

Chapter Six

Concluding Discussions

After Consulting with both GOs and NGOs and the personal experiences gained by the scholar, it can be said that in practical the partnership work is going on and it is existing. However there is no proper official guideline for such partnership. No literature is available. Project to project guidelines are there, but without common framework. In many cases it is like Funding (GO) agency and implementing agency (NGO) and guidelines framed accordingly by GOs. There is an urgent need to frame a common rules and regulations for partnership work.

NGOs have in recent years, been considered as a positive alternative to Government led approaches to development. The importance of NGOs in the delivery of services is gaining recognition not only to implement Government programmes but also to provide people with a choice of service outlets and to create an effective voice in respect of service needs and expectations.

Organised Non-Governmental activities addressing people's needs are increasingly pervading the arena of collective development action, whether delivering development services or mediating in voicing their needs. Institutionalizing their role as intermediate organizations linking Government and people in a responsive manner is a challenge in the effective governance of development. It is in the efficient and effective performance of their twin roles, as an agent for delivering services and partnering in the management of development, that non-governmental organization can make a significant contribution to sustainable human development.

The rapidly changing development scenario in the context in which NGO function, includes the adoption of a private sector led growth strategy, a shift to decentralized modes of Governance, and increasing regional disparities in access to development services.

The imperatives of Good Governance, poverty reduction, social harmony comprise the nexus of challenges and opportunities for NGO's in becoming an efficient agent for development services and an effective partner in development through ensuring peoples participation.

Participatory method appears to be the best method as it contains some embedded notions. There are atleast three notions in participation, namely encouraging beneficiaries to come up with their own initiatives, making participants empowered to carry out various related

works, and encouraging them to work in organized manner. All these have been following by the NGOs selected for the study for ensuring people's participation.

The background study gave a scope to analyze GO-NGO Partnership in the context of rural development. Here the functions, roles, responsibilities, funding and monitoring in partnership is studied.

The NGOs were found working in rural areas having multifarious objectives. Of many other objectives, implementation of Government sponsored programme is one of the major objectives. Only implementation is not enough to fetch the best result, it needs proper management, monitoring and evaluation. The management of the affairs of the NGOs was generally in the hands of the executive committee, members of which were nominated or elected by the general body. The members of the executive committee came from varied backgrounds even in case of NGO like SNEHPAD, Deputy Commissioner, Jorhat, ADC and many other high officials are the members of the committee.

NGOs were deeply involved in organizing the local women towards collective action. As the NGOs had firm roots in their respective areas of operation, they possessed a great rapport with the local people. Thus, they organize the women and mobilize community resources with relative ease. A good relationship with the Government and statutory bodies and a measure of coordination amongst themselves were observed to be the other features of the selected NGOs.

Another positive feature that was observed by the researcher was the spirited mind and the dedication towards work by the NGO personal. Their motivated minds inspired them to be socially useful by practising their knowledge, skills and techniques for the benefit of others. Till date, a sizeable proportion of the personnel were providing their services to the NGOs on an honorary basis without receiving any direct benefits in the form of salary and honorarium. In this study beneficiaries' participation in the developmental programmes reflected the democratic and participatory nature of GO-NGO Partnership.

From the study it is revealed that GO-NGO Partnership is valuable to raise socio-economic status of poor through ensuring their participation in rural development. This is because of partnership expertise; each institution can cover the weakness of each other. This GO-NGO Partnership is found in many projects and programmes in various fields, rural development is one of them and it had proved that partnerships are fruitful, in terms of high participation.

But in some cases, it has been observed that due to non uniformity of activities of different Government departments create problems for the NGOs. E.g. In some districts NGOs were being involved in implementation of SGSY scheme. But in some other district it was found that DRDA was working with NGOs, but these days they have given up working with NGOs. On clarification it is noticed that reciprocal blemishes from either side put an end to work together. DRDA accused that NGOs do not take keen interest to implement projects up to the satisfactory mark and in many cases misappropriation of funds were detected. On the other hand, NGOs accused DRDA for not maintaining transparency in respect of partnership work. This attitude had limited the scope of work for NGOs and created more burdens for DRDA. One of the APO, Credit, DRDA was of the opinion that there is no dearth of staff in DRDA, Nagaon so a very limited number of NGOs were involved under SGSY to make the work more qualitative. Talking about DRDA and SGSY, it can be said that the best utilization of infrastructure component of SGSY was seen in SNEHPAD, Jorhat. Under this scheme the organization had constructed 22 Facilitation centre till 28.08.11. In this connection, the performance of Waimijing of halflong is also need to be addressed. N.C. Hills being a backward district of Assam always legged behind in all aspects like economically, socially, culturally. Low literacy rate, and high population of the family is one of the reasons for their backwardness. Women of these communities are in need of addression by raising their socio-economic status and it was possible only through the SGSY scheme under able performance of Waimijing. Several evaluation studies by NIRD, Banker's Institution of Rural Development, have shown that the scheme is relatively successful in alleviating rural poverty but it has taken more than ten years to create 17 lakh SHGs and in order to complete the coverage of the remaining BPL households in rural areas, another 28 lakh SHGs need to be formed, only 22 percent of the SHGs were able to access to bank credit for income generating activities including micro enterprises. The evaluation report and the report of the steering committee constituted by the planning commission for 11th plan period, has been accepted by the Ministry of Rural Development and proposed to create a National Livelihood Mission (NLM) to provide greater focus on for poverty reduction to achieve the millennium development goal by 2015 through active GO-NGO partnership.

The study experienced that most of the Government departments prefer to work only with the selected NGOs. They are not interested to widen their range of activities with the inclusion of new NGOs due to NGOs non professional attitude, lack of commitment, and poor in documentation as shared by the GOs and NGOs those who are not selected for the present study. According to the Government officials, if they find all the requisite qualities in one organization then the department will look forward to work with that organization only. Further, it was added with the words of a Project Director, DRDA of one district, that

Government has been introducing new schemes for community development but Government alone cannot implement these programmes so NGOs are being invited and there is a scope for NGOs to be a part of development activities and to create employment opportunities for others. In view of the catalytic role of NGOs in breaking the stumbling block of poverty, the Government of Nepal recognized the NGO sector as development partners. That is, NGO can supplement and compliment the government in carrying out development activities and delivery of basic services. (Dhakal: 2006).

NGOs being an important agent of development have been working in close contact with Government and the grassroots level people to build up their capacity through training programmes. But most of the NGOs felt that they have been treated as subordinate in lieu of partner. In certain cases Government officials were found to be uttering negative words for NGOs.

NGOs who have been working with GOs have got a separate identity and reputation. But there are instances of dissatisfaction on the part of NGOs. Due to non uniformity of guidelines of schemes they differ in terms of funding, monitoring and the service delivery system.

The Government of India sanction fund timely, but it takes years to release by the concerned department which creates problems in smooth implementation of the programme. In some cases it is also found that Government does release fund before completion of the project. Some of the constituted bodies like NABARD; SIRD to a great extent could satisfy the financial needs of the NGOs. NGOs expressed their highest pleasure to work with foreign funding agencies due to proper follow up of its guidelines, funding system. Foreign funding agencies sanction the project money even before the starting of the scheme. It becomes an easy task for NGOs to work with foreign funds. Due to the late release of Government fund, NGOs cannot take proper action on time in the field as a result the rapport of the organization falls under crisis. In connection to this, another APO Credit, DRDA of one of the selected District, was of the opinion that in partnership work NGOs must be given fund at the beginning of the programme as they are not monetarily sound to conduct the programme and it was that DRDA of that specific district only who make part payment at the beginning of the programme. He also said that the selection of NGOs in partnership work must not be based on recommendation rather proper screening; investigation is to be made strictly while selecting NGOs as partner.

Recommendations coming from the higher officials barred the genuine NGOs to get the experience of working with GOs. Favoritism and vested interest of the GOs while working in

partnership, disheartens the NGO personnel. In partnership proper guidance, training, cooperation from Government side may lead to moral development of NGOs.

Involvement of Panchayat in the development sector is not new rather it's the oldest practice in the field of rural development. Involvement of Panchayats in the implementation of programmes is worth mentioning in some cases. To sight an example it can be said that one of the chief functionaries of a selected NGOs had been motivated by the staff to fight election. He won and was elected as Panchayat President. Since then he has been extending his helping hands to the organization he belonged with more powers. At the same time, in some projects of agriculture department the Panchayats are not involved in any ways in the implementation of the scheme but many of the selected NGOs had a very painful experience while implementing these projects. To share the experiences of NGO personals it can be said that after sanctioning of any project NGOs starts working in consultation with the villagers. But Panchayat starts agitating against the activities of the organization due to their differences of thinking. Excess interference of panchayats disrupted the smooth implementation of many of the programmes. So finding no other option Selected NGOs had to involve Panchayat President by constituting two committees for better implementation.

Community Development Programmes were introduced seeing the need of the rural poor. But the bureaucratic nature of the Government brought restriction to a great extent to bring desired result. To sight an example it can be said that one of the selected NGOs was working on AACP scheme but due to some reason the organization dropped the scheme. On clarification, it was informed that excess involvement of bureaucrats made the work lengthier and complicated with which the organisation could not go ahead. Lack of transparency, Favoritism and recommendations occupied an important place in the development process which directly or indirectly affecting the poor due to lack in implementation of the programme that had made for them. Responding on that the concerned Government Department said that the organization could not satisfy the quarries made by the department. So it has been terminated and resanctioned to another organization. According to that organization also they are not interested to work on the said project due to delay in release of fund which creates problems in implementation as well as employees are not given salary regulary and the attitude of superiority are the causes which leads dissatisfaction and loose interest of working.

It is found that the Government has been constantly working for its citizen's betterment and welfare but some negligible mistakes on the Government part led the partnership work more complicated. The study also explored that one of the NGOs among other selected NGOs

was working on a scheme sponsored by Ministry of Panchayat & Rural Development. But suddenly after two years of working on this project, the Ministry dropped the project without giving any prior information to the NGO and handed over the scheme to CAPART in the same year. After one year CAPART resanctioned the project and grant was released after three years. Still a feasible amount of rupees left with CAPART. At times the organisation asked for payment but they were avoided by the department giving different excuses. The secretary of the organization made RTI against the publicity officer, CAPART. Till September 2011 the organization did not get any response from CAPART so the organisation has been planning to sue a case in High Court. Likewise another organization that has not been selected for the present study also had the similar experience with CAPART. The particular organization was working on CAPART sponsored programme and has been given 1st installment. But suddenly at the time of 2nd installment by showing different reasons through different letters stopped giving fund and the project has been sanctioned to other organization.

The projects get sanctioned and implemented, are not enough to bring developmental changes in the community. It needs proper monitoring, evaluation and follow up to assume success over any programme. Every scheme needs proper monitoring by both GOs and NGOs. If it is in Partnership work it becomes most necessary to go for monitoring to understand the present situation and to plan for the future. Scheme to scheme, department to department monitoring varies and the process of monitoring also differs. Both internal and external monitoring and evaluation is done depending upon the project. Government department follows monitoring format to get acquainted themselves with the NGO activities where through interaction and regular field visit and monthly review meeting in the head office, weekly review meeting among the field staff, constitution of project monitoring committee which sits periodically. Internal monitoring is done by the NGOs which brought very positive result towards the fulfillment and successfulness of the project. But in some cases it was told to the researcher that due to lack of proper monitoring by the Government officials the cherished goal of many projects could not be achieved. The study explored that in some programmes of NRHM there was a need of monitoring but the department overlooked the matter and during the full pendency of the project monitoring was not done. As a result the organization could not assess the impact of the programme at a broader level. It was further added with the experience of another organization that has not been selected for the present study but working both in rural and urban areas with different Government departments. With great dissatisfaction the organisation shared that there is no monitoring from the Government side which can guide us to lead a proper direction. Before release of 2nd installment Government sends monitoring team for inspection to the respective NGOs. But it takes time to send monitoring team as a

result fund gets released lately. During Monitoring if any problem is identified by the NGOs it is reported to the concern department in the monitoring format. But no action is taken by the Government clearly said by NGO personals. On clarification of this point the scholar interacted with the Government officials of different department and districts like Tezpur, Sivsagar, Nagaon etc. the officials were in the opinion that there is much paper works, and the lengthy process need to follow in partnership work, and these cause delay in monitoring. Moreover poor report writing, lack of professionalism, unskilled staff cannot communicate properly as a result NGOs cannot draw Government's attention. It was further accepted by NRHM, Regional office, NABARD, NEDFi, Fishery, Agriculture department of Assam and most of the NGOs had accepted all their weaknesses. Though the Government often complains that NGOs neither meet their targets nor submit accounts, the current is for this relationship to widen and deepen.

To add more observations in this field it needs to be mentioned that the implementation and monitoring of Village Development programme in Borkhongia village of Jorhat and MMM had set an example. The programme covered the whole village and women artisans brought under the programme and started earning. Hence, the level and the status both improved at a higher sapce. But the same programme gave a negative picture in other district. Here the organization showed least interest to implement VDP programme due to not having proper monitoring and follow up by the concerned department.

Beyond the selected NGOs, the scholar had visited many other organizations of different districts like Tezpur, Sivsagar, Golaghat, and Nalbari. From the observation it can be said that NGOs of these areas are working hard for the development of the people. But the differences of service delivery system of GOs and NGOs motivated these NGOs to move towards right based organization.

Despite increasing number of GO-NGO partnership, some obstacles that spoil the partnership keep appearing. Such impediments surface as the culture of both sides is different in nature. GOs bring the culture of bureaucrat which seems rigid as all works will rely on legal basis or rules, regulations and law. It is difficult for a GO to run a partnership activity in absence of rules or regulation or law that supports the activity. On the other hand, NGOs, which are embedded with freedom and open, are ready to make partnerships and actions with any organizations with more flexible manner.

At last it can be said that, to have a successful GO-NGO Partnership there should be acceptance and respect by both the parties to play independent roles to attain common goals. Partnership demands both close cooperation between the parties and the coordination of roles and functions throughout the entire process of policy development to service delivery. A good partnership reflects the strength in unity that comes greater than the sum of individual parts if total is counted. Accountability between the parties is reciprocal with the parties carrying equal status. The interdependent and interactive nature of the partnership as a working relationship requires openness, transparency, and accessibility between the partners.

Developing Hypothesis:

- Regular monitoring by GOs will make implementation more effective by NGOs.
- NGO-NGO networking will reduce overlapping.
- Statutory framework of partnership will reduce communication gap between GOs and NGOs.
- Regular capacity development training programme of NGOs would lead better performance by the NGOs.
- Timely release of funds by GOs at the time of implementation of programme by NGOs will make programme more effective.
- Simple and clear selection criteria of NGOs by GOs will attract more NGOs to involve themselves in partnership work.
- Diversification of NGO activities will lead to better development.