2.5 INVOLVEMENT OF NGOs AND COMMUNITY

I. Community or People's Participation

Community participation is an integral part of area development planning. The involvement of the people in the planning process becomes necessary so that the plan is more responsive to the local needs, reflects more accurately the local perceptions and produces a sense of ownership and responsibility. Such community participation is of particular relevance for mobilizing community resources in which participation is viewed as a facilitator or a desired plan output, to sort any differences in the planning and implementation stages, to speed up the process of implementation, and to complement and supplement the efforts of the government in the development process. Achieving successful public participation in local level development is no easy task. The greater the distance from where a plan is formulated to where it is implemented, the greater the gap between the objectives and actual achievement. It is being realized now that unless people are involved in the process of development, no real improvement will take place. Therefore there is a need for an effective local level institution to energize and involve the public in managing and controlling their resources. The local leaders of the community, teachers, students, people’s representatives, beneficiaries’ groups, non-governmental organizations, farmers’ groups, self help groups, users groups, research institutions etc., need to be actively involved in the various stages of the planning. People’s participation in the developmental schemes can be assured if the programmes are based on the felt needs of the people.

II. Voluntary Organisations (VOs)

Voluntarism is a phenomenon of long cherished tradition established in ancient India and proclaimed by people to share skills, ideas, philosophy, expertise, services, resources, assets and knowledge among the members of different communities living together across the country. Voluntarism is the central core of social action in a democratic society. Voluntarism manifests through organizations, associations, individuals and organized civil structures such as Voluntary Organisations (VOs), Non Governmental Organisations (NGOs), cooperatives of different types and micro-credit organisations outside the governmental bureaucratic machinery.

Development for an ordinary Indian implies increasing freedom of choice, availability of opportunities and increasing capacity to fulfill these choices. A viable development strategy aims to stimulate people’s initiative, not substitute for it. Development with dignity connotes "Participation of people in the developmental process so as to bring desired change in quality of individuals life and also social cohesion in the society where they live. It should be sustainable development not a one time change enforced by external agencies".

However, such initiative from an individual or a community can not be expected to come as most of the target groups are illiterate, poor, socially deprived, unorganized, extremely weak to organize themselves and do not have the skills and expertise to articulate their needs into demands. It is
necessary to organize them through a process of awareness creation, about their needs, goals and rights. This could be accomplished through information sharing and dissemination of knowledge. VOs are in an ideal position to undertake these tasks.

The term ‘voluntary’ was used mainly to denote the work done by those volunteers who were not paid for. In the context of welfare activities, voluntary means "without the spur or compulsion of economic motives". In other words it is a "self-propelled action", self without a claim for compensation.


The father of community development movement Thiru S.K. Dey made the following observation about voluntary action: "There are four estates today as guardians of whatever democracy we still claim in India - the executives, legislatures, judiciary and the press. A fifth estate is an imperative. It is "people". People are amorphous in character and, therefore, they cannot be mobilized except through voluntary organs and of their own. The fifth estate, therefore, can be rightfully called "voluntary organs of the people".

The world famous economist Gunnar Myrdal while stressing the importance of inducing people's initiative in planning, put it this way: "It is clear that high degree of voluntary participation and initiative is essential to the success of planning. Fundamentally the problem of planning is how to induce people to participate and co-operate in remedying all the less satisfactory conditions that make a country under-developed."

It was said in the First Plan document of the Union Planning Commission, "Public cooperation and public opinion constitute the principal force and sanction behind planning. A democracy working for social ends has to base itself on the willing assent of the people and not the coercive power of the State." In the Second Plan, it was reiterated that public cooperation and public opinion constitute the principal force and sanction behind India's approach to planning. It was observed that wherever the people, especially in rural areas, have been approached, they have responded with eagerness. In national extension and community project areas, in local development works, in shramdam, in social welfare extension projects and in the work of voluntary organisations, there has always being willingness and enthusiasm on the part of the people to contribute in labour and local resources have been made freely available.

The Third Five Year Plan emphasized: "The concept of public cooperation is related to the much larger sphere of voluntary action in which the initiative and organizational responsibility rest completely with the people and their leaders, and does not rely on legal sanctions or the power of the State for achieving its aims. It was realized that so vast are the unsatisfied needs of
the people that all the investments in the public and private sectors together can only make a limited provision for them. Properly organized voluntary effort may go for towards augmenting the facilities available to the community for helping the weakest to a somewhat better life. The wherewithal for this has to come from time, energy and other resources of millions of people for whom VOs can find constructive channels suited to the varying conditions in the country.

In the Sixth Five Year Plan, the idea of participation of people's organizations was again recognized. The role of VOs in development got a further fillip in the Seventh Five Year Plan where it was declared that serious efforts would be made to involve VOs in various development programmes to supplement the government efforts to offer the rural poor choices and alternatives. The emphasis continued till the Ninth Plan, wherein efforts were made to promote peoples' participatory bodies like Panchayati Raj Institutions (PRIs), Self-help Groups and NGOs for development.

In the Eighth Plan Document, due emphasis was given on building up people's institutions. It was admitted that developmental activities undertaken with people's active participation have a greater chance of success and can also be more cost-effective as compared to the development activities undertaken by the Government where people become passive observers. It was admitted that a lot in the area of education (especially literacy), health, family planning, land improvement, efficient land use, minor irrigation, watershed management, recovery of wastelands, afforestation, animal husbandry, dairy, fisheries and sericulture etc., could be achieved by creating people's institutions accountable to the community. Therefore the focus of attention will be on developing multiple institutional options for improving the delivery systems by using the vast potential of the voluntary sector.

It has been observed in the Approach Paper to the Tenth Plan that in many States, there are hospitals / dispensaries but absence of personnel and there are school buildings but teachers remain absent. To rectify these anomalies and to achieve the targets set for the Tenth Plan, the need to promote voluntary sector has been recognized.

VOs are considered to have certain advantages over government agencies. They have greater freedom to adapt themselves to changing needs and ideas, and accordingly can modify their methods and areas of work. They have better rapport with people and get better response from them for their programmes. As VOs are characterized by greater human touch and with closer personal contact, they are in a better position to mobilize community resources for the welfare programmes.

In the Compendium of Partnerships between Government and Voluntary sector brought out by the Union Planning Commission, it is indicated that the nation is facing the following problems:
• Experience of implementation of several schemes shows that reach of services is poor.
• Benefits of development have not percolated to the poorest of the poor.
• Administrative overheads consume most of the allocations leaving very little for services.
• Health service and primary education continue to be disturbing.
• Empowerment of women, children, SCs, STs, Backward Classes and Minorities is much less than targeted.
• Soil and water conservation, watershed development, greening of India, cleaning of rivers, rural and slum development schemes are not having desired impacts on the ground.
• Inefficient functioning of all-important infrastructures.

It has therefore, been emphasized that the Government has to promote voluntary action in programme identification, planning and implementation.

The Council for Advancement of People's Action & Rural Technology (CAPART) was set up by Government of India in 1986 as a separate funding agency for VOs for rural development and poverty alleviation. The schemes assisted by CAPART are listed below:

(1) Development and dissemination of rural technology
(2) Integrated Rural Development Projects which are innovative and replicable
(3) Watershed Development
(4) Organisation of beneficiaries
(5) Disability Rehabilitation Programme
(6) Disaster Mitigation Programme
(7) Marketing Development and Rural Industrialisation.

The Compendium gives details of various schemes which will be assisted by different Ministries / Departments of Government of India if implemented by VOs during the Tenth Plan.
### Programmes / Schemes financed by the Government of India implemented by Voluntary Organisation

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Ministry / Department</th>
<th>Schemes</th>
</tr>
</thead>
</table>
| 1. | Ministry of Food Processing Industries | 1. Development of Infrastructural Facilities  
    (a) Establishment of Post-Harvest Infrastructure and Cold-Chain facilities for food processing and integrated projects of Mushrooms, Hops, Gherkins and Baby Corn.  
    (b) Establishment of Food Processing Industrial Estates/Food Parks  
    (c) Infrastructural facilities for preservation and processing of fish  

2. Setting up / expansion/ modernization of food processing industries  
    (a) Setting up / Modernization of Food Processing Units  
    (b) Modernisation of Pulse Milling Units  

3. Development / Modernization of Meat Processing  

4. Development of Poultry & Egg Processing  

5. Research & Development in Food Processing Industries  

6. Person Power Development in Food Processing Industries  
    (a) Person Power Development in Rural Areas [Food Processing and Training Centres (FPTCs)]  
    (b) Person Power Development in Meat Processing  

7. Strengthening of Traditional Fish Processing Technologies and Marketing  

8. Utilization of Low Value Fish to make Value Added Products  

9. Development / Improvement of Marketing, Quality Control, Storage and Transport of Meat & Meat Products  

10. Generic Advertisement on Processed Foods and Marketing Assistance  

11. Strengthening of Backward Linkages of Food Processing Industries  

12. Setting up of Demonstration Units / Pilot Projects  


2. Provision of Shelter Houses for Looking after the Animals  

3. Birth Control and Immunization of Stray Dogs  

4. Relief to animals during natural calamities and unforeseen circumstances  

5. Scholarships to Students for Studies Abroad in Animal Welfare |
| Ministry of Textiles | 1. Jute (National Centre for Jute Diversification) Setting up of Training cum Production Centre (TCPC)  
| 2. Handicrafts (AIHB)  
| (a) Baba Saheb Ambedkar Hastshilp Vikas Yojana  
| (b) Design & Technical Upgradation  
| (c) Marketing Support & Services  
| (d) Export Promotion  
| (e) Research and Development  
| 3. Sericulture (CSB)  
| (a) Upgradation of reeling and processing technologies in silk  
| (for tropical tasar, tropical muga and tropical eri.  
| (b) Assistance for Special Collaborative Projects for States / NGOs/ Universities for improving quality of silk  
| (c) Participatory Technology Development and Dissemination aimed at greater productivity and improvement in quality of silk.  
| 4. Wool Sector (CWDB)  
| (a) Integrated Sheep and Wool Development Project  
| (b) Angora Rabbit Development Programme under UNDP (CCF-1)  
| (c) Integrated Angora Rabbit Development Project  
| (d) Machine Shearing cum Training Project  
| (e) Mini Wool Scouring Plant  
| (f) Wool Testing Centre  
| (g) Industrial Service Centre  
| (h) Area Based Project for Wool & Woolens Development  
| (i) Human Resources Development Programme  
| (j) Woolen Expo  
| 5. Handloom - Deen Dayal Hathkargha Pratsahan Yojana | Trade related Entrepreneurship Assistance Development (TREAD)  
| Ministry of Small Scale Industries |  
| 4. Small Scale Industries |  
| 5. Department of Family Welfare | 1. Mother NGO Scheme  
| 2. Innovative Projects  
| (a) Innovative communication strategies  
| (b) Community financing for RH interventions  
| (c) Convergence between RCH Project and related projects in other sub-sectors of HRD such as sanitation, clean drinking water, accelerated elementary education  
| (d) Men as responsible partners in RH  
| (e) Social support services for women  
| 3. Support to Gender Issues  
| 4. Dai Training Programme  
| 5. Implementation of Pre-Natal Diagnostic Techniques (PNDT) Act  
| 6. Baby Friendly Hospital Initiative  
| 7. ISM Research  
| 8. Improving Awareness and Availability of ISM Remedies  
| 9. Post Partum Programme  
| 10. Urban Family Welfare Centres  
| 11. Sterilization Bed  
<p>| 12. Regional Resource Centres |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
</table>
| 6. | Ministry of Health | 1. National Programme for Control of Blindness  
   (a) Performance of free cataract operations in NGO base hospitals through reach-in approach  
   (b) Assistance in clearing backlog of cataract blind persons through screening of at risk population, preparation of blind registers, motivation, transportation, arranging free cataract surgery in assigned base hospitals (Government / GOs) and follow-up services  
   (c) Organizing eye camps including free cataract surgery in identified underserved areas  
   (d) Expansion or upgradation of Eye Care units in tribal, underserved or backward rural areas  
   (e) Setting up/ strengthening of eye banks |
|   |   | 2. National Leprosy Eradication Programme |
|   |   | 3. National Tuberculosis Control Programme  
   (a) Health Education and Community Outreach  
   (b) Provision of Directly Observed Therapy |
|   |   | 4. National Aids Control Organization  
   (a) Targeted Interventions  
   (b) School AIDS Education  
   (c) Community Care & Support  
   (d) National AIDS Help Line and Telecounselling  
   (e) Community Care Centre |
| 7. | Department of Indian Systems of Medicine & Homoeopathy | 1. Promotion of Indian system of Medicine and Homoeopathy |
|   |   | 2. Development of medicinal Plants sector in the Country (Scheme of Medicinal Plants Board) |
|   |   | 3. Extra Mural Research in ISM&H |
|   |   | 4. Re-orientation Training Programme of ISM&H  
   Personnel for Practitioners & Teachers of Ayurveda, Siddha, Unani & Homoeopathy & Specialized courses for Panchkarma & Yoga, etc. |
|   |   | 5. Strengthening of the existing undergraduate colleges of Indian Systems of Medicine and Homoeopathy |
   (a) Environmental Research Programme (ERP)  
   (b) Man and Biosphere (MAB) Programme  
   (c) Eastern and Western Ghats  
   (d) Biosphere Reserves  
   (e) Mangroves and Coral Reefs  
   (f) Wetlands  
   (g) National Natural Resources Management System (NNRMS) |
<p>|   |   | 2. Grant-in-aid for voluntary agencies under National Afforestation and Eco-Development Board |
|   |   | 3. Assistance to Botanical Gardens |
|   |   | 4. Environment Education |
|   |   | 5. Environmental Information System (ENVIS) |
|   |   | 6. Capacity Building |
|   |   | 7. Financial Assistance for Publications |</p>
<table>
<thead>
<tr>
<th>No.</th>
<th>Ministry/Department</th>
<th>Programs/Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>9.</td>
<td>Department of Biotechnology</td>
<td>Biotechnology based programmes for Society</td>
</tr>
</tbody>
</table>
| 10. | Ministry of Non-Conventional Energy Sources | 1. National Project on Biogas Development (NPBD)  
2. Community, Institutional and Night-Soil based Biogas Plants (CBP/IBP/NBP) Programme  
3. National Programme on improved Chulhas  
4. Solar Photovoltaic Programme |
| 11. | Department of Science and Technology | 1. Science and Technology application for Rural Development  
2. Science and Technology for Women  
3. Science and Technology Interventions under Special Component Plan  
4. Science and Technology Initiatives under Tribal Sub Plan  
5. Popularisation of Science and Technology |
2. Satellite Communication Application Programmes. |
| 13. | Department of Elementary Education & Department of Secondary & Higher Education. | 1. Department of Elementary Education  
   (a) Education Guarantee Scheme & Alternative and Innovative Education  
   (b) Innovative Projects  
   (c) Mahila Samakhya.  
2. Adult Literacy  
   (a) Integrated Education for Disabled Children (IEDC).  
   (b) Environmental Orientation to School Education  
   (c) Improvement of Science Education in Schools.  
   (d) Promotion of Yoga in Schools  
   (e) Strengthening of Boarding and Hostel facilities for Girl Students of Secondary and Higher Secondary Schools.  
   (f) Vocationalisation of Secondary Education and Pre-Vocational Education at Lower Secondary Stage |
2. Welfare of Women Labour  
3. Undertaking Research in Approved Labour Related Matters |
2. Assistance to Disabled Persons for Purchase / Fitting of Aids and Appliances  
3. Prevention of Alcoholism and Substance (Drugs) Abuse  
4. General Grant in Aid Programme for Assistance in the field of Social Defence  
5. Integrated programme for Street Children  
6. Integrated programme for Older Persons  
7. Assistance to Panchayat Raj Institutions / Voluntary Organisations / Self-Help Groups for Construction of Old Age Homes / Multi Service Centres for Older Persons  
8. Development of Scheduled Castes  
9. Welfare of OBCs  
10. Pre-examination Coaching for OBCs  
11. Pre-examination Coaching for Weaker Sections based on economic criteria |
| 16. | Ministry of Tribal Affairs | 1. Welfare of Scheduled Tribes  
2. Educational Complex in Low Literacy Pockets for Development of Women Literacy  
3. Development of Primitive Tribal Groups (PTGs) |
| 17. | Department of Women & Child Development | A. Programmes for Children  
(1) Provision of Social Defence Services  
(2) Creches / Day Care Centres for Children of Working and Ailing Women.  
(3) Opening of Creche Centre from National Creche Fund  
(4) Balwadi Nutrition Programme  
(5) Early Childhood Education programme  
B. Programmes for Women  
(1) Swam Sidha Programme.  
(2) Swa-Shakti Project.  
(3) Short Stay Homes for Women and Girls.  
(4) Research and Publications in the field of Women and Child Development.  
(5) Credit to poor women for income generation from Rashtriya Mahila Kosh.  
(6) Hostels for Working Women.  
(7) Setting up of Employment-Cum-Training-Cum-Income Generating Units for Women (NORAD).  
(8) Support to Training and Employment Programme (STEP).  
(9) Education Work for Prevention of Atrocities against Women.  
C. Programmes of the Central Social Welfare Board  
(1) Condensed Courses of Education for Adult Women  
(2) Socio-economic Programme  
(3) Awareness Generation Projects for Rural & Poor women  
(4) Family Counselling Centres |
2.5 Involvement of NGOs and Community

| 18. | Ministry of Youth Affairs and Sports. | 1. Promotion of National Integration |
|     |                                   | 2. Promotion of Adventure          |
|     |                                   | 3. Training of Youth               |
|     |                                   | 4. Creation of Sports Infrastructure|
|     |                                   | 5. Purchase of Sports Equipment and Development of Playgrounds for Rural Schools |
|     |                                   | 6. Promotion of Sports in Universities and Colleges |
|     |                                   | 7. Installation of Synthetic Playing Surfaces |
|     |                                   | 8. Assistance to National Sports Federations |
| 19. | Department of Culture.            | 1. Promotion and Dissemination of Tribal/ Folk Art and Culture |
|     |                                   | 2. Preservation and Development of Buddhist/ Tibetan Culture and Art |
|     |                                   | 3. Scheme for Buildings grants to Cultural Organisations |
|     |                                   | 4. Financial Assistance to Professional Groups and Individuals for Specified Performing Art Projects |
|     |                                   | 5. Financial Assistance to Voluntary Organisations for celebration of Centenaries/ Anniversaries |
|     |                                   | 6. Development and maintenance of National Memorials |
|     |                                   | 7. Research support to Voluntary Organisation engaged in cultural activities |
|     |                                   | 8. Promotion and strengthening of Regional and Local Museums |
|     |                                   | 9. Setting up of multipurpose Cultural Complexes including those for Children |

Apart from tapping the assistance which may be provided by Government of India / CAPART for schemes implemented by NGOs, the locally available voluntary organizations should be involved to the maximum possible extent in all Governmental programmes.

**III. Self-Help Groups**

Self Help Groups (SGHs) are fast emerging as powerful tool of socioeconomic empowerment of the poor in the rural areas. The Self Help Group is a small body formed by the people for meeting their specific objectives, particularly pooling of savings and credit. It is managed by the rules and regulations formed by them and functions on democratic principles. In Self Help Groups, the fact that all poor households have the inherent capacity to save small amounts regularly is used to pool local resources that would otherwise not be productively utilized; easy access to credit is more important than cheap subsidized credit which involves intricate bureaucratic procedures; the poor are the best judge of their credit needs and are good users and repayers of credit when formed in groups. A notable feature of SHG is that before its linkage with any financial institution, credit discipline is imbibed among the members by loaning own savings within the group. Studies have revealed that the linkage of SHG with banks has improved the socioeconomic conditions of its members by way of positive impact on income, savings, and self-confidence. The impact is more pronounced in the case of SHGs linked through NGOs. SHGs have proved to be successful in
addressing the interests of women in a sustained manner. They are extremely useful in generating savings, ensuring successful delivery of credit to groups and individual women and effecting repayments (recovery is a coercive process; repayment voluntary). In addition, they serve as an ideal mechanism for bringing women out of their homes making them more articulate and honing their leadership qualities and their skills as motivators.

SHGs go well beyond savings and credit. They have proved to be useful & credible community based organizations to help articulate and priorities local needs, bring in women's perspectives in the allocation of local body resources, support social and community work like maintenance of village schools, painting anganwadi centers, running ration shops, acting as 'friends of police', providing mutual help in times of stress like fire accidents, deaths, etc., and providing a foundation for communal harmony. SHGs have another very important role to play particularly in the transfer of technology to user group population. It has been found by the members of SHGs that they offer them organisational base, large resources, and access to modern technology leading to employment and income generation. Thus, Self Help Movement among the rural poor is emerging as a very reliable and efficient mode for technology transfer.

The State Government has been a pioneer in the formation of SHGs and the Tamil Nadu Corporation for Development of Women which works in close partnership with 320 NGOs has demonstrated that the poor women can be mobilized through participatory process and group solidarity and can find a new sense of dignity and confidence and an ability to overcome their problems. The membership under Tamilnadu Women's Development Project stands at 18 lakhs mobilized into 1,06,000 Self Help Groups as on 31.3.2002.