UNIT 14 INCLUSIVE AND PARTICIPATIVE GOVERNANCE*

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14.0 OBJECTIVES
After going through this Unit, you should be able to:
- Appreciate the context of citizen participation in India;
- Explain the relevance of inclusive governance;
- Describe the significance of participative governance; and
- Identify the key issues and challenges of inclusive and participative governance.

14.1 INTRODUCTION
In the past few decades, there has been a rising concern in advancing ‘sustainability’ for development. Central to this concern is the increasing global agenda towards re-examining the capacity of State and non-state actors to foster ‘development outcomes’ with people irrespective of caste, creed, race, religion, gender, disability, and income levels. In 2011, the former President of India Dr. A.P.J Abdul Kalam in his lecture delivered at Harvard University, envisioned for a “clean environment without pollution, prosperity without poverty, peace without fear of war and a happy place to live for all citizens of the world. What is needed is the participation of multiple nations, multiple institutions and people from across the globe towards common objectives” (Economic Times, 2011). In a developing country context, there has been a considerable shift in widening the scope for people’s participation through governance structures that are transparent and accountable. Specifically, these shifts

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With multiple centres of power and layers involved in decision making, different ways have been explored to strengthen democracy in both developed and developing countries. In this Unit, we shall discuss the functioning of democracy through inclusive and participative governance and the key issues and challenges in implementing such innovative practices.

14.2 CONTEXT OF CITIZEN PARTICIPATION IN INDIA

Let us begin this section with the case of Bhopal Gas Tragedy. In December 1984, a highly toxic leak of methyl isocyanate gas from the pesticide plant UCIL (Union Carbide India Ltd) in Bhopal claimed the lives of over 5000 and injuries to 5 lakh individuals (The Hindu, 2019). Such industrial disaster is a wake-up call for ongoing and upcoming corporate projects to comply with the environment standards. A Report of Indian Institute of Toxicology Research, Lucknow, on the Bhopal Gas tragedy indicates that within the radius of 3.5 km from the factory and beyond, the soil and groundwater have been contaminated with cancer and birth defect-causing chemicals (The Hindustan Times, 2015). Such worst industrial disasters, raise questions on several issues pertaining to governance vis-à-vis social and environmental justice, safety of human lives, flora and fauna, rehabilitation for victims, restoring normal life etc. Even after 35 years of the tragedy, people of Bhopal continue to suffer because of the effects of harmful substances. In this tragedy, people were completely unaware of the hidden disaster and we may only speculate that a structured citizens’ involvement could have averted it. The need for citizen participation has been seriously felt only in the wake of such injustice.

There have been several instances where efforts to foster environment friendly practices were neglected by industries and this made the government to bring in ‘people’ as development actors. In 1994, people’s involvement becomes mandatory with the promulgation of Environment Impact Assessment (EIA) notification. It states that environmental clearance is possible only after public consultation in projects related to mining, thermal power plants, river valley, infrastructure (road, highway, ports, harbours and airports) and industries (Government of India, 2006). Although, EIA is a decision making tool available for people to review the potential social and environment impact, the success of EIA depends on the people’s ability to define the problems that are likely to affect them. In essence, more joined-up dialogues and partnerships between State, citizens, and non-state actors are likely to increase coordination and innovation. Above all, it has the potential to prevent disasters.

Several state governments, with the aim to be accountable, transparent and responsive towards delivery of public services, have embraced the rights-based approach for a citizen friendly experience. Under this approach, states, such as, Madhya Pradesh, Bihar, Maharashtra and several others enacted legislation for Right to Public Services (RTPS). In fact, Madhya Pradesh became the first state to implement the law. This Act clearly delineates front office and back office operations for catering to the needs of citizens and to ensure time bound service delivery, citizen service centres have been established. However, the challenge in implementing this legislation includes building capacities of field level officers at two levels: (a) need for time bound citizen services and (b) potential implications of delaying or denying of the services. We shall be discussing this further in Unit 15 of this Course.
On the one hand, we have several initiatives and programmes meant for prompt citizen service delivery. On the other, citizen participation has been seen as an important development dimension by the State. In fact, the nature of citizen participation has evolved in India through ‘inclusive’ and ‘participative’ contexts; firstly, ‘inclusive’ context includes empowerment of marginalised sections, restoration of human dignity, and sustainable livelihood etc.; secondly, ‘participative’ context includes citizens’ ability to develop alternatives, time and cost effectiveness, and stakeholder responsiveness etc.

The ensuing section discusses deeply about citizen engagement and participation through meaningful networks vis-à-vis inclusive and participative governance.

14.3 INCLUSIVE GOVERNANCE

To begin with, let us understand about inclusive governance in India with reference to gender responsiveness. In 2013, the Ministry of Women and Child Development formally guided the state governments to adopt gender-responsive budgeting in all departments and local bodies. To expedite the process, the Ministry informed the states to establish a Task Force on Gender Budgeting. The concept of gender responsive budgeting was adopted to tackle gender inequality in policy making at all levels of government. Gender budgeting includes Part A which deals with women-specific schemes (100% resource allocation) and Part B which deals with pro-women schemes (30% resource allocation). For instance, Budget 2019 proposed to increase the gender budget allocation to Rs 131,700 crore for the year 2019-20. In fact, the budget makes a comprehensive financial outlay for women’s safety, employment, nutrition, social upliftment, education, health and maternal benefit (Ashraf, 2019).

Ever since ‘inclusive governance’ has gained prominence in social science literature, several approaches have been adapted according to the nature of the social science discipline vis-à-vis Basic Needs, Alternative Models of Production, Sustainable Livelihood, Rights-based etc. However, the present unit confines the discussion to State interventions for inclusive governance at three broad levels:

• Constitutional Framework – It provides basic structure for inclusive societies;
• Institutional Framework – It promotes and enforces laws and policies; and
• Proactive Approach – To counter specific forms of exclusion.

14.3.1 Constitutional Framework for Inclusive Society

In the information age, scholars and practitioners have not surprisingly been keen to ask the question, ‘how to engage citizens for a meaningful interaction between state and society?’ Logically, democratic institutions were built with the objective to educate citizen in shaping the production and consumption of available resources. In order to facilitate fair and equitable distribution of resources for the marginalised groups, Constitution made a commitment to ensure political, social, economic, and cultural rights for all its citizens. It is the nature of these constitutional commitments which elevated the position of people from a mute ‘subject’ to an ‘empowering citizen’ who could shape the way resources are produced and consumed. To illustrate, the fundamental rights from Article 14-16 of the Indian Constitution indicate that every person who lives within the country are equal before law and no one will be discriminated to realise their rights, based on religion, race, caste, gender, and place of birth (Basu, 2007). In case of violation of the fundamental rights by the State or any public authority, the citizen is empowered to approach the court for ‘judicial remedy’. Let us understand this perspective through the following example.
**Case Example: India’s First Transgender Police**

In 2017, Prithika Yashini from Tamil Nadu became India’s first transgender Sub-Inspector of police. Despite possessing eligibility conditions for the post, the Tamil Nadu Uniformed Services Recruitment Board (TNUSRB) disqualified her candidature based on gender. However, she filed her grievance in Madras High Court and subsequently the Board had to notify transgender as the third category (Madhav, 2017). Currently, Prithika along with 21 transgenders is part of the police cadre. Prithika’s campaign for transgender employment in public services was lauded by the Court and wider society. This incident can be cited as a classic example of the Fundamental Right-Article 16 which indicates that no citizen shall be discriminated or considered ineligible by the State based on religion, race, caste, gender, descent, and place of birth or any of them.

**14.3.2 Institutional Framework for Inclusive Society**

Can inclusive society be achieved without socially responsible business? The answer to the question needs to be examined under the lens of ‘Triple Bottom Line’ (TBL) approach.

**Dimensions of Triple Bottom Line (TBL)**

According to Slaper and Hall (2011), TBL was developed by Elkington and opines that it has changed the landscape of state and non-state actors to measure their performance in sustainability context vis-à-vis environmental, social, and economic dimensions. These dimensions will be discussed below:

*Environmental Dimension*

The environmental dimension includes the impact of industries on local natural resources. Besides, it includes profiling the quality of air and water in terms of harmful substances, quantity of water consumption, electricity and fuel energy, safe disposal of hazardous waste and waste management, usage of land, public transport facility.

*Social Dimension*

The social dimension includes the rate of unemployment, participation of women labour force, rate of crime ratio, health and well-being, access to education and government schemes, community and recreation activities.

*Economic Dimension*

The economic dimension includes the flow of money and capital and its subsequent impact on personal income, per capita, individual household income, and job creation.

According to Slaper and Hall (op. cit), the development dimensions of TBL include 3Ps: People, Planet, and Profit. Based on above mentioned dimensions, every company is liable towards society and environment and based on these lines. Corporate Social Responsibility (CSR) gained significance especially in the post globalisation era. These dimensions are inclusive and as already mentioned it caters to the needs of 3Ps and enables the concerned corporate to appropriately apply to their requirements depending on the project and community.

The idea of CSR is intrinsically linked to the development discourse which enables industries to contribute positively for uplifting the socially excluded. By adapting to the TBL dimension to development, CSR seeks to integrate their core business strategy towards social and environmental impacts. In a way, CSR intends to build sustainable communities by exploring new ideas and new modes of livelihoods by partnering with government and other stakeholders.
Corporate Social Responsibility (CSR)

CSR in Indian context have been in vogue in the form of philanthropic endeavor since pre-independent times. With widening inequalities vis-à-vis gender, income, health, digital, and education, the need to bridge these inequalities was constantly pondered over by national and international agencies. As a result, Government of India came up with the National Voluntary Guidelines (NVGs) for Social, Environmental and Economic Responsibilities of Business and the CSR section within the Companies Act, 2013.

CRISIL Foundation Report on CSR expenditure, points out that during the period 2015-2018, the Indian companies had spent over Rs 50,000 crore (The Economic Times, 2019). The report highlights that the highest social expenditure during the financial year 2018 was in education and skill development sector, followed by health and sanitation, and rural development projects. From this data, it can be understood that CSR could be a viable instrument for the development of disadvantaged, vulnerable, and marginalised communities. In the long run, it is estimated to renew sustainability in collaboration with state and other non-state actors. Let us discuss further through the following example.

Case Example

In compliance to the Companies Act, 2013 and Department of Public Enterprises (DPE) Guidelines, 2014, Oil and Natural Gas Corporation Limited (ONGC) has evolved its own policy on Corporate Social Responsibility and Sustainable development. Let us look into one of its successful project in Kashmir. On February 21st, 2019, ONGC was honored with Federation of Indian Chambers of Commerce and Industry (FICCI) CSR award for its community project in Baramulla and Uri (Jammu and Kashmir). In collaboration with the Indian Army and NGO, Research and Extension Association for Conservation Horticulture and Agro-forestry (REACHA), ONGC undertook CSR projects in skill development, education, and rehabilitation work. Notably, the public sector company has been positively impacting the lives of the youth in Kashmir since 2016 (ONGC, 2019). The skill development courses have been certified by Associated Chambers of Commerce and Industry of India (ASSOCHAM) and National Skill Development Corporation (NSDC). ONGC reported that around 150 girls have been trained in Fashion Designing, Stitching and Tailoring and hundreds of youth have been trained in Hospitality and Retail Sales. Further, about 60-70% youth have been trained for a sustainable livelihood by setting up their own entrepreneurship ventures (REACHA, 2019).

Proactive Approach to Counter Exclusion

Despite efforts to foster political, social and economic inclusion, there have been instances of exclusion especially in the context of differently abled population, transgender, marginalised, and vulnerable. In order to bridge these inequalities, governments look for development alternatives so as to create equal opportunities for all. One of the development alternatives that we are going to discuss here is the social enterprise framework. Development advocates believe that in order to achieve the United Nations Sustainable Development Goals (SDGs), the social enterprise framework could be considered as an alternative as it enables economies to reinvest surpluses back into social and environmental purposes.

Social Enterprise Framework

A social enterprise is the collective commitment of a community of people who seek to build sustainable local economy. It intends to reduce inequalities and social stigma attached with exclusion. British Council’s Report on ‘Social Enterprise: An Overview...
of Policy Framework in India’ (2015), points out that the ecosystem for social enterprises in India have been active since 2005. Significantly, there have been social investments to create potential value by pooling resources through grants and capital investments. The government schemes, such as, Credit Enhancement Guarantee Scheme for Scheduled Castes and Venture Capital Fund for Scheduled Castes provided financial access to the economically backward sections. In 2014, with the objective to make entrepreneurial response to social issues, India Inclusive Innovation Fund was started (British Council, 2015). Reserve Bank of India (RBI) has made access to easier credit for small and medium enterprises, marginal farmers etc. As a result, the ecosystem is favourable for multiple actors, such as, incubators, academicians, national and international donors, workshops, training etc., to create ‘social value’. In this section, let us understand how does social enterprise framework impacts the lives of the vulnerable with special reference to differently abled.

Having understood the significance of inclusive governance in Indian context, let us discuss from the perspective of participative governance in the ensuing section.

Check Your Progress 1

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) What do you understand by the term ‘Triple Bottom Line’?

2) Describe the context of Corporate Social Responsibility in India.

3) Explain briefly the role of social enterprises in tackling exclusion.

14.4 PARTICIPATIVE GOVERNANCE

With the Constitutional commitment to provide equality and equity to all, India has time and again taken steps to ensure citizen participation in governance, such as, Public
Interest Litigation (PIL), Citizen’s Charter, Right to Information (RTI), social audit mechanism etc. These governance mechanisms have already been discussed in Unit 3-Governance Framework in India. In this section, let us discuss the participatory institutions and citizen tools for participation.

14.4.1 Participatory Structures in India

Participatory institutions have been formed with the intention to move forward the political, social, and economic development agenda of the Constitution. To illustrate, Oommen (The Hindu Business Line, 2015) cites a successful practice in grassroots democracy. During the eleventh Five Year Plan, under the initiative of District Planning Committee (DPC) of Kollam district, Kerala, the Integrated District Development Plan was evolved successfully with the participation of multiple stakeholders. One of the notable achievements of this plan was it could integrate the rural-urban plan within a period of four years. In the ensuing sub-section, let us understand about the participative context of governance at local level.

Rural Governance

Rural development has always been at the centre stage of development since independence. However, in the wake of globalisation era, the challenges were multitude especially in terms of protecting the rights of villagers. With the view to devolving 3Fs—funds, functions, and functionaries, the central government enacted the 73rd Constitutional Amendment Act (CAA) in 1992. The framework provides adequate representation of marginalised communities and women, instituting State Finance Commission for smooth flow of funds, establishment of Village Development Plan and District Planning Committee etc. It provides a fillip to represent community as a whole as it has provisions for reservation of women and marginalised in contesting elections.

Gram Panchayat

Gram Sabha is seen as an empowerment platform for discussing and passing resolutions to encounter social problems like lack of community health, education etc. In this regard, women’s participation has been crucial towards community health development. Firstly, on the occasion of International Women’s Day in 2017, the Ministry of Panchayati Raj (MoPR) honored around 6000 women panchayat leaders in achieving the Open Defecation Free (ODF) Village (Government of India, April-June 2017). This is one of the sustainable endeavours of rural governance with special reference to women’s political empowerment.

Secondly, to create responsive local governance, the Fourteenth Finance Commission has allocated Rs. 2,00, 292 crores for panchayats. In order to utilise the funds, the MoPR has issued guidelines and manuals to evolve Gram Panchayat Development Plan (GPDP). By including local priorities and needs in a fair and transparent manner, the funds could be integrated with sustainable initiatives.

Thirdly, to encourage village panchayats for optimal utilisation of child development funds, the Ministry has instituted an award for Child Friendly Gram Panchayat in March 2019. Keeping in view of inclusive child development, the award intends to incentivise the villages that are proactive towards immunisation, nutrition, sanitation, school enrollment and dropout rate, playground, drinking water facilities, mid-day meal scheme, girl child hygiene etc. (MoPR, 2019).

In the subsequent paragraph, let us understand participative governance in urban context.
Urban Governance

With the intention to addressing the challenges of urbanisation, the central government enacted the 74th Constitutional Amendment Act (CAA) in 1992. It configured a structural framework for electing governments at the local level and for their effective functioning. The Act mandates compulsory reconstitution of municipal bodies within a stipulated time frame and explicitly acknowledges a central role for the Urban Local Bodies (ULBs) within the Constitutional framework and provides for devolution of funds, functions, and functionaries to them. The constitution of Ward Committees in municipalities, Metropolitan Planning Committees, and District Planning Committees for preparation and consolidation of plans of spatial, economic, and social development marks a paradigm shift from a traditional top down approach to bottom up approach. In essence, the Act envisages identifying potential stakeholders at the local level for collaborative partnerships.

In the recent years, there have been several initiatives by non-state actors in addressing critical issues confronting cities, such as, financing municipal infrastructure, benchmarking civic services, instituting citizen friendly initiatives etc. Let us further our understanding through the following example.

Case Example: Innovation in Metropolitan Governance: Citizens’ Budget

The participatory budgeting campaign in Bangalore is a partnership between the citizens and Greater Bangalore Municipal Corporation (GBMC). The initiative was launched in December 2016 by the Public Affairs Centre (PAC), a Bangalore based think tank which believes in collaborative partnership between the citizens, ward councilors, civic officials, and other stakeholders. With the aim to collecting scientific data at the ward level and to promote the concept of neighbourhood level budgets, the initiative intends to build sustainable communities. For instance, at the neighbourhood level, open and structured dialogues take place between the ward councilor, civic officials, and community on budgets and civic projects. The participatory budgeting had been given due publicity through a mobile web application and an online campaign titled “I Change My City”. Besides, citizenship festival was conducted to collect the inputs from school, college, and community groups. The GBMC ascertained to implement 12,468 citizen inputs in the 2017-18 budget. By prioritising citizens’ inputs in the budget, the Mayor and Municipal Commissioner of the city, stay committed to the principle of ‘citizens as development actors’ in letter and spirit (Janaagraha, 2018-19).

14.4.2 Participatory Tools

With the objective to empowering communities, various participatory tools have been used by the concerned stakeholders. For instance, Participatory Rural Appraisal (PRA) is a powerful tool to map village level resources, such as, water bodies, sanitation, schools, primary health centres etc., which facilitates planning and evaluation of rural projects. Indeed, it has also been called as Participatory Learning and Action (PLA) because of its ability to develop a deeper understanding of social realities.

Social Mapping

Social mapping is one of the most popular methods in PRA that focuses on mapping habitation patterns, individual households, social infrastructure like roads, drainage systems, presence of libraries, playgrounds, drinking water facilities, etc. According to National Institute of Rural Development and Panchayati Raj, one of the defining features of social map is, it is designed by local people and not by experts. The idea is to enable policies and plan as relevant to local people so as to build ownership among the
community for any government schemes. Interestingly, social map serves as a monitoring and evaluation tool for conceiving projects in terms of physical and social context of the villages.

Participatory tools are flexible and innovative and they have been applied in disaster prone areas to mitigate disasters, preparing evacuation maps at the time of disaster, mapping unsafe places for women and girls etc.

The Case of Community Score Card (CSC)

In 2005, the Government of India launched the National Rural Health Mission (NRHM) with the mission to reduce Infant Mortality Rate (IMR) and Maternal Mortality Ratio (MMR). One of the social accountable strategies of NRHM is to mobilise the rural communities in developing village health plans by working closely with the Village Health and Sanitation Committee (VHNSC) and other stakeholders. Similarly, World Vision (WV), an NGO functioning in India to mobilise community knowledge on quality healthcare through its Project - Maternal and Neonatal Health through Birth Spacing and Advocacy (MOMENT) aims to develop Social and Behaviour Change Communication among rural women. Let us discuss the joint efforts of NRHM and MOMENT in one of the districts of Uttar Pradesh (UP).

One of the World Vision’s (WV) social accountability approaches is the Citizen Voice and Action (CVA) which aims to improve citizens’ interface with the concerned stakeholders by making them answerable to the services delivered. It is to be understood that the nature of ‘Community Score Card’ (CSC) is not just dissemination of scorecard, rather, the objective is to foster community dialogue with the service providers so as to create sustainable framework for delivering results. ‘Community Score Card’ is a social accountability tool which is used to assess the quality of health services in terms of ‘improvement in availability and quality of essential drugs, increase in facility-based delivery, reduced clinic and hospital waiting times, increased immunization coverage, new incentive systems for doctors to visit remote areas, better sanitation, new infrastructure, such as, maternity wards, improved relations between staff and patients’.

To gain community support, WV members conducted discussions with the panchayat heads, Accredited Social Health Activist (ASHA), Auxiliary Nurse-Mid Wives (ANMs), Community Development Officer (CDO), family members of daughter-in-laws, such as, mothers-in-law, husbands, and other relevant stakeholders. Primarily, gram panchayats were educated about their access to Government Untied Funds which are allocated by the Government to improve social and health services (Otchere, 2017). Initially, people of Hardoi village assessed the accessibility and quality of health services. Based on the performance measures of the services delivered, nearly 40 VHNSCs were revived and since then coordination improved among the panchayat heads, ANMs, CDO, and the community. To illustrate, nine out of seventeen village heads received the government untied funds of Rs. 35,000 to revive the ANM sub-centres and eventually women utilised this centre for immunisations and ante-natal care. Based on the concerted efforts of the community, local and state bureaucracy, NGOs, and other stakeholders, the accountability mechanisms in health sector has been strengthened in the districts.

Citizen Led Environmental Impact Assessment Toolkit (CLEIA)

It is an innovative toolkit that encourages community-based dialogue with the stakeholders at key stages of Environment Impact Assessment (EIA). According to Public Affairs Centre (PAC), CLEIA enables citizens’ to have structured data about the grievance with which they could take collective action with the project proponents.
or clearance authorities (Lakshmisha, 2016). To illustrate, PAC had conducted an impact assessment study of the Pradhan Mantri Gram Sadak Yojana (PMGSY) in collaboration with the National Rural Road Development Agency and the World Bank as part of the project on ‘Citizen Monitoring of PMGSY Roads’ across Jharkhand, Karnataka, Odisha, Rajasthan, and Uttarakhand. Primarily, this exercise was done to assess the benefits of road construction and its effect on vegetation, land, water, livelihood, drinking water, other resources, and ecology of the villages. The volunteers of the study were trained by PAC team on the toolkit.

Based on the socio-economic front, the citizen survey concluded that the construction led to improved road connectivity, access to markets, schools, hospitals, and job creation. However, the project did impact the local environment and ecology, especially, in terms of felling of trees, agriculture, livelihoods, contamination of drinking water sources and water bodies. Further, it was documented that in all the states the construction caused soil erosion and reportedly affected the agricultural practices. It was thus inferred through the study that although the project proponents have had significant effect on planting of trees, the need to mitigate the negative environment impacts on the local ecology was underscored.

Social Media and Disaster Response

Recently, the significance of social media has become highly relevant especially during disasters. Social media technologies include Facebook, Twitter, WhatsApp, Youtube, and such allied technology applications that are capable of connecting the users with the global community even when there is a collapse of communication network. In this sub-section, let us discuss the social media usage and its impact on disaster response.

Case Example: The Kashmir Floods (2014)

During the Kashmir floods of 2014, people were stranded in remote areas due to huge destruction of roads, collapse of power supply and communication networks. The rescue teams were looking for alternative action. However, the Indian army and the National Disaster Response Force (NDRF) were able to undertake swift rescue operations through social media updates of citizens through Facebook page, Twitter, and WhatsApp group. The social media posts were verified by a team of officials for its authenticity. Later, the Army had reported that it was able to rescue around 12,000 people (Najar, 2014) from the flood affected areas. Through this example, we could understand the way citizens innovatively partnered with government using social media technologies. In fact, it not only saved time and cost of the government but also the life of affected people.

In the ensuing section, let us discuss briefly the key issues and challenges of inclusive and participative governance.

Check Your Progress 2

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Describe the role of participative institutions in urban context.
2) What is the purpose of social mapping?

3) Explain the significance of Community Score Card.

14.5 INCLUSIVE AND PARTICIPATIVE GOVERNANCE: KEY ISSUES AND CHALLENGES

With the state and non-state actors around the world reinforcing on the agenda ‘inclusive and participative governance for development’, contemporary governments have thus, renewed their commitment towards sustainability. Nevertheless, the challenges are many in terms of caste, class, gender, capacity building of elected representatives and other stakeholders. Despite Constitutional amendments in governance, the local governments are not yet able to meet the resource needs owing to the challenges as mentioned above. The ‘inclusive and participative context’ is more relevant in local scenario as it has the capacity to directly engage the citizens. Let us understand the issues and challenges given below:

Gender Imbalance

With 50% reservation in local bodies, yet, women are not able to realise their political empowerment. The constitutional arrangement enables all women irrespective of caste, class, education, and income to participate, however, the patriarchal attitude, lack of political and administrative understanding restrict them from performing development functions.

Lack of Citizen Awareness

There have been a whole lot of participative and inclusive structures in the country for women and marginalised sections, however, lack of awareness on government schemes inhibits their economic and social participation. To illustrate, majority of untied funds meant for village development go under utilised at the end of the financial year. Another aspect is in relation to access to loans and subsidies, the government has initiated various schemes and programmes exclusively for small, and medium enterprises including the
establishment of National Bank for Agriculture and Rural Development (NABARD), nevertheless, people are still unaware about their financial prospects. In 2016, with the objective to create financial awareness in a village in Tamil Nadu, NABARD conducted Financial Literacy Awareness (FLA) programme for the self-help groups and marginal farmers. This was primarily organised to enable the poor and vulnerable sections to make use of social security schemes of the government (The Hindu, 2016).

**Lack of Adequate Capacity Building Training**

People at the local level are still inadequate in terms of capacity building. For example, to develop an integrated plan for the district, a joined up dialogue and involvement are yet to scale up in several districts of India. Training programmes on micro planning, disaster resilience, gender sensitisation and budgeting, girl child safety, mental health status etc. are yet to get reflected in the plan process.

**Other Issues and Challenges**

Some of the other challenges are:

- Geo-spatial mapping of resources at village level;
- Scientific collection of citizen feedback on public services at a large scale;
- Involvement of multiple stakeholders with the community;
- Documentation of governance innovations by local people; and
- Security and privacy of sharing of ward level data.

Besides, the above mentioned issues and concerns, there may be context specific challenges in the concerned department or district or village. These could be holistically addressed only with the unfolding of grassroots democracy. According to Goldbard (2010), “Citizens can be reached and engaged if they are offered ways to take part that are interesting and satisfying in themselves, that combine learning and doing, that engage not only their participation, but their creativity”. As pointed out, creative ways of involving citizens is the need of the hour.

**14.6 CONCLUSION**

In the process of advancing people’s participation, there has been a rising global concern to re-examine the capacity of state and non-state actors. With ‘sustainability’ being the mission of state and non-state actors, adequate development indicators were instituted to examine the social well-being and environment protection. Unlike the neo-liberal doctrine that focuses on expansion of capital markets over social investments, the CSR initiatives of companies have been working towards building sustainable communities by integrating their business strategies and social value. To develop alternatives in financial inclusion, social enterprise sector seem to be a viable option. Several participatory tools have been evolved to provide citizen feedback on public service delivery with the aim to improving the standards and to benchmark best practices. However, the success is determined by the quality of citizen participation and their attitude towards nation building. From the case examples discussed in this Unit, it can be understood that democracy can become feeble and futile without the presence of formal and informal linkages for citizen participation.
14.7 GLOSSARY

Development Outcomes: Development outcomes indicate the impact of public policies in reducing poverty and inequality in all forms. In developing country context, it is the capability of the excluded groups to access, participate, and thrive in education, employment, and business endeavours.

Infant Mortality Rate: It is the number of deaths per 1000 live births of children under one year of age.

Maternal Mortality Rate: It is the number of registered maternal deaths due to birth or pregnancy related complications per 1,00,000 registered live births.

Neo-liberal: It refers to freedom of market and minimum interference from the government.

Social Value: It refers to a company’s mission towards positively contributing to the lives of poor and marginalised.

14.8 REFERENCES


### 14.9 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

#### Check Your Progress 1

1) Your answer should include the following points:
   i) Triple Bottom Line (TBL) was developed by Elkington.
   ii) It has three dimensions, namely, environment, social, and economic.
   iii) It has changed the landscape of the way businesses are run.

2) Your answer should include the following points:
   i) CSR operates based on TBL approach.
   ii) It intends to build sustainable communities.
   iii) It partners with the state and other non-state actors.

3) Your answer should include the following points:
   i) Exclusion refers to keeping away the differently-abled, vulnerable and marginalised communities from mainstream development.
   ii) It could be linked with the United Nations Sustainable Development Goals.
   iii) It aims to bridge social inequalities.

#### Check Your Progress 2

1) Your answer should include the following points:
   i) It provides structural framework for constituting municipal bodies.
   ii) It delineates the powers to urban local bodies in terms of 3Fs (funds, functions, and functionaries).
   iii) It envisages identifying potential stakeholders for collaborative partnerships.

2) Your answer should include the following points:
   i) It is one of the popular methods in PRA to map social resources.
   ii) It is unique as it is designed by people.
   iii) It is flexible and innovative.

3) Your answer should include the following points:
   i) It is used to assess the quality of public services.
   ii) It is used as a decision making tool.
   iii) It fosters community dialogue in fixing responsibilities.