CHAPTER II

REVIEW OF LITERATURE

2.0 Introduction

Review of literature has not only widened the horizon of understanding the themes related to the study, but also has sharpened the method of arranging the components in the framework of the study. This chapter is sub-divided into six sections: section I deals with the studies on Indian rural realities. Studies on the vital role of Governmental Organisations (GOs) and Non-Governmental Organisations (NGOs) in India are compiled in sections II and III respectively. The central part of the chapter – section IV – focuses on policy documents related to rural development and NGOs. The rural scenario at the asian level is presented in section V and finally, the programmes and strategies adopted by NGOs in other developing countries are summarised in section VI of the chapter.

2.1 The Indian Rural Reality

2.1.1. A study on India’s villages by M.N. Srinivas\(^1\) and other sociologists and anthropologists from India, the United Kingdom and the United States of America was an effort to understand the social life of the villages in different parts of India. The study included villages in Mysore, Orissa, Kerala, the Himalayas, the Western Udaipur, Simla, Tamilnadu and Uttar Pradesh. It was observed that villages, even the
neighbourhood villages, differed considerably in economic, social, cultural, religious and political dimensions. In spite of several differences seen in the study, there was a thread of unity. The unity of the village through solidarity of caste was pointed out by many of the authors. Unity in diversity, caste linkages and village self-sufficiency were the dominant themes that formed the core of these studies. The study also revealed the tendency of the indigenous scholars to take important social realities for granted.

2.1.2. In the context of rural-urban disparity, a compilation of studies on rural and urban societies in India by M.S. Dhadave\(^2\) and others had a perfect blend of conceptual contexts that are deeply rooted in the case studies from all over India, including such areas as family, caste, religion, occupation, education, industries, mobility, and migration. The case studies became significant in understanding the nuances of social realities and relationships in rural communities and urban societies. The thread that ran through these analyses highlighted the process of transformation of societies in India. The dilemma that still exists even today is that whether the changes in economic, social, cultural, educational, political and other spheres succeeded in initiating/establishing structural changes or the changes in the above realms have been accommodated into the existing social structures. Another perspective that requires further research is that whether the changes have affected the core of the social fabric or just touched the periphery or there is no effect at all!
2.1.3. P.V. Paranjape and others\textsuperscript{3} conducted a study on Shramik Sanghatana (Toilers’ Association) in the Shahade region of the Dhule district with the objectives of investigating the historical background and activities of Sanghatana with special reference to the problems of grassroots self-reliance. A vast majority of the population in the region were the landless and illiterate ‘adivasis’ (Tribals). The method employed in this study was participatory research. Nine villages – three each from three types of area – were selected; four workshops were organized for investigating perspectives of self-reliance.

The study revealed the fact that the tribals themselves had taken initiatives to strengthen the Sanghatana in the locality. Direct democracy and human approach were observed to be quite strong not only in the administration of Sanghatana but also in their social relationships. Tensions between the urban external activists and the local activists were fluctuating and it was accepted as a part of the process. The study brought to light the fact that the tribal young women were so shy to come out of themselves that eliciting participation from them was a major obstacle in achieving self-reliance.

2.2 Government Organisations (GOs) and Rural Development in India

2.2.1 Nagendra Ambedkar\textsuperscript{4} conducted a study on the process of implementation of Integrated Rural Development Programme (IRDP) in Jabera block
of Damoh district, Madhya Pradesh with the primary objective of finding out the impact of IRDP on the target families. The study revealed the fact that contrary to the policies and guidelines of IRDP, the non-poor, i.e., whose income was above the poverty line of Rupees 6,400 as annual income were assisted in the area. It also revealed the fact that 64.0 per cent of the beneficiaries were selected by gram panchayats, 24.0 per cent by officials and the remaining 15.0 per cent by non-officials including MLAs and MPs. Secondly, there was an overwhelming bias towards animal husbandry schemes, more particularly towards milch cattle. Thirdly, there had been undue delay in providing financial assistance. Fourthly, 81.0 per cent of the beneficiaries had experienced a rise in their annual income after taking IRDP assistance. The increased income ranged from Rs.100 and Rs.1200 per month. Fifthly, 31.0 per cent of the beneficiaries had crossed the poverty line. Finally, the study revealed that monitoring of IRDP was very weak.

2.2.2. A study by S. Galab examined the functioning of Rural Employment Programmes in Anantapur district, a drought-prone and backward one in Andhra Pradesh. According to the guidelines the community works should be executed by the local village agencies such as village panchayats, parental/school committees and village development council that would ensure the full benefits of wages to the local workers and the quality of assets. This study revealed exploitation of labour by the professional contractors and the problems faced by the first generation contractors. It
recommended that the inclusion of NGOs in the implementation of the programmes would ensure the flow of benefits to the deserving target groups in full; simultaneously, the process would motivate, organize and strengthen the grassroots level machinery. All the possible and required materials for the programmes could be manufactured with the total participation and coordination of the beneficiaries.

2.3 GOs, NGOs and Rural Development in India

2.3.1. S.N. Sangita\(^6\) made a comparative analysis of Government and Non-Governmental Organizations that implemented Self-Employment Programme for Rural Youth in four districts of Karnataka. A distinct variation was observed in the philosophy, strategies, and methods adopted by both the organizations. On the part of the NGOs, adoption of grassroots level planning, operation in a smaller area, active participation of the people, and committed supervision of the staff contributed to the effective implementation of the programme; on the other hand, top-down approach, uniform policy with inappropriate administrative structures and indifferent officials in Government Organizations were mainly responsible for its ineffective functioning. Incompetence, indifference, individual benefits and profit maximization were the major impediments to NGOs. One of the relevant conclusions of the study was that NGOs could act as powerful instruments of development and control of diverse rural groups with greater efficiency, equality and empowerment at relatively low cost.
2.3.2 Niranjan Pant\textsuperscript{7} and others conducted a study on the role of Government bureaucracy and the Non-Governmental Organization, namely Indo Canadian Agricultural Extension Project (ICAEP) in Barabanki district of Uttar Pradesh. The aim of the study was to bring out clearly the functioning of NGOs and Government in the context of Extension Promotion Activities, Community and Social Services, and Development of Rural Women. The study revealed the potentiality of the NGOs in the present and future development of rural India, particularly the development aimed at benefiting the economically and socially exploited sections of the rural community.

2.3.3 A study on the contributions of NGOs to development by comparing the performance of the Aga Khan Rural Support Programme (AKRSP) and the government in watershed management programme was undertaken by Anil C. Shah and Sudarshan Iyengar\textsuperscript{8} in about 35 villages in Savarkundla taluk of Bhavnagar district, Gujarat. This case study identified the reality that NGOs, with appropriate and professional inputs and training, could contribute to rural development through quality of work and their sustainable impact on the processes; in spite of resources, expertise and power, the government programme on watershed was not able to make much of an impact.
2.4 NGOs and Rural Development in India

2.4.1. Jomon M.G. and Madhavi Mehta,9 with the assistance of Academy of HRD that is working on HRD for NGOs, conducted a study to find out the factors responsible for effective functioning of NGOs, particularly with reference to the vision and practice of the NGOs. The study revealed the fact that each and every organization had its own vision and mission and they had changed with succession and with the change of time. Better performance was observed in organizations that had a shared vision among its staff and the people.

2.4.2. A study by Swapan Garain10 on the Rural Communes which had its roots in the Graduate Volunteer Scheme (GVS) of the University of Bombay confirmed that the village level workers’ training programme employing a methodology of combining cognitive and attitudinal objectives had established its credential for promoting voluntary action in the process of social transformation. Certainly the activities of the NGO in empowering the rural poor, along with its programmes on documentation, refresher courses on natural farming and watershed management, promotion of dialogue between grassroots organizations and government agencies would bring about sustainable results in rural communities.

2.4.3. P. Ayodhya and K. Papa11 analyzed the intervention of a NGO in two villages in Andhra Pradesh in promoting people-centred development through adult
education programme. Qualitative research strategy was applied in this study. It was found that the degree of remoteness and interiority led to lesser availability of alternative means of sustenance and accessibility to government resources and it apparently had an influence on the degree of success. Above all, the vital role of the NGO was considered to be an important factor in the success of the adult education programme. The study also revealed the fact that the level of commitment, dedication and personal integrity of the facilitators were directly responsible for the success/failure of the programme.

2.4.4. A study by Ajay S. Mehta on the involvement of Seva Mandir, a non-governmental organization based in Udaipur described the efforts of the NGO to countervail the debilitating aspects of development and democracy in two villages – Nayakheda and Shyampura. Transparency, credibility and team-building were the major factors that accounted for their achievement of goals by empowering the local community collectively. It was a success story asserting the vital role of the NGO in mobilizing the power of the poor.

2.4.5. Ranjit Gupta made a case study of two non-governmental organizations, namely the Association of Sarva Seva Farms (established in Tamil Nadu in 1969 and popularly known as ASSEFA) and the Mysore Resettlement and Development Agency (originated in Karnataka in 1968 and known as MYRADA) with the objective of assessing their approaches, strategies and impact on rural
development programs. Both were well-known organizations committed to the cause of upliftment of the rural poor and the landless labourers. ASSEFA had a four-tier administrative structure: working committee at the national level, coordinating committee at the state level, project committees, and the individual Sarva Seva farm at the village level. The MYRADA strategy of intervention consisted of four consecutive stages: preparatory stage, formative stage, consolidation stage and withdrawal stage. ASSEFA and MYRADA proved successful in motivating the youth to work for the landless poor and the contributions of both the NGOs towards sustainable development of the rural poor were remarkable. Certain limitations were also identified in the process of uplifting the rural poor.

2.4.6. Mahesh Chander undertook a study on farmers’ participation in rural development programmes to understand the modus operandi of three NGOs in Central Himalayan Region of Uttar Pradesh. The Participatory Rural Appraisal (PRA) method was widely used in assessing participation and performance. This in-depth study revealed the existence of closer interaction and better understanding of NGOs with the farmers. The initiatives of NGOs in ensuring farmers’ participation, particularly in planning and implementation were tremendous. The prospects were quite bright in witnessing continuous enlightenment of the farmers by the NGOs on the issues related to rural development.
2.4.7. Nirmala Murthy\textsuperscript{15} conducted a comparative study of two different non-governmental organizations in two neighbouring blocks – Dholka and Dhandhuka of Ahmedabad district, Gujarat. The Self Employed Women’s Association (SEWA) and Mahiti were the two NGOs with different ideologies and approaches to rural development. SEWA was well-known nationally and internationally for its exclusive services for rural women; whereas Mahiti worked for the development of an entire area. Diagnosis of problems, approaches towards rural development, strategies of intervention, and responses to situations as practised by SEWA and Mahiti were different from each other considerably.

SEWA’s activities were centred on income-generation, skill-based training in carpentry, weaving, tailoring, dairy, agricultural training, vocational training, health education, legal education, literacy programmes, dairy cooperatives, and village women’s associations. The Mahiti team was primarily working as a link between the government and the rural poor by creating awareness about the various rural development schemes of the government; providing drinking water by converting saline water, afforestation, and other developmental projects. The study revealed the fact that both the NGOs were able to improve the economic status of the target groups but their interventions in the social, cultural and political realms were still challenging. Self-reliance seemed to be a distant dream.
2.4.8. K.D. Gangrade\textsuperscript{16} conducted an empirical study of two sets of non-governmental organizations – one with people-centred and democratic approach (the Gandhian model) and the other with leader-centric, imposed from above approach. The components of development, such as external catalyst body, the State, local community organizations, beneficiaries, rural elites and officials, and the process of development in both models were the same. The conclusion of the study was obvious: the first type of development followed the mutual and reciprocal approaches that led to control of institutions by people; the role of the NGOs was realised in motivating and mobilising the resources; and the rural community had developed a sense of self-sufficiency and self-reliance. Whereas in the other type, the NGOs remained estranged from people; it was a few intermediaries who controlled the people and institutions through some local leaders; and the ‘dependency syndrome’ was dominant in the group.

2.4.9. A study by Samuel C. Mathivaanan\textsuperscript{17} on Voluntary Agencies and Social Change was focussed on the criteria of voluntary organizations related to rural development. A wide range of activities of voluntary organizations such as, charity, relief, services, welfare, rehabilitation, development of socio-economic, environmental, and human aspects were identified. The study also confirmed the five characteristics of voluntary actions: people’s participation, democratic approach, economic and social development, individual and group initiative and voluntary
welfare activity. It described the significant contributions of voluntary initiatives in promoting an egalitarian and self-reliant pattern of social and economic change. This study not only enumerated distinctive features and notable achievements of the NGOs but also made an in-depth analysis of the methods, approaches and strategies adopted by NGOs.

2.4.10. A study on Community Participation and the Roles of NGOs by Surendra K. Vettivel\textsuperscript{18} analyzed three NGOs in Tamil Nadu. The central hypothesis was that participation of the powerless groups in decision-making processes results in the reduction of differences in political power between the more powerful and the powerless groups. It confirmed the vital role of NGOs in empowering the powerless. The conclusion of the study was that the role of NGOs in empowering the poor had been effective and proportionate to the level of participation by the poor. The major limitation was the exclusion of the cultural and sociological perspectives of people's development.

2.4.11. Elizabeth W. Moen's\textsuperscript{19} analysis of thirty three Non-Governmental Development Organizations (NGDOs) in Tamil Nadu was based on the assumption that development could come only from within the rural community, and not from outside. Genuine development should be a participatory, emancipatory, whole, sufficient, decentralized, democratic, non-violent, non-charitable, Indian and revolutionary process. Children, youth and women in rural areas were the identified
target groups that needed special attention in the process. The conclusion of the study was that equity and justice – the two sides of development – could be achieved only through cooperation and unity at various levels of social interaction.

2.4.12. K.A. Suresh and Molly Joseph\textsuperscript{20} conducted a study with a view to examine the existing levels of participation of organizers in the development programmes of NGOs and assess the perception and attitude of organizers towards the idea of participatory development. The rates of participation of the organizers at different stages of development were satisfactory; but the attitudes of the majority of the organizers towards the participation of beneficiaries in the developmental programmes were found to be low.

2.4.13. A study on grassroots level organizations and rural development was conducted by Yatish Misra\textsuperscript{21} in Gaya district, Bihar with the primary objective of analyzing the existing system of decentralization and propose an all-round development of rural areas. As the people's participation in local administration and rural development programmes was minimal, targets set by the government were not achieved at all. The study highlighted a high level of flexibility and dedicated human approach of NGOs that could accelerate the momentum of rural development. Panchayati Raj Institutions were capable of responding to the needs of people promptly and implementing the rural development programmes efficiently but for the intervention of the politicians.
2.5 Policy Documents on Rural Development and NGOs

2.5.1. Asian NGO Coalition for Agrarian Reform and Rural Development (ANGOC), an apex NGO in the Asian Region, coordinated NGOs involved in rural development from ten countries. Each country presented the importance, emergence, progress, characteristics, and role of NGOs in rural development in its own social, economic, political and cultural contexts. This documentation provided a comprehensive overview on the status and role of NGOs in rural development and served as a useful resource and guide to policy planners and decision-makers in government organizations, NGO sector and those involved in intergovernmental organizations. The papers also highlighted the relationship between NGOs and the Government, and the trends, achievements and challenges of rural development.22

2.5.2. The policy document of Organisation for Economic Co-operation and Development (OECD) on “What Future for Our Countryside? A Rural Development Policy” – the first of its kind – was a stepping-stone in the history of rural development because it provided a broader overview of rural conditions in member countries; and it enabled the evolution of a common international framework for analysis of rural policies. Of the two parts of the document, the first dealt with the findings and conclusions of the Group of the Council on Rural Development and the Rural Development Challenge, while the second focused on Rural Development Policy: Opportunities and Options.
Identifying different types of rural areas, the document analyzed rural assets and potentialities, symptoms and causes of rural poverty. It elucidated the response to the challenges by pinpointing the fact that rural development is a complex blend of economic and social goals. The term ‘rural area’ was more than a mere geographical parameter; it was an economic and social entity that fulfilled various public functions. The final chapter dealt with the institutional dimension of rural development such as leadership, co-ordination and partnerships.

2.5.3. The Regional Experts Meeting on the Review of Integrated Rural Development Strategies held at Suweon, Republic of Korea, from 14th to 17th March 1989 highlighted the policies and strategies on Integrated Rural Development. The participant experts presented the evolution and experiences of IRD programmes in the context of their countries. The presentation encompassed the strategies adopted, successes achieved, and problems encountered in the process of planning and implementation of IRD programmes.

The experts reiterated that NGOs had made valuable contributions in building up people’s organizations, enhancing people’s participation in rural development, and developing appropriate technology for the benefit of the poor. They affirmed the significance of the NGO sector in its crucial, albeit limited role with respect to innovativeness, creativity, information and education, consultation, training, flexibility in operation, rich experience in micro-level planning of development
activities, mobilization of resources for development and generating public awareness. The experts asserted that rural poverty alleviation and participation of the poor were inextricably linked to the success of the relevant programmes and decided to sharpen more effective strategies in the future.24

2.5.4. The document on Working with NGOs compiled by Carmen Malena25 was another stepping-stone in the history of NGOs as it rightly flagged key issues and elaborated on the World Bank – NGO interaction in practical terms. It explained the dual vital perspectives of the rationale and approaches of the World Bank to work with NGOs in two separate sections.

This document enlightened on the following nine key issues of the World Bank in working with NGOs: identifying an appropriate NGO partner; time issues; flexibility issues; financial issues; procurement and disbursement issues; NGO – Government relations; importance of clearly defined roles and responsibilities; contractual/legal issues; and capacity-building. It also had ten annexes on important topics such as the World Bank policies and procedures that refer to NGOs, informational resources on the NGO Unit, sample methodology for conducting an NGO sector study, sample NGO selection criteria, and sample criteria for assessing the capacity of CBOs.
2.5.5. A compendium of the initiatives undertaken by the Government of Tamilnadu in Rural Development Programmes deliberated in a seminar on “Social and Economic Planning for Integrated Rural Development” organized by the State Planning Commission, Government of Tamil Nadu was presented by V. Shanmugasundaram and V. Sankaran. This was not only a precious treasure in the historical process of Integrated Rural Development as it put the Government in the right direction of social and economic development but also a policy document that shaped the planning and implementation of rural development programmes in the State of Tamil Nadu. As the earlier social and economic institutions had not allowed the rural poor to get out of the vicious circle of poverty, IRD approaches and strategies were expected to reduce the gap between the rich and the poor.

The enriching aspect of this presentation was the vital role played by both the government officials and the experts focusing on the key issues of IRD such as, Education, Agriculture, Village Industries, Health Services, Resources and Non-Governmental Organizations. What distinguished IRD was that it set out concrete lines of action and programmes of development by opening up opportunities for a balanced and integrated pattern of resource mobilization. The challenge posed before us was to harmonize the potential of science and technology for the optimum utilization of all our natural assets for banishing poverty from our midst.
2.6 NGOs and Rural Development in Asia

2.6.1. A study by John Farrington, Anthony Bebbington and other experts was carried out on sustainable agricultural development in Asia focusing on intensive collaboration between Government organizations, NGOs, and rural people. The enriching part of the study was that it had drawn evidences of case studies from countries in Asia, including Bangladesh, India, Nepal, Indonesia, Thailand and the Philippines on the institutional arrangements necessary to promote Agricultural Technical Development (ATD). The study gained primary importance as it focused for the enhancement of livelihoods among the poor. The truth brought out in the study was obvious that most research systems and most rural development programmes in developing countries catered to serve commercial farmers operating in more favourable and homogenous agro-ecological conditions than those in resource-poor farming contexts. The study also revealed the fact that almost 50.0 per cent of the rural poor who seek livelihoods in Bangladesh, India and the Philippines had insecure/no access to land.

Above all, the study focused on the types of interactions initiated by NGOs and GOs respectively and the roles played by each; and it examined the reasons for failure of interactions. NGOs’ roles as field testers, as joint partners, as innovators, as ‘networkers’, and as advocates were identified in the case studies. The study distinguished between radical and non-radical NGOs. The study also proposed
approaches and strategies for closer NGO-GO links. The conclusion was that the axis of services and NGO-GO interaction should be directed principally towards the needs of the rural poor in the coming decades.

2.6.2. Desingu Setty\textsuperscript{28} analyzed critically the Asian perspective of participatory rural development through case studies from Bangladesh, India, Pakistan, the Philippines and Sri Lanka. Rural development programmes comprising a wide spectrum of activities and institutions related to agriculture, animal husbandry, cooperation, rural industries, rural engineering, irrigation, roads, health, sanitation, education and community organization. The following seven important characteristics of rural communities were identified: primary occupation agriculture or allied activities; closer together and closer to the natural environment; personal, close interaction with members of the community; smaller in size wherein each one knows everybody; lesser density in population; greater homogeneity – common occupation, common traditions, common customs and common heritage; and very little social mobility.

These studies enabled in identifying diverse forms of people’s participation in rural development such as, responding to the programmes, accepting the process and adopting technology and innovations, extending moral support, participation in decision-making, cooperating in implementation, contribution of money, material and labour, taking initiatives, mobilizing people and resources, assuming leadership,
and ownership of projects/programmes. The case studies also highlighted the enriching experiences and sustainable transformations in the lives of the rural poor by adopting relevant strategies and innovative methods and approaches.

2.6.3. It was quite interesting to go through the study carried out by Gilbert Etienne through meeting with peasants in rural Asia characterized by its diverse economic, social, cultural and political contexts, particularly in Afghanistan, Bangladesh, China, India and Pakistan. Data were collected in a span of about thirty years from people at various levels such as, farmers, government officials, policymakers and political leaders through direct personal contacts with the only aim of designing a theoretical framework for Asia. Just like Europe, Asia also had its own ups and downs in the annals of history. Reality had to be analyzed from the level of rural peasants and political administrators. As for the general theoretical outline, it concluded that political trends played a pivotal role in a nation’s development, ‘No development without a strong and stable government’. Regarding the direct attack on poverty, drastic land reforms were ruled out because of the political environment in the countries of the subcontinent. As to projects, the future did not seem to be bright because the money intended for the poor had not reach them fully. Only the proper pooling, maximization and distribution of physical and human resources by down-to-earth approaches were expected to bring sustainable results to all, specially the rural poor.
2.6.4. The developing countries faced a gamut of problems; both the governmental and non-governmental agencies tackled most of them. The question raised in this study was that some NGOs should go beyond the traditional path of welfare and development and get entangled with a new socio-economic order of the world through entrepreneurship that implied initiative, innovativeness, risk-taking and other pursuits on creativity. The impressionistic analysis by Nagendra P. Singh pointed out that many studies and experiments in Asia had confirmed that beneficiaries continued to indulge in the perpetual dependency syndrome. Many NGOs had plunged into self-employment and income generation programmes at individual and group levels. The need of the hour was clarity in the definition, boundaries and methodology of entrepreneurship development – a step higher than self-employment.

2.6.5. An analytical study of the Bangladesh Rural Advancement Committee (BRAC) by Mick Howes and M.G. Sattur identified various methods through which BRAC managed to grow and increase its impact on various groups of people. One method was through simple replication of projects through ‘additive’ strategies and another was by intensification of its work with a particular or area through ‘multiplicative’ strategies. The process of progress of BRAC was documented over twenty years in five distinct phases: relief and community development; targeting the landless; the outreach and rural credit and training approaches; the rural development
programme; and the rural credit project. The result of the analysis was that ‘bigger can also be better’, in the sense that wider replication of projects could be achieved by building organisational capacities without sacrificing quality of service to the poor.

2.6.6. An evaluation of 30 rural income generating projects was done by Bishwapriya Sanyal on the question whether or not the rural development projects were replicable. The findings of the study made it clear that the institutional interests played a more dominant role than comparative advantages between the various actors in the project.

2.7 NGOs and Rural Development: Global Perspectives

2.7.1. A study on Approaches to Participation in Rural Development was carried out by Peter Oakley and David Marsden at the request of the Panel on People’s Participation of the Inter-Agency Task Force of the United Nations with the objectives of clarifying the concepts and interpretations of participation, collating the experiences of participatory approaches by different agencies, providing guidance for future analytical and operational works, and promoting strategies for genuine involvement of the rural poor, specially rural women. It was considered to be an on-going search and not a definitive statement or policy on participation.
The context, concept, approaches, and obstacles to participation were analyzed from various perspectives with case studies from Brazil, India, Philippines, Sri Lanka, Mexico, Bangladesh and Senegal. This study was not only retrospective but also prospective as it focused more on the emerging strategy leading to empowerment of the poor. The meticulous analysis of participation as means or end, Participation as contribution, as organization, as empowerment, operational, cultural, and structural obstacles to participation supported by case studies paved the way for elucidating bottom-up approaches and effective strategies for promoting self-reliance and control by the rural communities.

2.7.2. The major results of the research project on “Promoting Participatory Development through Local Institutions” undertaken by the Development Centre and the OECD Development Assistance Committee (DAC) were summarized and presented by Hartmut Schneider and Marie-Hélène Libercier. It contained numerous case studies from different countries that had emerged out of the personal experiences of working with NGOs and grassroots organizations. Both concepts and practices were blended in this presentation of research study.

Participatory development was found to be a political, social and economic process. It was holistic rather than sectored; it was more people-centred and a learning process. Participatory approaches, as presented in this study, had two essential components: first, a meticulous process of observation, analysis and
consultation at various levels; second, the need for flexibility in planning and organization of a programme or a project. The organization of local communities gave energy and life for the programmes. Highly centralized and authoritarian political regimes, lack of access to assets and rights, lack of knowledge and skills, poor or non-existent formal education, bureaucratic rigidities and conventional operating modes of aid agencies were observed to be the major obstacles in participation. Sustainability and replicability were the two sides of genuine participatory development. Participation ought to be a part and parcel of every phase in development involving the indigenous resources, values and cultures.

2.7.3. Could NGOs really ‘make a difference’ in the process of improving local situations at the bottom level and influencing the wider systems that aggravated global massive poverty in the new millennium? The problems and the responses were dealt with well-supported case studies from the developing countries. The studies presented by Michael Edwards and David Hulme\(^{35}\) were based on the multi-sectored approaches and strategies adopted by NGOs in the Third World.

Scaling-up the developmental impact of NGOs, Government – NGO collaboration in developmental projects, Strategies for effective and sustainable impact of the programmes of NGOs through organizational growth, and lobbying and advocacy through the grassroots organizations were the major topics selected for the study from countries like Ethiopia, Uganda, Bangladesh, Sri Lanka, Philippines,
Itaparica, Peru and Africa. The systematic summary of each part with lessons and key issues revealed the enriching aspect of the complex contexts and roles of Government and Non-Governmental Organizations. The outcome of the study was that ultimately the strategic choices of the NGOs and the quality of their services for the rural poor masses that would decide whether or not they ‘make a difference’.

2.7.4. Roger C. Riddell, Mark Robinson and others evaluated rural development programmes organized by NGOs in developing countries and measured the impact and effectiveness of NGOs on the lives of the rural poor. An overview of the results of the case studies and the impact of NGO poverty alleviation projects - altogether sixteen projects in four countries - in Bangladesh and India (South Asia), in Uganda and Zimbabwe (the Sub-Saharan Africa) clearly indicated the following: Almost without exception, the poor benefited to a great extent than the poorest, and men to a great extent than women, by virtue of heavy prior access to land and other assets. All the sixteen case studies confirm that NGOs placed a high premium on the formation of new groups, or strengthening the existing ones, as a means of raising awareness, empowering the poor, and promoting self-reliance. Only in six of the sixteen projects, women benefited to a significant extent; otherwise, their involvement was very much limited. Nine of the sixteen projects contained some trends that could be termed innovative. The Zimbabwe case study was the ideal one in terms of NGO innovation and project replicability. A short-term impact was found
in the NGO credit schemes but a durable and more wide-spread impact was missing in all the projects.

The trained and motivated field staff played a vital role in meeting the project objectives by their commitment and empathy with the poor. Only four projects were financially self-sustaining and five were clearly not sustainable while seven projects showed limited potential for sustainability. Regarding the NGO impact and the external environment, mostly the impact was contingent on local and to some extent, on national and international factors. On cost-effectiveness, there were some major difficulties because of subjectivity, absence of quantifiable base-line data and the limited availability of project-specific cost data; in terms of resources allocated to them, certainly all the sixteen projects appear to cost less than similar types of government interventions. The overall impact of the NGO effort was still marginal while compared to solving the wider problems.

2.7.5. In the context of a number of case studies undertaken by ILO and UNDP in Cameroon, Zimbabwe, Mozambique, and South Africa and analysis of evidences available from literature and documentation, this paper examined the relationship between participatory development and poverty alleviation in Sub-Saharan Africa and drew some conclusions. The following case studies were selected: (a) Poverty and participatory development in Cameroon: The impact of cooperative reform in Cameroon on peasant organisations in the cocoa zone by Pierre
Njouyep; (b) Participation and urban poverty alleviation in Harare, Zimbabwe by G. Keyzer; (c) Participatory development and the struggle against poverty in Africa: A case study of crossroads, a peasant movement by Mathias Bassene; (d) Poverty alleviation and participatory development in South Africa by Francie Lund; and (e) Poverty alleviation strategies and participatory development: The case of Mozambique by Kerry Selvester.

It was found that the political and economic reforms had tremendous impact on people’s participation. Each case study was found to be unique and provided some measures undertaken by governments, NGOs, citizens’ organizations and local communities to meet the challenges of poverty alleviation. Participatory approach to poverty alleviation in Sub-Saharan Africa is still in initial stages and there is a long way to march. The critical issues to be tackled for meaningful participatory development in poverty alleviation in the context of Africa are the following: a) Proper linkage for collaboration between the trio, that is, the Government and those who hold economic and political power, and the poor with their representatives and organizations; second, the initiatives of participatory approaches reaching the poorest of the poor; and finally, the key role of the NGOs in Africa.

2.7.6. Although the concept of rural development meant different things to different people, a trend towards convergence is emerging gradually at the macro and micro levels. R.E. Carmen analyzed various studies on rural development focusing
on rural underdevelopment from the perspectives of the Third World, and Africa in particular. The results of this study were summarized towards the dual aspects of people-centred development explained in terms of human resource development and integrated rural development as a participatory learning process in terms of empowerment. The conclusion of the study was that the primacy of education at all phases of development that would empower people towards sustainable development.

2.7.7. Ernest Aryeeetey\textsuperscript{39} studied various programmes introduced in Ghana for community development since 1975 and found that most of them failed miserably because of two factors: bureaucratic inflexibility and lack of clarity in the objectives. Upper Regional Agricultural Development Programme (URADEP) was one such programme. It was established with dual objective of increasing agricultural production and farm incomes; and establishing permanent farm support services. Decentralization through a semi-autonomous unit facilitated the following advantages: greater sense of direction towards goal attainment, measurable institutional goals, more freedom, greater coordination, shorter chain of command, more availability of financial resources, and additional administrative incentives and higher salaries.

This study revealed the following exogenous factors affecting the operations of the decentralized programme units: effects of national and regional political structures; effects of local power structure; effects of socio-cultural factors on
URADEP; effects of the inadequate organization on programme beneficiaries; physical environmental conditions and their effects on URADEP. The final part dealt with the impact of the programme at various levels.

2.7.8. So much of literature had come out on ‘development’ in the last few decades from scholars and institutions that it would require one’s life-time to digest all these materials. And yet we are far from achieving development of the whole person and every person. Experts claim that absolute poverty is on the increase. Of the 1.2 billion of the absolute poor, approximately two-thirds are children under 15 years. Today disenchantment is widespread. Peter C.W. Gutkind\(^40\) conducted a study in Accra, (Ghana) and Nairobi, (Kenya) to find out the perceptions of ordinary men and women on development that had not been taken into account at all by the planners, policy makers and bureaucrats.

The responses elicited from an unemployed petrol tank driver, a woman hairdresser, a fisherman, a taxi driver, an electrician apprentice, and a woman trader were amazing. The responses of ordinary people expressed in this study revealed much pessimism and absence of consensus on the meaning of development. It also brought out a bewildering array of perceptions rooted so much in the cultural and class background faced by common men and women. The conclusion of the study was that little or nothing had been done to collect, analyse, and respond to a
multitude of perceptions that provides volume of reasons for the failure of so many development programmes.

2.7.9. The International Exposition of Rural Development (IERD) decided to facilitate a program to document thousands of successful strategies of locally initiated projects in rural development. The objectives of the research were to identify successful rural and local neighbourhood projects, discover the common approaches that work in grassroots development, begin building a network of projects, and establish a data base for assisting local development efforts. David G. Blanchard analyzed the data and synthesized it into seven strategies for bottom-up development in three phases.

Phase I included the first 18 months of the exposition and involved identifying local development projects and research on successful development strategies in 16 countries. From about thirty symposia reports, over one hundred and fifty trends were identified and only the following eighteen trends were regrouped: renewed development emphasis; greater local participation; implementing industrial development; strengthening financial linkage; organizing cluster infrastructures; networking across sectors; emphasising improved agriculture; improving environmental sanitation; involving rural women: utilising local resources; expanding single-focus development; increasing education process; augmenting communication means; rural information exchange; co-operative international interchange; training
underdeveloped groups; community finance management; and comprehensive community development.

Further, twelve comprehensive keystones – vital and critical activities and strategies necessary for bottom-up development successful – were identified. They were: total community participation; comprehensive pilot demonstration; committed grassroots planning; cohesive community identity; project leadership cores; motivation implementing mode; inclusive resource management; viable local economics; community structural approaches; education and skills training; supportive multi-sector coalitions; and improved interchange networks.

In Phase II, out of this process, projects were selected to participate in a plenary Central International Event organized in New Delhi, India, during February of 1984. The theme of the ten-day conference was “Sharing Approaches That Work”. It involved three days of sharing development experiences, four days of visiting local projects in India, and three days of reporting and planning next steps for accelerating local development.

The trends and keystones from the RD Symposia were reported to the International Exposition. The delegates working in thirty sub-groups, compared the trends and the keystones to their own experience and to the experience of the other 300 projects as demonstrated in displays at the conference. Out of the first three days
of workshops came the following list of fifteen priorities for RD: local control with committed interchange; developing appropriate education; functional education and skills training; participative and balanced planning; involvement of women in the process; management and implementation skills; appropriate financial mechanisms; maximizing resources and productivity; community motivation and leadership; effective communication and interchange; holistic or integrated approach; sustainable agricultural advances; partnership with existing agencies; community self-help and reliance; and upgrading community health.

Phase III involved the process of identifying and expanding the strategies of human development. Finally, the eighteen trends and the twelve keystones identified in the RD Symposia and the fifteen priorities from the Central International Event were regrouped into seven clusters or strategies of local human development. They were: comprehensive community participation; motivating local communities; expanding learning opportunities; improving local resource management; localizing financial access; replicating human development; and increasing communications and interchange.

The conclusion of the research was that the responsibility for change rests with those living in the local community, and not with government. Just as the greenhouse turned out to be a complex ecology, so was the environment of human development. Motivation of local community was identified as the key to initiating
and sustaining bottom-up development through broad-based participation in comprehensive planning for solving community needs.

2.7.10. A study on Non-Governmental Organizations and Poverty Alleviation in Bolivia conducted by Sonia Arellano Lopez and James F. Petras highlighted the fact that NGOs in Bolivia had not only increased in number in the 1980s but also played vital role in poverty alleviation programmes. It was not clear from the study whether NGOs were more successful than the state agencies! But one thing was obvious that the combination of state reorganization through structural adjustment programmes and the increasing number of NGOs as implementers of development assistance had put up tremendous obstacles to the growth of grassroots organizations representing the interests of the poor masses.

Many initiatives had been implemented during the 1980s for promoting dialogue between various players in development field. Some were done on a grand scale at the macro level and some others were organized in a simple manner at the micro level. The starting point of dialogue could be at three levels: cooperation was founded on an attitude or a stance; collaboration implied an actual working relationship; and coordination suggested a process of defining parameters for action. Sandra Powell analyzed three case studies – The Enabling Environment Conference (Kenya, 1986), Practical Modes of Cooperation (West Germany, 1986), and The Experts’ Consultation on ‘Promotion of Autonomous Development’ (The
Netherlands, 1987) – with a view to shape the thinking and practice of the international development community. Each study, although described in terms of context, objectives, process, output, and significance, it explained the significant impact in a systematic manner. This study not only enabled to identify the multifarious parties in development but also paved the way for initiating dialogue at various levels.

2.7.11 Michael Warner\(^{44}\) conducted a case study with the community of St. Margaret’s village in Cayo District, Belize, Central America with the objective of designing a medium-term village development strategy that would offer maximum benefits to the entire community. This study resulted in a modified community participative strategic development planning with six vital components – community development objectives, external appraisal, internal appraisal, participative analysis (SWOT), decision-making, and Strategic action plan. The case study faced two limitations: one, proper importance to the homogenous and heterogeneous environments of each local community; and the presence of external members along with the representatives of the project team and the local community at the external appraisal. The potentiality of this approach for empowerment was proved to be more effective.

2.7.12. An analysis of Mario Padron,\(^{45}\) in the context of working with different categories of NGOs at various levels, revealed distinctive characteristics between
three types of NGOs – Non-Governmental Development Organisations, Grassroots Organisations and International NGOs. The multifarious levels of relationships among these actors were characterised by numerous ways of relationship of interests and activities. The role taken by NGOs in each type was different – in the first type as recipient, in the second type as intermediary, and in the third as partner. The conclusion of the study was relevant to the global situation as it envisaged a model for NGOs and their contribution to development through processes of democratisation.

2.7.13. Rural development strategies could be grouped into three categories: Technocratic, Reformist and Radical. Most of the developing countries had adopted policies related to the first category that left the exploitative structures in tact. The radical strategies had focused on removal of the processes that perpetrated inequality and poverty. The reformist approaches were a compromise between the two categories. A Mexican case study on rural development revealed three contrasting views: first, the pro-peasant group (campesinistas) believed that rural poverty was the result of the way in which the peasant farmer had been treated by the government and the local bosses; second, the leftists attributed rural poverty to international economic relations; and finally, the most common view of people was the over-population and the politicians had reduced rural poverty to agricultural inefficiency. Chris Dixon concluded the analysis by asserting that there was greater need for clarity of
concepts, adoption of innovative strategies and committed service to the challenging task of rural development.

2.7.14. For several decades, development was seen only as economic development and measured simply as an increase of the gross national income. After analyzing numerous rural development projects in the Third World, Dirk B.W.M. Dusseldorp\textsuperscript{47} clearly pointed out the economic, social, cultural, organizational, managerial and technical environments of projects emphasizing uniqueness of project situation. Elaborate analysis of rural development projects revealed the fact that each project should, in reality, adopt a project cycle and methodology that would suit the local environment and fulfill the local needs of the local community. The triple advantages of NGOs elucidated in the studies were: more effective service delivery, popular participation in development processes, and representing interests of the deprived masses; and the perceived disadvantages of NGOs were: creating separate support organizations, quality versus quantity, availability of funds, and management problems. The role of Governments and NGOs in rural development was considered to be equally vital as one cannot ignore the other.

2.7.15. An analysis on the role of self-help promotion by NGOs was conducted by by Koenraad Verhagen.\textsuperscript{48} The following eight instruments were identified for self-help promotion: identification of target population and target groups, participatory planning and research, education and mutual training, resource
mobilization and resource provision, management consultancy, linkage building with third parties, process extension and movement building, and, monitoring and ongoing self-evaluation.

2.8 From Self-Help Groups Towards a Social Movement

In the context of this study, a social movement can be defined as a sustained, deliberate, conscious and collective enterprise towards promoting rapid transformation of society through committed participation of masses of people.\(^{49}\) The concept of social movement – particularly after the 1980s – has been enriched further by: (i) the linear theories of Social Movement by J. Habermas (1981) and Claus Offe (1984 and 1985); (ii) the Cyclical theory by Alan Touraine (1981); and (iii) the Resource Mobilisation theory by David Korten (1990).\(^{50}\)

Since the inception of the concept of NGOs, voluntarism and non-profit making processes have constituted the core of the reality. And in today’s context of NGO phenomenon, the Explanatory Theories of Voluntary Action by Helmut Anheier (1998) enlighten on the most relevant and appropriate theoretical perspective related to the study. The above theories have affirmed the four key roles of NGOs as service provider, value guardian, advocate and vanguard. Thus, the Self-Help Groups which are of recent origin have the potentials of blossoming into a ‘Self-Help Movement’ – a democratic organization of women, by women and for women.\(^{51}\)
2.9. Thus, the review of literature has run through many related themes of the topic of study, such as the process of rural development, the role of government organisations in rural development, the role of non-governmental organisations in rural development. It has traversed through various parts of the world wherein rural development programmes were initiated by organisations at different levels. The review of literature has also highlighted the multidimensional approaches and strategies that were adopted by government and non-governmental organisations at different times. Above all, the policy documents evolved by the international development organisations have emphasised the thrust of the process rural development, particularly in the developing countries of the world.

Two main trends emerge after going through such an extensive exposure of the topic of study: first, it reveals that the topic of study is not only vast, but also complex, as many more aspects of rural development and NGOs are still to be unearthed for scientific inquiry; second, it affirms the relevance of the topic in the context of the developing countries, particularly in India that has more than one third of the poor of the world are living in the villages.
REFERENCES


