Chapter - II

RURAL DEVELOPMENT AND NGOs IN INDIA

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2.0 Introduction:

This chapter is divided into two parts - Part ‘A’ deals with the concept and definition of Rural Development, present rural scenario, Economic and Social conditions and various rural development programmes undertaken in India before and after Independence. Part ‘B’ deals with the Definitions of NGOs, Classifications and some important NGOs in India, Karnataka and in Bagalkot district.

Part - A: RURAL DEVELOPMENT

2.1 Concept of rural development:

Rural development has been one of the most formidable and fundamental aspects of India’s developmental efforts. The concept of rural development since the 70’s has undergone a change and has become more comprehensive. The World Bank defines rural development “as a strategy designed to improve the economic and social life of a specific group of people i.e., rural-poor. It involves, extending the benefits of development to the poorest among those who seek a livelihood in the rural areas. The group includes small farmers, tenants and the landless.¹ (World Bank, (WB) 1975: 3). Rural development as a broader concept is concerned with
the total development of the rural economy as a whole. It is a holistic concept rather than a sequential one.² (Khosla, 1967: 8) It is equally concerned with the development of infrastructure like roads, transport, power, insurance and banking, development of cottage industries, encouraging traditional crafts and industries, providing decent cheap houses for the rural poor and the depressed classes.³ (Rao, 1977: 63)

Thus in formulating the rural development policy the whole approach has to be fundamental and it has to be targeted towards alleviating the rural poor from the clutches of poverty, which has been perpetuated over the ages. Rural development is an extremely difficult subject to deal with because of a huge variety of socio-economic and ecological situations in which it takes place. The significance of rural development of our country, where almost 50 per cent of the population lives below the poverty line cannot be over emphasized. This has been one of the most formidable and fundamental aspects of India’s development efforts.⁴ (Dwarakanath, 1995: 444)

2.2 Definition of rural development:

Rural development is multidimensional in nature and comprehensive in its scope. It can be defined as integrated development of the area and the people through optimum development and utilization
(and conservation where necessary) of local resources, physical, biological and human, and by bringing about necessary institutional, structural and attitudinal changes by delivering a package of services to encompass not only the economic field i.e. agriculture, allied activities, rural industries, but also establishment of required social infrastructure and services in the area of health, nutrition, sanitation, housing, drinking water and literacy with the ultimate objective of improving quality of life of rural poor and the rural weak.⁵ (Patel, 1985: 24)

Rural development is concerned with village ecology, village life and social relationship in village and also concerned with every aspect of village life. Rural development is a study of society.⁶ (Sharma, 1994: 1-2)

The above definitions highlight the nature and scope of rural development. The concept of self-sustaining development which is an integral part of rural development has been given sufficient attention in literature and has received only rare mention.

2.3 Present rural scenario:

India, inhabited by sixteen per cent of world’s human population and twenty per cent of the world’s cattle population has only 2.4 per cent of world’s land area. It is under constant pressure for meeting the basic needs of human life. 74 per cent of Indian population lives in rural areas.
Though the average landholding in the country is 2.6 hectare, in the rural areas, 34 per cent hold as an average less than 0.2 hectare of land each.\(^7\) (India, 1996: 3) A large percentage of rural population lives below the poverty line. Agriculture is the primary source of livelihood. Only about 180 million hectare cultivable land is available for food production. Productivity of both land and labour is low. The top 10 per cent control 70 per cent of the land in rural communities and the bottom 10 per cent own less than 0.5 per cent of the total land asset. Basic source of inequality remains the same and 30 per cent of the rural folk depend on agriculture wage labour. There has been no real increase at all in wage rate, by only decrease in relation to increase in population. Unemployment, and under employment continue. 48 per cent of the people remain below the minimum subsistent level requirements. In the area of health, one out of eight children born does not see his first birthday. Medical system stresses mostly the curative aspect, while the preventive aspect needs emphasis. Literacy has not gone beyond 38 per cent of the national level. Housing facilities are appealing. It is becoming increasingly clear that the sum total of reforms in the new agricultural technologies and re-distributive land legislation are unable to sustain the growing population.\(^8\) (Krishnamurthy, 1993: 204)
In the above context, the rural development is an obligation on the government to raise the standard of the population living in rural areas. Rural development indeed, an extremely difficult task due to complex nature of social, economic, cultural and ecological situations. Since independence, the government has initiated developmental planning measures and implemented them through five years plans. So far, although ten-five years of plans have been implemented, still the problem of rural poverty and unemployment have remained largely unsolved. Basic infrastructure also are lacking in most of the villages.

2.4 Rural development in India: A retrospective:

In the development of rural societies, both voluntary groups and government have played an important role in formulating programme strategies. Under British rule, though the environment was not quite conducive to development, some efforts stand out for their contribution to the evolution of rural development strategies. Here it is made an attempt to provide an overview of socio-economic conditions under British rule as it would enable us to understand the rural development experiences of this period in a better way.
2.4.1. Economic condition:

During British rule, there were no surveys on the extent of poverty, however, descriptive information on poverty from official documents and other publications during this period are quite revealing. Writings of Dadabhai Naoroji, R.D. Dutt, W. Hunter and C. Elliot indicate that poverty was widespread. It affected very large segment of the rural population and was the major cause of under nutrition and malnutrition. Some scholars are of the view that poverty was far more widespread under British rule than during the earlier period. Nearly three fourth of the population depended on agricultural production, which showed a decline. Government allocation of resources to improve agricultural production was meager. Recurring famines also caused severe setbacks to agricultural production apart from the toll they took of human life. Colonial interests demanded subservience of the Indian economy to British requirements of cheap agricultural and other input and an assured market for British manufactured goods. The policies that were followed led to a decline of rural industries thereby increasing the burden on agriculture.9 (IGNOU, 2001: 26-27)
2.4.2. Social conditions:

The social indicators of this period present a depressing picture. The mortality indicators are a reflection of the poor state of health. The life expectancy at birth was 32.1 years during 1941–51\(^{10}\) (IGNOU, 2001: 27-28). The causes of high mortality rate were natural calamities, epidemics and diseases such as cholera, plague, small pox, dysentery etc., that ravaged the countryside. There was also a high incidence of infant mortality – 204 per 1000 live births during the period 1911-1915. These are however, the aggregate figures for both rural and urban areas. Though there was some improvement, it was still as high as 134/1000 in 1946-50. It is estimated that the children under 10 years who died in 1935-39 constituted 48.5 per cent of the total deaths at all ages. This was only 10 per cent in England and Wales in the year 1938.\(^{11}\) (Banarji, 1985: 159) The health survey and development committee (1946), known as Bhore committee, estimated that, 2,00,000 women died every year due to causes associated with pregnancy and child bearing. The health services provided by the British government were not only grossly inadequate but had a definite urban and racial bias.

The housing, environmental and sanitary conditions in rural areas were also very poor during British period. Literacy rates of the rural
population during the period are not available; however, the overall literacy rates were very low (only 5.35 per cent in 1901 and 9.5 per cent in 1931) and the rural literacy rate was still lower.\textsuperscript{12} (IGNOU, 2001: 28) Female literacy rates presented a more dismal picture.

Some efforts were made to look into the problems of the subcontinent as reflected in the well documented reports of committees / commissions, viz., Irrigation commission (1900-01), Royal commission on agriculture (1928) Royal commission on education (1928), etc. The British also took some initiatives by way of legislation (for example, Hindu Widow Remarriage Act, 1856). Regulations XVII on abolition of sati (1829), etc. Some policies and programmes were also adopted in the area of education, health, agriculture and related fields. But they fell far short of the requirements particularly in so far as the needs of rural areas were concerned.\textsuperscript{13} (IGNOU, 2001: 28)

2.5 Rural development in pre-independence / pioneer projects for rural development:

In the pre Independence period, considerable experiments on rural development were carried out by many charismatic personalities. These rural development programmes were launched to bridge the gap between the rich and the poor in British India. The well known among these were
the Sriniketana experiment of Tagore (1921), the Martandam project of Spancer Hatch in Kerala (1921), the Gurgaon experiment of Brayne in Haryana (1920), the rural re-construction project of the states of Baroda (1932), Firka Development Scheme of the Madras presidency (1946).14 (Guruswamy, 1998: 3)

The networking feature of all these experiments in the influence of the ideas of their initiations in respect of both the general orientation to rural development as well as the specific programmes and schemes taken up.

2.5.1. Sriniketan project:

Rabindranath Tagore, who was known worldwide for his contribution to literature, art and culture, was equally interested in social reconstruction. He started Sirniketan project in 1921. The main objectives of this project was to improve the condition of the rural poor people and making them self-sufficient. The project organization structure entirely consisted of voluntary workers and the villages. Some of the new institutions were formed to take care of specific aspects of the project. Agricultural demonstrations center, cottage and handicrafts industry center, public health and hygiene etc. were the important. All these
institutions worked under project administration headed by Tagore, but the later phase of the project was eventually linked with Vishwa Bharati.

2.5.2. Marthandam project:

The Marthandam experiment in Kerala was initiated by Spencer Hatch in collaboration with the central YMCA (Young Men’s Christian Association) of that area in 1921. It gave more emphasis on spiritual, mental development for better socio-economic life. The organization set up of the YMCA was used along with new institutions like demonstration center, co-operatives etc., The structure of these institutions were totally informal to ensure popular participation.

2.5.3. Gurugaon project:

F.L. Brayne, Deputy Commissioner of Gurugaon district was started this project in 1927. This project was more formally structured. A composite organization as registered society was the center of all development activities. It gave more emphasis on developing local leadership to mobilize other people in favour of development activities within the community.

2.5.4. Baroda project:

Raja Sir, T. Madhavaro a Minister of the Princely State of Baroda, started some social welfare measures for his subject in the state during
1932. The Baroda project operated mainly to change the outlook of the agriculturists and develop a desire for a higher standard of living, develop village leadership and impart adult education. Initially the project covered 10 villages, later it was extended to 35 villages. The project carried out economic development programmes. Such as kitchen gardening, distribution of improved seeds and weaving, establishment of co-operative society. The experiment gave importance to educational development and it emphasized human development and organizational structure.

2.5.5. Sevagram project:

Before we discuss the details of Sevagram project, we must understand Gandhiji’s approach to rural development, i.e., the revival of village industries, improvement of village sanitation and hygiene, the removal of untouchability and deep concern for women’s uplift which found great importance in his efforts to develop rural society.

He started this project in 1936, at Sevagram a village near Wardha. Main objectives of Sevagram project is to rebuild the villages and develop all aspect of human life. In order to realize this scheme, he began to organize volunteers from all over India. One worker per village was selected and trained in spinning, health, education and sanitation. After the training each worker went back to village to impart training to other
villagers. A major achievement of this project was experimentation with the new concept of integrated rural development encompassing economic, social and spiritual aspects. However, the initial interest and enthusiasm for the project could not be sustained as practicing the ideals of Gandhiji was not an easy task.

2.5.6. Bhoodan and Gramdan movement:

In 1951, Acharya Vinobha Bhave started this Bhoodan movement (Gift of land movement) in Pochampalli (Telangana, in Andra Pradesh). The essential characteristics of this movement was that, surplus lands were to be donated by the landlords and redistributed to landless peasants. The birth of the Gramdana movement took place in Mangroth village in Uttar Pradesh in 1952. Bhoodan paved the way for Gramdan (Gift of village) movement. Upto 20 January 1969, 86,709 villages had been received as Gramdan of which the largest was in Bihar followed by Uttar Pradesh, Orissa and Tamil Nadu.

2.5.7. Nilokheri project:

Nilokheri experiment started under the leadership of S.K. Day in 1943 and attracted wide attention and influenced to a great extent the post-Independence rural development schemes in India. It started for the displaced persons coming from West Pakistan due to partition based on
religion. The programmes of an agro-industrial township as the central theme of rural development was introduced. The basic assumption was that the township can have no meaning even for displaced persons nor can it have a secure feature unless it stands on its own. In order to achieve these objectives. It was felt that community must organize its activities on the principles of socio-economic and political democracy.

Various institutions was formed within Nilokheri and functioned in an integrated manner for the total development of the community. The Vocational Training Centre, Mazdoor Manzil and Panchayat were some of the institutions. The Vocational Training Centre was in charge of training the people to upgrade their skill, which will help them to earn their livelihood.

2.5.8 Firka development scheme:

Firka means a group of villages ranging usually between 5 and 20. The Firka development scheme was started in Madras province in 1943, for the economic development of villages by promoting khadi and village industries. Other objectives of this scheme were to provide basic facilities such as free education, improved roads and communications, improved sanitation and better medical care. The major achievement of this scheme was the building of infrastructure facilities and the elicitation of people's
participation. The scheme could not, however, bring about a co-ordination between the non-officials and the officials.

2.5.9. Etawah pilot project:

This project was launched by the government of Uttar Pradesh in October 1948 under the guidance and help of Albert Mayer. It was a new experiment in rural planning of development. The main objective of the project is to develop self-reliance at local, district and state level and to increase agricultural production and to improve public health and adult literacy. Initially the project covered 64 villages, by the end of 1956 nearly 400 villages were covered. The result achieved by this project were impressive in terms of providing infrastructure facilities such as educational institutions, cooperative societies, unions and seeds stores provision of increased irrigation facilities and provision for public health. The project's achievements were quite significant.\(^{15}\) (IGNOU, 2001: 34)

Between the rural development experimentation and initiation of the first rural development programme for the country, a considerable discussion and debate went on among some of the leading figures in the country on the one side and the leaders of these experiments on the other.

It is true that, Community Development Project (CDP) incorporated different elements from various experiments, yet the fact remains that the
Etawah model was the one, which exerted decisive influence, several considerations appear to have contributed to this choice.16 (Roy, 1994: 19)

2.6 Rural development policies and strategies:

In order to foster sustained development in rural areas different schools of thought advocate different paths. There is no single universal means by which this can be universally attained. Different economic and social systems have taken into account their own specificities in order to further rural development. The following polices are crucial for most rural development strategies viz. Land policy, Technology policy, Agricultural policy, Employment policy, Education, Research and Extension policy, Rural Institution policy and Price policy. There are basically four types of rural development strategies. They are; collective, reformist and market oriented, and agriculture based strategies.17 (IGNOU, 2001: 21)

2.6.1. Collectivist strategy: this strategy emphasizes the need to abolish private property – especially land. These strategies advocate extensive land reforms, land holdings are then consolidated and as a result productivity levels are increased in large sized farms. This strategy has been followed with fairly good success in the Soviet-Union, China and East European countries. These countries have
been able to make sharp increase in production, since they initiated this strategy.

2.6.2. Reformist strategy – advocates the use of rural social institutions such as cooperatives and Panchayats to bring about rural development. It encourages the more participation of rural people in development programme of villages.

2.6.3. Market oriented strategy – advocate the use of market forces to bring about rural development. Price and technology policies are given prime importance. In the case of Japan, Korea and Taiwan the use of this strategy was preceded by extensive land reforms. In India, the case of Punjab where the Green Revolution took effect from the late 1960’s is an example of the use of this strategy.

2.6.4. Agriculture based strategy – seeks to promote the growth of agricultural sector. The idea behind this strategy is to increase the income particularly those who are the poorest. When the income level increases, there will be a greater demand for goods and services. This will lead to an overall expansion of the entire economy, rural as well as urban.

2.7 Rural development programme in post-independence period:
The major goals of the nation in the post-Independence period, are to achieve economic growth, reduce inequalities of status, provide opportunity to all, ensure social justice, economic and political unity and integrity of the nation. Keeping in view the importance, the government of India has introduced several development programme for the development of rural areas. The major objectives of these rural development programmes include generating income and employment of target groups as well as minimum acceptable level of food, shelter, education and health. This implies reducing poverty and human misery by increasing the productivity of the poor and providing them greater access to goods and services.

In this regard the government of India gave considerable importance to rural development. In an effort to reduce poverty, improving employment opportunities and for the well being of rural poor, the government of free India has undertaken several rural development programmes. The rural development programmes consist of the following schemes for the welfare of the rural people.18 (Milton, 1984: 7).

a) Agriculture: Supply of improved seeds, fertilizer, pesticides etc.,

b) Irrigation: Construction of dams, C.I. wells, bore wells and filter points, supply of electric meters etc.,
c) **Education:** Starting of new schools, social welfare hostels, scholarships, education facilities.

d) **Schedule Caste and Schedule Tribes welfare:** Distribution of agriculture land to the weaker sections, providing for house site pattas, rural housing, welfare programmes.

e) **Women Welfare:** Starting mahila mandals, tailoring centres, self employment and other vocational trainings.

f) **Youth Welfare:** Providing of libraries, sports materials, TRYSEM schemes, gramodaya etc.,

g) **NREP and RLEGp, School building, panchayat raj, office buildings, road construction etc.,**

h) **Government Schemes:** Agencies like IRDP, DRDA, schedule castes, action plan, BC action plan, women and child welfare action plan, ITDA programmes etc.

During the five year plans, the Government of India was committed to formulate various plan policies on rural development.19 (Lalitha, 2004: 21) (See Annexure – I) Eradication of poverty and raising the standard of the life style of the masses has become one of the paramount objectives of rural development in the successive Five Year Plans. Thus, rural development, with a focus on the alleviation of poverty, cover a broad
spectrum of activities. These can be broadly put under the following categories.

i) **Poverty Alleviation and Income generation programmes**: There are two components in this programme (a) Self-employment consisting of Training of Rural Youth for Self-Employment (TRYSEM-1979) and Development of Women and Children in Rural Areas (DWCRA). (b) wage employed programmes like Jawahar Rozgar Yojana (JRY).

ii) **Area development programmes**: The programmes included under this scheme are “Drought Prone Area Development Programme (DPAP 1973)”, “Desert Development Programme (DDP, 1977)”, “Hill Area Development Programme (HADP)” and “Integrated Tribal Development Programme (ITDP)”.

iii) **Minimum Need Programmes (MNP)**: This comprises the programmes for providing support to the poverty stricken groups through social consumption and social services like education, rural health, electrification, rural water supply, roads, housing for landless labourers, environmental improvement of urban slums and nutrition.
iv) **Sectoral Structural Reform**: These include agriculture and allied sectors like irrigation, rural industries, land reforms and Panchayat Raj institutions.

v) **Other important major programmes**: Integrated Rural Development is a massive poverty alleviation programme ever adopted in India, which was introduced in 1979-80. Under this programme in villages the people below the poverty line have been provided with many production assets under agriculture and allied activities.

National Rural Employment Programme (NREP), like JRY, RLEGP etc., which provide additional gainful employment to landless and poor at least one member of every landless household is guaranteed employment upto 100 days during slack season.

vi) **Antyodaya** - During the VI Plan (1978-83), to eradicate the poverty and attainment of self-reliance was enunciated as basic objectives of rural development. For this government has implemented the programmes, such as

a) Developing human and material resources of the country.

b) Transformation of the socio-economic life of the rural poor.
c) Reduction of chronic employment problem.

vii) 20 points programme – was announced by the Prime Minister on 14th January 1982 with an objective of eradication of poverty and unemployment in the rural areas.


After independence various programmes have been implemented in India to remove poverty of the people. Most of the programme were limited in scope and were allocated only a small percentage of local government funds.21 (Kanchana, 2000: 5)
Various studies conducted by the various scholars on rural development programme, found out that, the fruit of development did not reach the small farmers. They were mostly taken away by those better endowed in terms of land resources. The fate of small and marginal farmers, landless and agricultural labours remained more or less the same. Still a vast majority of the rural population lives below the poverty line till today.

A number of programmes like the Small Farmers Development Agency (SFDA), the Drought Prone Area (DPA) and the Command Area Development Authority (CADA) had been operating in the country mainly with a view to improving the economic conditions of the rural poor. None of these programmes covered the entire country. Even these special programmes did not bring about considerable improvement in the living conditions of the poor. It is observed that these programmes have not reached the interior villages and still poor are not aware of the programme. The people are passive recipients of welfare programmes. These programmes of rural development as conceived and executed by the state agencies have been entirely based on “Top-down” approach with very little scope for grass root participation. With the realization of the limitations of the ‘Top-down’ approach in the effective grounding of rural
development programme, there has been increasing need to evolve appropriate institutions, which can be of use in “Bottom-up” approach. It is in this context, voluntary organization or NGOs are looked upon as possible institutional alternatives which could supplement, if not replace, the present rural administration bureaucracy. Such an expectation needs to be examined carefully on the basis of the limited experience available from the NGOs participating in rural development.

A grass root level agency is very much need of the hour if we desire to achieve worthwhile results in rural development. The government has recognized this in their repeated proclamations to the effect that, voluntary agencies are a necessity to broad-base the peoples participation.

Part – B: NON-GOVERNMENTAL ORGANIZATION (NGOs)

2.8 Role of NGOs in rural development:

Rural development is a multi-dimensional phenomenon as such, a multi-dimensional approach is needed for the upliftment of the rural poor. Funds alone cannot bring about prosperity in rural India. An unfavourable power structure is also responsible for worsening poverty in rural areas.22 (Sundaram, 2003: 380)
Since pre-independence period, voluntary organizations have been playing a crucial role, initially, associated with the task of social services, social reforms, rural development and nationalism. Eventually their role was expanded and in the post-Independence period, these have successfully entered into new horizons of development. More than 1.50 lakh NGOs at local, state and international level are working in India to carryout a variety of socio-economic and other rural development programmes for different sectors and target groups.\textsuperscript{23} (Inamdar, 1987: 16)

The Non-Governmental Organizations have a crucial role to play and as such they have become an agent of change as well. The role of NGOs is a role of both as an agent of delivery and as an agent of change. Perhaps, the agents of delivery are going to be the Panchayats, which have recently been given constitutional status. The agents of the total change, which starts with education, motivation etc., that work will have to be done almost exclusively by the NGOs in advance of schemes coming to the people at a grass root levels.

People generally gain greater benefits in groups than as individuals. NGOs work with and very often on behalf of others. In India, NGOs relation with the government are complex and dynamic. But, they are welcomed to supplement and complement government programmes.
NGOs role has become the key factor in people centered development, because people are at the heart of development. The promotion of individual, family and community's well being provides a human development agenda around the globe. The role of NGOs in human resource development and in mobilizing resources for the same, has attained considerable significance. (Dharmarajan, 2001: 6)

The NGOs are most appropriate to activate and informally oversee the delivery system and to make it effective at the village level to respond to the needs of the village poor. (Bandopadhyay, 1997: 12) Voluntary agencies have involved in rural development in various areas guided by service motive. Voluntary action today is a global phenomenon. There are large number of spiritually inspired organizations, which have done commendable jobs particularly in the areas of health and education with a degree of dedication and devotion. There are International organizations like Red Cross, which are engaged in mitigating the distressed, caused by natural calamities such as cyclone, floods, earthquake, droughts and famine and epidemics. (Sundarm, 1986: 33)

The Eighth Five Year Plan document states "A nation wide network of NGOs will be created. In order to facilitate the working of this network, three schemes relating to the creation, the planning commission has
worked out replication, multiplication and consultancy development. Efforts are being made to evolve a system of providing single window service to the NGOs working in the area of integrated development.27 (GoI, 1992)

Broadly the voluntary agencies are engaged in the issues related to women and child development, environment protection, social uplift of the under privileged classes, rural development, health and medical aid programmes, rural infrastructure development, organizing people for self development, self reliance and self sufficiency etc.,28 (Naithani, 2001: 36)

Earlier, voluntary agencies concentrated on social reforms, education and health services. After independence, they moved to welfare and relief operations. By the mid-1960s attention began to turn to development and then to appropriate technology, ecology and Micro planning.29 (Voluntary Action, 1979: 3) The growth of voluntary organization was rapid particularly after 1965.30 (Sundarm, 1984: 246) The main task of voluntary organization is to mobilize local resources particularly man power for the development of local areas. The external assistance should only supplement the locally available resources, funds as well as manpower.31 (Sundarm, 1984: 250)
It is generally believed that voluntary agencies are more effective and appropriate than the governmental departments to take up the gigantic task of rural reconstruction. The rural problems are so numerous and so grave that state action by itself cannot solve them. Voluntary agencies having a dedicated brand of workers, well acquainted with the felt needs and aspiration of the people in their areas of operation and as such would be in a better position to get people's cooperation in the implementation of development programmes.32 (GoI, 1978: 10)

It is generally observed that there is lack of dedication among the government employees. But the employees of the voluntary organization/NGOs work with sincerely dedication, determination and with the motive of achieving their goals in the broader perspective. The government organizations are entangled and crucified in the circle of rigid principles even in matters of spending the money for the crucial matters. But, the NGOs/ VOs are given a free hand in each and every aspect and they change their principles and policies only in accordance with the situations.

Generally, most of the voluntary organization are working in the areas of agriculture, animal husbandry, education, health, literacy, economical, developmental programmes. Generally, voluntary
organization take up activities in their own and some times they participate in the implementation of governmental programmes in the above areas.

There is a growing realization throughout the developing world that, Governmental and Non-Governmental Agencies should work together and supplement each other's effort to improve the quality of life of the people. Government in the developing countries are becoming more aware of what NGOs can contribute to national development. The government of India too has laid more emphasis in the Eighth Five Year Plan\textsuperscript{33} (GoI, 1992: 20) on involving voluntary agencies in various development programmes, particularly in the planning and implementation of programme of rural development.

Rural development today has emerged as the prime area of concern in our country. It has been realized world-wide that without NGOs active involvement, the required level of rural and social development is impossible. NGOs' role has become the key factor in people centered development. That is why arguments for and against the ability of NGOs to raise the confidence and competence of people through their activities, have become a matter of serious debate. The role of NGOs in poverty alleviation, delivery of health care services spread of education,
development of human resources, restoration and conservation of environment and above all in protection of human rights, and over all development of rural areas, has attained much significance in the recent past.

NGOs have greater flexibility to accommodate changing programmes and public needs and are turned to innovate and implement new initiative without major hinderns. Therefore, NGOs can be more efficient and effective in the use of resources and can provide support directly to people and communities. Above all, NGOs have important collaborative role in planning, implementation and evaluation of rural development programmes. NGOs can play distinctive roles towards creation of a just, sustainable and inclusive global society.

Voluntary organizations have long history both as a concept and as an instrument for social and developmental action. In India, voluntarism has existed since ancient times. Voluntary action has existed in every civilization. According to the recorded history, since the middle of the 19th century, voluntary agencies engaged themselves in a variety of fields, depending upon the motivation of the voluntary workers and needs and problem of the community they served.
2.9 Definitions of NGOs:

With relation to rural development – Jessica\textsuperscript{34} (1993: 3) states that "The term Non Governmental Organization has been variously and broadly defined, – I am concerned herewith "Rural development NGOs; those organization which undertake activities in rural areas meant to promote social and economic development.

According to Gangrade\textsuperscript{35}, (1987: 220) The characteristics of a Voluntary Organization are; it should be registered under an appropriate act; It has an administrative structure; It has definite aims and objectives; and It is initiated and governed by its own members on democratic principles, without external control.

Certain inherent strength of voluntary organization stem from their basic characteristics, being as the gross roots level. They can have better rapport with the people while functioning they can operate with greater flexibility and base their activities on felt needs of the people. Since, they are not bond by rigid bureaucratic rules and procedures. They can be bold and initiative in approach. Being participatory in nature, they can involve the people of the community in decision making.

In views of Sills\textsuperscript{36} (1968: 363) a voluntary association is an organized group of persons; (a) That is formed in order to further some common
interest of its members (b) in which membership is voluntary in the sense that it is neither mandatory nor acquired through birth and (c) that exists independently of the state.

According to Chowdhary\textsuperscript{37} (1971: 320) A voluntary agency is a group of persons who have organized themselves as a legal co-operative body to render social services or rural development through organized programmes. It is accountable to the community that it serves and from which it has supported. It is controlled and administered by an association of citizens rather than by the government, although primarily financed by contribution from the community.

According to Planning Commission of India\textsuperscript{38} (1978: 58) A voluntary agency, working in the rural field, should have the following features;

(i) It must be a registered society under the registration of societies Act 1860, or equivalent enactment of state.

(ii) It must be based in rural areas and worked there for at least 4 to 5 years.

(iii) It must have profession and managerial expertise to produce regular audit statements and report for funds received from government.
(iv) It must not be linked directly or indirectly to any political party and any one holding public office through a process of elections is not qualified to represent voluntary agencies.

(v) It is explicitly, connected to secularism, socialism and democracy. It must declare, it will adopt only legal and non-violent means for rural development purposes.

According to Korten (1987: 147) many NGOs are primarily concerned with poverty or disaster alleviation, while others focus on local level development projects, usually filling gaps, that government services have not met, one-third type of NGO's strategy can be described as "Sustainable" systems development".

2.10 Features of voluntary organizations:

Voluntary efforts and people's participation are often institutionalized through the setting up a voluntary organization. The following are the some important features of voluntary organizations.

a) Voluntary organizations are formed through the initiative of persons interested in the welfare and development, particularly of the disadvantaged sections of the society. Those persons have a sense of
commitment and dedication and are spurred by social consciousness.

b) Membership of voluntary organization is purely voluntary.

c) While some voluntary organizations have specific area of interest others have more global objectives.

d) Voluntary organizations are neither formed nor run for profit making.

e) Voluntary organizations are governed by their own sets of rules and regulations and do not function under the administration or control of the government. However, some seek grant-in-aid from government for which purpose they are required to fulfill certain conditions indicated in the grant-in-aid rules.

f) Most of the voluntary organizations are registered under the Societies Registered Act 1860 or similar Acts of the state governments. Such registrations entitle them to receive grant-in-aid from the government.

g) Voluntary organization has first hand experience and knowledge of local needs, problems and resources at the grass root levels.

h) Voluntary organizations are closer to the people.

i) The commitment and zeal of voluntary action is in striking contrast to rigid bureaucratic systems.

2.11 Voluntary organizations and Non-governmental organizations (VOs and NGOs):

Though the terms VOs and NGOs are interchangeably used, there are certain differences. (IGNOU, 2001: 7) These differences are as follows:
a) VOs are initiated by individuals or group of individuals for welfare and development. But NGOs are initiated sponsored and constituted in India generally by government as autonomous bodies for perusing some specific development objectives.
b) VOs receive funds from donor agencies, which may include NGOs. But NGOs receive funds mainly from Government and channel them to VOs for implementing programmes.
c) VOs formulate their own strategies, policies and programmes. But government directives influence policies, programmes and strategies of NGOs.
d) VOs shows a wide variation in terms of size, scale of operation, organization and structure. But NGOs are usually much larger and complex in their organizational structures.
e) VOs have usually motivated leadership and commitment. But NGOs depend on professional paid functionaries.
f) VOs can be both non-political as well as politically or ideologically oriented. But NGOs are usually non-political in nature.
g) VOs can be of the nature of activist organizations. But NGOs work within the frame work of established social and economic structures.

2.12 Classification of NGOs:

We can classify NGOs on the basis of the approach they adopt and the priority they give. Voluntary organizations have been classified into seven categories by Singh.\(^\text{42}\) (1984: 66) He has classified on the basis of operation fields of voluntary organization. They are –
- Charity: Giving food, clothing, medicine alms in cash and in kind, land, building etc.,

- Welfare: Providing facilities for education, health, drinking water, roads and communications etc.,

- Relief: Responding to call of duties during natural calamities like floods, drought, earthquakes and man made calamities like refugee, influx, ravages of war etc.,

- Rehabilitation: Continuing and follow up of the work in areas struck by calamities and starting activities that are durable in nature.

- Services: Building up of infrastructure in depressed backward areas.

- Development of socio economic environment around human beings.

- Development of human beings, through conscious raising, awakening, raising conscience, organizing, recording of priorities of suit social justice, redeeming the past and opening doors for opportunities to the oppressed and the exploited.
2.13 Some important NGOs in rural development in India:

SEWA (Self Employed Women Association) has done a commendable job in helping the poor in Ahmedabad and no government department can make services of that order. The Tagore society for rural development is having a proven record of service oriented achievement in twenty-seven villages in five Islands of the Sundarban area in West Bengal. Likewise the prominent NGOs in India are –

1) The Institute of Engineering, Ahmedabad.
2) The Bharatiya Agro Industries Foundation, Urali Kanchan, Poona.
3) The Vikas Maitri of Ranchi.
4) The Bhagavatulu Charitable Trust of Yellamanchili, Andra Pradesh.
5) Lizzat Papad of Maharashtra.
6) The Social Work Research Centre, Tilonia, Rajasthan.
7) Sri Rama Krishna Mission Vidyalaya, Coimbatore, Tamil Nadu.
8) All India Panchayat Parishad, New Delhi.
9) Gram Vikas Samsthan of Uttar Pradesh.
10) Manipur Rural Institute of Education society, Imphal.
11) Mitra Niketan, Trivendrum.
12) MYRDA of Bangalore (Karnataka).

In Karnataka state, also non-government organization are functioning in the filed of rural development. (See Annexure – II) These organizations have constituted the federation, known as “Federation of Voluntary Organization for Rural Development-Karnataka” (FEVORD-K).
The main object behind the formation of such an organization is creating a forum through which voluntary organization could collectively interact with the various Government Departments both for expressing their opinion as matter of policy and for collaborating effectively in the implementation of programmes.

In Bagalkot district also there are 33 NGOs who are engaged in the rural development programmes (See Annexure –III).

2.14 Conclusion:

Thus, from the above discussion based on the secondary data reveals that, there is a sufficient scope for NGOs to develop rural areas systematically through their ideas and strategies and active participation.

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