CHAPTER II

SCOPE, OBJECTIVES, REVIEW OF LITERATURE
AND LIMITATIONS

The present study aims at NGOs which are basically child centered. But these NGOs do not restrict their operations only to children because they believe in an integrated approach: a happy child, a happy Family and a happy community. If only one of the above components, i.e., child is taken as the target, it would not lead to a balanced development approach. Hence, this three pronged approach.

1. Scope

When the organisations taken for the study begin the work, it is with the children, wherein the programs start from pre and cmile natal care, immunization, growth monitoring, oral re-hydration, breast feeding, community sanitation and health; gradually the focus shifts on education which covers play school/nursery, pre-prhnary, primary, middle, high, pre-university, graduation, post-graduation, alternatively, vocational training, adult and non-formal areas; later, several income generation programs are initiated through community organization such as women's (sangams) committees, cooperatives, rural industries, credit unions and a host number of income generation acrivilics ai the individual lcvels of the constituents. Further to the above, many developments
programs are carried out like children's clubs, women guidance centers, youth associations, housing schemes, counseling centers, dairy programs, etc.,
Since the scope of the area is as vast as explained above, the study aims at being specific towards NGOs and their management, which have Income Generation Programs and Rural Industries, so that a scientific research methodology is applied and the inferences are drawn accordingly.

2. Objectives

In the light of the above, the study seeks to examine as to how there is growth over a period of time; how family and community were drawn into the picture; how ideas are originated; how ideas are converted into plans; how plans are transformed into action; who operates the programs and finally examines whether all these activities are leading towards self-reliance and sustainability. In addition, the study also seeks to find out the gaps that exist between welfare activities and developmental activities which includes income generation programs and rural industries focusing towards the presence or absence of feasible and relevant principles of management.

The specific Issues and Objectives:

1) To examine whether the NGOs are sufficiently guided by the principles of management.
2) If the principles are followed, are they applied only to the NGOs or if they are applied to the subsidiary units also viz., Income Generation Programs/Rural Industries?

3) To study the methodology of management style followed in NGOs and the Income Generation Programs/Rural Industries.

4) To review if there is any relationship between the mission of parent NGO and the mission of subsidiary unit.

5) To assess the impact of income raised by the IGP/RI in the lives of children, families and communities assisted by the NGOs.

6) To analyze whether IGP/RI promoted by the NGOs have attained any sustainability or they are on the path to sustainability.

7) To evaluate the degree to which it is possible to replicate the outcome of such collaborative effort between NGOs and Income Generation Programs/Rural Industries in other places.

8) To explore if there is a level of competence developed in the human resources over a period of time and assess the kind of HRD interventions that are necessary.
9) To find out if the NGOs have a tendency to ever depend upon external source of funding or to be self-reliant by augmenting their internal capacities.

10) To understand if the target communities are mere beneficiaries or if they have become the masters of their own destiny.

The above specific issues could be converged into the following four specific objectives:

1. To analyze long term trend in functioning of the NGOs incorporating programs for children, families and communities:

   The "NGOs spread around the country in different states, numbering to 124 receiving long term assistance through foreign funds comprised the matter for the study. From the point of practicability and accessibility, 55 NGOs located in Southern part of India became the universe.

2. To find out the relevance of NGO management with Income Generation Programs and Rural Industries:

   The relationship between subsidiary units and parent NGO had to be explored in order to establish that non-profit organisations have to spend their possible time on programs of ecoaonic development so that the target communities become self-reliant. Seven NGOs in the states of Tamil Nadu,
Andhra Pradesh, Karnataka and one in the Union Territory of Pondicherry were selected for this purpose based on their program activities and management skills.

3. To explore the operating efficiency of the NGO taken up for research in Karnataka through a case study and find out the replicability in other states:

It is hoped that the study would throw light on strengths, weaknesses, opportunities and threats - all pointing towards sustainability. If positive aspects are identified they may be applied in other organisations and if negative traits are identified they may be averted as well.

4. To come out with remedies and policy recommendations for further improvement:

The intention behind this objective is that it should not remain as a pure research for the purpose of research alone; but should also provide guidance for further improvement to the sample NGOs and also others as need may arise and be applicable to the context.

3. Review of Literature

This investigation has been planned to study the effectiveness of management practice in NGOs with special reference to their self-reliance in terms of Income Generation Programs and Rural Industries. In order to bring
out SLiccinctly the conceptual aspects of development management and also to
develop a theoretical irame, a comprehensive review of literature pertaining to
Non Governmental Organisations and Management has been attempted and
presented under the following heads:

a) By studying the profiles of respondent Non Governmental Organisations.
b) By going through the journals published by Institutes of higher learning.
c) By referring to text available in the field of Development and Non
   Governmental Organisations.
d) By scanning theories of Management in books and articles written by
   experts in the subject.
e) General studies.

a) Study the profiles of respondent Non Governmental Organisations.

i. PEOPLE'S TRUST mentioned that in village situations
where they function, marginal farmers and landless laborers are in
predominance. They were not in a position to state that there were any
tiny/small/cottage/village industry. . . . However, they indicated that there was
one Government cattle feed factory connected to the Karnataka Milk Federation.
They also had a tailoring unit and agarbathi rolling center supported by the
SIDBI (Small Industries Development Bank of India.) including some IGPs.
ii. ST. JOSEPITS FAMILY HELPER PROJECT wrote that the administration is done by the Superintendent at the top level. The three Department heads such as Program Coordinator, Chief Correspondent and Finance Manager see to the internal management of their respective Departments. The day to day activities are carried out by the Social Workers and concerned staff.

iii. CENTER FOR SOCIAL SERVICE AND RESEARCH responded by saying that they run different income generation programs like Dress making, Mat weaving, Handloom weaving, Dairy development, etc., But they had not indicated having registered them with any Government Department.

iv. KINGSLEY COMMUNITY CENTRE states that they run the NGO under the supervision and control of a governing board with individuals coming from a respectable background. They were promoting many IGP's but not all are successful. The people do not cooperate with the NGO in a few areas and they are unable to market their products on account of quality control systems.

v. DEEPA OLI COMMUNITY DEVELOPMENT CENTRE is managed by religious Sisters with a number of recognitions and awards from the Government. Though many IGP's have been started, they are unable to sustain
their progress over a period of time due to the workers shifting their employment often.

vi. BALAJI BALA VIKAS over enthusiastic in starting many programs and only when they faced constraints, they realised that it was due to not preparing people and arranging market avenues. By organising women and conducting many educational and training programs their success rate has increased considerably.

vii. URAMA SÜ VA SAMITIII slates that their organization is governed by nine Board Members. The President functions as the CEO. The Secretary of the organization monitors the progress in the day to day activities and reports to the EC (Executive Committee) at quarterly intervals.

b) Going through the journals published by Institutes of higher learning:

i. MANAGEMENT SOLUTIONS - November 1986, published by the American Management Association states, "Standards selected at the beginning of any project must reflect the degree of control that management requires, the scope and complexity of the project, the control techniques to be used and the capability of the project control team. Project standards include

-- Target time standards

— Cost standards
-- Technical standards
-- Target time standards
- Cost standards
-- Technical standards
-- Personnel standards
-- Budget standards
-- Administrative standards”.

ii. There is an increased awareness in the Government circles about the capacities of the NGOs. "INDIA GREEN FILE - November 1997 published by the Center for Science and Environment says on understanding Indian poverty, "some thinking along similar lines has already been in evidence - for instance, the finance minister this year called a meeting with voluntary organisations for gathering suggestions, as a pre-budget exercise, for the first time ever. Such encouragement of the people's participation could be extended further and made more meaningful”.

iii. CHANGES - July - September 1997, the journal of the Action Aid, India has tried to focus on the involvement of corporate houses into


the development work through NGOs. While writing about "participatory management: The key to social development" it highlights the work of Escorts, a leading industrial house in the country. Lt indicates, "Escorts' income generation programs include social forestry and agriculture. Regular camps are held to create awareness on these issues, . . . Escorts has worked out an elaborate plan to involve NGOs in their development programs for the future." 

iv. MONDAY DEVELOPMENTS - a biweekly publication of Inter Action states about the women attempting to become production managers, an idea to encourage responsibility and investment in Africa. It goes on as, "While the first phase of the Special Program concentrated on food security and environmental preservation, the next phase will build upon these efforts and promote small rural Enterprises that focus on women as production managers. To further these ventures, new credit formulas are being elaborated to encourage responsibility and investment."

c) Referring to text available in the field of Development and Non-Governmental Organisations:

i. LOCAL DEVELOPMENT PROGRAMS AND NGOs states, "the productive capacity of the poor, in view of too small a quantity of assets


12 "IFAD to continue Special Sub-Saharan Africa Program", MONDAY DEVELOPMENTS - a biweekly publication of InterAction, (Washington DC: Number 16) p.5.
owned by them, has to be enhanced. Investments in human capital including
skill formation, up-gradation and development are vital in this context. Indian
Government began, over the years, to cover almost all the social groups of the
poor through this strategy. The effective implementation and the impact of
these programs are directly related to levels of awareness and mobilization of
the rural poor." 13

ii. NGOs AND WOMEN'S DEVELOPMENT IN RURAL
SOUTII INDIA underlines three important lessons: "First, clients' capacity
should be taken into account while planning projects. Projects may have to be
small and simple at first to accommodate clients' lack of experience, becoming
larger and more complicated gradually as clients become familiar with
operations. Projects may seem to have a very narrow impact initially if returns
are modest, but such projects may be all the clients are capable of handling at
the early state. A gradual, cautious approach is more productive in the long run.
Second, NGOs should defer geographic and programmatic expansion until
existing projects have shown potential for success and sustainability,
particularly if such expansion calls for an increase in services. Third, when
NGOs are trying to reach women, the tendency towards overextending staff
should be checked as women's problems need special attention. It is well

13 Rajasekhar D., & Narasimha Reddy N.L., " Local Development
Programs & NGOs', (Bangalore: Development Support Initiative,
1979) p.33.
established that women have specific problems and needs arising from poverty and social discrimination and these have to be dealt sensitively and patiently".  

iii. It could be read from the book COMMUNITY, AREA AND REGIONAL DEVELOPMENT IN INDIA, "Policies of decentralization and popular participation will be effective to the extent the poor are organized to provide what Myrdal calls 'pressure from below'. Development strategies then take into account ways to ensure the effective participation of organized rural workers in the process of national development and policies must be translated into practical educational and training programs based on the assessment of special problems faced by the poor in specific localities and the appropriate methods required to meet them."

iv. Emphasizing on people's participation in evaluating Community Development Work, LVALUE AT FRAMKWORKS FOR DEVELOPMENT PROGRAMS AND PROJECTS says, "community development programs and projects focus on local people and their institutions (rather than some specific technical issue); they are usually planned and implemented with some participation by the inhabitants and institutions of the respective communities and may even be partly or wholly managed by them;"

14 Vanita Viswanath, "NGOs and Women's Development in Rural South India', (New Delhi : Vistaar Publications, 1993) p.174,

and they may have ambitions of empowering local groups and of building or strengthening community organisations."

d) Scanninm theorecs of IVlaiiii^cnicnt in books and articlcw written by expcrts in the subject:

i. In one of the leading books written by Peter F. Drucker, INNOVATION AND ENTREPRENEURSHIP, he asserts that public service institutions need to manage their organisations by being more innovative: "....Public service institutions (Ind it lar more difficult to innovate than even the most "bureaucratic" company. The "existing" seems to be even more of an obstacle. To be sure, every service institution like to get bigger. In the absence of a profit test, size is the one criterion of success for a service institution and growth a goal in itself. An then, of course, there is always so much more that needs to be done. But stopping what has "always been done" and doing something new are equally anathema to service institutions, or at least excruciatingly painful to them."  

ii. Writing on the implications of 'efficieney' in management, Madhurendra K. Varma says in his book MANAGING MORE EFFECTIVELY, " a manager may be very efficient, but that does not necessarily make him effective as well.


Efficiency is generally concerned with 'how well' and 'how much' a task has been performed. Some of the factors contributing to the efficiency of a person are his intelligence, knowledge, skill and imagination. A highly intelligent person can be clever, but that does not make him wise as well. A highly efficient manager can be competent, but that alone cannot guarantee his being effective as well.

Effectiveness relates to the contribution a manager may have made while performing his tasks - in terms of 'what results', 'how much' and 'what quality'.

iii. In MANAGING BY CONSULTATION, written by Rama Murthy Kuppachi, he states, "participative management is a system in which subordinates are involved in making decisions with guidance from their supervisors. Others have defined it as a group goal setting, problem-solving, or self-management at own work level. The participative management movement after its heyday, declined, and is now being resurrected, especially after Japanese successes in business and industry...."  

iv. In ESSENTIALS OE MANAGEMENT by Joseph L. Massie it is mentioned on the MBO, popularly known as Management By Objectives as, "human beings attempt to be purposive; that is they try to act in..."
a manner that will enable them to reach certain goals. Rational behavior can be defined in terms of whether actions are conducive to the achievement of predetermined goals. To the extent that management is rational, it directs its actions toward objectives. The realization of objectives is the target toward which decisions and actions are oriented.  

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e) General studies:

The above mentioned literature is rather illustrative in nature and a lot more review has been made by the researcher, which includes reference work at libraries, collection of bulletins, documents, study reports, impact analysis reports, etc., during visits to countries like Thailand, Kenya, Sierra Leone, the Gambia, Senegal, USA., England, etc. The details of such review and reference are found in the Bibliography and footnotes made at different places of the research.

4. Limitations

The subject of Management coupled with Non Governmental Organization, in addition to Income Generation Programs and Rural Industries in a sense encompasses the entire gamut of development work at a very large level. Moreover, taking about 55 NGOs as the universe presents a mammoth task to collect and analyze data of a vast quantity.

a) While every attempt has been made to include the influence of major indicators of development and management, it is beyond the scope of an individual researcher to cover the entire area since it places limitations in terms of time, resources, etc. These factors obviously lead to the purposive selection of locale of the study and restricted sample size. As such, generalization of the study would be restricted to the areas where similar conditions prevail.

b) Though utmost care and efforts were made to make best use of standardized tools and techniques of data collection, yet their accuracy may not be guaranteed. As the entire investigation is based on individual perceptions and expressed opinions of the respondents under study, individual biases and prejudices on the part of the respondents might have influenced the findings.

c) When the principles of management are applied, it is likely to view the outcome in terms of investment and profit. Similar to this equation in NGO management is \( \text{cost} - \text{benefit ratio} \). This might distort the research findings to be more of quantification oriented.

However, everything in the development sector cannot be viewed from this angle. Though the study tries to attach quantification to restiks, it is not to be misconstrued that quantity is given undue importance at the cost of quality. If \( \text{cost} - \text{benefit ratio} \) is applied to sinking of 5 bore wells, the cost may be Rs. 2 lakhs and benefit would be water to 5 villages; but in development
work, it may be a sterile benefit approach. Whereas, in terms of quality, the benefit could be education to villagers about potable water, health, sanitation, etc. which cannot be easily quantified. Though much more statistical tools and analysis could have been used, it could not be done so due to the reason that the researcher was a full time employee having a constraint of time and the subject of study was such that it had to take into account factors like attitudes, feelings and memories.

However, in spite of the above limitations, not much of constraint on the validity of the findings and conclusions of the study is experienced because the researcher has spent considerable years in the development field and the study remains within the boundaries of impartial data and acceptable logic.