Development is a dynamic process in the desirable direction. The desirability of direction and propriety of process have changed over the years in search of alternative strategies for sustained growth. From an unbridled development, the thrust was shifting gradually to development with justice and to self-sustainable development. The alternative strategies of growth were accepting not only the need for increased product but the prominence of the process as well.

The process of progress at times ignored the quest for distributive justice. The assumption that the fruits of development would naturally percolate from top to bottom proved to be erroneous. Reality belied the hopes of "trickle down" theories. The development theory reminded that the process could marginalise the majority and alienate them from the mainstream. Thus the process was found equally important as the product. The proclivity of the process to nullify the promises of prosperity had to be checked. The remedy prescribed the democratisation of the development process by the participation of those who were hitherto excluded and alienated. Imperatives of participatory development and
organisational innovations to promote them emerged as the new vistas of development discipline. The problem of women participation and issues of development organisations were evolved from these circumstances. The development history and its lessons, thus, turned to be the background of the study because, the concept of participation and the role of development organisations, especially non-governmental organisations (NGOs) emerged from development theory and strategies. The study of women participation in the development programmes of development organisations necessitated such a background for better understanding.

The present chapter is organised in nine parts, viz., (i) genesis of the study, (ii) statement of the problem, (iii) objectives of the study, (iv) scope and limitations, (v) hypotheses, (vi) data sources and key variables, (vii) sample design, (viii) methods of analysis and (ix) organisation of the study.

1.1 Genesis of the study

People's participation is the catchword in all social sciences dealing with people and change. In the development literature, the rationale of people's participation was widely accepted, especially in an era when the concept of the government changed from police and welfare state to
The philanthropic urge of the society emerged in the form of non-governmental efforts for people's development. Both the governmental and non-governmental organisations were convinced from experience that unless the people for whom the programmes are implemented participate in the programme, there would not be any desirable outcome. The logic and utility of participation were accepted undisputedly.

The development organisations who were serious about people's participation later on realised that women who constitute half of the society should not be ignored in the participatory development process. Development is not complete without women. In fact, no society could afford to neglect or ignore women effort and energy. But, their role was ignored generally or unaccounted usually. It culminated in the criminal wastage of half of the human resources. The neglect of women slowed down the pace of progress and even reduced the progress. Thus involvement of women in the development process was not merely a matter of equality alone, but of necessity as well.

However, women were looked upon as secondary in almost all societies. They were constrained by the conditions prevailing inside and outside the house. The role of organisation, not only as an input for development, but as a catalyst of women participation was recognised as a part of
the participatory process. There were various organisational alternatives available to people like, governmental, non-governmental and people's organisations. The type of organisation was critical in participatory development, where proximity to people and their felt needs were essential to formulate successful participatory programmes. The very nature of the organisation or their programme might be antithetical to people's participation. Therefore, in the new development paradigms, the need for people's participation, especially of women and the role of organisation as an input for development were recognised. How these issues could be meaningfully combined and presented for a serious study became significant in contemporary development literature.

1.2 Statement of the problem

Women constitute half of the human resources. Traditionally, she was playing a vital role in the family as well as in the farm. With the emergence of the new challenges of the modern world, she was not reluctant to undertake the changing roles. Still she was treated as the silent producer. However, there is a recent recognition of women in all progressive societies and groups. With the world-wide acceptance of the participative philosophy in development, planners and policy-makers were giving equal thrust to women participation in the development process. Whether the
philosophy was accepted as a democratic right or as an administrative strategy was a matter of conjecture. But women participation was accepted as an essential input for development by governmental organisations (GOs) and non-governmental organisations (NGOs). Involvement of women turned to be a moral compulsion also. Thus, by accepting participation as a sound philosophy and useful strategy, development practitioners were keen to increase the involvement of women in development programmes and projects. It was an acceptance of the role of women in the production process and was an attempt to improve the plight of the neglected women folk. Further, participation will arrest the age-old subordination of women in the society and will take them to the mainstream of the development process. It will not only increase their income and quality of life, but will also ensure for them values of democracy and equality in the society.

Given the genesis, logic and utility of women participation, the basic issue was how to ensure and enhance it in the development programmes of various development organisations. The problem of operationalising the wisdom of women participation requires an understanding of the existing rates of their participation and a knowledge about the factors and forces which prevent or promote them. Imperative of such
an understanding or knowledge was badly felt by development organisations, policy-makers and academicians in the event of formulating or suggesting sound policies and programmes for women participation. Therefore, the basic problem of the present study can be stated as an enquiry into the existing degree and determinants of participation of women in the development programmes of governmental and non-governmental organisations in the rural context of Kerala and the interrelations among the various variables involved in the problem.

1.3 Objectives of the study

The study is intended to estimate the existing rate of participation of women beneficiaries in the development programmes of different organisations in Kerala. It would enable one to understand whether participation is at the satisfactory level or not. Given the rate of participation, the major thrust of the analysis is on the impact of governmental and non-governmental organisations on the rate of participation. This is undertaken under the assumption that NGOs, due to their proximity to people and their needs, ensure better participation rates. Besides the organisational differences, the other major determinants of women participation such as their socio-economic characteristics, psychological make up, the nature of the programme etc. are
also highlighted. Since the ascribed status of women in society is inferior, the role of organisers, development personnel and local leaders is also pointed out. Thus the basic objective of the study is women participation and its determinants in the development programmes. With this thrust of the problem, the major objectives of the study are the following.

(i) To assess and compare the rate of participation of women beneficiaries in the development programmes of governmental and non-governmental organisations in Kerala.

(ii) To estimate the degree, stages, type and method of women participation and their dependence on the type of the organisation and the nature of the programme.

(iii) To identify the existing institutional arrangements for participation in different organisations and their influence on the participation of beneficiaries in the respective organisations.

(iv) To highlight the major determinants of women participation such as personal, organisational, social and economic factors and forces which influence the given rate of participation and their interrelations.
To bring out the attitude and perception of organisers, development personnel and local leaders towards participation in general and women participation in particular and their influence on the existing rate of participation of women beneficiaries.

To understand the problem in a better perspective, the status of women and development organisations in the society in which they are working was also analysed. Since the study was meant to test the existing theories of participation and the role of development organisations, an attempt was made to study those theories in brief in the introductory chapters. Policy implications of the findings and tentative suggestions for better participation of women beneficiaries also formed the objectives of the study.

1.4 Utility, scope and limitations

In this section, conceptual, operational and analytical scope and limitations of the study are examined. Practical utility of the study of women participation in the development programmes of GOs and NGOS are the following:

(i) The concept of participation, or participatory development is two decades old and classificatory knowledge on definition, type, method etc. of participation is also developed. United Nations
The significance of organisation, especially non-governmental organisations as an input for development is increasing over the years. The developmental function of the state is the latest addition to the government programmes and the development partnership of the governments with the non-governmental organisations is taking place everywhere. Still, the form and functions of NGOs are not evolved completely. The World Bank\(^1\) remarked a decade ago that the terminology of NGO had not evolved. Korten\(^2\) found that, this is still the case. The present study has utility in formulating a theoretical review of the role of GOs and NGO in development, organisational
input for participatory development and empirical investigations examining the differential impact of organisations on various dimensions of participation.

(iii) Although two decades have passed after celebrating the International Year for Women (1975), the plight of women has not changed drastically. In an era of contemporary significance to the concept of participation and the role of organisational input for development, their interrelation with women need not be exaggerated.

(iv) The study will not only add to the pool of scientific knowledge in social sciences, but will also result in meaningful conclusions with policy implications. They will benefit the planners and organisers who are serious to frame policies to promote women participation in the development programmes, especially in the rural context.

(v) The present projects and programmes meant for women can be modified realistically on the basis of the conclusions and recommendations of the study. The study will also help to identify the existing research gaps in the field and will highlight the scope for further research in the field.
Since the problem of women participation in the development programmes has originated from participatory development and role of organisations in development, development theory stands as the background of the study. A knowledge of the evolution of the concept of development/development strategy and the changing role of GOS/NGOs offers proper perspective to understand the present problem of the study. Since participation and NGOs are very relevant in development literature, development theory is included in the study as genesis. The development theory has importance only as an explanatory objective. The thrust of the study is the organisational impact of women participation and other participatory determinants.

Again, it is to be noted that the present study did not have any intention to measure the impact of participation on development. Development is a function of innumerable variables and participation is only one among them. Hence it was neither intended to bring all development variables nor to iterate the role of participation. The thrust of the study is to estimate the degree of participation and to identify the various determinants of it, including the organisational impact.

People's participation in the socio-political and economic activities in the society is a wide area covered by
social scientists hailing from different disciplines. With the advent of democratisation of the development process, the idea of people's participation shot up into the limelight of academic discussions. The concern over women's status and participation highlighted the gender dimensions of the problem. But, the thrust of the study is neither the gender bias in development activities nor the influence of the status of women on participation, although both these variables are analysed *inter alia* in the present work. The emphasis of the study is on the degree of women participation at different levels of programme planning and implementation of GOS and NGOs. As such, the scope and limitations of the study, including the assumptions and constraints at conceptual, operational and analytical levels, are explained in an organisational perspective of development.

In the participatory approach to development, there is no distinction between male or female participation, mainly because, as human beings, both are the subjects and objects of the development process. Conceptually women participation is only an application of the general theory of participation, in the context of a specific group, based on sex. However it was assumed that sexual prejudices prevail over policies and programmes at all stages of women participation leading to
differences in degree, stages and method of their participation.

The factors which determine the role of women in the society influence their participation also. The degree and determinants of women participation are therefore conditioned by societal factors and they cannot be separated from personal, organisational and social factors of respondents.

At the operational level, the scope of the study is limited to development organisations. Among the various government organisations, only District Rural Development Agency (DRDA) which implements rural development programmes is taken, though there are many development departments and their development programmes are in vogue in the State. As far as NGOs are concerned, they are innumerable in number and varied in their type of activities. Only those voluntary organisations involved in development activities, like, creating income through production schemes, generating employment, imparting skill for employment/production and offering facilities are taken. They were called Voluntary Development Organisations (VDOs). Organisations like Co-operatives, Mahila Samajams, Nehru Yuvak Kendras etc. were excluded.
It was quite difficult to find out the population of VDOs and hence it was estimated with the help of reliable and learned sources. The study pertained to 1988-92 and covered women beneficiaries in the selected GOS and NGOs in the selected districts of Kerala State. Due to the diversity of activities undertaken by the selected NGOs, it was difficult to get beneficiaries of uniform programme from all the organisations. Hence, in the analytical stage beneficiaries were classified according to the nature of the programme in general rather than on the basis of specific programmes.

Thus, the major assumptions and constraints limiting the scope of the study were the following:

(i) Participation was defined as the involvement of the people in the affairs which affect them.

(ii) Participation was accepted as a value as well as a means to improve project performance. However, the impact of participation on development was not intended to be estimated because development is a function of innumerable quantitative and qualitative variables. The thrust of the present study was limited to the degree and determinants of women participation.
(iii) Women participation was taken as the involvement of women beneficiaries in the programmes sponsored by GOS and NGOs in Kerala.

(iv) GOS and NGOs were considered as third party organisations for the people.

(v) The ideal or optimum conditions for women participation was based on certain minimum expected conditions for their involvement. Since these ideal conditions were assumed as same for all beneficiaries of the selected organisations and programmes, in the calculation of effective participation as a ratio of actual and ideal participation, it was natural that ideal value as denominator was same for all beneficiaries.

(vi) GO meant District Rural Development Agency in Kerala.

(vii) NGO represented only Voluntary Development Organisations (VDOs) involved in directly beneficial development programmes, viz., production schemes, factory based employment, imparting skill to enhance productive capacity and facilities to improve efficiency and amenities.
(viii) Since many of the members of the Board of Directors of the selected NGOs were hailing from distant areas and even outside the state, getting sufficient number of organisational personnel was too tedious to accomplish.

(ix) Development programmes in the rural context alone were taken. They were either completed or ongoing during the study period, that is, 1988-1992.

(x) Computerised results were used in the analysis.

(xi) In the secondary data used for analysis, wherever data were dissimilar from different sources, data from Government of Kerala sources were taken.

1.5 Major hypotheses

With deductive reasoning and empirical logic many hypotheses could be formulated in the case of women participation in the development programmes of GOs and NGOs. They are in the field of degree of women participation and interrelations among its determinants. Hypotheses regarding possible relations between degree of participation, stages of programme implementation, method of participation, type of organisation, nature of benefit, characteristics of participants, role of organisational/development personnel,
local leaders etc. can be developed. The hypotheses tested in the present study are as follows:

(i) Degree of women participation is relatively lower in GOs than in NGOs.

(ii) Degree of women participation is directly related to the nature of the programme.

(iii) Degree, stages and type of participation are interrelated.

(iv) Higher the degree of participation, lower will be the wilful non-participation.

(v) The psychological make-up, socio-economic characteristics like level of education, family/project income, experience, age and attitude of the respondents influence their participation rates.

(vi) Better the institutional arrangements for participation, higher will be the degree of women participation.

(vii) The given participation rate of women beneficiaries will be generally in tune with the attitude and perception towards participation of organisers and development personnel in their organisation.
(viii) Attitude and perception regarding women participation of local leaders in the project area of organisations will be generally in consonance with the average participation rate of women.

1.6 Sources of data and key variables

Major sources of secondary data used to analyse the problem were the publications of international organisations like United Nations Organisation (UNO), Economic and Social Commission for Asia and the Pacific (ESCAP), United Nations Educational, Scientific and Cultural Organisation (UNESCO), United Nations Development Programme (UNDP), United Nations Research Institute for Social Development (UNRISD), International Labour Organisation (ILO), Organisation for Economic Co-operation and Development (OECD) and relevant documents of Government of Kerala, Government of India, Indian Council of Social Science Research (ICSSR), Centre for Monitoring Indian Economy (CMIE), Census Commissioner of India, Kerala State Planning Board, Bureau of Economics and Statistics, State Commissionerate of Rural Development and State Registrar of Co-operatives. Data published in books, journals and newspapers were also used for the analysis.

The key variables of the study were related to different dimensions of participation and associated
determinants. Indicators of status of women (life expectancy, literacy, infant mortality, work participation), details of rural development programmes (type of programmes, number of beneficiaries, financial outlay, physical achievements etc.), position of development organisations (number, type of activities, amount and people involved) etc. were collected from secondary sources.

The critical variables for primary data collection were related to organisation, programme and the respondents such as women beneficiaries, organisational personnel, development personnel and local leaders. Schedule was framed to collect details regarding selected organisations such as year of inception of the organisation, regional jurisdiction, details of projects (completed and ongoing), details of General Council members/Board of Directors, details of staff and institutional arrangements for participation at pre-planning, planning, implementation and evaluation stages.

Respondent interview schedules were five, which were meant to collect data on (a) level of participation (b) attitude to women participation, (c) socio-psychological determinants, (d) participation scale for general attitude to participation and (e) perception regarding participation.
Using the first respondent interview schedule, data were collected on 13 biographical details such as age, education, family income, assets, job, facilities at home etc. and details on 21 avenues for participation in development programmes. Attitude to women participation was measured on the basis of responses to 21 statements reflecting (a) status of women, (b) right to property, (c) role of women at home/in work, in decision-making, joint dining/outing etc., (d) ability of women (e) inevitability of women's income, (f) association with organisations and attendance in meetings, (g) expected role of women and other related variables.

Some of the critical variables used to measure the socio-psychological make up of the respondents were (a) mass-media contact (b) self-esteem (c) social belongingness (d) personal efficacy (e) major activities at leisure (f) habit of social participation and reasons preventing social participation and (g) organisational links.

Attributes regarding general attitude towards participation was collected through a five point participation scale. Twenty four selected questions based on the opinions of selected judges were administered to respondents who were free to express their responses to a five-point scale ranging from strongly agree to strongly disagree including a chance for no remarks.
Perception towards people's participation was quantified on the basis of responses towards nine situations like (a) level of participation at pre-planning, planning, implementation, monitoring and evaluation stages (b) opinion about apt people to be participated (c) idea about degree of participation in different stages of programme implementation, nature of people, nature of programme and type of organisation (d) meaning of participation in development programmes and (e) instances and techniques of participation.

1.7 Sample design

Primary data were collected from women beneficiaries of governmental and non-governmental development organisations. Organisational personnel, development personnel and local leaders were the other respondents. In order to conduct sample survey, population list was readily available in the case of GOs. But, there was no readymade or even haphazard frame for NGOs. A reasonably reliable population list for NGOs was made on the basis of personal enquiries and responses of mailed questionnaires.

Thousands of societies are being registered under the Societies Registration Act, 1860 and Travancore-Cochin Literary, Scientific and Charitable Societies Act, 1955. Arts and sports clubs, literary associations, mahila samajams,
trusts, voluntary organisations etc. come under these Acts. There are neither any lists of societies registered so far, nor any provisions to identify the names of voluntary development organisations either at district or at state level offices of registration. Hence to serve the purpose of the study, lists of voluntary organisations were collected from the Directorate of Social Welfare, State Office of the Council for Advancement of People's Action and Rural Development (CAPART), State Legislative Secretariat and leading social workers.

There were 415 organisations in Kerala receiving funds under the Foreign Exchange Regulation Act (FERA). The number of organisations assisted by the Directorate of Social Welfare was 329 but none of them were Voluntary Development Organisations (VDOs). CAPART had maintained a list of 72 organisations which includes names of individuals and arts clubs. As per the All India Directory of Voluntary Organisations in Rural Development there were 106 NGOs in Kerala. Many of the names of organisations available from different sources were certainly overlapping and had apparently non-development functions.

A list of 280 organisations spread all over Kerala without duplication and apparently developmental in nature was prepared. A preliminary questionnaire was mailed to all the
280 organisations to get institutional information. After screening the filled in questionnaires 51 organisations were selected based on the criteria of registered VDOs having sufficiently large volume of developmental work and having more than five years of experience in the field. This formed the sample frame of VDOs in the different districts.

A multi-stage sampling design was adopted for collecting primary data. In the first stage three districts were randomly selected from the list of districts in Kerala to identify the sample units for GOs, that is, DRDAs, for the sample survey. Each district has a DRDA. The DRDAs and VDOs in these three districts were the relevant GOs and NGOs respectively for the study. In the second stage from the three selected districts, three NGOs each were randomly selected for detailed study, from the final list of VDOs in those districts. More than 50 per cent of the total VDOs in the state are working in these three districts. Thus, the total number of development organisations selected were twelve, which included three DRDAs and nine NGOs.

In the third stage sample units for primary data collection were selected. These sample units were women beneficiaries, organisational personnel, development personnel and a sizable number of male beneficiaries. Local leaders also constituted the respondents of the sample survey. The
list of beneficiaries, organisational personnel and development personnel maintained by the selected organisations were taken as the sample frame from which samples of respondents were selected randomly. Organisational personnel consist of Director Board members of NGOs and Governing Body members of DRDAs for GOs. Development personnel include paid executive staff like project officers, field officers or programme officers of NGOs and project officers, block development officers and village extension officers of GOs. Local leaders include important persons in the project area of selected NGOs/GOs such as panchayat presidents, presidents of local co-operative banks, secretaries and presidents of mahila samajams, District Council members etc.

Of the total sample size of 554, women beneficiaries were 360, male beneficiaries 73, development personnel 61, organisational personnel 30 and local leaders 30. The sample size of women beneficiaries per selected organisation was 30, which implies that female beneficiary respondents of GOs was 90, and that of NGOs, 270. The sample size of development personnel was 31 for GOs and 30 for NGOs. Organisational personnel had a sample size of 15 each for both GOs and NGOs.
1.8 Method of analysis

The analytical design of the study is descriptive and diagnostic in nature to find out the level of women participation and related determinants. It explores the role of various variables and their interrelations in altering the level of women participation. It also describes the degree, stage and method of participation.

As far as analytical tools are concerned, ratios, indices, scoring techniques, rank correlation and measures of central tendency were frequently used. By using bivariate tables, the relations between different variables at different levels, stages or classes were found out. Likert Scaling technique was used to prepare scientific scales for participation. Normal deviate test (Z-test) was applied to know whether the mean participation values of two groups were significantly different or not. The relation between rank in institutional arrangement for participation and rank in average participation of women beneficiaries in the respective institutions was found out by Spearman's Rank Correlation. Wherever more than three ranks had to be associated, Kendal's Coefficient of Concordance was applied. For all the statistical measures computerised results were used.
Pilot survey was conducted to perfect the interview schedules according to the field conditions. All the six types of interview schedules (one institutional schedule and five respondent schedules) were pre-structured and scheduled to administer to the respondents.

1.9 Organisation of the study

The present study is organised in seven chapters, viz.,

(i) Introduction, methodology and design of the study
(ii) Review of women studies
(iii) Women participation - a conceptual framework
(iv) Development organisations and women in development
(v) Women participation in development programmes
(vi) Determinants of women participation
(vii) Conclusions and suggestions

The subject matter of the first chapter is the statement of the problem, objectives, scope/limitations of the study, hypotheses, method of data collection and analysis.

Review of literature is presented in the second chapter which includes literature on theoretical discussions and empirical studies on women. It covers the areas of the role of women in development, gender bias, role of development
organisations in the upliftment of women, case studies conducted on the role of women etc.

Two chapters are meant for theoretical discussions (chapter three and four) and another two chapters for analysis (chapter five and six). In the third chapter, a conceptual framework about women participation is given with details of definition, role and rationale, means and methods, determinants of participation, women participation and related variables and a model for women participation.

The fourth chapter discusses the importance of organisational input for development, typology of development organisation, role of women in development and development organisations for women.

Analysis is bifurcated into fifth and sixth chapters. In the fifth chapter, analysis with secondary data forms the first part. Secondary data were used to provide insight into the present position of Kerala economy, status of women in Kerala, especially in development programmes and position of governmental and non-governmental organisations in the State.

A detailed analysis of degree, stages, method and type of participation is undertaken in the second part of the fifth chapter. Influences of type of organisation and nature of
programme on different dimensions of women participation are highlighted in the fifth chapter.

Major determinants of participation were identified and analysed in the sixth chapter under the subtitles of beneficiary characteristics, other relevant variables, gender dimensions, institutional arrangements, organisational/development personnel and rural leadership.

Summary of inferences/observations, conclusions emerging from the analysis, policy implications, scope for further research and suggestions to improve women participation are the contents of the last chapter.

References cited in the text of the thesis are given at the end of the respective chapters. Bibliography is also appended after the final chapter after which Appendices are given.
Selected References


