIPDIT	National Institute for People's Development Investigation and Training
NPA	Non-partisan Political Action
NRM	Natural Resource Management
NSS	National Sample Survey
NSS	National Service Scheme
NYKS	Nehru Yuva Kendra Sangathan
OBC	Other Backward Classes
OCL	Orissa Cements Limited
ODAF	Orissa Development Action Forum
ODMM	Organisation for Disaster Management and Mitigation
OHDR	Orissa Human Development Report
OSDMA	Orissa State Disaster Mitigation Authority
OTFWU	Orissa Traditional Fish Workers Union
OVHA	Orissa Voluntary Health Association
OWMF	Orissa Water Management Forum
PDC	People's Development Communication
PDDMF	Puri District Disaster Mitigation Forum
PESA	Panchayat Extension to Scheduled Areas Act
PIL	Public Interest Litigation
PIO	Public Information Officer
POSCO	Pohan Steel Company
PRI	Panchayati Raj Institution
PRIA	Participatory Research In Asia
PSU	Public Sector Unit
PUMUL	Puri District Milk Union Limited
Qtl	Quintal
RCH	Reproductive and Child Health
Rs	Rupees
RSC	Regional Stakeholder Consultation

SC	Scheduled Castes
SCB	Shriram Chandra Bhanja
SEVA	Society for Eye Care and Voluntary Activities
SHG	Self-Help Group
ST	Scheduled Tribes
STPI	Software Technology Park of India
TISCO	Tata Iron and Steel Company
TRYSEM	Training of Rural Youth for Self-Employment
TV	Television
UAA	Utkal Artists' Association
SA 8000	Social Accountability 8000
UNDMT	United Nations Disaster Management Team
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	Women's Empowerment Through Self-Help
WFP	World Food Programme
WTO	World Trade Organisation

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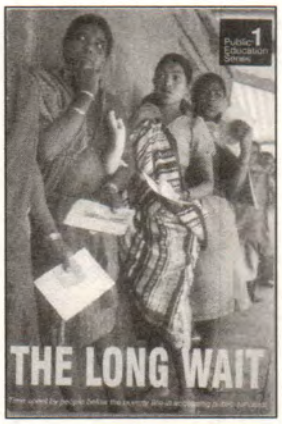
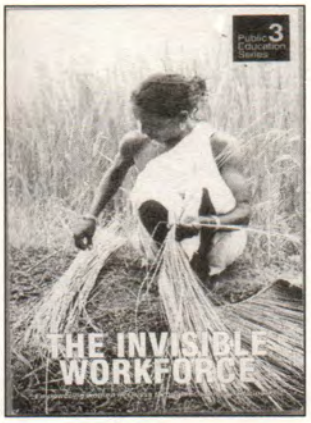
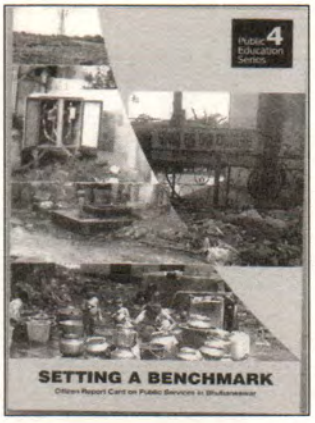


Forty per cent of Orissa's population lives below the poverty line. This book examines the time spent by these people to access public services, describing the negative relationship between the poor and public services

This book is devoted to an intensive study of four English and five Oriya newspapers, clearly highlighting the shrinking coverage of pro-poor issues by the print media



The book clearly describes the realities of life for an Oriya woman who faces exploitation and discrimination at various levels. It identifies certain strategies that would empower and employ Oriya women



The study was carried out by CYSD in partnership with the Public Affairs Centre (PAC), Bangalore. This study is based on citizens' feedback on the quality of public services available in Bhubaneswar

First of its kind in the country, this research based document enables the readers to peep through one of the complex civil societies in India, historically known for its rich diversity, plurality and composite structure. With a population close to 40 million, this state of Orissa in the Indian Union is larger than many small countries in the world. One of the poorest areas in the country, it is also a socio-cultural melting pot. Its civil society arena is fairly large peopled by more than 20,000 registered societies to date in addition to a variety of social movements, CBO networks, trade unions, professional associations, self-help groups and individual activists working on issues of gender, environment, culture, ethnicity, policy advocacy and poverty.

Conducted in collaboration with CIVICUS: World Alliance for Citizen Participation, the CSI explores through a four dimensional *diamond*, the four key aspects of the Indian-Orissan Civil Society namely, the size of its social domain, the external environment in which it functions, the values that guide its programmes activities and organizational behaviour, its influence and impact on the social development process in the region. A National Advisory Group (NAG) consisting of civil society representatives have validated the results of the study along with regional stakeholders.

The critical sub areas of this index - covered and compared with each other are: collective community action for common social concerns, political rights, civil liberty and freedom of press, value dimensions like tolerance, non-violence, gender, equity, transparency, accountability and democracy and finally the issue of impact in terms of capacity building initiatives, lobbying for social service provisions, advocacy to influence public policy etc. It is hoped that this CSI study, led by two of India's most well-known experts on the issue and a team of research professionals would provide greater and better insight and clarity for re-building a vibrant civil society in Orissa State.

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