

An Efficient Security Technique in Job Guarantee of National Rural Employment Guaranty Act Scheme in State of Orissa through E-Governance

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Abstract:-The rapid change of science and technology in 21st century the fundamental political and economic structure of the world changed not once, but several times. Some of the most dramatic technological changes have occurred with regard to information and communication technologies (ICTs). The rapid development of the people of Democratic country of India' has put increasing strains on an overwhelmed administrative and bureaucratic structure that was already hobbled by persistent inefficiency and corruption. In addition to anti-corruption and professionalization campaigns the government has devised a system of E - Governance with the goal of adding stability and make order to a chaotic governing process. Government convinced that the rich and the poor, the more developed and the less developed, between the urban and rural population can be bridged by empowering the less privileged sections of society by providing equality of opportunity to access information and the services provided by Government . This includes re-establishing the control of the governing authorities, including improving the quality of surveillance and data gathering and hence policy-making, the elimination of corruption and ultimately, there-legitimate of the democratic country of India. This paper discusses how the government monitoring the progress of the work at rural area through District Rural Development Agency (DRDA) and block levels.

In this paper we have included the wavelet technology for compressing and de-compressing data process, retrieving the data with errorless and securing the data when operating the system. This paper demonstrates ways in which E-governance has been designed to meet the common people with higher authorities of

panchayat raj department.

Key Words- E-Governance, Ballot, SHG, DRDA, Gram panchayat, wavelet, cooperative distributive algorithm.

1. INTRODUCTION

Technically speaking “E-government” or electronic government is the use of information technology’s unique characteristics in matters of governance to enhance and provide a better, more sophisticated fast and smooth, service delivery to citizens and business. But in the context of the durable neo - liberal tradition of technological Darwinism E-government [1] is perceived—even advertised –as a double opportunity for governments worldwide to increase efficiency by drastically cutting the cost of bureaucracy and as an invaluable tool to bridge the gap between citizens and the executives and legislative powers. In perspective E-democracy is a pillar of the on-going process of reinventing and enhancing democracy in the 21st century through the difficult goal of re-establishing trust and dialogue between the state and the citizens. The author of Havard University has argued that “the marriage between information technology and government might be a rich dowry of multiple (positive) consequences

for different aspects of democracy.” The strengthening transparency by publishing official information about regulations, policies and procedures or stimulating civic activism through public consultation or providing opportunities for citizens to cast an electronic ballot [1]. The passage from the old bureaucratic state to a new form of virtual government – a fully digitalized, flexible, truly reliable and assessable service provider – in principle creates a more friendly relationship between the government and its objectives [2]. But it also allows government, in a seemingly inoffensive way, to lay the foundations of a new, invisible mechanism of securing compliance. This is not necessarily the “hidden agenda” of governments worldwide working on the digitalization of their business (G2C), but as Steven Lukes points out that “the exercise of power does not require being intelligent and international [3] and in his view the unexpected outcomes of the revolution that is occurring include the possibility of such a society of control. To comprehend this new environment of visible power, George Orwells Big-brother allegory is inadequate, as it rests upon the notion of the visibility of the control mechanism. A far better guide is Michel Foucaults concept of [4]. Foucault uses the term govern mentality to indicate the complex tactics, procedures and apparatuses that attempt to control and influence the conduct of individuals by using truth, knowledge and political economy,(rather than violence in other words), the art of governing by fostering willing compliance in subjects, rather than achieving legitimacy through the help of brute force. Govern mentality is invisible and stronger form of de-centred power that induces the people to comply with subjugation from within them. It suggests that compliance can become voluntary individuals may believe themselves to be

free and acting upon their will, where as in reality they are responding to a series of inputs of guidelines coming from a governing power—that is, from one of the many institutions that form society as a whole family, state, prison school, health-system [5]. In the high-tech society, daily involvement with government is becoming technology-dependent; meanwhile government –originally a feared Leviathan – is slowly reinventing itself as an apparently trusted servant whose only goal is to improve the quality of its customer’s lives. While being offered unprecedented opportunities to choose from a wide array of impressive and new efficient digital government services, citizens are becoming “govern mentalized”. Citizens are learning to comply with the requests and soft-diktats of the new environment, and in the name of protection or in search of a better quality of life-giving up their right to privacy by allowing government to collect and retain data about every aspect of their lives. From their experience as consumers they regard this as perfectly normal. As subjects always connected to the system, they become permanently survivable and controllable; indeed, they become data shared on a computers database that is always easily accessible and retrievable. In the words of Gilles Deleuze, their position and identity is always in a dynamic known [6]. Governance is about effective coordination environment where both knowledge and power are distributed. Every organization is built on governance, whether formal or informal, ineffective or successful. The rise of E-governance refers to the new patterns of decision-making, power sharing and coordination - made possible, or even necessary by the advent of IT. In the private sector, for example, e-commerce is much more than transactions on-line: it encapsulates the range of new organizational models built on technological architectures,

such as the internet, that allow governance to be redefined in new ways.

2. LITERATURE SURVEY

Directorate of Land Records and Surveys has done Computerization of Land Records to facilitate maintenance and updating of changes occurring due to consolidation of land holdings, transfer of ownership, land acquisition etc, and to provide accurate copies of Records Of Right (ROR) to the land owners across the state [7]. The department of Transport has done the Integrated Transport Management Information System (ITMIS) in order to streamline the issue and renewal of Driving License, Registration of Motor Vehicles. Issue and Renewal of permits, collection of motor vehicle Taxes etc .Supervision and control of the RTO officers and boarder check gates and issue and renewal of permits for passengers and goods vehicles. After more than 63 years independence of India, the rural villages have come up with many developmental programs, but still continue to lay behind in terms of desired progress. Expectedly, this may be because of the lack of proper monitoring of these developmental projects due to age – old methodology of manual system. New form of government popularly referred to as E-Government, has emerged as a new way of reaching out to the people. Most of the 70% people of Indian are residing in rural area. The heuristic proposed rural development programs in India are executed and monitored by the three - tier Panchayat Raj Institutions (PRIs). The objective of these rural development programs can be achieved only if the execution and monitoring can be done in more effective manner, which is possible only through the use of Information and Communication Technology (ICT). In retrospect, the Ministry of Panchayat Raj Government of India recommended the use of ICT in PRIs during its 7th round table

conference held from 17 to 19 December 2004 at Jai pur in Rajasthan. PRIA SOFT (web based application for monitoring funds flow), PAMIS (Panchayat Account Monitor Information System).

3. GRAMPANCHAYAT

Every Nation has state, district, sub-division, block, grampanchayat, and gram. Every panchayat ought to be a republic...with the authority and resources to realize the potential for economic and social development of the village. This was the vision of Mahatma Gandhi, Father of Nation, for a vibrant democracy in India. This vision of Mahatma Gandhi was ultimately realized through the constitutional amendment of Article 243 (G) of part IX of the Indian constitution during the tenure of the then Prime Minister Rajiv Gandhi, which empowers the Panchayati.Raj Institutions (PRIs) to function as “Institutions of self government” to plan and implement programmes of economic and social justice. The Gram Sabha is expected to monitor the work of the Gram Panchayat, and also to participate in the planning process. In particular, the Gram Sabha will discuss and priorities the works to be taken up, conduct regular social audits of all works carried out in the Panchayat, and verify that all the relevant norms are being observed. Resolutions of the Gram Sabha are to be given priority in the planning of REGS works by the Gram Panchayat and the Programmed Officer. To start with, the Gram Panchayat has to process applications for “registration” and employment. This involves registering potential workers, issuing job cards to them, receiving their applications for work, forwarding these to the Programme Officer, and informing the applicants as and when work is available. Applications for registration and employment can also be submitted directly

to the Programmed Officer, but normally they are expected to be submitted at the Gram Panchayat level. As, the Gram Panchayat is also the main “implementing agency”, so it is expected to prepare a “development plan” for the village and maintain a shelf of projects to be taken up under REGS, based on the recommendations of the Gram Sabha. The Gram Panchayat also executes these projects, as and when they are sanctioned by the Programmed Officer. All the relevant documents, including the muster rolls, are to be made available to the Gram Sabha for the purpose of “social audits”. Monitoring of REGS works implemented by the Gram Panchayat is the responsibility of the Gram Sabha and the Programmed Officer. The Gram Sabha is expected to monitor the work of the Gram Panchayat, and also to participate in the planning process. In particular, the Gram Sabha will discuss and priorities the works to be taken up, conduct regular social audits of all works carried out in the Panchayat, and verify that all the relevant norms are being observed. Resolutions of the Gram Sabha are to be given priority in the planning of REGS works by the Gram Panchayat and the Programmed Officer. At the District level, the supervision of the Rural Employment Guarantee Scheme is the responsibility of the “District Coordinator”. The District Coordinator is expected to coordinate the work of the Programmed Officers, for instance by consolidating their respective “plans” into a District-level shelf of projects. The District Coordinator is also expected to prepare a “labour budget” every year during the month of December, for the next financial year. Other responsibilities of the District Coordinator include conducting regular inspections of the works in the District, sanctioning works that are not within the jurisdiction of Programmed Officers, assisting the District Panchayats, and preparing an annual report to the State

Council. At the State level, the Rural Employment Guarantee Scheme is to be monitored by a State Employment Guarantee Council (or “State Council” for short). The State Council is essentially an advisory body for the State Government. For instance, the State Council is expected to advise the State Government on the “schedule of rates” (payment rates for piece-rate work), the level of the unemployment allowance, and monitoring arrangements. Other key responsibilities of the State Council include preparing a list of “preferred works” to be taken up on a priority basis, conducting evaluations of REGS, and preparing an annual report to be laid before the State Legislature. Finally, the Act calls for the creation of a Central Employment Guarantee Council (or “Central Council” for short). The functions of the Central Council are similar to those of the State Council, at the national level. The Central Council monitors the implementation of the Act country-wide, advises the Central Government, and prepares an annual report to be laid before Parliament. This may be feasible in some states, and over time, the scope for entrusting REGS to the Gram Panchayats is likely to expand. However, in many states there is a long way to go in creating the conditions that would enable Gram Panchayats to implement such a challenging scheme in an effective manner. This is one reason why the Act takes the Block as the basic unit of implementation, rather than the Gram Panchayat. Another reason is that it may be difficult to “match” the demand for work with employment opportunities at the village level: some villages may have a large demand for work and few employment opportunities, or vice-versa. The matching is likely to be easier at the block level. However, the Act allows for any of the Programmed Officer's responsibilities to be delegated to the Gram Panchayats: “The

State Government may, by order, direct that all or any of the functions of a Programmed Officer shall be discharged by the Gram Panchayat or a local authority.” Thus, the Act effectively permits implementation through Gram Panchayats if this is deemed possible and desirable. The Act states that “priority” should be given to women in the allocation of work, “in such a way that at least one-third of the beneficiaries shall be women”. What is not very clear is how this “quota” is to be implemented in the event where the proportion of women among all applicants is less than one third. The best thing to do is to encourage women to apply, and facilitate their applications, to ensure that this situation does not arise. In areas with a strong tradition of women's employment outside the household, it is likely that women will account for more (often much more) than one third of all applicants. In other areas, however, this may require pro-active steps to facilitate their participation in the Rural Employment Guarantee Scheme. Ideally, there should be explicit penalties against responsible officers in the event where they fail to perform their duty under the Act. And there should be stiff penalties for gross violations of the Act, such as refusal to register someone's application for work, of failure to pay the unemployment allowance. Unfortunately, the Act is quite weak in this respect. All it says is that “whoever contravenes the provisions of this Act shall on conviction be liable to a fine which may extend to one thousand rupees”. Stronger penalties may of course be introduced in the Rules to be framed by State Governments. The State Government decided to implement such heuristic plan through PRIs in rural area for improving the status of the poor people.

The PRIs were introduced through the 73rd Amendment Act, 1992, as an enhancement to the democratic set-up of the country below the level of states. The Act was a

landmark in decentralized development as it envisions grassroots people participation in the process of planning decision making implementation and delivery. However, the constitutional provisions by it have failed to bring about this revolutionary transformation due to the failure of many state governments, who were unable to follow it in letter and spirit. More than a decade has passed ever since the 73rd amendment came into force but effective implementation of Panchayati Raj in many states is yet to fructify. However the formation of a separate ministry of Panchayatraj under government of India in 2004 has instilled hopes of realizing the dream of pooran swaraj through Grama Swaraj. Particularly, the scope for ensuring effective performance of the PRIs has considerably increased with the emergence of e-governance due to the advent of ICT and the internet. The ministry of has recommended the use of ICT in PRIs in the 7th round table conference in Rajasthan in 2004 .The development programmers in the country are designed to meet the objectives of alleviating poverty and area development with a ultimate aim of improving the standard of living. The planning implementation and monitoring of such developmental activities is extended through PRI to ensure maximum participation of people. The PRIs have the responsibilities of creating and maintaining the basic amenities alleviating poverty and building up of developmental infrastructure. This is being accomplished by self initiatives of PRIs or state and centrally sponsored schemes which are implemented through rural local bodies such as village/Gram panchayat, panchayat samiti/Block panchayat and Zilla parishad/District Panchayat in the rural areas .Effective management of funds provided to PRIs by various agencies is one of the most challenging tasks. The 11th finance commission gave a serious consideration to

this aspect and recommended a IT-based solution for fund management. The panchayati raj department Government of Orissa has successfully implemented some ICT based application as a part of e-Governance initiatives in the state. The department has introduced e-governance application such as PRIASOFT, RURAL SOFT, PAMIS and BETAN.

The description of software as follows:

3.1. PRIA SOFT

The Panchayati Raj Institution Accounts Monitoring Software or PRIA SOFT is a web based E-Governance application designed and developed to monitoring the funds at three –tier PRIs under different account heads in the shape of P.L. Account(not in village panchayat, Bank, Cash and advance on a month–end basis. It also contains the data base of all Self Help Groups (SHGs) created under different key activity besides monitoring the financial health of different savings, advance and stock position. The PRIA Soft empowers the administrators to monitor the fund receipt, expenditure and availability at all levels of three-tier administrative set up of PRI. It generates a number of reports and has a module that gives the data entry status. The software is designed so as to allow addition of new account heads at the state level as and when required. It provides financial status of each 6578 (30 district+ 314 block +6234 grampanchayat) PRI on public domain over Internet. The PRI Soft architecture has two modules namely citizen section (G2C) and government sections (G2G). Citizen section provides the financial information to the public where as government section captures data and generates MIS reports in the specified format as per requirement at the state, district, block and grama panchayat level. The account is maintained under three-

layers if account heads. Major account, sub account and minor account for all three- tier PRI namely district panchayat, block panchayat and village panchayat. The major account head covers the entire rural development scheme. Orissa is the first and perhaps the only state in the country where this information is available in the public domain over the internet. Under the government domain each PRI has been given a user ID card and password. Major account head are created at the state level. The software has an analytic module and provides the facility to monitor the data entry status at the next higher level. State user has the privilege to monitor all, the three- layers, district user can monitor two-layer below it within its domain and the block user has the permission for GP layer within the block. The report module generates the reports on different parameters. The reports are designed as per the need of state, district, block and GP levels. The SHGs module provides its financial status of SHGS and also gives the bank wise loan position under different key activities.

3.2. RURAL SOFT

The Rural soft architecture has two modules namely citizen section (G2C) and government section (G2G). Citizen section physical status of rural development implemented at the village level where as government section captures data and generates MIS reports in the specified format as per the need at the state, district, block and GP level. The rural development projects are implemented by all the three tier of PRIs. The detail of projects are captured from all three -level in the prescribed format that includes name of the scheme from here money has been sanctioned SGRY/JAY/JMPLAD/MPALAD etc. The process as:

- (i) Name for the project,
- (ii) Description of the project,
- (iii) Location of the project, amount sanction for the project,
- (iv) Date of commencement,
- (v) Man days generation, status for the project,
- (vi) Date of completion and sanction financial year.

Besides it the provision of capturing the information from the DRDA link the format described by the government of India for monthly progress report for scheme like SGRY/SGSY/ JAY & NFFY.

3.3. PAMIS

Panchaya Accounts Monitoring Information system or PAMIS is a web based as well desktop application. The platform is ORACLE 9i and D2K. PAMIS is capable of capturing each transaction of DRDAs blocks and is based on double entry system wherein daily transactions can be entered. Cash book as well as journals can be generated through the package. The package has been implemented to standardize the accounting system of all the DRDAs and the blocks to save delay and better transparency. The package is being used in 30 DRDAs and 314 blocks.

3.4. BETAN

BETAN is an integrated pay rule package which is the platform in ORACLE 9i and D2K. The platform is ORACLE 9i and D2K. The object is to save to time and man power in preparing the repetitive pay bills have a standard format for all the employees of DRDAs and block level officials. The package is being currently used in 30 DRDAs and 314 blocks.

3.5. DATA WEB HOSTING

Information can now be accessed regarding village with demography details, which are now panchayat competent. Rural BPL house hold surgery was conducted in 2002 and the collected data were put in the data base. The total house hold survey is now available on the internet and can be accessed by the public. Grama panchayat is being developed to enlist prospective job seekers available at the village level. Besides other departments are being encouraged to use India village data base to ensure wide dissemination of information to the public for better transparency and accountability.

3.6. GRAMSAT VISAT NETWORK

All the 30 DRDAs and 314 blocks have been connected over VISAT connectivity. All the DRDA and blocks have been provided with e-mail account for mail transactions and Interactive training difficulties. DRDA and block level programmed over GRAMSAT were conducted for sorting out the (OMIT)

4. CONCEPT OF JOB GUARANTEE BY THE CENTRAL GOVERNMENT

India is big country and its geographical structure is different like as plains, forests and hills. In India more than 110 cored different categories people are residing in different regions. They are belonging to lower level to higher level categories. After more than 63 years independence of India, the rural villages have come up with many developmental programs, but still continue to lay behind in terms of desired progress. Expectedly, this may be because of the lack of proper monitoring of these developmental

projects due to age – old methodology of manual system. New form of government popularly referred to as E-Government, has emerged as a new way of reaching out to the people. Nearly 70% people of India are residing in rural area and rest 30% people are residing in urban and semi urban area. Therefore, there is big gap in administration from urban to rural area. The central government thought how the better administration can reach to all. This is not possible without proper monitoring and ICT is the way for this. As there is large migration of people from rural to urban in search of jobs, so there is no worker available in village for agriculture. The migrated people in town are also staying in slums where the basic facility is not available. This sometimes causes law and order problem, in urban area. Hence the government thought of giving employment in the village itself to stop this migration. The jobs have to be created in the door step of the people for village that is between some walk able distances from their house. Jobs may be of making roads for village connectivity, digging canal for irrigation, making ponds for agriculture etc. For this work proper monitoring should required and proper participant should from each house hold and also from below property level category. Whether the people of rural area are getting their jobs and wages are paid properly or not, to search all the factors government has thought of this act known as NREGA. When the act is there, then the district administration is bound to proved job that is in need of it. As the district is large hence it is dived in to Blocks, Panchayats and Grams etc. for better administration.

This primer introduces the National Rural Employment Guarantee Act 2005 (NREGA 2005) by the central government of India. NREGA 2005 is a law whereby anyone who is willing to do unskilled manual labour at

the statutory minimum wage is entitled to being employed on public works within 15 days. If employment is not provided, an unemployment allowance has to be paid. However, the work guarantee in NREGA 2005 is subject to an initial limit of ‘160 days per household per year’. Worker’s organizations have been demanding a National Employment Guarantee Act for many years, along with other legal safeguards for the right to work. The NREGA 2005 was implemented by the Indian Parliament on 2005. It is potential tool of empowerment for rural labours: guaranteed employment can protect them from economic insecurity, strengthen their bargaining power and help them to organize and fight for their rights. The success of NREGA 2005 requires a massive process of public mobilization. In particular, it depends on the strength of organized demand for guaranteed employment. The idea is to give a legal guarantee of employment to anyone who is willing to do causal manual labour at the statutory minimum wage. Any adult who applies for work under the Act is entitled to being employed on public works without delay. Thus, an Employment Guarantee Act provides a universal and enforceable legal right to the most basic form of employment. It is a step towards legal enforcement of the right to work, as an aspect of the fundamental right to live with dignity.

NREGA 2005 is a kind of “half-hearted” Employment Guarantee Act. Under this Act, any adult who applies for work is entitled to being employed on public works within 15 days. However, this entitlement is subject to some important limitations. For instance, the work guarantee applies in rural areas only, and it is limited to “160 days per household per year”. NREGA 2005 also has other limitations that will become clearer as you read on. This does not mean that the NREGA is worthless. For the first time, the Act provides employment opportunities to

rural labourers as a matter of right. It is also a major departure from elitist economic policies, and a potential stepping stone towards other forms of social security. In this and other ways, the Act is a real “breakthrough”.

An Act provides a legal guarantee of employment. This places a judicially enforceable obligation on the state, and gives bargaining power to the labourers. It creates accountability. By contrast, a scheme does not involve any legal entitlements, and leaves labourers at the mercy of government officials. There have been numerous employment schemes in the past: the Employment Assurance Scheme (EAS), National Rural Employment Programmed (NREP), Jawahar Rozgar Yojana (JRY), Sampoorna Grameen Rozgar Yojana (SGRY), National Food For Work Programmed (NFFWP), among others. Most of them have failed to bring any security in people's lives. Often people are not even aware of them. There is another important difference between a scheme and an Act. Schemes come and go, but laws are more durable. A scheme can be trimmed or even cancelled by a bureaucrat, whereas changing a law requires an amendment in Parliament. Under the Employment Guarantee Act, labourers will have durable legal entitlements. Over time, they are likely to become aware of their rights, and to learn how to claim their due. There are many. To start with, an effective Employment Guarantee Act (EGA) would help to protect rural households from poverty and hunger. One hundred days of guaranteed employment at the minimum wage is not a great privilege, but for those who live on the margin of subsistence, it can make a big difference. Secondly, the Act is likely to lead to a substantial reduction of rural-urban migration: if work is available in the village, many families will stay in place instead of heading for the cities. Thirdly, guaranteed

employment can be a major source of empowerment for women. Based on past experience, women are likely to account for a large proportion of labourers employed under the Act, and guaranteed employment will give them some economic independence. Fourthly, the Employment Guarantee Act is an opportunity to create useful assets in rural areas. For instance, there is plenty of scope for building productive water-harvesting structures through labour-intensive methods. Fifthly, guaranteed employment is likely to change power equations in the rural society, and to foster a more equitable social order. Last but not least, the Employment Guarantee Act is a means of strengthening the bargaining power of unorganized workers. This, in turn, could help them to struggle for other important entitlements, such as minimum wages and social security. The process of mobilising for effective implementation of the Act also has much value in itself. It is a unique opportunity for “un organised workers” to organise, which could give a new lease a life to the labour movement in large parts of India. The work guarantee is a “universal” entitlement – any adult is entitled to apply. The Act is based on the principle of self-selection: anyone who is willing to do unskilled manual labour at the minimum wage is presumed to be in need of public support, and must be provided employment on demand. If anyone tells you that the work guarantee is only for households with a “BPL card”, do not believe it. As mentioned earlier, the employment guarantee is restricted to “160 days per household per year”. Note that “year” here refers to the financial year, which starts on 1 April. In other words, on 1 April each household gets a new “quota” of 160 days for the next twelve months. Note also that the quota of 160 days can be “shared” between adult members of the household: different persons can work on

different days, or even on the same day, as long as their combined days of employment do not exceed 160 days in the financial year. The Act came into force in 200 districts on 2 February 2006. It is supposed to be gradually extended to the whole of rural India (except the state of Jammu and Kashmir) within five years of its enactment, i.e. by mid-2010. This gradual extension requires “notification” of additional districts by the Central Government. The National Rural Employment Guarantee Act 2005 applies to rural areas only. Extending the employment guarantee to urban areas would require a separate “Urban Employment Guarantee Act”. Meanwhile, the National Rural Employment Guarantee Act itself is likely to be helpful to urban workers, because some of them will be able to stay in their village and get work there instead of migrating to the cities. Also, the reduction of rural-urban migration will lead to higher wages for those who stay in the urban areas. The State of Maharashtra passed an Employment Guarantee Act in 1976. It is still in force today. And in some respects, it is stronger than the National Rural Employment Guarantee Act 2005. In particular, Maharashtra's EGA provides an individual and unlimited work guarantee: any adult can apply at any time for any number of days there is no limit such as “160 days per household per year”. In both cases the applications eventually reach his or her office. On the other side, proposals for works to be taken up under REGS (“projects” for short) are being prepared by the “implementing agencies”: the Intermediate Panchayat, the Gram Panchayats, line departments, NGOs, and so on. The Programmed Officer stands at the intersection of these two processes: he or she receives the applications for work as well as the project proposals, and is supposed to “match” the two. This involves sanctioning projects in such a way that all

those who have applied for work can be employed within 15 days. Aside from this “planning” role, the Programmed Officer has a “monitoring” role. He or she is supposed to monitor the implementation of the works sanctioned, ensure that wages are paid on time, deal with any complaints that may arise, enforce all the transparency provisions, and so on. Ultimately, the chief responsibility of the Programmed Officer is to ensure that anyone who applies for work gets employment within 15 days or in other words, to safeguard the basic entitlements of labourers under the Act. When this is not possible, he or she has to sanction and disburse the unemployment allowance, and explain in his or her annual report why employment could not be provided. The Programmed Officer is accountable to the Intermediate Panchayat and the District Coordinator. The Central Government is required to pay for the wages of labourers employed under REGS, and for three fourths of the material costs. The State Government has to pay for one fourth of the material costs, and also the unemployment allowance. If the labour-material ratio is 60:40 (the “minimum” ratio under the Act), this means that State Governments will pay 10 per cent of the employment costs, plus the unemployment allowance. Note that the labour component in this cost-sharing formula refers to “unskilled labour” only. The cost of employing skilled labour is counted under “material costs”. As far as administrative and overhead costs are concerned (e.g. the salaries of implementing officers), the Act does not provide a rigid formula and the details are likely to be settled when the “Rules” are framed. State Governments will be allowed to frame their own Employment Guarantee Act if they wish, provided that (1) it is consistent with NREGA 2005, and (2) it does not reduce the entitlements of labourers (“the entitlement of the households is not less than and the

conditions of employment are not inferior to what is guaranteed under this Act”). Note that in such cases, financial assistance from the Central Government is to be “determined by the Central Government”, and is not supposed to exceed “what the State would have been entitled to receive under this Act had a Scheme made under this Act had to be implemented” [Section 28]. How this upper limit is to be calculated, however, is not very clear from the Act. Schedule I and Schedule II deal with “the minimum features of a Rural Employment Guarantee Scheme” and “the entitlements of labourers”, respectively. The main difference between the Schedules and the main text of the Act is that the Schedules can be modified by “notification” of the Central Government, whereas modifying the text of the Act requires an amendment in Parliament. “Notification” is a simpler procedure than “amendment” (though both require the consent of Parliament), and to that extent the entitlements defined in the Schedules are “weaker” than those defined in the main text, since they can be modified more easily. There is a potential “loophole” here, which has to be borne in mind in interpreting the Act. On the other hand, the relative flexibility of the Schedules can also be seen as an opportunity to bring about further improvements in the Act through public pressure. We end this Primer with a few ideas about “what we can do” to intensify the campaign for a full-fledged Employment Guarantee Act. Many of them have already been used with good effect somewhere or the other. We hope that these examples and suggestions will help you to initiate similar activities in your own area. Spreading awareness about the National Rural Employment Guarantee Act (NREGA) is the first step. The best way of making NREGA work is to empower those who stand to gain from it. This means, first and foremost, NREGA workers and potential workers. The

process of organizing NREGA workers also has much value in itself, and can be used as a springboard for other struggles, e.g. for minimum wages and social security. Once NREGA is operational in your area, a whole range of activities can be taken up to organize labourers and help them to claim their entitlements under the Act: insist on payment of statutory minimum wages, enforce the payment of the unemployment allowance, ensure that basic worksite facilities are in place, demand action in cases of corruption, and so on. Organisations and associations of NREGA labourers can perhaps be formed for this purpose, aside from working with existing organisations. These are just a few examples of “what we can do”. We leave the rest to your imagination. The idea is to give a legal guarantee of employment to anyone who is willing to do casual manual labour at the statutory minimum wage. Any adult who applies for work under the Act is entitled to being employed on public works without delay. Thus, an Employment Guarantee Act provides a universal and enforceable legal right to the most basic form of employment. It is a step towards legal enforcement of the right to work, as an aspect of the fundamental right to live with dignity. NREGA 2005 is a kind of “half-hearted” Employment Guarantee Act. Under this Act, any adult who applies for work is entitled to being employed on public works within 15 days. However, this entitlement is subject to some important limitations. For instance, the work guarantee applies in rural areas only, and it is limited to “160 days per household per year”. NREGA 2005 also has other limitations that will become clearer as you read on.

The heuristic proposed rural development programs in India are executed and monitored by the three - tier Panchayat Raj Institutions (PRIs). The objective of these rural development programs can be achieved

only if the execution and monitoring can be done in more effective manner, which is possible only through the use of information and communication technology (ICT). In retrospect, the Ministry of Panchayat Raj Government recommended the use of ICT in PRIs during its 7th round table conference held from 17 to 19 December 2004 at Jai pur in Rajstan. PRIA SOFT (web based application for monitoring funds flow), PAMIS (Panchayat Accounts Monitoring Information System). After more than 63 years independence of India, the rural villages have come up with many developmental programs, but still continue to lay behind in terms of desired progress. Expectedly, this may be because of the lack of proper monitoring of these developmental projects due to age – old methodology of manual system. New form of government popularly referred to as E-Government, has emerged as a new way of reaching out to the people. Most of the 70% people of India are residing in rural area. The heuristic proposed rural development programs in India are executed and monitored by the three - tier Panchayat Raj Institutions (PRIs). The objective of these rural development programs can be achieved only if the execution and monitoring can be done in more effective manner, which is possible only through the use of information and communication technology (ICT). In retrospect, the Ministry of Panchayat Raj Government recommended the use of ICT in PRIs during its 7th round table conference held from 17 to 19 December 2004 at Jai pur in Rajstan. PRIA SOFT (web based application for monitoring funds flow), PAMIS (Panchayat Account Monitoring Information System)

5.NATIONAL RURAL EMPLOY- MENT GUARANTEE ACT SCHEME IMPLEMENTATION IN ODISA

The National Rural Employment Guarantee Act 2005 directs every State Government to prepare a Rural Employment Guarantee Scheme (REGS) within six months, in order to implement the work guarantee. Thus, the Act provides the legal foundation of the work guarantee, and the Scheme is the means through which this guarantee comes into effect. Note that the Act is a national legislation, but the Scheme is state-specific. Although each state is free to frame its own Rural Employment Guarantee Scheme, this is subject to certain “basic features” that are spelt out in Schedule I of the Act. For instance, Schedule I specifies the type of works that can be undertaken under REGS, and the minimum facilities that are to be provided at the worksite. Each REGS is also supposed to follow the “Operational Guidelines” issued by the Ministry of Rural Development in January 2006. Schedule I of the Act lists eight categories of works that are supposed to be “the focus of the Scheme.” Briefly, these include (1) “water conservation and water harvesting”; (2) “drought proofing” (including forestation); (3) “irrigation canals including micro and minor irrigation works”; (4) “provision of irrigation facility” to land owned by households belonging to the Scheduled Castes and Scheduled Tribes, beneficiaries of land reforms, or beneficiaries of India Awards Yolanda; (5) “renovation of traditional water bodies” including desalting of tanks; (6) “land development”; (7) “flood control and protection works” including drainage in water logged areas; and (8) “rural connectivity to provide all-weather access”. In addition, there is a residual ninth category: “any other work which may be notified by the Central Government in consultation with the State Government”. This list is quite abstractive. Short of modifying Schedule I, the only way of expanding the list of permissible works within the framework of the Act is to add

further works under the residual category. According to the Operational Guidelines, “proposals for new categories of work should be framed by the State Employment Guarantee Council and referred to the Ministry of Rural Development”. The Act also states that a list of “preferred works”, to be taken up on a priority basis, is to be prepared by the State Employment Guarantee Council. The preferred works are to be identified “based on their ability to create durable assets”, and may differ between different areas. The Act states that “the works taken up under the Scheme shall be in rural areas”. “New works” can be initiated only if

- (i) At least fifty labourers become available for such work, and
- (ii) The labourers cannot be absorbed in the ongoing works.

However, this restriction can be waived by the State Government “in hilly areas and in respect of forestation”. The Rural Employment Guarantee Scheme will be implemented by the State Government, with funding from the Central Government. According to the “principal authorities” for planning and implementation of the Scheme are the Panchayats at the District, Intermediate and village levels. However, the division of responsibilities between different authorities is actually quite complex, as we shall see further on. The basic unit of implementation is the Block. In each Block, a “Programme Officer” will be in charge. The Programmed Officer is supposed to be an officer of rank no less than the Block Development Officer (BDO), paid by the Central Government, and with the implementation of REGS as his or her sole responsibility. The Programmed Officer is accountable to the “Intermediate Panchayat” as well as to the District Coordinator. We shall return to this after discussing labour resettlements of the labourers employed under the Act. It is

basically a “two-step” procedure.

The first step is to “register” with the Gram Panchayat.

The second step is to apply for work. Registration is required only once every five years, but applications for work have to be submitted each time work is required.

The main purpose of the registration process is to facilitate advance planning of works. If a household applies for registration, it is the duty of the Gram Panchayat to register it and issue a “job card”. The job card will ensure that labourers are in possession of a written record of the number of days they have worked, wages paid, unemployment allowances received, and so on, instead of depending on government officials for this purpose. A job card is supposed to be valid for five years at least. Applications for work may be submitted at any time, either through the Gram Panchayat or directly to the Programmed Officer. Both have a duty to accept valid applications and to issue a dated receipt to the applicant. Applications must be for at least 14 days of continuous work. The Act provides for group applications, advance applications, and multiple applications over time. Applicants are supposed to be told where and when to report for work within 15 days, by means of a letter as well as of a public notice displayed on the notice board of the Gram Panchayat and at the office of the Programmed Officer. Note that the unit of registration is the “household”, while applications for work are individual applications. Further details of the registration and applications procedures are given in the personal Guidelines. The Act defines a household as “the members of a family related to each other by blood, marriage or adoption and normally residing together and sharing meals or holding a common ration card. The problem with this definition is that members of a “joint family” who live together and share a ration

card may be reacted as a single household, even if the household is quite large. This will be unfair to large households, because they will be entitled to the same 160 days of work per year as small households, even if their needs are much larger. Fortunately, the Operational Guidelines clearly state that every nuclear family should be treated as a separate household. Labourers are entitled to the statutory minimum wage applicable to agricultural workers in the State, unless the Central Government “overrides” this by notifying a different wage rate. If the Central Government notifies a wage rate, it is subject to a minimum of Rs80 per day. Both are permitted under the Act. In both cases, the minimum wage should be defined in. If wages are paid on a piece-rate basis, the schedule of rates has to be such that a person working at a normal pace for seven hours would earn the minimum wage. Wages may be paid in cash or in kind or both. Payment in kind would usually mean part payment in food grain. The cash component has to account for at least 25 percent of the total wage. Wages are to be paid every week, or in any case “not later than a fortnight after the date on which such work was done”. Further the State Government “may prescribe” that a proportion of the wages in cash should be paid on a daily basis. In such cases, labourers are entitled to compensation as per the provisions of the Payment of Wages Act 1936. Men and women are entitled to the same wages. In fact, any form of gender discrimination is prohibited. The following facilities are supposed to be available at the worksite: “safe drinking water, shade for children and periods of rest, first-aid box with adequate material for emergency treatment for minor injuries and other health hazards connected with the work”. This is not very much, but even these basic facilities are often missing at the worksites it is important to insist that they should be in place. The Act states that “in

case the number of children below the age of six years are accompanying the women working at any site are five or more, provisions shall be made to depute one of such women workers to look after such children. Further, the person who is deputed to look after young children is entitled to the same minimum wage as other labourers. As far as possible”, work must be provided within 5 km of the applicant's residence. If it is provided beyond that radius, work must be provided within the Block, and workers must be paid daily transport and living allowances equivalent to 10 per cent of the wage rate. However, nothing prevents State Governments from including special provisions for disabled persons in their respective Rural Employment Guarantee Schemes. Such provisions might include, for instance:

- (1) Recording of any disabilities at the time of registration;
- (2) Provision of special work opportunities to persons with disabilities;
- (3) Mandatory provision of special employment facilities to households where no-one is able to take up ordinary employment opportunities due to disability or related reasons (e.g. need to take care of a disabled person); and
- (4) Ear-marking of 3% of the REGS funds for employing persons with disabilities.

Note that the last suggestion is based on the Persons with Disabilities Act 1995, which states that “the appropriate Governments and local authorities shall reserve not less than three per cent in all poverty alleviation schemes for the benefit of persons with disabilities.” If a labourer is injured “by accident arising out of and in the course of his employment” under the Rural Employment Guarantee Scheme, he or she is entitled to “such medical treatment as is admissible under the Scheme”, free of charge. If hospitalization is required, he or she is entitled to accommodation, treatment,

medicines and a daily allowance “not less than half the wage rate”. There are similar provisions for children who may be accompanying labourers employed under the Scheme. In case of death or permanent disability, an ex gratia payment of Rs25,000 (“or such amount as may be specified by the Central Government”) is to be paid to the victim or his or her family. They have to accept whatever employment is given to them by the Gram Panchayat or Programmed Officer. At best, they have some indirect say in the matter in so far as they participate in the process of planning the works, through Gram Sabha and other means. If an applicant fails to report for work within 15 days of being informed that work is available, he or she stands debarred from receiving the unemployment allowance for a period of three months. Anyone who has not been provided with work within 15 days, so he /she can apply (or within 15 days of the date for which employment is sought, in the case of "advance applications"). This is certainly the intention. This is qualified that the payment of the allowance is “subject to such terms and conditions of eligibility as may be prescribed by the State Government and subject to the provisions of this Act and the Schemes and the economic capacity of the State Government”. However, the Operational Guidelines make it clear that the unemployment allowance is an “entitlement”. It is important to insist on the payment of the unemployment allowance in all cases where labourers have not been provided with work. The unemployment allowance has several roles. First, it provides a limited form of unemployment assistance to those who are waiting for work. Second, it provides a clear “signal” that the responsible authorities are failing to provide employment to all applicants. Third, it acts as a “penalty” on the State Government for this failure, since the payment of

unemployment allowances is the responsibility of the State Government. This penalty creates a each state government has to put in place a Rural Employment Guarantee Scheme (REGS) within six months of the Act coming into force. A list of permissible works is given of the Act. These are concerned mainly with water conservation, minor irrigation, land development, rural roads, etc. However, the Schedule also allows “any other work which may be notified by the Central Government in consultation with the State Government”. The Rural Employment Guarantee Scheme is to be coordinated at the Block level by a “Programmed Officer”. However, the Act allows any of his/her responsibilities to be delegated to the Gram Panchayats. REGS works are to be executed by “implementing agencies”. These include, first and foremost, the Gram Panchayats (they are supposed to implement half of the REGS works), but implementing agencies may also include other Panchayati Raj Institutions, line departments such as strong incentive for the State Government to provide work. This is because employment costs are borne overwhelmingly by the Central Government, while the unemployment allowance is paid by the State Government. Therefore, State Governments can “save money” by providing employment instead of paying the allowance. However, for this incentive to work, the unemployment allowance must be actually paid, and not remain “on paper. This is why the actual payment of the unemployment allowance is so important. The unemployment allowance is to be fixed by the State Government. However, it must be “no less than one-fourth of the wage rate” for the first thirty days, and “not less than one-half of the wage rate” after that. The unemployment allowance is to be paid “not later than fifteen days from the date on which it became due for payment”. The

payment of the unemployment allowance can be discontinued in the following circumstances:

- (1) the recipient has been directed to report for work by the Gram Panchayat or the Programmed Officer;
 - (2) the period for which employment is sought has come to an end;
 - (3) the recipient's household has exhausted its "quota" of 160 days of work (within the financial year);
 - (4) the household has earned as much as the wages of one hundred days of work, from the unemployment allowance and wage employment combined, within the financial year.
- The National Rural Employment Guarantee Act 2005 is a complex plot with many actors. The main actors are: the State Council, the District Coordinator, the Programmed Officer, the Intermediate Panchayat, the Gram Panchayat and the Gram Sabha, aside from "implementing agencies" other than the Panchayats. There is an elaborate division of responsibilities between these different authorities, and the details are not always clear from the Act. An attempt is made below to present a simplified account of the facts. For further details, please consult the Act and Operational Guidelines.

The Programmed Officer essentially acts as a "coordinator" for the Rural Employment Guarantee Scheme at the Block level. Remember, the Block is the basic unit of implementation. Within the Block, two separate processes take place simultaneously. On one side, people are applying for work through the Gram Panchayat, or directly to the Programmed Officer of the Works Department Public or Forest Department, and NGOs. Private contractors are banned. A shelf of projects is to be maintained by the Programmed Officer, based on proposals from the implementing agencies. Each Gram

Panchayat is also supposed to prepare a shelf of works based on the recommendations of the Gram Sabha. The various provisions for transparency and accountability, such as regular social audits by the Gram Sabhas, mandatory disclosure of muster rolls, public accessibility of all REGS documents, regular updating of job cards, etc. Priority is to be given to women in the allocation of work, "in such a way that at least one-third of the beneficiaries shall be women". The Act states that "whoever contravenes the provisions of this Act shall on conviction be liable to a fine which may extend to one thousand rupees". The implementation of the Act is to be monitored by a "State Employment Guarantee Council". The Central Government has to pay for labour costs and 75% of the material costs. State governments have to pay the unemployment allowance and 25% of the material costs. The Act is to come into force initially in 200 districts, and is to be extended to the whole of rural India within five years of its enactment. The National Rural Employment Guarantee Act 2005 is a law whereby any adult who is willing to do unskilled manual work at the minimum wage is entitled to being employed on public works within 15 days of applying. If work is not provided within 15 days, he/she is entitled to an unemployment allowance. The key features of the Act are spelt out below. Any person who is above the age of 18 and resides in rural areas is entitled to apply for work. Any applicant is entitled to work within 15 days, for as many days as he/she has applied, subject to a limit of 100 days per household per year. Work is to be provided within a radius of 5 kilometres of the applicant's residence if possible and in any case within the Block. If work is provided beyond 5 kilometres, travel allowances have to be paid. Workers are entitled to the statutory minimum wage applicable to agricultural

labourers in the state, unless and until the Central Government “notifies” a different wage rate. If the Central Government notifies, the wage rate is subject to a minimum of Rs 60/day. Workers are to be paid weekly or in any case not later than a fortnight. Payment of wages is to be made directly to the person concerned in the presence of independent persons of the community on pre-announced dates. If work is not provided within 15 days, applicants are entitled to an unemployment allowance: one third of the wage rate for the first thirty days, and one half thereafter. Labourers are entitled to various facilities at the worksite such as clean drinking water, shade for periods of rest, emergency health care, and child-minding.

5.1. GRAMSAT (VSAT)

GRAMSAT (VSAT) network played a vital role in the implementation of National Rural Employment Guarantee Act (NREGA). The availability of Internet connectivity at the block level through GRAMSAT provided the facility for online data entry and report generation. Today each job seeker is tracked on Web and details of each project are verifiable by anyone.

At least one hundred sixty days of guaranteed employment in a financial year to every household in the rural areas (as notified by the central Government under section 3(i) of the NREGA) and whose adult members, by application, volunteer to do unskilled manual works. Its aim is creating durable community assets of the people in the rural areas and strengthening the livelihood resource base of the rural poor.

Rules under the NREGA- ACT

1. Collaborative partnership and public Accountability:-

The act envisages a collaborative partnership between the central Government, the state government, the

Panchayat and the local community. At each stage of implementation such as planning, supervision and monitoring the concerned authorities are accountable to the community.

5.2.COMMUNITY PARTICIPATION

The gramsabha / pallisabha are the statutorily mandated institutional mechanism for community participation. Local vigilance and monitoring committees, jobseekers group, local beneficiary committees, Self-Help Groups, user groups and other grass-roots organizations can be involved in implementation for ensuring transparency and public accountability. The Panchayats at each level will be the principal authorities for planning and implementation of the scheme. The panchayat at different levels will need to coordinate with each other for the effective implementation of the Act. Similarly, the panchayats and the district/block administration will have to work together. The central and the state governments will facilitate the implementation of the Act through timely and adequate resource support. Among the three-tier Panchayats namely district panchayat, block panchayat and village panchayat is the most important stake holder in the NREGA implementation.

6. PROPOSED WORK

PRIs mean Panchayati Raj Institutions to function as Institutions of self government to plan and implement programs of economic and social justice. PRIs were introduced in India to enhancement to the democratic set up of the country below the level of states. The PRIs has considerably increased with the emergence of E-governance due to the advent of ICT and internet. The development programs in the country are designed to meet the objectives of alleviating poverty and area development

with an ultimate aim of improving the standard of living. The planning implementation and monitoring of such developmental activities are extended through PRIs to ensure maximum participation of people. The PRIs have the responsibility of creating and maintaining the basic amenities, alleviating poverty and building up of developmental infrastructure. This is being accomplished by self initiatives of PRIs or state and centrally sponsored schemes, which are implemented through rural local bodies such as village/Gram Panchayat, Panchayat samit/Block Panchayat and Zilla Parishad/District Panchayat in the rural areas. Effective management of funds provided to PRIs by various agencies are one of the most challenging tasks. The Panchayat Raj Institution Accounts Monitoring software is designed to monitoring of funds at 3-tier PRIs under different accounts heads in the shape of P.L.Account(not in village panchayat) Bank, cash and advance on a month-end basis. It also contains the database of all Self Help Groups (SHGs) created under different key activity besides monitoring the financial health of each SHGs in the shape of different savings, advance and stock position. PRIA soft empowers the administrators to monitor the fund receipt, expenditure and availability at all levels of 3-tier administrative set up of PRI. It generates a number of reports and has a module that gives the data entry status. The soft ware is designed so as to allow addition of new account heads at the state level when it required. The PRIA SOFT architecture has two modules namely Citizen section (G2C) and Government section (G2G) . Citizen section provides financial information to the public where as Government section captures data and generates Management Information System (MIS) reports in the specified format as per requirement at the

state, district, block and grampanchayat level. The account is maintained under three layers of account heads

- (i) Major account
- (ii) Sub account and
- (iii) Minor account

For all 3-tierPRIs are namely District Panchayat, Block Panchayat and Village Panchayat. The major account head covers all the rural development schemes. There are four sub account heads namely P.L. account, Bank, Cash and advance at the district and block level while 3-sub account heads at the village panchayat level. There are two minor heads namely in flow and out flow at the entire three layer. Under the Government domain, each PRIs has been given a user ID and password to the worker. Major account heads are created at the state level. The software has an analytic module and provides the facility to monitor the data entry status at the next higher levels. State user has the privilege to monitor all three-layers, district user can monitor two layers below it within its domain and the block user has the permission for Grampanchayat layer within the block. The report module generates reports on different parameters. The reports are designed as per the need of state, district, block and Gram Panchayat levels. The SHG module provides financial status of SHGs and also gives the bank wise loan position under different key activities. The rural development projects are implemented by all the three- tier of PRIs. The details of projects are captured from all three-levels in the prescribed format that includes name of the scheme from where money has been sanctioned (SGRY/IAY/MPLAD/MPALAD etc.).

- (i) Name of the project, description of the project,
- (ii) location of the project,
- (iii) Amount sanction data of commencement,
- (iv) Men-days generation,

- (v) Status of the project,
- (vi) Date of completion and sanctioned financial year.

Besides it has also the provision of capturing the information from DRDAs in the format prescribed by the Government of India for monthly progress report (MPR) for schemes likely, IAY, SGRY, SGSY & NFFW (swaraj gram swarn yojajana).

7. MODEL OF SCHEME

Different institutions have defined their own model of e-Governance for their better understanding the systems. Some of the famous models are discussed.

7.1. EMERGING

A government web presence is established through a few independent official websites and the information will be limited, basic and static (G2C and G2B). The format of the first government websites is that the information is publicly accessible. Internally (G2G) the government can also disseminate information with static electronic means.

7.2. ENHANCED

The content and information on these government portals will be updated regularly to give the citizen the up to date information. In this phase the processes are described and thus become more transparent, which improves democracy and service.

7.3. INTERACTIVE

In this phase interaction between the government and the public (G2C and G2B) is simulated with various applications. The citizens will be able to download forms, contact officials and make appointments and requests online which previously would have been only possible with long queues

near counters. Internally (G2G) the government organizations can use LAN, WAN, internet and e-mail to exchange information. The citizens can give their feedback and some suggestions on some policy decisions etc. This will bring a sense of participation for the citizen and improves the confidence of the citizen in the government.

7.4. TRANSACTIONAL

In this stage, users can actually pay for services or conduct financial transactions online. That is, all the transactions are done online without the citizen going to the office to finalize the decision. In this phase, internal (G2G) processes have to be redesigned to provide good service. Government needs to create new laws and legislation that will enable paperless transactions with legal certification. The bottom line is that now the complete process is online, including payments, digital signatures etc. This saves time, money and paper.

7.5. SEAMLESS

A total seamless integration of e-functions and services across administrative and departmental are boundaries. That is the public can get G2C and G2B services at one virtual counter. One single point of contact is in the unlimited goal. This needs a drastic change in the culture, process and responsibilities within the government (G2G). Government employees in different departments have to work together in smooth and seamless way. In this phase cost savings, efficiency and customer satisfaction are reaching highest possible levels.

8. PROPOSED TECHNOLOGY INVOLVED

We have given a proposal to implementing the NREGSA in rural or urban area on favour of the Central Government of India or the State Government of Odisha. All the districts of Odisha are linked with the State Panchayatraj Department of Odisha Government. Then all the districts are linked with Blocks and Grampanchyats. When authorities of Grampanchayat implemented any work” taken up under REGS that will immediately generated at state level database and stored in it. The authorities of Panchyatraj Department verify that at any time and suggest necessary direction. At least 50 per cent of the works (in terms of share of the REGS funds) have to be implemented through the Panchayats, the District Panchayats, and “line departments” such as the Public Works Department, the Forest Department, the Irrigation Department, and so on. The Employment Guarantee Act also allows NGOs to act as implementing agencies. The Act clearly states: “The [National Employment Guarantee] Scheme shall not permit engaging any contractor for implementation of the projects under it”. In short, contractors are banned.

The project details are entered by the village panchayat. For each project a unique code is generated by taking state code, district code, block code, panchayat code and category of work e.g.242600100/ wc-tank/01.After the project details data entry is done by the village panchayat, the project is available online to District Program Co-ordinator (DPC) for technical sanction. The detailed estimate of the project prepared by the Junior Engineer/Assistant Engineer is fed to the software. This is broadly divided in two different categories namely labour component and material component. Under the material component the details of the materials like cement, sand, chip, metal, iron rods etc and the quantity and prices etc entered. DPC can approved or reject the

project at this stage. If the project is approved, then the execution of work starts. Similarly under the labour component, the agency will provide the approximate worker for the project work. If a worker has job card, then he/she will be available the work by signing on the job card. In this process, a worker can know that whether he/she will get hundred sixty days work in a year. If the agency cheated the process by putting number of job cards in web side, then the agency will be gain but the worker will be loss in this process. That cheating can be avoided by punching the job card in punch card system at post office/village panchayat level. Then that number will communicate to desired destination by web. Then the higher authority of state can verify the project. The process of registration should be carried out in public, with facilities for people to verify their own details, or those of others. The list of registered households is to be displayed at the Gram Panchayat office and updated every three month. The basic entitlements of REGS labourers should be printed at the back of each job card in all matters relating to NREGA.” Requests for copies of REGS-related documents submitted under NREGA should be complied with within seven days. No request should be refused under any circumstances... All NREGA-related information is in the public domain should not exceed photocopying costs.” “Key documents related to NREGA should be proactively disclosed to the public, without waiting for anyone to 'apply' for them.” “REGS-related accounts of each Gram Panchayat should be proactively displayed and updated twice a year.”Whenever feasible, key documents should be made available on the Internet.” The Guidelines also includes a useful checklist of steps required to ensure transparency at various stages of implementation of NREGA.

Instance, the Right to Information Act

contains extensive provisions for “mandatory disclosure” of public documents (i.e. making these documents available in convenient form for public scrutiny without waiting for anyone to ask for them). It also calls for stiff penalties against officers who fail to supply information as prescribed, or fail to accept requests for information. The Right to Information Act empowers you not only to access documents but also to take samples of materials and to inspect works and files. It also has a provision such that if information is wrongfully delayed or denied to a citizen, the concerned public authority can be required “to compensate the complainant for any loss or other detriment suffered”. Further, this Act overrides the provisions of all other acts, if there is a conflict. Thus, the Right to Information Act powerfully supplements the transparency provisions of the NREGA 2005 and its Operational Guidelines. Skilful use of the Right to Information Act is an essential tool of effective implementation of the Employment Guarantee Act. This clause essentially states that in the event where the Central Government receives any complaint of “improper utilization of funds” and is “prima facie satisfied” that there is a case; it can “order stoppage of release of funds to the Scheme. At first glance this may seem reasonable, and the concern about corruption is well taken. However, this clause is actually impractical, unfair, counterproductive and open to misuse. The basic problem is that it hits the victims of corruption instead of the perpetrators. The strongest potential force against corruption is people’s vigilance, but this clause threatens to undermine the incentives that people (especially labourers) have to “blow the whistle” in the event of corruption: if funds are discontinued, work will stop and they will be the main victims. Further, this clause gives the Central Government sweeping powers to stop releasing funds in a

selective manner, even without adequate evidence of corruption. Entire “schemes” could be starved of funds based on flimsy suspicions of corruption or politically motivated complaints. Areas could be targeted and specific schemes could get bogged down in battles between Centre and States. What is required, instead of this flawed clause, is to strengthen transparency measures and enable people to monitor the works. This should also be backed by strong and immediate action against those found guilty of corruption.

Proposed Model

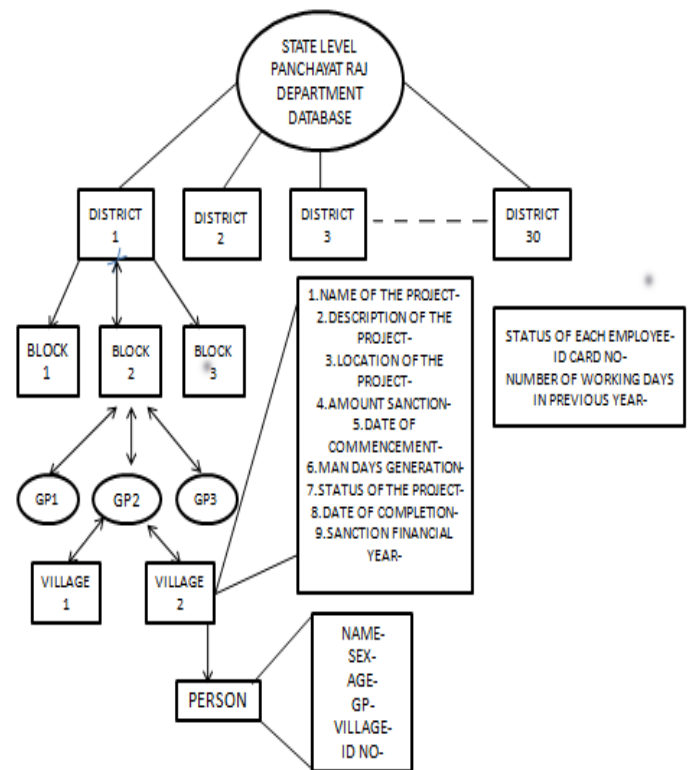


Fig.1: The proposed Model

9. WAVELET TECHNOLOGY

A wavelet is a mathematical function useful in digital signal processing and image compression. Wavelet transforms and other multi-scale analysis functions [13] have

been used for compact signal and image representations in de-noising, compression and feature detection processing problems. Numerous research works have proven that space-frequency and space-scale expansions with this family of analysis functions provided a very efficient framework for signal or image data. . In signal processing, wavelets make it possible to recover weak signals from noise . The wavelet transforms [14] it offers great design flexibility. Basis selection, spatial-frequency tilting, and various wavelet threshold strategies can be optimized for best adaptation to a processing application, data characteristics and feature of interest. Fast implementation of wavelet transforms using a filter-bank framework enable real time processing capability. Instead of trying to replace standard image processing techniques, wavelet transforms offer an efficient representation of the signal, finely tuned to its intrinsic properties. By combining such representations with simple processing techniques in the transform domain, multi-scale analysis can accomplish remarkable performance and efficiency for many image processing problems. Wavelet analysis [15] is an exciting new method for solving difficult problems in mathematics, physics, and engineering, with modern applications as diverse as wave propagation, data compression, signal processing, image processing, pattern recognition, computer graphics, the detection of aircraft and submarines and other medical image technology. Wavelets allow complex information such as music, speech, images and patterns to be decomposed into elementary forms at different positions and scales and subsequently reconstructed with high precision. Signal transmission is based on transmission of a series of numbers. The series representation of a function is important in all types of signal transmission. The wavelet representation of a function is a

new technique. Wavelet transform of a function is the improved version of Fourier transform. Fourier transform is a powerful tool for analyzing the components of a stationary signal. But it is failed for analyzing the non stationary signal where as wavelet transform allows the components of a non-stationary signal to be analyzed. The wavelet transform has become a useful computational tool for a variety of signal and image processing applications. The wavelet transform is described an algorithms for processing a signal after its wavelet transform has been computed. Wavelet transform is designed to be easily reversible (invertible); that means the original signal can be easily recovered after it has been transformed. This kind of wavelet transform is used for image compression and cleaning (noise and blur reduction). Typically, the wavelet transform of the image is first computed, the wavelet representation is then modified appropriately, and then the wavelet transform is reversed (inverted) to obtain a new image. Wavelets are a powerful statistical tool which can be used for a wide range of applications, namely : signal processing, data compression, smoothing and image denoising, fingerprint verification, biology for cell membrane recognition, to distinguish the normal from the pathological membranes, DNA analysis, protein analysis, blood-pressure, heart-rate and ECG analyses, Finance (which is more surprising), for detecting the properties of quick variation of values, in internet traffic description, for designing the services size, industrial supervision of gear-wheel, speech recognition, computer graphics, many areas of physics have seen this paradigm shift, including molecular dynamics, astrophysics, optics, turbulence and quantum mechanics. Wavelets have been used successfully in other areas of geophysical stud

10. AN EFFICIENT WAVELET

TECHNIQUE IS USED IN NREGAS OF ODISHA

In E-Governance solutions and services will be integrated into image technology process. In the long term, E- Governance solutions and services are also likely to be integrated into electronic appliances, machines and information interfaces. Images are required for substantial storage and transmission resources. So advantage of image compression technique is required to reduce these data. This thesis covers some back ground of wavelet analysis, data compression and how the wavelets have been used for image compression. The threshold is the extremely important influence of compression results to suggest the wavelet technique. As the image compression [16] is that much important one, for that purpose, we will consider an image and assume that the image in a matrix form. As we have to consider the image in matrix of pixel values. In order to compress the image, redundancies [17] must be exploited. For example such exploitations those areas where there is a little change or no change between the pixels are considered as same. Therefore the images having large

area of uniform colour will have large redundancies and conversely images that have frequent and large changes in colour will be redundant and hard to compress. The analysis can be used to divide the information of image in to approximation and detail sub signals show the original trend of pixel values. Three detail sub signals show the vertical, horizontal and diagonal details or changing image. If these details are very small then they can be set to zero without significantly changes in the image. If these values are in the threshold, than they can set to zero [18]. Since those values are less that the threshold values then they will become to zero. In this way, if we get a lot of zeros, then we can say that the image is compressed extremely. After the image compression [19-20] is over that the aim is to get or retrieve the image. The process of retrieving decomposes the image from compression is called 're-strained'. If the energy restrained is 100% that the process is called loss less energy re-trained and image is re-constructed exactly. If the image is not decompose totally, than the type of compression is called lose de-compression.

The important technical issues are discussed here.

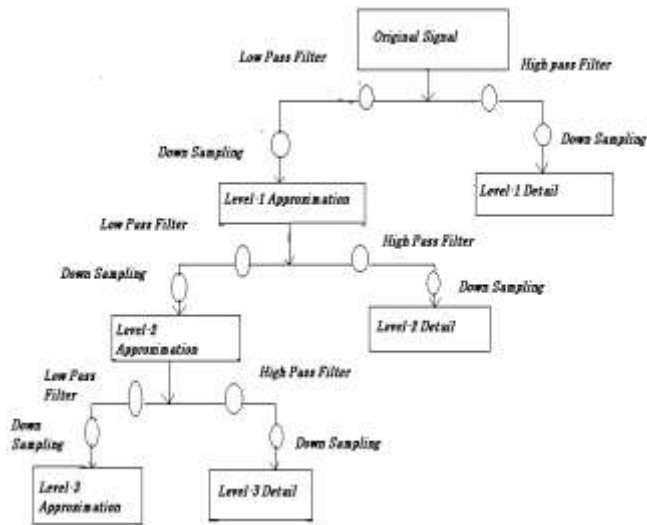


Figure:2.(a)

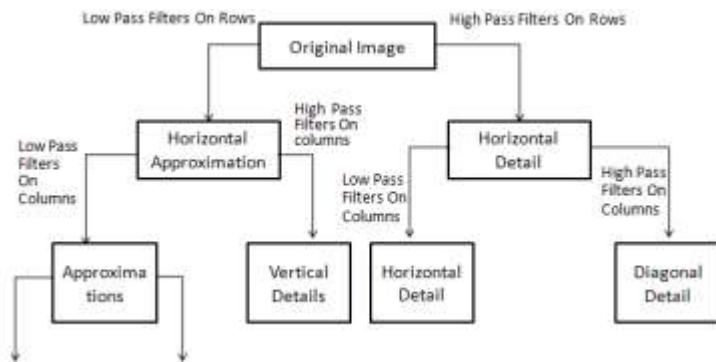


Figure:2.(b)

Fig: 2.(a) & (b). Multi resolution analysis of de-compressing and compressing process by using wavelet Technique.

After Compression, the decompression technique is used to retrieve the information with accuracy and that can be achieved by the intelligent mechanism techniques. Among lot of techniques are available we are going for the particle swarm optimization technique. In this technique we will follow an algorithm [21] for retrieval the exact information. According to that algorithm, it will follow and accurate information can be retrieved easily. There are a number of challenges associated with the long term preservation of digital data. In this paper, we are going to describe how the future desired data are preserved in digital document system. Of most interest to us for this paper are the requirements of future end users of a preserved digital data document. It is crucial when implementing an archival system for the long term preservation of digital data, to consider the end user's needs with respect to the preserved digital document. Such considerations aid in determining exactly what information should be preserved along with the digital document and in what way and we cannot predict everything at the end user. But it may to want to do with a preserved digital document in the future. Which we can assume that they will expect, at least to have the ability to view or interact with the data in the same way as today's users. As such, it is critical that preserved documents can be rendered authentically on future computers. Moreover, the digital document should be interpretable and understandable to future end users as well as remaining usable. As more research, educational and cultural institutions come to realize the enormity and complexity of work required to store, preserve, and accurate large amounts of their unique digital information. More over many will turn to establishing cooperative partnerships for leveraging existing mass-storage capacity or utilizing 3rd party data duration service providers to help satisfy their needs for a redundant and secure digital preservation system.

10.1. SEARCHING THE EXACT DATA:

For searching the desired data we have lot of algorithms, but among them they are not showing the exact data whatever we are required.

For this purpose in this paper we are proposed a technique to search the data accurately with minimum time with without losing of information. That algorithm is the particle swarm optimization technique. By using this we can change the data from real format to binary format and it will search the desired information. Then it will show us the exact data within less time without losing the information. PSO is a population-based optimization technique developed by Kennedy and Eberhart (1995) and Shi and Eberhart (1998) [22]. It is initialized with a population of random solutions. The algorithm searches for optima satisfying some performance index over generation. It uses the number of agents that constitutes a swarm moving around in the search space looking for best solution. The PSO technique can generate high quality of optimization solution within a short computation time and exhibits a more stable convergence characteristic than other optimization methods. The PSO contains 'individual swarms called 'particles'. Each particle represents a possible solution to a problem with d -dimensions and its genotype consists $2*d$ parameters. First d -parameters represent the 'particle positions' and next d -parameters represent velocity components. These parameters move with an adaptable velocity within the search space and retain its own memory with the best position it ever reached. The parameters get changed when moving from present iteration to the next iteration. At every iteration, the fitness function as a quality measure is calculated by using its position vector. Each particle keeps track of its own position, which is associated with the best fitness which has achieved so far. The best position obtained so far for particle i keeps the track.

A large inertia weight (w) (Fig.3) facilitates a global search while a small inertia weight facilitates a local search. By linearly decreasing the inertia weight from a relatively large value to a small value through the course of the PSO run gives the best PSO performance compared with fixed inertia weight settings.

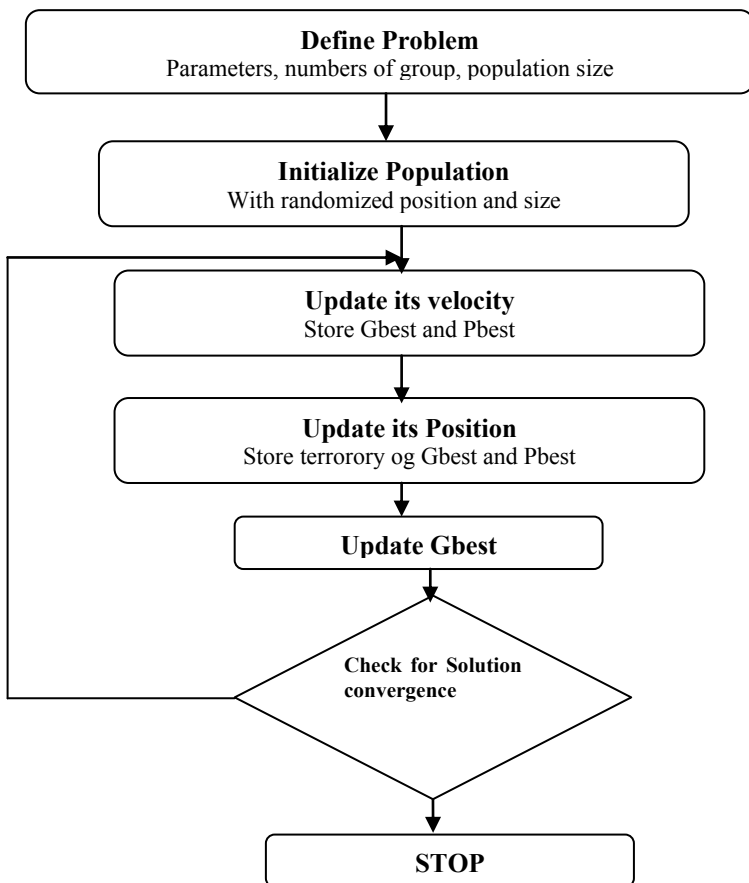


Fig.3. Inertia weight factor

10.2. IMAGE SEARCH ALGORITHM BY USING DISTRIBUTIVE CO-OPERATIVE TECHNIQUE

A distributed system is one in which the processors are less strongly connected. A typical distributed system consists of many independent computers in the same room, attached via network connections. Such an arrangement is often called a cluster [23-24]. A distributed algorithm is an algorithm designed to run on computer Hardware constructed from interconnected processors. Distributed algorithms are used in many variety application

areas of distributed computing, such as telecommunications, scientific computing, distributed information processing and real-time process control [25-26]. Standard problems solved by distributed algorithm are included leader election, consensus, and distributed search, spanning tree generation, mutual exclusion & resource allocation. Distributed algorithms are typically executed concurrently with separate parts of the algorithm being run simultaneously on independent processors & having limited information about what the other parts of the algorithm are doing. One of the major challenges in developing and implementing distributed algorithm is successfully coordinating the independent part of the algorithm in the face of processor failure and unreliable communications links. The choice of appropriate distributed algorithm to solve a problem depends both on the characteristics of the problem and the system. The algorithm will run in such a manner that the probability or link will not failure. The kind of inter-process communication can be performed with help of the level of timing synchronization between separate processors. The distributed object-oriented paradigm helps the designer to master the complexity of cooperative systems. To specify a distributed algorithm, we observe it from three points of view: the group of objects (a set of distributed entities involved in a distributed computation), objects (a local entity), and their methods (an action that can be performed). In our methodology we define an abstract machine specification as an equivalent state/transition model. A state is mainly characterized by its assertion definition. Such an assertion is first expressed using classical logic operators applied to methods on remote or local objects. We add other logic operators to include parallel and distributed features. They allow expressing knowledge and belief predicates. For the final implementation step these operators are realized by particular method calls. Finally a state predicate is verified if it takes a value in a defined set of possible values. A transition is associated with an action to be performed. In fact we use condition / action systems. An enabling condition for a transition is checked and, only if it is true, the corresponding action is executed.

Refinement transforms step by step an abstract model (in the remaining of the paper we use invariably the terms specification and model) of a software system into an executable code. It must be emphasized that, by our different refinement steps, each model inherits the behavioural and knowledge aspects from higher levels. For instance, when a knowledge predicate is used in a group specification, the corresponding knowledge predicate will be found in the object specification level (for instance by the way of Boolean local variables). A distributed system is an interconnected collection of Autonomous process. Such as: Information exchange (WAN), resource sharing (LAN), Multicourse programming, Parallelization to increase performance etc. Replication is increase reliability and, modularity is improved to design system easily. The configuration of a distributed algorithm is composed from the states as its processes and the messages in its channels. A transition is associated to an event at one of its processes. A process can perform internal, send and receive events. So a process is an internal or send event. An algorithm is centralized if there is exactly one initiator. A decentralized algorithm can have multiple initiators. To search any picture we have to use the Thumbnail of the Image as a query, because Thumbnail of any Images are parts of the picture regardless whatever the background. By using one universal Image search algorithm that can capable to represent the features of any multimedia data type for solving the problems. We will use the contents of the Picture as our index key which uses a K-Tree [27]. A directed graph, containing 2^k incoming nodes and one outgoing node have some benefits for the degree of K is affected by the complexity of the data-structure. For another data type we will reuse an algorithms particular feature. Secondly the Information's stored at the higher level of the tree are the lower amount of the feature to describe the global Information. On the other hand the higher Information and the features are stored at the lower level of the tree. Therefore the user's requirements can be adapted between the time and the accuracy by selecting appropriate level of the tree. Thirdly the features of K-Tree are independent, so the position of the nodes in

the tree is same. The problem of inconsistent index structure occurs when a multiple-feature query comes. If the indices of different structures or different data types are processed individually, the database join operation is needed to merge results from each individual index and filters that do not comply with the temporal or spatial constraints. By using the K-Tree to search every feature altogether takes shorter computing time than using feature-dependent structure to search on many indices individually, then merge all results and filters them with spatial constraints.

10.3. GENERALIZED RETRIEVAL MODEL

The k -tree structure is used to retain location information and also a histogram is used to store the characteristics of each portion of the data that corresponds to a part of the tree. This generalized model is depicted in Figure 4. First, either general mathematical models, or special methods, extract the feature of interest. Second, the domain of data type is reduced into a set and each item in the database is also mapped to the set. Third, virtual data values are added to data items, if necessary, to create such that each item will generate a balanced k -tree. A k -tree is built using histogram values for each feature.

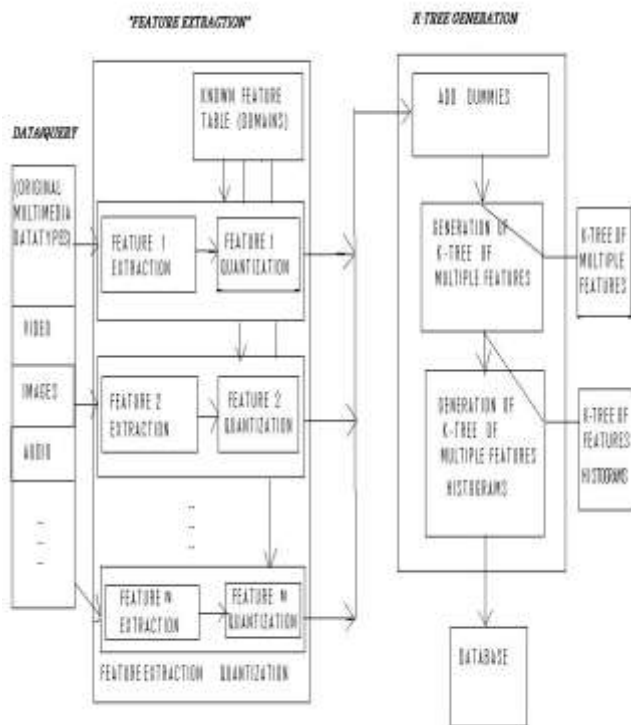


Figure:4. The Generalized Retrieval Method

10.4. BINARY PSO BASED SEARCHING ALGORITHM

Binary PSO based multi-objective Rule Selection Algorithm to perform multi-objective rule selection; we have already extracted N classification rules in the rule discovery phase of classification rule mining. These N rules are used as candidate rules in the rule selection phase. Let S be a subset of the N candidate rules (i.e. S is a classifier). A binary string of length N represent S , where “1” means the inclusion in S and “0” means the exclusion from S of the corresponding candidate rule. We use binary MOPSO to search for pare to optimal rule sets of the following three-objective rule selection problem. Maximize $f_1(S)$

Where $f_1(S)$ is the number of correctly Classified training patterns by S ,

Minimize $f_2(S)$

Where $f_2(S)$ is the number of selected rules in S ,

Minimize $f_3(S)$

Where $f_3(S)$ is the total number of antecedent condition over selected rules in S . The first objective is maximized while the

second and third objectives are minimized.

The third objective can be viewed as the minimization of the total rule length since the number of antecedent condition of each rule is often reformed to as the rule length.

10.5. ALGORITHM

Step-1: Initialize the population POP:R and only generate N_{pop} binary strings (particles) of length N is (no.of candidate rules extracted in rule Extraction phase)

Step-2: Initialize the position of each particle:

For $i=1$ to N_{pop} , $xt(i)=pop[i]$

Step-3: Initialise the velocity of each particle:

For $i=1$ to N_{pop} , $vt[i]=0$ / initializing each velocity with single of 0's /

Step-4: Initialise the P best of each particle:

For $i=1$ to N_{pop} , $PBEST[i]=xt[i]$

Step-5: Evaluate the fitness of each particle /*compute $f_1(s)$, $f_2(s)$ & $f_3(s)$

Step-6: Store the position of the particles that represent non-dominated vectors in the reposition REP.

Step-7: WHILE maximum number of cycles has not been reached DO

(a) Compute the best for each particle in the reposition REP applying k-mediod clustering technique on two objective criterions coverage and confidence.

(b) Compute the speed of each particle using the following expression bit wise:

For $C=1$ to L $vt+1 [i][l] = vt [i] [l] + \text{Rand}(\text{PBRST} [i] [l] - xt [i] [l]) + \text{Rand}(0) (\text{GBEST} [i] [l] - xt [i] [l]) / x \text{Rand}(\text{ })$ tables the values in the range (0.1)

(c) Update the new positions of the particles $xt+1[i]$ bitwise: For $l=1$ to L , Calculate the threshold value

If $(\text{rand}(\text{ }) < w)$ then $xt+1 [i]- [l]=1$
else $xt+1,[i]-[l]=0$

(d) Evaluate the fitness of each of the new particles in pop

(e) Update the p best of each particle.

(f) Update the contents of reposition REP by inserting all the currently non-dominated particles into the reposition. Any dominated

totaling from the reposition are eliminated in the process, since the size of the reposition is limited, wherever it gets full, a secondary criterion for refection known as crowding distance technique is applied. The final result of PSO-based multi objective rule selection (all the final non-dominated particle in the reporting) is not a single rule set but a number of non-dominated rule sets with respect to the three objectives in (7). This is the main characteristic feature of PSO-based multi-objective rule selection.

10.6. ALGORITHM

Virtual Node

The Virtual-Node (VN) in-picture search algorithm

Case A) if query's tree aligns within the k-tree structure of data:

1. Find the distances between feature in root of the query tree and nodes of the data at level L_{i-1} – nodes with solid-line link – of the stored item. If distances are equal to the distance between the query and their parents, the query could be found within those child nodes.

2 Repeat

Case A) Recursively on this child node. If there is no distance at level L_{i-1} close to the distance to the parent, the query is “not aligned”. Follow Case B below.

Case B) if the query data falls in between two or more nodes:

1. If no node in k -tree can be a candidate, Virtual nodes (white nodes) between two nodes have to be generated from the parts of their child nodes.

2. Repeat the whole algorithm into a new tree; use the whole algorithm within the dashed box.

Case C) If height of query is equal to a node height:

1 Use histogram distance function to calculate the distance then

2 Return the distance and location.

10.7.

PICTURESEARCHALGORITHM (GENERALIZED VIRTUAL NODE)

Extended_Query=Add_Dummies (Query)

```

Feature_Of_Extended_Query           =
Feature_Extraction (Extended_Query)
VirtualNodeComparison
(Feature_Of_Extended_Query,
Feature_Of_Extended_Data, ROOT, distance,
Tentative_Location)
IF (distance < threshold) THEN BEGIN
Find “Query Representative,” the largest node in
the k-tree of feature_Of_Query, where no parts
of dummies are included.
Virtual Node Comparison (Query
Representative, Feature_Of_Extended_Data,
Tentative_Location, distance1,
Tentative_Location1)
IF (distance1 < threshold1) THEN BEGIN
Find the final distance by calculating the distance
between the query and area of data where the
beginning of the area is at Tentative_Location1.
Distance = distance1
Location = Tentative_Location1
RETURN
END
END

```

11. CONCLUSION & FUTURE DIRECTION

This paper has described the E-Governance framework an E-governance solution development platform that will lower the cost of developing, deploying and managing government solutions. The framework provides repositories of solution components such as security handlers, record management components and user interface components. Many successful rural projects have exploited the developments in the server, network and software technologies to improve the processing and back-end processing applications. Application design must start with good understanding and documentation of process flows and bottlenecks in the existing system. Application maintenance requires good quality documentation of application and database designing at both system and used levels. Ideally they should belong to the central services agency and must be made available to the maintenance and training agencies. Yes, the Act includes various provisions for transparency and

accountability. For instance, job cards are to be issued to all labourers; wages are to be paid “directly to the person concerned and in presence of independent persons of the community on preannounced dates”; muster rolls and other relevant documents are to be made available for public scrutiny; and so on. Also, regular “social audits” of all REGS works are to be conducted by the Gram Sabha. Further transparency provisions have been included in the Operational Guidelines issued by the Ministry of Rural Development in January 2006. Note also that the Employment Guarantee Act goes hand in hand with the Right to Information Act. The right to information is an important tool for fighting corruption and is essential for the success of the Employment Guarantee Act. The Operational Guidelines state in no uncertain terms that the Right to Information Act “should be followed both in letter and in spirit in all matters relating to NREGA”. The Right to Information Act is very strong, and gives legal backing to these transparency provisions. For every work sanctioned under REGS should have a local Vigilance and Monitoring Committee. Details of work should be displayed on a board at every worksite, in a reader-friendly manner. Wage payments are to be made in a public place on fixed days. Social audits of all REGS works are to be held by the Gram Sabhas. The Guidelines also emphasise that the Right to Information Act should be “followed both in letter and in spirit. The Operational Guidelines (OG) of NREGA, issued by the Ministry of Rural Development in January 2006, includes detailed provisions for transparency and accountability.

Imaging and automated workflow have enabled a major transformation of the E-Governance process at state of Odisha. This paper has given a new solution to the E-Governance problems regarding optimized through Binary PSO based multi-objective Rule Selection Algorithm and all application material will be stored in imaged form and will automate workflow to process applications electronically. The end results will be low cost, transparent and faster.

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