CHAPTER II

REVIEW OF LITERATURE, METHODOLOGY AND PROFILE OF THE STUDY AREA

INTRODUCTION

In the review of literature, the opinion of the experts has been recorded. Past masters echoed their voice, audible to the universe. They addressed to the problems of the people at large. Their global perspective has to be appreciated. The profile of Madurai district and that of the selected NGOs are given here. The vital statistics throw light on the problems of the people of the study area. NGOs address to problems pertaining to environment.

REVIEW OF LITERATURE

Stephen Thomas (1992) in his paper “Sustainability in NGO’S Relief and Development Work: Further Thoughts from Mozambique” has explained the relationship between Mozambican government structure in Zambezia Province and NGOs who are active there in relief and rehabilitation work. The aim of his article is to add some of the points raised by Erica Egan, and to explore a number of wider issues from the perspective of one of the NGOs – Save The Children Fund (SCF), which operates in Zambezia. Although it is only one of the many
NGOs working in Mozambique, the author explains the objectives; SCF’s strategic objectives were (among others):

- To support government to develop essential services to cover basic needs by working with the authorities from the local to national through the district level and to avoid setting up parallel structures.

- To achieve this by working both at national and provincial level, concentrating efforts on one province, to benefit from the ability to develop closer working relationships. This involves the placement of technical staff and funding of local projects.

- To work towards a preplanned withdrawal of SCF, bearing in mind the current difficulties such as lack of staff, lack of funds, poor management capacity and the overwhelming difficulties which must be faced. His findings are lessons for the future in Mozambique. The experience is that SCF has gained over the past eighty years and has helped it gradually to adapt its strategy in Mozambique. Inevitably, on some occasions, the approach has not worked, in working as partners with government in a situation as unstable and fragile as non-farm Mozambique.

Rajini Kothari (1996) in the article entitled “NGOs, the State and World Capitalism” has discussed the new and emerging context for NGOs and paradoxes – sweeping powers of the states, which curb the literates of the citizens. It is
discussed that the ‘delivering the goods to the people’ and reaching out to the people are the objectives of the NGOs. It is argued that a statutory bill and code of conduct are inimical to the spirit of voluntarism. The convention held in September 1986 planned to reject the bill and the code of conduct. The World Bank, UNIDO, FAO, IFAD, IMF, UNDP and various donor agencies and consortia are discovering in the NGO model, the most effective instrument. Gandhiji’s ‘Lok Sevak Sang’ was rejected. Rajiv Gandhi’s concept of ‘Coterie’ was discussed in detail. NGOs in India are struggling on behalf of the depressed and oppressed strata of the society, to protect the rights of women, tribals, minorities, forest dwellers, marginal peasants and to enforce minimum wages. It is further discussed that the voluntary sector is part of the private sector with the added advantages that it would invoke the rhetoric of ‘environment’, ‘people’s participation’ and ‘voluntarism’. Government organised NGOs are able to create new tools of control on the freedom of genuine voluntary expressions of social movements. ‘Capitalism; and the State are debatable and controversial. It is conceived so. Subtle repression is implied when the government announced, ‘environment’ as its top priority and has been asking State Governments to adhere to certain norms in this respect. The moment of choice is: “The voice which was reflected and articulated cannot any longer be suppressed”. Active non-co-operation has been India’s age-old device to keep voluntary effort and the will to resist alive, and alive not for a few but for the ‘last man’. For this to happen
voluntary activists must reject and discard conditionalities attached with any grants.

J. Mohan Rao (1995) in his paper “Whither India’s Environment?” discusses economy, ecology and equity; development and degradation; land, water, habitat; poverty, population and political economy; substitution; distribution; energy, equity and environmental conflict. The most important are:

1. Massive subsidies for water power, fertilizers and pesticides have mostly benefited richer land owners; in particular, large dams and hydel projects have improved resource access to some while depriving others of their traditional access to land, forests and water.
2. Subsidies to mechanized trawlers have caused over fishing and deprived traditional fisher folk of their customary catch and livelihood.
3. Elite consumption of forest products resulted in exploitation.
4. They have done little to check the growth of agro-chemicals leading to deprivation of drinking water to people and cattle. This paper elaborates the nexus among economy, ecology and equity, using India as a case study.

Amita Shah (1998) in his paper, “Watershed Development Programmes in India: Emerging Issues for Environment – Development Perspectives” articulated the following themes: agricultural development by using high yielding variety of seeds (HYVS), soil, water conservation in Africa, strengths and weaknesses of watershed development, impact and farmer’s perceptions on the policy support:
Experiences from micro-water sheds in Western India; and future direction. The major observations are: (1) Conservation of rain water and checking soil erosion is central to the attainment of economic as well as financial sustainability of dry land agriculture. (2) Integrated Watershed Development Programme is the major policy instrument for achieving this goal. A participatory approach for project implementation will yield the intended fruit and (4) Finally, given the options, farmers prefer yield augmenting technologies and are willing to pay for the cost. This in turn helps bringing more interactive participation in the Water Shed Development Programme.

The Associate Professors of Agricultural Extension, Research Associates in the University of Agricultural Sciences, Bangalore, Natarajan, Laxkshmi Narayanan and Nagaraj (2002) in their paper entitled, “Role of Non-Governmental Organisations (NGO) in the Millennium - Case Studies” highlighted the following points: (1) Even after 50 years, agricultural programmes in India suffer from ad-hoc schemes, borrowed ideas, too much of centralization, lack of mutual trust, understanding and respect which are essential for team work, though the agricultural production has gone to 200 million tones in the year 2000. The NGOs have long history of service and dedication and work with specific objectives and mission. They mobilize and motivate the rural people to participate in their welfare programmes. NGOs do not suffer from adhocism and frequent changes. They believe in institution approach and in team work.
UN agencies like WB, FAO, IFAD and ILD and the Government of India support NGOs in implementing development projects in the areas of agriculture, forestry and poverty alleviation. Their self help groups and water management co-operative societies remove the tank silt from irrigation tanks. Biodiversity conservation programmes are organized in collaboration with the Department of Forestry and Environment.

The Editorial Note (1992) on “Indian NGOs in RIO” comments on the participation of Indian NGOs RIO Global Forum. The achievements may be enumerated as: (a) Publicity mileage in the international fora, (b) establishing contacts, (c) contributing to the Agenda 21, treaty process, pressurizing, lobbying, etc., and (d) net-working information, technology-sharing and coalition-building. The editor observed that there was not a word uttered by any NGO from India on the Bhopal Gas Tragedy or the Union Carbide’s Crimes. The Editor said that he collected a small acid tester manufactured by the Japanese NGOs which could be pinned to the shirt of the child while going to school and if the colour changes the child would understand whether the atmosphere had acid rain or not. He learnt from the Japanese NGOs how to recycle articles of daily use. He also learnt from Brazilian NGO, how in Sao Paulo one day 1,50,000 cars were stopped from flying on the road in order to save petrol and reduce city pollution and now this has become a regular feature.
Sautrik Ganguli (1995) in his paper, “Intervention for Environment Protection” reviews the book entitled “World Resources 1994-95 by World Resources Institute in collaboration with United Nations Environment Programme and United Nations Development Programme: Oxford University Press, New Delhi: thus: this guide to the global environment prepared by a group of experts has its purpose clearly stated in the first paragraph of the preface as “to meet the critical need for accessible, accurate, information on environment and development-wise management of natural resources and protection of the global environment are essential to achieve sustainable economic development and hence to alleviate poverty, improve the human condition and preserve the biological system on which all life depends”. He adds “of course, signing documents does not ensure implementation, the real test of UNCED’s success will be the extent to which governments follow-up on the commitments then made in RIO”. On the whole “this is an indepth study of the basic problems of resource management” he comments.

Joan Menchu (1999), in his paper on “NGOs: Are they a Force for Change?” replies categorically. This paper examines the relationship between NGOs and the socio-economic and political milieu in which they exist locally, regionally, nationally and internationally, given the range of NGOs and their many complexities, the issues raised by them are multi-dimensional. Yet, NGOs can effectively function as agency of change, if they focus on what they are good
at doing; the way in which they try to involve local people in acting for themselves, and not asking them to be responsible for those activities which should rightly be the responsibility of government. NGOs vary in their compositions and in their functions. NGOs educate, motivate, advocate and make people participate in their welfare programmes in which they are good at doing.

The paper presented by Shailesh R. Shukla (2002),

“Experimenting with Socially Critical Environmental Education for Community-based Medical Plant Conservation: The Case Study of Rural Commune’s Medicinal Plant Conservation Centre (RCMPCC)”, Pune, India deals with traditional ecological knowledge, environmental education and effective operationalization of socially critical environmental education. It is suggested that rational paradigm, humanistic paradigm and inventive paradigms are major hypotheses for environmental education. Appreciation of the value of different systems of knowledge, collaborative learning and implementation or innovation are the major components of a critical environmental education system with reference to Agenda 21 which is the road map for nations wanting to achieve sustainable development.

John Twigg and Diane Steiner (2002) in their article, “Mainstreaming Disaster Mitigation: Challenges to Organisational Learning in NGOs”, discuss the implications for organizational learning of recent research on NGO activity in
natural disaster mitigation and preparedness. It identifies several institutional and other barriers to NGO learning. However, personal networks in NGO’s are often strong, and determined and well-placed individuals can push significant innovations through. Greater emphasis on this human factor may be key to mainstreaming disaster mitigation and other new or marginal approaches to development. Reasons for involving NGOs in disaster management are (1) disasters triggered by natural hazards (such as cyclones, droughts, earthquakes and floods) are major threats to sustainable development and (2) poor and socially disadvantaged people, whom NGOs support through their programmes, are usually the most vulnerable to such disasters. The authors conducted interviews. The interviewees misunderstood the meaning and the implication of the terms ‘preparedness’ and ‘mitigation’. This research paper concludes with three major recommendations: (1) NGO staff must be given time and opportunity to learn, (2) NGOs can share information, promote ideas and influence policy and practice. Their communities are not structured (3) NGOs want to learn more about the policy and practice. In fact it is crossing the boundary.

Chitra, A. (2003) in her paper on “Role of NGOs in Protecting Environment and Health”, mentions the objectives, both general and specific, of the NGOs as socio-economic, socio-cultural, political and ecological and health awareness creation, health management and challenges, to initiate catalytic function in the society, civic and environmental awareness, activities and solid
waste management, zero waste management citizen’s water ways monitoring programme to stop pollution, to maintain the water ways of the city cleanly, community sanitation improvement, student environmental programme, tree planting, roof gardening, rain water harvesting, AIDS awareness, control of Noise, Air and Water pollution. NGO’s role is discussed. She made a mention of Environment Training Institute, Danida, Tata Research Institute, Green India 2047, corporate social responsibility, National Institute of Health and Family, CAF, CAPART, CSWB, etc. Of the 70,000 NGOs in India, (more than 1 lakh NGOs) the Registered NGOs are 10,000. IRDA tries to regulate NGOs. She has suggested ways and means to protect environment.

Kartikeya V. Sarabhai, Meen Ragunathan and Shivani Jain (2002)\textsuperscript{11} in their paper entitled “Environmental Education: Some Experiences from India” dealt with the following concepts elaborately. (1) The role of environmental education in Indian context. (2) Challenges and strategies and solutions, (3) Tailoring education to the context – locale specific, (4) Our land, our life: The Genesis of NGO’s Idea, (5) The course design from 6 to 8 standards, (6) Holistic approach, (7) Awareness and action, (8) Problem solving and study tours, (9) teachers’ formation, (10) Environmental education has been inducted to the core curriculum, (11) Strategic partnership for Institution Building, (12) Indian heritage and tradition, (13) A National Institution is created, (14) Then PM Mrs. Indra Gandhi participated in 1972 Conference on Human Environment at
Stockholm. (15) In 1980 a department was established for environmental protection, (16) All over India at all stages of education environmental education has to become an important one.

Vinod Sharma, Yashpal Singh, Sudhanshu Sinha and Gosain (2002) presented a paper on “Education and Capacity Building for Promoting Nature Conservation and Environmental Protection”. It is a final performance assessment of the project on the said topic. In their paper they have discussed the following points: (1) Materials prepared by WWFFNI and ICEF were appreciated and adapted by the State Education Authorities of West Bengal, Himachal Pradesh, Goa, Maharashtra (Mumbai and Pune) and Karnataka. (2) It is concluded that the ICEF projects on environmental education and awareness are requested to be continued in India, as a lot still remains to be achieved in the field of capacity building, particularly in rural areas. (3) Policy level (for all stakeholders of EE), (4) ICEF level for sponsoring organizations, (5) WWF-1 level for implementing organizations and (5) for utilization of balance funds.

Reem Samual and V. Thanikachalam (2003) in their joint venture, “Non-Governmental Organisation (NGOs) Spearheading Public Participation in Environmental Issues” have elaborated the following: (a) Development and better standard of living are two sides of a coin. But it should not be at the cost of environment. (b) Development without control or concern is wrong. The ignorant
people are affected. (c) Review of literature has shown that NGOs have played an important role in organizing the people. NGOs are working at local, regional, national and international levels. Literatures surveyed from the Internet, environmental magazines, books, journals, and newspapers show that the environmental NGOs are able to create a positive impact in protecting the environment and sustaining human growth. (d) Inspite of weaknesses, environmental NGOs have been able to protect environment and the presence of the NGOs is essential in streamlining “development projects”, because their developmental activities are focused on sustainable development.

Manish Tiwary (2004)\(^4\) presented a paper on “NGO in Joint Forest Management and Rural Development: Case Study in Jharkhand and West Bengal”. The author in his thought provoking research study paper highlights on the following areas thus: As a result of new initiatives to include NGOs in the JFM system, new groups have stepped into work on ‘forest management issues and the established NGOs have begun to put the forest component on their agendas. This paper discusses the work of two NGOs, working on rural development forestry in Bengal and Jharkhand, respectively. It finds that villages, on involvement with institutions from outside, begin to expect multisectoral and integrated rural development agendas to be included in the NGOs’ work plan. For an NGO to have an impact, a more public agenda will have to give way to readjustments that takes into consideration a more strenuous regime seeking new
allies and a new legitimacy. The author has thrown light on NGOs and Rural Development and Forestry. Further he discussed NGOs in Bengal and Jharkhand, IBRD and participatory Forest Management in the West Bengal, work strategy of IBRD, institutional strengthening: Bilateral matching of institutions, conflict resolution, capacity building and social intervention, ecological activities and research, RMK and Rural Development Forestry in Jharkhand, Role of Divyayam in Rural Development and Forestry, constraints faced by NGOs, and criticisms. It is concluded that the IBRD performs less well than it claims.

Ramachandra Bhatta (2003) in his article, “SEZs and the Environment” elucidates the following key points: A recent workshop on control SEZs in the State sought to highlight the importance of such zones, provided on an overview of the rules, regulations and incentives, the possible implications for the environment of the region, and the importance of ensuring transparency in conducting an environmental impact analysis. Special Economic Zones (SEZs) are identified by its agricultural, industrial, commercial and economic activities. He emphasized that maintenance of ecological balance along with industrial development is required. Coastal environmental protection was emphasized very much. He suggested guidelines for the development of infrastructure such as airport, railways and shipping and transport.
Mike Zmolek (1990) in his article, “Aid Agencies, NGOs and Institutionalization of Famine” deals with the theme thus: Focusing on recent calamities in Sudan and Ethiopia. This paper examines against the colonial and neo-colonial backdrop, the role of aid agencies and non-government organizations, the politics of aid and its strategic objectives, the drawbacks of approaches to relief and development and seeks to dispel popular myths about famines and their causes, as also of aid and its motives. The author quotes Lao Tsu, 6th Century B.C. “Having little to live on, one knows better than to value life too much”. Famine is a common phenomenon in Sudan and Ethiopia. Famine is a matter of entitlement to food. Concentrated aerial bombardment by the Ethiopian army have forced 300,000 Eritreans into refugees in Sudan. Funding agencies, NGOs and Voluntary organizations rendered relief and rehabilitation services. But the famine remains there. The author ends his arguments and discussions with an interrogation – ‘What do we need in order to maintain a healthy, happy life on this planet while we are here? And how much do we need it? I think the answer is very simple really’, thus said the author.

Rolf Grafe (1999) in his paper, “Co-operation with Local NGOs in Environment Conservation – Experiences from Sudan” shares his views with the audience. Sudan covers an area of 2.5 million square kilometers, had a population of 30 million people, speaking 100 distinct languages. An NGO’s report was quoted thus: Combating of desertification, the conservation of natural resources
and the awareness on environmental causes and consequences of poverty are real challenges. The author reports the effects of the U.N. Conference on Environment and Development 1992 as: (1) Increased public awareness on environmental issues, (2) attention of donor, organizations on natural resource management, (3) acceptance of relevance of NGOs. The historical perspective throws light on the age old challenges like, famine, hunger, disease, environmental degradation, migration and human settlement, rehabilitation of refugees of war and natural calamities and disaster etc. The author concludes that the co-operation with the local NGOs is especially important in environment conservation due to the need for reaching the wide public and that the strengthening of the civil society and the promotion of North-South partnership are essential steps towards sustainable development.

Mohammed Samaun Safa Research Centre and School of Business, Binary University College (2006) presented a research paper on “The Role of NGOs in Improving Social Forestry Practice: Do they Promote Livelihood, Sustainability and Optimal Land Use in Bangladesh?” It reveals the realities. The encroachment rate in forests in Bangladesh causes degradation of environment besides loss of forest cover due to indiscriminate use of forest area by the private and the public of Bangladesh. This study evaluates the social forestry activities of four large NGOs, namely BRAC, Prosluka, Caritas and CARE, Bangladesh. The NGO partnership has been effective in reducing poverty and improving
livelihood. As an outcome of this common partnership, 33,472 kms of roadside planting and 53,430 ha. of reforestation activities have been carried out during the last two decades. The layout of the paper was designed as follows: Introduction – history of Bangladesh – NGOs in Bangladesh, a ‘Land of Gold’ due to its affluence and richness of land. It was also called as the fertile land in South Asia in ancient days. NGOs since 1971 had been working on their socio-economic welfare and natural wealth. Types of social forestry and species planted were discussed. Government assisted social forestry.

NGOs have been taken into consideration for the case study. Their activities were enlisted. A critical analysis using statistical tools was done in the paper.

In the concluding comments it is stated that social forestry activities of the NGOs should be appreciated. NGOs can enter joint activities in public forest areas. There is a clear need for a common co-ordinating authority composed of government and NGO representatives, so that bureaucratic complexities can be solved.

M.V. Nadkarni (2000) in his research paper entitled “Poverty Environment, Development: A Many – Patterned Nexus” elaborately discusses the following: The thesis that poverty leads to environmental degradation and more poverty deals with only one of the several patterns of the poverty –
environment - development nexus prevailing in India and in the third world. The other patterns include a trade-off between poverty alleviation and conservation of the environment. Necessary conservation which hurts the poor, at least in the short run, development which aggravates both poverty and environmental degradation; and persistent poverty helping the cause of environment. These are also heartening instances of this cause, prospering side by side with that of poverty alleviation. The poor are dependant on nature for livelihood; they are very vulnerable to natural calamities, environmental degradation and ecological disaster, of-course, man-made like Bhopal poisonous gas tragedy. The author discusses poverty alleviation versus environmental degradation. The author has reviewed all the available literature on the theme. He concludes that the tremendous complexity and diversity of India have to be reckoned with when studying the nexus between poverty, environment and development. This is an empirical study on the vicious circle of poverty, environment and development which can be compared to an equilateral triangle; imbalance and inequality in one side adversely affect the geometrical structural equity of the equilateral triangle. Hence, the relationship (nexus) between poverty, environment and development is quite complex and not amenable to easy generalisation.

The study by Mishra and Girish Pandey (1998) on “Roles of various Non-Government Organisations in Participatory Rural Development” observes that NGOs play an intermediary role between the people and the Government. NGOs
can be formed by the people concerned or by outsiders to serve the interest of the poor. Bhartiya Agro Industrial Foundation (BAIF) and Gram Vikas Sansthan (GVS) were purposely selected for the study. BAIF was engaged in animal husbandry activities and GVS was engaged in Rural Development Activities. Both the NGOs were considered for Strength, Weakness Opportunity and Threat (SWOT) analysis. Participatory Rural Appraisal Techniques (PRAT) were adopted for assembling the relevant data. Commodity wise ‘SWOT’ analysis of agriculture and allied enterprises was experimented. It was found out that in the cultivation of paddy, wheat, maize, arhar, gram, pea, sesame, mustard, sugarcane, mango, banana, guava, potato, tomato, brinjal, okra, chilli, cauliflower, onion, etc. there were strengths, weakness, opportunity and threats. In animal husbandry also SWOT were inevitable in rearing buffalo, cow, goat and pig.
DISTRIBUTION OF NGOs IN MADURAI DISTRICT (MAP ENCLOSED)

MADURAI CITY AND OUTSKIRTS

01. World Vision
02. Antar Bharathi
03. Genius Social Service Organization
04. Madurai Institute of Peace Science
05. People’s Association for Community Health
06. Bose Trust
07. Centre for Education and Rural Development Action
08. Society for Promotion of Education and Economic Change
09. Centre for Social Education and Development
10. Rural Women Empowerment Association
12. PWED Trust - Peoples Welfare and Economic Development Trust
13. Society for Human Equity, People’s Health Education and Rural Development
14. Madurai Green
15. Sustainable Agriculture and Environmental Voluntary Action
16. Centre for Environmental Development Action
17. Institute of Environmental Education
18. Wishwa Women’s Social Service Society
19. Mother Thresa Jeevan Women Trust
20. Vazhilattim Moli Social Service
21. Development of Human Action
22. Centre for Environmental Services
23. Neat and Clean Service Squad
24. Great Trust
25. Subitcha
26. Centre for Rural Social Economic Cultural Environmental Academy
27. The Covenant Centre for Development
28. Rural Women Development Association
29. Society for Training and Rural Reconstruction
30. Centre for Rural Education and Development
31. Power Project

THENI AND PERIYAKULAM

32. Mahalir Munnetra Sangam
33. Vidyal
34. Vasantham
35. Literate Welfare Association
36. Sanga Mithra Social Service Organisation
37. Vinoba Rural Development Sevalaya
38. Team Organisation
39. Pengal Munnetra Sangam
40. Holy God Charitable Trust
41. Trust for Water and Sanitation

KODAIKANAL AND DINDIGUL

42. Tamilnadu Alliance Against Mercury
43. Eco-Friendly Environmental Conservation Trust
44. Wilderness Club
45. Wattakkanal Organisation for Integrated Conservation of Environment
46. Kodaikanal Environmental Youth Club
47. Anglade Institute of Natural History
48. Palani Hills Conservation Council
49. Peace Trust
50. Gandhigiram Trust

PROFILE OF THE STUDY AREA

The Integrated Madurai district i.e., before bifurcation includes Theni, Periyakulam, Dindigul (Kodaikanal) districts. The geographical, historical, ecological, environmental, social, cultural, demographic and economic profile of
the study area is presented here as a background study to appreciate the
topographic, geographic, demographic, economic, cultural, ecological and
environmental status of the integrated Madurai district inorder to understand the
problems of environmental pollution and protection by the NGOs.

The geographical location or the topology of a place is determined by
Nature. No one can ask why is the Himalayas in the North of India and the Indian
Ocean is in the South of India? Or why should the holy river Ganga flow in the
north and central India and the river Kaveri flow in the south? It is at our choice to
connect the Ganga and the Kaveri rivers and to irrigate the lands in India. The
utility of the natural resources like mountains, fountains, falls, forests, valleys,
lakes, deserts, oceans and landscapes are at our discretion and disposal. The
Himalayan mountains or the sandy deserts of Cape Comerine or the Indo-
Gangetic valley or the Deccan Plateau cannot be shifted or moved., to some other
place because that is the nature of Nature. India’s geographical features, the flora,
the fauna and the climate are predestined, permanent, perennial and constant.

The geographical position of Madurai district is 9°30’ 00’’ and 10°30’00’’
north latitude and 77°28’00’ and 78°28’00 east longitude. It has more than 25
lakhs of people. It is spread over 3741.73 square kilometers.

Madurai district has nearly 20 lakhs of literates. According to the Census
of India, 2001, more than 33, 2249 people follow agriculture 36774 are employed
in household industry and more than 58,6771 men and women are otherwise engaged. The marginal workers are more than 13,46,44 both in urban and in rural areas. The unemployed are more than 14,80,593. The life expectancy is estimated to 64.85 years for male and 65.20 years for female.

The temperature in plains is maximum 38.7°C minimum 21.9°C and in the hill stations it is 32.3°C and 30°C. The coastal area has 36.8°C and 20.5°C as maximum and minimum temperature. Generally the climate is hot in the plains and moderate in the hills. The normal rainfall during north-east monsoon is 399.3 mm and during south west-monsoon it is 282.1 mm. The actual rainfall during North-East monsoon is 418.53 mm and South-West monsoon is 208.38 mm.

The total area under cultivation is estimated to 123929 hectares. The average land holding is 0.678 HCC. The principal crops are: a) paddy b) millets and other cereals c) pulses d) sugarcane e) groundnut; (f) gingely g) cotton h) plantain, (i) other fruits, (j) coffee and (k) tea. The net irrigated area is 68365 hectare.

The important industries are textiles, toys, matches, software, etc. In the near future tidal parks and similar industries may be established. Khadi and village industries play a vital role in providing job opportunities. Cotton, silk, woolen and polyester dress materials are manufactured here. Public and private
sectorial enterprises enrich the economy. However it is felt that the industrial growth of Madurai district is inadequate when compared to that of Chennai, and Trichy.

Transport and Communication are the eyes of the economy. 145 National high ways, 114 state high ways, 364 corporation/ municipal roads, 1349 panchayat roads are there in Madurai district. Registered motor vehicles are numbered at 9503 commercial vehicles are numbered at 57339. Railway length is estimated to 62.95 km (broad guage) 81.59 km (metre guage) track length (broad guage) 79.58 km metre guage 90.74 km. There are 12 railway stations. There is one air port which is deemed to be an international airport. Food products, dress materials, towels, granites are exported to other countries. Imported commodities are timber and medicine.

Lime stone, quartz, granite and graphite are excavated in Madurai district. Forest resource is an important source of wealth. Vaigai dam is a boon to farmers. The agriculture of this district depends on this dam. There are a few check dams to help the peasants. Total forest area in Madurai district is 50452 hectare. Of the total forest area, 42049 hectare is under Reserved forest and 3739 hectare is under unclassified forest.

Water reservoirs named Periyar Dam has 15,662 cu.m. capacity. Vaigai Dam has the capacity of 6091 cu.m., Periya Aruvi Dam has the capacity of 23.60 cu.m. and Sathayar Dam has the capacity of 20.80 cu.m.
In Tamil Nadu, number of districts are 31. The area of Madurai district area is 3,696 sq.kms and population is 25,78,201. For Madurai district, the head quarter is Madurai. There are 2 universities, 33 arts and science colleges, 10 engineering colleges and one medical college.

**TABLE 2.1**

**DEMOGRAPHIC PROFILE OF MADURAI DISTRICT**

<table>
<thead>
<tr>
<th>Particulars</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Area in square kilometers</td>
<td>3741.73</td>
</tr>
<tr>
<td>Male population</td>
<td>2562279</td>
</tr>
<tr>
<td>Female population</td>
<td>1267155</td>
</tr>
<tr>
<td>Density / sq.km.</td>
<td>685</td>
</tr>
<tr>
<td>Literates</td>
<td>1795751</td>
</tr>
</tbody>
</table>

The total number of working factories are 2004. Of them large scale industries are 37, medium scale industries are 548, small scale industries are 1212, cottage industries are 21, textile industries are 10, spinning mills are 90 and weaving mills are 86 in Madurai district as per 2001 Census.

The major classification of natural resources is agricultural land, forest land and its multiple products, water resources, fisheries, mineral, mining resources and environmental amenities.
Madurai district has 212 NGOs who are involved social service, developmental activities and environment related activities. 50 NGOs are involved in environmental activities such as conducting awareness programme, environmental uplift programme and environmental protection. Hence NGOs who work on environmental pollution and protection directly or indirectly are studied in detail.

ENVIRONMENTAL PROFILE OF MADURAI DISTRICT

A cursory evaluation of the present status of Madurai district environment and natural resources including land, soil, water, air and life support system like forests, rivers, etc., indicate a holistic development of environment friendly, sustainable development perspective. The green cover classification of forest in Madurai forest division of the composite Madurai district was 50,452 ha. Man-made forest plantations are Acacia planifrons, eucalyptus tereticornis and tamarinds indica. The geographical location of the district lies between 10°25’ and 9°30’ north latitude and 77°28’ and 78°28’ east longitude. Vaigai river flows during rainy season. The total geographical area of the district is about 3741.73 sq.km. The population of Madurai district has grown to 25 lakhs with an average growth rate of 2.05 per cent per annum. 45 per cent of the total land is arable land. 35 per cent of the total land is non-available for cultivation and fallow land. The major crops are cereals, pulses and oil seeds. Horticulture and plantation
crops are in the hills. Fruits, vegetables and flowers are exported to other districts and states. Nitrogenous fertilizers are used. Bio-fertilisers are also used by farmers. Black soil is predominant. Laterite soil forms 22 per cent. The other types of soils are red loam, sandy, alluvium, red sand soil. Well irrigation is the predominant mode of irrigation. Nearly 50,000 wells are used for irrigation. There are 3 check dams. Forest resource is the basic wealth of the district. Green cover classification is estimated to 71771 ha. Mineral resources like lime stone, quartz, fedspar, graphite, jelly, sand, gravel and multi-coloured granite are the mineral reserves. The flora and fauna are interdependent on any eco-system. Water resources comprise of Vaigai and Gundar rivers. It has canals and check dams. Vaigai dam stores water during rainy reason. Domestic waste water generation and treatment, are important aspects of water resources. Collected water is used for irrigation and domestic purposes. Municipal waste generation is estimated to 10 tonnes solid waste, including rags, wooden matter etc. Water borne diseases like gastro-enteritis and cholera are common in Madurai district. Industries pollute the air. Economic development at the cost of environment is undesirable. Cotton textile mills, rubber factories, cotton seed oil factories, chemical factories, cement factories, electrical goods, automobiles, paper and pulp products, leather goods, sugar mills, flour mills and small scale industries help the economic growth and also contribute a lot to the increase of CO₂. Air pollution is too much because of industries. Automobiles’ emit carbonmonoxide. The
ambient air quality is above the standard level. The discharge of industrial effluents into water resources increases water pollution. Noise pollution exceeds 75 db. There are 5 Environmental Education and Research Institutions in the district. Environmental NGOs of Madurai district are more than 200. The NGOs conduct Environmental Awareness Programmes, Environmental Education Programmes, Tree Plantation, Water Resource Management, etc., in order to protect environment. Environment Day is celebrated meaningfully every year conscientising the public about global warming, climate change and environmental pollution and ecological protection, i.e., about the pollution and its solution.

**METHODOLOGY**

**Area of the Study and Year of Study**

Integrated Madurai District before bifurcation comprising of the present Theni, Periyakulam, Kodaikanal and Dindigul.

The period of study is 2002-2006.

**Sampling Design**

There are 212 NGOs in Madurai District. Among them 50 NGOs are concentrating on environmental issues as their main programme. Out of 50 NGOs, 11 NGOs are selected by lottery method to study the objectives and
programmes related to environmental protection. Further, by simple random sampling 5 beneficiaries are drawn from each of the 50 NGOs (with the total of 250) dealing with environmental protection programmes.

Well-structured and pre-tested questionnaires were given to the Secretaries of the 50 NGOs. The questionnaires consist of 3 sections dealing with general profile, sources of funds and environmental programme. Information from the beneficiaries are collected through personal interviews using interview schedule.

Data Sources

The main data sources are Directory issued by the Madurai Institute of Social Sciences, Madurai, Madurai District Statistical Handbook and downloaded data from the Internet, Annual Reports of the NGOs.

Data Collection

Both primary and secondary data are used in the study. Secondary data are taken from Reports of NGOs, Reports from Collectorate, Social Service Institutions and various books, journals, magazines and dailies.

Statistical Tools

Simple statistical tools like percentages, trend analysis and Garrett Ranking technique are used.
Theories of NGOs

Western scholars have put forward several theories regarding the origins of the voluntary sector. The disciplines from which they emanate range from economics to sociology, political science and anthropology. The theories are partial in that they are not incompatible with one another.

The contract failure theory, an economic theory, explains why particular kind of goods are produced by voluntary rather than by the private sector. It argues that when consumers feel unable to evaluate accurately, the adequacy or quality of the goods, they choose voluntary organisations which function as suppliers rather than profit-making firms. Consumers distrust for-profit firms for such goods because the manager of a for-profit firm may supply inferior quality of goods and pocket the additional earnings thus made. The opportunity to do so does not exist for managers of non-profit concerns as they are forbidden by law from garnering, the extra profit. An enlightened consumer thus protects his interests by sponsoring voluntary associations (H. Hansmann, 1979).\textsuperscript{21}

The theory as it is formulated does not appear applicable to the Indian situation since in India most voluntary organizations are set up to meet the needs of the vulnerable and those who cannot protect their interests, and to deliver merit goods. A modern welfare state is expected to provide them, but India has failed to do so. The reasons for failure are many: First, the State lacks resources.
Therefore, voluntary associations frequently supplement the supply of such goods, e.g., health care. Second, often, negligent public firms. Of course, there are corrupt officials who can and do subvert enacted policies and reap unauthorized profits from them. In either case, those who are too weak to assert their rights are left out. Third, the weak and the vulnerable often do not know how to access merit goods; sometimes they even have to be convinced of their benefits. These are the tasks that typically a voluntary organization is capable of, and predisposed to, performing. A vast majority of Indian voluntary associations are set up by the organizers to address the shortcomings of the public system.

The second economic theory, the subsidy theory, argues that non-profit organizations benefit from a variety of implicit and explicit subsidies, such as exemption from taxes. Thus, once set up, a part of the financial burden is shifted to the government. It is a prospect which acts as an incentive for setting up a voluntary association. (E. Fama and M. Jensen, 1994).

The theory seems particularly applicable to the Indian situation since voluntary organizations here often obtain even their initial funds either from the government or from foreign funding agencies. This theory explains the phenomenal growth in the number of voluntary organizations as a result of the abundant availability of funds, both foreign and domestic (mainly government), which began to characterize the voluntary scene from the late 1960s.
The exchange theory offers yet another way of understanding voluntary associations. It views a voluntary association as a benefit exchange: the group organizer offers a set of benefits to the members and receives benefits in return. To join and continue as a member, one may have to pay a subscription, attend meetings, etc. These are the costs a member has to bear to receive the benefits. The organizer, on his part, has to devote time and energy to recruit members and to obtain and deliver benefits to retain them. The organizer’s benefits may take the form of fulfilment of much-cherished goals or monetary compensation. The benefits that either party receives could be material, or purposive. This theory conceives of the organizer as a political entrepreneur. In exchange, the leaders receive returns (i.e., profits). Only a mutually satisfactory exchange – an adequate flow of benefits both to members and organizers – can sustain the organization. The organizer must earn sufficient returns in the form of membership support to enable him to continue his work of providing the benefits. When benefits or profits diminish or disappear the organization weakens or doses down. This theory offers a framework for understanding why some organizations thrive and others wither away. The benefit exchange perspective also affords a more balanced view of organization and particularly of the organizer (entrepreneur): he needs to be seen neither as a pure altruist nor as a crass opportunist, but rather as a rational person. These theories lend a fresh perspective on voluntary associations.(Peter B. Clark and James Q. Wilson, 1961, Robert Salisbury).
Consumers distrust for profit firms. An enlightened consumer thus projects his interests by sponsoring voluntary associations. The failure of the contract theory encouraged voluntary organisations to produce commodities and render services. A state lacks resources. It is a major reason for the failure. So the voluntary associations provide health care. The second reason is negligence of public servants. They fail to perform their duty, even when they have no material gains to derive from this. The corrupt officials subvert enacted policy and reap unauthorised profit. The weak and the vulnerable do not know how to access merit goods. Most of the voluntary organisations address to such social issues.

The non-European societies are not civilised. The European civil societies are distinguished by rationality, liberty, self restrain, refinement, law abiding, commercial and developmental. Hegel describes civil society as unselfish. For Karl Marx civil society referred to the whole, communal and industrial life of a given stage. Marx called such a civil society as communes. It represented a dialectical unit of civil society and the state. The relationship is of material relationship, of production relationship, of economy and of structure related relationship. Grams called the church as a civil society. Political society had similar traits. Besides these, free associational activity included the family, universities, the press, trade unions, cultural institutions, working men’s club and publishing houses. Cultural and spiritual supremacy or hegemony of the civil societies are predominant.
“However the state and the political parties are excluded because though they are voluntary, their purpose is to capture the state and use its coercive resources to realise their objectives”.

Moral conduct tends to promote piety, self-restraint, politeness, freedom from pride, self-sacrifice for fellow beings, truthfulness, non-attachment, non-violence, and non-covertousness. All religious faiths emphasise charity as acts of virtues and the sure way to heaven. The faith and the belief of the people, their characteristics and piety, compel them to perform charitable acts.

Hobbes, Locks, Grotius, Puffendor and Montesquieu theorised that human beings were by nature free, equal, rational, and self-determinant. Their authorities are derived from them. They call it as a civil society.

Thomas Aquinas argued that it was not an organic expression of human sociability, nor a theological requirement of human nature as Aristotile maintained. It was a rational and artificial institution, growing, no doubt, out of the natural desire to live but in no way dictated or sustained by it. Civil society is the only way of constituting the state. This civil society is different from savage, primitive, rude or militeristic society.
A catalytic activity aims to influence public in a way which voluntary organisations expect and will initiate action by launching public campaign to disseminate information.

Political activities are directed at a governmental authority. For example the death of children because of non-inoculation may be a cause of action of the voluntary organisation.

Developmental, catalytic and political activities are not mutually exclusive. The Budhist promoted voluntary service. The vedic society accepted charity and voluntary services. The caste system segregated people yet it did not prevent charity. Kings and monarchs encouraged charity. In an unorganised way voluntary services were carried out. Traditional Hindu families accepted charity as an act of virtue which appeases gods and goddesses. Even though Jainism denied the existence of god, it never prohibited charitable acts. Helping the poor and the needy was encouraged by all. Tantric teachings emphasised on curbing egoistic and selfish behaviour. Issues like passion, pride, anger, jealousy and delusion are serving for the good of others as far as practicable.

The subsidy theory argues that non-profit organisations benefit from a variety of implicit and explicit subsidies, such as exemption from paying income and wealth taxes. This theory explains the phenomenal growth in the number of
voluntary organisations as a result of the abundant availability of funds, both foreign and domestic which began to characterise voluntary associations.

The exchange theory offers yet another way of understanding voluntary associations. The members receive the benefit in return. The organisers, as political entrepreneurs receive returns i.e. profit. The benefit exchange perspective also affords a more balanced view of organisation and particularly of the organiser who needs to be seen as a pure altruist nor as a crass opportunist, but rather as a rational person.

Institutions and organisations are purposeful and role-bound social units. The behaviour of the people is stable, accepted and collectively valued.

**The purposes of an organisation may be**

- To protect, secure and regulate the lives and actions of citizens; for example, to manage how society is defended as well as how it functions and progresses;
- To make a livelihood and create and accumulate wealth and
- To pursue individual interests or tackle personal or social concerns which are separate from gaining a livelihood.
The first set of purpose typically belongs to governments. The second to business and the market and the third to the self willed associations of citizens. Administrative, commercial and social interests are considered in the above three.

The operating principles may be the behaviour of the people, relationship between organisation and outside world, mobilising resources, feedback and assessment of performance.

Government tend to rely on hierarchy, command and enforcement of law; business provides monetary gains; voluntary organisation rely on personal values, commitment and self motivation. Of course, a person’s technical competence, experience, aptitude, personal situation and aspirations are important for fulfilling the role effectively.

**Approaches to NGOs**

A welfare state is expected to satiate the wants of its citizens. A police state is to protect the citizens and to maintain law and order. In a totalitarian or military government the state has absolute power and absolute responsibility. In a monarchy the king has an unlimited role to play. In a democracy people look after agriculture, industry, trade, commerce, service and charity. The state has absolute powers or monopoly in matters of foreign affairs, protection from foreign aggression, maintaining law and order and legislative, executive and judiciary administration. In Swiss democracy the initiative and referendum empower the
people the recall their representatives. American democracy with a bi-party system proves to be superior and ideal in the sense people’s voice is heard and respected and their will is executed.

In Indian democracy the ignorance, illiteracy, poverty and the inability of the people are exploited to the vantage of the ruling and opposition parties. Law lie low at times of public election and criminals can escape just like that with out tears because the civil and criminal laws are not flawless and the executive and the judiciary are defective. Hence democracy in India seems to be an anarchy some times though not always.

The legal intelligantia advocate rewriting of Indian Constitution which is nothing but the British Colonial Legacy in Jurisprudence. However laws can not encourage NGOs unconditionally, unless they are genuine in their word and deed and in letter and in spirit. NGOs have to act and react where the democratic machinery fails.

Law cannot sympathise with anything and anybody. Law makers use their heads to constitute law and to execute the same. It is left to the discretion of the judge to show mercy. However justice and mercy do not and cannot go hand-in-hand always. There are arguments for and against forgiving and punishing. NGOs extent their helping hand to the families of the convicts. This is called prison ministry.
The spirituality of Saint Mother Tresa, who said, “who wants your money? We want hearts to love the poor and hands to serve the poor”. Hence without pathos (compassion, sympathy, apathy and empathy) human beings will become either inhuman or non-human beings.

Every human being irrespective of the socio-economic-cultural status has a charism and his/her soul rejoices when he/she helps the helpless. This is a universal truth and the experience of people who do not have faith in god or do not practice any religion. Humanitarian approach is common to theists and atheists. Sympathy, pity, compassion and empathy are common human feelings. St. John’s First Aid groups, Red Cross, Rotary Clubs, Lions Club, George Bernardshaw’s Foundation and Henry Ford Foundation are voluntary organizations rendering service to the individuals and communities transcending the frontiers of the nations.

The sense of belonging to a clan, the emotional identity with the suffering (empathy), the inner urge to help the needy (charism), the humane feeling for the poor and the unprivileged and under privileged, the feeling of moral obligation towards the less fortunate and unfortunate are the corner-stones of voluntary services. The functioning of the NGOs is deep rooted in these logos, pathos and the ethos of humanity or human values – be it a family, a trust or a local NGO or a
National NGO or an International NGO. The thrust of the TRUST is NGO is helping the helpless and reaching out the unreached.

Voluntary organizations in India are shaped by a variety of factors. Those factors have been nurtured and threatened and such factors made the NGOs oscillate between liberalism and statism. Diverse in their functions and purposes, they serve primarily a vast and assorted population of informal workers. A sizeable sum from public and foreign sources is expended by this sector. And yet the sector has received surprisingly scanty attention from academic researchers and social analysts. (D.L. Sheth and Harsh Sethi, 1991).

**CONCLUSION**

People all over the world differ in caste, creed, colour, language, life-style, taste and talent. Yet they never fail to identify themselves with the poor, and the victims of natural disaster or man-made calamities. Humanity has never failed to extend its helping hand to the needy. NGOs of Madurai district come to rescue the victims, the needy and the poor.
REFERENCES


