CHAPTER - 1
INTRODUCTION

1.1   INTRODUCTION

The vision with which India has began its journey is reflected in the *tryst with destiny* speech of Pandit Jawaharlal Nehru on the midnight of 14-15 August 1947 Pandit Nehru declared,

> "The future is not of ease or resting, but of incessant striving so that we may fulfill the pledge we have so often taken and the one we shall take today. The service of India means the service of the millions who suffer It means the ending of poverty and ignorance and disease and inequality of opportunity. The ambition of the greatest man of our generation has been to wipe every tear from every eye. That may be beyond us, but as long as there are tears and suffering, so long our work may not be over".

In the process of realizing the vision of democratic, egalitarian, welfare and Development oriented glorious Indian Society; the contributions have come from all disciplines, fields and sectors Social work and voluntary organizations or voluntarism and Voluntary action, now popularly known NGOs are not the exceptions. Voluntary Organizations promoting service to humanity had in the past their roots in religion they became part of system charity under feudal economic they have assumed an active role as contributors of the developing society under capitalistic and socialistic system. Social work today in India is not merely a leisure time activity but also has assumed the greater role in helping people to help themselves by providing professional services with definite knowledge, techniques, attitude, values and skills which are acquired by social workers to help individual, groups and communities with the objective of treatment, prevention, promotion, rehabilitation, welfare development and empowerment.

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Social work is basically an interventionist and practice oriented profession. Pincus and Minahan (1973) has given its major aim as follows " Social work is concerned with the interactions between people and their social environment which affect the ability of people to accomplish their life tasks, alleviate distress, and realize their aspirations and values The purpose of social work therefore is to (i). enhance the problem solving and coping capacities of people, (ii) link people with systems that provide them with resources, services and opportunities, (iii). promote the effective and humane operation of these systems, and (vi) contribute to the development and improvement of social policy

According to National Association of Social Workers (1973), Social work is the professional activity of helping individuals; groups or communities enhance or restore their capacity for social functioning and creating societal conditions favourable to this goal. Social work practice consists of the professional application of social work values, principles, and techniques to one or more of the following ends: (i) helping people obtain tangible services (ii). counseling and psychotherapy with individuals, families & groups (iii). helping communities or groups provide social and health services and (vi). participating in relevant legislative processes. The significance of social work and NGOs in the , development processes is being increasingly realized by the world including India Both of them have assumed the status of in-built institutions or organizations in the society

1.2 THE CONTEXT OF NGOs

Organization is as old as human society itself. Our society is an organizational society (Presthus, 1978). Our birth, education, prayer, play, leisure time, economic activities psychological activity, social behavior culture behavior political behavior etc. are through and by organizations. Most of us will die in an organization the time comes for burial. Even the government that the human race has created is also a largest organization. Human civilization depends largely on organization. These are powerful social tools when combine with people, give leaders, experts, workers, raw materials, machines products and services etc.

The ever-dynamic changes in the nature of society have made the social environment more congenial to organization that has become a branch of study by many Organization is a social unit or human groupings or the form of every human association deliberately constructed for the attainment of common specific goals and purpose

1.2.1 ORGANIZATIONAL FACTORS IN NGOs

Organizational variables are many and their interrelationships are complex. The interpretation of organizational terminology is also subject to many dimensions Though many approaches to study organization have been evolved, so far no single approach is universally accepted. Keeping in view these methodological constraints, an attempt is made in this chapter to conceptualize some of the important theoretical premises of NGOs with a view to develop a conceptual framework for analyzing the study of NGOs. According to Hasenfeld and English (1978) in human service organizations, inputs and outputs are human beings and their mandate is to serve people with the ultimate aims of maintaining and improving the general welfare Some organizations assume socialization as their primary task, some function as social control agencies and some consider social integration as their primary function. Hasenfeld and English (1978) offer two dimensional classification of social organizations.

The first dimension refers to the nature of clients (normal functioning or malfunctioning) and the second to the nature of service (people changing or people processing Vinter (1963) Perrow (1965) and street (1966) etc have contributed various terminology for social organizations. e,g, people changing organizations (socialization organization & or re-socialization organization) system changing organization etc.

1.2.2 CONCEPT, DEFINITIONS AND CLASSIFICATION OF VOLUNTARY ORGANIZATION (NGOs)

Social organizations in the context of this research need to be specified. Social organizations are largely understood in this research as NGOs, the term seems to be deceptively simple (Jha and Mishra 2000)

However for the present research work the term NGOs would be applicable to all the agencies or institutions of the voluntary sector with the absence of state intervention in their functioning management and administration

Generally, voluntary organizations and non-Government organizations are treated as synonymous. VOs are spontaneous in their origin NGO may be sponsored or supported by Government The term "nongovernmental" is what Aristotle calls a privatize term. it defines its instances by what they are not. In its broadest sense, the term "non governmental" is applied to any organization or institution that performs a public function, but is not a part of the Government of the territories in which it works.

Today, however, NGOs participate actively in various political, economical and social matters NGOs work on their own, in conjunction with individual governments or with international organizations As former UN Secretary-General Boutros-Ghali and other UN officials have noted, the involvement of NGOs in making decisions on the environment, sustainable development, human rights and women have increased the legitimacy and transparency of intergovernmental deliberations.

NGOs come in all sizes, shapes, ideologies, nationalities, organizing structures and styles. Some focus on nothing but local issues. Others address issues that span whole continents, and some like Amnesty International span the entire globe Their very diversity reflects the complexity of these organizations. NGOs encompass everything from charities and relief agencies to political parties; think tanks and academic centers to community organizations; cultural associations to continent wide farmers' networks, women's groups to environmental federations, social movements to human rights and religious groups.

NGOs are usually formed among private groups of individuals sharing specialized interests in regards to issues that can be local, national or international While a few such organizations had existed from the early beginnings of the nation-state, they were to proliferate in the transnational era and increased even more dramatically after World War-II This change can be attributed to technological developments, industrialization, and urbanization Further these factors are likely to continue to make the presence of NGOs felt in global arena.

Lord Beveridge defines VOs as "A voluntary organization, properly speaking is an organization which whether its workers are paid or unpaid is initiated and governed by its own members without external control" As quoted by Chowdhary 1990 "a voluntary agency is a group of persons who have organized themselves as a legal corporate body to render social services 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". Smith and Freedman (1972) defined voluntary association "structured formally organized, relatively permanent, secondary groupings as opposed to less structured informal ephemeral or primary groupings".

P. D. Kulkarni (1983) has defined "voluntary organizations in Indian context are those nonofficial societies registered under the societies registration Act or charitable and endowment Trust Act, conversing, as it does, only a limited areas of voluntary action which, in fact, means any action promoted by people's own volition and organized by members of the public"

Formal organization is reflected in the presence of offices which are filled through some established procedures; scheduled meetings, qualifying criteria for membership; and some formalized decision and specialization of labour". David Sills (1968) defines voluntary organization as " a group of persons organized on the basis of voluntary membership without state control for the furtherance of some common interests of its members". Sills excluded three types of similar associations; (i). Making a living association (like business firms, trade associations etc (ii) religious organizations and (iii) political parties.

Michel Banton (1968), an anthropologist, characterized it as a group organized for the pursuit of one interest or of several interests In common. Usually it is contrasted with voluntary groups serving a greater variety of ends, such as kin groups, castes, social classes and communities. Attempting a comprehensive definition of voluntary organization, Prof M. R Inamdar observes " A voluntary organization in development to be of durable use to the community has to nurse a strong desire and impulse for community development among its members to be economically viable to possess dedicated and hard working leadership and command resources of expertise in the functions undertaken"

NGOs include a wide variety of groups and institutions that are entirely or largely independent of government, and characterized primarily by humanitarian or cooperative, rather than commercial objectives. The terminology varies. for example, in the United States they may be called "private voluntary organizations," and most African NGOs prefer to be called "voluntary development organizations " Although organizations such as universities or research institutes may be nongovernmental, this directive refers principally to private organizations that pursue activities to relieve suffering, promote the interests of the poor, protect the environment, provide basic social services, or undertake community development. Any social organization which is not governmental can be called non governmental organizations and such term may include profit making organizations, foundations educational institutions religious institutions, medical hospitals unions professional organizations cooperatives and culture groups and even organizations that may receive government grants. Mike Hudson (1995) distinguishes these organizations as "third sector organization" except the ones that are profit-making NGOs. There is one more term i.e. (NGDO) Non government development organizations which is singled out on the basis of finance aspects of foreign funds. The term very close to NGOs (often used synonymously) is voluntary agencies referring to grass roots level organizations. In the European context voluntary agencies would refer to voluntary organizations that have employed paid staff to undertake their operational actives (Billis 1989).

Recently two more terms have been used in the Indian context viz Non Party Political Formation (NPFF) and Action Groups (AG)

Sarkar & Mukharjee (2000) views that NGO's are difficult to define since they are not a homogeneous category According to Fisher NGOs are grassroots support organizations (GRSOs) which are regionally based development assistance organizations usually staffed by professionals that channel international funds to grass root organization & help communities other than their own " The term NGOs now has acquired wide acceptance The understanding of NGOs in developing countries & developed would also differ

The NGOs having Trust and society are governed by trustees often referred to as governing body members who are volunteers & do not draw any salary or remuneration The Not-for-profit Organizations (NFPOs) are called nonprofit organizations differing from NGOs in terms of mission, services structures, voluntary action

Further, Dale (1967) in his book " organizations and development" defines development organizations as "any organized entity of society that contributes to the development of society without aiming at generating profit for owners of the organizations from the work that is does" some NGOs have moved out from social reform or welfare approach to development and then to empowerment.

PRIA (1990) has distinguished grass roots organizations (GOs) as those NGOs engaged in the promotion of development initiatives work at the grass roots level. They work directly with the poor, marginalized sections of the population – women, children, tribal, landless, slum – dwellers. Their work ranges from services to education, health, drinking water and irrigation. The classification of NGOs in various ways is given by Iyangar, Shah, and Chaturvedi (2000). Indira Hirway talks about welfare oriented, development oriented and empowering NGOs. The classification of VOs into neat categories is difficult task since VOs represent a bewildering variety that defies any patterns or classification. Some broad categorizations have been made in terms of objectives, ideologies, and sources of funding and areas of operation. This basis of classification does not capture the reality since most VOs have a mixed bag of objectives, ideologies sources of funding and areas of operation

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The most understandable classification is the one that lists VOs under the following heads (i) VOs that are fully supported by state and/or foreign funding sources (ii). VOs are partially supported by state and / or foreign funding sources (iii). VOs that are supported by state agencies alone (iv). VOs that are supported by state and voluntary contributions and (v) VOs that receive no grants–in–aids from any source national or international under the wide umbrella of voluntary action today, we find dozens of acronyms such as GROs (grass roots organizations), GRSOs (grass roots support organizations) IVPOs (indigenous private voluntary organization) PVOs (private voluntary organizations) VDOs (voluntary development organizations) CBOs (community based organization).

Robinson (1991) provides a concise summary of existing categories which serves as a general guide to NGO typologies in Asia ; (i) large national NGOs working in several states in different parts of the country and sometimes acting as intermediaries channeling funds from donors to smaller local NGOs. (ii) Large national NGOs working in most districts of one state. (iii) medium-sized national NGO working in large number of villages in or two districts of one state. (iv) Small national NGOs working in a group of villages in one locality, (v) large international NGOs with in-country representation providing funding and support to national NGOS. (vi) Small international NGOs working directly in one or two localities

According to Inamdar (1987) "There are seven types of voluntary organizations applicable to Indian conditions; (i). Allied with the state and purely voluntary. (ii) Idealistic organizations, Economically-oriented, and clientele's own (iii) Urban, Rural (iv) Women's and non-women's organizations (v). Function wise , Economic, social, cultural, educational, health-medical, and miscellaneous (vi). Local; Regional and federal, (vii) Single-functions and Multi-functional

M. A. Muttalib (1987) has classified NGOs on (i) Size (ii). Independence (iii) Internal political structure; (iv). Societal Functions (v) Sources of Support (vi) Location (vii) Characteristics of their members (viii) Intimacy of contact among members (ix) Basis of incentives; and (x) Beneficiary may be the member, the client, the public or the owners.

Nandekar V G (1987) has presented nine typologies of NGOs namely (i) Individual Philanthropists (ii). Religious Institution (iii) Functional Associations (iv) Social Service and Cultural Associations (v) Professional and Consultancy Association (vi) Frontline association (vii) Action groups (viii) protest groups and (ix) Citizens' Group.

Voluntary organization follows four strategies, as pointed out by J B Singh These are (i). Simple Charity, Supplementing Welfare orientation of the state.(ii) Encouraging people's participation and in implementing programmes launched by the government for larger benefit of the community or village (iii) Involving people in programs planning raising resources implementing activities and sharing fruits of development. (iv). Conscience instilling and organizing people enabling them to demand and undertake planning and implementation of development programmes beneficial to them Further he classifies VOs in to seven categories . (i) Charity (ii). Welfare (iii) Relief (iv). Rehabilitation (v). Services (vi) Development of Socio-Economic Environment around human beings (vii). Development of human beings Further VOs have been classified on many basis of: size, structure, functions, source of support, location, members, control, beneficiaries and functionaries

Prakash Karat (1988) has taken the period and activities performed as the basis of classification of NGOs into different types. There are three types of organizations during the period of development of voluntary organizations. In the first category are those organizations which consist of older social service-oriented type whether affiliated to religious institutions or secular ones In the second category are those organizations which emerged in the late sixties and early seventies, beginning as grass root level organization as well The third category consists of action groups that emerged after 1975 and are within the mainstream of the voluntary sector. Their various activities include education, training on the one hand and documentation and research on the other.

Mr A P J Abdul Kalam President of India with Y S Rajan in his book, "India 2020 A vision for the New Millennium" writes" "Despite the multifarious approaches, the NGOs collectively represent a large part of India. We believe NGOs have an immense role to play, not merely as conscience- keepers but also in creating a mood to think ahead and create a climate for a developed India They can become powerful messengers of hope and a positive synergistic mechanism between the organized sectors and individual initiatives-in metropolis, cities, towns and villages· in schools, colleges and universities· in fields, factories and markets"

1.2.3 CHARACTERISTICS OF VOS

It is registered under the Societies Registration Act 1880, The Indian Trust Act, 1882, The Cooperative Societies Act, 1904 or The Joint Stock Companies Act 1959, depending upon the nature and scope of its activities to give it a legal status, with administrative structure, definite aims, object and programmes It is the result of spontaneous and voluntary efforts initiated and governed by its own members on democratic principles with autonomy and community acceptance

It focus on peoples needs and helps through programmes. It raises fund for its activities partly from the exchequer in the form of grants-in-aid and partly in form of the contributions and/or subscription from the members of the local community and/or the beneficiaries of the program. It maintains accounts and is accountable to people and the government so far as it receives grant. NGOs are characterized by a fair amount of autonomy, high degree of flexibility, commitment to ideals/objectives, funding pattern, and people's participation Further they are also characterized by their virtues of human touch, dedication, flexibility, self-reliance and nearness to community

Murthy (1998) NGOs are those organizations, which possess distinct characteristics; voluntary formation, working towards development working with non-self serving aims and relative independence They are development oriented in the sense that they are concerned with improving the condition and position of oppressed society, as opposed to other goals like entertainment, promotion of religion, etc. Finally, NGOs have to work within the parameters of government legislations and policies formulated for NGOs .

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According to Norman Johnson, the main characteristics of VOs are (i) Method of formation, which is voluntary on the part of a group of people (ii) Method of government, with self governing organization to decide on its constitution, its servicing, it policies and plants (iii) Method of financing, with at least some of its revenues drawn from voluntary sources. (iv) Motives with the pursuit of profit included.

Bouradillon and William Beveridge (1970) viewed mutual aid and philanthropy as two main sources from which voluntary social service organizations would have developed

The other factors motivating VOs could be cited as personal interest, seeking benefit such as experience, recognition, knowledge, prestige and commitment to certain values.

1.2.4 ROLES OF NGOS

Recent conceptualization of the growing strength, visibility and importance of the NGOs engaged in promoting development have tended to create an impression that NGOs, voluntary organizations and development institutions are essentially representing the third sector. A series of studies, documents and proclamations have resulted in the emerging theorization of the growing importance of the third sector.

In this framework the Government becomes the first sector and the corporations or the business the second sector Weisbord, 1975,Douglas, 1983; Vam Til 1988; O'Neil, 1989; etc.)

Mr Korten in his book entitled, getting to the 21st century; voluntary Action and the global agenda, has identified specific roles for NGOs. These four roles are ; catalyzing the transformation of institutions, policies, and values ; monitoring and protesting abuses of power, facilitating reconciliation; and providing essential community services. Among the wide variety of roles that NGOs play, following six roles can be identified as important . (i). Development and Operation of Infrastructure ; (ii). Supporting Innovation, (iii) Demonstration and Pilot Projects (iv). Facilitating Communication (v). Technical Assistance and Training: Research, Monitoring and Evaluation: (vi). Advocacy for and with the poor.

The role of NGOs in poverty alleviation, delivery of healthcare, spread of education, development of human resource restoration and conservation of environment, and above all in protection of human rights has attained much significance The shifts in the thinking on the role of NGOs activities can be presented in many ways such as (i) NGOs as a part of global movement towards global transformation. (ii) NGOs as agents for strengthening civil society. (iii) NGOs as agents of institutional change-social relations (vi) NGOs as agents local development· comparative advantage theory Even the famous economist Mahbub-ul Haq writes "Societies everywhere had begun challenging governments" And NGOs are significant institutions of modern civil societies, can be more efficient and effective in the use of resources and can provide support directly to people and communities. Above all, NGOs have an important collaborative role in planning, implementation and evaluation of national social development programs. Therefore a healthy growth of NGOs movement is rather a national necessity. Besides other established factors, it requires trained personnel, adequate funding support and specific rules for establishing accountability. Then only, NGOs can play distinctive roles towards creation of a just, sustainable and inclusive global society

1.3   NGO IN GLOBAL CONTEXT

The German news magazine Der Spiegel some time ago headlined a special edition on NGOs " the power of the courageous". The weekly newspaper Die Zeit devoted two special reports to them Such high-profile publicity clearly reflects the NGOs growing prestige. The NGOs have multiplied since world war-II both in number and variety, but their historical origins are much older. Like so much of the educational or social services given by the State in modern secular societies, the work of NGOs was in earlier times undertaken by churches and religious orders (In Europe from 1200 on, the Medieval Christian Church was in effect a transnational institution, with a standing above, and apart from the secular rulers of the time.) As we know it, the tradition of NGOs dates from the establishment of the ICRC in Switzerland in 1865.

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To this day, indeed, the ICRC succeeds, by acting with great care, in keeping the confidence of countries with very different cultural and religious traditions people and governments in most parts of the world have learned to accept its impartiality and independence.

It would be difficult to deny the growing and, in many cases, positive influence of NGOs in world affairs. Today an NGO based global civil society has been viewed as a practical alternative to multilaterally among states It has got people centered vision, growing self-awareness and it challenges the globalization The industrialized democracies in recent years have accounted for well over half of all memberships in international NGOs, and have headquarters for almost 90 percent of all these organizations For example, the term NGOs is used to refer to such organizations as the International Red Cross, Oxfam, Care, Amnesty International, International Chamber of Commerce, International Confederation of Free Trade Unions, International Criminal Police Organization, Salvation Army, World Federation of United Nations Associations, etc Hundreds of NGOs are permitted direct involvement in the activities of several UN agencies Their tasks involve sharing information and advancing proposals as part of a web of governmental, intergovernmental, and non Governmental efforts aimed at global problem solving NGOs, then, are an indispensable organ of international importance.

The 1993 Human development report judged that some 250 million people were being touched by NGOs and that the numbers would rise considerably in the years ahead (UNDP,1993,93). It estimates that NGOs manage to reach 250 million of the poorest people. According to the World Bank, NGOs in India spend US $ 520 million a year, a figure representing a full quarter of the foreign aid India receives annually.

According to estimates from the OECD's development Assistance committee (DAC)- widely thought to be low-by 1988 there were over 2,500 NGOs in the leading Western industrialized countries engaged in international assistance. (OECD,1990).

There are hundreds of NGOs in Canada, the USA and northern European countries where NGOs have strong historical traditions and thrive on public philanthropy while comparatively few found in Mediterranean countries such as Greece and Portugal

In Britain, development NGOs account for approximately one-sixth of the total volume of funds raised by charities in the form of private contributions In America and more recently in parts of Asia it is common for NGOs to promote and work with grass-roots organizations in order to create popular movements which can use their growing power to attempt to modify government legislation in the interests of the poor and to strengthen democratic participation in the wider society (Korten 1990, Cark 1991, Stephen 1990, Carroll, 1992, Bebbington and Kopp 1995).

The numbers of NGOs located in the developing world itself must now be closer to 50,000 (UNDC,1993;86) rising to many hundreds of thousands. In Indonesia the growth of the NGO sector since the 1970s has been "phenomenal" as the current estimates of the total number of independent organizations, which focused on development issues, ranges from four to six thousands. More recently in Indonesia some NGOs activists began to feel that community development programs were not able to obtain maximum impact because of existing inequities and started establishing advocacy NGOs to respond to these inequities.

In Philippines, NGOs began flourishing under the emergence of the Aquino government from 1986 to date. In China, a Shetuan, which is a social organization formed voluntarily for common objectives and collectively engaged in economic activities or public affairs is "more or less comparable to internationally recognized NGOs " according to the Chinese survey collaborator. With rapid development of the private economy in various forms, private entrepreneurs have begun to support some of the NGOs that could not have been otherwise established due to the lack of funding. In Korea the end of the authoritarian regime in June 1987 marks the emergence of increasingly effective sophisticated civic groups led by the younger generation.

The main focus of these groups includes issues on public participation in policy formulation human rights and the environment.

In Japan the term NGOs, mostly referring to development oriented NGOs, have almost become a household word in the past year or two. It is estimated that the developmental NGOs are about three hundred in number, in Singapore. NGOs are issue-oriented and although their target group is invariably the community In the United States where there is a tradition of a strong nonprofit sector, there has been a steady growth in the sector in the past decade.

In Thailand the nonprofit sector has gradually evolved from religious institutions to social welfare NGOs and more recently to the emergence of development oriented NGOs In New Zealand, more traditional NGOs have come increasingly to see their roles in supplementing the social welfare provisions of the government rather than functioning as mainstream providers. Australia has had charitable organizations since the early days of European settlement, however the emergence of NGOs in the area of sustainable economic development is a relatively recent phenomenon

According to World Human Development Report (1993) Bangladesh has one of the largest and most diversified NGO sectors in the world. The NGO movement in Pakistan is passive as compared to other parts of the developing world. The Aga Khan foundation in its study found that there is at least "one NGO for every 5,000 people in the slum areas of Karachi and there are 63 registered NGOs in the some districts of southern Karachi with population of 3,00,000' Since the 1950s, NGO movements have substantially growth in Nepal. During the 1980s, the political movements for the establishment of democracy in the country helped in the creation of many NGOs in the country There has been a growing number of foreign based NGOs in Nepal. There are few such large voluntary agencies in Sri Lanka as Sarvodaya; the NGOs are mainly involved in democratic civil and human rights and emancipation of women.

NGOs are of recent origin and a widespread phenomenon in Latin America Most of the NGOs have religious roots and they were developed in close relation with Catholic and protestant Churches. As one estimate indicates there exist "more than 1000 NGOs in Brazil, 250 in Mexico and 300 in Peru

The term voluntary development organization is widely used in Africa, especially in sub-saharan Africa. The networking and formation of coordinating bodies in NGOs communities are a growing phenomenon in Africa and they play an active role in organizing NGOs In Uganda, which is one of the poorest countries in Africa at least, 250 local NGOs and 24 foreign-based NGOs have been working in the field.

There is a growing number of national network and umbrella organizations In a recent article in Foreign Affairs under the title of the "the rise of the Nonprofit Sector" Lester M Salamon maintains that a global "Associational Revolution" is taking place "from the developed countries of North America, Europe and Asia to the developing nations of Africa, Latin America, and the former soviet bloc The causes of recent development of non-profit and non-governmental organizations in Asia pacific are ; (a) Rapid economic development and the emergence of a middle class (b) Need for growth of a "civil society" in responding to pluralistic social needs. (c) Government recognition of the roles of non-profit and non-governmental organizations.(d) Influence of Global Regional NGO movements These causes have resulted in to emergence of Asia pacific networks and cooperative relations among NGOs and policy research institutions.

1.3.1 THE UNITED NATIONS AND NGOs

In the 1945 San Francisco meetings in which the United Nations Charter was drawn and signed by 42 NGOs which were invited to participate by the US government. Beginning with the 1992 UN conference on Environment and development in Rio de Janeiro, the broader participation of NGOs in addressing global issues became a fact. Over 1500 organizations were accredited to participate in the conference.

In this and subsequent international conferences such as the world conference on Human rights (Vienna) the international conference on population and Development (Cairo) the world summit for social Development (Copenhagen) and the fourth world conference on women (Beijing) NGOs have shaped many of the point already become law

In short NGOs participate in UN system in three ways : (i). They raise issues such as women's right and the environment, which then get placed on the world's agenda   (ii). They shape decisions taken by the UN though it can be said that they are much less influential in politics than in the social and humanitarian fields (iii) They enter into partnership with the UN to help carry out its objectives and programmes in the field   The NGOs explosion in the Third world is both quantitative in terms of the scale and pace with which new NGOs have been multiplying and expanding during the last decade and qualitative in terms of the concerns functions and roles that the NGOs are either asserting for themselves or are being called upon to play by government and/or the international development assistance community.

1.4   GLOBAL NGO CHALLENGES GLOBALIZATION

The challenge of the next century, according to David Korten is the struggle of the global against the local economy; "if you remain loyal to people and places, you will be left behind". In the age of globalization a "global" NGO like SID could become a catalyst for organizing the struggle for a better world based on solidarity, social justice and ecological sustainability rather than the dictates of transnational capital   To Jessica T. Mathews, President of the Carnegie endowment for international peace. The growing size and influence of NGOs represents a "power shift" in world affairs as profound as the rise of the nation-state.   The evolution of NGO movement (Rajasekhar 1998) suggests that the changes in the development perspective of NGOs are influenced by (i) the contemporary thinking and ideology on development,(ii) the existing government programmes, and the role foreseen for NGOs in the implementation of these programmes and (iii) aid philosophy of the donor agencies and their development priorities.

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1.5   HISTORICAL BACKGROUND OF VOs IN INDIA

Voluntary Organisations have their origin in voluntary action India has unique and great tradition of voluntary action, social service, social reform and social work. Social reform by way of social action was the main focus of social work during ancient period. The dawn of the 19th century can rightly be said as the beginning of the social reform movement in India. Raja Ram Mohan Roy (1772–1833) established Brahmo Samaj (Atmiya Sabha) in the year 1828 with the object of the opposing belief of the orthodox Hindus and opposing child marriage, propagating widow remarriage and removal of caste barriers. As a result of his crusade, the practice of *sati* was banned in 1829.

Ishwarchandra Vidhyasagar (1820–1891) drew the attention of government of India to pass Hindu widow remarriage Act, 1856 Sasipada Baneerjee (1842–1925) made a great contribution towards widow remarriage and women's education He founded the homes for Hindu widows in 1887 Keshabchandra Sen (1838–1884) strongly advocated intercaste marriage, widow remarriage and removal of Parda System. Arya Samaj was found by Swami Dayanand Sarawati (1824–1883) in Bombay in 1875. Lala Lajpatrai was also responsible for speed of education for the cause of depressed classes. Mahatma Phule (1827–1888) fought for the removal of untouchability and welfare of Sudras. He founded Satya Sodhak Samaj in 1873.

Pandit Ramabai (1858-1922) worked incessantly for the emancipation of women The Indian national conference was organized in 1887 being Ranade and Chandarwakar as its leader. Maharshi Karve (1858-1962) devoted his entire life for the education and rehabilitation of widows. Accordingly a home for widows was stared in Madras in 1898 by Veereshalingam Pantulu. In 1916 Karve women's University was established. Sir Sayyad Ahmedkhan (1817-1899) took interest in higher education for Muslim girls and supported modern education and social reforms for the community. He started number of educational institutions, which later developed into the Aligarh Muslim University

Behramji Malbari (1853-1912) made significant contribution for the welfare of women and children. Swami Vivekanand (1863-1902) contributed in making of modern India. The Unitarian committee (1822), Dharma Samaj (1830), Prarthana Samaj (1864), the national Council for women in India (1875), Indian social conference (1887), Theosophical movement (1893), Ramakrishna Mission (1897) and Anjuman-Himayat-I-Islam were other prominent associations The establishment of the servants of India society, founded by Gokhale (1866-1915) in 1905 is a landmark in the history of social work of the early 20th century During British period the first known voluntary organization according to the records maintained in the national Archives of India was the "friend-in-need society of Madras. The enactment of the societies Registration Act of 1860 is a landmark in the history of voluntary organization in India

The Christian missionaries belonging to several congregations like Baptist, Anglican, Wesleyan and Roman have also played significant role in the growth of voluntary organization in India. How ever the Muslim-British period history does not seem to have sufficient record of voluntary action.

It was in the beginning of the 20th century Gandhiji channelized people's power at grass root level for India's freedom and founded organizations viz Harijan Sevak Sangh , Gram Udyog Sangh, Hindustani Talimi Sangh, Saeva Seva Sangh. Gandhiji not only started voluntary organizations himself, but also motivated and helped others to start some voluntary organizations. Dr. Bhimrao Ambedkar had also initiated voluntary action for the cause of depressed classes of India. After Independence India was declared to be a welfare state. In 1950 India adopted sovereign, secular, democratic and republican Constitution, which incorporated apart from fundamental (Human Rights), the directive principles of state policy as well. It had embodied the quintessence of the philosophy of political, economic and social justice, which had inspired and guided India's struggle of independence. Then immediately, from 1951 onwards India launched a series of Five-Year Plans as part of the strategy for national development (Kulkarni, 1979).

In the following years the Government of India formulated national policies on population and family planning, Education (1968 and 1986), Health, (1983) Housing development, welfare of the weaker sections, of the population, Child welfare (1974), women's development and youth development (1988) etc (Kulkarni 1982) All these set not only the objectives of development in the respective areas but also the plans and programmes to be formulated and implemented within a certain time frame, the resources allotted for the purpose of recruitment and training of the field level and supervisory staff required to staff them Government encouraged voluntary organization to undertake social welfare programs by giving grants and setup autonomous bodies like planning commission and central social welfare Board

1.5.1 INDIA AND NGOS

NGOs in India is the product of social ethical, economic, political, democratic, cultural and religious values and considerations Its recorded history is around 150 Years old today number of voluntary organizations working in different fields of social services, social welfare, social development, empowerment etc are on increase. NGOs emerged in India soon after Independence when Mahatma Gandhi made a plea for dissolving the Indian National Congress (the political party which came into power upon Independence), and transforming it into a Lok Sevak Sangh (Public Service Organization). This plea was, however, rejected; nevertheless, it did not halt the formation of non-governmental organizations in India. Many followers of Mahatma Gandhi established voluntary agencies to work closely with the governmental programs on social and economical issues. These agencies organized handicrafts and village industries, rural development programs, credit cooperatives, educational institutions, etc many voluntary organizations like all India spinners association (1925), All India villages industries association (1934) Were active in this era.

The second stage of growth of NGOs in India was around 1960 when many individuals noticed that the governmental programs seemed to be inadequate to deal with the deprived sections of India.

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These groups formed organizations that worked on behalf of the poor, the landless, the tribal, the bonded laborers, and many other social groups that were being discriminated against by the policies of the state and social structure. These *grass roots* organizations work at the micro-level and work with limited resources and lack of coordination Since Independence in 1947 until around 1980 there was little effort on the part of the Indian Government to define the role of a voluntary agency or to recognize its importance During the Janata regime, infact, there was a strong emphasis on voluntary agencies and the the Fifth Draft Plan supported the development of NGOs and pledged state support to them. In fact there was even a body of opinion that the state should withdraw from development and entrust it to voluntary agencies. In 1980, however, with the Sixth Five Year Plan (1980-1985), the government identified *new areas* in which NGOs as *new actors* could participate in development. These areas included: (i). Optimal utilization and development of renewable source of energy, including forestry through the formation of renewable energy association at the block level (ii). Family welfare, health and nutrition, education and relevant community programs in the field. (iii) *Health for all* programs (iv). Water management and soil conservation (v) Social welfare programs for weaker sections (vi) Implementation of minimum needs program (vii) Disaster preparedness and management (i e. for floods, cyclones, etc) (viii). Promotion of ecology and tribal development (ix). Environmental protection and education This plan, nevertheless, was to become the first of a series.

Under the Seventh Five Year Plan (1985-1990) the Indian government envisioned a more active role for voluntary organizations to aid in making communities as self-reliant as possible. These groups were expected to show how village and indigenous resources could be used and how human resources, rural skills and local knowledge, grossly underutilized at present, could be used for their own development. NGOs because of their situation and interaction with local people can be very effective in bringing change since they are able to address issues that governments are often not able to comprehend.

In the Eight Five Year Plan the importance of NGOs is further enhanced, paying particular attention to the role of these agencies as participants in rural appraisal for drawing up development plans at a very low cost and involving the rural community. The 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, replication, multiplication and consultancy development have been worked out by the Planning Commission " The Ninth Five Year Plan admitted that Panchayati Raj Institutions, Cooperative Societies, Self-Help Groups and VOs could play a paramount role in decentralised democracy and participatory development

In context of the Tenth Five Year Plan 2002-2007 it becomes imperative to examine the prospective role of the Vos The voluntary sector has witnessed a perceptible change in the thinking of the government when it, in March 2000, declared the Planning Commission as a 'Nodal Agency' for the GO-VOs interface. This was perhaps due to the ever-increasing role of the VOs and considerable influence of the foreign donor agencies.

This agency acts as a think-tank on VOs and so far, has been performing two major tasks, viz, creating a database on VOs by displaying information about 13,000 VOs who had received grants from different ministries / departments and 1,000 other good / valid VOs rated by various bilateral, multilateral, intermediary and governmental agencies. The majority of members on the national advisory council are drawn from the non-governmental sector. Aruna Roy heads the Rajasthan-based Mazdoor Kisan Shakti Sangathan, which has fought an arduous battle for the right to information, Jayaprakash Narayan runs the Hyderabad based Loksata, well-known for compiling data on the criminalisation of politics, Madhav Chavan is the brains behind primary education programmes through his voluntary agency, 'Pratham', Mirai Chatterjee is co-ordinator social security for SEWA, that outstanding trade union of self-employed women. (Sagarika Ghose : The Indian Express, 05/07/2004)

A careful examination of the plan document reveals that VOs during plan period i e., 2002-2007 are expected to play different role models by executing planners' missions. These are discussed as under the head (i). Social Mobilization (ii). Strengthening SHGs' Capacities (iii). Imparting Training for Entrepreneurial Abilities (vi). Sharing Managerial Experiences with Development Bureaucracy (v). Independent Monitoring and Evaluation. The VOs as outside third parties should be assigned monitoring and evaluation of the rural development programmes. VOs should devise ways and means to improve the performance They should, at least, pay sincere attention towards some developments happening in the VO field.]

Today, India has a vigorous NGO sector. Although there has been no complete census of NGOs, it is estimated that about 25,000 to 30,000 are active in India. In fact, as of December 31st, 1989, there were 12,313 NGOs registered with the Ministry of Home Affairs, Government of India under the Foreign Contribution (Regulation) Act (FCRA) 1976. Furthermore, 726 NGOs are unregistered but under the prior permission category. One problem with NGOs in India, as with NGOs anywhere else in the world, has been the increasing dependency on governmental funds or donations from external (foreign) donors like the World Bank. This dependent relationship has resulted in a lack of flexibility on the part of NGOs to pick their missions and objectives since many are expected to perform certain tasks in return for funding. But, further still, it has also created structures that have become more bureaucratic in nature and, hence, less effective in development. NGO's working for rural development in India has also become a significant areas of attention. Their number and contribution have become visible and demonstrative. Estimates of the number of NGOs active in rural development in India range from fewer than 10,000 to several hundred thousand depending on the type of classification used.

A realistic estimate of the number of NGOs actively engaged in rural development in India would be in the 15-20,000 range, including local and regional branches of national organizations which operate as NGOs in their own right. Wide variations in the densities of NGOs exist among states.

The most common type of NGOs in India is the small agency working in a cluster of villages in a particular locality NGOs especially the larger and more established organizations formed the Voluntary Action Network India (VANI) in April 1988 as a common platform for NGOs. Nearly 20,000 organizations are registered with the Ministry of Home Affairs for foreign funding, A directory produced by the Council for advancement of people's Action and Rural Technology (CAPART) in 1990 listed 470 NGOs in West Bengal and 373 in Tamil Nadu as compared to 77 in Madhya Pradesh and 11 in Jammu-Kashmir United way of Baroda has conducted a state level survey of NGOs in Gujarat in the year 1995 According to this survey, 920 NGOs have been active and functional in 19 districts of Gujarat. These numbers are on increase and are going to stay and will continue to work in India on political, economical or social issues, the task before them is how they will manage to produce change will keeping track for governmental documentation, planning commission, central social welfare board, Indian council social welfare, etc.

1.6 CENTRAL CONCERNS OF SOCIAL WORK : VOLUNTARY ORGANIZATIONS

Conceiving a research study for the doctorate degree entails recapitulation and discussion of the central concerns and restatement of basic issues involved in the study and practice of social work, mainly as a first step to such exercise. With the establishment of Tata Institutes of Social Sciences (TISS), the first school of social work in 1936 by the house of Tatas in Bombay, the foundations for professional social work were laid. Later such schools of social work were setup at Delhi, Baroda, Varanasi, Lucknow, Madras and Agra. At present there are around five dozen such schools, which have trained thousands of graduates of social work they in turn helped in promoting and strengthening of voluntary organization. According to Chandra (1954) Social work is a dynamic activity undertaken by public or private efforts in the implementation of social policy with a view to raising standard of living and to bring about social, economic, political and cultural well-being of the individual, family and the group within a society irrespective of its stage of social development.

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Kher (1950) simply puts social work as follows The aim of social work . is to remove social injustice, to relieve distress, to prevent suffering and to assist the weaker members of society to rehabilitate themselves and their families, and,

fight the five giant evils of (i). Physical want, (ii) Disease (iii). Ignorance (iv) Squalor and (v). Idleness.

M S. Gore (1985) has offered the perspective of social work in following words. "The profession of social work would have a more extensive role in defining social policy with reference to welfare needs and problems. The profession would be expected to participate in formulating goals, working out broad strategies in developing progammes and in implementing them and provide a feedback to planning on the basis of research in implementation of (such) programmes. The broad objective . is to meet the special needs of disadvantaged or unadjusted individuals and groups with a view to enable them to utilize the services. Social work has tended to neglect, or be itself neglected, where the basic needs of the larger populations are concerned. In the case of the scheduled castes and scheduled tribes they have failed to... (apply) professional social work".

One of their concerns may be to see how the most backward groups and regions can be helped to derive benefit from the services that governmental and other agencies offer. It has to be pointed out here that the discipline and profession of social work is also defined by Louise C. Johnson (1998) "a developing profession", addressing common human needs, human diversity, social system theory and social functioning. He further gives the third perspective of social work practice as a creative blending of knowledge, value and skills. The current trends in social work indicates recent phenomenon of social advocacy and reaching out to the un-reached and uncovered. The scholarly contributions of social work educators and practiceners offer an academic analysis that the practice of social work for needy disadvantaged and weaker section of population demand policy initiatives and practice initiative from government as well as voluntary agencies i.e. NGOs. The role of NGO thus becomes very significant in imparting professional services to the needy people.

Prof K D Gangrade's empirical study of two sets of voluntary organizations namely A & B is a study of contrast between two models engaged in the common field of development and social change, While A represents the social work (profession) or Gandhian constructive model in which the democratic people centered and non project oriented approach is followed in model B the usual process of development work is followed and it is leader centric and imposed from above. The first lays emphasis on developing people and their capabilities, the growth of the dormant potentially of the members of the community to the point where they could identify their own needs resources and prepare a program of change by their own efforts, In B model a group of self appointed benevolent were pushing up the planning process & therefore they did not become part of indigenous setup, While in A group the pattern of development followed the reciprocal line of mutual feedback in B the catalysts remained estranged The absence of the democratic process in B was due to the fact that methods of social work was not followed i e a determined effort to create in the communities, its power to resolve its own needs.

The crucial and critical significance of NGOs as dynamic instrument of the civil society, as citizen groups, as community organizations and as people's own institutions for the complex and multidimensional process of sustainable development has become need of the 21"century.

The developing countries like ours has accepted the greatest responsibility to bring about planned socioeconomic development and nation building as enshrined in the preamble, fundamental rights and directive principles of state policy in constitution, by the second half of the seventies, eighties and in the beginning of LPG era of nineties and by now, the complexion of the NGOs underwent change. Known under variety of labels they strove hard to offer an alternative. Finally at the beginning of 21st century NGOs have got to play very vital role. We have fewer achievements in the areas of welfare and development of people.

The lack of people participation in welfare and development issues through centralized structure and rigid bureaucratization have restricted the pace of performance and delivery of developmental results but NGOs have paved the ways for more decentralized, more democratic and less bureaucratized administration of welfare and development programs.

Bhat (1995) writes "NGOs are seen as cost effective and efficient service provides, and successful in reaching those poor who may not be reached by the market process or the state" Edward and Hulme (1996) writes "And NGOs are seen an "integral component of a thriving civil society and an essential counterweight to state power, opening up channels of communication and participation, providing training grounds for activists, and promoting pluralism". In the emerging scenario that would take the world to the New Millennia, the NGOs face the dual task of collaborating (critically) with the state ant at the same time fighting its anti people, anti-poor and anti-marginalized policies. Such a dual task cannot be discharged effectively unless the NGOs have autonomy based on the self-reliance capabilities (Bhat 1995). NGOs sustained intervention will depend very much in future on their self-reliant capacity and local resource mobilization. Studies have shown that these NGOs are eminently, suited to play the developmental role of catalysts of social change as educators as informers, as enablers, project planners, as experimenters as motivators as impact evaluators, as harbingers of silent revolution and as friend philosopher and guide of the people in general and of the weak, poor, needy illiterate ignorant, downtrodden and deprived sections of the society in particular Social work profession has the goals and objectives in the arenas of the practice areas of NGOs. Social work education prepares young professional who are to work with the people through public and private (NGOs) agencies. Social work professionals with their rigorous training of acquiring knowledge skills attitude and values can certainly strengthen the delivery of the services of NGOs with band of other professionals.

The knowledge, skills, and values of social work suffuse the practice of management and presumably shape the behavior and decision making of the professional social worker (Skidmore, 1990; Weinbach, 1998) years ago, Schwartz (1970) characterized this view as follows : "that in the administration of social welfare, the knowledge, skills and attitudes of social work are more important than the knowledge and skills of general administrative method".

In the global economy, flexibility, competitiveness, quality, and productivity are said to be essential survival skills (Dobyns & Crawford Mason, 1991, Drucker, 1992. Schwartz (1970) characterized this view as follows : "that in the administration of social welfare, the knowledge, skills and attitudes of social work are more important than the knowledge and skills of general administrative method" .

1.8 MAJOR ADMINISTRATIVE TRENDS

Weinbach (1998), (Nagel, 1997), (Lauffer, 1997), Hammer, 1996; Hammer & Champy, 1993), Herron, 1997), (Evers, Haverines, Leeichsenring, & Wistow, 1997, Martin, 1993), Mullen & Magnabosco, 1997), (Martin, 1997, 2000; Martin & Kettner, 1996) etc. have elaborated major administrative trends in details which can be presented in brief in following headings . (✶) More competitive behaviour (✶). More privatizations (✶) More restructuring (✶). More Marketing (✶). More Quality Management (✶). More emphasis on results. (✶). More strategic planning (✶). More advocacy (✶). More emphasis on clients.

Contemporary theorizing and research within this management perspective have focused on four major interrelated areas: (i) Job satisfaction, (ii). Human Resource Practices Management, (iii). Trust (iv). Leadership. Job satisfaction has been shown to be correlated with such job-related attributes as relations with supervisors, work conditions, pay and promotion opportunities, job security, coworkers' attitudes, and personal growth (Review, Jayaratne, 1993).

The Management framework for NGO's, focuses on three main categories of components. Person, Process and Products (services). The model assumes that Personality Traits, Knowledge, Skills, Attitude, Values, Work values, Code of Conduct etc combine with performance of appropriate managerial activities resulting in to Quality of Work Life, Job Satisfaction, Job Security, Job Involvement, etc put together can yield organizational products (services) that are considered effective outcomes according to the NGO's mission and goals Managing these service effectiveness in social welfare agencies can constitute performance management model in Social Work

1.9 LEGAL FRAMEWORK FOR NGOs

In India there are enabling legal provisions which permit any group wanting to commence a nonprofit, voluntary or charitable work to organize themselves into a legal body by registering themselves under a specified Act (or a combination of Act). India has a set of statutory laws governing various types of registered NPOs/NGOs (i) The Societies registration Act, 1860 (ii) The Indian Trusts Act, 1882 (iii) The Co-operative societies Act, 1904 (iv) The trade union Act, 1926 (v) Section 25 of the Indian companies Act, 1956 (vi) Religious Endowments Act, 1863 (vii) The charitable and religious Trust Act,1920 (viii) Wakf Act,1954 (ix) Mussalam wakf 1923 (x) public Wakfs (Extension of Limitation) Act,1959 (xi) Public Trusts Act of various status such as the Bombay public Trusts Act, Rajasthan public Trusts Act, etc.

The Societies Registration Act of 1860 is an all India Act, but many states, while applying the Act to themselves, have enacted their own Societies Registration Act.

Some of the advantages of incorporation are as follows : (i). Incorporation bestows legal right to the members to hold property in a common name. It also enables the nonprofit organization to open bank account(s) against its registered identity. (ii). It means the legal body can sue and be sued in its own name. (iii). Any property held by the organization can pass from one generation of managers to another without having to pay any transfer fees or taxes and without any cumbersome documentation.

(iv) Only incorporated organizations can get benefits of tax-exemptions, and other benefits. (v). Registration under the Foreign Contribution Regulation Act (FCRA),1976 and income Tax Act, 1961, is more easily granted if the NGOs is incorporated. (vi) It affords recognition to the NGOs at all forums and before all authorities, while safe- guarding its primary relationship with its member governments.

1.10 NGOs AND GENERAL CRITICISM

A new actor has emerged on the international stage, Non Governmental Organizations (NGOs) or Private Voluntary Organizations (PVOs) are increasingly making their presence felt. A decade ago, NGOs were fairly peripheral to major international diplomacy.

Kugnel-Selle (1990), Seibel (1990), Glagow (1992), Reichard (1988), Schuppert (1989), Willke (1987) etc have contributed their views on models of possible cooperation between the state NGOs describing the relationship between public sector and third sector and the problem of control over NGOs. Further general criticism are described in terms of (i). Conflicts within NGOs (ii) Lack of cooperation and coordination between NGOs (iii). Lack of ready cooperation between the state & NGOs (iv). Instrumentalization of NGOs by power elites (v) Cooperation by rules.

Recent literature has challenged NGOs and their effectiveness in carrying out development programs to help the poor (Bebbington and Farrington, 1993, Brett,;1993; Rahnema,1992;Ukpong, 1993) In a study of voluntary agencies, E. A. Brett notes: "Beneficiaries are clearly disadvantaged in exchanges with NGOs'". Beneficiaries come as supplicants rather than equals and have little information about the NGOs resources or actions. They are aware of the services that the agencies provide in their immediate areas, but not of the costs involved, the way decisions are arrived at or what is happening elsewhere. Thus in deprived environments ..neither exit nor voice realistic options The NGOs effectiveness as well as performance is always a matter of comparison and is multidimensional and will never be reducible to a single measure.

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The value framework (Quinn & Rohr Baugh, 1988) identifies three dimensions that constitute organizational effectiveness. One dimension concerns the extent of structure, with high flexibility at one end of the continuum and high control at the other. A second dimensions is "focus" varying from an emphasis on the well-being and development of people and development of the organization itself. The final dimension encompasses emphasis on means (processes) and on ends (final outcomes). The competing values model provides substance to the idea that organizations cannot maximize many important criteria at the same time. When used to assess organizational performance however the multitude of criteria makes interpretation of the results and the implications thereof, difficult Baugh, 1981).

1.10.1 STRENGTHS OF NGO's

NGOs have certain strengths. Their overheads are low. Therefore the resources can be spent on themselves as well as to facilitate development need of clients NGOs are values driven. Their commitment to work is relatively high since their focus is people & closely working with them. The interventions are likely to be based on closer understanding with the client groups.

Many NGOs can (i). Reach poor communities and remote areas with few basic resources or little infrastructure, and where government services are limited or ineffective; (ii). Promote local participation in designing and implementing public programs by building self-confidence and strengthening organizational capability. (iii). Operate at low cost by using appropriate technologies, streamlined services, and minimal overheads; and (iv). Identify local needs, build upon existing resource, and transfer technologies developed elsewhere.

1.10.2 PROBLEMS DIFFICULTIES AND DEFICIENCIES OF NGOS

Problems difficulties and deficiencies of NGOs are not the same for all type of NGOs. They differ from organizations to organizations, region to region. However some common problems can be discussed which are applicable in general to all most all the NGOs: (i). Absence of Erstwhile spirit of Volunteerism (ii). Lack of Dedicated Leadership (iii). Lack of funds and Financial Scarcity (iv). Inadequate

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Trained personnel (v) Lack of Coordination & net working, isolation of voluntary agencies (vi) Centralization in Urban Areas & neglect of social & economic disparities (vii) Deterioration in Quality of Services (viii). Misuse and misappropriation of funds (ix) Lack of public participation & technical expertise (x) Monopolization and interlocking of Leadership (xi). Absence of mechanisms to address unfair market practices (xii). Conflict and competitions among NGOs

NGOs' abilities are constrained by a number of factors: (i). *Limited replicability* of many NGO-sponsored activities that are too small and localized to have important regional or national impact. In attempting to scale up their operations with public sector support, some NGOs may lose their innovative quality, and become top-down, no participatory, and dependent on external and governmental support. (ii) *Limited self-sustainability.* Like many government programs, many NGO-sponsored projects are not designed with sufficient concern for how activities will be sustained; (iii). *Limited managerial and technical capacity.* Even some professionally staffed NGOs are poorly managed, have only rudimentary accounting systems, and sometimes initiate infrastructure projects with inadequate technical analysis; (iv). *Lack of broad programming context.* Although experience varies by region and sector, NGO development projects often are implemented individually, outside the framework of a broader programming strategy for a region or sector, and with little regard even to other NGOs' activities Coordination has been recognized as a constraint affecting the NGO community itself as much as the public sector or the donor community and (v). *Politicization.*

Some NGOs combine development concerns with political or religious objectives that limit the extent to which they can work with people.

On the management issue, Korten (1990) reflects an increasingly shared view that NGOs are characteristically weak on management and planning to which Clark adds (1991). NGOs are prone to slow response resulting from cumbersome decision making are susceptible to paralysis arising from power struggles between competing factions and can evolve conflicting aim as different departments perceive freedom to interpret their own role without reference to a strongly defined overall mission.

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These observations led Clark to conclude (1991) though leadership is critical to the success of NGOs usually little attention is paid to the development of leadership potential or to management training And once in past leadership skills are rarely fostered because most NGOs are poor at delegation Thus Edwards (1989) Highly committed staff are seen as an important element in NGOs comparative advantage, although it is also recognized that this may create inflexibility and resistance to new ideas (Clark 1991) Cernea (1988) argues that staff intensity and motivation are essential to successful replication

On the cost issue a series of USAID sponsored studies on the effectiveness of NGOs projects in health, nutrition, water supply and sanitation found that "largely voluntary nature of NGOs activities, their commitment to use low cost technologies and streamlined services and low staff costs enable them to operate efficiently on low budgets (Cernea 1988) in contrast Bowen (1990) maintains that NGO interventions are not low-cost Brodhead and Herbert Copley (1988) that low cost is no guarantee of cost-effectiveness and Korten (1990) that the projects are not as cost effective as the NGOs themselves think. Brodhead hints at an underlying tension between simultaneously achieving the win goals of reaching the poorest and executing low-cost projects He draws on work by Chambers (1983) to suggest that projects, which effectively reach the poor, require a high degree of administrative skill and capability, which means higher costs per beneficiary. Crombrugghe, (1985) argued that NGO's projects may sometimes succeed without the beneficiaries being involved in the identification of needs even if their evidence also leads them to the view that projects almost always fail if the beneficiaries are excluded in the planning phase.

Tendler (1987) maintains that the success of NGO operations depend upon a complex set of factors including macroeconomic and socio political environmental factors, many of which are often beyond the control of the NGOs. (Masden and Oakley 1990) explains that there is no correct time when as assessment should be made. Having made a judgment about the success of a particular project there remains the question of whether the venture was worthwhile. Could the resources (financial and human) utilized have been spent more efficiently in a different way or used more productively for the benefit of

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other groups of equally needy people ? Did the NGOs interventions have any effect on the ability of the host government to promote its own development projects These questions in the arenas of assessment of the NGO's have remained so far unanswered.

NGOs have also difficulties and problems because they are consisted of the people, by the people & for the people. One or few visionaries normally initiate them NGO's trustees are generally committed devoted and value driven, but the staff may not share the same level of commitment, devotion or values The personal problem of NGO range from non-availability of qualified personnel to the lack of commitment on their part. There is also a problem of shortage of specific categories of the staff There are large number of unemployed graduates and postgraduates who are keen to join the NGOs for economic consideration. However, many of them are typical white-collar types with limited skills and motivation for the type of work turned out by the NGOs.

When such people are recruited in large numbers, a NGO faces the problem of high turnover of personnel causing serious dislocation to the ongoing project. Some NGO show a references and preferences for recruiting employees from their own kinds or social or religious groups to which NGOs belongs. Such personnel affect the image of the organization. In some NGOs serious conflicts exist between the staff and the management. This is mainly due to two reason: (a). Poor service conditions, low level of remuneration, inadequate allowances for travel and lack of security of service and (b). Denial of voice to staff by most agencies in decision concerning policies and finances. Thus the organizational situation in most NGOs is not conducive to high level of job satisfaction

Competent staff tend to leave the organization in sheer disgust or if they have no alternative, remain there with low morale, thus building up a viable organizational base turns out to be most problematic for the most NGOs.

In some NGOs some of the enterprising field staff on acquiring expertise, create competition and skills that are not rightly used for the growth and development of NGO. In order to deliver the quality service, NGO have to work on their internal capabilities continuously and periodically.

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Their internal capability lies in their functionaries and infrastructures, further NGOs have to take into consideration the clients who are independent variable, for whom NGOs exist. This can be done by establishing linkages between objective and activities as understood by functionaries of NGOs and by reviewing the way NGO is structured, roles performed by the functionaries, participation of staff and beneficiaries in formulating implementing and evaluation of the policy, program and practice

1.11 RATIONALE FOR A CRITICAL STUDY OF NGOs

➢ To take up the stock of the things as a part of routine self examination of an individual NGO It is always in the interest of the NGO to examine weather it is on the right path or not, whether human efforts and material efforts achieve the objectives or not.

➢ Change in the environment or community of beneficiaries. NGO have to critically evaluate their objectives and programmes in the light of new environment in absence of keeping in tune with environment of client and community. NGO may become irrelevant, out of need and outdated.

➢ NGOs have to think for succession for which innovations are essential. As NGOs are part of dynamic society, their growth points need not to be static, but have to keep at optimum level. NGOs need not to be episodic but they have to have continuity, consistency and reasons for growth and development. Therefore they need to be critically studied.

➢ Expansion of activities; To expand the activities of NGOs, the current & existing frame of NGO need to be critically studied.

➢ The functionaries of NGO are very significant. If they are effective, result oriented and satisfied then the delivery of services will be accordingly. But if they are not so the result shall be negative Therefore it is inevitable and essential to understand the functionaries related issues of the NGO

➢ Leadership must change periodically. This is true in all organizations without any exception. NGOs have to have second cadre of leadership, which can be provided at different levels. Critical study shall help to have required changes in leadership pattern.

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➢ NGOs can face great varieties of problems viz funding, work overload, delay in decision–making, improper utilization of resources, lack of cooperation between functionaries & beneficiaries.

To understand the intricacies of these processes the critical study of NGO becomes essential Based on the above conceptual frame work of NGOs in India, social work profession and its blending with management of human resource, the present research project covers the potential academic inquiry in the areas of human aspects of NGO's with major perspective on the functionaries, beneficiaries and infrastructure in selected social organizations of Gujarat