

**REPORT OF  
THE STEERING COMMITTEE ON**

**VOLUNTARY SECTOR**

**FOR  
THE TWELFTH FIVE YEAR PLAN  
(2012-17)**

**PLANNING COMMISSION  
GOVERNMENT OF INDIA**

## FOREWORD

The Approach Paper to the Eleventh Five Year Plan recognized the need for a policy document on voluntary agencies following which the National Policy on the Voluntary Sector was conceived in the year 2007. The Policy was '*a commitment to encourage, enable and empower an independent, creative and effective voluntary sector, with diversity in form and function, so that it can contribute to the social, cultural and economic advancement of the people of India*'. It promised an enabling environment, necessary for stimulation of enterprise and effectiveness of the voluntary sector and talked about creating systems that facilitated mobilization of necessary funds, greater interaction of Government with Voluntary Organisations (VO) and their increased transparency and accountability. Taking off from the recommendations of this Policy, the Planning Commission adopted a consultative approach for the Mid-term Appraisal of the Eleventh Five Year Plan. For the first time, voluntary agencies were formally involved in reviewing some of the promises made by the Eleventh Plan and assess its consequent impact. In continuation with this approach, the Planning Commission engaged with around 900 civil society organizations for the formulation of the Approach Paper to the Twelfth Five Year Plan. The consultations represented a wide range of thematic issues, regional concerns and constituency groups. Its recommendations were compiled in a document entitled '*Approaching Equity: Civil Society Inputs for the Approach Paper to the 12<sup>th</sup> Plan*'. The strength of the nature of engagement was confirmed with its continuation in the form of a published critique of the draft Approach Paper by a large set of voluntary organizations whose suggestions were formally accepted by the Planning Commission. Besides this singular Five Year Plan oriented initiative, the Planning Commission has consistently engaged with voluntary sector organizations through its Civil Society Window programme. This was started for inviting civil society representatives to share grassroots realities and alternate views on development with Members and Officials of the Planning Commission as well as with representatives of concerned Ministries and state governments. Since its inception in 2005, there have been 41 Civil Society Windows that have enabled organizations to present their views and suggestions to policy makers.

While all these initiatives have played an important role in recognizing VOs as participants in governance, policy making and implementation of programmes, the Twelfth Five Year Plan provides a new window of opportunity to further translate the vision of the National Policy on the Voluntary Sector into monitor-able, implementable and action-oriented outcomes through suggestive reforms in current laws, schemes, structures and institutional frameworks. It is with this background that a Steering Committee on Voluntary Action was formed on June 7, 2011. The complete list of all members and the terms of reference of the Steering Committee are placed at Annex 1.

The Planning Commission is grateful for the guidance provided by all members of the Steering Committee without which the report would not have attained its present form.

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## TABLE OF CONTENTS

<b>FOREWORD .....</b>	<b>2</b>
<b>INTRODUCTION TO THE REPORT .....</b>	<b>4-6</b>
<b>CHAPTER 1: OVERVIEW OF THE VOLUNTARY SECTOR.....</b>	<b>7-10</b>
<b>CHAPTER 2: TOWARDS AN ENABLING ENVIRONMENT FOR THE VOLUNTARY SECTOR .....</b>	<b>11-15</b>
<b>CHAPTER 3: STRENGTHENING GOVERNANCE OF VOLUNTARY SECTOR.....</b>	<b>16-21</b>
<b>CHAPTER 4: PARTNERSHIP BETWEEN THE PUBLIC, PRIVATE AND THE VOLUNTARY SECTOR.....</b>	<b>22-23</b>
<b>SUMMARY OF KEY RECOMMENDATIONS OF STEERING COMMITTEE ON VOLUNTARY SECTOR.....</b>	<b>24-26</b>
<b>ANNEXES</b>	
<b>ANNEX-I: Constitution of Steering Committee on Voluntary Sector.....</b>	<b>27-36</b>
<b>ANNEX-II: Setting up of Sub-Groups – Steering Committee on Voluntary Sector.....</b>	<b>36-38</b>
<b>ANNEX-III: List of Central Schemes Directly involved by NGOs/VOs under Some Ministries.....</b>	<b>39-42</b>

## INTRODUCTION TO THE REPORT

1. In the first meeting of the Steering Committee, held on 14<sup>th</sup> July, 2011, it was decided to constitute sub-groups. The constitution and terms of reference of the six sub groups are placed at Annexure 2. The Sub-Groups submitted their reports after due deliberations and presented their reports in the second meeting of the Steering Committee held on 8<sup>th</sup> December 2011. Recommendations of the Sub-Groups were discussed in detail. The following section outlines the main issues discussed in the report.

### **Defining the Voluntary Sector**

2. The National Policy on Voluntary Action 2007 recognizes all formal as well as informal groups such as *community based organizations, non-government-development organizations, charitable organizations, networks or federations of such organizations and professional membership based associations* as part of the voluntary sector. This understanding does not reflect upon the differences between the voluntary sector and the larger civil society, nor does it account for the inherent characteristics of social/people's movements. For the purpose of clarity, the Steering Committee has opted for the view that civil society should be understood as different from the voluntary sector. The former represents any individual/group that possesses the identity of a 'citizen' and the latter embodies entities that are legally recognized as trusts, societies or section 25 non-profit companies registered under either state or central legislation. In this position, the Twelfth Plan in its policy directive will differ from the National Policy on the Voluntary Sector (NPVS) and limit the scope of proposed interventions to the afore-mentioned legally recognized organizations.

### **VISION of the Voluntary Sector and Terms of Engagement with the State and the Market**

3. The Steering Committee agreed that the perceived role and vision of voluntary agencies need to undergo a change. The vision in particular should orient itself towards more transformative and constructive interventions that build an ethical social order, rekindle the notion of self-governance at the level of the individual/family/society, strengthen grassroots democratic establishments, increase sensitization of policy makers towards marginalized communities and contribute to social, economic and political advancement of people. While giving due recognition to the autonomous nature of VOs, processes ensuring respectful engagement between the Government and VOs must be institutionalized. A transition *from* engaging VOs in implementation roles of subsidiary agents/contractors *to* active partners in designing, planning and monitoring (while allowing them to co-exist as autonomous agents of social transformation) is envisaged.

It is also hoped that the voluntary sector as a whole will in the duration of the Twelfth Plan period transform itself into a better governed, more accountable and transparent, well-funded and sustainable sector with strong institutions that are functional at the union, state, district and panchayat levels. Enhanced support to the

sector through human resource development, institutional enhancement, greater capacity and resource building of all voluntary actors is envisaged.

An extension of this is the need to explore the changing relationship of voluntary agencies with the private sector. Transparent and accountable public private partnership models, greater corporate social responsibility and responsible interactions of VOs with market agencies are visualized. To ensure respectful engagement, the Steering Committee recommends the formulation of uniform and consistent state and central policies in order to overcome the shortfalls and biases in the current set of widely varying policy directives. This however does not take away the fact that the spirit of voluntarism would continue to remain unfettered and grow and find expression in its own amorphous way.

### **Self-Governance of the Voluntary Sector and Data Needs**

4. The Steering Committee has laid stress on introduction of an accreditation policy and standardization in codes of conduct, credibility norms and self-regulatory mechanisms for the Voluntary Sector. Further, the need to assess the actual status and size of the Voluntary Sector in the entire country was agreed upon.

### **Policy intent for the voluntary sector in the Twelfth Five Year Plan**

5. The Steering Committee on Voluntary Action has envisaged that at the end of the Twelfth Five Year Plan, the nation should have a more:
  - i. Coordinated system of dialogue between the state and the voluntary sector on the central issues of poverty eradication, protection of the most marginalised and vulnerable communities (including minorities, Nomadic Tribes Transgender groups, differently-abled persons, Primitive Tribal Groups, Internally Displaced Persons) through access to justice, conflict resolution, sustainable development, gender equity, rural transformation, heritage and culture promotion, financial inclusion and capacity building/ talent management of India's human resource, particularly the youth.
  - ii. Stable, growing, eclectic and better managed voluntary sector with greater transparency and accountability; enabled by laws, institutional structures and frameworks that can provide support even in a non-homogenous environment.
  - iii. Better skilled and equipped body of voluntary sector professionals which is empowered to work towards a more inclusive, equitable and harmonious social order.
  - iv. Empowered voluntary sector that plays the important role of animating and establishing among others a robust and participatory Panchayati Raj System of self-governance and encourages youth, both men and women to give some of their time to nation building as part of their own self development.
  - v. Institutionalized **legal measures** that are uniformly applicable across states to ensure protection of all voluntary actors against any form of political, social or economic harassment by either the state or market forces.
6. The following Chapters will present a synthesis of all reports of the sub-groups of the Steering Committee on Voluntary Action, subsequent interactions and written

recommendations of Members of the Committee as well as representative networks of civil society. It will state the 12<sup>th</sup> plan vision for voluntary action and give recommendations for the desired future state. The report will also outline the need for an enabling environment for the sector and suggest guiding principles to help set standards of self-governance.

## CHAPTER 1: OVERVIEW OF THE VOLUNTARY SECTOR

7. India has witnessed various policy measures that have led to its overall progress. But there still exists rural-urban, sector-based, and income related inequalities. These have in turn contributed to a rise in social conflict, ethnic and regional tension, human displacement and discontent among citizens. It is in this conflicting domain that the voluntary sector sees a defining role for itself (see Box on page 8 for description of various roles of VOs). By enabling people and people's groups to access democratic processes and entitlements that lead to empowerment, the sector can help and build a self-reliant, motivated and harmonious social order.
8. Simultaneously, it can present a critique of public functioning and provide alternatives; its inherent objective being to ensure enhanced participation of people and articulation of agreement or dissent against use of excessive power by State and market institutions. Thus, by creating space for engagement, VOs can also contribute to the organic process of democracy. Various examples of exemplary work done by VOs are testimony to the sector's ability to contribute to the afore-mentioned endeavors. The fact that the identity of the sector is distinct and derived from the public nature of its work, provides it with greater legitimacy and acceptance among its stakeholder groups.
9. The sector should thus be viewed as an agency that can contribute to (1) strengthening democracy and governance through improved participatory representation, awareness of rights and capacity building of local institutions (2) advancing rural and urban development through grassroots level innovations and human resource and talent management (3) transforming inter-personal, familial and community spaces through awareness generation and sensitization (4) providing platforms for dialogue and dissent for appreciation of and respect for differences in opinions and affiliations and (5) promoting art, culture, environment protection and other forms of public enquiry; alternatively, it may be said that the sector should cover the spaces of **social defense, social security, social service and social change**. Each of these spheres in turn needs a careful understanding and a response mechanism to enable greater synergy, impact and reach. This will be dealt with in greater detail in Chapter 2 on Enabling Environment.
10. Before reviewing the scope of interventions by VOs, it must be acknowledged that there are various other forms of organizations and individuals that contribute to the same objectives by using similar methodologies and processes. Thus, all social and political movements, individual members, market agencies, identity groups that are united in their vision of an equitable, sustainable and harmonious world may be considered as partners of the voluntary sector in its vision of a just, egalitarian and peaceful society. There is need to recognize their contributions to the socio-political and economic development of India and support demands for greater visibility and legitimacy of their work.

## **VARIOUS ROLES OF VOLUNTARY SECTOR ORGANIZATIONS**

### **Agents of rapid change and social transformation**

Through their work among the most backward and marginalized communities, in regions with poor accessibility or with depleting physical and financial resources, VOs create knowledge hubs using ecologically, culturally and socially sensitive methodologies that are aimed at holistic development of communities. Simultaneously, the sector ensures equality in representation, access and control in all forms of social, political and economic relationships and through this maintains the social fabric of the nation, rekindling the notion of self-governance at the level of society and making it more just and egalitarian

### **Expertise and promotion of thematic domains**

The various thematic domains that VOs work in include art, culture, sports, spiritual enlightenment, environment and wildlife conservation, gender equity, innovations in education, science and technology, access to justice, peace building, conflict resolution, rural development, among various others with awareness of and experience in regional, cultural, community and identity specific variations. Eclectic nodal institutions help promote cross fertilization of thematic issues and in the process empower the poorest and the most disadvantaged to make self-informed choices.

### **Enabling inclusion of the marginalized by translating people's aspirations into policy**

With a vast knowledge of grassroots complexities and sensitivity to socio-cultural contexts, VOs have the expertise to ensure improved interface between the state, market and people. VOs also enable information and feedback to flow from Gram Sabhas/ people/ communities/ identity based groups/ individuals to district and centrally situated planners, thus outlining the different needs and specificities of each category. Simultaneously, they build capacities of people, people's organizations, implementing agencies, planning bodies and private players to help encourage participation of and self-initiated outreach efforts by marginalized groups. Such structured information flows also enhance participatory governance. VOs can thus be viewed as supporting agents in the development of a flourishing grassroots democracy.

### **Scaling-up grassroots innovations**

VOs also contribute to policy by enabling the scaling-up of grassroots level innovations in rural development and urban poverty management. Contributions to the creation of local health human resources, self help groups for women's empowerment, preservation of water resources and livelihood generation are particularly noteworthy.



## **Challenges facing the Voluntary Sector**

11. For the voluntary sector to perform its role in a sustainable manner, the most critical need is the availability of legally recognized and protected spaces for raising voices in support of corrections in present systems of governance. This is based on the premise that privileges to dissent and disagree are made available in democratic establishments such as the Parliament of India and these should be extended to spaces outside. It is felt that VOs can perform their autonomous functions and help in planning, implementation and evaluation only when there is genuine collaboration which includes the right to disagree.
12. There is need to outline mechanisms to minimize conflicts between Government agencies and voluntary organizations at the implementation level, especially in flagship programmes such as the Mahatma Gandhi National Rural Employment Guarantee Act, National Rural Health Mission, etc. The idea of partnership not only for delivery but also for capacity building needs to be strengthened.
13. The scenario of trust deficit between Government agencies and Voluntary Organisations should be removed for development of the sector.
14. There are also a number of internal challenges faced by VOs. These include the lack of adequately skilled human resource, mis-governance which is willful or due to lack of experience, profiteering out of development funds, poor self-evaluation and monitoring and limited physical and financial resources. The sector needs to invoke greater self- discipline, transparency in transactions and overall accountability in order to achieve legitimacy among its target group.

## **Sustainability of the voluntary sector**

15. Flowing from existing challenges is the need to define the broad contours related to sustainability of the sector. Sustainability of the voluntary sector is characterized by a continuation of its relevance, its inner resilience, and a progressive increase in its capacities and capabilities. It is also a factor of its constantly changing identity which is a determinant of the dynamic State - Market – Civil Society relationship. Thus there is a strong need for enabling institutions (both government and non-government) that are:
  - i. Interdependent
  - ii. Relevant to changing contexts and needs
  - iii. Inclusive: to ensure public participation, especially representation of marginalised communities
  - iv. Rich in human resources in order to deal with changing agendas
  - v. Well-funded, accountable and transparent
16. Sustainability for the sector can also be understood as a condition wherein a fine balance is maintained between a nurturing State which respects divergent views and encourages public participation and a responsible voluntary sector which innovates, sets examples of value based dialogues, and ensures inclusion of the marginalised and invisible. Sustainability will therefore include moving beyond bare minimum thresholds and offering society a diversity of platforms in order to celebrate its identity, history and culture. Critical in this would be encouragement to

performing arts, initiating problem solving through self-help, and upholding the rule of law. The following chapters will describe core issues related to ensuring an enabling environment and better self-governance in the sector, both of which are necessary for achieving long-term sustainability.

## CHAPTER 2: TOWARDS AN ENABLING ENVIRONMENT FOR THE VOLUNTARY SECTOR

17. One of the key objectives of the National Policy on the Voluntary Sector was to *establish an enabling environment for VOs in order to stimulate their enterprise and effectiveness and safeguard their autonomy*. To this end, the policy suggested that the *Planning Commission would encourage the simplification of existing state laws & rules*. The Government would *simplify procedures for registration, license and remuneration to self-employed persons*. An alternative *central law for registering VOs* was also suggested following which a task force was appointed. The Steering Committee strongly upholds these recommendations.. It has however found necessary to articulate areas that need policy revision for improved interaction between VOs and government agencies. Accordingly, this chapter would highlight issues related to programmatic interventions including policy making, implementation, evaluation and funds management.

### I. Programmatic intervention: Institutionalized participation from design to implementation and evaluation

18. The National Policy on the Voluntary Sector recognized *strategic collaboration and consultation through a formal process of interaction at the Centre, State and District level* as a key instrument of partnership. It therefore encouraged the formation of *permanent Joint Consultative Groups/ Forums/ Joint Machineries of Government (including at the district-level) and VOs*. Expertise of the sector was suggested to be used in committees, task forces and advisory panels constituted by the Government. The Policy also talked about introducing *suitable mechanisms for involving a wide cross-section of the voluntary sector*. Taking off from the Policy, the Steering Committee recommends the articulation of a set of terms of engagement that would be applicable to all forms of interactions between the voluntary sector and agencies of central and state governments. These guidelines should be accessible, transparent and legally recognized and keep specificities pertaining to thematic domains, nature of work and size of VOs in mind. The following concerns pertaining to engagement between VOs and GOs in the spheres of (1) policy making/planning, (2) implementation (3) evaluation and (4) funding should particularly be endorsed.

#### ***With respect to policy making and planning***

19. "Policy" may be understood as a set of overarching principles that guide, sensitize and control the trajectory of any planned initiative. It also provides a vision that is representative of diverse needs and aspirations and synthesizes the same to conceptualize a common way forward. Through this, it ensures inclusion of the most marginalized and invisible communities in mainstream planning and development processes. In India, it is the village (panchayat), block, district, state and central systems that are recognized as the different units of policy-making. To strengthen governance at each of these levels, with special focus at the critical level of the district planning board, it is essential to build mechanisms that institutionalize consultative planning to enable greater representation of stakeholder groups. One

way of achieving the same is through institutionalized consultations with VOs and other civil society representatives.

20. At present, every Ministry/State Government department/District has its own procedure of engaging with VOs while designing programs. As a result, while many guidelines are supportive of a constructive environment for VOs, there are others that neither understand the context of the sector nor address its concerns. Consequently, issues like conflict of interest, stifling the independence of small VOs, bureaucratic hurdles in funds disbursement, etc. emerge. What is also problematic is the fact that the emphasis in engagements remains on individuals and not organisations. Thus, in all instances of 'participative planning' we find individuals being engaged without similar recognition accorded to the institutions that they represent. To restrict such limitations and encourage best practices between the two sectors, there is need for guidelines that rearticulate the existing terms of engagement with a special emphasis on ensuring protection of VOs. There must however be enough scope for innovative variations at the grassroots level. The 12<sup>th</sup> Plan should therefore begin by institutionalising the *Joint Consultative Groups/ Forums/ Joint Machineries* recommended by the National Policy on the Voluntary Sector in all existing forms of planning, right from the grassroots levels up till the level of central Government Ministries.
21. Within the *Joint Consultative Groups/ Forums/ Joint Machineries* structure, members of civil society, including the voluntary sector should be made partners in the debates that precede designing and development of policies/schemes/programmes and also be involved in mid-course corrective measures to create a window for improvements as well as incorporation of regional/cultural specificities. Engagement should particularly be mandated for poverty eradication oriented interventions that aim at building capacities of the most marginalised sections of India. In this regard, the focal Ministries that should necessarily adhere to such a policy recommendation would be Rural Development, Drinking Water and Sanitation, Tribal Affairs, Women and Child Development, Minority Affairs, Panchayati Raj, Social Justice and Empowerment, Textiles, Health and Family Welfare and Human Resource Development.
22. Further, mechanisms should be set up to identify and up-scale innovations that have made visible changes in the lives of beneficiary communities. Experiments in health, women's empowerment and watershed management have yielded particularly impressive returns. This approach should now be extended to other domains of governance. Institutionalised engagement will necessarily create space for an exchange in technologies and sharing of best practices. (A national innovation and relevant support initiative based on an e-platform needs to be set up in order to recommend and support up scaling in various thematic areas. The task of commissioning such a database and portal would lie with the Planning Commission or the proposed independent Ministry. In this regard, the SRISTI-- honey bee experiment by Prof. Anil Gupta, IIM is a good example. SRISTI is a non-governmental organisation setup to strengthen the creativity of grassroots inventors, innovators and ecopreneurs engaged in conserving biodiversity and developing eco-friendly solutions to local problems.) At the same time, indicators should be developed for selection of VOs and methodologies should be deliberated upon to ensure that approved

suggestions are necessarily incorporated in plan documents and implemented thereafter. Emphasis at the district level should be on listening to the voices of local VOs and not limiting interactions with large national/international organisations.

23. With respect to selection of VOs for consultative planning with Government agencies, specific requirements may include voluntary agencies to be officially registered for at least 5 years in order to apply. The activities of VOs must be relevant to the area of policy making with a preference to those performing special roles in implementing laws and with demonstrated democratic decision making mechanisms. A transparent mechanism in selection of voluntary agencies with mandated roles may be done through a step by step process that involves the making of an application by VOs. They may register and furnish supporting documents, viz., Proof of Identity (Copy of constitution, etc.) and Proof of existence (copy or certificate of registration, copy of most recent financial statement and annual report, copy of examples of publications, recent articles or statements). The applications should be received within a stipulated timeframe and screened by a committee that is constituted for this purpose. The voluntary agency may be contacted and asked for more information or clarifications, if need be. The committee may meet at least twice a year to select VOs that have applied for consultative status and may solicit further information to reach a consensus on the list. Details of the agencies selected may be made available on the website for greater transparency. Voluntary agencies granted consultative status may submit a brief report of their activities, including details of collaborative work with the Government, to the Committee on Non-Governmental Organizations, every fourth year. An official list of all NGOs in consultative status with the Government must be updated annually.

***Special mention: Involving state governments***

The current system of voluntary sector is working without any policy initiative in the states. Development initiatives carried out through voluntary sector in different parts of the country are either sanctioned directly by the department and ministries of the Central Government or are part of projects that are funded by national and international agencies via state governments. There is an urgent need for **state voluntary sector policies** on the lines of the national policy on the voluntary sector to enable and empower an independent, creative and effective voluntary sector in each state which can contribute to the social, cultural and economic advancement of the people of the state. This is also necessary to protect the quality of VO's work, keep the sector vibrant enough to meet any developmental and social challenges and increase institutional linkages between the sector and state governments. Existence of a policy instrument in each state will be the first step to institutionalize engagement as also mobilize desired fiscal and administrative reforms to strengthen the growth of Voluntary sector. Further, it is important that state specific policy, laws, rules and regulations relating to VOs categorically safeguard their autonomy as well as accountability. Among other media, interactions should also be facilitated through the creation of a national web portal that may be accessed by state departments to gather information on VOs for assessment and other purposes. *This was also a recommendation of the National Policy on the Voluntary Sector and should be realized within the period of the Twelfth Five Year Plan.*

### ***With respect to implementation***

24. The national policy on the voluntary sector recognizes the need to *identify collaborative programmes that can be implemented in partnership with VOs*. The Steering Committee recommends that guidelines to select VOs for implementing roles should be created. Only those VOs that have presence in the target areas of implementation oriented schemes/programmes and have a history of working with local communities should be selected. A similar caution is advised with respect to engaging VOs in monitoring of schemes.
25. With respect to the situation where capacity building and training of local institutions and community members is required, the services of those VOs should be engaged that have established their competencies in this field and not ones who have no capability in principles and methodologies of human resource training. To ensure this, there is need to evolve strong and transparent accreditation systems that can enable Government agencies to make informed decisions.
26. An enabling mechanism is also required for allowing those VOs that are involved in rural/urban development and social transformation to function to the best of their abilities without having to face politically motivated roadblocks. A greater synergy is required both at the central and state level to ensure protection of VOs.

### ***With respect to evaluation of central and state schemes, especially all poverty alleviation programmes***

27. The Steering Committee recommends that there should be autonomous space for research- based evaluation of schemes by independent agencies, including VOs in order to advance planning and implementation by Government agencies.

## **II. Financing the sector**

28. In keeping with the letter and spirit of the National Policy on the Voluntary sector it is suggested that there is need to facilitate funding to voluntary organizations in order to enable them to mobilize people as agents of social transformation, assist people's organisations to access funds and create greater sustainability in the sector.
29. Decentralised reviews to ensure financial parity of all funding arrangements between GOs and VOs. This should be based on existing labour laws and social security norms and should differentiate between different members that contribute to the sector.
30. A **Task Force** be created to consider development work in areas of deep distress, with focus on the left wing extremism affected districts, North East Region, border areas, Minority Concentration Districts, backward districts, SC/ST populous districts and the Kashmir valley. This arrangement could be hosted in the Planning Commission and used as a platform to support VOs working in regions of distress and encourage the duplication of successful, grassroots level innovations led by the voluntary sector in other distress prone districts.

31. Further, in this revised concept of engagement, encouragement should be given to the concept of *work based funding*, and not what is done at present which is *funding based work*. Funding should be guided by the requirement for a particular kind of work/innovative development practices at the ground level. Cases where work is generated because funding is available for a particular cause/concern should be discouraged.
32. Mechanisms need to also be built to create similar relationships between the private/ corporate sector and voluntary agencies. What is required is regular and serious collaboration, as opposed to a singular non-historical point of interaction. A suggestion to facilitate this process is to dovetail it with the Corporate Social Responsibility wings of Navratna Companies. Each Navratna should support two or three thematic or region/community based VOs and this should be linked to an open evaluation by experts.

The Steering Committee endorses the recommendations contained in the report on decentralized funding mechanisms:

1. *Creating a **partnership fund to finance voluntary organizations** engaged in long term efforts to improve the status of deprived people with respect to education, health, early childhood care, livelihood security, natural resource management, housing, urban renewal, gender justice and community mobilization to fight injustice and exploitation.*
2. *Promoting **co financing mechanisms to fund voluntary organizations**. The state should strengthen existing grant making organizations, be they private foundations or state institutions that are engaged in bringing about social transformation and development in the country. Co- financing mechanism should encourage constructive work and social mobilizations initiatives that activate in people their political sensibilities and cultivate self governance.*
3. *The government has a plethora of schemes that provide project funding to a host of small voluntary organizations. These **schemes should be reviewed** in such a way, voluntary organizations can do their work properly and pay dignified salaries.*

## CHAPTER 3: STRENGTHENING GOVERNANCE OF VOLUNTARY SECTOR

### Introduction

33. Over the years, especially in the last 2-3 decades, there has been a lot of debate and discussion on the various typologies and roles of voluntary organizations. Time and again, questions around whether or not voluntary organizations are meant to undertake service delivery on behalf of the government are raised. Further, the capacity and credibility of VOs is often questioned. At the same time, majority of the Government funded welfare and development programmes talk about partnership with voluntary agencies to reach the unreached. This has led to an amorphous growth of organizations which use the present situation as an opportunity both for service delivery as well as monetary gains. It is important to differentiate between these approaches. In line with the above, the Steering Committee recommends the need for a policy framework to support self-regulation by VOs.

### The current regulatory framework:

34. There already are regulatory frameworks and mechanisms within which the voluntary organizations have to function and report their activities. The three popular forms under which voluntary organizations can be registered are i) Societies Registration Act, ii) Trust Act, and iii) Section 25 Company under Companies Act 1956. Apart from the registration related laws, the VOs have to also adhere to certain legal requirements like filing of Income Tax returns, filing of returns with the Ministry of Home Affairs for the funds received under FCRA, filing reports to Charity Commissioner, Registrar of Societies or/and Registrar of Companies, etc.

35. These multiple forms of registration need a composite review and it needs to be assessed whether a single window system for registration can be created. This will enable all stakeholders to find out if registered VOs are following rules or not. *The National Policy on the Voluntary Sector had made the same recommendation, based on which a TASK FORCE report on a Central Law for Registering VOs was conceived. This recommendation may be implemented within the Twelfth Five Year Plan.* In addition to making the registration of VOs effective and easier, a Centralized Data Management System (CDMS) will have to be created which will help in automatically identifying defaulters and distinguishing them from the ones that follow norms. This electronic portal based system has already been tried out by CAPART and the Planning Commission and it needs to be up-scaled and handed over to an independent authority. This entity could be the Ministry of Voluntary Affairs, which is described in paragraph 38.

### Need for Self-Regulation:

36. The term 'Voluntary Organization' brings with it certain expectations which are ethical in nature. Merely adhering to statutory controls may not be enough to meet the expectations of various stakeholders who consist of some of the poorest sections of society, as also government agencies and funding organizations. Also, the introduction of rigid, regulatory frameworks may end up undermining the autonomy of the voluntary sector and may therefore fail in raising its overall professional standards.



37. The current situation thus spells the need for strong self-regulatory mechanisms which would commit VOs to the highest possible ethical standards. Self-regulation could also be understood as being '*beyond the regulatory framework*'. So, the sector needs to spell self-regulation for it to be able to encouraging the state and the market to introduce corrective measures. Importantly enough, all stakeholders including the state, the market, voluntary agencies and funding organisations feel the need for greater self-regulation among VOs so as to better discharge the functions of positive social transformation and bringing in equality and justice for the masses while adhering to the highest possible standards of transparency and accountability.

### **Scope for Self-Regulation:**

38. The question is 'what could be done to promote self-regulation'. The following few options can lead to good governance in the voluntary sector through both legislation and self-regulation.

- i. First and foremost, there is a need to create an umbrella organization which will list all the registered VOs by their activities or sectors or themes (NRM, Health, Education etc.) type (CBO, educational institution, religious organization etc.), size (geographical spread of the activities, capacity to handle funds, manpower employed etc.);
- ii. A separate Ministry may be created to govern the entire Voluntary Sector by laying down certain norms and standards for self-regulation. It could be termed as **Ministry of Voluntary Affairs (MVA)**. (the scope for MVA is further discussed below);
- iii. Setting up of national and regional bodies of voluntary organizations around prominent thematic areas like poverty, disability, public health etc, be promoted. This will help in harvesting common knowledge and building capacities of VOs working in those thematic areas.
- iv. As discussed in the earlier paragraph, instead of having multiple registration system, one single window for registering a VO could be thought of.

39. As discussed in the Point ii above, a Ministry of Voluntary Affairs (MVA) with functions, to pilot Central Law on voluntary agencies; to maintain information on all NGOs that are registered under all existing laws; to monitor / setup joint consultative mechanisms recommended in the National Policy on the Voluntary Sector; to draw up guidelines for accreditation. An autonomous organization under the ministry can become the agency for Accreditation of NGOs; to institutionalize mechanisms for promoting best practices being followed by NGOs; to streamline and bring uniformity in the procedures for giving grant in aid to NGOs, which are being followed by different departments; to maintain and circulate a list of blacklisted NGOs to all Departments; to address issues of involvement of NGOs in money laundering and terrorist financing ; to commission studies and evaluation of NGOs; to track the funds provided by all Ministries and Departments to NGOs under different schemes; and to provide a platform for an interface between Government and the NGO Sector.

40. Further, there is need to encourage a **'Self-regulatory Mechanism'** within individual organizations. The following core issues must be built in the policy guideline that promotes organizational self-governance:
- i. Every voluntary organization shall put its audited statement and annual report in the public domain.
  - ii. Every voluntary organization shall have institutional operational policies like, gender diversity, financial transparency, diversity in human resources, expression and avoidance of conflicts of interest, strict procedural remedies against sexual harassment at workplace, etc.
  - iii. Every voluntary organization shall have active governing board and proceedings and minutes shall be properly recorded.
  - iv. Every voluntary organization should follow all mandatory rules like registration, taxation, FCRA, etc.
  - v. Every voluntary organization shall have its policies and practices for transparent, accountable and participatory governance.
  - vi. Every voluntary organization shall follow the policy of proactive disclosure of information under Right to Information Act.

### **Code of Conduct**

41. VOs work in the public domain and their actions have a direct impact on people and society. In the present situation they are not completely under the scrutiny of the RTI Act. But as they use public funds and are exempted from tax, it is necessary to bring in a Code of Conduct to enhance their accountability and transparency. The Code of Conduct should deal with issues of responsible governance practices, adhering to existing laws and also address issues like harassment of human rights activists, whistle blowers and those who express their dissent against the state. Overall the code of conduct should awaken people to perform their duties. A system needs to be developed to examine the adherence to the Code of Conduct by the VOs and a mechanism for dealing with complaints and grievances of various stakeholders could be framed within the terms of a Code of Conduct. Further it can help in resolving disputes and grievances amicably and quickly. At another level, there should be performance measures that would allow for the fair application of incentives and disincentives to mould behavior in alignment with the desired code of conduct. In summary, the spirit of partnership between state, people and VOs should be to put public resources to good use and align one's practices with ones principles. It ought to also foster critical reflection on internal contradictions and correct distortions in one's practice of principles.

### **Significantly strengthening data collection and management systems**

42. With increase of voluntary organizations in India, there is an urgent need to identify and list organizations based on their registration, expertise, size, activities etc. VOs can be purely community based set up to facilitate certain development activities, educational institutions registered as trusts and societies, organizations which only deal with research and policy issues, etc. Their skills, level of expertise, capacity to use funds etc. also varies a great deal. Thus, there is a need to put a system in place to categorize them according to the nature of activities and size.

43. At present, this lack of data is a major handicap that is affecting both the work of VOs as well as the ability of Government agencies to engage with partner organisations. With respect to their work, many organisations are engaged in producing the same kind of data, using the same resources and focusing on the same regions. There is no common portal which indicates utilisation of the research findings of a VO or describes the work done; there is therefore no way to attain clarity with respect to the extent of information that is generated by the sector. Alternatively, due to the lack of a data bank, various arms of government agencies too do not know where to look if they require expertise and region specific knowledge. A national data bank that lists VOs on the basis of the registration (trust/society/non-profit company), thematic area of expertise (women's empowerment/health/environment/etc.) and nature of work (research/implementation/evaluation/designing/etc.) must be developed to make the present system of engagement more rewarding and efficient. Such an MIS (Managing Information System) or Data Bank should take into consideration all existing attempts (including the Planning Commission's NGO Partnership System) to achieve a common data portal.

### **Accreditation and Certification**

44. Accreditation and certification of voluntary agencies to enhance their credibility, transparency and accountability and also ensure their capability in performing certain activities will help improve standards provided there is consensus among voluntary organizations on who should carry out the accreditation and certification. A system that may be acceptable to all VOs and other stakeholders could be set up to bring in certain minimum standards for the VOs. Some key suggestions for such a system are as follows:

- i. A national accreditation authority and its mechanisms should be designed under MVA (please see para 39).
- ii. The authority must have tangible benefits for accredited organizations, so as to motivate others to follow.
- iii. The authority must have membership from government (income tax, home, social welfare ministries), elected representative, judiciary, etc. However, majority membership should be from the Voluntary sector.
- iv. The authority can have its regional chapters, with the appropriate representatives of the above at regional level.
- v. The authority shall be autonomous.
- vi. Government must give preference to accredited organizations while allocating projects/ assignment, etc.

45. The framework, methodology and parameters for accreditation could emerge from wider consultation with voluntary organizations under the leadership of Planning Commission of India. These systems should be adaptable for voluntary organizations of different size, location, nature and themes.

### **Capacity Building of Professionals**

46. There is an urgent need for capacity building of VOs to understand the changing paradigm of service delivery and expectations. At present, the scope of capacity building exercises is limited and sporadic in nature, dependent largely on individual organizational objectives and availability of funds. Such interventions rarely provide

the desired support. What is required is an effective and coordinated capacity building system which manages all core requirements of the Voluntary Sector in a sustainable manner over a long period of time.

47. There is need to establish **regional and national frameworks** for development of infrastructure and services that address a range of common needs in the complex arena of voluntary and community sector to support capacity building of each and every organization. Majority of VOs have capacity building needs related to the spheres of Governance, Management and Accreditation, Fundraising, Financial Management and Financial Stability, Self-esteem, Networking, Recruitment of Human Resource and Volunteers, Training and Empowerment of Workforce, Evaluation, Monitoring and Quality Maintenance, New Procedures and Frameworks like Information Technology, Legislation & Amendments, and other State, Regional, Nation and International-specific issues. Small VOs in particular often neither has the time nor the knowledge to build the above mentioned capacities. The process of building a learning capacity into their organizational culture or practice is also limited. Ultimately this hampers their institutional development. Conversely, many small VOs appreciate the opportunity to enrich the professional qualities of their staff and by extension their programmes as they deepen their investment in becoming “doing/reflecting-thinking/learning organizations” while still retaining the realism of practitioners. This is one invaluable area of capacity building that can be facilitated by the right kind of external agency/institutional framework. Capacity building requires time, effort and money to be effective. Good mapping of presence and profiling of vision, mission, values and capacity – combined with sensitive but rigorous assessment of the organization’s strict probity - are essential pre-requisites for any kind of institutional engagement in capacity building.
48. Further, there is a need to create a cadre of professionals who can deal with governance issues within the voluntary sector. Capacity building of the people involved in voluntary action has enormous importance to improve governance practices. In the business world, company secretaries and chartered accountants play a crucial role in adhering to corporate governance practices, likewise a cadre of professionals dedicated to voluntary sector governance could be created to strengthen the processes and bring credibility to the sector. Some professional bodies like ICAI and ICSI could be brought in to look into the special needs of the voluntary sector and design certain courses/trainings for the development of professionals. *The main area of dissonance which is emerging is the common space between corporate and voluntary sector. Large corporate consulting firms are now involved in the development sector. As a result, many VOs find their roles changed from participants in collaborative work to bidders competing among themselves for corporate sponsored work. **There is thus need for greater debate on the role and intervention of market forces in the development sector.***

### **Regulatory aspects for Social Work**

49. The ‘Voluntary Sector’ is growing rapidly and has started to attract young people as a career option. It has prompted many institutions to start offering courses in social work, rural management, rural studies, development studies etc. The knowledge imparted by these institutions needs to be channelized in such a way that a cadre of grassroots functionaries could be trained in various aspects of development

management, social work and legal issues. There is also a growing need to connect academia with voluntary action and involve them in planning, monitoring and capacity building of VOs, which will lead to enlightenment and empowerment of development workers. With a plethora of social work institutions sprouting in all corners of the country, there is increasing concern among educationists about the need for greater quality control and academic streamlining of the courses on offer. Perhaps a separate certifying authority on the lines of the Institute of Chartered Accountants of India and the Institute of Company Secretaries of India will be more feasible to maintain the professional ethics and rigor of this discipline. This may be done with the help of IGNOU or through the concept of Mother NGOs. However, the creation of para-professionals or barefoot development managers should be encouraged through a coordinated Human Resource Development effort.

## **CHAPTER 4: PARTNERSHIP BETWEEN THE PUBLIC, PRIVATE AND THE VOLUNTARY SECTORS**

50. Often Voluntary Organizations are at variance with the public and the private sectors. While differences in opinion are important, it is equally important to preserve, protect and nurture the space that allows dialogue between conflicting ideologies. Voluntary Organisations also play multiple roles such as provision of innovative services, research, community development and outreach. Through these roles, VOs aim at nurturing the multiple strengths of Government and market agencies through institutional alliances.
51. It may be added that while expected roles of the three players are well understood, each has been observed to have contributed to the domain of the other. For example, many evolved, multi-national Indian companies are increasingly participating in allocating both financial and human resource support to VOs over and above self-managed initiatives (corporate social responsibility, CSR). However, this emerging trend has highlighted the need for greater demonstrated seriousness in participation and commitment. What is required perhaps is a streamlining initiative to bring greater accountability and transparency in the functioning of CSR endeavors and Corporate- VO partnerships. In addition, corporations, either directly or through their CSR wings should extend support to Voluntary Organizations only through a common, regulated system with an independent board of directors. Corporations can thus direct funds to thematic areas of their interest and thereby engage with communities in regions where they are located and do so in an accountable and transparent manner.
52. Besides leading more efficient CSR initiatives and Corporate- VO partnerships, there remain other, more important unmet commitments of the corporate sector. Affirmative action is one strategy that can be exercised to ensure equity, reduce ethnic and social conflict and make private/public spaces more sensitive to diversity and social justice. This suo moto initiative of the corporate sector should be nurtured and encouraged, else the commitments envisaged from the Corporate sector to employ people from disadvantaged communities, including SCs, STs and religious minorities will remain unfulfilled. In view of this, it may be useful to begin a debate around the importance of introducing legislative measures that bind corporate entities into giving a set number of employment opportunities to members of vulnerable communities. Another role where the corporate sector needs to come forward and collaborate with the voluntary sector is in reducing and working on conflict transformation strategies in conflict prone areas. As conflict transformation interventionists, the companies should respond to what the context demands, i.e. support rehabilitation, engage in employment generation, value creation, etc.
53. In the arena of Public Private Partnerships, there exist extremely well-thought through guidelines evolved for the corporate sector as part of their business strategies giving them access to credits and projects reserved especially for the public sector. The same set of guidelines and the mechanism to implement and / or provide quality capacity building, research, monitoring and evaluation services in development related projects could also become a starting point for finding common

spaces between civil society, market-based institutions and state bodies. The Nodal Ministry may be assigned to coordinate the same.

## **SUMMARY OF KEY RECOMMENDATIONS OF THE STEERING COMMITTEE ON VOLUNTARY SECTOR**

**Objective 1: To create an enabling environment that encourages respectful engagement between the government and the voluntary sector.**

1. Introduction of **state voluntary sector policies** on the lines of the national policy on voluntary sector to enable and empower an independent, creative and effective voluntary sector in each state
2. Articulation of a set of **terms of engagement** that would be applicable to *all* forms of interactions (including consultative planning, program implementation and evaluation) between the voluntary sector and agencies of central and state governments
3. Proper communication of schemes and grievance redressal mechanism may be evolved for beneficiaries awareness
4. Institutionalization of **legal measures** that are uniformly applicable across states to ensure protection of all voluntary actors against any form of political, social or economic harassment

### ***In the planning of programmes***

5. Adoption of a multi-stakeholder consultative approach that is institutionalized at all levels of planning including the village (panchayat), block, district, state and central levels and is achieved through:
  - i. Formation of permanent Joint Consultative Groups/ Forums/ Joint Machineries of Government and VOs
  - ii. Development of indicators for selection of VOs for membership in Joint Consultative Groups
6. Institutionalization of in-built structures/mechanisms to ensure incorporation and implementation of agreeable suggestions made by VOs

### ***In implementation of programmes***

7. Identification of programmes that can be implemented in partnership with VOs, with special focus on:
  - i. Development related implementation roles
  - ii. Capacity building and training of local institutions and communities/PRI

### ***In evaluation of programmes***

8. Evaluation of schemes by independent agencies including VOs
9. Formulation of indicators that can enable selection of VOs through uniform, independent and transparent procedures



### ***In the management of funds generated for the voluntary sector***

10. Creation of a Task Force (situated at the Planning Commission) to consider development work that can be undertaken by the Government of India in collaboration with VOs in areas of deep distress, especially conflict prone regions such as the states of Jammu & Kashmir, Chhattisgarh, Jharkhand, North East Region. This Special Purpose Vehicle should also provide support to VOs that are already working in distress/conflict prone districts
11. Annual review of all financial engagements of government agencies with VOs, done in a decentralized manner and coordinated by the Voluntary Action Cell of the Planning Commission
12. Funds generation for VOs
  - i. Navratna companies and CSR wings of private sector companies to be encouraged to support at least 2-3 thematic region/community based VOs

### **Objective 2: To enable Voluntary Organisations to adopt transparent and accountable self-governance norms:**

#### ***For greater transparency and accountability***

13. Extension of the Right to Information Act to VOs
14. VOs with a corpus beyond a stipulated amount to be brought under the purview of state Lokayukts wherever applicable
15. Single window system for registration of VOs (*based on the recommendations of the TASK FORCE report on Proposed law for registering VOs*)
16. Creation of a new Centralized Data Management System to automatically identify defaulters; OR up-scaling the electronic portal based system that has already been tried out by CAPART and Planning Commission
17. Promotion of an apex body which will govern the entire Voluntary Sector by laying down certain norms and standards for self-regulation. It could be termed as The Ministry of Voluntary Affairs can be established along the lines of Ministry of Corporate Affairs.
18. *Strengthening Data Management Systems*: Need to identify and list organizations based on their registration, expertise, size, activities
  - i. The MIS (Managing Information System) or Data Bank should take into consideration all existing attempts (including the Planning Commission's NGO Partnership System, self-declaratory system put up by Credibility Alliance, etc.) to achieve a common data portal

19. Introducing uniformly applicable 'Accreditation and Certification' of voluntary organizations

***For greater self-governance and internal development of the voluntary sector***

20. Encouraging a '**Self-regulatory Mechanism**' within individual organizations
21. Encouraging the creation of a '**Code of Conduct**' for VOs
22. Creating an effective and coordinated **capacity building system** for all core requirements of the Voluntary Sector
  - i. Setting up of **national and regional bodies of voluntary organizations** around prominent thematic areas like poverty, disability, public health etc. which will help in harvesting common knowledge and building capacities of VOs working in those thematic areas
  - ii. Establishment of **regional and national frameworks** for development of infrastructure and services that address a range of common needs (including governance, financial management, training, IT needs, etc.) to support capacity building of VOs
  - iii. Initiating a coordinated Human Resource Development effort to create para- professionals, grassroots functionaries and barefoot managers trained in various aspects of development management, social work and legal issues and to connect academia with voluntary action
  - iv. Creation of an academic certifying authority to ensure quality control and academic streamlining of the various institutions that now impart training in the theory and practice of development

**Objective 3: To work towards an improved partnership between the state, private sector and VOs: *recommendatory suggestions***

23. Enabling greater collaborative work between the private sector and VOs especially with regard to reducing conflict and increasing positive social transformation
24. Encouragement of extension of financial and technological support by the private sector to VOs
25. Policy level encouragement to be given to adoption of affirmative action by the private sector to increase representation from the marginalized and vulnerable sections of India's population

No.M-11/14(1)/2011-VAC  
Government of India  
Planning Commission  
(Voluntary Action Cell)

Yojana Bhavan,Sansad Marg,  
New Delhi-110001  
Dated: June 07, 2011

**OFFICE MEMORANDUM**

**Subject: Constitution of Steering Committee on 'Voluntary Sector' for the formulation of the Twelfth Five Year Plan (2012-2017).**

With a view to formulate the Twelfth Five Year Plan (2012-2017) for the Voluntary sector, it has been decided to constitute a Steering Committee on Voluntary Sector under the Chairpersonship of Dr.(Ms) Syeda Hameed, Member, in-charge of Voluntary Action, Planning Commission for the active involvement of Voluntary sector in the development process. The composition and terms of reference of the Steering Committee would be as follow:

- |    |   |                |
|----|---|----------------|
| 1. | Dr. (Ms) Syeda Hameed<br>Member, In-Charge of Voluntary Action<br>Planning Commission, <b>New Delhi</b>   | Chairperson    |
| 2. | Shri Gagan Sethi<br>Jan Vikas & Center for Social Justice<br>105-106 C, Royal Chinmaya<br>Besides Simandhar Towers<br>Judges Bungalow Road , Bodakdev<br>Vastrapur, Ahmedabad, <b>Gujarat</b> | Co-Chairperson |
| 3. | Secretary<br>Ministry of Social Justice and Empowerment<br>Shastri Bhavan, <b>New Delhi</b>   | Member         |

- |     |  |        |
|-----|--|--------|
| 4.  | Secretary<br>Ministry of Women and Child Development<br>Shastri Bhavan, <b>New Delhi</b>   | Member |
| 5.  | Secretary<br>Ministry of Home Affairs,<br>North Block,<br><b>New Delhi</b>   | Member |
| 6.  | Secretary<br>Department of Health & Family Welfare<br>Nirman Bhavan, <b>New Delhi</b>  | Member |
| 7.  | Secretary,<br>D/O Elementary Education and Literacy<br>M/O HRD<br>Shastri Bhavan, <b>New Delhi</b>   |        |
| 8.  | Secretary<br>Ministry of Tribal Affairs<br>Shastri Bhavan, <b>New Delhi</b>  | Member |
| 9.  | Secretary<br>Department of Planning,<br>Government of <b>Tamil Nadu</b> ,<br>807, Anna Salai, Chennai -600002<br>Tel: 2852 1115, 2852 1116,<br>Fax: 2852 0582<br>E-mail:- <a href="mailto:dtcp@vsnl.net">dtcp@vsnl.net</a> | Member |
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| 11. | Secretary<br>Department of Planning,<br>Government of <b>Manipur</b> ,<br>Badupara,<br>Imphal-795001   | Member |
| 12. | Secretary<br>Department of Planning,<br>Government of <b>Orissa</b> ,<br>Bhubaneshwar.   | Member |

13. Sr. Adviser  
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Planning Commission,  
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14. Shri Arbind Modi  
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| 46. | Adviser (VAC)<br>Planning Commission,<br>Yojana Bhavan,<br><b>New Delhi-110001.</b>   | Member-<br>Convener |

2. The Terms of Reference of the steering Committee will be as follows:

- i. To evolve and review procedures & guidelines of the Government for involving Voluntary Organization (VOs) in the process of formulation of policies, schemes and programmes.
- ii. To evolve structures which enable the flow of information from people to planners and policymakers.
- iii. To evolve and review procedures and guidelines of the Government for encouraging the participation of VOs in the design, implementation, monitoring and evaluation of programmes and schemes.
- iv. To suggest simplified mechanisms for appraising and monitoring the work of VOs for purposes of accreditation.
- v. To review existing accreditation systems for VOs and provide suggestive measures to establish better methodologies for accreditation, in order to enhance accountability, transparency and good governance in the Voluntary sector.
- vi. To review existing laws and policies related to registration, taxation, funding and areas of operation of VOs.
- vii. To examine the existing partnership arrangements between Private Sector and Voluntary Sector and critically evaluate Corporate Social Responsibility initiative.

3. The Chairperson of the Steering Committee may constitute Sub-Groups on any specific area/problem and also co-opt additional Members, if considered necessary.

4. The expenditure towards TA/DA in connection with the meetings of the Steering Committee in respect of the Official Members will be borne by their respective Ministry/Department. Non-Official members of the Steering Committee would be permitted to travel by Economy class by Air-India, and the expenditure towards their TA/DA would be made by the Planning Commission as admissible to the class I officers of the Government of India.

5. Steering Committee will be serviced by VA-Cell of Planning Commission.

6. The Committee will submit its report by 31<sup>st</sup> OCT, 2011.

This issues with the approval of the Member-Secretary, Planning Commission.

Sd/-  
(Sudha P. Rao)  
Adviser (VAC)  
Tel: +91 11 23096538  
Email: [sudhap.rao@nic.in](mailto:sudhap.rao@nic.in)  
[Vac-pc@nic.in](mailto:Vac-pc@nic.in)

To,

Chairperson and all Members of the Steering Committee

Copy to:

1. PS to Deputy Chairman, Planning Commission
2. PS to Minister of State (Planning)
3. PS to all Members, Planning Commission
4. PS to Member-Secretary, Planning Commission
5. All Principal Advisers/Sr.Advisers /Advisers/HODs, Planning Commission.
6. Director (PC), Planning Commission
7. Administration (General-I and II), Planning Commission.
8. Under Secretary (Admn. I) to the Government of India.
9. Accounts-I Branch, Planning Commission.
10. Information Officer, Planning Commission
11. Library, Planning Commission.

No.M-11/14(1)/2011-VAC  
Government of India  
Planning Commission  
(Voluntary Action Cell)

Yojana Bhavan,  
New Delhi-110001  
18<sup>th</sup> July, 2011

**OFFICE MEMORANDUM**

Subject: Setting up of Sub-Groups - Steering Committee on Voluntary Sector for the 12<sup>th</sup> Five Year Plan (2012-17).

In the meeting of the Steering Committee on 'Voluntary Sector' for 12<sup>th</sup> Five Year Plan held on 14<sup>th</sup> July, 2011 under the chairpersonship of Dr. (Mrs.) Syeda Hameed, Member, Planning Commission, it was decided to constitute sub-groups to prepare reports on the respective subjects as given in annexure. The subjects have been taken from the presentation made by Shri Gagan Sethi, Co-Chairperson, Steering Committee.

The name of conveners of sub groups and the members of Sub-Groups have also been indicated as per their choice. It is observed that some members have opted for more than 2 sub-groups. Such members may restrict their choice to 2 sub-groups. Beside some members of the Steering Committee who were not present at the meeting held on 14<sup>th</sup> July, 2011 are also requested to select the sub-groups that they would like to become members with intimation to Voluntary Action Cell as well as to Shri Gagan Sethi, Co-Chairman of the Steering Committee.

Conveners of the sub-groups may consult, co-opt or invite any other expert with the permission of the chair if required. Planning Commission would provide the necessary assistance, such as providing logistic support for holding meetings of the expert and sub-groups, if required.

The respective sub-groups will submit their reports to Planning Commission by 15<sup>th</sup> August, 2011.

Sd/-  
(Sudha P. Rao)  
Adviser (VAC) & Member Convener  
Tel:- 011-23096538  
**E-mail:-** sudhap.rao@nic.in  
Vac-pc@nic.in

To,  
Co-Chairman of Steering Committee  
Conveners of Sub-Groups and  
Members of Steering Committee

Copy to:-

PS to Member (SH)  
PS to Member Secretary  
PS to Sr. Adviser (VAC)

**Subject of Sub- Groups & Name of Members of Sub-Groups  
setup by Steering Committee on Voluntary Sector for 12<sup>th</sup>  
Five Year Plan (2012-2017)**

<b>S.No</b>	<b>Sub Groups</b>	<b>Convener</b>	<b>Members</b>
1	Consultation provide space of voice due to imperfections in electoral politics	Shri P.V.Rajagopal  ( <a href="mailto:ekta.rajagopal@gmail.com">ekta.rajagopal@gmail.com</a> )  <b>Mob:-09993592421</b>	Shri Mazhar Husain Shri P.V. Rajagopal Shri Dilip Simeon Shri Vinod Raina Shri Ajay singh Mehta Shri Mehmood Khan Ms. Ruth Manorama Shri Sandeep Chachra
2	Capacity building role	Dr.Lal Singh  (lalhrg@gmail.com)  Tel:- 0177-2626820,  Mob :- 09816026820	Ms. Bondita Acharya Shri Parth J Shah Shri P.V.Rajagopal Ms. Ruth Manorama Shri Rowland Roome Dr.Lal Singh
3	Check and balance monitoring and feedback	Shri Sandeep Pandey  ( <a href="mailto:ashaashram@yahoo.com">ashaashram@yahoo.com</a> )  Phone: 0522-347365	Shri Dilip Simeon Ms.Monisha Behal Ms. Bondita Acharya Shri P.V.Rajagopal Shri Mazhar Hussein Shri Sandeep Pandey
4	Enabling environment by the State for growth and health of the sector through administrative and fiscal provisions.	Ms.Ruth Manorama  ( <a href="mailto:ruth.manorama@gmail.com">ruth.manorama@gmail.com</a> )  Mob:-09844057734	Shri Vinod Raina Shri Harsh Jaitli Ms.Ruth Manorama Shri Rowland Roome Shri Sandeep Chachra Dr. Lal Singh
5	Promote a self-governing regime without any political party interference.	Shri Harsh Jaitli  ( <a href="mailto:harsh@vaniindia.org">harsh@vaniindia.org</a> )  <b>Tel : +91-11-41435536, 29228127</b>	Prof. Debiprasad Mishra  Shri Harsh Jaitli

6	State volag funding relation standards and need for transparency and non-partisan & Code of conduct and a statement capturing the relationship	Shri Ajay Singh Mehta ( <a href="mailto:ajaysinghmehta1954@gmail.com">ajaysinghmehta1954@gmail.com</a> ) <b>Phone: +91 294 2450960 / 2451041/ 2452001</b>	Shri Dilip Simeon Shri Sandeep Pandey Shri Ajay Singh Mehta Shri Mehmood Khan Shri Parth J Shah Prof. Debiprasad Mishra Shri Sandeep Chachra
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**List of Central Schemes Directly involved by NGOs/VOs under Some Ministries**

**1. MINISTRY OF CULTURE**

Assistance for Preservation & Development of Cultural Heritage of Himalayas.

Financial Assistance for Preservation and Development of Buddhist/Tibetan Culture and Art.

Financial Assistance for Professional Groups and Individuals for Specified Performing Arts Projects (Salary Grant & Production Grant).

Promotion and Strengthening of Regional and Local Museums.

Scheme for Building Grant to Cultural Organisations.

Scheme for Financial Assistance for Research Support to Voluntary Organisation Engaged in Cultural Activities. I.E. Literary, Visual and Performing Arts.

**2. MINISTRY OF HEALTH & FAMILY WELFARE**

National Cancer Control Programme.

National Leprosy Eradication Programme.

National Mental Health Programme.

National Tobacco Control Programme.

Service Ngo(Sngo) Scheme.

**3. MINISTRY OF SOCIAL JUSTICE & EMPOWERMENT**

Assistance to Disabled Persons for Purchase / Fitting of Aids / Appliances.

Assistance to Voluntary Organizations for Welfare of Other Backward Classes-(OBCs).

Central Sector Scheme of Free Coaching for SC and OBC Students.

Deendayal Disabled Rehabilitation Scheme.

Grant-in-Aid to Voluntary Organizations working for Scheduled Castes.

Integrated Programme for Older Persons.

Scheme for Prevention of Alcoholism and Substance (Drugs) Abuse.

#### **4. MINISTRY OF TRIBAL AFFAIRS**

Award of Special Incentive(ASI) to NGO for improvement of Infrastructure.

Coaching For Scheduled Tribes.

Development of Primitive Tribal Groups(PTGs).

Grant-in-aid to Voluntary Organizations working for the Welfare of Scheduled Tribes.

Scheme of Strengthening Education among Scheduled Tribes Girls in Low Districts.

#### **GRANT-IN-AID TO VOLUNTARY ORGANIZATIONS WORKING FOR WELFARE OF SCHEDULED TRIBES**

The prime objective of the scheme is to enhance the reach of welfare schemes of Government and fill the gaps in service deficient tribal areas, in the sectors such as **education, health, drinking water, agro-horticultural productivity, social security net etc.** through the efforts of voluntary organizations (VOs)/non-governmental organizations (NGOs), and to provide an environment for socio-economic upliftment and overall development of the Scheduled Tribes (STs). **Any other innovative activity having direct impact on the socio-economic development or livelihood generation of STs may also be considered through voluntary efforts.**

Under this scheme 90% grant is provided by the ministry and 10% cost is required to be borne by the non-governmental organizations from their own resources, except in Scheduled Areas where the Government bears 100% cost. The scheme provides a list of categories of projects viz. **residential school, non-residential schools, 10 or more bedded hospitals, mobile dispensaries, computer training centers, etc.,** which could be covered under the scheme, and also prescribes fixed financial norms. The scheme does not provide any construction cost.

#### **5. MINISTRY OF WOMEN & CHILD DEVELOPMENT**

Gender Budgeting.

General Grant-In-Aid Scheme for Assistance to Voluntary Organisations.

Grant-In-Aid for Research, Publications and Monitoring.

Scheme for Welfare of Working Children in Need of Care and Protection.

Scheme of Assistance for the Construction/Expansion of Hostel Building for Working Women with a Day Care Centre.

Support to Training and Employment Programme for Women (STEP).

Swadhar

Ujjawala



**6. DEPARTMENT OF HIGHER EDUCATION**

Assistance to Agencies for Education in Human Values.

**7. DEPARTMENT OF SCHOOL EDUCATION & LITRACY**

Inclusive Education for the Disabled at Secondary Stage.

Innovative & Experimental Education Scheme, a component under the Sarva Shiksha Abhiyan.

Integrated Education for Disabled Children (IEDC).

Proposals from Non-governmental Organisations for setting up SRC (Adv.21.10.09).

Scheme of Support to Voluntary Agencies for Adult Education and Skill Development.

Support to NGOs/Institutions/SRCs for Adult Education and Skill Development Scheme.

**8. NATIONAL AIDS CONTROL ORGANISATION (NACO)**

Community Care Centers .

Targeted Interventions (TI) under NACP III.

**9. COUNCIL FOR ADVANCEMENT OF PEOPLE'S ACTION AND RURAL TECHNOLOGY (CAPART)**

Advancement of Rural Technology Scheme (ARTS).

DISABILITY.

Gram Shree Mela(GSM)/Buyer Seller Meet(BSM).

OB ( Organization of Beneficiaries).

Public Cooperation.

Workshops/Seminars/Conferences.

YP Starter Package.

**10. CENTRAL SOCIAL WELFARE BOARD (CSWB)**

Scheme of Short Stay Home for Women and Girls.

Family Counselling Centres.

Condensed Courses of Education for Women.

Awareness Generation Projects for Rural and Poor Women.

Rajiv Gandhi National Creche Scheme for the Children of Working Mothers.

Innovative Schemes.