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FULFILLING THE PROMISE OF LEGAL AID -ROLE OF NGO

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Abstract

Laws are made to protect people to live with dignity. However, many litigants could not access justice due to illiteracy, poverty or fear to face the court procedure. A need is felt to provide legal aid. The paper looks into recommendations made by International conventions and at national level, in several committees and commissions. Though legislations are enacted, yet the purpose has gone unnerved. Now, State is supported in this field by NGOs. NGOs render services in legal aid and advice, legal literacy, public interest litigation, legal aid clinics and legal research and advocacy etc. Several judicial decisions also support the contribution Fulfilling the Promise of Legal Aid - Role of NGO

"To no one will we sell, to no one deny or delay right or justice" - Magna Carta.

Keywords: Legal Aid, Non-Governmental Organization, NGO

1.0 Introduction:

While our human civilization is marveling towards new technologies and advancements, there is another group in our society which is suffering because their rights go unprotected due to lack of knowledge, or fear to face the court procedure or lack of finances. The denial of justice has caused the justice to be circumvented, to be mocked and the justice system to be undermined.i Mario Cappelletti and Bryant Garth point out that the emergence of the right of access to justice as "the most basic human right" was in recognition of the fact that possession of rights without effective mechanisms for their vindication would be meaningless.ii

The responsibility lies on Legislature to enact law which protects the poorest of the poor persons. Our Indian Constitution in its Directive Principles lays the duty on the State to protect the rights of these persons. Article 39A of the Constitution of India offers a remedy to this problem. It provides free and competent legal service to every person irrespective of economic or social disability. Today along with the State, several voluntary organizations are working for providing legal aid to protect these rights.

2.0 NGO : Meaning and Scope

The phrase 'Non-Governmental Organization' came into use with the establishment of the United Nations in 1945. Article 71 of Chapter 10 of the United Nations Charter provides for a consultative role played by the organizations that are neither governments nor member states. However, the definition of international NGO (INGO) is first given in resolution 288 (X) of ECOSOC on February 27, 1950. International NGO is defined as 'any international organization that is not founded by an international treaty'. Their relationship with offices and agencies of the United Nations system differs depending on their goals, their venue and the mandate of a particular institution.

NGOs are those voluntary organizations that do not form part of the government and are not for-profit business. It is legally constituted organization which operates independently from the government at local, national or international

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level. It normally works for a particular cause or set of causes in the public interest. It brings the citizen concerns to the knowledge of Governments, advocates, judges and also monitors the policies framed. It protect the rights of the persons who are living a life of want and destitution and who are by reason of lack of awareness, assertiveness and resources unable to seek judicial redress.

Today, there are millions of NGOs throughout the world. They are serving the people who are unable to meet the minimum life standard. India has 31 lakh NGOs which is double the number of schools.iii There are 40,000 NGOs operating internationally.iv These organizations play a very significant role in providing legal aid in the society. Ban Ki-Moon quotes, "The times demand a new definition of global leadership that requires a new constellation of international cooperation - governments, civil society and the private sector, working together for a collective global good".v NGOs are working in the fields of education, legal, children, women, differently abled, old aged. The present paper will focus on their contribution in legal aid.

NGOs are working to provide community-based life skills programs, community work opportunities, group counseling and open 'custody group homes' for children in conflict with law. Several organizations have come to provide legal literacy and awareness among all the sections of our society. The growing importance of NGOs can be attributed to the ground reality that the State is failing in fully addressing the issues pertaining to legal aid and legal literacy . The major services rendered include legal aid and advice, legal literacy through awareness generation, entitlement surveys, legal networking, demystification of law, para legal workers training and cadre development, publication and dissemination of legal information, fact finding, documentation, promotion of public interest litigation and public interest negotiation, legal aid clinics and legal research and advocacy etc..

3.0 Definition of Legal Aid:

Legal aid is the providing assistance to people who are otherwise unable to afford legal representation and access to the court system. It provides access to justice by ensuring equality before law, the right to counsel and the right to fair trial.vi "Legal Aid" is an arrangement in the society so that the machinery of administration of justice becomes easily accessible and is not out of reach of those who have to resort to it for enforcement of its given to them by law" the poor and illiterate should be able to approach the courts and their ignorance and poverty should not be an impediment in the way of their obtaining justice from the courts.vii The need of time is that legal aid institutions should the function as a catalyst in translation of Part IV of Directive Principles of the Constitution into realities.viii Legal aid is available to all people irrespective of their caste, status, creed or race at the doorstep. The philosophy of legal aid as an inalienable element of fair procedure is evident from Mr. Justice Brennan's well-known words

"Nothing rankles more in the human heart than a brooding sense of injustice. Illness we can put up with. But injustice makes us want to pull things down. When only the rich can enjoy the law, as a doubtful luxury, and the poor, who need it most, cannot have it because its expense puts it beyond their reach, the threat to the continued existence of free democracy is not imaginary but very real, because democracy's very life depends upon making the machinery of justice so effective that every citizen shall believe in an benefit by its impartiality and fairness".

4.0 International Conventions

4.1 Universal Declaration of Human Rights

Article 8, UDHR provides everyone has the right to an effective remedy by the competent national tribunal for Acts violating the Fundamental Rights guaranteed by the Constitution or by law.x

4.2 International Covenant on Civil and Political Rights

Article 14 (3) of ICCPRxi guarantees that everyone shall be entitled to the following minimum guarantees, in full equality: (a) To be informed promptly and in detail in a language which he understands of the nature and cause of the charge against him;

(b) To have adequate time and facilities for the preparation of his defence and to communicate with counsel of his own choosing;

(c) To be tried without undue delay;

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(d) To be tried in his presence, and to defend himself in person or through legal assistance of his own choosing; to be informed, if he does not have legal assistance, of this right; and to have legal assistance assigned to him, in any case where the interests of justice so require, and without payment by him in any such case if he does not have sufficient means to pay for it;

(e) To examine, or have examined, the witnesses against him and to obtain the attendance and examination of witnesses on his behalf under the same conditions as witnesses against him;

(f) To have the free assistance of an interpreter if he cannot understand or speak the language used in court;

(g) Not to be compelled to testify against himself or to confess guilt.

4.3 International Covenant on Economic Social Cultural Rights, 1966

The Preamble recognizes that everyone has rights of inherent dignity to all members of human family. Also, without discrimination of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.xii

4.4 United Nation Declaration on the Elimination of All forms of Racial Discrimination

Article 7 guarantees everyone has the right to equality before the law and to equal justice under the law. Everyone without distinction as to race, colour or ethnic origin, has the right to security of person and protection by the State against violence or bodily harm, whether inflicted by government officials or by any individual, group or institution. Also, he has the right to an effective remedy and protection against any discrimination.

5.0 Recommendations of Commission and Committees :

There are several commissions and committees which made recommendations. These have been implemented in the country from time to time. The main objective was to revamp the judicial system with a view to reduce delay and enlarge access to justice.xiii

5.1 Rushcliffe Committee

This committee enquired about the facilities existing in England and Wales for giving legal advice to the poor and to make recommendations as appear to be desirable for ensuring that persons in need of legal advice are provided the same by the State. The Committee had

recommended four-tier machinery i.e.,

(i) at Taluka (tehsil) level,

(ii) at district level,

(iii) at greater Bombay level, and

(iv) at State level

5.2 14th Law Commission Report, 1958

The commissionxiv noted that equality is the basis of all modern systems of jurisprudence and administration of justice. Equality before the law implies that all the parties must have an equal opportunity to access the court . but this access to the Court is dependent upon the payment of court fee and lawyers fee. Unless some provision is made for assistance the equality is denied. Rendering of legal aid to the poor litigant is, therefore, not a minor problem of procedural law but question of fundamental character.

5.3 Bhagwati Committee, 1949

The Government of Bombay appointed a committee under chairmanship of Justice N.H. Bhagwati. In its report submitted on 31st October 1949. The Committee made the following recommendations:

a. Administrative machinery of legal aid should be constituted at four levels namely, 1) State level 2) High Court level 3) District level and 4) Taluka level

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b. The Committee adopted the three fold test laid down to determine eligibility: Means test- to determine people entitled to legal aid Prima facie test- to determine whether there was a prima facie case to give legal aid or not Reasonableness test- to see whether the defence sought by a person is ethical and moral.

5.4 Expert committee, 1973

The Committee is constituted under the Chairmanship of Justice Krishna Iyer. The Committee provided a workable solution on legal aid to be a success. It recommended "Mere Statutory incorporation of a national body does not dissolve all difficulties of organisation. The infrastructure at the grass roots level, i.e. at the court and block level has to be well designed and the legal aid procedure simplified, then the whole effort will end up in a proper programme." In the first instance, they can help to make people aware of the existence of legal aid and direct or guide those who stand most in need of such assistance to the legal aid Centre. By directing persons in real need of legal aid service to the legal aid centres and by creating an awareness among those responsible for administering legal aid that their services are specially needed in some quarters they, call'. Ensure that the benefits of the scheme are not diverted to the more vocal and aggressive sections of the population and that the weak and the timid also get the benefit of an organisation primarily, set up for their benefit. xv

5.5 National Judicare Equal Justice and Social Justice:

In 1976, a Committee was appointed under the Chairmanship of Justice P.N.Bhagwati. Other members included Justice Krishna Iyer, who stated, "If the State is to ensure a just social order for the welfare of the people and if the legal justice is the root of orderly progress, there can hardly be any doubt that poverty jurisprudence must be developed in our country so that human justice through human law may promote in the people faith in the constitutional order".xvi

5.6 Committee for Implementing Legal Aid Schemes (CILAS)

In 1980, this committee is constituted at national level. Also known as Bhagwati committee. The Committee recommended the introduction of Lok Adalats to the justice dispensation system of this country and providing a supplementary forum of the litigants to conciliatory settlement of their disputes. It also monitored and implemented legal aid programs on a uniform basis in all the States and union territories. The Committee evolved a model scheme for legal aid programme, and set up several legal aid and advice boards throughout the country.

5.7 Constitutional Provisions:

The Preamble mentions Justice as social, political and economic. This cannot be realized unless the three organs of the State, the legislature, executive and judiciary join hands together to find ways and means for providing to the Indian poor equal access to its justice system. Article 39A of the Constitution of Indiaxvii provides for free legal aid and mandates that the State shall secure that the operation of the legal system, to promote justice on a basis of equal opportunity, and shall in particular, provide free legal aid, by suitable legislation or schemes or in any other way, to ensure that opportunities for securing justice are not denied to any citizen by reason of economic or other disability. other arenas and results in vigilantism and violence.

Article 14 of the Constitution of India provides that the State shall not deny to any person equality before the law or the equal protection of the laws. Article 15 of the Constitution of India provides the State shall not discriminate against any citizen on grounds only of religion, race, caste, sex, place of birth or any of them. Article 21 provides that no person shall be deprived of his life or personal liberty except according to procedure established by law.

Article 22(1) of the Constitution, expressly provides that. "No person, who is arrested, shall be detained in custody, without being informed, as soon as may be, of the grounds for such arrest, nor shall be denied of the right to consult and to be defended by a legal practitioner of his choice."

6.0 Legislative Provisions on Legal Aid:

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Section 12 of the Legal Services Authorities Act, 1987 prescribes the criteria for giving legal services to the eligible persons. Section 12 provides every person who has to file or defend a case shall be entitled to legal services under this Act if that person is (a) a member of a Scheduled Caste or Scheduled Tribe; (b) a victim of trafficking in human beings or beggar as referred to in Article 23 of the Constitution; (c) a woman or a child; (d) a mentally ill or otherwise disabled person; (e) a person under circumstances of undeserved want such as being a victim of a mass disaster, ethnic violence, caste atrocity, flood, drought, earthquake or industrial disaster; or (f) an industrial workman; or (g) in custody, including custody in a protective home as in section 2 (g) of the Immoral Traffic (Prevention) Act, 1956 or in a juvenile home within the meaning of clause; (j) of section 2 of the Juvenile Justice Act, 1986 or in a psychiatric hospital or psychiatric nursing home section 2 (g) of the Mental Health Act, 1987; or (h) in receipt of annual income less than rupees nine thousand or such other higher amount as may be prescribed by the Central Govt., if the case is before a court other than the Supreme Court, and less than rupees twelve thousand or such other higher amount as may be prescribed by the Central Govt., if the case is before the Supreme Court. Sec 303, Criminal Procedure Code, 1973 provides any person has a right be defended by a pleader of his choice.

Sec 303, Criminal Procedure Code, 1973 provides any person has a right be defended by a pleader of his choice. Section 304 provides when legal aid to accused will be provided at State expense when he is not represented by a pleader, and where it appears to the Court that the accused has not sufficient means to engage a pleader, the Court shall assign a pleader for his defence at the expense of the State.

Order 33 and Order 44 of the Code of Civil Procedure enables a person who is ridden by poverty or not possessed of sufficient means to pay court fee to seek justice. It exempts such indigent person from paying requisite court fee and allows him to institute suit or prosecute appeal in forma pauperize.

6.1 Legal Aid and NGOS:

Today, NGOs are focussing on unlimited range of causes but the cardinal principle is that it has to function in consonance with the bye-laws or trust deed as the case may be. NGOs work for the upliftment of society in different fields. The objectives or causes for which they work and receive funds may differ. It is working not only in natural disasters or health and sanitation facility but also in order to provide legal aid. Traditionally, legal aid means providing lawyers for the persons who are unable to pay fees for the legal services. Its object is to make it possible for every person to have equal protection of law.

Legal Aid also includes giving free legal services, legal awareness and legal representation to the people who cannot afford the services of a lawyer for the conduct of a case or a legal proceeding in any court, tribunal or before any authority.

6.2 Legal Awareness and Legal Literacy:

The aim of legal empowerment can be achieved through legal awareness and legal literacy. Legal awareness programs are organized for the villagers, poor people, tribal people, students, communities, NGOs, Government functionaries etc. all over the country to realize their rights and empower them to demand justice, accountability and effective remedies at all levels. NGOs create awareness for the rights among people.

NGOs promote awareness among people for their rights and also defend these individuals if they believe they have been discriminated against. It also provides other kinds of legal support services and information.xviii

- A considerable volume of films and literature is used to make the process of understanding the law easy and enjoyable training modules on a wide range of laws and issues. NGOs create awareness among tribal people.
- NGOs organize puppet show, stage show in the regional languages to create long lasting impression.
- NGOs publish legal literacy materials, and conduct legal awareness workshops for activists and the community, and also train state functionaries on legal provisions and procedure.
- Critical knowledge of legal provisions and processes coupled with the skills to use this knowledge is beneficial to a common man.

6.3 Legal Advice

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NGOs provide legal advice on the matters affecting an individual or community or society. It works to promote awareness among people for their rights and also defend these individuals if they believe they have been discriminated against. It also provide other kinds of legal support services and information.xix

NGOs are dedicated in raising environmental issues like air, water, noise pollution, hazardous waste, e- waste, solid waste, toxic material problems into the knowledge of public domain.

6.4 Legal advice on specific cases

- Provide information on the relevant state authorities and current legislation
- Preparing legal documents.

NGO have given a helping hand to asylum applicants and refugees who cannot afford a lawyer. As the demand for legal aid is more than the available services, many go unrepresented. In 2009, UNHCR in collaboration with Canadian government and non-governmental organizations, have encouraged NGOs, faith-based groups and service providers to help asylum seekers, refugees to complete the PIF or at least provide them guidance.xx

6.5 Legal Assistance

NGOs provides free legal assistance to the poor and the marginalized e.g. women, children, old age, persons with disabilities, the poor. Legal assistance can range from legal advice and counseling, to representation in court through litigation. It provides legal counseling and legal assistance through the lawyers and community justice workers. The lawyers also make direct legal representation in courts.

NGOs bear the expenses like relating to

- court and other processing fees;
- charges for preparing, drafting and filing of any legal proceedings;
- charges of a legal practitioner or legal advisor;
- costs of obtaining decrees, judgments, orders or any other documents in a legal proceeding;
- costs of paper work, including printing, translation etc.

NGOs provide Rehabilitation Centre, Shelter Homes, Observation Homes for women, juveniles, alcohol and drug addicts. It also has old age homes for senior citizens.

6.6 Legal Research

The National Legal Research Desk (NLRD) has been instituted to strengthen the implementation of the laws related to Women and Children in India. NLRD focuses on documenting the recent changes in the law, collect and compile the Recent Landmark Judgments of the Supreme Courts of India & the High Courts and ensure wide scale dissemination of the same through the government and the non government machinery. The NLRD will work with Law Enforcement Agencies, Police Academies, Judicial Agencies, Government Agencies, Statutory Agencies, NGOs, Civil Society and Mass Media on promoting Access to Justice for Women and Children. The NLRD website is a knowledge Hub for compilation of all Laws, judgments and resource materials on Violence against Women and Children in India it will focus on the laws related to Human Trafficking, Domestic Violence, Juvenile Justice, Rape Laws, PCPNDT Act, Honour Crimes and Victim Compensation.xxi

Thus, NGOs bring remedy available at the door step. Justice Krishna Iyer called legal aid as a catalyst which will enable aggrieved masses to reassert the State responsibility and create effectiveness.

6.7 Working at the Grassroot Level

NGOs have the capacity to work at the grassroots level. In India, many organizations are in direct contact of the common man and are working for consumer protection, child health and education, women, environmental protection, tribal people, differently able people. An individual consumer may be very less affected in cases of food adulteration, black marketing and avoids knocking the doors of the courts but as a community the loss is of many

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lakhs or crores. NGO is an organization of collective persons of same interest is strong and is able to achieve its goal.

7.0 Sources of Funds

NGOs, however, cannot run without funds. It raises funds from the United Nations, Government organisations, private trusts and philanthropies, individual donations, religious institutions, and in many cases, other NGOs. Government should provide sufficient funds for such agencies. Due care should be taken that these NGOs are not misused by the political parties or foreign organisation for an ulterior motive. NGOs can and do contribute to democracy through challenging governments and promoting social interests, but they themselves are not democratic institutions and generally have no democratic accountability.

8.0 Judicial Trends on Issued Raised by NGO

NGOs from time to time have raised several issues of public importance in our society. This has made the people aware about their rights and also to fight for them. Public Interest Litigation is declared as a strategic arm of the legal aid movement. It has brought justice within the reach of the poor masses, who constitute the low visibility area of humanity. It is different kind from the ordinary traditional litigationxxii. Public interest litigation is brought before the court not for the purpose of enforcing the right of one individual against another as happens in the case of ordinary litigation, but to promote and vindicate public interest which demands that violations of constitutional or legal rights of large numbers of people who are poor, ignorant or in a socially or economically disadvantaged position should not go unnoticed and un-redressed

8.1 Environment: NGOs have raised different environmental issues in the society. It creates awareness among people for their right to have pollution free environment. In the case of Council for Environment Legal Action v. Union of Indiaxxiii the Public Interest Litigation is filed by registered voluntary organisation regarding economic degradation in coastal area. Supreme Court issued appropriate orders and directions for enforcing the laws to protect ecology. Several public spirited individuals have raised environmental issues.

8.2 Labourers:

In the case of People's Union for Democratic Rights v. Union of Indiaxxiv, (also known as 'Asiad Case'), here the Government of India has employed some contractors for construction of buildings and projects in connection with the Asiad Games 1982. The labourers engaged in the construction work are paid very meagre wages and also, there is discrimination of wages between men and women. The Supreme Court treated the letter by the People's Union for Democratic Rights, NGO as a writ petition and directed the authorities concerned to pay the wages according to the Minimum Wages Act, 1948. Another case for the protection of rights of labourers is Bandhua Mukti Morcha v. Union of Indiaxxv the Supreme Court entertained a letter complaining about prevalence of bonded labour system in Faridabad District of State of Haryana. Here, the stone quarries workers are living in most inhumane conditions The court allowed PIL under Article 32 and 226 by the petitioner to protect a person or class of persons whose fundamental right is violated and unable to approach the court of judicial redress on account of poverty or disability or socially or economically disadvantaged position who are living a life of want and destitution and who are by reason of lack of awareness, assertiveness and resources unable to seek judicial redress.

8.3 Juveniles:

NGOs raise issues related to juveniles. The landmark judgment on juveniles raised by NGO is in the case of Sheela Barse v. The Secretary, Children Aid Society and othersxxvi where a petition was filed for the release of all children below the age of 16 years detained in various jails in different States and seeking detailed information in respect of them. The Court directed the State governments to take steps for completing the investigation within three months in cases lodged against children and to establish an adequate number of courts to expedite the trial of such cases. Also, NGOs have rehabilitation centers, shelter homes, after-care observation centers for juveniles.

8.4 Sex Workers:

Here, in the case of Budhadev Karmaskar v. State of West Bengal,xxvii the NGO along with State Government fought for the rehabilitation homes to the sex workers in our country. Also, giving some technical skills through which they can earn their livelihood instead of by selling their bodies. The Honorable Supreme Court mentioned that

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the word `life' in Article 21 of the Constitution mean a life of dignity, and not just an animal life. Though it will take time, but a constant effort is required from the people of the country. This case educates the public regarding present the situation of sex workers in the country. It makes an appeal that through the idealism and patriotism of the young people only the massive problems of sex workers can be solved.

Under trial prisoners: It is estimated that around 66.4 percent under trial people are waiting for justice in Indian prisons. Poor people face legal exploitation just because they cannot afford a few hundred rupees for bail. Legal help is among the prime needs of many poor people in India. NGO provides legal aid assistance, protection and rehabilitation to the under trial prisoners. It organizes several important workshops, seminars, training sessions which is one of the major legal aid in the country. In the case of Veena Sethi v. State of Biharxxviii the Supreme Court has treated a letter addressed to a Judge of the Supreme Court by the Free Legal Aid Committee at Hazaribagh, Bihar as a writ petition. The landmark judgment is in Hussainara Khatoon v. State of Bihar casexxix, where legal aid is not provided to under trials who were languishing in jails. The Court held that right to free legal services is an essential ingredient of reasonable, fair and just procedure. It is implicit under Article 21 read with Article 39-A of Constitution of India provides right to free legal aid as a Constitutional right.

8.5 Victims of Sexual Assault:

NGOs conduct social awareness programmes to establish the dignity of women at work place or of women labourers in the society.In 1995, the Supreme Court in the case of Delhi Domestic Workers' Forum v. Union of India xxx emphasized the need for legal representation of the victim. The court directed the National Commission for Women (NCW) to draw up a statutory scheme for rehabilitation of victims of sexual assault. Also, in 1997 The Hon'ble Supreme Court in Vishaka v. State of Rajasthan. passed an order laying down the norms and guide lines to be followed by the employers for tackling the incidents of sexual harassment of women at workplace and other institutions. The Supreme Court also directed setting up of a Complaints Redressal Forum in all work places and amendment of the disciplinary / conduct rules governing employees by incorporating the norms and guidelines. In the case of Bachpan Bachao Andolan v. Union of Indiaxxxi Learned Solicitor General, Shri Gopal Subramanium suggested to include Pilot Project to combat the trafficking of women and children for commercial sexual exploitation. The scheme will include networking with law enforcement agencies, rescue operation, temporary shelter for the victims, repatriation to hometown and legal services etc. Till today, it has consultative status. It has not received well established status in society.

9.0 Conclusion and Suggestions

NGOs today are working hand in hand with state machineries for the betterment of the society. Their contribution helps in bringing the issues and problems to notice. Public interest litigation filed are a step in this direction. The recommendations are implemented which has have helped to bring change in the system. However, there is a long way to go.

- The support system has to be improved. Between the government and NGOs to work effectively;
- Constant supervision, monitoring and evaluation of the juvenile justice system at NGOs;
- Resources for protection available are meagre and their utilization is extremely uneven across India;
- More NGOs are required in the areas of child marriage, female feticide, discrimination against the girl child, drug abuse, militancy, abused and exploited children and children of vulnerable groups like commercial sex workers, prisoners, migrant population and other socially vulnerable groups, etc.
- Legislation should overcome the lacunas to enable NGOs function effectively and efficiently;
- Need of trained and capacity building personnels for the child protection system;
- NGOs to come forward to raise issues of drug abuse, HIV/ AIDS and sexual abuse related vulnerabilities of children;
- Inspite of law against begging, sufficient schemes do not exist to address the needs of child beggars or children used for begging.

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