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BONDED LABOUR IN INDIA

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Abstract

Bonded labour, also known as debt labour, is one of the oldest forms of slavery and still remains both present and prevalent today. Bonded labour can be found across the globe in variety of industries, from rubber plantations in Bolivian Amazon, to rug weaving mills in Nepal. In some cases, bonded labour is even apart of nation's social history and thus is part of its social makeup and cultural basis, as in the India. Though in India, bonded labour is prohibited according to law as Constitution directly and indirectly prohibits the practice, vide Articles 21, 23 (1) and 24, a specific law that prohibits the practice, the Bonded Labour System (Abolition) Act was legislated only in 1976. Despite the statutory prohibition, bonded labour is widely practiced. The worst affected are the children, particularly those from the Dalit community. Bondedlabour in India is a product of poverty, social exclusion and the failure of governments to act against the practice and its underlying causes. According to Annual Report of Ministry of Labour and Employment 2010-11, state wise analysis shows a high concentration of bonded labourers in the States of Tamil Nadu, Karnataka, Orissa, Andhra Pradesh and Uttar Pradesh. The continuation of slavery in the form of bonded labour in India is a demonstration of the continuing failure of political leadership to address this grave human rights violation in a comprehensive and sustained manner. In this paper, the causes of bonded labour would be highlighted via economic as well as social dimensions. Some suggestion would be discuses to overcome problem bonded labour problem in India.

Keywords: Bonded Labour, Human Rights, Discrimination, Social dimension

INTRODUCTION

Bonded labour, also known as debt labour, is one of the oldest forms of slavery and still remains both present and prevalent today. Bonded labour can be found across the globe in a variety of industries from rubber plantations in Bolivian Amazon, to rug weaving mills in Nepal. In some cases, bonded labour is even a part of national's social history and thus is part of its social make up and culture basis, as in India.

BACKGROUND AND MEANING OF BONDED LABOUR

Slavery and debt bondage are old institutions of labour exploitation in the society and existed even in ancient and medieval India as well. Description of slavery and debt bondage along with the regulations governing them, are available in ancient Hindu and medieval Islamic literature. The system of mortgaging one's labour in lieu of debt taken in the times of adversity by the poor prevailed in various forms in almost all parts of the country and is deep rooted in the history. The poor households find themselves in situation of pity, where one or more members of the family mortgage their labour at wage rate fixed by his/her employer, which normally is much lower than the market rate and hours of work too long. The person has no choice to try to improve his/her economic status as his/her services are at disposal of his/her Masters only and he/she is not allowed to accept any paid work other than working for his/her employer. Bonded labour form the economically weakest rug of the society. Uneven social structure characterized by feudal and semi-feudal conditions that existed in the past and exist to some extent even today are responsible for the existence of such an exploitative system.

According to InternationalLabourOrganisation (ILO), the term 'Bonded Labour' refers to a worker who renders service under conditions of bondage arising from economic considerations

notably indebtedness through a loan or advance where debt is root cause of the bondage, the implication is that worker (or dependent or heirs) is tied to a particular creditor for a specified or unspecified period until the loan is repaid.

Further, bonded labour or debt bondage is defined in U.N. Supplementary Convention on Slavery (1956) as “the status or condition arising from a pledge by a debtor of his personal services or those of a person under his assessed is not applied towards the liquidation of the debt or the length and nature of those services are not respectively limited and defined.” (Article 1(a)).

In India, as per definition adopted by the Ministry of Labour and Employment in light of Section 2(g) of the Bonded Labour System (Abolition) Act, 1976, the following are considered bonded labour:-

- Service without wages or less than prescribed minimum wages/ lower than the market wage, for it or similar nature of the work in the locality.
- Denial of choice of alternative avenues of employment.
- Denial of the right to move freely as a citizen in any part of the territory of India.
- Denial of the right to sell one’s labour or the product of one’s labour at market value.
- The existence of any some or all these consequences is sufficient to prove the occurrence of the bonded labour system.

Thus, in simple words, bonded labour can be defined as “one who renders his/her services on account of certain obligations flowing from loan/debt/advance and work at rate much lower than existing wage rate.” In another words, we can say that bonded labour is sort of patronage in which minimum wage is barely enough to cover the living costs of the employee and the relation between employer and employee is often characterized by unfixed and exploitative payments agreements which benefit the employer. Not all bonded labour is forced but most of forced labour practices have a bonded nature, regardless of whether the work involves children or adults.

BONDED LABOUR IN INDIA

An ordinance prohibiting bonded labour was passed in 1975 and legislation to this effect was passed in 1976. The Gandhi Peace Foundation and the National Labour Institute carried out the first survey of bonded labourers in the year 1978 and estimated the total number of bonded labourers at 26.2 lakh (Sarma, 1981). This estimate was based on a survey of 1000 villages in 10 states. According to this survey, majorities (about 87 per cent) of the bonded labourers were Scheduled Castes (SC) and Scheduled Tribes (ST) and again majority (about 89 per cent) of them were working in the agricultural sector. The Ministry of Labour and Employment did not agree with the number of bonded labourers estimated by Gandhi Peace Foundation on the ground that they had not adopted a systematic and statistical methodology in surveying and estimating the number of bonded labourers. The 32nd Round of the National Sample Survey Organisation (NSSO) estimated the total number of bonded labourers in 16 major states of India as 3.43 lakh.

A study conducted by The National Commission on Rural Labour (NCRL) in 1991 found that incidence of bondage was higher in agricultural sector, mainly in low rainfall areas having lower productivity, indicating a link between poverty stricken areas and incidence of bonded labour.

The non-agricultural sectors having high incidence of bonded labour were identified as stone quarries, brick kilns, fisheries, plantation, beedi rolling, weaving specially carpet weaving, pottery, match-box and fireworks factories.

The NCRL also found high incidence of migrant bonded labour mainly from Bihar in agriculture and brick kilns in the states of Punjab, Haryana, Uttar Pradesh and Gujarat. One of the interesting observations was that labourers from one state go to other state to work as bonded labourers while labourers from other states may be in bondage in same state. To cite an example, labourers from Andhra Pradesh go for work in quarries and kilns in Haryana, Punjab and Madhya Pradesh and at the same time labourers from other states are in bondage in the quarries in Andhra Pradesh.

US Trafficking in persons Report 2013 cites figures of an estimated 20 to 65 million Indian citizens in forced labour within India as result of debt bondage. Further, according to Australia based Walk Free Foundation, in its first Global Slavery Index 2013, India has the highest number of modern slaves, as it estimated between 13.3 million and 14.7 million are slaves and out of these many people are exploited by debt bondage and bonded labour. Although there is huge difference between these two estimation of bondedlabour but this clearly depict that bonded labour still exists in India.

According to Annual Report of Ministry of Labour and Employment 2010-11, state wise analysis shows a high concentration of bonded labourers in the States of, Tamil Nadu, Karnataka, Orissa, Andhra Pradesh and Uttar Pradesh. A large number of 2.88 lakh bonded labourers have been identified and released since 1976 after the Bonded Labour System (Abolition) Act, 1976 came into effect. However, only 2.68 lakh of the identified and released bonded labourers have been rehabilitated by spending an amount of Rs. 7015.46 lakhs. According to the information received from State Governments, the total number of bonded labour identified and released is 2,99,322 as on 31.03.2014. Even till 31/03/2014 Tamil Nadu, Karnataka, Orissa, Andhra Pradesh and Uttar Pradesh have a high concentration of bonded labourers among states.

**Table 1: State wise details of identified and rehabilitated bonded labourers till
31/03/2014**

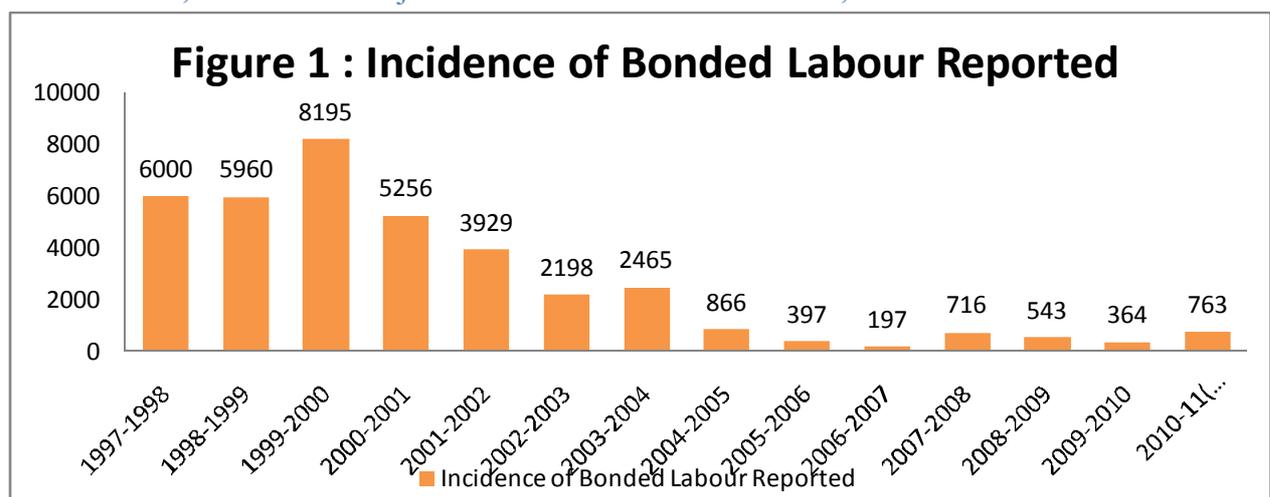
STATE	IDENTIFIED RELEASED	REHABILITATED
Andhra Pradesh	38,141	31,687
Arunachal Pradesh	3,526	2,992
Bihar	15,395	14,577
Chhattisgarh	1,362	1,362
Gujarat	64	64
Haryana	594	92
Jharkhand	196	196
Karnataka	64,600	58,348
Kerala	823	710
Madhya Pradesh	13,317	12,392
Maharashtra	1,404	1,325

Odisha	50,441	47,313
Punjab	252	252
Rajasthan	7,713	6,556
Tamil Nadu	65,573	65,573
Uttar Pradesh	35,573	35,572
Uttarakhand	5	5
West Bengal	344	344
Total	299322	279360

Source: Lok Sabha Question -

<http://164.100.47.132/LssNew/psearch/QResult16.aspx?qref=5320> accessed on 25/05/2015

Figure 1 shows incidence of bonded labour reported since 1997-98 till 2009-10. Incidence of bonded labour shows fluctuating trends, though broadly it shows fall in the incidence of bonded labour. In 1997-1998, there were 6000 bonded labourers, the number of which increased to 8195 in 1999-2000, then reduced to just 197 in 2006-2007 and in 2010, it was 763.



Source: Annual Report. Ministry of Labour and Employment, GOI, 2010-11

PRACTICAL DIMENSIONS OF BONDED LABOUR IN INDIA

Bonded labour is prohibited in India by law. Though the Constitution directly and indirectly prohibits the practice, vide Articles 21, 23 (1) and 24, a specific law that prohibits the practice, the Bonded Labour System (Abolition) Act was legislated only in 1976. Despite the statutory prohibition, bonded labour is widely practiced. The worst affected are the children, particularly those from the Dalit community. Bonded labour is deeply embedded in India's socio-economic and cultural structure, there is even a village in Uttar Pradesh state, Bandhua, literally meaning bonded, is named after the practice. Bonded labour is known in different names in the country. In the farming sector it is known as Hali in Gujarat and Uttar Pradesh; Kaimuti, Janouri, Kamiah and others in Bihar; Gothi in Orissa; Gassi-Gullu in Andhra Pradesh; and PanalPathiran in Tamilnadu.

Bonded labour exists predominantly in the informal and unregulated sector, which employ around ninety per cent of the Indian labour force. However, now it is very common to find

bonded labourers working in households, in the production of silks, carpets, matches, cigarettes, and bricks, in manual scavenging in all major cities and also in small-scale industries like firecracker, textile, leather goods manufacturing sectors, tile kilns and granite extraction industries. The most affected by bonded labour in the non-farming industries are the children. There is no credible and collated national statistics available about the number of persons, in particular that of the children, affected by bonded labour in India. Adults and children from Dalit communities make up the majority of those trapped in bonded labour.

CAUSES OF BONDED LABOUR

The bonded labour in India has its historic origin in the customary forced labour extracted from the members of socially discriminated Dalit (Scheduled Castes) and Adivasis (Scheduled Tribes) communities by the caste landlords in feudal society. However, the practice continued not only after independence but multiplied as a result of increase in poverty, reinforcement of social (caste) discrimination and displacement of the poor from land and forest based livelihood by very process of development planning, globalisation and liberalisation. Thus, causes of bonded labour can be discussed through economic as well as social dimensions.

A. Economic Dimensions

Economic dimensions can be explaining through poverty. Bonded labourers, both urban and rural, are chronically poor. The term chronically poor refers to a combination of material deprivation, capability deprivation and vulnerability. The majority of the world's chronically poor range between 135 -190 million people, a majority of whom are Indians. Many workers in India are compelled to accept wages far below the legal minimum, which barely meet basic subsistence levels and which certainly do not meet the costs of family emergencies. This situation can push even free workers towards debt bondage, particularly if they have to seek loans for social obligations such as weddings or funerals or for family emergencies. The chronically poor also lack social capital such as social networks and neighborhood relations, which enhance the chances for survival by assisting with access to work or support in times of emergencies. A World Bank study conducted in the Indian state of Uttar Pradesh showed that poor households rarely had advantageous ties or contacts outside of their own poor neighborhoods. Paradoxically then, for the chronically poor there is an incentive to maintain any relationship, even those which are exploitative because those linkages can serve as possible sources of limited assistance during short-term crises. Further, it is found that most of the chronically poor are either landless or near-landless. In post – colonial India, a vast majority of agricultural labourers were not included in land redistribution. As a result, they were left with virtually no capital and wage labour became their only recourse, leaving them desperately poor and vulnerable to bonded labour.

B. Social Dimensions

Social dimensions as causes for bonded labour can be explained through two types of discrimination -caste-wise and gender-wise.

Discrimination: caste, creed and ethnicity:- The risk of bondage is massively exacerbated when the chronically poor are simultaneously subjected to extensive social discrimination arising from their membership of a particular caste, ethnic or religious minority. Certain social groups at the bottom or outside of social hierarchy are not allowed to enter 'high caste' place of worship, use

the same sources of water etc. Furthermore, Dalit communities are often degraded, humiliated and expected to be docile to 'high caste' people. These caste rules are enforced by the threat of adverse consequences if they are opposed.

Gender Discrimination - in addition to property inheritance discrimination, exclusion from decision-making and restrictions on movement, the women also face discrimination in the labour market. They do not receive equal remuneration for equal work and face harassment and abuse in the work place. The combined effects of low level of education, work place discrimination, exclusion from family decision making process increases women's vulnerability to labour exploitation and dependency, and thus makes them susceptible to bondage.

Thus, social discrimination along with limited economic opportunities and a life of labour, makes it almost impossible for marginalized groups to attain basic education qualifications, sustain good health and embark on other activities, which are important for individual well being. This has occurred to such an extent that they have become resource and capability poor with a high proportion of chronic poverty and consequently, a high susceptibility to debt- bondage and other forms of forced labour.

CASES OF BONDED LABOUR IN INDIA

- Bonded labour in agriculture: In India, a number of social reforms involving land and tenancy have been enacted throughout the last fifty years in order to eliminate serfdom and unpaid labour in the traditional agrarian system. However, poverty and indebtedness have forced an increasing number of people into a position of vulnerability to agricultural bonded labour, while the traditional labour system has evolved into new forms, reflecting the changes related to increasingly capitalistic agricultural development. It has been found in many studies that the workers appear to be independent tenants, but in reality, they are bonded labourers. They borrow money from their landlords to afford all expenses related to the running of farm. This money adds to the share that must be reimbursed to the landowners. This situation makes it impossible for the tenants to pay off their debts, thereby decreasing the likelihood of their being freed by landowners. These work relations are partly an expression of the socio-economic dominance of certain groups. It has been also found that bonded labourers are sold to others and their debt is transferred to new employers. One of most widespread system of bondage in the agricultural sector is the kamia-malik system, where kamia, a male farm servant, along with his family members, provided labour in the home and farm of the malik, the master, until his debt is paid off.
- Bonded labour in the informal sector: The incidence of bonded labour is extremely high in the informal sector, particularly in industries which require manual processes, are strictly linked to seasons, are based in remote places, or heavily employ migrants. Quarries and mines, brick kilns, power looms, rice mills, sericulture and silk weaving, woolen carpet production, fish processing and construction are the industries where bonded labour is most prominent. The brick kiln industry can be used to exemplify the situation of bonded labourers working in the informal sectors of the Indian economy. Recruitment of the victims, now a day, is carried out through intermediaries who receive commissions deducted from the labourers' wages. Usually, workers are employed for six to eight months per year

and are paid part of their wages on a weekly or monthly basis, with adjustments made at the end of the season, so as to keep the worker and his family bounded during the whole season.

- Gender dimensions of bonded labour- The disadvantage of belonging to a low caste or tribe, or being a victim of direct or indirect bonded labour is significantly more pronounced for Indian women due to the position of women in society in general. Indirect bonded labour is typically linked to the agriculture and brick kiln sectors. Women and children are bonded due to the fact that the male of the household is a bonded labourer. Women carry out domestic services in the landlord's house and besides being exposed to long working hours, they may fall victim to physical and sexual abuse from landlord. Women and their children can also be sold to third parties without even being informed if the landlord decides to transfer the credit he owns on the male worker.

Direct bonded labour is steadily increasing for women and may take the following forms:-

The Sumangali Scheme – more and more women and girls are forced into bonded labour under the so called Sumangali Scheme, which is believed to have started in the late 1980s. The word Sumangali in Tamil refers to an unmarried girl becoming a respectable woman by entering into marriage. The scheme is also known as the “marriage assistance system”. In a common Hindu marriage, the bride's family has to provide the groom's family with a dowry and has to bear the expenses of the wedding. Family from the low castes who cannot bear these costs are persuaded by agents, under the sumangali scheme, to sign a contract which binds their daughter to work for at least three years in a factory, in exchange for the advance of the money needed for the wedding. Once the contract is signed, the girls are under the control of the broker or the factory and their conditions vary significantly, depending on factors such as wages and working conditions. This is the reason why the Sumangali Scheme might not be recognized as bonded labour at first, but it is in fact an example of modern slavery.

- Bonded Child Labour: There are a number of industries where children's labour is pledged against loans taken by their parents and children have to work for long hours under intolerable conditions. Number of studies have found that highest per cent of child bonded labour is found in agriculture, brick kilns, stone quarries, carpet weaving, bidi rolling, rearing of silk cocoons, production of silk sarees, silver jewellery, diamond cutting etc. These children are made to work against debt taken by their parents or guardians, at low or no wages, from a very young age.

SUMMARY AND CONCLUSIONS

Bonded labour can be defined as “one who renders his/her services on account of certain obligations flowing from loan/debt/advance and work at rate much lower than existing wage rate.”The continuation of slavery in the form of bonded labour in India is a demonstration of the continuing failure of political leadership to address this grave human rights violation in a comprehensive and sustained manner. Such failure is neither understandable nor, if it ever was, excusable in the face of the growth in economic power of India and the promises enshrined in the national constitutions. Any economy tolerating such widespread abuses at its heart must be an issue of concern for the international community, particularly as these nations begin to emerge as

major players in the global market.

Despite the statutory prohibition, bonded labour is widely practiced. The worst affected are the children, particularly those from the Dalit community. Bonded labour is deeply embedded in India's socio-economic and cultural structure, there is even a village in Uttar Pradesh state, Bandhua, literally meaning bonded, is named after the practice. Bonded labour is known in different names in the country. In the farming sector it is known as Hali in Gujarat and Uttar Pradesh; Kaimuti, Janouri, Kamiah and others in Bihar; Gothi in Orissa; Gassi-Gullu in Andhra Pradesh; and PanalPathiran in Tamilnadu.

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According to Annual Report of Ministry of Labour and Employment 2010-11, state wise analysis shows a high concentration of bonded labourers in the States of, Tamil Nadu, Karnataka, Orissa, Andhra Pradesh and Uttar Pradesh. A large number of 2.88 lakh bonded labourers have been identified and released since 1976 after the Bonded Labour System (Abolition) Act, 1976 came into effect. However, only 2.68 lakh of the identified and released bonded labourers have been rehabilitated by spending an amount of Rs. 7015.46 lakhs. Incidence of bonded labour reported in Annual Report of Ministry of Labour and Employment 2010-11, since 1997- 1998 till 2010 showed fluctuating trends , though broadly it shows fall in the incidence of bonded labour. In 1997-1998, there were 6000 bonded labourers, the number of which increased to 8195 in 1999-2000, then reduced to just 197 in 2006-2007 and in 2010, it was 763.

Bonded labour in India is a product of poverty, social exclusion and the failure of governments to act against the practice and its underlying causes. Those who are enslaved are desperately poor with no assets other than themselves to sell in times of extreme need. Those who are enslaved are also predominantly from scheduled castes and minority groups, with various studies estimating that around 90 per cent of bonded labourers come from these groups. The profound prejudice of the wider society against scheduled castes and minorities, which must also pervade government and civil service as well as other sections of society, establishes a culture of toleration for abuses of the most extreme kind, including slavery, to be perpetrated against vulnerable people from these sections of society. Further, it has been found main cases of bonded labour are in agriculture sector and informal sectors and child bonded labour.

If bonded labour is to be eradicated, governments must demonstrate sustained political commitment to and proper understanding of the issue, particularly its evolution into non-agricultural industrial sectors, the enduring aspect of prejudice and discrimination in bonded labour, and sensitivity to the diverse needs of bonded children, women and men.

Freedom from bonded labour can be achieved by sustained government action on the implementation of labour standards, including the payment of minimum wages, guaranteed

freedom of movement and a right to change employment, and by sustained government action to address discrimination and poverty.

RECOMMENDATIONS

As a matter of urgency, governments must establish effective and comprehensive national action plans for the eradication of all forms of slavery which should include permanent national mechanisms to monitor and co-ordinate the action of the multiple stakeholders involved in bonded labour eradication including all involved government departments, state governments, trades unions, businesses and civil society, including representatives of bonded labour organisations, with the involvement also of international donors, international organisations and United Nations (UN) Specialised Agencies particularly the ILO.

- Governments must establish permanent national mechanisms to monitor and co-ordinate the action of the multiple stakeholders involved in bonded labour eradication including all involved government departments, state governments, trades unions, businesses and civil society, including representatives of bonded labour organisations, with the involvement also of international donors, international organisations and UN Specialised Agencies particularly the ILO.
- Governments must ensure that appropriate rehabilitation packages are made immediately available to ex-bonded labourers to ensure access to a sustainable livelihood, land, shelter, markets and services, and education. These should provide skills and training, which will help them earn a livelihood. The climatic conditions of particular locations must be kept in mind while providing rehabilitation in kind such as goats, cows or buffaloes so that bonded labourers can use them as the source of income for a long time. If liberated bonded labourers are relocated to new locations, the government should take appropriate steps to settle them in locations where they can access the labour market easily. Rehabilitation support should also include the provision of education and vocational training to children of liberated bonded labourers and children of the current bonded labourers to ensure that the children do not fall into bondage. Education should be recognised as a fundamental strategy to help children to keep away from exploitative work including bonded labour.
- Bonded labour is not solely an economic issue. Governments in the region must also ensure that all their citizens are treated equally in the economic, social and political spheres. The toleration of caste and all other forms of discrimination in these three countries is a betrayal by governments of their own citizens.
- International governments, organisations and the donor community should target the poorest and the most exploited and must include power and discrimination analysis to try to ensure that interventions and programmes advance justice and equality rather than reinforce existing patterns of social exclusion. Specific assistance to governments in liberation and rehabilitation of bonded labourers and eradication of slavery practices should be a diplomatic and aid priority
- Governments should ensure minimum wage provisions within the law are implemented to reduce the vulnerability of labourer from falling into bondage.
- The government should take effective measures to ensure that programmes targeted to the

poor and marginalised communities, the communities most vulnerable to bonded labour, reach them. Particular focus must be placed upon chronically poor Dalits, minorities and indigenous communities.

- National and international businesses working in country must ensure that the Universal Declaration of Human Rights, international labour standards and anti-slavery laws are implemented along their entire supply chains. In the context of businesses should adopt the Ambedkar Principles, a set of principles on affirmative action against caste discrimination in line with international human rights standards.

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Rising Path of New Higher Education Policy-2015 in India

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I. Introduction

Education plays dominant role in the development of human resources, human capital, human character, human personality, human mind and finally leading to optimum utilization of available resources. The Government of India is formulated new education policy-2015. In 1968 the First New Education Policy was framed on the recommendation Kothari Commission (1964-1968). This National Education Commission highlight on ancient Sanskrit, three language formula and universilisation of primary education. In 1986 the Second New Education Policy was formulated which highlight on Universilisation of Primary Education, Vocational Education of Higher Secondary Education and Specialization of Higher Education. In 1982 Second National Education Policy was modified and revised called Programme of Action (POA). During 2015 the Ministry of Human Resource Development (MHRD) realizes that several changes have taken place in Second National Education Policy to meet the changing dynamics of population requirement. The India Government has given a great deal importance for higher education during 11th plan by means of allocating about nine fold increase in its budget to the jingle of Rs. 44,469 corers an against Rs. 3,900 corers for 10th plan. Dr. Manmohan Singh calls 11th plans as “educational Plan”. The most important concerns of Indian Higher Education particularly during 11th plan are entrée extension, equity insertion, quality brilliance, significant education and quality research. But in the present highly competitive scenario, quality has become the key word in higher education.

II. Objectives

The main objectives of New Education Policy -2015 are as follows:-

- i) To frame the New Education Policy and sprit is that later it is implemented.
- ii) To set up develop educational institution through out the country from which people accesses easy qualitative education,
- iii) To forfeit special attention to disadvantages groups such as poor, women and minorities.
- iv) To serve loan, scholarship etc. as financial help to worthy students from underprivileged segment of the society.
- v) To working closely with UNESCO and foreign Government as well as University to encouraging international co-operation in the field of education in the country.

III. Themes

- ✚ To supremacy reforms for quality.
- ✚ To accreditations and grade of institutions.
- ✚ To get better the quality of set of laws.
- ✚ To speed up the tempo setting roles of central institutions.
- ✚ To enlarge state public universities.

- ✚ In higher education to assimilate skill development.
- ✚ To encourage open and distance learning including online course.
- ✚ To generate opportunities for technology enabled learning.
- ✚ To deal with provincial disparities.
- ✚ To bridge between gender and communal gaps.
- ✚ To link between society and higher education.
- ✚ To develop the best teachers.
- ✚ To maintain student support system.
- ✚ To encourage cultural assimilation through language.
- ✚ To implement significant partnership with the private sector.
- ✚ To funding in higher education.
- ✚ To increase employment encouraging link between industry and education.
- ✚ To promote research and innovation.
- ✚ To internationalize higher education.
- ✚ To instill latest knowledge.

IV. Rising Issues

Following are the several growing issues which needed concentration are as under:

- **Encouraging Cultural Assimilation**
Its promote synchronization and patience towards each others culture and lifestyle etc. Youth Exchange Programmes and Strong Interaction Programmes will promote by Universities with committed members working here.
- **Encouraging Research and Innovation**
MRP (both minor and major) are being promoted by the Government but the practical challenges are that most of the colleges , Universities and other Institute of Higher Learning do not support and promote research work
- **Education –Industry Partnership**
For easy serve of employment engagement with industry to link education. All class room talks are theoretical but student needs to visit industry and field on the job location to get better opportunity.
- **New Knowledge**
New Higher Education Policy tress the “New Knowledge” area which leads to supports Entrepreneurship and Employment Friendly avenues.
- **.Financing Higher Education**
“Gujarat Model” of Fees Waiver for girls is exemplary and should be practiced across the country. Scholarships in vast numbers and Research Grants for all the research candidates should be mandatory. Its massive challenge that students are unable to pay for the huge costs concerned in research and laboratories.
- **Internationalization of Higher Education**

This absolutely poses a gigantic challenge as distractions are copiously. Teachers needed to be very paying attention and self-sacrificing too but they also need to be kept very well too. It will work both ways. The teachers if paid well and devoid of any struggles will be able to focus completely only on work and growth of the students.

➤ **Developing the Best Teacher**

This policy leads on to the requirements of capacity building and development of teachers through the training of the teacher educators which leads to quality of teaching

➤ **Examination Method**

At present the Universities and Colleges, particularly in offering their semester system and CBCS (Choice Based Credit System) system in under-Graduate as well as post-Graduate programme. Also they are introduced Interdisciplinary and extra-disciplinary papers in the same universities. UGC, NAAC, NCET etc. are recommending switch over to CBCS system of importing education. They also recommended awarding SGPA (Semesters Grade Point Average), CGPA (Cumulative Grade Point Average) grade/ credits while issuing the memorandum of marks lists and awarding the degrees , instead of giving the marks and the class obtained in the examination which used by the higher education instructions in the past.

➤ **Need of Examination Reform**

In the “Knowledge Era” of the 21st country the existing examination system is inappropriate and it requires innovative method. Although, present system is highly memory based and outcome oriented which do not consider for different types of students and different learning situation.

➤ **Quality of Higher Education**

Quality higher education is directly linked to the development of the society. It’s more pertinent to a society with several forms of inequalities and exclusions. Quality along with impartiality and access make a system of higher education comprehensive and significant to the majority of the population without any elimination. Quality of Higher education is a set of neo-liberal policies. Quality of content and technique, quality of teachers and quality of infrastructure are the main three basic components of the quality of higher education. Some fundamentals for quality in Higher Education are:

- i) Dominance of the public-funded higher education system.
- ii) Recruitment of quality teachers.
- iii) Continuous teacher Training.
- iv) Attractive service conditions of the teachers.
- v) Scientific and liberal course.
- vi) Well-developed Laboratory and Library.
- vii) Continuous evaluation of the teachers.
- viii) Ideal student-teachers ratio.
- ix) Accountability.
- x) Expansion of Vocational Education.
- xi) ICT facilities for students.
- xii) Combating Corruption in Higher Education.
- xiii) More representation of the marginalized in higher education system.
- xiv) Rational Transfer Policy.

➤ **Women Empowerment**

Women are born with all curses with all burdens since time immemorial by the communal construct. Since independence Government of India has implemented several policies to empower women. New higher education policy will help women in enhancing confidence and raising status in the family as well as society. The main aims of the Millennium Development Goal- 3 (MDG-3) are to promote gender impartiality and women empower through the target of eliminating gender disparities in primary and secondary education by 2015 which must be followed in higher education. During the XII Plan period Government of India has been proposed to establish 20 Central Women Universities all over the countries. In 1986 the aim of NPE was to promote quality of women in educational system. In 1988 in collaboration of UGC and Commonwealth Secretariat started the programme of “Capacity Building of Women Managers in Higher Education.”The New Education Policy -2015 with 20 themes is a bridge between Gender and Social Gap. So Higher Education will pave the path to sustainable Women Empowerment.

V. References:

1. New Education Policy-2015
2. RUSA Guidelines , Department of Higher Education, MHRD, December, 2015)
3. UGC Regulations, 2010’

**HEALTHCARE AND CLEANLINESS IN JAILS: A STUDY ON TWO MODEL JAILS
OF PUNJAB**

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ABSTRACT

The rights and the status of prisoners in the early times were different or were differently considered and applied than that of modern times. Earlier, offender was taken as person who lost all the rights, even the right to live, the moment he committed the crime, without giving any weightage to the gravity of the crime. Although efforts have been made to design model jails to accommodate needs of prisoners according to Model Jail Manual as person in prison does not become a non-person. The present study tends to examine the viewpoint of prisoners of two model jails of Punjab regarding cleanliness and healthcare facilities in jails by taking 300 sample (150 from each jail).

KEYWORDS: cleanliness, prisoners, healthcare facilities, hospitals

1.INTRODUCTION

A prisoner is a person

- a) “who have been convicted of any offence punishable with imprisonment, or who having been ordered to give security under section 117, Code of Criminal Procedure, 1973 (Central Act 2 of 1974) has failed to do so and who at the time of such conviction or failure to give security, is not less than 18 years, but not more than 21 years of age.
- b) “Who has been committed to prison custody during the pendency of his trial and who at the time of commitment, is not less than 18 years, but not more than 21 years of age.”

The prison administration in India has been subjected to critical review by the higher judiciary in the last few decades. Discarding its erstwhile “hands off” doctrine towards prisons, the Supreme Court of India came strongly in favour of judicial scrutiny and intervention whenever the rights of prisoners in detention or custody were found to have been infringed upon.

- (i) A person in prison does not become a non-person.
- (ii) A person in prison is entitled to all human rights within the limitations of imprisonment.
- (iii) There is no justification in aggravating the suffering already inherent in the process of incarceration.

2. AIM

The main aim of the present study is to analyze the perception of the prisoners with the provision of healthcare facilities inside the two model jails of Punjab- Kapurthala and Faridkot Model Jail.

3. RESEARCH METHODOLOGY AND STATISTICAL TOOLS

On basis of convenience sampling technique and fairly representing all the types of prisoners; convicts, under trials & women, a well devised questionnaire was used on sample of 300 prisoners i.e 150 each from Kapurthala and Faridkot Model Jail to collect information and statistical methods have been used to test the significance of results.

4. RESULTS AND DISCUSSION

Table 1: Are the Water Closet and washrooms are disinfected and cleaned daily?

	q7			Total	Chi-Square	p-value
	Yes	No	Don't Know			
Kapurthala	54	81	15	150	8.888	.012*
	36.0%	54.0%	10.0%	100.0%		
Faridkot	34	106	10	150	8.888	.012*
	22.7%	70.7%	6.7%	100.0%		
Total	88	187	25	300	8.888	.012*
	29.3%	62.3%	8.3%	100.0%		

Source: Culled from Primary Data p-value ≤ 0.05 is significant denoted as*, p-value ≤ 0.01 is significant denoted as**, p-value > 0.05 is not significant denoted as ns.

The overall analysis of the Table 1 is indicating that 62.3 % of the respondents opined that WC and Washrooms **were not disinfected and cleaned daily**, whereas 29.3% of the respondents opined that WC and Washrooms of the jails **were disinfected and cleaned daily**.

However, 70.7 % of the respondents of Faridkot jail and 54.0% of the respondents of Kapurthala jail stated that WC and Washrooms **were not disinfected and cleaned daily**. The **difference** of opinion was 16.7% between the responses of two jails.

Nonetheless, 36.0 % of the respondents of Kapurthala jail and 22.7 % respondents Faridkot jail opined that WC and Washrooms **were disinfected and cleaned daily**. Statistically significant difference in the responses of two Jails was seen, signifying that more of respondents of Faridkot jail than Kapurthala jail opined that WC and Washrooms **were not disinfected and cleaned daily**.

Variable wise effects:

Table 1.1 KAPURTHALA JAIL

		Q7						Chi-Square	p-value	
		Yes		No		Don't Know				Total
Age	Below 30	34	43.0%	38	48.1%	7	8.9%	79	7.469	0.113
	31 – 50	18	34.6%	28	53.8%	6	11.5%	52		
	Above 50	2	10.5%	15	78.9%	2	10.5%	19		
Gender	Male	45	41.3%	53	48.6%	11	10.1%	109	5.231	0.073
	Female	9	22.0%	28	68.3%	4	9.8%	41		
Type of Prisoner	Convicted	11	28.2%	26	66.7%	2	5.1%	39	3.706	0.157
	Under trial	43	38.7%	55	49.5%	13	11.7%	111		
Qualification	Illiterate	17	29.3%	36	62.1%	5	8.6%	58	9.509	.050*
	Up to High	18	32.7%	33	60.0%	4	7.3%	55		
	Secondary & Above	19	51.4%	12	32.4%	6	16.2%	37		
Profession	Govt. Job	1	50.0%	1	50.0%	0	0.0%	2	12.995	.043*
	Farmer	14	38.9%	19	52.8%	3	8.3%	36		
	Business	8	27.6%	13	44.8%	8	27.6%	29		
	Unemployed	31	37.3%	48	57.8%	4	4.8%	83		
	Total	54	36.0%	81	54.0%	15	10.0%	150		

Table 1.2 FARIDKOT JAIL

		Q7						Chi-Square	p-value	
		Yes		No		Don't Know				Total
Age	Below 30	16	23.9%	50	74.6%	1	1.5%	67	9.840	.043*
	31 – 50	16	26.2%	40	65.6%	5	8.2%	61		
	Above 50	2	9.1%	16	72.7%	4	18.2%	22		

Gender	Male	32	31.7%	63	62.4%	6	5.9%	101	14.341	.001*
	Female	2	4.1%	43	87.8%	4	8.2%	49		
Type of Prisoner	Convicted	15	19.5%	56	72.7%	6	7.8%	77	1.104	0.576
	Under trial	19	26.0%	50	68.5%	4	5.5%	73		
Qualification	Illiterate	26	26.8%	63	64.9%	8	8.2%	97	4.376	0.358
	Up to High	4	15.4%	21	80.8%	1	3.8%	26		
	Secondary & Abv	4	14.8%	22	81.5%	1	3.7%	27		
Profession	Govt. Job	1	33.3%	2	66.7%	0	0.0%	3	2.779	0.836
	Farmer	5	17.9%	20	71.4%	3	10.7%	28		
	Business	1	10.0%	8	80.0%	1	10.0%	10		
	Unemployed	27	24.8%	76	69.7%	6	5.5%	109		
	Total	34	22.7%	106	70.7%	10	6.7%	150		

Source: Culled from Primary Data p-value ≤ 0.05 is significant denoted as*, p-value ≤ 0.01 is significant denoted as**, p-value > 0.05 is not significant denoted as ns.

Variable	Kapurthala Jail	Faridkot jail
Age	NS	SIG
Gender	NS	HSIG
Type of Convict	NS	NS
Qualification	SIG	NS
Profession	SIG	NS

Source: Combined responses and significance have been drawn from the tables above.

Significant effects of two variables; Qualifications and Professions were found in Kapurthala jail signifying that more of respondents with higher qualifications than other two groups and more of government employees than respondents of other professions opined that WC and Washrooms **were not disinfected and cleaned daily**.

Nonetheless, Age, Gender and Type of Convict variables had shown **non-significant effects** on responses in Kapurthala jail however, majority of the respondents in three variables expressed that WC and Washrooms **were not disinfected and cleaned daily**.

In Faridkot jail, **significant effects** were seen in Age and Gender variables reflecting that more of the senior in age than other groups and more of female respondents than male respondents agreed that WC and Washrooms **were not disinfected and cleaned daily**.

In Faridkot jail, **non-significant effects** were seen in other three variables, however, majority of the respondents agreed that WC and Washrooms **were not disinfected and cleaned daily**.

The ground reality is altogether different as this job of cleanliness of the washrooms & toilets is generally done by the prisoners themselves, more often by rotation, and sometimes by default (enforced on the soft targets as punishment).

Table 2: Does a Hospital exist for the Prisoners within the Jail premises?

	q8			Total	Chi-Square	p-value
	Yes	No	Don't Know			
Kapurthala	111	39	0	150	2.797	.094
	74.0%	26.0%	0.0%	100.0%		
Faridkot	123	27	0	150		
	82.0%	18.0%	0.0%	100.0%		
Total	234	66	0	300		

	78.0%	22.0%	0.0%	100.0%		
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Source: Culled from Primary Data p-value ≤ 0.05 is significant denoted as, p-value ≤ 0.01 is significant denoted as**, p-value > 0.05 is not significant denoted as ns.*

The overall analysis of the Table 2 is indicating that 78% of the respondents stated that the jail had the Hospital for the prisoners within the jail premises, whereas 22% of the respondents **were not sure of the Hospital with in the Jails.**

However, 82.0 % of the respondents of Faridkot jail and 74.0% of the respondents of Kapurthala jail **were sure of the Hospital with in the Jail premises.** The **difference** of opinion was 8% between the responses of two jails.

Nonetheless, 29.3 % of the respondents of Kapurthala jail and 28.7% respondents Faridkot jail **were not sure of the Hospital with in the Jails.**

Statistically non-significant difference in the responses of two Jails was seen however majority of the respondents of both Faridkot and Kapurthala jails **were sure of the Hospital with in the premises of Jails.**

Variable wise effects:

Table 2.1 KAPURTHALA JAIL

		Q8						Chi-Square	p-value	
		Yes		No		Don't Know				Total
Age	Below 30	56	70.9%	23	29.1%	0	0.0%	79	4.864	0.088
	31 - 50	37	71.2%	15	28.8%	0	0.0%	52		
	Above 50	18	94.7%	1	5.3%	0	0.0%	19		
Gender	Male	75	68.8%	34	31.2%	0	0.0%	109	5.589	.018*
	Female	36	87.8%	5	12.2%	0	0.0%	41		
Type of Prisoner	Convicted	33	84.6%	6	15.4%	0	0.0%	39	3.087	0.079
	Under trial	78	70.3%	33	29.7%	0	0.0%	111		
Qualification	Illiterate	46	79.3%	12	20.7%	0	0.0%	58	1.559	0.459
	Up to High	38	69.1%	17	30.9%	0	0.0%	55		
	Secondary & Above	27	73.0%	10	27.0%	0	0.0%	37		
Profession	Govt. Job	1	50.0%	1	50.0%	0	0.0%	2	4.395	0.222
	Farmer	30	83.3%	6	16.7%	0	0.0%	36		
	Business	18	62.1%	11	37.9%	0	0.0%	29		
	Unemployed	62	74.7%	21	25.3%	0	0.0%	83		
	Total	111	74.0%	39	26.0%	0	0.0%	150		

Table 2.2 FARIDKOT JAIL

		Q8						Chi-Square	p-value	
		Yes		No		Don't Know				Total
Age	Below 30	50	74.6%	17	25.4%	0	0.0%	67	4.637	0.098
	31 - 50	53	86.9%	8	13.1%	0	0.0%	61		
	Above 50	20	90.9%	2	9.1%	0	0.0%	22		
Gender	Male	81	80.2%	20	19.8%	0	0.0%	101	.680	0.410
	Female	42	85.7%	7	14.3%	0	0.0%	49		
Type of Prisoner	Convicted	66	85.7%	11	14.3%	0	0.0%	77	1.479	0.224
	Under trial	57	78.1%	16	21.9%	0	0.0%	73		

Qualification	Illiterate	77	79.4%	20	20.6%	0	0.0%	97	4.643	0.098
	Up to High	20	76.9%	6	23.1%	0	0.0%	26		
	Secondary & Above	26	96.3%	1	3.7%	0	0.0%	27		
Profession	Govt. Job	3	100.0%	0	0.0%	0	0.0%	3	4.521	0.210
	Farmer	26	92.9%	2	7.1%	0	0.0%	28		
	Business	9	90.0%	1	10.0%	0	0.0%	10		
	Unemployed	85	78.0%	24	22.0%	0	0.0%	109		
	Total	123	82.0%	27	18.0%	0	0.0%	150		

Source: Culled from Primary Data p -value ≤ 0.05 is significant denoted as*, p -value ≤ 0.01 is significant denoted as**, p -value > 0.05 is not significant denoted as ns.

Variable	Kapurthala Jail	Faridkot jail
Age	NS	NS
Gender	SIG	NS
Type of Convict	NS	NS
Qualification	NS	NS
Profession	NS	NS

Source: Culled from Primary Data p -value ≤ 0.05 is significant denoted as*, p -value ≤ 0.01 is significant denoted as**, p -value > 0.05 is not significant denoted as ns.

Non-significant effects of all the variables, except Gender variable in Kapurthala jail, were seen on the responses in Kapurthala and Faridkot jails; however majority of the respondents of the Kapurthala and Faridkot jails **confirmed the existence of a Hospital** within the jail premises.

Gender variable had shown significant effects on responses in Kapurthala jail where **more of the female respondents** than male respondents affirmed the existence of a Hospital.

Both the modern jails have hospitals within the premises to cater to the health care and health related emergencies. However, these hospitals are not well managed due shortage of staff and funds. These hospitals lack specialized medical services for which often these sick prisoners are referred to city hospitals. Hospital in Kapurthala jail had only 3 (three) doctors, no nurse and 2 (two) pharmacists whereas Hospital in Faridkot jail had 4 doctors, 4 nurses, 4 pharmacists to cater to nearly 2000 prisoners on daily basis.

Table 3: Are the prisoners provided with the counseling facility within the premises of the jail?

	q ⁹			Total	Chi-Square	p-value
	Yes	No	Don't Know			
Kapurthala	88	58	4	150	6.817	.033*
	58.7%	38.7%	2.7%	100.0%		
Faridkot	76	74	0	150		
	50.7%	49.3%	0.0%	100.0%		
Total	164	132	4	300		
	54.7%	44.0%	1.3%	100.0%		

Source: Culled from Primary Data p -value ≤ 0.05 is significant denoted as*, p -value ≤ 0.01 is significant denoted as**, p -value > 0.05 is not significant denoted as ns.

The overall analysis of the Table 3 is indicating that 54.7% of the respondents stated that they **were provided with the counseling** facility within the premises of the jails, whereas 44%

of the respondents opined that they **were not provided with the counseling** facility within the premises of the **Jails**.

However, 58.7 % of the respondents of Kapurthala jail and 50.0% of the respondents of Faridkot jail **were provided with the counseling** facility within the premises of the **Jails**. The **difference** of opinion was 8.7 % between the responses of two jails.

Nonetheless, 49.3 % of the respondents of Faridkot jail and 38.7% respondents Kapurthala jail stated that **were not provided with the counseling** facility within the premises of the **Jails**.

Statistically significant difference in the responses of two Jails was seen indicating that more of the respondents of Faridkot jail than Kapurthala jail **denied** that the prisoners were provided with the facility of counseling in the jails.

Variable wise effects:

Table 3.1 KAPURTHALA JAIL

		Q9						Chi-Square	p-value	
		Yes		No		Don't Know				Total
Age	Below 30	39	49.4%	36	45.6%	4	5.1%	79	8.116	0.087
	31 – 50	36	69.2%	16	30.8%	0	0.0%	52		
	Above 50	13	68.4%	6	31.6%	0	0.0%	19		
Gender	Male	56	51.4%	50	45.9%	3	2.8%	109	8.978	.011*
	Female	32	78.0%	8	19.5%	1	2.4%	41		
Type of Prisoner	Convicted	22	56.4%	17	43.6%	0	0.0%	39	1.781	0.410
	Under trial	66	59.5%	41	36.9%	4	3.6%	111		
Qualification	Illiterate	35	60.3%	22	37.9%	1	1.7%	58	2.125	0.713
	Up to High	34	61.8%	20	36.4%	1	1.8%	55		
	Secondary & Above	19	51.4%	16	43.2%	2	5.4%	37		
Profession	Govt. Job	2	100.0%	0	0.0%	0	0.0%	2	6.043	0.418
	Farmer	19	52.8%	16	44.4%	1	2.8%	36		
	Business	14	48.3%	13	44.8%	2	6.9%	29		
	Unemployed	53	63.9%	29	34.9%	1	1.2%	83		
	Total	88	58.7%	58	38.7%	4	2.7%	150		

Table 3.2 FARIDKOT JAIL

		Q9						Chi-Square	p-value	
		Yes		No		Don't Know				Total
Age	Below 30	30	44.8%	37	55.2%	0	0.0%	67	1.690	0.430
	31 – 50	34	55.7%	27	44.3%	0	0.0%	61		
	Above 50	12	54.5%	10	45.5%	0	0.0%	22		
Gender	Male	47	46.5%	54	53.5%	0	0.0%	101	2.112	0.146
	Female	29	59.2%	20	40.8%	0	0.0%	49		
Type of Prisoner	Convicted	41	53.2%	36	46.8%	0	0.0%	77	0.421	0.516
	Under trial	35	47.9%	38	52.1%	0	0.0%	73		
Qualification	Illiterate	54	55.7%	43	44.3%	0	0.0%	97	2.939	0.230
	Up to High	10	38.5%	16	61.5%	0	0.0%	26		
	Secondary & Above	12	44.4%	15	55.6%	0	0.0%	27		
Profession	Govt. Job	1	33.3%	2	66.7%	0	0.0%	3	3.703	0.295
	Farmer	10	35.7%	18	64.3%	0	0.0%	28		

Business	5	50.0%	5	50.0%	0	0.0%	10		
Unemployed	60	55.0%	49	45.0%	0	0.0%	109		
Total	76	50.7%	74	49.3%	0	0.0%	150		

Source: Culled from Primary Data p -value ≤ 0.05 is significant denoted as*, p -value ≤ 0.01 is significant denoted as**, p -value > 0.05 is not significant denoted as ns.

Variable	Kapurthala Jail	Faridkot jail
Age	NS	NS
Gender	SIG	NS
Type of Convict	NS	NS
Qualification	NS	NS
Profession	NS	NS

Source: Combined responses and significance have been drawn from the tables above.

Non-significant effects of all the variables, except Gender variable in Kapurthala jail, were seen on the responses in Kapurthala and Faridkot jails; however majority of the respondents of the Kapurthala jail and Faridkot jails **confirmed that the prisoners were provided with the counseling facility within the premises of the jails.**

Gender variable had shown significant effects on responses in Kapurthala jail where **more of the female respondents** than male respondents affirmed **that the prisoners were provided with the counseling facility within the premises of the jails.**

Both the jails have hospitals within the premises and beside that city hospitals are used to provide necessary health care to those who need. But no such permanent arrangement is available in the jails. A psychiatrist too visits the jail every Wednesday.

Table 4: Are you satisfied with the health care facilities provided to inmates in the jail?

	q10			Total	Chi-Square	p-value
	Yes	No	Don't Know			
Kapurthala	28	120	2	150	19.864	0.001**
	18.7%	80.0%	1.3%	100.0%		
Faridkot	62	84	4	150		
	41.3%	56.0%	2.7%	100.0%		
Total	90	204	6	300		
	30.0%	68.0%	2.0%	100.0%		

Source: Culled from Primary Data p -value ≤ 0.05 is significant denoted as*, p -value ≤ 0.01 is significant denoted as**, p -value > 0.05 is not significant denoted as ns.

The overall analysis of the Table 4 is indicating that 68% of the respondents stated that they **were not satisfied** with the health care facilities provided to inmates in the jail, whereas 30% of the respondents **were satisfied** with the health care facilities provided to inmates in the jail.

However, 80.0 % of the respondents of Kapurthala jail and 56.0% of the respondents of Faridkot jail **were not satisfied** with the health care facilities provided to inmates in the jails. The **difference** of opinion was 24 % between the responses of two jails.

Nonetheless, 41.3% of the respondents of Faridkot jail and 18.7% respondents Kapurthala jail **were satisfied** with the health care facilities provided to inmates in the jails.

Statistically highly significant difference (p-value) in the responses of two Jails was seen indicating that more of the respondents of Kapurthala jail than Faridkot jail were not satisfied with the health care facilities provided to inmates in the jails.

Variable wise effects:

Table 4.1 KAPURTHALA JAIL

		Q10						Chi-Square	p-value	
		Yes		No		Don't Know				Total
Age	Below 30	16	20.3%	62	78.5%	1	1.3%	79	.703	0.951
	31 – 50	9	17.3%	42	80.8%	1	1.9%	52		
	Above 50	3	15.8%	16	84.2%	0	0.0%	19		
Gender	Male	17	15.6%	90	82.6%	2	1.8%	109	3.095	0.213
	Female	11	26.8%	30	73.2%	0	0.0%	41		
Type of Prisoner	Convicted	9	23.1%	30	76.9%	0	0.0%	39	1.314	0.518
	Under trial	19	17.1%	90	81.1%	2	1.8%	111		
Qualification	Illiterate	18	31.0%	40	69.0%	0	0.0%	58	11.757	.019*
	Up to High	8	14.5%	46	83.6%	1	1.8%	55		
	Secondary & Above	2	5.4%	34	91.9%	1	2.7%	37		
Profession	Govt. Job	0	0.0%	2	100.0%	0	0.0%	2	21.706	.001*
	Farmer	15	41.7%	21	58.3%	0	0.0%	36		
	Business	0	0.0%	29	100.0%	0	0.0%	29		
	Unemployed	13	15.7%	68	81.9%	2	2.4%	83		
	Total	28	18.7%	120	80.0%	2	1.3%	150		

Table 4.2 FARIDKOT JAIL

		Q10						Chi-Square	p-value	
		Yes		No		Don't Know				Total
Age	Below 30	23	34.3%	42	62.7%	2	3.0%	67	4.665	0.323
	31 – 50	26	42.6%	33	54.1%	2	3.3%	61		
	Above 50	13	59.1%	9	40.9%	0	0.0%	22		
Gender	Male	36	35.6%	61	60.4%	4	4.0%	101	5.429	0.066
	Female	26	53.1%	23	46.9%	0	0.0%	49		
Type of Prisoner	Convicted	39	50.6%	36	46.8%	2	2.6%	77	5.741	0.057
	Under trial	23	31.5%	48	65.8%	2	2.7%	73		
Qualification	Illiterate	43	44.3%	52	53.6%	2	2.1%	97	4.523	0.340
	Up to High	8	30.8%	16	61.5%	2	7.7%	26		
	Secondary & Above	11	40.7%	16	59.3%	0	0.0%	27		
Profession	Govt. Job	2	66.7%	1	33.3%	0	0.0%	3	5.927	0.431
	Farmer	8	28.6%	20	71.4%	0	0.0%	28		
	Business	6	60.0%	4	40.0%	0	0.0%	10		
	Unemployed	46	42.2%	59	54.1%	4	3.7%	109		
	Total	62	41.3%	84	56.0%	4	2.7%	150		

Source: Culled from Primary Data p-value ≤ 0.05 is significant denoted as, p-value ≤ 0.01 is significant denoted as**, p-value > 0.05 is not significant denoted as ns.*

Variable	Kapurthala Jail	Faridkot jail
Age	NS	NS

Gender	NS	NS
Type of Convict	NS	NS
Qualification	SIG	NS
Profession	HSIG	NS

Source: Combined responses and significance have been drawn from the tables above.

Non-significant effects of all the variables in Kapurthala and Faridkot jails were seen, except Qualification and Profession variables in Kapurthala jail, however majority of the respondents of the Kapurthala jail and Faridkot jail **were not satisfied** with the health care facilities provided to inmates in the jails.

In Kapurthala jail, Qualification and Profession had shown significant effects indicating that more of more of respondents with higher qualifications and more of employees and respondents engaged in business were not satisfied with the health care facilities provided to inmates in the jails.

Prisoners are far from satisfied with the health care facilities provided to them in the jails. Scores of cases keep pouring in from media reporting the deaths of prisoners due to negligent of jail authorities and untimely provision of health care. At times, the prisoners protest to the jail authorities about such negligent incidences.

CONCLUSION

The facilities provided in these jails are of low quality especially in the areas like washing rooms, washing areas, pantry area. Menial staff at work is often found wanting in maintaining cleanliness and hygiene in these areas. The washrooms are not disinfected daily, hence are shabby and doors and hinges are not in place. Usually, prisoners are involved in such matters who feel it is not their duty anyway. The cleanliness standards need to be upgraded and need to be supervised on daily basis to ensure disinfection and hygiene in these areas. The strength of menial staff is increased to ensure that such areas are not smelly. One big reason to maintain better standard of cleanliness is that these facilities are part of the living area as for security reasons these facilities have to be provided in-house.

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भारतीय लोकशाही आणि मतदानाचा हक्क

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राज्यशास्त्र विभाग प्रमुख.

रामचंद्रराव धोटे महाविद्यालय राजुरा.

*प्रस्तावना :-

जगातील सर्वात मोठा लोकशाही देश म्हणून भारताची ख्याती आहे. परंतु लोकशाही म्हणजे नेमकं काय? तर लोकशाही म्हणजे, प्रौढ मताधिकाराच्या आधारे, खुल्या व निःपक्षपाती निवडणुकांद्वारा लोकांनी निवडून दिलेल्या प्रतिनिधींद्वारे चालणारे राज्य. लोकशाही हा 'डेमॉक्रसी' या इंग्रजी संज्ञेचा मराठी प्रतिशब्द. डेमॉस (Demos) म्हणजे सामान्य लोक आणि क्रसी (Cracy) म्हणजे सत्ता. भारतीय संसदीय लोकशाहीमध्ये मंत्रिमंडळ आणि संसद परस्परांवर अवलंबून असतात आणि मंत्रिमंडळ हे संसदेला जबाबदार असते. बहुमतातील पक्षाचा नेता हा पंतप्रधान असतो. भारतातच नव्हे तर संपूर्ण जगात लोकशाही व्यवस्थेत नागरिकांकडे फक्त मतदान करण्यापर्यंतचीच त्यांची भूमिका महत्त्वाची राहते. बाकी संपूर्ण कामकाज, ध्येय धोरण यात नंतर जनतेचा काहीच संबंध उरत नाही. भारतात बहुपक्षीय पद्धती अस्तित्वात आहे. अशी पद्धती असलेल्या बहुतेक सर्व देशांत बहुमतातील पक्ष सत्ता हस्तगत करतो; परंतु निवडणुकीत अनेकदा इतर सर्व विरोधी पक्षांच्या तुलनेत संख्यात्मकदृष्ट्या त्या पक्षास प्रत्यक्षात कमी मतं मिळालेली असतात. त्यामुळे 'बहुमताचं राज्य' ही लोकशाहीतील मूळ कल्पनाच व्यवहारात नाकारली गेली असे दिसते.

भारतात निवडणूका या निरंतर होत राहतात आणि त्यात मतदान हा महत्त्वाचा भाग असतो. प्रत्येक वेळी नवीन मतदारांची नोंदणी होत. ठराविक टप्प्याने सार्वत्रिक निवडणूका होतात. निवडणूक आयोगाच्या माध्यमातून निवडणूक कार्यक्रम जाहीर केला जातो. संपूर्ण निवडणूक कार्यक्रम पार पडला जातो. मात्र त्यात मतदानाची टक्केवारी आणि मतदानाचे प्रमाण हा प्रश्न वेळोवेळी उपस्थित होत राहतो. मतदार जागृती आणि त्यांचे फलित काय हे कोडे कोड्यातच राहते.

*भारतीय लोकशाही आणि मतदान :-

भारतीय लोकशाही ही जगातील सर्वात मोठी आणि यशस्वी लोकशाही आहे. भारतात निवडणूक आयोगाची स्थापना 25 जानेवारी 1950 रोजी झाल्याने हा दिवस देशभर राष्ट्रीय मतदार दिवस म्हणून साजरा केला जातो. मतदानविषयी जनजागृती करण्यासाठी प्रशासनाद्वारे विविध कार्यक्रमांचे आयोजन केले जाते.

देशाच्या हितासाठी व विकासासाठी मतदान करणे प्रत्येक मतदात्यांचे आवश्यक कार्य आहे. मतदार हा राजा आहे. लोकशाहीच्या बळकटीकरणासाठी मतदारांनी आपला हक्क बजावला पाहिजे. नवीन मतदारांमध्ये जागृतीसाठी वेळोवेळी विविध ठिकाणी विविध स्पर्धा, जनजागृतीचे कार्यक्रम ही शालेय, महाविद्यालयीन पातळीवर आयोजित केले जातात. महाविद्यालय स्तरावर सुद्धा नवमतदारांमध्ये जागृती घडवून आणली जाते.

मतदारांच्या नोंदणीचे प्रमाण का कमी आहे याची कारणे शोधून त्यामध्ये लक्ष घालणे व आवश्यक सुधारणा करून ते वाढविणे आवश्यक आहे. एकूण लोकसंख्येमधील महिलांचे प्रमाण आणि मतदारांमधील महिलांचे प्रमाण सारखे असावे. हे प्रमाण वाढविण्यासाठी महिला बचत गट, अंगणवाडी केंद्र, दूध उत्पादक सहकारी संस्था तसेच महिलांच्या सामाजिक संघटना, नागरी संस्था इत्यादी सोबत चर्चा, परिसंवाद, मेळावे आयोजित करण्याची गरज आहे.

18 ते 19 या वयोगटातील युवकांच्या मतदानाचे प्रमाण वाढविण्यासाठी युवक मतदारांची नोंदणी वाढविण्याकरीता विद्यापिठे, महाविद्यालये आणि त्यांचे युवक प्रतिनिधी यांचेशी संवाद साधण्याचे प्रयत्नही विशेष करून होत आहेत. याशिवाय युवक महोत्सव, विविध क्रीडा स्पर्धा, सायकल रॅली, निबंध स्पर्धा, वक्तृत्व स्पर्धा, पथनाट्य, एकांकिका इत्यादींच्या

माध्यमातून मतदार नोंदणीचे महत्व युवकांना पटवून देण्यात येत आहे. शहरी क्षेत्रामध्ये मतदानाचे प्रमाण वाढावे शहरी क्षेत्रामध्ये उदासिनतेमुळे मतदानाचे प्रमाण अल्प असल्याचे दिसून येत आहे. हे प्रमाण वाढविण्यासाठी कोणत्याही क्षेत्रात मतदान कमी होण्याची नेमकी कारणे शोधून काढून त्यासंबंधी उपाययोजना करणे आवश्यक आहे. त्यासाठी शहरी भागात दूरदर्शन, सिनेमागृहे, केबल टिव्ही इत्यादींच्या माध्यमातून जनजागृती करण्यात येत आहे. वेबसाईट व इतर सोशल मिडीयाच्या माध्यमातून शहरी भागांमध्ये जनजागृती करण्यात येत आहे. वंचित समाज/समुह यांची मतदार नोंदणी वाढावी आणि मतदानामध्ये त्यांचा सहभाग वाढावा. यासाठी विशेष प्रयत्न अलिकडे होत आहेत. निवडणुकीमध्ये मतदारांचा सहभाग वाढावा यासाठी योग्य ती उपाययोजना करणे आवश्यक आहे. एकूण लोकसंख्येमध्ये आजही अशिक्षित समाजाचे प्रमाण लक्षणीय आहे. अशा मतदारांना निवडणुकीच्या कार्यक्रमाचे महत्व समजावून सांगून लोकशाही प्रक्रियेचे महत्व पटवून देणे आवश्यक आहे. त्यासाठी लोक शिक्षण / प्रौढ शिक्षणाच्या माध्यमातून जनजागृती करणे गरजेचे आहे. याशिवाय सामाजिक चालीरीती, रुढी परंपरा यामुळे मतदानाचे प्रमाण कमी होत असल्याचे दिसून आले आहे. त्यामुळे प्रत्यक्ष संवाद साधून या चालीरीती, परंपरा यातील दोष / उणीवा दूर करण्यासाठी हस्तक्षेप करणे गरजेचे आहे. याशिवाय गरीब जनतेला आर्थिक मोह दाखवून मतदानाला प्रवृत्त केले जात आहे असेही दिसून येते . यास्तव शिक्षणाच्या माध्यमातून जनजागृती करणे प्रामुख्याने गरजेचे आहे. विशेष जनजागृती करून लोकांना लोकशाहीचे महत्व पटवून देणे गरजेचे आहे. लोकशाही व्यावस्थेमध्येच भयमुक्त व निःपक्षपाती वातावरणात निवडणूका पार पडणे अत्यंत महत्वाचे व आवश्यक आहे.

समारोप :-

भारतीय लोकशाहीला उज्वल परंपरा आहे. मतदानाची ताकद आणि महत्व मतदारांना पटल्यास व योग्य दिशेने मतदान प्रक्रिया पार पडल्यास भारतीय लोकशाही अधिक सक्षम, बळकट व लोकाभिमुख होईल यात किंचितही शंका नाही. त्यामुळे मतदान जागृती होणे आवश्यक आहे. तसेच मतदानाचे प्रमाण, टक्केवारी याबाबत आदर्श स्थिती निर्माण होणे गरजेचे आहे. मतदानाच्या माध्यमातून योग्य प्रतिनिधी निवडून येणे आवश्यक आहे. तेव्हाच आणि तेव्हाच खऱ्या अर्थाने भारतीय लोकशाही आणि भारत देश जगातील आदर्श उदाहरण बनेल यात शंका नाही.

***संदर्भ :-**

- 1) भारतीय लोकशाही - रा. ज. लोटे.
- 2) भारतीय स्थानिक स्वशासन - रा. ज. लोटे.
- 3) महान्युज.

शिक्षणाचा मतदानावर झालेला परिणाम गडचिरोली जिल्ह्यातील गोंड आदिवासी जमातीच्या संदर्भात

समीर तुळशीराम महाजन

संशोधक विद्यार्थी

समाजशास्त्र विभाग

रा. तु. म. नागपूर विद्यापीठ, नागपूर

प्रस्तावना

आधुनिक समाजात कायदेमंडळ, न्यायालय, पोलिस यंत्रणा इत्यादी आढळतात. आधुनिक समाजात राजकीय संघटनेचे प्रगत स्वरूप दिसून येते, परंतु आदिवासी समाजात मात्र लिखित कायदे, न्यायालय पोलीस या गोष्टी आढळून येत नाही. असे असले तरी आदिवासी समाजात कायदा आणि न्याय यांचा अभाव असतो, असे म्हणता येणार नाही. जर कायदा आणि न्याय याचा आदिवासी समाजात अभाव असता तर त्या समाजात अराजकतेची स्थिती निर्माण झाली असती. परंतु अशी स्थिती आदिवासी समाजात आढळून येत नाही. प्रत्येक व्यक्ती समाजातील रूढी परंपरेने जीवन जगतात. आदिवासी राजकीय संघटनेचे स्वरूप हे प्रगत समाजातील राजकीय संघटनेपेक्षा भिन्न आहे. गोंड आदिवासी समुदायांतील या पारंपारिक आर्थिक व राजकीय घटकांवर शिक्षण व्यवस्थेचा काय परिणाम घडून आलेला आहे? हे एक प्रमुख उद्दिष्ट समोर ठेऊन संशोधकाने ३०० आदिवासी गोंड जमातील उत्तरदात्यांचे प्रत्यक्ष मुलाखत घेऊन तथ्यांचे संकलन करून या तथ्यांचे विश्लेषण व निर्वचन पुढीलप्रमाणे केले आहे.

आदिवासी समाजाच्या आर्थिक विकासासाठी पेसा कायद्याची निर्मिती केली आहे, त्यामध्ये ज्या गावामध्ये आदिवासींची संख्या जास्त आहे त्याठिकाणी पेसा कायदा लागेल अशी या कायद्याचे स्वरूप आहे. अशा गावामध्ये कोणतेही पद निघेल तिथे फक्त आदिवासीच लागेल. यामुळे आदिवासींचा विकास होईल आणि त्यांचा दर्जा उंचावण्यासाठी फायद्याचा ठरेल. आज किती आदिवासींना या कायद्याबद्दल माहिती आहे हे जाणून घेण्याचा प्रयत्न संशोधकाने केला आहे ज्याची तथ्ये खालीलप्रमाणे आहेत.

प्राप्त तथ्यानुसार प्राथमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ८० टक्के (२०) उत्तरदात्यांना पेसा कायद्याबद्दल खूप कमी माहिती आहे. तर माध्यमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ५०.६ टक्के (४३) उत्तरदात्यांना पेसा कायद्याबद्दल थोडासा माहिती आहे. तर उच्च माध्यमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ५४.६ टक्के (५९) उत्तरदात्यांना पेसा कायद्याबद्दल थोडीसा माहिती आहे. पदवीचे शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ८३.६% (५३) उत्तरदात्यांना पेसा कायद्याबद्दल थोडीसा माहिती आहे, तर पदव्युत्तर शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी १००% (१५) उत्तरदात्यांना पेसा कायद्याबद्दल जास्त माहिती आहे.

यावरून असे निदर्शनास येते की, राजकीय जाणीव प्रगल्भ होण्यात शिक्षणाचा महत्त्वाचा वाटा आहे. राज्यघटनेत आदिवासींच्या लोकशाही अधिकारांच्या रक्षणासाठी आणि त्यांना लोकशाही व्यवस्थेत यथोचित समाविष्ट होण्याची संधी प्रदान करण्यासाठी पेसा कायदा अंमलात आणला. परंतु अनेकदा राज्यघटनेने जरी

अधिकार प्रदान केले तरी ज्यांना ते अधिकार प्राप्त झालेले आहेत त्यांना जर याची जाणीव नसेल तर ते अधिकार उपयोगहीन ठरतात. या संदर्भात आपल्याला असे दिसून येते की, जसजसे शिक्षणाचा स्तर वाढत जातो तसतसे आदिवासी उत्तरदात्यांना त्यांच्या घटनात्मक अधिकारांची जाणीव व्हायला लागते. त्यामुळेच प्राथमिक स्तराचे शिक्षण घेतलेल्या उत्तरदात्याला या कायद्याची जेवढी जाणीव नाही त्यापेक्षा अधिक जाणीव त्यांच्या पेक्षा अधिक शिक्षण घेतलेल्या उत्तरदात्यांना असल्याचे निदर्शनास येते.

आदिवासी समाजाच्या लोकशाहीत्मक मूल्यांच्या विकासासाठी पेसा कायद्याची निर्मिती केली आहे. त्यामध्ये ज्या गावामध्ये आदिवासींची संख्या जास्त आहे. त्याठिकाणी पेसा कायदा लागेल अशी या कायद्याचे स्वरूप आहे. या कायद्यामुळे आदिवासींच्या आर्थिक, राजकीय व प्रशासकीय हितसंबंधांचे रक्षण करणे हे उद्दिष्ट आहे. त्यामुळे आदिवासी बहुल गावातील प्रशासकीय पदे आदिवासींमधून भरली जाण्याची तरतूद त्या कायद्यात आहे. परंतु किती आदिवासी गावांत या कायद्याची अंमलबजावणी झाली. हा सुद्धा संशोधनाचा एक विषयच आहे. या कायद्याच्या लाभदायक असण्याविषयी शिक्षित आदिवासींची काय भूमिका आहे, हे संशोधकाला जाणून घ्यायचे आहे.

प्राप्त तथ्यानुसार प्राथमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ८५.७% (१८) उत्तरदात्यांनी पेसा कायदा खूप कमी लाभदायक आहे, असे मत व्यक्त केले. तर माध्यमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ५३.८% (४३) उत्तरदात्यांनी पेसा कायदा थोडासा लाभदायक आहे, असे मत व्यक्त केले. उच्च माध्यमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ५३% (५३) उत्तरदात्यांनी पेसा कायदा थोडासा लाभदायक आहे, असे मत व्यक्त केले. तर पदवीचे शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ३९.१% (२५) उत्तरदात्यांनी पेसा कायदा जास्त लाभदायक आहे, असे मत व्यक्त केले. तर पदव्युत्तर शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ६६.६ (१०) उत्तरदात्यांनी पेसा कायदा जास्त लाभदायक आहे असे मत व्यक्त केले.

शिक्षणाच्या स्तराशी पेसाविषयक माहितीचा सरळ सहसंबंध आहे. यावरून असे निदर्शनास येते की, हा कायदा त्यांच्यासाठी लाभदायक असण्याविषयी मतांवर सुद्धा शैक्षणिक स्तराचा प्रभाव दिसून येतो. जसजसा उत्तरदात्यांचा शैक्षणिक स्तर वाढत जातो त्या प्रमाणात हा कायदा लाभदायक असण्याविषयी सकारात्मक मतांमध्ये वृद्धी झालेली आपल्याला दिसून येते. मुळात शिक्षणाच्या वाढत्या स्तराबरोबर विचार करण्याच्या पात्रतेत आणि दृष्टीकोनात सुद्धा बदल घडत जातो. त्यामुळे त्याच कायद्याचे विश्लेषण प्राथमिक स्तरातील उत्तरदात्यांच्या ज्या दृष्टीकोनातून समोर येते, तोच शैक्षणिक स्तर बदलला की विश्लेषण सुद्धा बदलते. याचा अर्थ शिक्षणामुळे गोंड आदिवासी मध्ये राजकीय जाणीव प्रगल्भ होत आहे.

निवडणुकीमध्ये १८ वर्षांवरील सर्वांना मतदानाचा अधिकार आहे, असे संविधानामध्ये नमूद केले आहे. हा अधिकार लोकशाही व्यवस्थेतील फक्त मुलभूत अधिकार आहे असे नव्हे तर या अधिकाराने स्वतःचे राज्यकर्ते निर्धारित करून करून स्वतःच्या अधिकारांचे हनन किंवा त्यांचे संवर्धन करण्याच्या प्रक्रियेचा तो एक महत्त्वपूर्ण आधार आहे. म्हणूनच निवडणुकीत मत देण्याच्या या अधिकाराला लोकशाही व्यवस्थेतील मुलभूत कर्तव्य सुद्धा समजले जाते. शिक्षणामुळे या कर्तव्याची जाणीव आदिवासी समाजात निर्माण झालेली आहे काय? हे त्यांच्या राजकीय जाणिवांचा विकास समजून घेताना महत्त्वपूर्ण ठरते. या संदर्भातील तथ्ये, खालीलप्रमाणे.

प्राप्त तथ्यानुसार प्राथमिक शिक्षण घेणारे उत्तरदात्यांपैकी १००% (२५) उत्तरदाते जवळपास नेहमी मतदान करतात तर माध्यमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ९६.५% (८२) उत्तरदाते जवळपास नेहमी मतदान करतात, तर उच्च माध्यमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ८७.९% (९५) उत्तरदाते जवळपास नेहमी मतदान करतात, तर पदवीचे शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ८५.१% (५७) उत्तरदाते जवळपास नेहमी मतदान करतात, तर पदव्युत्तर शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी १००% (१५) उत्तरदाते जवळपास नेहमी मतदान करतात.

यावरून असे निदर्शनास येते की, मतदानाचा हक्क बजविण्याच्या प्रक्रियेवर शिक्षणाचा सरळ प्रभाव आपल्याला दिसून येत नाही किंवा तसेच सहसंबंध दिसून येत नाहीत. मुलाखत घेतांना संशोधकाने केलेले एक निरीक्षण येथे नोंदवावेसे वाटते. ग्रामीण आणि आदिवासी क्षेत्रात ग्रामपंचायत किंवा तत्सम निवडणुकांत मोठ्या प्रमाणात राजकीय पक्ष व्यक्तिगत स्तरावर प्रचार करतात. या क्षेत्रात किंवा गावात असणारे विविध पक्षांचे कार्यकर्ते त्यांच्या लघु-राजकीय क्षेत्रामुळे व्यक्तिगत स्तरावर तर मतदाराशी संपर्क करतातच परंतु त्या शिवाय या निवडणुकांत मोठ्या प्रमाणावर 'आर्थिक व्यवहार' सुद्धा होतात. त्यामुळे या आर्थिक व्यवहारांमुळे मतदारांनी मतदान करण्याचा दबाव निर्माण होतो आणि म्हणूनच ग्रामीण किंवा आदिवासी क्षेत्रात मतदानाचे प्रमाण अधिक असते. हाच संदर्भ विचारात घेऊन संशोधनकर्त्याने त्यांच्या राजकीय प्रगल्भतेची पुर्नपडताळणी करण्याच्या हेतूने ते मतदान करण्यासाठी इतरांना प्रेरित करतात का, हे जाणून घेण्याचा प्रयत्न केला. कारण 'आर्थिक व्यवहार' हा स्वयंकेंद्रित आणि स्वार्थी प्रवृत्तीतून जन्माला येतोच परंतु त्याचवेळेस हि प्रवृत्ती लोकशाही व्यवस्थेला मारक ठरते, कारण त्यामुळे योग्य प्रतिनिधी निवडून न जाता, आर्थिक सत्ता ज्याच्या हातात असते ती व्यक्ती निवडून जाते.

आदिवासी समाजामध्ये शिक्षितांचे प्रमाण वाढत आहे आणि त्यातून राजकीय जाणीव सुद्धा वाढत आहेत. योग्य प्रतिनिधींना निवडून देण्यासाठी इतरांना आर्थिक व्यवहारांशिवाय प्रेरित करून लोकशाही मूल्य समाजात रूजविण्याची जबाबदारी शिक्षित व्यक्तींवर असते. शिक्षित आदिवासी लोक निवडणुकीमध्ये मतदान करतात, परंतु ते इतरांना सुद्धा मतदान करण्याचा आग्रह धरतात का किंवा इतरांना प्रेरित करतात का? ही माहिती करून घेण्याचा प्रयत्न संशोधकाने केला आहे. ज्याची तथ्ये खालीलप्रमाणे.

प्राप्त तथ्यानुसार प्राथमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ५२% (१३) उत्तरदाते इतरांना मतदान करण्यासाठी कधी कधी प्रेरित करतात तर माध्यमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ३७.६% (३२) उत्तरदाते इतरांना मतदान करण्यासाठी कधी कधी प्रेरित करतात, तर उच्च माध्यमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ३८% (४१) उत्तरदाते इतरांना मतदान करण्यासाठी कधी कधी प्रेरित करतात, तर पदवीचे शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ३७.३% (२५) उत्तरदाते इतरांना मतदान करण्यासाठी अनेकदा प्रेरित करतात तर पदव्युत्तर शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ४६.७% (७) उत्तरदाते इतरांना मतदान करण्यासाठी जवळपास नेहमी प्रेरित करतात.

यावरून असे निदर्शनास येते की आदिवासी जमातीत शिक्षणाच्या स्तराबरोबर मतदानाविषयक राजकीय सहभाग आणि जाणीव अधिक प्रगल्भ होताना दिसतात. मतदान करण्यावर जरी शिक्षणाचा प्रभाव नसला तरी मतदान करण्यासाठी इतरांना प्रेरित करण्याशी मात्र शिक्षणाच्या स्तराचा सहसंबंध आहे. उच्च शिक्षित व्यक्ती

इतरांना प्रेरित करण्याचे प्रमाण कमी शिक्षित व्यक्तीपेक्षा जास्त आहे. म्हणजे शिक्षणाचे स्तर जसजसे वाढत जाते त्या प्रमाणात राजकीय सहभाग वाढतो असे नव्हे तर इतरांना राजकीय सहभागीतेची प्रेरणा प्रदान करण्याची प्रवृत्ती सुद्धा वाढीस लागते. त्यामुळे यशस्वीतेसाठी शिक्षणाची आवश्यकता व्यक्त करण्याचा जॉन डुई यांचा सिद्धांत येथे लागू होताना दिसून येतो.

मतदान करणे, हि राजकीय सहभागाची प्राथमिक पायरी आहे. परंतु प्रत्यक्ष राजकीय सहभाग, ज्यात नागरिक राजकीय पक्षाच्या कार्यक्षेत्रात प्रवेश करतो हे घटीत राजकीय सहभागाच्या दृष्टीने अत्यंत महत्त्वपूर्ण आहे. कारण प्रत्यक्ष राजकीय सहभागामुळे राज्यघटनेच्या अंमलबजावणीचे प्रत्यक्ष अधिकार उपलब्ध तर होतातच परंतु अनेक कायद्यांच्या निर्मिती प्रक्रियेत सहभागी होऊन स्वतःच्या अधिकारांचे रक्षण करता येते. आदिवासी समाजाला राजकीय क्षेत्रामध्ये राजकीय आरक्षणाचा अधिकार मिळाला त्यामुळे त्यांना आपले प्रतिनिधी विधानसभा, संसद आणि स्थानिक स्वराज्य संस्थात पाठविणे सहज शक्य झाले. परंतु त्यामुळे आदिवासींचा 'मॉब' राजकीय पक्षांचा सभासद झाला असे नव्हे. त्यामुळे संशोधकाने शिक्षित आदिवासी उत्तरदाते राजकीय पक्षांचे सभासद होऊन प्रत्यक्ष राजकारणात सक्रीय होतात का, हे जाणून घेण्याचा प्रयत्न संशोधकाने केला आहे, ज्याची तथ्ये खालीलप्रमाणे.

प्राप्त तथ्यानुसार प्राथमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ८४% (२१) उत्तरदाते कोणत्याही राजकीय पार्टीचे सभासद नाहीत, तर माध्यमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ८७.१% उत्तरदाते कोणत्याही राजकीय पार्टीचे सभासद नाहीत. उच्च माध्यमिक शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी ९३.५% (१०१) उत्तरदाते कोणत्याही राजकीय पार्टीचे सभासद नाहीत. तर पदवीचे शिक्षण घेणाऱ्या एकूण उत्तरदात्यांपैकी १००% (६७) उत्तरदाते कोणत्याही राजकीय पार्टीचे सभासद नाहीत, तर पदव्युत्तर शिक्षण घेणारे उत्तरदात्यांपैकी १००% (१५) उत्तरदाते कोणत्याही राजकीय पार्टीचे सभासद नाहीत.

यावरून आपल्याला असे दिसून येते की शिक्षित व्यक्ती जरी मतदानात सहभाग घेऊन इतरांना प्रेरित करीत असले तरी त्यांचा प्रत्यक्ष राजकीय पक्षांत सक्रीय सहभाग नगण्य आहे. यांत आपल्याला ऋणात्मक सहसंबंध दिसून येतो. म्हणजे शिक्षणाचा स्तर जसजसा वाढत जातो त्या प्रमाणात राजकीय पक्षांतील सहभाग संपत जातो. याचा अर्थ शिक्षणामुळे ज्या राजकीय जाणीवा उदयास आल्या त्यांना एक मर्यादा आहे, असाच निष्कर्ष आपल्याला काढावा लागेल.

राजकीय सहभागाचे स्वरूप जेव्हा आपण तपासतो तेव्हा राजकीय सभांना जाणे, चळवळीत सहभागी होणे, राजकीय मुद्दांवर सहमती किंवा असहमती प्रगट करणे, राजकीय हालचालींविषयी रुची दर्शविणे, याही घटकांचा समावेश यांत केला जातो. आधुनिक काळात तर प्रसार माध्यमे प्रत्येकाच्या घराघरात पोहोचले व लोकांना एका ठिकाणी बसून राष्ट्रीय, आंतरराष्ट्रीय बातम्या किंवा राजकीय हालचाली माहित करून घेणे शक्य झाले. हे शिक्षित आदिवासी या प्रसार माध्यमांतील या राजकीय मुद्द्यांविषयी रुची दर्शवितात का हे माहिती करून घेण्याचा प्रयत्न संशोधकाने केला आहे, कारण त्यामुळे त्या दर्शकाच्या राजकीय माहितीत भर पडून त्याच्या राजकीय जाणीव अधिक प्रगल्भ होतात.

आदिवासी समाजात शिक्षणाचे प्रमाण वाढत आहे त्यामुळे त्यांच्यामध्ये राजकीय जाणीव निर्माण झाली आहे का? आदिवासी समाज साधा भोळा अंधश्रद्धाळू आहे त्याचा फायदा इतर राजकीय पक्ष घेतात का की हे

लोक आपल्या मताने की इतर कोणी सांगितले त्यानुसार मतदान करतात काय? हे माहिती करून घेण्याचा प्रयत्न संशोधकाने केला आहे, ज्याची तथ्ये खालीलप्रमाणे.

प्राप्त तथ्यानुसार प्राथमिक शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ८०% (२०) उत्तरदाते स्वतःच्या मताने मतदान करतात, तर माध्यमिक शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ८३.५% (७१) उत्तरदाते स्वतःच्या मताने मतदान करतात, तर उच्च माध्यमिक शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ६३% (६८) उत्तरदाते स्वतःच्या मताने मतदान करतात, तर पदवीचे शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ६७.२ (४५) उत्तरदाते स्वतःच्या मताने मतदान करतात, तर पदव्युत्तर शिक्षण घेणारे एकूण उत्तरदात्यांपैकी १००% (१५) उत्तरदाते स्वतःच्या मताने मतदान करतात.

या सारणीच्या विश्लेषणावरून आपण हे म्हणू शकतो की गोंड आदिवासी जमातीत मतदानाला प्रभावित करणारे अनेक घटक असले तरी शिक्षणाच्या वाढत्या स्तराबरोबर मतदान करताना स्वतःच्या विचारांना गृहीत धरण्याचे प्रमाण वाढताना दिसते. त्यामुळे पदव्युत्तर उत्तरदाते स्वतःच्या विचारांप्रमाणे मतदान करित असल्याचे नमूद करतात.

आदिवासी समाजाकडे इतर समाज एक वोट बँक म्हणून पाहत होता, कारण हे लोक साधे अशिक्षित असल्यामुळे या लोकांचा फायदा घेत होते. त्यांना कोणत्यातरी प्रकारचे आश्वासन देऊन त्यांची मते घेतली जात होती. आदिवासी समाजामध्ये शिक्षणाचे प्रमाण जसे वाढले त्यामुळे आपले मत कुणाला द्यायचं कोण आपल्या समाजाचा फायदा, विकास करेल याचा विचार आदिवासी करतो काय? हे माहिती करून घेण्याचा प्रयत्न संशोधकाने केला आहे, ज्याची तथ्ये खालीलप्रमाणे.

प्राप्त तथ्यानुसार प्राथमिक शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ५२ (१३) उत्तरदाते सेवाकार्य बघून मतदान करतात, तर माध्यमिक शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ४०% (३४) उत्तरदाते योग्यता बघून मतदान करतात, तर उच्च माध्यमिक शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ४८.१% (५२) उत्तरदाते योग्यता बघून मतदान करतात, तर पदवीचे शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ७१.६% (४८) उत्तरदाते योग्यता बघून मतदान करतात, तर पदव्युत्तर शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ८०% (१२) उत्तरदाते योग्यता बघून मतदान करतात.

यावरून असे निदर्शनास येते की, आदिवासी समाजातील व्यक्ती जात धर्म पाहून मतदान करित नाही तर त्या व्यक्तीची योग्यता, सेवा कार्य पाहून त्याला मतदान करतात. या चलावर शिक्षणाचा प्रभाव दिसून येत नाही.

आदिवासी समाजामध्ये शिक्षणाचे प्रमाण वाढले त्यामुळे आज आदिवासींचा नेतृत्व अशिक्षित पेशा शिक्षित व्यक्ती करू शकेल याची जाणीव आदिवासी समाजाला झाली का हे संशोधकाला माहिती करून घ्यायची आहे, ज्याची तथ्ये खालीलप्रमाणे.

प्राप्त तथ्यानुसार प्राथमिक शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ६०% (१५) उत्तरदाते अनेकदा सुशिक्षित तरुण समाजाचे नेतृत्व करू शकतील असे मत व्यक्त केले, तर माध्यमिक शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ५४.१% (४६) उत्तरदाते जवळपास नेहमी सुशिक्षित तरुण समाजाचे नेतृत्व करू शकतील असे मत व्यक्त केले, तर उच्च माध्यमिक शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ४९.१% (५३) उत्तरदाते जवळपास नेहमी सुशिक्षित तरुण समाजाचे नेतृत्व करू शकतील असे मत व्यक्त केले, तर पदवीचे शिक्षण घेणारे एकूण

उत्तरदात्यांपैकी ८२.१ (५५) उत्तरदाते जवळपास नेहमी सुशिक्षित तरुण समाजाचे नेतृत्व करू शकतील असे मत व्यक्त केले, तर पदव्युत्तर शिक्षण घेणारे एकूण उत्तरदात्यांपैकी ९३.३ (१४) उत्तरदाते जवळपास नेहमी सुशिक्षित तरुण समाजाचे नेतृत्व करू शकतील असे मत व्यक्त केले.

यावरून असे निदर्शनास येते की, सुशिक्षित तरुण समाजाचे नेतृत्व करू शकेल म्हणणारे हे सर्वाधिक उच्च शिक्षित लोक आहेत जस जसा शिक्षणाचा प्रमाण वाढत आहे तसे सुशिक्षित तरुण समाजाचे नेतृत्व करू शकतील म्हणणाऱ्यांचे प्रमाण वाढत आहे. परंतु या चलावर शिक्षणाच्या स्तराप्रमाणे मतभिन्नता दिसून येत नाही.

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कौटिल्य के "अर्थशास्त्र" में लोक प्रशासन के तत्व एवं वर्तमान में उनकी प्रासंगिकता

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प्राचीन भारतीय धार्मिक एवं राजनीतिक विचारधारा में हमें प्राचीन भारतीय प्रशासन के सम्बन्ध में काफी ज्ञान वर्धक जानकारी मिलती है। विशेषकर कौटिल्य के अर्थशास्त्र को भारतीय प्रशासन का सर्वाधिक महत्वपूर्ण एवं विस्तृत ग्रन्थ माना जाता है। भारतीय प्रशासन में मुख्य विकास मौर्य शासन काल में ही देखने को मिलता है। कौटिल्य का अर्थशास्त्र मौर्य शासन में उपलब्ध वार्ता (अर्थशास्त्र का विज्ञान) एवं दण्डनीति की महत्वपूर्ण रचना है। यह रचना लगभग 321 से 300 ईसा पूर्व लिखी गई। यह रचना 1904 ईसवी में संशोधित की गई एवं आर० रामशास्त्री द्वारा 1909 ईसवी में प्रकाशित कराई गई। कौटिल्य रचित अर्थशास्त्र वर्तमान लोक प्रशासन के कई विषयों को जैसे कार्यपालिका, नौकरशाही, पदसोपान, भ्रष्टाचार, स्थानीय प्रशासन एवं अभिप्रेरणा को दर्शाता है। यह रचना इस बात का प्रमाण है कि मौर्य शासन काल में भारतीय प्रशासन काफी विकसित था।

यद्यपि कौटिल्य से पूर्व भी कई भारतीय धार्मिक एवं राजनीतिक ग्रन्थों में भारतीय प्रशासन की जानकारी उपलब्ध है जैसे मनुस्मृति, शुक्रनीति, रामायण, महाभारत। लेकिन कौटिल्य के अर्थशास्त्र में ही सर्वप्रथम क्रमबद्ध एवं विस्तृत रूप में प्रशासन की जानकारी मिलती है। कौटिल्य के अर्थशास्त्र में विद्यमान एक निरंकुष राज्य का लोक कल्याणकारी उद्देश्य रखना भी ध्यान देने योग्य है क्योंकि इस लक्ष्य की प्राप्ति का साधन भी प्रशासन ही है।

वर्तमान समय में जब प्राचीन भारतीय राजनीतिक विचार की प्रासंगिकता पर प्रश्न उठाया जाता है तब आवश्यक है उन महत्वपूर्ण विषयों के सम्बन्ध में अध्ययन किया जाय जो सिर्फ आदर्शवादी ही नहीं वरन् व्यावहारिकता के आधार पर लिखे गये ग्रन्थों की भी प्रामाणिकता व प्रासंगिकता दोनों पर स्पष्टतः जानकारी दें। मेरे इस अध्ययन का उद्देश्य प्राचीन काल विशेषकर मौर्य काल में प्रचलित प्रशासनिक व्यवहार व विचार (जिसका स्रोत कौटिल्य का अर्थशास्त्र है) का वर्तमान में प्रासंगिकता का अध्ययन करना है। अध्ययन में विवरणात्मक व विप्लेषणात्मक पद्धति का प्रयोग किया गया है।

भारतवर्ष में वैदिक काल से ही राजनीतिक चिन्तन के तत्व मिलते हैं जिनका कालान्तर में दो धाराओं में विकास हुआ। प्रथम को धर्मशास्त्रीय परम्परा और द्वितीय को अर्थशास्त्रीय परम्परा के रूप में जाना गया। यद्यपि इन दोनों की मूलभूत मान्यताएं एक ही हैं, तथापि धर्मशास्त्रीय परम्परा में जहाँ मानव व्यवहार ने नियमन के लिये आध्यात्मिक एवं धार्मिक अभियन्त्रण पर विशेष बल दिया गया है वहीं अर्थशास्त्रीय परम्परा में मानव व्यवहार के नियमन में राज्य एवं प्रशासन की भूमिका को अधिक महत्व दिया गया है। यद्यपि निश्चित तौर पर यह बता पाना मुश्किल है कि धर्मशास्त्रीय परम्परा एवं अर्थशास्त्रीय परम्परा का प्रारम्भ किस विचारक ने किया, परन्तु माना जाता है कि मनु से धर्मशास्त्रीय एवं बृहस्पति से अर्थशास्त्रीय परम्परा की शुरुआत हुई। कौटिल्य ने भी, जो स्वयं अर्थशास्त्रीय परम्परा के महान लेखक हैं, अपने ग्रन्थ में बृहस्पति का उद्धरण दिया है। यद्यपि बृहस्पति से अर्थशास्त्रीय परम्परा की शुरुआत मानी जाती है तथापि

सर्वप्रथम अर्थशास्त्र का विस्तृत, वृहद एवं स्पष्टवर्णन करने के कारण कौटिल्य को इस महान परम्परा का महान विचारक माना जाता है।

कौटिल्य एवं उनके ग्रन्थ अर्थशास्त्र के रचनाकाल के सन्दर्भ में विद्वानों में वैचारिक मतभेद है। लेकिन इसका रचनाकाल लगभग 321 से 300 ईसा पूर्व माना जाता है। जबकि वास्तव में सन् 1909 ईसवी से पूर्व इस ग्रन्थ का कोई अस्तित्व नहीं था। सन् 1904 ईसवी में अर्थशास्त्र की हस्तलिखित पाण्डुलिपि सर्वप्रथम तंजौर के एक ब्राह्मण ने कर्नाटक सरकार के प्राचीन पुस्तकालय को भेंट की। तत्कालीन पुस्तकालयाध्यक्ष आर० षामा षास्त्री ने इस ग्रन्थ का गम्भीर अध्ययन किया एवं सन् 1909 ईसवी में इस पुस्तक का प्रथम संस्करण प्रकाशित कराया।¹ इस रचना का प्रथम अंग्रेजी अनुवाद सन् 1915 ईसवी में प्रकाशित हुआ। कौटिल्य के अर्थशास्त्र में 15 अधिकरण, 150 अध्याय, 180 विषय तथा 6,000 श्लोक हैं।

ग्रन्थ के आरम्भ में ही कौटिल्य ने अपने उद्देश्य को स्पष्ट किया है कि – पृथ्वी की प्राप्ति और उसकी रक्षा के लिये पुरातन आचार्यों ने जितने भी अर्थशास्त्र विषयक ग्रन्थों का निर्माण किया है, उन सब का सार संकलन कर अर्थशास्त्र की रचना की गई है।

कौटिल्य ने अपने अर्थशास्त्र को परिभाषित करते हुए लिखा है कि “मनुष्य की जीविका और जिस भूमि पर वे रहते हैं, दोनों ही अर्थ हैं। अतः वह शास्त्र अर्थशास्त्र है जिसमें मनुष्यों वाली भूमि के लाभ और उसका पालन करने के उपायों का वर्णन किया जाता है।”²

पृथ्वी की प्राप्ति एवं रक्षा एक व्यापक उद्देश्य है और इसकी पूर्ति हेतु सामूहिक प्रयास, नियन्त्रण एवं निर्देशन की आवश्यकता होती है, कौटिल्य के अनुसार इसी प्रक्रिया को प्रशासन कहा जाता है।³

कौटिल्य ने अर्थशास्त्र में चार प्रकार की विद्या का उल्लेख किया है – आन्विक्षिकी, त्रयी, वार्ता एवं दण्डनीति।⁴ आन्विक्षिकी विद्या के अन्तर्गत कौटिल्य ने सांख्यशास्त्र, योगशास्त्र एवं लोकायत का वर्गीकरण किया है। त्रयी के अन्तर्गत ऋग्वेद, सामवेद तथा यजुर्वेद का उल्लेख है। कृषि, वाणिज्य और पशुपालन को वार्ता के अन्तर्गत माना जाता है। अन्त में दण्डनीति आधुनिक अर्थ में राजनीतिशास्त्र, समाजशास्त्र, अर्थशास्त्र व प्रशासन का मिला-जुला रूप है। कौटिल्य ने अर्थशास्त्र में अन्य तीन विद्याओं को दण्डनीति पर आधारित बताया है क्योंकि कौटिल्य के अनुसार दण्डनीति से ही अप्राप्त की प्राप्ति, प्राप्त की रक्षा, रक्षित का संवर्धन एवं संवर्धित साधनों को समुचित कार्यों में लगाया जाता है, और क्योंकि भूमि का पालन एवं लाभ राजनीतिक शक्ति द्वारा सम्पन्न होता है, इसी कारण कौटिल्य का अर्थशास्त्र दण्डनीति विषयक ग्रन्थ बन जाता है।

आधुनिक दृष्टि से कौटिल्य रचित अर्थशास्त्र राजनीति पर कम और प्रशासन पर लिखा गया ग्रन्थ अधिक है। अर्थशास्त्र में कौटिल्य का उद्देश्य अत्यन्त व्यावहारिक समस्याओं के निराकरण के लिए प्रयास करना रहा। इसी कारण अर्थशास्त्र में प्रशासन को प्रभावी एवं सुसंगठित बनाये रखने का प्रयास उनके कई सिद्धान्तों से झलकता है। राजपद का सिद्धान्त, सप्तांग सिद्धान्त, मण्डल सिद्धान्त, षाड्गुण्य नीति आदि को कौटिल्य से पूर्व भी विचारकों ने प्रयुक्त किया लेकिन कौटिल्य ने इनमें अपनी आवश्यकताओं के अनुरूप संशोधन एवं परिवर्तन किये और इसी क्रम में कौटिल्य के व्यक्तिगत विचार भी विकसित होते चले गये।

सैद्धान्तिक तौर पर कौटिल्य केन्द्रीकृत राजतन्त्र का समर्थन करता है, अर्थात् सभी शक्तियां व्यवस्थापिका, कार्यपालिका एवं न्यायपालिका राजा में निहित हैं। लेकिन अपने इसी समर्थन के साथ वह यह भी मानता है कि राजा अपनी शक्तियों को बिना सहयोग के क्रियान्वित नहीं कर सकता। वह राजा को

सलाह व परामर्श देने के लिये मन्त्री व मन्त्रिपरिषद् के निर्माण पर बल देता है। केन्द्रीकृत राजतन्त्र के बावजूद कौटिल्य द्वारा वर्णित राज्य निरंकुष नहीं है वरन् लोककल्याणकारी भावना से प्रेरित है क्योंकि कौटिल्य ने राजा को जनता के प्रति उत्तरदायी घोषित किया है, राजा को सर्वोपरि होते हुए भी जनता के सेवक के तौर पर दर्शाया है एवं प्रजा के सुख को राजा का सुख घोषित किया है।⁵

सकारात्मक राज्य के विचार को लेकर राजा को यह अधिकार दिया गया कि वह अच्छे जीवन के लिए परिस्थितियां निर्मित करने के लिए न सिर्फ कुएं व नहरें खुदवाए वरन् वाणिज्य, व्यापार व उद्योगों को विकसित करने के उद्देश्य से सड़कों का निर्माण करवाये तथा समुद्री यातायात को भी सुगम बनाने का प्रयास करे, जो वर्तमान लोक कल्याणकारी राज्य की विशेषताओं के समान है। कौटिल्य राजा को अच्छे शासन की स्थापना के लिए सिर्फ अधिकार ही नहीं प्रदान करता वरन् इस ही के साथ यदि राजा अपने कर्तव्यों से विमुख होता दिखाई दे तो मन्त्रिपरिषद् को राजा के व्यवहार को नियन्त्रित करने का कार्य सौंपता है।

प्रशासन जिसके शीर्ष पर राजा विद्यमान है व समस्त प्रशासन की शक्तियां उसी के हाथों में केन्द्रित हैं, जो लोक प्रशासन के वर्तमान सिद्धान्त आदेश की एकता को दर्शाता है। कौटिल्य इस तथ्य से भी अवगत है कि राजा सम्पूर्ण कार्य अकेले नहीं कर सकता इसलिए मन्त्रियों के साथ ही वह प्रशासन में विभिन्न विभागों एवं अधिकारियों का विवरण भी प्रस्तुत करता है। कौटिल्य ने इन्हें तीर्थ कहकर पुकारा है एवं 18 तीर्थों का वर्णन किया है। इन अधिकारियों को पद, कार्य, योग्यता एवं वेतन के आधार पर सूचीबद्ध किया गया है। जिनमें मन्त्री, पुरोहित, सेनापति, युवराज, द्वावारिक, अंतर्वेषिक, प्रशास्ता, समाहर्ता, सन्निधाता, प्रदेष्टा, नायक, पौरव्यावहारिक, कार्मान्तिक, अमात्यसभाध्यक्ष, दण्डपाल, दुर्गपाल, अन्तपाल, आटविक हैं।⁶ कौटिल्य के अनुसार मंत्रियों व अन्य विभागाध्यक्षों व अधिकारियों का चयन उनकी प्रतिभा, निष्ठा व चरित्र के आधार पर किया जाना आवश्यक बताया है। जिसके लिए राजा को गुप्तचरों के माध्यम से विभिन्न प्रकार की परीक्षाओं अर्थात् धर्मोपधा, अर्थोपधा, भयोपधा व कामोपधा का प्रयोग उचित बताया है। यद्यपि कौटिल्य की चयन प्रक्रिया वर्तमान समय की चयन प्रक्रिया के सर्वथा समान नहीं है तथापि उनके विचार न सिर्फ तत्कालीन परिस्थितियों के अनुसार सर्वथा उचित थे वरन् यह कहना अनुचित न होगा कि कौटिल्य के द्वारा प्रस्तुत विचार प्रशासनिक चयन प्रक्रिया के लिए आज भी महत्वपूर्ण है।

कौटिल्य ने सामाजिक जटिलता व गतिशीलता से उत्पन्न समस्याओं के समाधान हेतु विषेष्कृत विभागों की व्यवस्था की है। विषेष्कृत विभागों के माध्यम से कार्यों के नियन्त्रण व निर्देशन में सुविधा होती है। 'विभाग' जिसका षाब्दिक अर्थ किसी वस्तु या सम्पूर्ण के विषिष्ट भाग से है जो कार्य के आधार पर विभक्त किया गया है। डिमॉक व कोइंग के अनुसार, "प्रशासन में श्रम विभाजन की आवश्यकता विभागीय प्रणाली के जन्म का स्वाभाविक कारण है।"⁷ इस प्रकार कौटिल्य ने तत्कालीन समस्या के आधार पर श्रम विभाजन की व्यवस्था को आधार बनाकर विभागीय व्यवस्था को वर्णित किया, जिसका महत्व वर्तमान समय में भी है। जिस प्रकार वर्तमान में विभाग, प्रशासन की सबसे बड़ी इकाई होने के साथ ही मुख्य कार्यपालिका के अधीन होते हैं, उसी प्रकार अर्थशास्त्र के अनुसार सभी विभागाध्यक्ष, राजा के अधीन रहकर उसके प्रति उत्तरदायी होते थे।

कौटिल्य द्वारा वर्णित प्रशासन में आधुनिक प्रशासन के अन्य सिद्धान्तों का भी समावेश किसी न किसी रूप में देखा जा सकता है। कौटिल्य के प्रशासन में क्षेत्र प्रशासन और कार्य प्रशासन दोनों के गुणों का समावेश किया गया है। प्रशास्ता, सन्निधाता के कार्य जहाँ विषिष्ट कार्यों के सम्पादन के कारण कार्य प्रशासन

की प्रशासनिक श्रेणी में आते हैं, वहीं प्रदेष्टा, पौरव्यावहारिक, नायकआदि पदाधिकारी निष्वित्त प्रदेश का प्रशासन संभालते थे , इसी कारण इनके उत्तरदायित्वों को क्षेत्र प्रशासन की श्रेणी में रखा जा सकता है। यह विभागीय व्यवस्था वर्तमान लोक कल्याणकारी राज्य का महत्वपूर्ण पहलू है।

कौटिल्य ने सामान्य प्रशासन के अतिरिक्त वित्त प्रशासन, न्याय प्रशासन एवं सैन्य प्रशासन का भी वर्णन किया है। कौटिल्य ने अर्थशास्त्र के तीसरे व चौथे अधिकरण में न्याय व्यवस्था एवं न्याय प्रशासन का उल्लेख किया है। कौटिल्य ने न्याय के स्थान पर व्यवहार शब्द का प्रयोग किया है। उसने न्याय व्यवस्था में राजा को शीर्ष स्थान पर रखा है। विभिन्न प्रकार के न्यायालयों में उसी के द्वारा न्यायधीषों की नियुक्ति की जाती है व पदों से निकाला भी जा सकता है। अर्थशास्त्र में चार प्रकार के न्यायालय का उल्लेख है –जनपद, संग्रहण (दस गाँवों का केन्द्र), द्रोणमुख (चार सौ गाँवों का केन्द्र) व स्थानीय न्यायालय (आठ सौ गाँवों का केन्द्र)। कौटिल्य द्वारा वर्णित ग्रामीण प्रशासन का पाँच स्तरीय तत्कालीन समय में पदसोपान के सिद्धान्त व विकेन्द्रीकरण की व्यवस्था को दर्शाता है। इससे यह भी स्पष्ट है कि प्राचीन भारतीय व्यवस्था में गाँव अत्यधिक महत्वपूर्ण स्थान रखते थे। अर्थशास्त्र में पाँच से दस गाँव के अधिकारी को गोप की संज्ञा दी गई है। प्रशासनिक पदसोपान में गोप के ऊपर स्थानिक को एवं चार स्थानिकों को समाहर्ता के अधीन रखा गया है।

न्यायालय के अतिरिक्त न्याय कार्य को भी कौटिल्य ने दो क्षेत्रों में विभाजित किया है— धर्मस्थीय अर्थात् जिसमें घरेलू एवं नागरिक अधिकारों से सम्बन्धित मामले आते हैं जिन्हें वर्तमान में दीवानी न्यायालय के नाम से जानते हैं एवं कण्टकषोधन अर्थात् जिनमें आपराधिक मामले, जैसे भ्रष्टाचार, हत्या, चोरी इत्यादि मामले आते हैं जो मामले वर्तमान समय में फौजदारी न्यायालयों द्वारा सुलझाये जाते हैं।

यद्यपि उस काल में बजट एवं लेखा परीक्षण का कोई प्रावधान नहीं था, लेखक लेन-देन का हिसाब रखते थे। वहीं गणनिक और अक्षपटल राजकीय खातों और उनके अनुरूप एक बड़ी मात्रा को दर्शाता है। जहाँ तक विभागीय संरचना का सम्बन्ध है, प्रशासनिक विभागों के अध्यक्ष के अधीन 5 अधिकारी होते थे :— लेखक (क्लर्क) , रूपाद्रसक (मुदा निरीक्षक), सांख्याधिक (लेखाकार), निविग्राहक(क्लर्क) एवं उत्तराध्यक्ष (पर्यवेक्षक)। 8

भ्रष्टाचार को भी कौटिल्य ने कोषक्षय व अन्य सामाजिक विकारों का जनक माना है। कौटिल्य की स्पष्ट मान्यता है कि धर्मोपधा, भयोपधा, कामोपधा एवं अर्थोपधा में उत्तीर्ण व्यक्तियों को ही प्रशासनिक पदों पर रखा जाना चाहिए। तथापि वह इस तथ्य के प्रति भी सचेत है कि नियुक्ति में सावधानी के बावजूद राजकीय कर्मचारियों को भ्रष्टाचार में लिप्त होने से नहीं रोका जा सकता है। वह स्पष्ट रूप से स्वीकार करते हैं कि जिस प्रकार जिह्वा पर रखे हुए शहद या विष के स्वाद न लेना मानव के लिए असम्भव है, उसी प्रकार राज्य के आर्थिक कार्यों में लगे हुए पदाधिकारियों द्वारा धन का दुरुपयोग न करना भी है। 9

जिस प्रकार जल में विचरण करने वाली मछलियों को पानी पीते हुए देखना कठिन है , उसी प्रकार अर्थाधिकार प्राप्त कर्मचारी के द्वारा राजकीय धन के अपहरण का पता लगाना कठिन है। 10 इसलिए कौटिल्य ने राजकीय कर्मचारियों द्वारा राजकीय धन के दुरुपयोग व अपहरण पर सघन रूप से अनुसन्धान किया व आर्थिक भ्रष्टाचार का अत्यन्त व्यापक विवरण किया है और आज भी राजकीय कर्मचारियों द्वारा किये जाने वाले आर्थिक अपराधों में इनका प्रचलन है। यद्यपि कौटिल्य यह मानते हैं कि भ्रष्टाचार पर अत्यधिक विहंगम दृष्टि रख पाना सम्भव नहीं हो सकता है।

कौटिल्य ने सिर्फ भ्रष्टाचार की समस्या का ही विवरण नहीं किया वरन् आर्थिक भ्रष्टाचार के निरोध के उपायों का भी विप्लेषण किया है। वह कहते हैं कि अधिकारियों द्वारा धन के गबन की सूचना मिलने पर सम्बन्धित विभाग के अनेक कर्मचारियों से इस तथ्य की जाँच-पड़ताल राजा को करनी चाहिए और यदि कर्मचारी अध्यक्ष के दोष को छिपाने का प्रयास करे तो उसे भी गबन करने वाले अध्यक्ष की ही भाँति दण्डित किया जाना चाहिये।¹¹ भ्रष्टाचार व गबन को रोकने के लिये राजा को अपराध के सिद्ध हो जाने पर राजकर्मचारियों को दण्डित करना चाहिए व गम्भीर आर्थिक अपराध सिद्ध होने पर मृत्युदण्ड दिया जाना चाहिए।

निष्कर्ष रूप में हम कह सकते हैं कि कौटिल्य रचित अर्थशास्त्र में प्रशासन की वृहद एवं विस्तृत जानकारी होने पर भी उसे वर्तमान लोक सेवा व नौकरशाही का आदर्श नमूना तो नहीं माना जा सकता क्योंकि अर्थशास्त्र में सभी प्रशासनिक अधिकारियों व अध्यक्षों पर पूर्ण नियन्त्रण राजा का ही है और अन्त में सभी राजा के प्रति ही जवाबदेह होते हैं। लेकिन प्राचीन साहित्य में जिस प्रकार राजा को ब्राह्मणवादी शक्तियों के अधीन रखा गया था, अर्थशास्त्र में राजा को विवेक के आधार पर निर्णय लेने का अधिकार देकर कौटिल्य ने पहली बार भारत में केन्द्रीकृत शासन एवं लोक कल्याणकारी राज्य का सुदृढ़ आधार बनाया, क्योंकि कौटिल्य उचित दण्ड एवं करारोपण के सिद्धान्त के उल्लंघन होने की दशा में राजा को जनता के प्रति उत्तरदायीमानता है। यही नहीं भ्रष्टाचार जैसी समस्या को न सिर्फ कौटिल्य ने वर्णित किया वरन् उससे निपटने के लिए कठोर दण्ड के प्रावधान के माध्यम से अधिकारियों, विभागाध्यक्षों व मंत्रियों को सावधान भी किया है। यही समस्या वर्तमान प्रशासनिक व्यवस्था के लिए भी एक बड़ी चुनौती है, जिस पर कठोर कानूनों के माध्यम से ही नियन्त्रण पाया जा सकता है।

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‘डूब’ उपन्यास में अभिव्यक्त विस्थापन की त्रासदी का चित्रण

डॉ. ज्ञानेश्वर भाऊसाहेब जाधव

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बीसवी शताब्दी की एक कारुणिक परिघटना विस्थापन है। विस्थापन का अर्थ है—किसी स्थान पर बसे हुए लोगों को बलपूर्वक हटाना और वह जगह उनसे खाली करा लेना। सामान्य शब्दों में कहे तो मूल से उखड़कर इधर—उधर बिखर जाना ही विस्थापन है। लोग जब अपने निवास स्थान और जन्मस्थान को छोड़कर एक नये स्थान कि तरफ गमन करते है तो उस स्थान को ‘विस्थापन’ कहते है। विस्थापन एक स्थान से दुसरे स्थान में गमन करने की प्रक्रिया न होकर संबंधित व्यक्तियों के जीवन के समस्त पक्षों को प्रभावित करनेवाली एक जीवनपर्यंत प्रक्रिया है। ऐसी परिस्थिती में विस्थापन की परिभाषा यह होगी कि — “विस्थापन मूलतः एक समूहद्वारा जोखिमों और हितलाभो को तोलने के बाद कम उपयुक्त वातावरण से अधिक लाभदायक स्थान की ओर गमन करने का परिमेय निर्णय है।”¹ जीवन की प्रगति के साथ—साथ विस्थापन के मूल अर्थ में भी बदलाव आया है। अपनी इच्छा से एक स्थान से दूसरे स्थान लोग विस्थापित होते है, साथ में मजबूरीवश या बलपूर्वक भी लोग विस्थापित हो जाते है। पहले लोग अपने निर्णय से खूश होते है और दुसरी जगह बसने में कामयाब भी होते है। लेकिन विस्थापन करने के लिए मजबूर लोगों की अवस्था बहुत चिन्तित है। अपने देश या मिट्टी से बलपूर्वक या मजबूरन निकले लोग मानसिक रूप से टूट जाते है और दूसरी जगह रहते हुए भी उनके मन में हमेशा मूल मिट्टी की यादे ताजा रहती है और वे वहाँ लौट जाने के लिए तरसते रहते है। विस्थापन को प्रभावित करनेवाले सबसे प्रमुख दो कारण है वे है विभाजन और विकास। इन दोनों स्थिनियों में लोगों को मजबूरीवश या बलपूर्वक विस्थापित किया जाता है।

भारत में आजादी के बाद तीव्र गति से आर्थिक विकास प्राप्त करने के लिए विभिन्न विकास योजनाओं का निर्माण किया जाने लगा। जिनमे औद्योगिक विकास योजनाएँ, सडक निर्माण कार्य, खदाने, विद्युत शक्ति उत्पादन केंद्र, विद्युतनिर्माण एवं जलपूर्ति के लिए नदियों पर बाँध का निर्माण कार्य आदि विकास योजनाओं का कार्य तीव्र गति से प्रारम्भ किया गया। जिसके परिणामस्वरूप भारी मात्रा में भूमिअधिग्रहण करना आवश्यक था और सरकार ने इन योजनाओं की पूर्ति के लिए भारी मात्रा मे भूमिअधिग्रहण किया और जिन लोगों की जमीन, घर सरकारने छीन ली उन लोगों को विस्थापन की त्रासदी को भुगतना पडा। पं. जवाहरलाल नेहरू ने बाँधो को—भारत के धर्म निरपेक्ष मंदिर नाम दिये और कहा कि देश और विकास के लिए जनता को अपनी कुछ सुविधाएँ त्यागनी पडेगी।

भारत में विकास से होने वाले विस्थापन में प्रमुख स्थान बाँध—निर्माण से उत्पन्न विस्थापन को है। पिछले पचास वर्षों मे लगभग ३३०० बाँध निर्मित हुए और हजार के करीब निर्माणाधीन है। दुनिया भर में बाँध निर्माताओं में तृतीय स्थान भारत का है। भारतीय विशेषज्ञों के अनुसार मात्र बाँध—निर्माण से विस्थापित लोगों की संख्या दो से चार करोड के बीच है। बाँध परियोजना की पूर्ति के लिए सरकार जनता की जमीन तो छीन लेती है लेकिन उनके पूर्नवास की कोई योजना सरकार के पास नहीं होती। अपने घर और जमीन से लोगों को बेदेखल तो करती है लेकिन उसके मुआवजे में क्या दिया जाएगा उनका पूर्नवास कब और कहाँ होगा उसके लिए कोई ठोस उपाय जनता के समक्ष

सरकार बताती नहीं इसी के परिणाम स्वरूप जनता में सरकार के खिलाफ एवं विकास की परियोजना के खिलाफ आक्रोश की भावना जन्म ले लेती है। इसी आक्रोश को वीरेन्द्र जैन ने अपने 'डूब' उपन्यास में अभिव्यक्ति दी है।

वीरेन्द्र जैन द्वारा लिखित 'डूब' उन लोगों की पीड़ा है, जो उत्तरप्रदेश और मध्यप्रदेश की सीमा पर स्थित बेतवा नदी के राजघाट पर बननेवाले बाँध नामक विकास का शिकार हुए। जहाँ कहीं भी बाँध बनते हैं। उस बाँध से रूकनेवाले जल से डूब जानेवाले गाँवों के लोग विनाश का सामना करते हैं। प्रतीक रूप में यह लाखों की कथा है जो विकास के नाम पर अपने गाँव एवं घरों से बाँधों के बनाये जाने पर विस्थापित होते हैं और ठीक ढंग से अपने आपको पुनः स्थापित नहीं कर पाते। वीरेन्द्र जैन जी ने पाठकों को यह बतलाने का प्रयास किया है कि — “उस विकास का क्या फायदा जो मनुष्य को उखाड़ दे, बेघर कर दे, उन्हें गलत जगह रोप दे, उनकी सहजात इच्छाओं को रोंद दे।”² लेखक ने उस पहाड़ी अंचल को अपने विज्ञान का आधार बनाया है जो स्वतंत्र भारत की विद्युत परियोजना के तहत 'डूब क्षेत्र' के अंतर्गत आ जाता है। इसी 'डूब' क्षेत्र में आए हुए लड़कई गाँव को केंद्र मानकर बाँधजनित विनाश से उत्पन्न विभिन्न पहलुओं को उपन्यास में उठाया है। यह विनाश आर्थिक, प्राकृतिक और भावनात्मक रूप से क्षेत्रवासियों को पीड़ित करता है।

स्वतंत्रता से लेकर आज तक सरकार लोगों को बड़े-बड़े सपने दिखाकर दिलासा देने का कार्य कर रही है। सरकार की ओर से गाँववालों को यह बताया जाता है कि बाँध बननेपर तुम्हारे यहाँ खुशहाली आएगी, खेती को पानी मिलेगा, बिजली मिलेगी, तुम्हें उचित मुआवजा मिलेगा, बड़े-बड़े मकान मिलेंगे, नौकरी मिलेगी। इंदिराजी जब बाँध की पहली ईंट राजघाट पर रखने के लिए आ रही थी तब सभी ग्रामवासियों को लग रहा था कि इंदिराजी आज वह सब कुछ बता देगी जो हमारे भाग्य का फैसला सरकारने किया है। लेकिन इंदिराजी वोट माँगने आयी थी। भाषण में बड़ी-बड़ी बातें की। अब बाँध बनकर रहेगा। नेहरूजी का सपना हम जरूर पूरा करेंगे। हमने इस काम को पूरा करने का बीड़ा उठाया है। आप लोग उस काम में हमारी मदद करें। देश के विकास में हाथ बँटाओ। ऐसी बड़ी-बड़ी बातें करके, चुनाव में वोट माँगकर इंदिराजी चली गयी। गाँव के लोगों का मोहभंग हो गया। इंदिराजी के भाषण के बार गाँववाले सोचते हैं कि — “हमसे तो तुमने छीना ही छीना है, मटरसा छीना, मोटर छीनी, सडक छीनी, तेंदू के पत्ते का रोजगार छीना, मास्साव छीने, रघुसाव छीने, मुसलमान भाई छीने, अट्टू साव छीने, शांति छीनी, मेलजोल छीना।”³

इस उपन्यास का पात्र 'माते' पूरे उपन्यास में महानायक के रूप में छाया हुआ है। वह हर किंमत पर अपने गाँव को, परिवेश को बचाना चाहता है। वह हमेशा गाँव के विकास के बारे में सोचता है। वह उस विकास का विरोध करता है जो लोगों को विनाश की ओर ले जाए। पहले-पहले माते का सरकार पर विश्वास था लेकिन इंदिराजी का भाषण सुनने के बाद उनका सरकार पर से विश्वास उड़ गया। राजघाट से भाषण सूनकर वापस लौटते समय माते को पुरा विश्वास हो चुका था कि सरकार झूठ बोलती है, गुमराह करती है। सरकार ने गाँववालों की जमीन और रोटी तो छीन ली लेकिन उन्हें विस्थापित करने के नाम पर अपने कर्तव्यों से तिलांजलि दे देती है। कुछ करते तो नहीं लेकिन लोगों के घावों पर छिडके नमक से ज्यादा कुछ नहीं करते। इसके कारण जनता में आक्रोश की भावना ने जन्म ले लिया। सरकार की इस नीति के कारण गाँववाले सोचते हैं कि पहले अंग्रेज हमें सताते थे आज हमारे अपने जो सरकार में है, हमें सता रहे हैं। गाँववाले सरकार की तुलना डाकुओं और भंडयों से करते हुए कहते हैं कि यह सरकार हमारे लिए डाकुओं से भी ज्यादा खतरनाक बन गई है — “वाह री सरकार, तूने हमें जनम जिंदगी में कुछ दिया तोभी छलावे से दिया

। तुमसे इतना भी नहीं हुआ कि साव लोगों की छाती पर न्याय का पंजा गडाकर कहती कि बहुत कर लिया गरीबों के साथ अब उनका हक इन्हे वापस सौंप दे । तुमसे तो भंडया भले, जो इनकी छाती पर आ धमकाते तो है । तेरी लीला न्यारी है । उन्हें तो तूने पैदत्र दिया । मुँगावली को जेल में डगैर खुद छलावे से वहीं कर बैठी । वाह री सरकार वाह ? गाँव के तमाम लोग यही कहते रह कई दिनों तक ।”^४

वीरेंद्र जैन जी ने इस कडवे सच के दर्शन उपन्यास में करवाए है कि ‘डूब—क्षेत्र’ के अंतर्गत आनेवाले गाँव के लोग किस तरह रोटी, कपडा और मकान जैसी प्राथमिक जरूरतों के लिए तरसते है । जैसे ही बाँध बनने की योजना बनी तुरंत ही लडैई और आस—पास के क्षेत्रों को सारी सुविधाएँ देना बंद हो गया । कृषकों की जमीन ले ली । उनके मकान भी छीन लिए गए । लोगों का तेंदू के पत्ते का व्यवसाय चला गया । उपर से बाँध पर ग्रमवासियों को मजदूर के रूप में भी नहीं रखा जाता । क्योंकि सरकार का मानना है कि काम के लिए ये मजदूर अपने तीज—त्यौहार मनाना नहीं छोडेगे । अगर दूर क्षेत्र से मजदूर होंगे तो तीज—त्यौहार के लिए घर जाने की नौबत ही नहीं आएगी । और तब अनाज उगाने वाला किसान अनाज के दाने—दाने के लिए तरसने लगा । गाँववाले चारो ओर से निराश हो जाते है । उन्हें किसी का भी सहारा नहीं मिलता । सरकार तो विस्थापितों को लूटने का काम कर रही है । बरसों तक बाँध का काम चलेगा । तब तक इनके भटकाव का कोई अंत नहीं है । गाँव में स्थान—स्थान पर गडढे खुदवा दिए गए है । जिससे गाँव का कोई व्यक्ति गाँव से बाहर नहीं जा सकता और बाहर से कोई व्यक्ति गाँव में नहीं आ सकता । बाहरी समाज से गाँव को काट दिया जाता है । साथ हि गहरे गडढों में मवेशियों का गिरने का डर ग्रामवासियों को सताता है । गाँव के लोग सभी सुविधाओं से वंचित किए गए है । ‘डूब’ का हर व्यक्ति विकास के नाम पर जो नयी—नयी परियोजनाएँ उनके सामने आती है उससे संघर्ष करता है । अपने अस्तित्व को बनाए रखने के लिए भूख, गरीबी, लाचारी, भय, अत्याचार, शोषण, दुःख और राजनैतिक हथकंडो को झेलने के लिए विवश है । लेखक ने बड़ी गहराई में जाकर जिन्दगी जीने की उस पीड़ा को व्यक्त किया है । सबसे बड़ी त्रासदी यह है कि जहाँ विकास का कार्य चल रहा है वहाँ के लोगों को मजदूरी का काम भी नहीं दिया जाता ।

डूब क्षेत्र के अंतर्गत आनेवाले गाँवों में जो भी सरकारी सुविधाएँ है वह हटायी जाती है गाँव से अस्पताल, स्कूल को हटायी जाता है । क्योंकि इस गाँव का विस्थापन होने के कारण सरकारी सुविधा को यहाँ मुहैया नहीं करा सकते । सरकार शिक्षा तो जरूरी मानती है लेकिन स्कूल का विस्थापन करती है । स्कूल के विस्थापन की बात सूनकर गाँववाले—कूध होकर कहते है — “शिक्षा इतनी जरूरी है तो फिर सरकार मदरसा क्यों हटा रही है ।”^५ गाँव के लोग स्कूल के विस्थापन से दुःखी है । इस तरह गाँववालों को एक—एक सुविधाओ से वंचित किया जा रहा है ताकि वह मजबूरी वश गाँव को छोडकर चले जाए और कहीं दूसरी जाकर स्वयं को पुनःस्थापित करे । गाँववालों को एक डर यह भी था कि बाँध का निर्माण कार्य तो हो रहा है लेकिन बाँध टूट जाता है तो उसके नीचे बसे हुए गाँवों की हालत क्या होगी ? यही डर एक दिन वास्तविक रूप में गाँववालों के सामने आया । रमते सलैया ने माते को खबर दी की — “राजघाट बाँध के जो टीले उठाये थे न बाँधवालों ने । उनमे से इक तरफ वाले टीले में रात को दरार पड गई । घाट पर टिका तमाम पानी टीला तोडकर गाँव में घुस गया है । पंचमनगर तक जल ही जल है माते । इतना जल जैसे प्रलय आ गई हो । जितना कभी किसी बाढ़ के बखत नहीं आया । जाने कितने लोग मर खप गए । कितने ढोर—बछेरू

डूब गए । कितनी खड़ी फसल स्वाहॉ हो गई ।”^६ यह खबर सुनकर माने जहाँ के तहाँ स्थिर ही रह गए और बेहोश हो गए । जब होश आया तो चल पड़े पंचनगर की ओर लोगों की खबर लेने के लिए । गाँव के सारे लोग किले के बाहर अपना अपना सामान लिए पानी उतरने का इंतजार कर रहे थे । गाँव के कुछ युवक पानी में फँसे लोगों को, मवेशियों को, सामान को पानी से बाहर निकालने में लगे हुए थे । विनाश के इस तांडव नृत्य ने माते के हृदय में हलचल मचा दी । इतना होने के बावजूद राज नैतिकअनैतिकता और चालबाजी तो सचमुच आश्चर्य जनक है । सरकार ने झूठी खबर रेडियो पर दी कि— “कुछ पूर्व सरकार ने बाँध के आसपास गाँवों को मुआवजा देकर खाली करवा लिया था । यदि ऐसा न किया जाता तो आज उस क्षेत्र में पानी के अचानक प्रवेश कर जाने से न जाने कितनी ही जाने चली गई होती ।”^७

इस उपन्यास में विस्थापित लोगों की मजबूरी फायदा उठाने वाले कुछ मगर मच्छों का वर्णन किया है जिनमें निर्मलसाव, घुरे साव, कैलाश मास्टर, हीरासाव है जो विस्थापन की स्थिति की भयंकरता का फायदा उठाते हैं । वे किसी भी तरीके से ज्यादा—से—ज्यादा जमीन अपने नाम लिखवाकर मुआवजे हडपने की ताक में बैठे हैं । हीरासाव इन विस्थापितों की हालत का फायदा उठाकर अपनी शरण में आए विस्थापितों की हीरापुर नामक अलग बस्ती बनाता है । सरकारी काम में दिरंगाई ज्यादा होती है, इसके कारण कुछ ग्रामीण अपनी जायदाद कम पैसे में साहूकारों को बेचकर दूसरी जगह चले जाते हैं । गाँव में साहूकारों का धंदा तेज चलता है, विस्थापितों के लिए सरकार द्वारा जगह तय न करने के कारण विस्थापित अपनी—अपनी सुविधा के अनुसार अलग—अलग जगह जाकर बसे हैं । इन घटनाओं के माध्यम से विस्थापितों की पीड़ा को, उनका शोषण करनेवाली साहूकारों की हरकतों का खुला चित्रण उपन्यास में किया गया है ।

अतः इस उपन्यास के माध्यम से नये—नये बाँध बनाये जाने पर विकास के नाम पर जो विनाश होता है इसको सार्थक वाणी दी है । साथ ही सरकार की जनविरोधी नीतियों के विरुद्ध सार्थक ललकार भी दी गई है । विस्थापितों के प्रति सरकार की उदासीनता के कारण विस्थापितों को कितनी पीड़ा को भुगतना पड़ता है उसका यथार्थ चित्रण उपन्यास में किया गया है । उपन्यास में अभिव्यक्त विस्थापितों की पीड़ा यह सिर्फ ‘लडैई’ और आसपास के गाँव के लोगों की पीड़ा न होकर पुरे भारत वर्ष के विस्थापित लोगों की पीड़ा है जो किसी न किसी कारणवश विस्थापित होने के लिए मजबूर हैं । लेकिन सरकार को यह सोचना चाहिए कि विस्थापित लोगों को सही ढंग से पुनःस्थापित करे या तो विस्थापन की स्थिति न आए ऐसे कार्य करने चाहिए ।

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नागरी शासन संस्थेचे उत्पन्न व खर्च : विशेष संदर्भ नागपूर विभागातील नगरपालिका व महानगरपालिका

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सारांश :

षहरी भागात शिक्षण, आरोग्य, पिण्याच्या पाण्याची व्यवस्था, सांडपाण्याची विल्हेवाट, घनकचरा व्यवस्थापन, योग्य निवारा व इतर सामाजिक सुविधा वाढत्या लोकसंख्येच्या प्रमाणात उपलब्ध असणे आवश्यक आहे. मात्र यासारख्या किमान आवश्यक सुविधा पुरविण्यास नागरी प्रशासन सक्षम नाही. त्यासाठी नागरी प्रशासनाच्या उत्पन्नात वाढ करणे आवश्यक आहे. नागपूर विभागातील नागरी शासन संस्थेच्या उत्पन्न व खर्चाच्या प्रवृत्तीचा आढावा घेण्यात आला आहे.

बीजशब्द (Keywords) : शहरीकरण, सेवासुविधा, उत्पन्न व खर्च.

प्रस्तावना :

व्यक्तीला आवश्यक असणा-या सर्व प्रकारच्या सोयी नगरामध्ये उपलब्ध असतात. म्हणून लोकांना नगराचे आकर्षण असते. शहरी भागाकडे आकृष्ट करणारा घटक म्हणजे केवळ अधिक चांगला रोजगार व उत्पन्नाच्या संधी नसून त्यासोबत उत्तम शिक्षण, आरोग्य सेवा व अधिक चांगले राहणीमान हे घटकही कारणीभूत आहेत. गेल्या काही दशकात भारतात पिण्याच्या पाण्याची उपलब्धता, सांडपाण्याची विल्हेवाट, घनकचरा व्यवस्थापन, शिक्षण व आरोग्य यांसारख्या सुविधा केवळ शहरी भागात अधिक प्रमाणात उपलब्ध झाल्यात.¹ या नागरी सुविधांमुळे शहराचा विकास होतो. या नागरी सेवा व सुविधांच्या व्यवस्थेकरीता शहरामध्ये सरकारी व गैरसरकारी संस्थांची व्यवस्था असते. शहरी प्रशासनाची जबाबदारी संस्थांची स्थापना, देखरेख व गैर सरकारी संस्थांना प्रोत्साहन व संरक्षण प्रदान करण्याकरीता असते. म्हणून नागरी प्रशासन शहरी जीवनाच्या गुणवत्तेकरीता किंवा शहरातील लोकांच्या राहणीमानाकरीता सर्वात जास्त महत्वपूर्ण पक्ष आहे. शहरातील लोकांच्या राहणीमानाचा दर्जा शहरात उपलब्ध सेवा सुविधांवर अवलंबून असते. या सेवा सुविधांच्या कमतरतेमुळे शहरातील लोकांच्या राहणीमानाचा दर्जा खालावलेला असतो. थोडक्यात नागरी सुविधांचा प्रत्यक्ष संबंध जीवनाच्या गुणवत्तेशी आहे.² नागरी सेवा व सुविधांना मुख्यतः दोन वर्गांमध्ये विभक्त करण्यात येते.

1. सार्वजनिक उपयोगाच्या सेवा – ज्यामध्ये वाहतूक व दळणवळण सेवा, पाणी पुरवठा, प्रकाश व्यवस्था, मलनिःसारण, कचरा पेटी व त्याज्य कचरा निर्मुलन, सफाई व सुरक्षितता, व्यवस्थापन इत्यादीचा समावेश होतो.
2. सामाजिक व सार्वजनिक सुविधा – ज्यामध्ये शिक्षण, आरोग्य, मनोरंजन, ग्रंथालय, धार्मिक स्थळ, धर्मशाळा, संग्रहालय, सार्वजनिक सभेचे स्थळ इत्यादीचा समावेश होतो.³

या सर्व सेवा सुविधा जर मुबलक प्रमाणात उपलब्ध झाल्या तर समाजाचे राहणीमान सुधारते. परंतु बहुतेक शहरी भागात लोकसंख्या वाढीचा दर शहरी भागातील भविष्यकाळातील नियोजित सोयी सुविधांच्या उपलब्धतेपेक्षा कितीतरी प्रमाणात अधिक असतो.⁴ थोडक्यात वाढत्या शहरीकरणामुळे शहरात या सुविधांवर ताण पडू लागतो. शहरातील नागरीकांना अशा सुविधांची कमतरता भासते. त्यामुळे समाजाचे राहणीमान आपोआपच खालावले जाते. शहरातील लोकसंख्येच्या गर्दीमुळे शहरात असुरक्षितता व कोंदट वातावरण निर्माण होते. शहरातील घरे वाढत्या लोकसंख्येला अपुरी पडू लागतात. त्यामुळे खुल्या जागेत अतिक्रमणे होऊन झोपडपट्ट्या निर्माण होतात. बाजारपेठात पार्किंगचा प्रश्न, गलिच्छ वस्त्यांची निर्मिती, शहराच्या परिसरात वाढणा-या वस्त्या, पाणी व विजेची अपुरी सोय यामुळे पूर्वीची नगर रचना व त्यावेळी असलेल्या सोयी अपु-या व गैरसोयीच्या वाटू लागतात.⁵ वाढत्या नागरी लोकसंख्येला पिण्याच्या पाण्याचा पुरवठा, मलनिःसारणाच्या पुरेशा सोयी, योग्य निवारा व इतर सामाजिक सुविधा सारख्या किमान आवश्यक बाबी

पुरवण्यास सक्षम नसणे हेच आज नागरी प्रशासनाचे मोठे अपयश आहे.⁶ थोडक्यात नागरी पायाभूत सोयी-सुविधांमध्ये सुधारणा घडवून आणण्यासाठी आधुनिक पद्धतीने नगर नियोजनाची गरज भासत आहे.

महाराष्ट्राच्या अर्थव्यवस्थेने वृद्धी आणि विकास या बाबतीत लक्षणीय स्वरूपाची कामगिरी बजावून देशापुढे आदर्श निर्माण केला आहे. पण त्यातील त्रुटी म्हणजे विकासाचे राज्याच्या विविध विभागात विषम प्रमाणात झालेले वाटप त्याचे परिणाम स्पष्ट आहेत. अर्थव्यवस्थेची शहरीकरणाला केंद्रीभूत ठेवून वाढ झाल्यामुळे द्वितीय आणि तृतीय क्षेत्रातच त्याचे परिणाम दिसून आले. त्यामुळेच राज्याच्या शहरी विभागाकडे लोकांचा ओघ मोठ्या प्रमाणात वाढू लागला आणि नागर विभागांवर कमालीचा ताण पडला.⁷ अशा परिस्थितीत शहरातील जनतेच्या जीवनमानाचा दर्जा उंचावून त्यांचे जीवन अधिक सुसह्य करण्यासाठी महाराष्ट्र शासनाने शहरांच्या विकासाकडे विशेष लक्ष देण्यास सुरुवात केली आहे.⁸ महानगरपालिका, नगरपरिषदा व नगर पंचायत अशा 248 नागरी स्थानिक स्वराज्य संस्थांच्या माध्यमातून शहर विकासाच्या विविध योजना राबविल्या जात आहेत. यामध्ये केंद्र शासनाच्या सहाय्याने राबवण्यात येणा-या मेगासिटी योजना, लहान व मध्यम शहरांची एकात्मिक विकास योजना, सुवर्ण जयंती शहरी रोजगार योजना, जवाहरलाल नेहरू राष्ट्रीय नागरी पुनर्निर्माण अभियान, लहान व मध्यम शहरांतील पायाभूत सुविधांचा विकास कार्यक्रम, राष्ट्रीय नागरी माहिती पद्धती, स्मार्ट सिटी योजना इत्यादी उपक्रमांच्या माध्यमातून नागरी पायाभूत सुविधांचा विकास शहरामध्ये घडून येत आहे.

भारतात शहरीकरणामुळे ग्रामीण विभागातील लोक कामाच्या शोधात शहराकडे येत आहेत. त्यामुळे शहराची लोकसंख्या अपेक्षेपेक्षा वेगाने वाढत आहे. शहरीकरणाबरोबर व्यापार आणि औद्योगिक वाढीमुळे शहरात मुलभूत गरजांची पूर्ततादेखील स्थानिक नागरी प्रशासनात पुरेशा वेगाने करता येत नाही. प्रत्येक शहराच्या ठिकाणी औद्योगिक विकासासाठी जागा राखून ठेवण्यात आल्या आहेत. त्या ठिकाणी पाणी पुरवठा, गटार व्यवस्था, घरबांधणी, परिवहन, आरोग्य सेवा, शिक्षण यासारख्या गरजांची पूर्तता नगरपालिकांना करावी लागत आहे. वरील सर्व कार्ये करण्यासाठी नगरपालिकांजवळ उत्पन्नांची साधने उपलब्ध नाहीत.⁹ त्यामुळे नगरपालिकेच्या आर्थिक क्षमतेचा विचार करता नगरपालिकांच्या खर्चात व उत्पन्नात बरीच तफावत असते. म्हणजे नगरपालिकेने मंजूर केलेली रक्कम पूर्णतः खर्च करण्यात येत नाही. त्यामुळे सुविधांमध्ये वाढ होत नाही. परिणामतः नागरी सुविधांवर ताण पडतो.

नागपूर विभागातील नगरपालिका व महानगरपालिकांचा उत्पन्न-खर्च :

नागरी संस्था कर, सरकारी अनुदान, कर्जे व इतर माध्यमातून उत्पन्न मिळवत असते व शहरी विकासासाठी, प्रशासनासाठी व इतर कार्यासाठी खर्च करीत असते. प्रत्येक आर्थिक वर्षात प्रामुख्याने रस्त्यावरील दिवाबत्ती, पाणीपुरवठा, साफसफाई, शौचालय, मलनिःसारण, आरोग्य इत्यादी सार्वजनिक सुविधांवर खर्च होत असते.

2001 च्या जनगणनेनुसार नागपूर विभागात एकूण 60 शहरे आहेत. यामध्ये नागपूर शहरात महानगरपालिका व कामठी शहरात कटक मंडळ आहे. बाकी 30 शहरात नगरपालिका आहेत. अशी एकूण 32 नागरी स्थानिक शासन संस्था असलेली शहरे आहेत व 28 शहरे जनगणना पद्धतीमुळे नागरी विभागात मोडतात. 2011 च्या जनगणनेनुसार पूर्वीचे 32 नागरी स्थानिक शासन संस्था असलेले शहर कायम आहे. यांच्यामध्ये वाढ झालेली नाही. यापैकी महानगरपालिका व नगरपालिका असणा-या शहरांचा विचार या ठिकाणी करण्यात आला आहे.

नागपूर विभागातील जिल्हानिहाय नागरी स्थानिक स्वराज्य संस्थांचे उत्पन्न व खर्च

(वर्ष : 2013-2014)

(रूपये लाखात)

अ. क्र.	जिल्हा	एकूण उत्पन्न	एकूण खर्च	वार्षिक उत्पन्नावर केलेल्या खर्चाचे प्रमाण
1	भंडारा	11050	6433	58.22
2	गोंदिया	17928	15446	86.15
3	चंद्रपूर	33278	21192	63.68
	चंद्रपूर (मनपा)	21262	14710	69.18
4	गडचिरोली	7526	3419	45.43
5	नागपूर	137760	121568	88.25
	नागपूर (मनपा)	104525	103422	98.94
	कामठी (कटकमंडळ)	2093	1181	56.43
6	वर्धा	14829	10217	68.90

स्त्रोत : सामाजिक व आर्थिक समालोचन वर्ष 2014 जिल्हा – भंडारा, गोंदिया, चंद्रपूर, गडचिरोली, नागपूर व वर्धा

वर्ष 2013-14 मध्ये नागपूर विभागातील जिल्हयानिहाय नागरी स्थानिक स्वराज्य संस्थांच्या उत्पन्न व खर्चाचे अध्ययन केले असता असे दिसून येते की, भंडारा जिल्हयातील भंडारा, तुमसर, पवनी या नगरपरिषद असलेल्या सर्व नागरी संस्थांचे एकूण उत्पन्न 11,050 लाख रु. होते. या उत्पन्नापैकी प्रत्यक्षात नागरी संस्थांनी 6,433 लाख रु. खर्च केले होते. या खर्चाचे प्रमाण 58.22 टक्के होते. गोंदिया जिल्हयात गोंदिया व तिरोडा या नागरी संस्थांचे एकूण उत्पन्न 17,928 लाख रु. असून प्रत्यक्षात खर्च करण्यात आलेली रक्कम ही 15,446 लाख रु. होती. म्हणजे उत्पन्नामध्ये खर्चाचे प्रमाण 86.15 टक्के होते. चंद्रपूर जिल्हयात चंद्रपूर एक महानगरपालिका व इतर बल्लारपूर, भद्रावती, वरोरा, ब्रम्हपूरी, राजुरा व मूल या सहा नगरपरिषदा असून या सर्व नागरी संस्थांचे एकूण उत्पन्न 33,278 लाख रु. होते. त्यापैकी प्रत्यक्ष खर्च केलेली रक्कम 21,192 लाख रु. असून त्याचे प्रमाण 63.68 टक्के होते. चंद्रपूर जिल्हयातील चंद्रपूर महानगरपालिकेचे एकूण उत्पन्न 21,262 लाख रु. होते. त्यापैकी प्रत्यक्षात महानगरपालिकेने शहरी विकासासाठी 14,710 लाख रु. खर्च केले होते. म्हणजे वार्षिक उत्पन्नावर केलेल्या खर्चाचे प्रमाण 69.18 टक्के होते. गडचिरोली जिल्हयात गडचिरोली व देसाईगंज या दोन नगरपरिषदेचे मिळून एकूण उत्पन्न व खर्च अनुक्रमे 7,526 लाख रु. व 3,419 लाख रु. होते. म्हणजे उत्पन्नाच्या तुलनेत खर्चाचे प्रमाण 45.43 टक्के होते.

नागपूर जिल्हयात नागपूर एक महानगरपालिका, कामठी एक कटक मंडळ व नरखेड, मोवाड, काटोल, कळमेश्वर, मोहपा, सावनेर, खापा, रामटेक, कामठी व उमरेड या दहा नगरपरिषदा आहेत. या सर्व नागरी संस्थेचे एकूण उत्पन्न 1,37,760 लाख रु. होते. त्यापैकी प्रत्यक्षात परिषदेने 1,21,568 लाख रु. खर्च केले होते म्हणजे एकूण उत्पन्नामध्ये परिषदेच्या खर्चाचे प्रमाण 88.25 टक्के होते. यामध्ये नागपूर महानगरपालिकेचे एकूण उत्पन्न व एकूण खर्च अनुक्रमे 1,04,542 लाख रु. व 1,03,422 लाख रु. होते. म्हणजे उत्पन्नाच्या तुलनेत खर्चाचे प्रमाण 98.94 टक्के होते. याशिवाय कामठी या कटक मंडळाचे एकूण उत्पन्न 2,093 लाख रु. व एकूण खर्च 1,181 लाख रु. होते. म्हणजे उत्पन्नावर केलेल्या खर्चाचे प्रमाण 56.43 टक्के होते. वर्धा, आर्वी, हिंगणघाट, सिंधी, देवळी व पुलगाव या सहा नगरपरिषदा असलेल्या वर्धा जिल्हयात नागरी संस्थांचे एकूण उत्पन्न 14,829 लाख रु. होते. त्यापैकी प्रत्यक्षात नागरी संस्थांनी 10,217 लाख रु. खर्च केले होते. म्हणजे उत्पन्नाच्या तुलनेत खर्चाचे प्रमाण 69.90 टक्के होते. यावरून सर्व नागरी संस्थांमध्ये खर्च करण्याचे प्रमाण कमी असल्याचे दिसून येते.

वर्ष 2013-14 मध्ये नागपूर विभागातील जिल्हयावार नागरी संस्थांच्या उत्पन्न-खर्चाचा आढावा घेतल्यास असे दिसून येते की, सर्व नागरी संस्थांकडून महत्वाच्या सार्वजनिक सुविधांवर करण्यात येणारा खर्च हा मिळालेल्या उत्पन्नाच्या तुलनेत कमी असलेला दिसून येतो. यावरून नागरी शासन संस्थांनी मंजूर केलेली

रक्कम पूर्णतः खर्च करण्यात येत नव्हती. यामुळे शहरातील सुविधांच्या वाढीवर मर्यादा पडत असल्याचे स्पष्ट होते.

निष्कर्ष :

नागरी शासन संस्थेचे उत्पन्न वाढविण्यासाठी केवळ कायद्यात समाविष्ट असलेल्या करांचा विचार करून चालणार नाही. तर काही नवीन कर शोधणे जरूरीचे आहे. काही अर्थवेत्यांनी नागरी स्थानिक शासन संस्थांसाठी व्यवसाय कर, जाहिरात कर, टेलिफोन धारकांवर कर, लाकूड वखारीचे आगीपासून संरक्षण कर इत्यादी कर सुचविले आहेत. स्थानिक शासन संस्थेचे उत्पन्न वाढविण्याच्या दृष्टीने या करांचा विचार होणे आवश्यक आहे. तसेच स्थानिक शासन संस्थांच्या उत्पन्न-खर्चावरून असे दिसून येते की, त्यांच्या उत्पन्नात व खर्चात तफावत असते. ही तफावत दूर करण्यासाठी विशेष प्रयत्नाची गरज आहे.

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**“Impact on non-Banking Financial Companies (NBFCs)” Special Reference to
GST Law:An Analysis**

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Abstract:

Recent)Good and Service Tax (GST)is one of the biggest amendment in the tax process in our country. GST for the financial sector would be a major transformation as it would have an impact on the financial products, the IT system, work procedures and a shift from centralized compliance to state-wise compliance and so many peripheral issues. This article discusses the implications of the What is GST?, types of Taxes, Impact on non-Banking Financial Companies (NBFCs)

Keywords: Good and Service Tax Law,financial sector,NBFCs

What is GST(Good and Service Tax)/?

GST is the substitute of all indirect taxes levied by state and central government.it is one of the biggest tax reformations in our country. GST is a consumption based tax levied on sale, Manufacture and consumption on goods and services at a national level.Exports and direct taxes like income tax, corporate taxand capital gain tax will not come under the purview of GST.GST would apply to all goods other than crude petroleum, motor spirit, diesel, aviation turbine fuel and natural gas. It would apply to all servicesbarring a few. The proposed tax system will take the form of “dual GST”which is concurrently levied by central and stategovernment. This will comprise of central GST(GSTS), which will be levied by State and Integrated GST(IGST), which will be levied by Central Government on inter-state supply of goods and services.

Types of Taxes

We will know that Taxes are of two broad groups. One is direct and other is indirect tax. The taxes that are paid directly by us, such as income tax, wealth tax, corporate tax etc, are in the category of direct taxes while others such as the value added tax, service tax, sales tax etc are indirect taxes. Besides conventional taxes, many agenda specific taxes are introduced by the Government in direct and indirect category such as Swachh Bharat Cess tax, Krishi KalyanCess tax and Infrastructure Cess tax among others.

Impact on non-Banking Financial Companies (NBFCs)

1. **GST Registration:** Banking System of the country is one of the largest service providers. There are at least 50 banks in the country both in public and Private sector comprising of 1.30 lac branches and so many NBFCs are also engaged in providing various financial services in the country. With the introduction of GST, beside Centre, the states would also be

empowered to levy GST on services. Accordingly, on the same activity, there would be two levies, namely Centre GST (CGST) and State GST (SGST). So both Centre government and State government will administer CGST and SGST respectively. For inter-state supply of services, integrated GST (IGST) would be levied and collected by the Centre, which will be shared and distributed with the states. Different banks have different administrative structures. They follow the zonal or regional office structure.

2. **Interest Income:** The GST Law does not specifically exclude applicability of GST on income by way of interest or discount. However, it is expected that such income by way of interest and discount would continue to be non-taxable and categorized in negative list. Whereas in the present law services provided by way of extending deposits, loans or advances, where consideration is represented by way of interest or discount, is covered by the negative list of services. Thus, such income is not subject to service tax.
3. **Free supply of services and its valuation:** Present law defines the term “service”, only those activities which have a consideration are liable to service tax. As per drafted GST law certain transactions are to be treated as supply, even though they are made without consideration.
4. **Sale of Securities:** Presently, under the state VAT laws, the definition of the term, “goods” specifically excludes securities. Hence, VAT is not payable on sale of securities. Under the GST Law, the term “goods”, includes securities also. However, it would be included in the negative list of supplies.
5. **Finance lease:** in the present system, finance lease transactions are subjected to both VAT and service tax, whereas ordinarily lease transactions attract VAT. On import of assets on lease basis VAT is not payable. Under the GST draft, a finance lease would be considered as supply of goods, and an ordinary lease would be considered as a service. Leasing of an asset from outside India would be liable to IGST.
6. **Taxability of life insurance services:** Presently, the place of provision of services rendered by a life insurance company is determined on the basis of the location of the policy holder. Under the GST Law, the place of supply for life insurance services is :
 - In cases where services are provided to a registered person, location where such service receiver is registered;
 - Where services are provided to other than registered persons, location of receiver on the records of the service provider.

Now insurance companies or insurance subsidiaries of banks to determine the place of supply, time of supply and GST impact for various insurance products and address of policy holders should be mapped to the transaction systems. As insurance is of very importance for social security of poor and one of the key indicators of financial inclusion, lower GST, low tax for endowment plan and agents should be taxed on forward charge basis and not reverse basis to have less burden to the policy holders.

Conclusion:

Since one of the objectives of GST is to reduce tax evasion by curbing the parallel economy and widen the tax base, the business of banking is expected to increase due to high velocity of fund and greater volume of accounted transactions. Introduction of GST Law is a significant development. However, substantial work still needs to be done on the lawaswell as on the IT framework, further, operators of financial system need to represent to the Government/Empowered Committee to obtain clarifications/ reliefs and commence planning for GST transitions. In Past banking system has gladly adopted the changes and challenges due to reformations for better interest of the economy of ourcountry and ready to face the same without fail. A good tax system can make a revolution in the economy of the country.

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A Study of Internet Banking and Mobile Banking: The Indian Banking Industry

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Abstract

Banking is the backbone of every industry and technology plays an important role in every industry. The role of technology is increasing very rapidly day by day, which is also promoting the banking industry. Banking is one of the largest financial institutions which regularly explore the opportunity of technology to provide better customer services. E-services are revolutionizing the way business is conducted in banking industry. Banks are trying to provide a variety of self-service channels such as Automated Teller Machines (ATM,) Internet banking and Mobile Banking (m-banking) in order to increase customer convenience, reduce costs and maintain profitability. This paper proposes a framework to explore and compare the dimensions and barriers that affect consumer's intention to use or adopt different self-service banking technologies in the Egyptian context. In India, we have more than 900 million mobile users but still mobile banking is used by 40 million customers approximately.

Keywords: E & I Banking, Mobile Banking,

In India, commercial banking industry has involved various financial innovations, which means shifting their focus from tradition banking to technology banking to satisfy the needs of their customers and to get competitive edge. Mobile banking is one such innovation. Mobile Banking is defined as doing various banking transactions like fund transfer, balance enquiry, investments, paying bills through the use of mobile phones. All the banks that are licensed and have branch in India are allowed to provide mobile banking services to their clients. This facility helps customers to transfer fund from one account to another account on a real time basis using mobile network. (TRAI, 2013)

Banking system always has an important role to play in every country's economy. It is vital for any nation as it provides for the needs of credit for all the sections of the society. India is not only the world's largest independent democracy but it is also an emerging economic giant. The growth potential of India is based on its strong banking institution. The infusion of information technology in banking sector has completely revolutionized how the banking sector operated. In order to survive in the new globalized world, banks had to opt for this new change. Banking in India has been through a long journey. It has seen a number of changes due to technology and innovation. Arrival of card, introduction of Electronic Clearing Service (ECS) introduction of Electronic Funds Transfer and concept of online banking and mobile banking are the various novelties which took place in banking sector. Now all the banks have started with the concept of multi- channels, like ATMs, credit cards, debit cards, telephone/mobile banking, internet banking, etc. The role of banking has now changed from a mere financial intermediary to service provider of various financial services under one roof acting like a financial supermarket. With extreme competition among the banks, entire banking system is undergoing a change. Today, modern banking not only looks for new ways to attract but also to retain the customers and gain competitive advantage over their competitors.

What is E-Banking?

As the name implies, electronic banking or e-banking involves combination of electronic technology with the banking sector. It relates to provision of banking products and services through electronic delivery channel. Under this system, the banking services are delivered by way of a computer controlled system. E-banking involves providing banking and related service through extensive use of information technology without direct recourse to the bank by the customer. With growing popularity and benefits of e-banking, lot of banks have realized the importance, competition and challenges brought forth with this new technology and are adapting to this new-age banking.

E-banking system - is a multifunctional software and hardware that enables bank customers to complete and submit to the Bank for execution documents for payment and other documents, monitor the status of their accounts, and receive a wide range of relevant financial information without directing the bank. There is no need to bring to the Bank payment and other documents on paper - documents in electronic form have a similar force, and instead of the usual signature on them digital signature is used.

Benefits of using e-banking system:

- Efficiency and profitability. Using the e-banking system allows managing the financial flows of the company from the office and significantly reduces the cost of working time associated with a visit to the Bank.
- Simplicity and convenience. Automating the process of preparation of payment and other documents, as well as the presence of the software control for completing the mandatory details in the documents greatly simplifies the use of subsystems and minimizes operational errors.
- Safety and efficiency. E-banking increases the security and confidentiality of workflow with the Bank; at any time to obtain an extract containing information on all incoming and outgoing documents in a larger format, without visiting the Bank.

To ensure maximum safety of operations of its customers and the confidentiality of transmitted information via communication channels the Bank uses the latest hardware and software:

- protection with a password that restricts access to the subsystem;
- encryption of electronic documents for their protection during the interception of communications channels;
- Use of digital signature of documents.

Mobile Banking

One of the most leading sectors in the world in the adoption of mobile technology is the banking industry including India. India was depicted to be the fastest growing mobile communications nation in Asia. Presently, banking industry of India has engaged the use of Information and Communication Technology (ICT) as a platform for effective and efficient means of conducting financial transactions. But, banking sector of India found technology oriented financial services in the year of 1987 through the Automated Teller Machines (ATMs). It was installed by HSBC bank, after 20 years completion of the execution process of cash dispensers for the first appearance in the world made by Barclays bank in UK, 1967. To strengthen the banking sector, financial reforms were initiated as a part of the economic reform started in India since 1991 onwards. Reforms were introduced in two phases, based on the report of Narsimhan committee in the year of 1991 and 1997. The second committee report, suggested whatever programme required by the banking sector reforms and make it in the India's banking system to become internationally competitive. This suggestion also helped to making fast development of technological-oriented financial services provided by the bankers to their customers in the past

two decades. In recent days, finance-related services that are offered by employing mobile telecommunication technologies are generally referred to as m-banking technology-enabled financial information or services (Tiwari. Retail). So, the first m-banking and payment initiatives were announced during 1999. The first bank to provide mobile banking facilities in India was ICICI bank in the year 1999, followed by HDFC bank and IDBI bank. Self-service Technological advances have reshaped the size and nature of the financial industry, allowing it to extend beyond the traditional to modern concept of saving and borrowing through extension of the technological progression in the banking sector. The terms m-banking, m-finance, M-transfers and m-payments refer to the inter-services between customers and bankers. Now, m-banking development is a next generation of electronic banking which delivers financial services when the customers use their handheld devices to access their accounts and pay their bills from a bank which operates their account without having to physically visit their bank. In recent days, mobile banking is performed between bankers and its customers in the form of Short Message Service (SMS) or the Mobile Internet for the purpose of attaining higher levels of customer satisfaction and increased loyalty by providing 24X7 facilities and bankers will benefit further from reduced administrative expenses, lesser number of branches and lower handling charges with better service to the customers than branch banking. However, around the globe various IT initiatives developed by the bankers and use the mobile phone to provide financial services without access to traditional banks.

various group of peoples or customers in the 21st Century through the high-quality of response and m-banking which is an integral part of m-commerce has become very popular among mobile users ever since its existence in 2007. The success of m-banking services depends upon the mobile network operator, m-banking technology vendor, bank and the customer. Further, m-banking has great deal of capabilities to offer value-added service, transformation of information and decision making services to the organization. M-banking is a type of m-commerce service since it allows consumers to perform the following technology-enabled financial information availed from the banks through the mobile device. Therefore, the Government of India and the Reserve Bank of India (RBI) encourage banks to provide banking facilities to those peoples through m-banking technology. In the year 2008, the RBI issued m-banking guidelines to the banks. This disqualifies mobile network operators from offering their own service.

Issues and Challenges in The Online Banking in India

1. Traditional Banking Habits

Despite the benefits of online banking, 47 percent of Indian adults do not participate in it at all. This is largely because traditional banking is what many people are used to and it can take time for people to break habits. So, online banking marketers should focus on ways to convince people to break their traditional banking habits. These marketing efforts should specifically highlight why online banking is better than traditional banking. They need to show people how online banking can resolve their pain points with traditional banking (having to actually go to bank branches, higher fees, etc.)

2. Security

Security is one of the most significant challenges for online banking marketers. This is because, in the past, if a robber was going to steal a person's bank savings, he or she would have to break into the bank vault, and make a daring escape with the money. This was an extremely difficult prospect and involved a lot of danger and risk. With online banking, cyber criminals simply need to ascertain certain personal information to break into a person's account and steal their money. It can be done anonymously, and involves significantly less physical danger than in the past.

3. Transaction Difficulty

It can be significantly more difficult and time consuming to deposit or withdraw money from an online bank. Not only do online banks often have significantly fewer ATM's than their traditional counterparts, but it also can simply take longer amounts of time for deposits to be processed and put into a bank account. For example, it takes roughly 3-5 days for deposits to show up in accounts for PayPal, one of the largest online banks. This can be a strong inconvenience for the bank customers. This is an issue that online banking marketers will most likely struggle with until online banks speed up their transaction times.

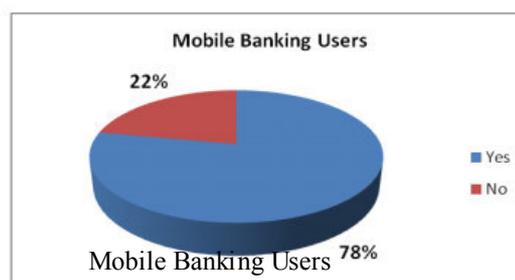
4. Technical Issues

Because online banks rely so heavily on their online platforms, this means that they can generate substantial losses if their systems crash, or if there are bugs in their code. A single technical issue that causes a bank to be down for a day could cost the bank millions in losses. It can also wreak havoc for the bank customers who may not be able to make payments or conduct transactions during the time that the site is down. 54 percent of consumers now use a mobile banking app. So, it is key not just for banks to have their online platforms running smoothly, but also, their mobile apps. A loss of funds or data due to a crash is something that can be very worrisome for bank customers. So, marketers should prioritize alleviating this worry by explaining how account funds will not be lost if technical issues occur.

5. Small Budgets

Many startups have to operate on shoestring marketing budgets before they grow to a larger size. Obviously this can be a major challenge. If your marketing budget is small, then you need to focus on the most important things. The inbound marketing strategies of creating a search engine optimized website, making accounts for all of the biggest social media networks (Facebook, LinkedIn, Twitter, etc), and starting a blog should all be prioritized. On your website, you should also have an option to allow your visitors to join your mailing list. Further, If you can afford it, a good PPC campaign can be a very positive investment for your company.

Analysis and Interpretation of Data



The above chart shows that in today's time out of 350 respondents 78% use Mobile Banking and 22% are the non user's of Mobile Banking.

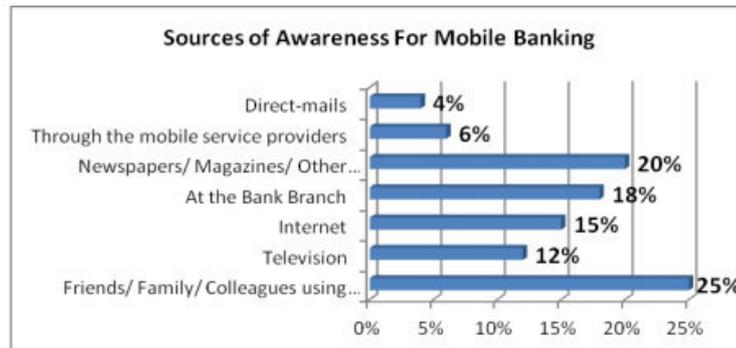
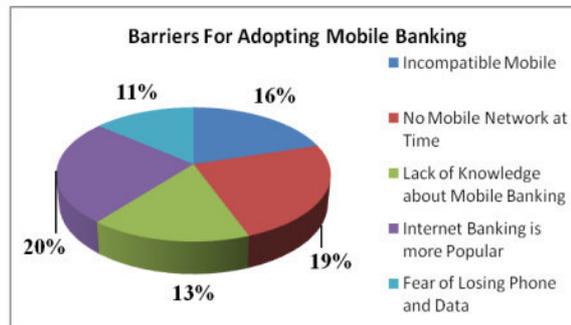
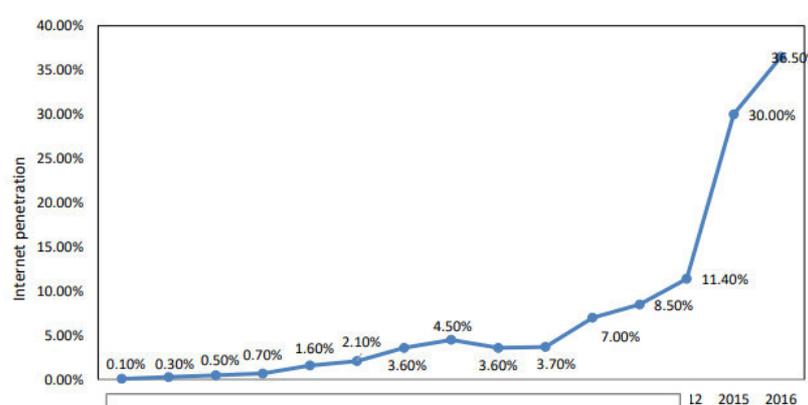


Fig2. Sources of Awareness of Mobile Banking

The Biggest source of awareness for Mobile Banking is Family / Friends/ Colleagues who are the users of Mobile Banking with 25%. Newspapers/ Magazines/ Other Printed Ads shows 20%.Internet, Television and the Bank Branch is 15%, 12% and 18%. Direct-mails 4% and Through the mobile service providers6% making the less contribution in it.

Chart showing internet penetration in India



CONCLUSION

It is well recognized that mobile phones have immense potential of conducting financial transactions thus leading the financial growth with lot of convenience and much reduced cost. For inclusive growth, the benefits of mobile banking should reach to the common man at the remotest locations in the country. For this all stakeholders like Regulators, Govt., telecom service

providers and mobile device manufactures along with bankers need to make efforts so that penetration of mobile banking reaches from high-end to low-end users and from metros to the middle towns and rural areas. Inclusion of non-banking population in financial main stream will benefit all. There is also need to generate awareness about the mobile banking so that more and more people use it for their benefit. Research so far has outlined a diversity of thinking and innovation that exists in the m- payments arena. Numerous solutions have been tried and failed but the future is promising with potential new technology innovations.

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Qualities of Mid-Day Scheme and Primary Education in Maharashtra

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The Government of India started Mid-day meal (MDM) scheme in the government primary schools with the objective of improving health of the poor children. In addition, Right to Education implemented in April 2010 to enable these children the education starting from the age of 6 up to the age of 14 years. Though the quality has been gaining importance in all domains, yet, in both the quality factor seems to be missing. The paper will bring out the quality issues related to these two (Mid-day Meal scheme and Right to Education Act 2010)

KEYWORDS: Mid-Day-Meal scheme, Right to Education, Quality

1. INTRODUCTION

The Government of India started the Mid-Day Meal scheme and implemented Right to Education Act 2010 to provide nutritional food and free education respectively to these poor children of India. Hence, the government primary schools are the only hope for these children to get free food and education. Though, the Mid day meal scheme has been implemented years back (1966) as compared to Right to Education which has been implemented in the year 2010. Unfortunately, the factor of quality in both is absent. Since in the past few months many incidents were reported in which guidelines to ensure hygiene were kept aside while preparation of the mid-day meal scheme. Further, the education in these schools suffers due to MDM scheme. The following paragraphs will bring out the situation of Government Primary School in India with respect to Right to Education Act 2010 and the MDM scheme.

Non-seriousness in the implementation of the scheme is directly observed in these cases. Moreover, the preparation of the food in the schools directly affects the provision of education in the schools.

II. METHODOLOGY

The methodology included both the secondary data and primary data. For secondary data, recent government and non-government reports on primary education government websites, newspaper articles and journals were relied upon. For primary data, random sample of teachers

were taken from primary forty schools of Chandrapur, Warora. The parents of the children of these primary schools were also interviewed.

III. MAJOR PROBLEMS OF THE MID-DAY MEAL SCHEME

Mid-Day-Meal scheme in one of the largest centrally funded schemes which provide free one time meal to the students in government primary school. The programme is considered for immense benefit since it provides both nutrition and education to the children. However, how far the scheme is really being taken seriously by the government and its officials is the issue. The provision involves the preparation and distribution within the school premises. The main findings during the survey of primary school.

1. Sitting arrangement for students was either in the classes or open grounds which invited flies and other insects.
2. The cooks in the schools didn't know the guidelines to ensure hygiene.
3. Weak strength if Mid-Day-Meal programme regarding rural school children.

The teachers in these schools agreed of lack of infrastructural facilities for these schools. The teachers said that the schools lack the provision of proper kitchen though the scheme of food distribution was there. Further, the teachers told that the cooks hired for cooking, were illiterate or hardly know to basic.

The feedback from the students and parents should be taken regularly. Further, how Mid-Day-Meal scheme is affecting the education in the schools.

IV QUALITY EDUCATION

1. The interviews with the teachers in Primary Schools brought out the some obstacles to ensure quality in the education. Teacher responsibilities in the Primary schools with special reference to MDM scheme. The foremost duty of the teachers has become the supervision and distribution of food among the students. Though the supervision does not improve the quality of food, yet, teachers get distracted from the main duty of teaching. Further, many teachers added that the students after eating tend to sleep. The higher officials didn't bother about the teaching or learning of the students. It can be concluded that the teachers in these schools were not doing their primary duty of teaching due to many duties assigned to them by the higher officials. Major one of them was the Mid-Day-Meal supervision and distribution.

Further, the teachers were passing the children in the exams without making them learn because of the pressure of the policy makers and executers.

2. The Right to Education guarantees free education for the children of age group of 6-14 years. However, the quality through this act is not enabled. According to Annual Status of Education Report (ASER) in 2010, 46.0% children of class V could not read the text or class II. In 2011 and 2012 this percentage increased to 51.8% and 53.2% respectively. This is an alarming situation in terms of quality being offered in these schools.

V CONCLUSION AND SUGGESTIONS

1. The meaning of school for these kids and their parents is more of food rather than education. Since the prime duty of teaching was not being done in these schools. The teachers were doing everything except imparting the education Furthermore, the quality of education was absent as children were being passed to next class every year. The achievements of these programs were being measured quantity wise rather than quality wise.
2. The recommended solution for these primary schools is to change the role of government sector in these programs. The preparation of food for the students should be contracted out to the non-government organizations. The negligence should result to the cancellation to the contracts. Further, the government's role should be more of monitoring and regulating these organizations. In addition the contact numbers of redressal mechanism for mid-day meal scheme should be made available with the parent's representatives and teachers in the schools. This will help the teachers to bring back to their main work of teaching.
3. Children can learn hygienic eating habits related both to personal hygiene and understanding the importance of the cleanliness of the surrounding areas.
4. The Mid-Day-Meal program helps to change the mindsets of children, which leads to change the mindset of parents and hence, of the community about education and nutritional aspects of the children.
5. Eating the food by sitting together, increased socialization and breaks social barriers among the students, helps in progressing them towards positive social change.

To improve quality in the education, the students should be told the importance of education, Small plays and entertaining games should be organized for the children to develop to their potential. The evaluation of a student should be done on the bases his performance. If the students cannot be failed then some criteria should be adopted that



students get promoted to next class only when they have learnt about the pervious. The chance to improve the grade in previous classes should be given to the students. The teachers' should give special attention to the weak students.

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