The current world-wide search for ways to make optimal use of very scarce resources and stimulate broad-based development makes it very timely for economic development agencies to take stock of the activities of development organisations and strengthen collaboration among public and private institutions engaged in promoting growth with justice. Among the development organisations, NGOs have a long history and in fact, predate many of the development agencies. Role of NGOs in development is recognised all over the world and sincere efforts have been initiated to systematically present their functions, management, resource base etc. But studies are being constrained in many ways. For instance, NGO terminology itself is not yet well established since NGO typology is uncodified. They operate under different ideology and different nomenclature. An organisational theory to evaluate the functions of development organisations is also lacking. Hence an attempt is made in this chapter to highlight the basic issues and current thinking about the science of organisation, organisational input and women in development in the background of:
(i) contemporary definition of development,
(ii) significance of organisation as a development input,
(iii) typology of organisations,
(iv) changing role of NGOs and Voluntary Development Organisations (VDOs),
(v) role of women in development and
(vi) women and development organisations.

4.1 Development defined

Development is a positive change in the desirable direction and as such economic development is a change directed towards the economic well-being of the people concerned. But a change which occurs without structural transformation aggravates the existing social inequalities and imbalances. Development, paradoxically turns to be a human tragedy to many groups and individuals who are alienated from the process of prosperity. ESCAP has rightly observed that by the development process "social groups which have had minor roles in production (youth, disabled, aged) or whose labour is not given due recognition (women) or more generally those who do not possess the means of production (the poor) have been marginalised not only economically but also socio-culturally and politically"¹. The fallacy of "trickle down theories" and the reality of increasing concentration of economic power compelled the planners and policy makers to think about the
"other side of the development". Alternative development models were the result of such compulsion.

Growth with justice turned to be the new development paradigm and people's participation emerged as a new policy instrument. People were accepted as the subject and object of the participatory development process. "There is growing consensus at national and international levels about the importance of participation both as a means and as an objective of development"².

The world has even moved from a growth oriented development vision which equates human progress with growth in market value of economic output and subordinates both human and environmental consideration to a people-oriented growth with justice and environmentalism. Hence, the development issue of 1990's is not growth. It is transformation of our views and values in favour of ecological and social realities reaffirming justice, sustainability and inclusiveness as the authentic principles of true development. Hence David Korten defined development as "a process by which the members of a society increase their personal and institutional capacities to mobilise and manage resources to produce sustainable and justly distributed improvements in their quality of life consistent with their own aspirations"³. The issue was

However, the world agenda for development is different for developed countries which have already attained a laudable standard of living, and for developing countries which have not yet realised a minimum standard of living. Hence, the thrust of the less developed countries even at present is to attain growth - a self sustainable growth with people's participation, to ensure equity and endurance. Under these circumstances, in developing countries, development is basically a problem of organisation which is capable of mobilising, utilising and evaluating all the development inputs like resources, technology, institutions and values. But, effective development organisations are most lacking in these countries.

4.2 Organisational input for development

Organisation is as important as land, labour and capital for development. But studies, models and theories explaining the role of organisation in development are relatively scanty compared to the voluminous literature available on other inputs. Organisational science imported from the West can barely scratch the surface of the organisations in developing countries. Organisational
priorities of the West and the East are different due to
difference in the degrees of development and the reasons for
the same. Need is an indigenously synthesised input for
organisational science. As a science, it should be capable of
explaining behaviour at individual/group level, organisational
level and in associations of organisations. It should also
enable increased effectiveness of organisations and people to
achieve development.

However, the organisational science of the West and
that replicated in the East are explaining only organisational
behaviour and development organisations is seldom treated
systematically either by economists or by management experts. It is apt to say that organisation theory developed in the
business environment and public bureaucracies possess very
limited usefulness to explain the behaviour of development
organisations like NGOs.

If one tries to identify the existing references
regarding social or development organisations, one can see
them in the socialist School of Karl Marx (1817), democratic
School of Tocquevilla (1835), neutral School of Simon (1958),
liberationist school, technocratic school and structuralist-
reformist school of Esman and Uphoff (1984). Neutral school
has contributed the concepts of organisational structure,
membership participation, collective behaviour etc. For
socialist school, organisation is the weapon of the weak in their struggle with the strong. For democratic school, the number turned important to overcome the deficiencies of unorganised poor and they motivated co-operatives in European countries. Liberationist school of Freire (1970) and Nerfin (1977) think that unorganised poor should organise for self-help and seek self emancipation without external help. Technocratic School of L. Brown (1970) believes that progress depends on technological advancements. Structuralist-reformist approach believes that within the political framework of any regime, there may be opportunities for organisations to function and serve the poor, even with government patronage. Wherever, opportunity to organise exist, the poor can improve their conditions.

The organisational and behavioural sciences in the field of business and public administration are highly developed, but inadequate to explain the causal relations in developmental organisations. The theory of social organisations developed by sociologists and economists are not fully capable of explaining modern development organisations with their complexities of size, nature and functions. However, there is universal recognition among the development professionals and practitioners that organisation is an important input for development and development entrepreneurs
in group can be effective instruments for immediate transformation of many of the third world economies.

4.3 Typology of development organisations

Unlike administrative and market approaches, development association is an organisational alternative to achieve development. A development organisation mobilises, utilises and monitors economic and non-economic inputs for development and evaluates/follows-up the outcome. They create congenial development culture by making necessary changes in values, attitudes and institutions of the society.

It is difficult to frame a typology of development organisations due to the multiplicity of their functions, objectives, size and command over resources. Korten⁵ has classified NGOs into Voluntary Organisations, People's Organisations, Public Service Contractors and Governmental NGOs. John Clark⁶ has identified six types of NGOs, viz., (i) relief and welfare agencies (ii) technical innovation organisations to pioneer improved methods for progress (iii) public service contractors to implement part of government programmes (iv) popular development agencies concentrating on self-help and grass-root democracy (v) grassroots development organisations and (vi) advocacy groups and network for education and lobbying. The World
Bank has tried to codify the typology of NGOs as philanthropic and self-help organisations which are further classified into welfare NGOs, Development NGOs, Donor NGOs, Local NGOs etc.

In the Indian context, Development Organisations (DOs) can be broadly classified into Governmental Organisations (GOs), Non-governmental Organisations (NGOs) and People's Organisations (POs). The major GOs are the development departments of government, special development agencies like DRDA, CADA etc., Commodity Boards, certain Corporations and institutions like NABARD, IDBI etc. and government financed autonomous institutions like R&D Organisations, Universities, Nehru Yuvak Kendra etc. Among the NGOs, major constituents are individual development entrepreneur, trusts, cooperatives, voluntary organisations and mahila samajams. Among the various NGOs, especially voluntary agencies, development-oriented private voluntary organisations (DOPVOs) are specially pointed out by Brown. All the GOs and NGOs are second or third party organisations for development, while POs are first party organisations. It is an association for mutual benefit and self-reliance through democratic means.

Development roles of NGOs changed over the years when that of GOs shifted from police state to welfare state and to development state. As such Brown has highlighted three
generations in NGOs, viz., first generation NGOs with relief work, second generation for local projects and third generation for self sustainable development systems. Korten\textsuperscript{10} has observed four generations in the evolution of NGOs, in the order of (a) relief and welfare (b) community development (c) sustainable development and (d) people's movement. People's movement are moved by social energy than money.

In a wide spectrum of social affairs, one can see all generations of NGOs in the same society, especially in that of developing economies. The role ascribed to NGOs and accepted by them is determined by the values and culture of existing socio-economic and political institutions. However the effectiveness of NGOs as an alternative to statutory or commercial organisations depends on their role as a change agent conducive to social transformation.

4.4 Voluntary development organisations

Co-operatives, though large in number with very huge resource turnover and elected Board of Directors, are practically government extension agencies, strictly controlled by government officials. Hence among the NGOs, Voluntary Development Organisations (VDOs) are significant on account of their autonomy and independent activities. Lord Beveridge defined voluntary organisations (VOs) as an organisation
initiated and governed by its own members without external control. It is considered as a new mission of a few new missionaries\textsuperscript{11}. Kulkarni\textsuperscript{12} has defined VOs as "a form of organising activities, supporting, strengthening and helping to develop work to meet all types of needs of individuals and groups in a society". Sivaraman Committee\textsuperscript{13} has suggested objective conditions for VOs, viz., (i) duly registered (ii) statutory managing committee (iii) competent staff (iv) proper accounting/monitoring system and (v) a master plan for work.

At present VOs vary widely in their size, functions, methodology and motivation. Wolfenden Committee in Britain\textsuperscript{14} has found incredible diversities in the collectivity known as VOs and has stressed their role in a pluralistic system of social provisions as an alternative to informal, commercial and statutory systems. Peter Bowden\textsuperscript{15} has attributed three major functions to NGOs as (a) provision of services and assistance (b) creation of self-help capabilities and (c) advocacy/education.

The major advantages of NGOs are (i) proximity to people and their need (ii) flexibility in procedure and programmes (iii) cheap delivery system (iv) human touch (v) creating self-reliance (vi) ensure people's participation (vii) mobilise local resource/initiative (viii) empowering the
attitudinal and behavioural change, they supplement the work of GOs. By undertaking the implementation of government programmes or by initiating own programmes for people's development, NGOs are complementing the works of GOs. But NGOs can plan and implement programmes to replace the inadequate governmental projects.

The creation of development partnership has sometimes failed due to diffidence and inadequate linkages. It is fraught with "value differences, goal conflicts, mutual suspicion and contradictory expectations that are inevitable among such diverse partners". Tension-ridden relations among development organisations are being pointed out by ESCAP in one of their studies. ESCAP has also suggested measures for co-ordination between GOs and NGOs for social development, in yet another study. In a study in Thailand, the need for concerted effort to establish credentials of NGOs with government and credibility with people is emphasised. NGOs are suggested to collaborate among themselves and co-ordinate with GOs.

4.6 Women in development

Woman is the central figure in our society who inspires confidence and inculcates and prepares children to pursue their goals relentlessly. History bears testimony to
the fact that heights of patriotism, selflessness, fearlessness and determination are imbied in children only through the persistent efforts of mothers. But, unless woman is provided with the prerequisites of education for developing her vision, proper health care and social security, respect and status, her efforts may not achieve the ultimate objective of a strong, civilised and prosperous nation. It is an accepted fact that women have been either neglected or denied their due place in society. They are overlooked in the sharing of the fruits of their labour. "Although women represent fifty per cent of the world's population, and one-third of the official labour force, they perform nearly two-third of all working hours, receive only one-tenth of the world income and own less than one per cent of the world property". Besides, the changes in the process of development have been affecting them even adversely. It has now become imperative to remedy these imbalances. Health, education and their economic potential have to be taken care of in order to harness fully the rich resources of women power for the overall development of the society.

Over the past 35 years or so, development programmes have largely yielded somewhat disappointing results. Efforts have been planned and carried out almost entirely by and for men, with little concern for the role of women. Any effort
that overlooks half the people involved obviously leads to failure. Hence, "many development planners now realise that the full participation of women in development directly involves, half the available human resources, holds, the greatest potential for break-throughs in many difficult sectors, and offers the key to unlock the development dilemma"24.

National development policies and plans have, by and large neglected gender dimension in development theory and practice. Since achieving increased growth in production depends as much on women as on men, progress towards more just societies must include greater equality for women.

In the course of economic and social development, many activities traditionally performed by women or in the immediate vicinity of the home are inevitably superseded by the introduction of mass produced goods and modern services. As a result of these changes, women are deprived of many opportunities to earn money incomes and to contribute in kind to the support of the family. It is important, therefore, that economic planning be designed in such a way that the unavoidable decline of female work input in traditional activities does not entail a loss of the benefit to them.
Gandhiji laid great emphasis on the role of women in national life. He asserted that future India cannot be built without the conscious participation of one half of its population, i.e., the women, and he believed that it is only through such participation women can liberate themselves. "If in Gandhiji's concept of things, rural development has to begin at the bottom, then women would provide a real index of the development of the village of India".

Women are recognised not merely as targets of welfare policies in the social sector, but as critical groups for development. By the mid 1970's and with the publication of the Report on the Status of Women in India — the first highly comprehensive and informative report on woman — it has been widely accepted that women had been left out of the development process and that greater efforts have to be made to move women into the development mainstream. The Commission on the Status of Women has expressed its grave concern over continuing discrimination against women and infringement of their right in number of states. At the time of the formulation of the Sixth Five Year Plan, a chapter titled, "Women and Development" has been specially incorporated to correct the imbalance. "This shift represents reassertion of the principle of women's equality of rights — to participate effectively in the process of development,
ensuring thereby movements in the direction of the constitutional goals. 27

With the change in the outlook, attitudes and approach towards living, it has now become necessary, by and large, for the families with inadequate incomes to supplement their requirements through additional earnings. Employment of poor women is, thus, indispensable not only for the survival of individual families, but also for the maintenance of wider, socio-economic system. The economic revolution in any country is not possible without women's participation. Increasing number of women are now working outside the home. For many women, work for income is a necessity for the economic welfare of their families and themselves. When women benefit from development, the whole society benefits. But, the tragedy is that, though women contribute substantially to economic resources, very little attention is paid to involve them directly with developmental activities and enable them to become more effective and productive.

Efforts to increase the economic contribution of women should be viewed not only as a means to make fuller use of all human resources for economic development, but also as a way of improving income distribution. Most of the women in developing countries who attempt to earn a money income are either the extremely poor heads of a household, often with
many children, women married to men in the lowest income bracket who are unable to feed their families without the help of their wives. Therefore, if national planning is designed with a view to improve women's possibilities of earning an income by productive work, it contributes to a more equal income distribution by helping those who need it most - the poorest families and those women who must support themselves and their children without help from men.

Since half of the human capital is constituted by women, their involvement in science and technology development, in the context of rural development is of prime importance for fostering national development. Women in rural areas raise the children, take care of the cattle and the household, cook and process the food, and work nearly as hard as the men in the fields, yet when new technologies are brought in, they are usually directed towards making the man's work easier, and sometimes result in even more work for women.

Attempts to introduce appropriate technology for women, though necessary to alleviate their burden of work have met with unequal success because the planners inadequately understand the economic roles of women. For instance, "in the case of an experiment with the gobar gas plant, women who were supposed to be the main beneficiaries of the gobar gas plant were entirely excluded from the decision - making
process. Consequently, the gas plant, instead of reducing their drudgery, only added to their burdens. It is only gradually being realised that it is necessary for the policy makers and planners to be sensitive to the impact that a new, appropriate technology would have on women. Unless women are consulted, are actively involved in the decision-making process and are organised to assert their interests, programmes introducing appropriate technology programmes will not be able to achieve their stated objective of people's participation, particularly, women's participation.

Women, because of their role in transferring technological awareness to their children, hold the really vital key to long-term revitalisation of the rural areas of developing countries. The sooner the importance of their economic role in rural development is recognised and technological opportunities are provided to them to expand and improve their participation, the sooner it is possible to go about the task of developing the rural areas.

Another area where women play a vital role is in food production. They account for over 40 per cent of Asia's and over 75 per cent of Africa's food production. Rural development in Africa is unconceptual without the active participation of women. Their role in food production in Africa is so important that the United Nations view women as
vital instruments in dealing with the food crisis, stating that every programme aimed at increasing the productivity of women can contribute substantially to rural development and secure food supplies. Yet, women's interests are not always taken into account. It is necessary to reconsider the rural development strategies to take into account of the role of women in rural production and distribution to ameliorate the living conditions of rural women. In order to meet increased food needs, women have to be recognised as cultivators and given equitable access to land, credit, extension services and better tools.

A special strategy for better integration of women in national development must be found for each country - related both to the stage of development reached by that country and to the special cultural, social and economic factors existing in that country. But it is important that a society that accepts male domination and regards females as subordinates and marginal, cannot bring about the integration of women in the development process.

If the plans and programmes designed to increase women's role in development are to get the desired response, then women must also participate in their formulation and execution. Because the participation of women in all aspects of planning and implementation is considered essential for
women's income-generating projects, women should be involved at all stages from the beginning. But, at present this is being done only exceptionally, or in a very limited degree. Accordingly, there is an urgent need to increase women's role in all areas of development planning and implementation, at all levels of administration - locally, regionally, nationally and internationally.

Thus, though women have a positive role in the development of all nations, majority of them are, at present, excluded from the development process in most of the countries. In this connection, it is better to conclude that "there is no longer any excuse for the absence of remedial measures. Their effect may be gradual or rapid, but it is imperative that the problem be faced squarely. Otherwise, not only women, but families, communities, nations and the world will suffer".

4.7 Women and development organisations

It is clear from the preceding paragraphs that women have a positive role to play in the development process and their participation has to be ensured in all stages of the development projects. Now women participation is considered as an essential input for the success of development programmes, both by the governmental and non-governmental
development organisations. Although this participatory process was initiated by voluntary organisations much earlier, the governmental organisations followed this example very recently. The role of governmental and non-governmental organisations in ensuring and accelerating the participation of women in development programmes, their methods, extent of success, impact etc. can be looked into at present.

4.7.1 Women and governmental organisations

Government is the major decision-making organisation in any society. It has a positive role to play to promote the cause of women. The policies and programmes of government should reflect such a desire for change. But many social scientists have reservations about this. The policies, programmes, practices and duties of the State in this regard are being discussed in this section.

Development will be slowed down unless there is equal participation by women in all areas and at all levels of employment. Therefore, government departments and other appropriate bodies should establish policies and targets for the employment of women in the public as well as in the private sectors. Many of the handicaps to a better contribution by women to development could be overcome by intensified national efforts, in which, among others,
governments should participate. The passage of laws, the enactment of administrative measures and the enforcement of these, can open up opportunities and responsibilities for women in the economic, social, political and cultural life of their countries. Through them, governments can guide and institutionalise changes in attitudes towards the role of women. This would enable women to achieve equal rights with men.

Many of the schemes for women, for instance, of the Central Social Welfare Board have failed, because of half-hearted efforts. When a scheme is launched, the infrastructural facilities are not looked into by the Board leaving them to voluntary organisations who are not in a position to do the same due to lack of funds. Therefore, in the beginning all the expenditure should be met by the government, and gradual self-reliance encouraged.

Governments should consult and involve women in the planning and implementation of water and sanitation projects and in the mobilisation and distribution of food aid in countries affected by drought, as well as in the fight against desertification, through large-scale forestation campaign. Government should implement inheritance laws that allow women to inherit a fair share of property, livestock and machinery.
The Department of Women and Child Development of the Government of India has tried to raise the economic status of women and to bring them into the mainstream of national development. The Department has intensified measures to promote voluntary efforts in the field of women's development. The Department, besides playing a nodal role, has also implemented separate schemes for the welfare and development of women.

The socio-economic programmes of the Government implemented through voluntary agencies guarantee work and wage for destitute women, widows and deserted women who are provided opportunities to take up full-time/part-time employment. The condensed course of education provides educational qualifications and relevant skills to women in order to make them eligible for identifiable, remunerative work opportunities. The Vocational Training Course provides opportunities to women in the age group of fifteen and above to undergo intensive training in selected vocations and trades. Awareness Generation Projects launched by the Board in 1986-87 provides a platform for rural and poor women to come together, exchange their experience and ideas and suggest ways to tackle their problems. The Department of Women and Child Development, Ministry of Human Resource Development has a wide range of programmes aimed at the welfare and
development of rural women. To tackle the problem of rural women, the Department of Women and Child Development initiated a nation wide debate on the National Perspective Plan for Women 1988 - 2000 A.D. A special programme for women entitled 'Development of Women and Children in Rural Areas (DWCRA) was introduced in 1982 as a sub-component of IRDP to accelerate the integration of women in the rural development programmes. The National Conference on Panchayati Raj and Women was with the objective of providing greater participation of women in shaping the destiny of rural India.

The Government of India has more than 27 schemes for women, some specific and others both for men and women, besides pilot project. The Department of Rural Development has issued guidelines for increasing participation of women in wage employment and creation of assets specific to the needs of women groups under NREP and RLEGP.

Canada has played a leadership role in integrating women in development, from the beginning. Canadian International Development Agency (CIDA) was among the first national donor agencies to integrate Women in Development (WID) strategy into its operation. Since adopting the strategy, CIDA has played a prominent role in ensuring the adoption of WID policies by such multilateral institutions as the UN Development Programme and the Asian Development Bank.
(ADB). Throughout the multi-lateral system, Canadians are promoting WID issues at meetings, calling on individual organisations to meet women's specific needs and to avoid unintentional discrimination and joining with donors to develop strategies for promoting WID issues at key international meetings. Through multilateral aid institutions, Canada is able to pool its resources with those of other nations to develop programmes that address the needs of women throughout the developing world.

The convictions of policy makers in government or government sponsored organisations will take the issue a long way. Inbuilt arrangements can be made in government programmes to ensure better participation of women. At the same time, government, as the supreme organisation in the state can enact laws compelling governmental and non-governmental organisations to pursue an effective policy of equality of sex in all opportunities for development.

4.7.2 Women and non-governmental organisations

The invisible and silent partner in development inside and outside the home can be brought to light only by tedious efforts. Formal bureaucratic approach cannot eradicate their reluctance. Personal and informal approach of non-governmental initiatives can achieve a lot in this direction.
How far NGOs are instrumental and innovative in offering a helping hand to bring women out of their self-made or imposed bondage, is a matter of significance at present.

Grassroot organisations can greatly enhance the opportunities for poor women to participate in development programmes by providing an organisational base to operate from the bottom. By organising, working together, sharing experiences and resources, building pressure groups and so forth, women can find independent access to opportunities for their betterment. NGOs can do a lot of pioneering attempts in this field. In proximity to people and flexibility in procedures, NGOs excel conventional bureaucracy. They have the liberty to introduce innovative experiments which liberate women from social discrimination and economic exploitation.

The National Committee on the Status of Women underlined the role of voluntary organisations in the upliftment of the rural poor. But, it is a fact that few women voluntary organisations have worked among rural women. Voluntary welfare programmes co-exist with governmental programmes and provide a supportive base to them, since it is not possible for government to look after all the welfare needs of the people.
Non-governmental organisations have a role in the efforts to involve women in all areas of development planning and implementation. They have played a major role in experimenting with different approaches and strategies of work in women development. They have influenced government policies for women welfare.

NGOs have provided support to women's development through forums for articulation of the needs of poor women and the recognition and integration of them in micro-level planning. By virtue of their close contact at the grassroot and micro-level functioning, voluntary agencies are in a better position to develop human resources and create a framework for their participation. Voluntary agencies are eminently suited to experiment with the most effective strategies for reaching them. They will definitely speed up the process of women's development.

Thus, the involvement of voluntary agencies in women's development is a must. Empowerment of women at micro-level cannot be assured until there is collective action by voluntary agencies and grassroot groups' involvement.

International organisations have upheld the need for grassroot participatory self-reliant organisations for women. The report of the WHO on the occasion of the ending of the
UN Decade for Women stated that grassroots organisations are the main focus of the WHO's strategy for involving women's organisations in primary health care.

It was pointed out by CIDA that one way it can make the world understand about the problems of Third World Women is through development of education projects of NGOs and institutions. The knowledge about the problems of these women has led to the establishment of an international non-governmental organisation called Women's World Banking (WWB), to finance the entrepreneurial activities of women. CIDA has been contributing to its programmes, including a loan guarantee fund by which WWB assists women in obtaining credit, as well as training in management business.

Since the international agencies are pressurising the governments for equal women's rights in all the countries they aid, it would be easy for the feminist organisations within the countries to ensure that women have equitable share in the modernisation and technological change of their countries.

The development of village level organisations of rural women will provide forum to enable women, especially the poor and the weaker, to participate freely and fully in the decisions that affect their lives and their communities. Grassroot participatory self-reliant organisations can support
rural women workers. Without a grassroot organisation, it is difficult to bring about any change in the condition of the people. Welfare measures to be meaningful, there has to be grassroot organisations but not essentially separate organisation for women. Thus, to ensure that rural women workers' interests are articulated, pursued and needs met, the formation of democratic, participatory and self-reliant grassroot organisations is an imperative. Rural women workers should have the right to form and join independent and voluntary organisations of their choice. National policies should facilitate the growth of such organisations. Such organisations should be able to represent rural workers in the formulation, implementation and evaluation of programmes.

In some places the female agricultural labourers felt the need for organising themselves separately by forming Mahila Sangham to fight the policy of sexual discrimination in the field of agriculture, while at the same time associating themselves with the male agricultural labourers and the small peasantry in their fight against the exploitative forces operating in the sector.\textsuperscript{35}

Rural Women's Organisations (RWO) are major institutions, imparting to rural women the status, self-reliance and spirit of confidence in socio-economic activities of the rural community. For effectively discharging such
responsibilities, proper linkages will have to be developed with (i) panchayats (ii) other rural women's organisations/co-operatives through federations at block and district level and (iii) state/central level voluntary organisations undertaking social and developmental services in these areas.

There have been instances that women around the world are on the move. For example, the Tamil Nadu Joint Action Council for Women (JACW) is an offshoot of a charitable group working with destitute women and abandoned children. The JACW lobbies for legislative change, publishes information for women on their legal rights, provides networking services for women and promotes a positive image of women in the media. The invaluable networking done by women's groups and voluntary organisations have resulted in increased awareness and support from governments for the integration of women into their economies and societies.

Through concerted action of women by way of Mahila Mandals, they can be energised and that energy can be channelled properly for development without wastage. Therefore there is a need to consciously plan the development of informal local level organisations of people like women's groups for the delivery of various services and to supplement government programmes. There are programmes of assistance to organisations of women's groups like Mahila Mandals for
creating greater awareness among women and to enable them to avail of the various facilities under the various developmental programmes envisaged for the regions. Women's organisations can play a vital role in monitoring and enforcing the governmental measures for development. It would be better, for example, if all the anti-poverty programmes of the government as well as programmes of building marketing supports, other infrastructural support conducive to women development are planned and implemented through Mahila Mandals at the village level.

The development of grassroot organisations for women for their involvement in planning, execution and evaluation of local and national programmes is also recommended by the Working Group of the Planning Commission.

It is also noted that in Indonesia women's group directly affiliated with the bureaucracy, played an increasingly visible role in implementing government policies at the local level. Women's voluntary associations had a declining impact because they could not compete for women's limited time with the official groups, where participation was compulsory.

By comparing the documents of the earlier years of the Decade for Women and the latter years of the Decade it is seen
that there is a shift in emphasis from governmental organisations to non-governmental organisations and more specifically to women's NGOs and grassroot organisations for the elimination of discrimination and achieving equality between men and women. Without the international women's movement and the activities of women's groups within countries, the political will for this would not have been generated.

Considering the magnitude of problems faced by women, the government has rightly felt that it cannot assume the entire responsibility of service provision and development. The thrust of the current programmes is more towards development of women's potential and their productive participation in development rather than merely providing welfare services to them. A meaningful partnership with the voluntary sector has thus been an avowed goal and an essential variable in government's attempts to integrate women in development. A higher involvement of voluntary organisations is envisaged in the implementation of such government programmes as the IRDP, TRYSEM, DWCRA, ICDS and Adult Literacy Programmes. It is being suggested that, with the new focus of women, some funds should be earmarked for the implementation of the various programmes in the concerned ministries and departments for voluntary organisations. Further, through the
Central Social Welfare Board, CAPART and the National Rural Development Fund, the activities of and co-operation with voluntary agencies should be expanded and strengthened. It is being criticised that a number of programmes implemented by conventional voluntary agencies have emphasised imparting skills to improve the efficiency of women as housewives and mothers, and/or to improve their earning capacities but have neglected the participative potential of women in the development process as well as conscientizing women on their rights and roles. There is the need for such efforts that could increase the awareness of women and improve their participation as equal citizen in national development.

The rationale for involvement of NGOs in women's development is quite clear. Women in India suffer from multifarious constraints such as low level of literacy, lack of access to resources and obstacles caused by the cultural and social customs and traditions discriminatory of women. In a situation like this, the role of voluntary organisations in creating awareness among women of their rights and mobilising women as well as developing in them appropriate motivation and leadership to realise those rights cannot be minimised. The process of creating an environment conducive to the progress of women is dependent on a multitude of socio-economic factors, starting with a political will to enforce the
development of women as a priority. The role of voluntary organisations in the mobilisation of women in particular is seen as a critical factor for the development strategies of the future.
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17. See the publications

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