INTRODUCTION:
Rural development in independent India has been tried over the past 50 years through various programs introduced from time to time, concerning almost every aspect of rural life like agriculture, education, technology for farmers, development of artisan skills, housing, health, sanitation, electrification, roads, communication, etc. However, it is found that the initiatives have not been fully successful and the approaches have changed as per planner's perspectives and immediate needs. The program implementation with beneficiary oriented subsidy program occupying a major part has not brought forth the desired results compelling the government to recognize the importance of community participation in development and conceiving its programs with a component of 'Community Participation' which give more scope for the people and NGOs to participate as development partners. Therefore the matter of interest here is to understand the level of people's participation, coordination and the NGOs role in community development.

NGOs have involved themselves in various economic and social activities in rural India. In recent times due to change in priorities of donor nations, the NGOs are shifting their focus on activities involving communities towards sustainability of development initiative. How far the NGOs have been successful in making inroads into peoples' psyche? How far they have been accepted as change agents? What is the perception of government and people representatives on the role of NGOs?... are some of the thrust areas which may decide what definitive role can be assigned to and performed by the NGOs. Problem specific studies on the issues mentioned above have not been taken up for detailed and focused investigation. What does the government expect of NGOs role in its programs have not been clearly conceptualized and vice - versa. In Indian context, the studies relating to...
evaluation of the community participation in rural development have been very few and far between. Even those studies have been evaluative in nature. Moreover the Assessment of role of NGOs in community development, the multi-layered process of development involving people, people representatives, NGOs and government organizations, the preferences of people between government organizations and non-government organizations have not been covered in the above studies. To give a fresh outlook for the involvement of community in the process of rural development the present study attempts to give proper direction to the participatory approach. To be precise, the present study focuses on community participation in the implementation of drinking water supply, sanitation and health promotional programs in rural Karnataka.

In this chapter the origin and evolution of rural development as a concept has been examined along with the role of various functionaries involved in the developmental processes.

1.0 Understanding of Rural Community:

The conceptualization of Indian village community has historically undergone major shifts till date from romantising its past to a complete denial of its value.¹ These discourses have dominated all the policies pertaining to rural development in India. To briefly summarize these discussions the following elements² could be highlighted:

1. The British discontinued the grants to the village fund from village revenue. This affected the beneficial activity which were carried out by the village councils / panchayaths. Moreover, the govt. itself took up these beneficial activity which rendered village councils useless.

¹ Just to mention two major discourses on the subject: Gandhian and Ambedkarite models could be recalled. But both these models are in a way are the out come of colonial experiences. For further reading refer: Manish Kumar Thakoor, Construction of Villages in the Nationalist discourses, translated by D. Dominic, 2003 published by Samvada, Bangalore.
2. The establishments of regular Law Courts - Civil as well as Criminal - deprived the village elders of their power and prestige. The village dispute that could have been solved easily was taken to the courts in the town. When the village elders realized this that they have been divested of their powers, they ceased to take interest in village affairs.

3. Though Panchayat Acts were passed in various states to revive village councils very little of concrete nature was done in actuality. All measures remained on papers only.

4. Rural - Urban migration also contributed in some measure for the decay of village councils. Absence of sufficient avenues for utilizing best elements in the village itself at the one end and availability of better opportunity in the city and the other hand forced many to move toward cities.

5. The British introduced new system of revenue collection and land settlement. Zamindari system created gross inequality and also affected the relationship between classes ruining the village community.

6. The technological advancement, extension of transport and communication facilities, introduction of British system of education, rural-urban migration, etc, contributed significantly for the development of individualism. The Egoism fostered by Western culture soon filtered down to the villages. This created factions and feuds at the cost of village harmony. Thus, the self-sufficient, self-reliant little republics were reduced to nothing.

These are the elements that dominate the Gandhian model of conceptualization of Rural Community. The Gandhian approach seeks to improve physical, economic, social and moral condition of villages through self-help, equity and self-sufficiency, integration of craft, art, health and education and full employment for
during off season through agro-based village industries on the basis of local talent and
skills. But these notions are contested by the dalith intellectuals today. This is
because of the long debates that ensued between Gandhi and Ambedkar even before
independence.

Therefore, those who side with Ambedkar, argue that 'the villages are dens of filth and
rottenness'. Hence, they advocate the modern individual rights approach through which
they would bargain for the positive discriminatory practices enshrined in the constitution
of India.

Even today these debates are unending. But we cannot forget to see that these debates are
the out come of the modernity project unleashed by the colonial rule.

Thus, in the post independent India the villages dominated the policy makers.
Therefore, Rural development agenda was set in motion. It has been viewed as a
complex process that can be achieved only through concerted efforts on various
fronts. Further it was understood that rural development programs, to be successful,
demanded adequate regional planning, strong central co-ordination, effective local
level organization and people's active participation at various levels like planning,
implementation, operation and maintenance etc. Pearse, Andrew and stiefel proposed
that the rapid progress could be made if community participation was enhanced and
decision-making authority was decentralized to lower levels of government and other
institutions. Expansion of the existing community based approach into a local
program handed responsibility for the management of physical resources and project
implementation for communities; further promoting decentralization decision making
and encouraging greater cost sharing on projects. Implementation of a poverty
targeting methodology was based on poverty related criteria, backed by a strong
system of checks and balances to thwart mistargeting and misappropriation of
resources. It meant that studies on poverty was mostly done by the representatives of

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3 Gandhi, M. K., Rebuilding our villages, Ahmedabad, Navijivan publishing, 1959: pp 4-7
4 Pearse, Andrew and stiefel, Inquiry into participation- A research approach, Geneva, united nations, RISD 1995-
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the educated community. Even well conceived rural development schemes would run into rough weather as the stratification based on unequal power relations and corruption that existed at various levels; which lacked the absence of proper accountability. Major contributor for absence of accountability among the officials was traceable to the lack of participation of the masses for whom the program was devised. The rural population had been moulded for syndrome, forcing them to look up to the Government for financial help.

The origin of organized Community Development Programs can be traced back to experiments in intensive rural development work carried out in the second decade of the last century like the Sriniketan experiment of Rabindranath Tagore and F.L. Brayne's Gurgaon experiment, Nilokheri Experiment of S. K. Dey, Albert Mayer's project at Etawah and Mahatma Gandhi's efforts at Sewagram. The recent experiments of Anna Hazare in Ralegaousiddi of Maharastra and Rajendra singh's (Tarun bharth) efforts in Rajasthan are the success stories of Community participation in rural development process. They all believed in economic, educational and cultural development of rural masses, recognized the need for a change in their outlook and desired community action, based on informed participation of all members of the community as essentials for rural development.

Though the Community Development Program (1952) and National Extension Service(1953) programs were conceived on the basis of those above experiments. But most of these up to the 70's developed an economic-centric, techno-centric and bureaucratic bias were too often reduced everything to the economies scale and per capita costs and benefits of the hardware. They largely focused on the installation and operation of systems, concentrating on meeting the physical targets regardless of whether the systems were acceptable to the community concerned and sustainable. Thus, rural masses were fed with hardware oriented projects with negative environmental effects that ended simply as units of low capacity utilization. Thereby they denied agency to the people. There were high levels of inequity and inaccessibility due to which projects could not be sustained.
A late realization has dawned on policy makers that wherever groups are involved around a specific physical structure, based on their motivation, behavior, expectations, ability of decision making and survival, positions in the social production and in the social system as a whole a definite pattern of interconnectedness was established. It was also realized that if development was to be sustainable, the people must have had equitable and effective access to and control over the physical resources and infrastructure through an effective community based and community-managed systems.

At the same time these notions were further carried forward by World Bank aided and other bilateral assistance programs funded by countries like Sweden, Denmark, Netherlands and Norway, the *community participation* was acclaimed top priority. Though they were assumed to be progressive, in reality they left a dichotomous relations between individual and community, rural and urban etc. These concepts will be discussed in the following pages. In spite of the problematic nature Community participation was incorporated as an inevitable component. From the community development program of 1950’s to the participatory development approach of today is indeed a significant transformation.

The Community Participation as an instrument of development is based on two suppositions:

a) Democratic values require involvement of Target community in the formulation of policies and programs for its development.

b) When community takes part in determining development programs, they will support these programs and that more participation means more development and more development results in more participation.

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5 Seetharam M, Citizen participation in rural development, Mittal publications, New Delhi, 1990 pp- 1-36
The sustainability of development as it was perceived was depended on the participation of local communities in the development process. At the same time the emergence of 'civil society' gave rise to further consolidation and radicalization of the concept of NGO's. The institution had hastened the community participation process.

The NGOs over a period of time in the development process had brought about a sea change in the approach of the target community in their self-development. Though there was a considerable improvement in the levels of mutual interaction between the Government and the NGOs, there were several issues like the level of involvement of NGOs, the freedom that could be given to them, the extent to which they could penetrate into social strata, and how the GO/NGO collaboration could be managed, etc., need to be addressed to. Even NGOs could not sustain in the situation. Finances of NGOs, which regulate their activities, were in constraints as there was a shift in the priorities of donor countries. That necessitated a different approach the NGOs strategies in the coming years.

1.1 Rural development- concept and its application:

The term 'Rural' is derived from the Latin word ‘RURALIS’. It refers to people living in countryside engaged in agricultural pursuits.

As a concept the term 'Rural' conveys in functionalist terms a geographical area that refers to a spatial distribution of households, kinship, family ties and close interaction between individuals and communities. As psychological construct ruralness might be defined on the basis of the attitudes and values typically held by people living in rural communities as relatively conservative, religious, work oriented, intolerant of diverse ideas and so forth. On the other hand from an anthropological point of view, the above-mentioned generalizations regarding attitudes and values tend to be discouraging and instead, owing to the heterogeneity in rural areas and its population; an adequate understanding of rural
life in all its variations is emphasized. As far as economic perspectives of the term are concerned, it is primarily based on the occupational structure i.e., agriculture. However, in case of developing or even under developed countries, additional characteristics add up to the economic perspectives. It has been thus stated: ‘The broad picture that emerges as characteristic of rural society is the dominance of land, land use, and land relations, the low level of productivity, the large extent of underemployment and generally the absence of that measure of natural and human resource development, as will make it responsive to the development stimulus’.6

Thus the term ‘rural’ is not only multi dimensional, but also multi disciplinary. Transcending disciplines of study and opening to multifarious and multi-lateral interpretations.

From the stage of nomadic tribe to the present day society, people in collectivity are ever getting transformed in terms of their activities, institutions, tools, techniques, customs, conventions, beliefs, values and ideas which is natural and evolutionary.

The upward mobility of the entire social system has been defined as development by Myrdal7. So it is a process uninterrupted for thousands of years. The mobility and transformation has been accelerated by the efforts of the governing institutions. The movement of the collectivity will take place in any domain-physical, social, economic, political, cultural, psychological and so on. Hence the development is the process of social evolution effecting multidimensional changes in all fields of social fabric. But as the sociologist Dipankar Gupta says, the above formulations are nothing but orientalist constructions that has attained a public space.8

The notion of development was highly contested at one stage. Marxists saw it as the processes of developing as classless society, through class struggle, whereas the liberals looked for growth or enlarging the cake rather than redistributing it. There is also ‘trickle down effect’. Among NGO’s several constructs have been considered synonymous with development: people’s participation and empowerment are but two
of them. The development discourse is made up of a web of key concepts. It is impossible to talk about without referring to concepts such as poverty, production, the notion of the state, or equality. These concepts first rose to prominence during modern western history and only then have they been projected on the rest of the world. Each of them crystallizes a set of tacit assumptions which reinforce Occidental world view. Development as to pervasively spread these assumptions so that people everywhere are caught of in a western perception of reality.9

Therefore, for development one has to analyze the following fundamental components, which interact with each other namely, individual, society and nature. Development is strictly a human phenomenon. There is no development without people. It is humanity that develops agriculture or industry or technology and is responsible for changes. Nehru on 2nd October 1959 in his speech at Nagaur in Rajasthan once offered a cryptic definition: “By development we mean development of consciousness.” Progressive changes in our knowledge and understanding lay the foundation, for opportunities and skills to tackle the problems of the humanity equitably.

1.1.1 Nature and Scope of Rural development as it is conceptualized:
Rural development encompasses development of agriculture and allied activities, cottage and small-scale industries, traditional crafts, socio-economic infrastructure, rural manpower and improvement in community services and facilities. Covering all aspects of rural economy.

Rural development programs, in the Indian context, aimed at achieving the following objectives.
i) Changing the attitude of rural people towards development/transformation of the village community;
ii) Promotion of democratic leadership at the grassroots level by setting up local self-governments;

9 The developmental dictionary by Wolfgang Sachs & Gustavo Estevez, pp 6-8
iii) Provision of basic needs such as drinking water, health care, better sanitation, housing and employment;
iv) Developments of both farming and non-farming activities so as to generate gainful employment without adversely affecting the environment;
v) Improving infrastructure facilities in villages, particularly transport and communication facilities and 
vi) Ensuring a tension-free for the rural population by promoting communal harmony and unity, levels of literacy, education and cultural activities.

If we look at the above objectives the notion that one gets is that the rural community is a passive recipients of the developmental programs.

1.1.2 Experiments with Rural Development

To understand the current strategy of rural development in India it is necessary to knit together the various past attempts and experiences. Prior to independence, also there were efforts, though scattered and scanty, to rebuild rural communities.

The essence of Community Development approach, according to Dayal\(^{10}\) was that, Villagers should be enthused to bring about improvements and build up a new life for themselves, and participate with increasing awareness and responsibility in the planning and implementation of projects, which materially aim at their well being. The awakening of mass enthusiasm and enlisting of villagers' active co-operation in the task of improving their own conditions is the keystone of the movement. There was great emphasis on people's participation and utilization of services in planning and execution of development programs.

The National Extension Service was inaugurated on October 2, 1953; one year after the Community Development Program was started. The First Five Year Plan\(^{11}\) spelt out the main function of NES as, 'to make the people understand what change or innovation will benefit them, why it will benefit them and how it

\(^{10}\) Dayal, Rajeswar. Community development in India, Allahabad, Kitab Mahal, 1960:pp-14
\(^{11}\) Government of India, The first Five year Plan, A summary, New Delhi 1953:pp-63
can be introduced. It is for the community to participate in all the activities, which will lead to such change or innovation.

"Further, the plan\textsuperscript{12} described Community Development as a process of transformation of the social and economic life of the villages."

The National Extension service covered the whole country. It provided the basic organization, officials and minimum financial provision for rural development. The blocks selected for Community Development Program were called CD blocks. The distinction between NES blocks and CD blocks was removed with effect from April 1, 1958. All NES blocks became CD blocks.

In spite of the above rural community oriented projects, yet the desired results were not seen. This pressure from within and without was looking for a radical alternative to reform the administrative system, therefore the planners along with the decision makers certain measures were introduced and shifted the focus people centered vision i.e. \textit{Decentralization} through Panchayath Raj Act was introduced.

1.1.3 Panchayath Raj Institutions & their evolution

Balwant Rai Mehta Committee\textsuperscript{13} recommended to following

1. A three tier structure of organically linked local self-government bodies from the village to the district should be introduced

2. Adequate resources should be transferred to the new panchayath bodies to enable them to discharge their responsibilities

3. There should be a genuine transfer of power and responsibility to the panchayath institutions

4. All developmental programs at these levels should be executed through these local bodies, and

5. There should be further devolution and dispersal of powers and responsibilities to these bodies in future so as to make them function effectively.

\textsuperscript{12} Government of India, The first Five year Plan, A summary, New Delhi 1953:pp-63
\textsuperscript{13} Government of India, the fourth evaluation report on working of community projects and NES blocks, Vol. I New Delhi, PEO, Planning commission. 1957:10
Further, the committee\textsuperscript{14} noted: "Community Development can be real only when the community understands its problems, realizes its responsibilities, exercises the necessary powers through its chosen representatives and maintains a constant and intelligent vigilance on local administration. With this objective we recommend an early establishment of statutory elective local bodies and devolution to them of the necessary resources, power and authority". Panchayath Raj institutions are statutory bodies. The Panchayath Raj system was first introduced in Rajasthan and Andhra Pradesh and then by of Punjab, Maharrastra, Gujarat, Uttar Pradesh and Karnataka.

\textbf{1.1.4 Panchayath Raj Institutions in Rural development:}

PRI has been introduced in all states of the Country which; as a means of democratic decentralization was to have a deep impact on the rural life. The outwardly impact of this system can be summarized as changes in Caste structure, Power structure, Leadership in village, Spread of Education, Improving health, Better Housing, Potable water supply, Increased Sense of responsibility. PRI's made an impact on society by increased participation of women, lower sections and Backward Communities.

\textbf{1.1.5 Present status and problems:}

The main objectives of Panchayath Raj Institution were to hand over the power to the villagers. But at all levels power remained in Government and in the hands of those who traditionally held it for ages, who had grabbed power through Panchayath Raj Institution and fulfilled their own political ambitions resulting in administrative failure and lack of proper opportunity for people.\textsuperscript{15}

Panchayath Raj Institutions have not been able to achieve the goals because of lack of balancing factors in the rural atmosphere that is defined in traditional terms.

\textsuperscript{14}Government of India, Report of the Team for study of Community development projects and national extension service, Committee on plan projects, Planning commission, 1957, pp-23
\textsuperscript{15}The author, Structure and participation, MID 1980, pp 20 -34
and also for lack of commitment of policy implementation from the Government side. There was a wide spread prevalence of casteism, illiteracy, lack of proper leadership, poor financial condition of PRIs and defective election system, etc.

Anything not with standing, the belief reposed on Panchayath Raj Institutions that they play an important role in rural development and reconstruction is not without reason. It is the belief in the inherent power of the human beings; of its indomitable spirit and its ability to fight out the crisis and live as collective selves. But it is necessary to make them effective, by controlling corruption at various levels and bringing transparency in all transactions which is ushered in the idealism of PRIs. Therefore, the 72nd amendment to the constitution has given necessary tooth to the people’s participation in community development.

1.2 Community Participation- concept and its evolution:
Participatory research supports and contributes to the efforts of individuals who are autonomous, groups and movements which challenge social inequality and work to eliminate exploitation. It strives to play a liberating role in the learning process by promoting the development of a critical understanding of social problems, their structural causes and possibilities for overcoming them. It does not claim to be neutral. As a research approach, it calls for democratic interaction between the researchers and those among the research is conducted. Democratic interaction depends upon the political participation of those who are involved in conducting research on the causes of their exploitation with the object of overcoming the exploitation. It challenges the way knowledge is produced by conventional social science research methods and disseminated by educational, social and cultural institutions. It is composed of three interrelated processes:
Collective investigation of problems and issues with the active participation of the constituency in the entire democratic processes.
1. Collective analysis in which the constituency develops a better understanding not only of the problems at hand but also the under laying causes (socio-economic, political and cultural) of the problem.
2. Collective action by the constituency aimed at long term as well as solutions to these problems.

Looking into the above elements, one finds that the autonomous individuals are capable of creating the collective self i.e., the community. This community of autonomous individuals who participates in decision making process to evolve a democratic system to fulfill their day today needs and the future. Therefore, our firm belief is that this approach radicalizes the PRIs at the rural level.

Thus, the concept of participation can be understood as broadly as to refer to the entire economic and political process of a country. Participation can be visualized as a continuum with Government that seeks people's co-operation for its existence through schemes. Since participation is non-statutory and continuing in nature, Government efforts alone do not suffice, hence the campaign for promotion of voluntary action becomes necessary. "Participation and development blend in the area of community organization, as it is a recognized fact that no headway can be made unless people are organized." Mobilization becomes an instrument through which involvement is possible for the people.

The International Seminar on popular participation sponsored by the United Nations adopted a stand which, inter alias, "calls for populations to be involved in development efforts, sharing equitably in the benefits derived there from and in the decisions in respect of setting goals, formulation policies, and planning and implementing economic and social development programs" Involvement of people in development program will be effective only when it is adequately reinforced by awareness of the situation through exposure to different types of communication.

Participation is better understood in terms of four major elements that need to be distinguished in studying participation viz., 1) Purposes for which the community participatory activities are undertaken, 2) Activities that are undertaken to realize these purposes, 3) Community or people who are engaged in the activities, and 4)
Agencies by which these activities are performed.18

Kramer identified four inter-related modes of participation in terms of people as
1) governing-board members, 2) social service consumers, 3) political
constituency and 4) staff members.19

Participation is viewed as a consequence of community awareness of programs
and their interest in involvement and in developmental activities. “Community
participation is an educational and empowering process in which people in
partnership with those able to assist them identify problems and needs and
increasingly assume responsibilities themselves to plan, manage, control, assess
the collective actions that are proved necessary”20.

1.2.1 Motive for participation

Participative process encourages identification of needs on the basis of which
programs are mounted. It is intended to save scarce resources through
improvement of program management. A second motif is to secure better public
cooperation21. In remote, tradition-bound rural settings, the program administrators
often experience difficulties in obtaining local support. Even in developmental
programs such as family planning, immunization, etc., Community participation is
intended to increase the number of persons using facilities/services. The local
community act as disseminators of development messages in their communities.
The other purpose is power equalization, which is the tag of development, and
therefore, decentralization of power and its equitable distribution among the
sections of society is advocated as it ensures accrual of money, control over jobs,
social status, knowledge, expertise and ethnic solidarity and results in creation of
wider power base for the disadvantaged groups. Power base for the poor requires
creating a more or less elaborate system of influence. Thus, it is seen that
community participation enriches the planning process by ensuring commitment

18 Langton, Stuart “what is citizen participation” in S. Langton (Ed), Citizen participation in America, Lexington Books
1978: 13- 17
21 Dube, S.C, India’s changing villages, Human factors in community development, London, Rutledge and Kegan Paul
1970: 79
of the people to targeted projects for the rural sector, rationalizing proposals by the agencies concerned, reducing the unreasonable pressure through informal channels and finally basing the proposals on the judgment of the people affected by the programs.

1.2.2 Concept of participation
During the 1950s and 1960s development meant raising per capita income and accompanying structural shifts in national economies from predominantly rural-agricultural to urban-industrial. In practice no universal set of specification for development can be satisfactorily specified; and styles of development necessarily differed. The concept of development also differs in the same way as the local geography and the social structure differs from one nation to another. Some general standard is nevertheless needed to assess the actual process of development.

Underlying assumptions of the above realities one feels that the earlier development approach was focused only on capital accumulation leading to capitalist vision of development. In this context, what Brazilian educationist Paulo Friere say becomes very important: The concepts of conscientization and the method of thematic investigation have been strong themes in participatory research. Conscientization is described as learning to perceive social, political and economic contradictions and to take action against the oppressive elements of reality. In the conscientization process thematic investigation involves participation in an ever deepening analysis of words or experiences common to their reality in order to question common assumptions and achieve a better understanding of that reality.22

1.2.3 Development up to 1970:
The United Nations came out with a development strategy for the First Development Decade beginning 1960. It called for accelerated economic growth, the effects of which, it was assumed, would percolate to the masses in developing

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22 quoted in Participatory research an introduction by PRIYA, Vol .III New Delhi, pp 1-4-
countries. But in the First Development Decade the gap between the rich and the poor widened bringing to light importance of various social approaches.

1.2.4 The Second Development Decade (1970-79):
The second development decade sought to include these concerns in its formulation. The experience, however, indicated that during the Decade, economic growth for low-income countries averaged less than 15 per cent per capita; and a very large number of persons was still living in extreme conditions of poverty. In view of this, there was rethinking about the priorities of development process, calling for an accent on equity and participation, on self-reliance and structural reform and emphasis on poverty-removal and employment. Further, renewed efforts for rural development and the attention to distressed regions and disadvantaged groups were also suggested.

1.2.5 The Third Development Decade (1980s):
In the Third Decade of Development proceeded with the assumption that there were developed countries and developing countries and that if the experience of the former, along with some resources, were transferred to the latter, the gap would be narrowed. It was further assumed that accelerated economic growth could take place with emphasis on industrialization and modernization. The cumulative benefits of this kind of economic growth were expected to 'trickle down' eventually to the large numbers, who in the developing countries live in rural areas. The widening gap between the industrialized and the third world countries and the outcome of 'green revolution' in helping the rich to become richer and making the poor poorer indicated the limitations of this narrow techno-economic approach to development which led to search for alternatives.

1.2.6 Search for Alternatives:
In response to the challenge posed by imbalances in development process, a powerful new ideas on alternatives to development emerged with focus on 'Rural Development' based on delineation of man and the mobilization of the creative
potential of people for all round development of their lives". Concomitant with the search for alternatives, 'Rural Development' had emerged as a distinct field of policy, practice and research with focus on distribution issues, since overwhelming majorities of the people in developing countries live in rural areas. Buttressing this priority, the World Bank saw rural development as a 'strategy designed to improve the economic and social life of the rural poor that involved extending the benefits of development to the poorest among those who seek a livelihood in the rural areas: small-scale farmers, tenants and the landless'. Rural development was also seen 'as a distinct approach to interventions by the State in the economics of underdeveloped countries, and one, which is at once broader and more specific than agricultural development'.

Post independence Development models of agro-based economies of developing countries like India, emphasized industrial growth as an important aspect of development. The model pursued considered rural development as a by-product of industrial development. Nevertheless, there was recognition of the importance of involving people in their own development with emphasis on generating resources from within the community.

1.3 Role of Non Government Organizations in rural development in India:

Civil society has perhaps become the most widely discussed theme in contemporary political theory and action. Since the 1970's when it became increasingly clear to the modernization theories of both the Marxist and the Liberal dispensations that the state would not be able to deliver what is expected of it, civil society was looked upon as an alternative. Civil society is seen variously as a substitute, alternative or counter posed to state. Many NGO's and some people's organizations who take the mantle of representing the civil society take the moral high ground on the basis of their links with the field. Some even engage in service delivery and claim

23 Hariss, John (Ed). Rural Development, London Hutchinson University, 1982- pp 34-56
24 Subramanyan Y. S., Social Change in village India, an Andhra Case study, New Delhi Prithviraj publications 1975: 4
26 for a detailed discussion see, Debating civil society by Dwipayan Bhattacharya, pp, 34-35 of Development digest 01.
to be superior to state because they deliver better. It is in this context the present study tries to understand the role of NGO’s in democratizing the state to render better service to the people.

The evolution of the above idea has a definite historical context. It is in this context that the efforts of government agencies and international bodies in resolving the crisis of poverty through macro planning are proved to be inadequate because of the absence of involvement of the people for whom the programs are meant. The need to involve the people in all stages of development programs was felt by the Government as NGOs by virtue of being small, flexible, innovative, participatory and low-cost in their style of functioning, have been found to be more successful in reaching the poor and in poverty alleviation.

NGOs who began work with focus on charity and welfare have gradually shifted the focus to development and empowerment of depressed castes, women, tribes, poor farmers, etc. NGOs now undertake a host of activities.

According to an estimation based on the registration with the Ministry of Home Affairs states that there are about 20,000 NGOs. However, given the population of India and geographical spread, the number as well as coverage appears to be still inadequate in fostering a steady process of people’s participation.

1.3.1 Need for Collaboration between Government and NGOs:
As India became a Nation-State, the citizens were filled with new aspirations and dreams for the welfare of the nation. But as years passed the nation could not fulfill the promise. Hence a lot of unrest in the country. It was here that various initiatives were born with different perspectives. In this context certain

27 MYRADA, Working with NGOs, Myrada publications 1997. pp-34
individuals volunteered to form various forums keeping the objectives of the welfare state initiated NGO movement in the country. Therefore, the experiments made by these initiatives received public acceptance and the Govt. too welcomed and supported these initiatives. It was in this context that the 1968 Society’s registration act. Hence we can conclude that in creating democratic spaces for people’s participation in developmental process.

However, If NGO’s involvement in development programs have to become sustainable and created a greater impact, it is important for them to scale up their programs, improve the quality of development inputs, facilitate the formation of target group organizations and linkages with third parties such as established government.

The resource-scarce situation, unreliability and short-term nature of the foreign funding pattern pose a threat to continuity and sustainability to many small NGOs. The need for using existing resources more efficiently and mobilizing additional resources, thus, become the highest priority for all such NGOs.

The collaboration with government agencies becomes important to scale up the development programs of NGOs who need to enter into a positive and creative relationship with government agencies because the government is mandated by the Constitutional frameworks within which people and their organizations have to operate and realize their goals. There is a need to ensure that the grassroots’ experience flow and are integrated into the planning process. People should be developed as communities that plan and utilize the resources for their long-term benefits.

As far as NGOs are concerned their relationship would therefore benefit both the NGOs and the Government. The reasons that made NGOs involvement in the development work are as follows:
i) NGOs can deliver the goods and get better results;
ii) The overhead costs are minimized to enable less expenditure on social goals;
iii) Co-opting NGOs is possible thereby containing the growing discontentment and unrest among the poor.

'Power' in a given hand and desire for autonomy in NGOs does not always go together. Thus, the relationship of NGOs with the government has to go beyond linkage or interaction and they should function on the basis of working together in a mutually interdependent fashion.

MYRADA\(^{28}\) (A large NGO that is operative in Karnataka) observes that the government's intention is to co-opt NGOs into development works rather than collaborate with them. The response of NGOs seems to be mixed. While some are willing to be co-opted, others like to have critical collaboration with the government. It means, the real stakeholders are the people and not the representatives of them. This will be made clear when we come to the analysis in the study later.

1.4 Rural Development in Karnataka:

Historically, a broad spectrum of rural development schemes were formulated and partly financed by the then Mysore State in Karnataka even before the Independent India come into existence. From then on successive governments have reflected seriously on the issue of community development. This shows the importance of the community in any development programme. Yet very often the communities become passive as they wrongly think that development is the job of the Government\(^{29}\). Any scheme only succeeds when the communities take an active part in its implementation. Unless they have a stake in their own development, schemes cannot last long.

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\(^{28}\) MYRADA, Working with NGOs, Myrada publications 1997. pp-34-46
\(^{29}\) MYRADA, Working with NGOs, Myrada publications 1997. pp-34-52
With the above intention, the entire state was covered by CD program by 2nd October 1963. An assessment of CDP in Karnataka in 1964 showed that, broadly speaking, the pace of development was satisfactory in the fields of agriculture and animal husbandry; but slackened in rest of the activities such as social welfare. Until 1957, the Block advisory committee, which was set up in each block was merely advisory in nature. The evaluation report of Govt. of India emphasized that "in keeping with emphasis on organized democratic action, the only appropriate nucleus around which the (District and project) advisory committees can be built up should be the executive committee of the corresponding territorial unit of local self government." Noting that the advisory committees at the block and district levels were still to play the role that was expected of them in the development program, the fourth report felt that this was due to the continuing reluctance of the official machinery to make full use of these advisory committees. The seventh evaluation report of the community development program attempted an evaluation of the various aspects of CD program in 18 blocks drawn from 13 states. The states were compared on major aspects of the program. Among them, one aspect related to social education institutions meant for promotion of public cooperation. According to the report, the number of social education institutions per 1000 population in Karnataka were 1.40 as against the national average of 0.65 institutions per 1000 population. Review of democratic decentralization showed that Karnataka ranked 6th in terms of rural population covered by Panchayaths. Though the evaluation of the Govt. itself shows marked progress shows the importance of rural development and the community participation in those programs.

30 Govt. of India, Evolution of community development programme in India, New Delhi, Ministry of food, Agriculture Community development and cooperation, 1968: 4.
32 Govt. of India, the fourth Evaluation report on working of community projects and NES blocks, Vol. I, New Delhi, Committee on Plan projects, Planning commission, 1957b: 67
33 Govt. of India, the seventh Evaluation report on working of community projects and allied fields, Vol. I, New Delhi, programme evaluation organization, 1960: 55-57
34 Social Education institutions include Community centers, women's organizations and youth clubs ,Govt. of India, 1965:7.
Similarly, Karnataka state followed the Bottom up approach in the place of top down practice as we see in the examples of engagement of NGOs collaborating with Government in community needs’ assessment, participatory planning, preparing communities for better and community owned operation and maintenance of the programs. Even recent Initiatives in World bank (2000-01) funded Watershed, Rural Water supply (2000-01) and Danida assisted rural Water supply schemes/ project-documents of the above mentioned projects could seen functioning in that direction. These may even become pointers to the future of development initiatives. The community initiative of Ralegaoun siddi village in Maharastra facilitated by Mr. Anna Hazare, which has more to say to the people and NGOs as their development partners are not only a matter interest to people’s participation but also how this work could be coordinated in the process. The present study focuses on these above aspects for critical appraisal later.

1.4.1 Panchayath Raj set up in Karnataka

“The evolution and development of Panchayath Raj institutions in Karnatak were closely related to the happenings at the central level. However Karnataka deviated to some extent from the recommendations of Balwanth Rai Mehta Committee regarding the model of Panchayath Raj. In 1959, Mysore village Panchayaths and local boards Act was passed which was based on Balwanth Rai Mehta Committee report.” Thus, the Government of Karnataka has brought Panchayath Raj system Act in 1983 as a means of democratic decentralization of power. In fact Karnataka is the first state to take up such a massive exercise. The real power transition to the grass roots level is enabling community participation in developmental works. The other striking feature of this experiment is reduction of age limit of voters from 21 to 18 years and reservation to the tune of 33% to women in these bodies and giving a

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35 Community oriented development programme in one of the village in maharastara by Anna Hazare, A successful experimentation of community project
special reservation for SC and ST candidates to the position of President and vice president. The need for the representation of the women and the weaker sections was felt to a larger extent in PRI due to the following reasons:

i) There has been under representation of women and weaker section under PRI by providing reservation it was thought that they would get an opportunity to develop themselves.

ii) Numerous studies have revealed that there has been the dominance of high castes in all fields and the welfare of the women and weaker sections was neglected.

iii) Population wise, the women (50%) and weaker sections (21%) formed a significant proportion and the under representation of them would not serve the cause of PRI. Which aims at taking the Democracy to the door steps of the common folk.

Though the objectives are lofty yet their realization have been not up to our satisfaction. As later details of this study will show illiteracy, poverty, gender discrimination and casteism are still rampant in rural areas. However, this does not mean that the ideals are not workable.

1.4.2 Institutional set-up for Rural Development in Karnataka:
The Rural Development and Panchayat Raj Department is the nodal agency for making policy, implementation and monitoring & evaluation of all rural development activities in the state. Centrality in implementation of the rural development programs is at the district level with a three level structure:

a) Zilla Panchayath: The Zilla Panchayath is a Council of elected representatives with president as head of the Zilla panchayath. There is a Chief executive Officer responsible for planning, implementation and monitoring and reporting of all the development programs in the district approved by the ZP. There are different departments, which carry out the affairs of the ZP.
STRUCTURAL HIERARCHY OF PRI

President of ZP
↓
Vice - President - ZP
↓
Chief Executive Officer (CEO)

Chief Accounts Officer
↓
Accounts Officer (Budget & Scheme)
↓
Executive Officer of Taluk Panchavat

Chief Planning Officer
↓
Accounts Officer (Compilation & Internal Audit)
↓
Project Appraisal & Evaluation Officer
↓
Statistical Officer
↓
Secretary of Gram Panchavth

DS - I (Admin)
↓
Education
↓
Executive Officer of Taluk Panchavat

DS - II (Develop)
↓
Health
↓
Roads and Bridges
↓
Water Supply and Sanitation
↓
Minor Irrigation
↓
Others

Council Secretary
↓

Sector District Heads
b) **Taluk Panchayath:** This is the middle of the tier with a council of elected representatives with president as its head. The Executive Officer is its administrative head. It is responsible for implementation and monitoring of various developmental programs under the state and central sectors and liaisons between the Grampanchayaths and Zilla Panchayath.

c) **Grama Panchayath:** This is the lowest tier of the Panchayath Raj Institution. It consists of single village or group of villages depending upon the population to be served and has a elected body at the helm with president as its head. The administrative head is the secretary and is assisted by a clerk and the personnel like bill collector, pump operators, sweepers and a watch person. It has to meet the expenses on the personnel other than the secretary from its own resources. The operation and maintenance of all water supply schemes in its jurisdiction is the most important job of the Grampanchayaths, besides which it has to implement and monitor programs under its purview. The overall role of the Grama Panchayath is to involve the community in Planning, implementation and monitoring of all activities.

1.5 **Government schemes for rural Health and sanitation:**

As the study is focused on Community development, it means a over all improvement in the living conditions of people’s health and hygiene in their habitats. It means proper drinking water facilities, latrines and other vaccination facilities that increase their resistance to diseases. Thus, the correlation between health and the other aspects of the quality of life are strong, and health indicators are generally considered as valid proxies for the overall quality of life of rural communities in the developing world.
Therefore, adequate health infrastructure as said above is both a cause and consequence of development.

Most of the health projects and programs are initiated, designed and implemented from the ‘top down’ by health ministries and institutions without systematic consultation of intended beneficiaries, the basic idea being that people will accept the services to the extent they are delivered to them. However this did not happen extent expected. There is growing realization that ‘top down’ approach

a) Creates an increasing dependency in the people.
b) The cost works out too high
c) The intended beneficiaries do not necessarily share the perception of health program planners and of their priority health needs and
d) Services offered to the people are often rejected or under utilized, as they do not meet their needs.

On the other hand the potential contribution of the approach of community participation to development in general and health in particular is enormous as demonstrated by several independent experiments carried out in the country. The distinctive possible contributions of the approach are;

a) an increasing understanding of the user perspective in the health and family welfare programs and
b) Promoting and strengthening community self-reliance in matters of health and family welfare.

As a result there is a gradual shift in the approach from ‘top down’ to ‘bottom up’ as reflected continuously in the 6th and subsequent five-year plans of the national health policy. The seventh plan as recorded in its approach paper emphasizes:
"Achieving active community participation and health related programs should also be part of the strategy. In particular, active community participation and involvement of Non governmental organization in a massive health education effort is urgently needed". Good and sound health has been a concern of all societies since times immemorial. Every society has, developed several norms and values which deal with health / ill health situations. Any outside intervention is likely to face opposition unless it is acceptable in terms of these socio-cultural values. Community participation can increase this acceptability through sanctioning by community norms. The advantages, which are foreseen or have been experienced, are advanced in favour of participatory method.

Taken together they make strong case in favour of community participation. Some of these are:

i) More will be accomplished.

ii) Services can be achieved at lower cost.

iii) Participation has an intrinsic value for population groups.

iv) It can be a catalyst for further development efforts.

v) Participation leads to sense of responsibility for a project/ program.

vi) Participation guarantees that felt need is taken care of and thus utilization of program service is optimum.

vii) Participation ensures that things are done the right way.

viii) It uses indigenous knowledge and expertise or better use of local possibilities.

ix) It frees community from total dependence on professionals.

Community participation increases the access of disorganized poor sections of population to health services that they need most and yet remains out of their reach at lower costs. When a community shares burden
of health programs the same amount of money can be used for more people. Adopting organizational and technically simpler local ways of doing things saves cost. In addition to instrumental value of public participation, it has an intrinsic value of its own when it gives satisfaction of being a part of the process. Successful community participation acts as a catalyst for further developmental efforts. The organizational experience of working in groups, committees and with institutions as well as enthusiasm generated by one's success will provide means and stimulus for further efforts. Community participation creates pride as well as responsibility towards project/program.

The experimentation, research and action programs for participatory efforts in health sector traveled through other developmental sectors. Community participation started receiving greater attention in health sector because:

a) Resource-developmental aspiration lag,

b) Time-developmental lag

c) Non-trickling down or non-percolation of health efforts.

There is growing feeling that community participation would be able to narrow all these gaps.

The Karnataka state has kept the following norms for priority basic health facilities:

1. A primary health center (PHC) for every 30,000 population (20,000 population in tribal and hilly areas).
2. A primary health unit (PHU) for every 15,000 population
3. A sub-center (SC) for every 5,000 population (3,000 in tribal and hilly areas). With one female and one male multipurpose health worker.
4. At the village level, a trained Dai.
The principle measures of health status include life expectancy at birth, the infant mortality rate (IMR), the crude death rate (CDR), and the crude birth rate (CBR). Life expectancy at birth is the measure which is most often used and the easily understood. Between 1951 and 1960 life expectancy at birth in Karnataka was 41 yrs for men and 39yrs for women – 2 yrs greater for men than for women. Between 1971 and 1980, however, life expectancy for women surpassed that for men: it was 56yrs for women and 55.5 for men. It is expected that between 1996 and 2001 life expectancy would rise 67 yrs for women and 66yrs for men. This shows that Karnataka had initiated a number of schemes in improving the hygienic condition in Rural Karnataka.

The State launched the scheme ‘SWASTHI GRAMA YOJANE’ during 1997 to commemorate fifty years of Indian independence to facilitate round all development of a selected few villages with community participation. Besides developing basic infrastructure the rural community is encouraged to take up soil and water conservation works and adapt methods of rural sanitation with active involvement of village community.

NIRMALA GRAMA is another project launched during 1997-1998 by the State Government to provide latrines to needy rural house holds with components of financial and technical assistance. More than seven lakh latrines have been built under the scheme and the task is still continuing with renewed vigour to encompass all the rural families in the state.

A community based, owned and well integrated rural sanitation program ‘Swacha Grama’ is under implementation now. The “Pancha Sutras” of

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1 Human development in Karnataka, by Planning dept., govt. of Karnataka. 1999
Rural Sanitation are called in, to improve the environmental sanitation of the villages. The five elements of integrated village sanitation strategy are:

1) Paving of internal roads and streets in the village;
2) Construction of efficient sullage and storm water drainage;
3) Provision of community compost yards and removal of manure pits from the dwelling areas of village;
4) Provision of smokeless Chullahs / Biogas for all households;
5) Construction of household latrines / Group latrines with individual ownership, community latrine complexes and institutional latrines in schools.

1.5.1 Information, Education and Communication (IEC) for Attitudinal change:

Total village sanitation concept encompasses many habits and attitudes of people beyond the use of latrines. A large scale and sustained IEC campaign will not only increase people’s awareness and knowledge about various aspects of sanitation, but also creates an effective demand for these services so that they value the facilities enough and contribute part of the capital cost and take responsibility for their future maintenance.

The cooperation and participation of people in the villages need to be mobilized for shifting of manure pits and for making such other sacrifices as to facilitate construction of drains, paving of roads etc. the Panchayaths need to enforce certain standard sanitation practices in each village for the programs to be sustained. This requires community participation at greater level. Karnataka has considerable experience in having support of NGOs for health sanitation and hygiene education. In the rural water supply and sanitation areas the services of NGOs have taken by the Govt. in varying
degrees because of its integral nature to health. Hence, let's move on to understand the nature of people's participation in water supply program.

1.6 Community Participation in Rural Water Supply and Sanitation Programs:

Though a national water supply and sanitation program was introduced in the social welfare sector in 1954, still rural water supply program is a state subject. During 1960's it was observed that only easy habitations were being repeatedly attended to, leaving the difficult habitations to their fate. The State of Karnataka started bore wells program in the year 1971 with the help of 5 drilling rigs received from UNICEF as most of the Open wells had dried up due to depleting ground water table.

It was stipulated that one bore well for every 250 population would be provided with the assumption that one bore well could deliver 10000 liters per day to meet the demand of 250 persons @ 40 liters per capita per day (lpcd). The Government tried to ensure this through ARWSP (1972-73) MNP (1974-75 and 1977-78)

In 1980, the public health department with an independent chief engineer was created. However, with the introduction of the Zilla Parishads in 1987 implementation of rural water supply and sanitation programs stood transferred to them except planning, design, technical guidance and monitoring.

1.6.1 Sectoral Policies, Practices, Strategies and status

The National Water Policy was adopted in 1987 with the intention of 100% coverage of rural population for water supply and 25% for sanitation. The 8th Five-year plan (1992-97) stated: “safe drinking water supply and basic
sanitation are vital human needs for health and efficiency (given that) death and disease, particularly of children... and the drudgery of women are directly attributable to the lack these essentials”. It gave high priority to villages without adequate (10 lpcd) sources of safe water and villages with partial coverage (10-40 lpcd).

In the year 1998 the central government issued a new “Guidelines for implementation of rural water supply program” with “qualitative shift from a supply driven approach to demand responsive approach”.

After the enactment of the Karnataka Panchayath Raj (three tier system) Act, 1993 the Government transferred operation and maintenance of all Mini Water supply and piped water supply schemes to the gram Panchayaths but maintenance of all hand pumps has been kept in the hands of Taluk Panchayaths because trained manpower was easily available there. At present, the government continues to partially share the O&M cost of these schemes which too is proposed to be withdrawn, making the gram Panchayaths responsible for 100 % O&M cost by collecting user charges through village water and sanitation committees. This marks a Major shift in policy and practice.

Major policy shift is conspicuous in the externally aided and Government of India backed Rural Water supply and Sanitation projects (The World bank aided integrated Rural Water Supply and Environmental Sanitation Project, and the Danida assisted Rural Drinking Water Supply and Sanitation project), wherein the capital cost sharing by users has been introduced.
The strategy Paper 2000-2005\textsuperscript{2} prepared by Rural Development and Panchayath Raj Department of Government of Karnataka for preparing a master plan for the Rural water supply and sanitation Sector\textsuperscript{3} include the following:

i) Norms for providing drinking water in terms of quantity, quality and distance.

ii) Prioritizing the problematic habitations for implementation.

iii) Identification and selection sources.

iv) Type of technology to be adopted.

v) Capacity building of technical personnel in the preparation of project reports.

vi) Improving the delivery system by involving the community, NGO’s and private sector participation.

vii) Improving the facilities for water quality monitoring and surveillance.

viii) Regulating ground water drawl through legislation and Ground water awareness campaigns.

ix) Protection of water sources against quality degradation.

x) Ground water recharge measures through watershed approach.

xi) Desiltation of tanks & reservoir systems and development of catchment’s area through micro watershed approach.

xii) Effective implementation of the a forestation programs

xiii) Rainwater harvesting for conservation.

xiv) The cost sharing methodology adopted in the externally aided projects to be reviewed for the sector as a whole.

\textsuperscript{2} Karnataka rural water supply and sanitation agency, RD and PR dept., Govt. of Karnataka, 2000.

\textsuperscript{3} Total Rural Sanitation Program of Govt. of India (1999) is being experimented in 53 Districts of the Country, in Karnataka; three districts have been selected for implementation, Namely Bellary, Dakshina Kannada and Mysore.
The financial commitment to meet the requirements of the master plan /strategies is estimated at Rs. 2650 crore over the five year period. The resource mobilization could be from the state sector MNP, central Sector ARWSP, external aided projects in the sector, GOI reforms project and submission projects with capital cost sharing by the community and the Gram Panchayaths.

Though it was envisaged that all the rural habitations in the country would be covered during Eighth five-year plan and the implementation of the program would be discontinued thereafter as the objectives of the program had not been achieved due to lack of resources and reemergence of ‘not covered’ habitations etc, and the program was continued during 9th plan period. The national water supply and sanitation program was given a mission approach, called the National Drinking Water Mission (NDWM) in 1986, renamed as Rajiv Gandhi National Drinking Water mission (RGNDWM) in 1991. Department of Drinking water supply was created in the Ministry of Rural development in October 1999 to focus on attaining the goal of supply of safe potable water by providing at least 55 liters per capita daily to rural habitations to meet minimum requirements. As on 1999-2000, in 72% of the habitations in Karnataka, the service levels has reached minimum of 40 LPCD.

1.6.2 Sanitation:
The rural sanitation program has been in operation since year 1984-85. In 1986, Government of India launched a massive rural sanitation program (Central rural sanitation program (CRSP)) with 100 % assistance. A provision was made for taking up these works under RLE and NREP. The government of Karnataka launched a subsidy-oriented program, ‘Nirmala Grama Yojane’ (NGY), with UNICEF assistance. As per the 1991 census 6.9 % of the households in the rural areas of the state possessed this
facility. The NGY program succeeded in the promotion and construction of household latrines. By 1999-2000 nearly 10 lakh household latrines have been constructed under this program. It could be easily estimated that about 30-35% of the households in the rural areas of Karnataka have access to latrine facility.

1.6.2 Role of the Panchayath Raj Institutions in Rural water supply, Sanitation and Health Programme:

It is envisaged in the Karnataka panchayath Raj Act of 1993, that the Zilla Panchayaths are to look after the management of hospitals and dispensaries excluding district hospitals and hospitals under direct government management (those with more than 50 beds) and the implementation of maternity immunization and vaccination programs.

Taluka panchayats look after health and family welfare programs and promote immunization and vaccination programs; they also supervise health and sanitation facilities at village fairs and festivals.

Gram panchayats deal with family welfare programs, preventive measures against epidemics, regulation of the sale of food articles, participation in immunization programs, licensing of eating establishments and the regulation of offensive and dangerous trades.

1.6.2 Present policies, programs and experiences

Some of the health development policies of Government of Karnataka (source HDI: 1999) are:

i) adequacy of the size of the health budget to meet public health goals,
ii) removing imbalances in public health expenditure between different levels of the health sector,
iii) redressing regional imbalances,
iv) quality of access to hospitals, strategic planning,
v) enough work force,
vi) utilization of the role of private sector and voluntary organizations (NGOs),
vii) cost sharing through user charges and service improvement,
viii) prevention and control of major communicable diseases,
ix) Contracting out the health support services
x) poverty alleviation through special interventions on disadvantaged sections like SCs, STs and women.

1.7 Health promotional activities in relation to community Participation:
The rapidly growing population has been a major concern for health planners and administrators in India since independence. Tackling poor health status of women and children in terms of high morbidity and mortality was another health priority in this country. Despite these efforts, the desired impact on the population growth and health promotion and development of women and children in the country has not been achieved. Following the resolution adopted by The International Conference on Population and Development (ICPD) held in ‘Cairo’ during 1994 India launched Reproductive and Child Health (RCH) program on 5th October 1997.

RCH aims at high quality integrated service, which include maternal health services, child health services, prevention of unwanted pregnancy and management of adolescent health services.
1.7.1 Pulse polio program:
The best example for interdepartmental and community participation in the history of health and family welfare is pulse polio program/ oral polio vaccine which is being administered on specific days in December and January every year all over India, covering all children below 5 years of age and it is considered to be 100 percent success.

1.7.2 Usage charges in government hospitals:
With the World Bank assistance, majority of the districts and taluk hospitals were upgraded where a common man can avail the medical services. To involve the community in the operation and maintenance of hospitals usage charges for every patient is introduced. Each patient has to pay Rs.5 for his outpatient checkup, laboratory testing of urine, blood, x-ray, etc.

1.7.3 Community Needs Assessment Approach (CNAA) under RCH in Karnataka:
India is the first nation to officially adopt family planning program in 1951. The concept of birth control clinic first took birth/ shape in Karnataka as early as in 1930, the credit for which should go to the then Maharaja of Mysore. By a gazette notification dated 11.06.1930, the Maharaja caused opening of two birth control clinics. One at Cheluvamba hospital in Mysore and another at Vanivilas hospital in Bangalore. Since then the Family planning program in India has undergone several changes assimilating a number of interventions.

During 1970 voluntary approach was assigned to it. Government provided free services by encouraging citizens by information, education and
communication and incentives for achieving the set targets like cash assistance to the IUD and sterilization acceptors.

1.7.4 During the 8th plan period there was a shift in strategies as in the following:

a. Discontinuation of the practice of setting up the targets
b. Introduction of the system of "Target Free Approach (TFA)" throughout the country from 1st of April 1996.

1.7.5 Reproductive and Child Health (RCH) received emphasis through:

1. Decentralization participatory planning.
2. Assessment of the needs by grass-root level.
3. Health workers involving community.
4. Renaming of the "Target Free Approach (TFA)" as "Community Needs Assessment Approach (CNAA)"

1.7.6 The Rationale for the Paradigm Shift in the Management Policy of the Family Planning Program to CNAA:

As long as the Target based approach was being pursued vigorously, means became the ends in themselves. However, over the years it became apparent that the top down target approach was beset with drawbacks. Further, in the urgency to fulfill targets the quality of the services provided and the follow up became casualties.

In this background, the TFA was launched in 1995-96 on an experimental basis in Mandya district and in 1996-97; it was extended to entire state.
The term “Target Free Approach” resulted in damaging interpretations for the program. A majority of the field officers and functionaries misunderstood that “NO TARGETS”, meant “NO WORK”. These after approach was changed to “Community Needs Assessment Approach” to fully reflect the philosophy and concept that targets still exist but they are to be fixed by the grass-root level Health Workers themselves in consultation with the community as a whole. Principles and Imperatives of CNAA are;

1. Equitable distribution is a basic tenet of the Primary Health Center, based on the elimination of disparity in health and health related factors. It means preferential care based on the need of the people until at least they are brought up at par with the rest of the people in the country and maintained at the level.

2. Community participation of the right type of people in decision making and making village leaders to understand that it is the best interest of everyone to assume that care gets to the neediest people.

3. C.P/C.I.H in planning for RCH program

Community participation is the heart of the family welfare program/primary health care. CNAA implies people’s health/welfare is in people’s hands. It is not a social nicety. It is a necessity for (i) improving coverage and effectiveness of the program. (ii) Convincing people to change health behavior; and (iii) for deciding what is to be done, etc., C.I.H is a basic right. (iv) Community involvement (CNAA) is the process by which individuals, families or communities and other concerned develop their capacity for making decisions, planning and carrying out activities, and contribute to their and community’s development, a process, health education can promote. (v) Community needs assessment approach to be effective, must be based on truly voluntary involvement as well as a sense of responsibility. (vi) Community needs assessment approach is a
powerful people-improving instrument. Benefits of CNAA are found to be no lesser than the benefit of any other community participation program.

1.8 Role of Non-Governmental organizations in Karnataka:
The broad principle of non-governmental organizations (NGOs) is being applied to a variety of institutions that have emerged in recent years to express common concerns of citizens’ group on social and community issues pertaining to community development. Such associations have one basic characteristic—their orientation is essentially philanthropic and they are not driven by the profit motive. Some groups serve only their members, some the poor and for others this is only a marginal objective. In recent years, more professionally managed and relatively large NGOs have also emerged with assistance from external donors. Their activities supplement government efforts in rural development and the social sectors. Broadly speaking, NGOs are of three types: the first type concentrates mainly on relief and welfare activities. The second type focuses mainly on community development and acts as mobilizers in the community. They teach people how to help themselves. The third type of NGOs comprises those, which have evolved from peoples’ movements. All NGOs network actively with individuals and organizations and have access to extensive support groups. The NGOs role is therefore principally that of service providers, activists and educators.

NGOs have, in certain situations, some inherent advantages which can increase the effectiveness and impact of investments. A major comparative advantage is their ability to establish a rapport with people and mobilize
peoples' participation. Quite often, since NGOs operate in local compact areas, the quality of their interventions is markedly superior to more widespread government interventions.

There are several successful NGO working in the state in the area of rural development, which have been able to build the right kind of partnership with government agencies. It has been able to take the lead in promoting innovative community based initiatives and provide local structures, Federation of Voluntary Agencies in Rural Development (FEVARD), Voluntary Health Association for Karnataka (VHAK) and society for service to voluntary associations (SOSVA) are three prominent apex organizations of NGOs which have made significant contributions in the networking of NGOs, as well as providing a forum for NGOs to collectively collaborate with government agencies.

1.8.1 Areas For NGO Involvement, Present Trends In Karnataka:
Karnataka has as many as 800 plus NGOs spread across its 27 districts.
UNICEF has been engaged in improving their capacities for project formulation, training, constituency building and experience exchange. In the backdrop of wide and efficient web of NGOs the question is what are the areas with reference to rural development and panchayath Raj that NGOs could be involved. There is rich potential for NGO-government collaboration, as the various activities listed below will indicate.
1.8.2 Training:

The group training of panchayath secretaries and president and vice president is very important because they have to take joint decisions. Panchayath secretaries have to be exposed to the dynamics of the panchayath Raj system and rural development programs and they have to be transformed as facilitators of the system at the village level. At present the taluk and Zilla panchayath president and members are trained at the Karnataka Administration College in Mysore.

But the most difficult and important part is the training of village panchayath members. Nearly 1/3rd of the members of the village panchayats are women and some of them being illiterate and not exposed to the art of decision making would be slow learners. Therefore the trainers have to be both patient and gender sensitive.

1.8.3 Technical knowledge:

NGOs can build partnership with panchayath Raj bodies with up to date knowledge about government programs/schemes so that the information monopoly is broken and the riddle of Government functionaries treating the Panchayath Raj members, as aliens may be broken.

1.8.4 Planning Skills:

A large number of village panchayats and taluks and Zilla panchayats would be involved in planning for rural development and in sharing of powers and resources. The decisions of Panchayat Raj bodies at all levels would be subject to scrutiny of the legal process because people would be affected by the decision of the panchayats. Ours is a democratic system and each
one has a right to question other's decision. Hence the basic principles of natural justice, legal process, etc. have to be understood.

1.8.5 Monitoring, networking and experience exchange:

The biggest problem of village panchayath is their lack of information on what the other panchayath is doing. They need to know about both success and failure stories in order to improve their own performance.

Between government and NGOs, the latter are better placed to keep the Panchayath Raj bodies informed. Monitoring of programs and the outcomes has to be continuously shared across and within panchayats. Some NGOs in Karnataka are bringing out local newsletters covering many issues affecting the poor in rural areas. At present panchayath raj bodies and government functionaries feel threatened by each other. The NGOs are a third and independent force and they can play the bridging role between two.

Karnataka has the advantage of possessing a large number of vibrant and committed voluntary organizations in the health sector. Who work closely under the aegis of the Voluntary Health Association of Karnataka (VHAK).

The NGOs have now before them limitless opportunities to get themselves involved with many of the rural development activities of the government.

As has been referred above, the continuity and policy evolution on rural development has radically undergone change at various stages. There cannot be a single policy orientation that could give a clear cut direction in the process of social change. Most of the time, rural reality is described in opposition to the fast industrialized urban centers in the country. But this
cannot be the departure point either. Though the physical reality of the rural areas has been the greatest importance but that alone does not suffice. It is the people who decide what kind of future they want and according to that the policy level changes has to be worked out.

In the next chapter taking the above understanding further, attention has been focused to know how the various scholars tried to articulate their perceptions of the rural development so far. Therefore, let's have a quick survey of texts pertaining to the study.