CHAPTER I
INTRODUCTION - BRIEF HISTORY OF NON-GOVERNMENTAL ORGANISATIONS, OBJECTIVES AND SCOPE OF THE STUDY

In India, the term voluntary organization has been used to refer to non-official societies registered under societies Registration Act or charitable and Endowment Trust Act, covering any action promoted by the people's own volition. Since 1947, a number of Government Committees have underscored the importance of involvement by voluntary organizations in development. For instance, the reports of the Balavant Rai Mehta Committee (1957), the Rural Urban Relationship Committee (1966) and the Ashok Mehta Committee (1978) have indicated that it is people's local organizations, which can ensure community participation and support for local development activities. The sixth and seventh plans too have recognized the need for involving the voluntary sector.

There has been a proliferation of various voluntary agencies in India today, working with the following priority sections viz., (a) rural poor-agriculture labour and Harijan (b) urban poor-slum dwellers and unorganized labour (c) tribal (d) women.

In the sixties, the services of these organizations were more utilized in relief, rehabilitation and charity oriented projects, while their emphasis since the seventies has shifted to developmental projects for
instance, rural development, environment and ecology development, community development, employment generation etc., further, the added emphasis was placed on education-consciousness organization.

For over several decades, voluntary organizations have been engaged in the developmental endeavor. In recent years they have increased in considerable numbers, put up many new experiments in rural development and have spread to easily accessible parts of the community. They claim to have special qualities in their styles of functioning such as innovativeness, flexibility in operation, sensitivity for changing needs and high level of motivation of functionaries, which are stated to be less promoted in state sponsored organizations.

Their role in rural development, particularly in the programmes of poverty eradication has been a subject of debate. However, the voluntary agencies have to play a complementary role in the bureaucracy in bridging the gap in the process of social change. The term rural development can be defined as integrated development of the area and the people through optimum development and utilization of local resources and by bringing about necessary institutional, structural and attitudinal changes by delivering a package of services to encompass not only the economic field that is agriculture allied activities, rural industries, but also establishment of required social infrastructure and services in the areas like health, nutrition, sanitation, housing, drinking water and literary with the ultimate objective of improving quality of life of rural poor and the rural deprived class.
Thus the rural development refers to the process of improving living conditions through provision of minimum needs, increasing productivity and employment opportunities and developing potential of rural resources through integration of spatial functional and temporal aspects.

In view of stupendous task involved in the process of rural development, government, voluntary agencies, institutions, bankers, Christian missionaries, business houses and trade unions etc. are increasingly getting involved in various developmental endeavors of rural areas. In this context the role of voluntary agencies assumes crucial importance and of late, has acquired greater significance than before.

A voluntary agency or non-government organization may be defined as “an organizational entity set up by a group of persons on their own initiative or partly by motivation to help the people of a locality to undertake activities in a self-reliant manner to satisfy needs and also to bring them the public section extension service closer to one another for more equitable and effective development of various sections of the rural poor”.1

Definition of Voluntary and Non Governmental Organisation

Voluntary Organization (VO)

Prabhakaran2 (1990), stated that voluntary organization is an agency, organized or unorganized, structured or unstructured, which
works for the welfare of a community in any given area of its own volition so to say that it is a non-political, secular, non profit making non-governmental and philanthropic organization which operate through programmes and projects to alleviate the poverty.

Non -Governmental Organization (NGO)

Non-governmental organization implies that the organization is not accountable to or receives operational finances, such as staff salaries from government, but it can collaborate with the government to plan and implement programmes.

Non-Governmental Organizations (NGOs) are the registered bodies may be organized or unorganized, structured or unstructured with committed social service oriented workers for the welfare of communities in any given area of it own volition. NGOs are dedicated to work with down trodden people in close proximity to end-users with flexibility, commitment and decentralized system of operation. Voluntary action shifts its attention to treat the symptoms of problem for the very cause with professional touch. Government is trying its best to harness the potential of NGOs for their overall performance.

Since the NGOs are being supported by the central and state governments. They are neither anti state agencies, nor a substitute for the state government but being supplemented by the NGOs, several programmes and activities are being assigned to NGOs by the state
government, with a view that it alone cannot perform everything for the people.

Non-governmental organisations are playing increasingly important role in the development process in less developed countries. They are supposed to perform a very distinct function of filling the gaps ignored or bypassed by other agencies, both in private as well as public sectors. These gaps are often caused by the development process itself and at times are the results of activities of institutions in the two sectors. The importance of NGOs is also growing because of the shift in the focus from the traditional approach to economic growth and to human development. Recent literature in that area coupled with deliberate attempts by international agencies like the UN, World Bank, ILO and others, make it inevitable that more resources being channeled through them to aid development.3

NGOs have taken up activities and programmes relating to family planning, rural development, agricultural development, literacy, health and hygiene, environment, social-political awakening, enlistment of women and children, rural and urban poor etc. But in the implementation caused by the hierarchical division of society, economic inequalities and gender social relations are the main factors defeating the very idea and purpose of the NGOs. Empowerment and participation by the largest groups are essential components and go hand in hand as far as grass root approach to development is
concerned. This obviously raises another crucial and related issue of assessing and evaluating the performance of NGOs themselves in this respect and also demands a very clear statement of accountability to whom, by whom and how.

A large number of NGOs are working in our countries, trying a number of new ideas and approaches in rural development, ingeminate and flexible innovativeness could be combined with government support, it would certainly create new models of development. Still there is a wide scope for NGOs to improve their work performance; improvement will have to be brought about both in the organization structure as well as in the quality of services offered. There is a need to conceptualize and define the role which these organizations can play as a part of the total delivery system at village level. This recognition would help that organization to improve their capabilities to meet ever-emerging challenges. Allocation of more grants, programs in the area of rural development entrusted to the recognized NGOs for better utilization.

The People Action for Development in India, best known as PADI a central government sponsored forum has simultaneously taken up the vital job of identifying new and potential NGOs that wish to involve themselves in rural reconstruction. These are number of such dedicated organization, across the country working silently and PADI is keen to enlist their cooperation. PADI assess the work of organizations and of
developed individual voluntary workers to evaluate their achievements and recommend them to the public for awards, recognition etc. PADI also locate NGOs in state and region with or without definite agenda and help them to formulate their code of conduct.5

Voluntary organizations in India have become an integral part of her people's culture. In most countries of Asia, if not have the third world as a whole, the crucial task of nation building and the government generally performs development. In India, however, a great deal of this has been shared by voluntary organizations, thus making them so important. A special typology of secular 'non-kinship' oriented association of free individuals, voluntary organizations have played an important role in the matter of nation building as well as in the development of the country. As a result, they have become a part of the total culture of social development in India.

In a democratic set up the voluntary organizations have a great responsibility of reflecting the needs and aspirations of the people in a true sense. The state has to seek the support of voluntary bodies of carryout the development programmes. However, there is urgent need for unifying the scattered efforts of voluntary organizations.

Voluntary organizations are ideologically disposed to work with poorer communities in marginal areas and they are in highly advantageous position to enlist the participation of people as they are at the disposal of people and they do not have any fixed rules and
regulations regarding their work in contrast to the bureaucratic and administrative set up prevalent in government organizations. It is regarding the human development in all perspective without any discrimination and exploitation. But it is possible only when people's participation is ensured for their own development. Francis (1993) stated that if the poor masses were allowed to shape their own destiny through their own planned efforts, development of rural India would not be such an insurmountable problem. NGOs are known for their commitment and dedication in the service of the poor.6

There is a widespread agreement among development practitioners, government officials and foreign donors that voluntary organizations play an important role in alleviating the rural poverty in India. Shastri (1970) studying the role of voluntary organizations revealed that no government departments can be free from the outmoded rules in the foreseeable future and that only autonomous bodies such a voluntary agencies committed to rural development would be in a position to take up responsibility not only for production programme but also for eradication of hungers.7

Often the term non-governmental organization is interchangeably used to mean voluntary organization or voluntary agency. The distinction that is drawn between NGO and voluntary organizations is that the NGOs are not necessarily, voluntary and spontaneous. NGOs barrow subject matter specialists and they may be sponsored by the state.8
All NGOs need not necessarily be voluntary organizations and voluntary organizations themselves vary widely in their size, functions, methodology and motivations. Referring to the observations of Kulkarni, (1990), Voluntary organizations are the institutional bridges across a multifaceted society. Voluntary organization is a form of organization, power breaker, safety valve to the social unrest, a stabilizing force in a divided society, source of constructive state criticism and as an agent to fulfill the neglected needs of citizens.9

The data available in respect of voluntary agencies their number, location, nature of activities and functioning, strategies adopted for rural transformation are very limited. It is roughly estimated that 52 percent of voluntary agencies are engaged in different types of socio-economic activities for the upliftment of rural poor in the country.

According to the known estimate, there were about 20,000 voluntary agencies in India in 1989-90 actively associated with rural development work besides government sponsored rural women and youth agencies. The National Institute of Public Co-operation and Child development Programme (NIPCCP) has identified about 700 of them which are primarily concerned with the rural development work. Another relatively recent estimate by Sharma,10 1995 revealed that there are (registered and unregistered) about over 25 thousand voluntary organizations operating in the country, most common type of NGOs being a small agency working in a cluster of Villages in a particular
locality with a handful of staff. However, in last 10-15 years three characters are seen commonly in NGOs such as,

I. Their enormous increase in number.

II. Wider range of activities.

III. Increased professionalism and sophistication.

Earlier days the spread and spectrum of activities in which NGOs involved were extremely broad. But Esman and Upoff\textsuperscript{11} identified three categories in 1984 as;

I. Provision of relief and welfare to increase material living standard in a given location

II. Development approach-emphasis on establishing projects to increase productive capacity towards self-reliance.

III. Empowerment-elements of development are incorporated so that programmes are initiated which can be sustainable within the whole institutional system.

A recent study by the Asian NGO coalition (ANGOC) (1989) revealed the necessity of mutual recognition and respect between government and voluntary organizations. Wellards et al.\textsuperscript{12} (1990) listed various potential strengths of NGOs as;

1) Participatory nature of NGOs

2) Empowering of poor farmers.

3) Involvement in range of activities.

4) Location and activities of NGOs in marginal areas.
Government should realise and accept the fact that NGOs are capable of carrying out programmes more effectively in reaching the people and areas not being reached hitherto. On the other hand NGO should realise that government has more resources at its disposal to support development on a large scale.

According to Tandon\textsuperscript{13} (1989), one of the most significant relationships that can enhance or mark the growth and contribution of NGOs in any country is the NGO-GO relationship, largely determined by the responses, actions and the perspectives of the government and its agencies. Fowler\textsuperscript{14} (1990) felt that NGO's engaging in substitution for government services without attempting long-term improvements in efficiency, is not a role sought by most NGO's.

In India, where after five decades of independence and planned development a significant part of the population still lives below poverty, it is due to the marked differences between "What is planned and achieved". It is because of failure in effective implementation of government plans and schemes apart from faith of village folk with government schemes and officials for their bureaucratic loopholes.

The research studies on voluntary organizations or NGO's conducted were mostly focused on issues such as health, education, relief, rehabilitation, services etc, apart from these, studies on NGO's have also concentrated to find out the roles of NGO's, procedures adopted to mobilize people participation, nature and type of activities
carried out, the opinion of beneficiaries, the problems realized by the NGO's in executing the programmes etc. However, there are no sincere efforts to find out the importance given to integrated development of rural folk by NGO's, procedures followed in planning and implementation of its programme and nature and extent of involvements of development departments of government and other institutions.

With this background information, the present study on "The Role of Non-Governmental Organisations in Rural Development: A Case Study of Bharatiya Agro Industries Foundation in Dharwad" has been designed with the following specific objectives

**SPECIFIC OBJECTIVES OF THE STUDY ARE:**

1) To study the genesis, objectives and mission of Bharatiya Agro Industries Foundation (BAIF) NGO

2) To identity various rural development programmes and their components undertaken by BAIF organization.

3) To analysis the approaches followed in programme planning, implementation and monitoring of rural development programmes by the BAIF organization.

4) To measure the impact in terms of changes in socio economic and personal profile of beneficiaries against non-beneficiaries of BAIF programmes.
5) To study the nature and extent of involvement of development departments with BAIF NGO in all stages of programme execution.

6) To analyses the strengths, weaknesses, opportunities and threats with BAIF NGO in its modus operandus.

SCOPE OF THE STUDY.

The present study is taken up as a consequence to the realization that rural development can be achieved effectively with the involvement of NGO's, as can be invited to involve themselves in agricultural development in particular and other rural development departments in government sector, a comprehensive knowledge of their programmes, performance, procedures of programme planning and implementation and also their co-ordination with government organizations and research institutes is a pre-requisite. Present study is focused on identification of place of rural programmes in relation to other programmes carried out by NGO's, methodology employed in planning and implementation of programmes and programme impact on beneficiaries in terms of change in knowledge and other economic benefits derived and also it is focused on the attitude of beneficiaries towards NGO's in comparison with non-beneficiaries.

The study also focused on the programme components of both agricultural and other programmes, the resources allocated to each of the component in terms of technical manpower and capital, coverage in
terms of number of villages and number of beneficiaries covered. This knowledge gives government organization or development practitioners a change to know the area of interest and sense of commitment of NGO's.

Impact of the programmes of NGO's reflects the ideas in terms of change in knowledge and other economic benefits derived by the beneficiaries in comparison with non-beneficiaries. This knowledge help to invite and involve successful NGO's to act as partners of government organization in rural development.

An analysis of all these aspects may lead to the results and findings, which would help the planners, administrators and academicians to understand the NGO's comprehensively, viz., their strengths and weaknesses on performance, threats and opportunities etc., This knowledge will add to the already existing knowledge about NGO's and improve upon their conceptual theoretical knowledge.

LIMITATION OF THE STUDY.

A study of this nature poses a number of limitations for a researcher. In spite of that, researcher has tried to take a reasonably working NGO the Bharatiya Agro Industries Foundation (BAIF), which has done remarkable achievements in the area of Rural Development.

Though this study needs a representative sampling-covering whole of Karnataka, for want of time, the study has been restricted to
Dharwad district programmes where BAIF is operating for the last three decades.

Study used ex-post-facto research design. So all the limitations associated with it they set a limitation for the study.

Some of the data collected was based on the expressed opinion of the respondents. Therefore study may not be free from usual biases involved with the respondents in social research.
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