

Chapter Two

Review of Literature

The present chapter will focus on review of relevant literature to achieve a theoretical dimension for the research. The main purpose of literature review is to take a critical look at the literature that already exists in the area where the researcher is researching. In every field of research the research worker needs to acquire comprehensive information about what has been done in the particular area from which he/she intends to take up problem for research. Literature review provides us with a handy guide to the research topic. In case of limited time to conduct research, literature review gives an overview or act as a stepping stone. Literature review also provides a solid background for research paper's investigation.

So, the paper is going to discuss about the available literature on GO-NGO Partnership in general and GO-NGO partnership in Rural Development in particular. The literatures discussed in this section primarily focus on Rural Development, PRIs intervention for rural development, NGOs in Rural Development and Partnership in the field of rural development...

Studies on Rural Development

* India's development has no meaning if her vast rural masses are not taken in to consideration Punekar & Golwalkar (1973). Community Development Programme was a modest attempt in this direction. To bring desired result over these programmes, Government had to plan the programme in terms of its objectives, while the group in charge of implementation had to use the programme as a method of transforming the rural life for the betterment. The rural community, for whom the programme was meant, had to participate in the programme and to take an active initiative.

*Desai (1979) pointed out that Government has adopted different measures to transform underdeveloped and predominantly agrarian society into a highly developed industrial society. Doing that Government followed capitalistic lines instead of socialistic structural planning. According to him that will not be effective in their purpose. Keeping this in mind he tried to examine in his further study, the social implications of land reforms, village panchayat, Bhoodan and cooperatives for rural development.

* Rural reconstruction and development are by their very nature linked to agricultural development in India, since land and water based occupation involving crop and animal husbandry, fisheries and forestry constitute the basic industry of rural India Swaminathan (1982). According to him, village uplift and the socio-economic transformation of rural society hence must be based on agricultural needs and potential. The many rural development projects, starting with the community development programme, initiated during the different plan periods have not succeeded in reversing the drain of brains and the resources from the village to the city. So, much attention needs to be given to improve the income of those with practically no assets, such as landless labour families.

*Rural development, particularly after world war II has become a matter of global concern and studies of rural societies has assumed special significance in the context of planned development. In his study Danda (1987) described the community life of Gandhar, a muslim majority multi-caste village of Uttar Pradesh and highlighted various facts like social, economic, political and cultural life before various programmes of community development were implemented in Gandhar. The author also discussed the transformation process of the rural community brought about as a result of planned development. His analysis of responses to various castes to different programmes of development viz. education, sanitation, improved agricultural practices, housing, health care etc provide deep insight. Danda concludes that Gandhar as a community is already half a way through its journey from non competitive, cohesive society to the competition ridden heterogeneous world and signs of Gandhar's capability for integrating itself with the larger society appear fairly distinct and promising.

*The rural development without bureaucracy is unimaginable as it occupies key position in formulating and implementing the various policies and programmes. According to Singh (1989) in early fifties a bureaucratic model of development was devised in the form of Community Development Department. Barring a good results in the initial stages this model failed to deliver the goods in desired direction. He feels, it was mainly due to the bureaucrats, entrusted with the responsibility of managing manifold reconstruction activities that had not been able to evoke the desired degree of people's participation in this task.

* According to Singh (1989) rural development is based on the development of rural economy, which is mainly agricultural economy. He believes the orientation of the commercial banking system towards financing of rural economy has made rural bankers to achieve

knowledge about social and economic structures of the village, about beliefs and values of villagers and also about the agricultural lending techniques.

* In India cooperative has been assigned a very significant role in the task of rural development particularly in eradicating poverty and unemployment Dutta (1991). But the cooperative movement in India has not succeeded in realizing its objective of acting as an effective agency of rural development. In Assam too, the various types of cooperatives that are in existence have to depend on the Government patronage because it has yet to stand on its own feet.

*Singh (1994) highlighted the role of IRDP programme for socio economic change of the rural poor in his study. The study rejects some of the popular notions that the standard of living of the rural poor has been improving with the state loans. Rampant corruption, long process of loan sanctioning, various bottlenecks created by the bureaucracy, misutilization of loans by the poor due to non availability of proper guidance etc. are some of the important factors which make most of the IRDP schemes unsuccessful. Though some of the schemes showing signs of success, this success becomes almost negligible in a total scenario of development. Change in the economic and social status of the ruralities due to loan is quite nominal. It is high time to reconsider the whole development process. As an alternative, money being provided as loans may be used for promotion of rural industry of various types which can be helpful for creating large scale employment.

*Chauhan and Bais (1995) said that the emergence of India as an independent sovereign country has made the relationship between social structure and rural development rather complex. He made an in-depth study of the slow but perceptible social change in backward rural areas as a result of various socio-economic developmental programmes. According to him a lot has happened after independence and rural India is not what it was in pre-independence days.

* Rural development is the backbone of total development of a nation-state. The adhoc and fragmented approaches adopted for rural development, some of them working simultaneously at cross purposes but they are not going to solve the problems of rural poverty. According to Devi (1997) there is a pressing need for a comprehensive rural development policy and pooling of resources involving both man and material to achieve the designed national goal.

*According to Jain (1997) rural development had to be directed more specifically to benefit the rural poor. He stressed to gear planning explicitly and directly to the eradication of poverty instead of relying on the benefits of growth to trickle down to the poor.

* Development policies gave much emphasis on growth maximization to provide benefits to the rural poor Datta (1998). But later on it was realized that rapid growth were not ultimately reaching to the target groups rather widened the gap between poor and rich. To minimize the gap immediate change in the concept has become the need. Redistribution with growth and growth with social justice paying much importance on people's participation in the development process added as a change concept for rural development that had made rural development more broad-based.

* The debate on grassroots development in rural India has taken a new dimension following the 73rd amendment of the constitution. The amendment has laid stress on such issues of development as participation, empowerment of women and the like. Datta (1998) also said that no efforts of grassroots development and decentralization will bear fruits without empowering the people.

*NGOs and Panchayati Raj Institution as the most important agencies in rural development though they are isolated in functioning and interaction and collaboration. This is an urgent need that these two institutions act in collaboration for rural development. Pradeep Kumar (2005).

*In this paper an effort has been made by Najamuddin & Guliani (2006) said, rural development concerned with economic growth and social justice, improvement in living standard of the rural people by providing adequate and quality social services and minimum basic needs, becomes essential. In this regard central Government's policies and programmes have laid emphasis not only on poverty alleviation, generation of employment income opportunities but also provision of infrastructure and basic facilities to meet the needs of the rural poor. They also mentioned that to strengthen the grassroots level democracy, the Govt. is constantly endeavoring to empower panchayati raj institutions in terms of functions, powers and finance, NGOs, SHGs and PRIAs have been accorded adequate role to make participatory democracy meaningful and effective.

Panchayati Raj's Intervention

* Panchayati Raj in India has three broad images like as an instrument for the realization of the ends of community development, as an organ of the State Government to execute community development programme and other schemes and as an idea to realize the democracy at the village level said Maheshwari (1979).

*The Panchayati Raj System of Government enjoys three distinguishing features said Harichandran (1983). They are local, democratic and efficient. Since the functions and powers are local in character, it is closer to the people and to their problems. For its democratic character, it not only accommodates the growing class of educated persons but also enlists the services of representatives of rural population and commands the respect and support of the people. It is efficient because it is capable of managing the local development programmes in a way which will help to improve the standard of living of the people at the grassroots level.

* Panchayati Raj Institutions are intended to work for the realization of objectives like democratic decentralization, politicization and modernization at the rural level said Dutta (1989). It is through the medium of Panchayati Raj that a gradual transformation in the whole fabric of rural society is intended to be brought about. He further emphasized that for the fulfillment of these objectives requires active leadership at the rural level having linkage with political leadership at the higher level of the country.

*Panchayati Raj Institutions have encouraged the intelligence, self reliance, initiative and social sense of free men by placing the ultimate responsibility for Government on the citizen themselves. According to Jain (1997), the institution could be made more effective if the strengths and weaknesses of the system are addressed properly. He further said that due to not having the leadership quality the panchayat members have become a tool in the hands of irresponsible elements in the village population which creates disturbance as and when they wish.

*Datta (1998) gave much emphasis on decentralization of powers, functions and empowerment of people. The present study had been carried out in West Bengal. Considering West Bengal he further emphasized that all development activities of the Government in rural areas in the state would be handed over to Panchayats. According to him Panchayats are been considered as the instrument of rural development and have direct touch with the people,

carry the responsibility of implementing various developmental programme by mobilizing the rural poor and to a great extent they have done remarkably well in case of West Bengal since long the stint of the left front government.

*Singh (1999) considered PRIs as generated tensions, factions and party politics in village communities in one hand, and on the other hand, considered as the only hope for achieving people's participation, which is the soul of the democratic system. The introduction of panchayati raj in 1959 was a major landmark in the history of administrative reforms. The system was not implemented faithfully in most of the states due to the indifferent attitudes of bureaucrats towards it leading to more failures than successes. After the operationalization of constitution (73rd amendment) Act, 1992, it is hoped that PRIs will emerge more strong and dynamic to face various challenges and problems that still lie ahead of them. Singh also mentioned that their (PRIs) success in the future will depend on the extent of transfer of rural development functions, and devolution of financial and administrative power to them by the state Governments.

*Ambedkar (2000), consider Panchayati Raj for all intents and purposes, as a local self Government Institutions—the idea of which is to bring the decision making authorities nearer to the people.

*Panchayati raj institutions known as local bodies began to be treated as third tier of implementation of development policies and programmes designed by higher tiers of Government Kunnumkal (2001). Despite clearly defined constitutional responsibilities of local bodies, higher tiers of executive and administration continue to take decisions about the use of resources, thereby usurping the authority of local bodies. Author further said that lack of information flow, funds, lack of linkages between the three tiers, lack of transparency in functioning coupled by bureaucratic procedures and non accountability of line department officials, all reflect the inefficiency and irresponsiveness of the institute to the interest of the people.

*Dutta (2009), was of the opinion that the objective of democratic decentralization can be achieved through PRIs which have provided an opportunity for rural people to participate in the developmental process of the rural areas. He also said that the leaders of PRIs being the pillar of the system will determine the success and failure of the country's rural development programme in the future.

NGOs in Rural Development

*Oakley and Dillon (1985), in a major study of NGOs in India, Bangladesh, Brazil and Ghana, point out that NGOs were relatively successful in fostering participation of client groups; their ability to institutionalize these processes was weak. This weakness seems most marked in groups engaged in income generation activities.

*Voluntary action and state are the two sides of the same coin of rural development administration Bava (1997). Voluntary organization can play a crucial role in rural development by supplementing Governments efforts. According to him the Voluntary organization and Government should come to the negotiating table and with mutual respect discuss on development issues as the both are to be viewed as partners in rural development. The Government is built the outer circle of development and voluntary action, the sprit.

*Shivani (1998), Stated NGOs are becoming increasingly important in the people oriented development programmes and projects at the grassroots level by virtue of their involvement and commitment to the rural poor. He also viewed that the success and failure of NGOs are greatly dependent on the attitude of Government officials in the areas of operation on the one hand and rigid dynamic policy frame work on the other. According to Shivani, Government organization and NGOs should be conceived as the two important development entrepreneurs-cum-partners in the development game as against such as competitors. The activities and methods of operation of both the organization should be properly coordinated and integrate and to harvest the most meaningful result.

*Purao (2000) stated in her study that, in order to overcome the large scale poverty in rural India, the involvement of NGOs in development sector is essential. According to her, to overcome the poverty, the most effective medium to reach the poor are VOs/NGOs which are in better position to identify the genuine poor, their needs and suggest appropriate programmes. She pointed out that in spite of various drawbacks; voluntary associations remain a powerful medium to reach the poor.

* Bhaskar, Indu and Geethakutty (2001), has analyzed the role of NGOs in rural development through a case study conducted on two NGOs in Trissur District of Kerala state. Study said that major rural development programmes of NGOs were agriculture programme, health programme, human resource development, community development and industrial and

trade programmes to bring require progress on the said fields. He also observed that, a perusal of their programme activities provide a view on the combination of delivery and service activities and employment generation activities in the case of KESS while AVARD has made more efforts in delivery services. Both the organization has taken location specific activities, which were formulated after analyzing the needs and priorities of their target. Study reveals that ninety present of the beneficiaries had considered the programmes of NGOs as most beneficial for them. Whereas non-beneficiaries, workers of NGOs and workers of other development agencies have also considered rural development works of the NGOs as effective for rural development.

*Sahu (2001) stated that development programme undertaken with the active involvement of people have a greater chance of success when compared to development programmes undertaken by Government where people became passive observers. It is here the role of voluntary organization is crucial in creating awareness about such programmes among the rural people & in motivating them for actively participating in such programmes. He optly argues that majority of the schemes did not take into account the local needs & initiatives as well as feasibility of projects. He argued that a developing society rapidly moving from tradition to modernity would experience a variety of social & economic tensions. A sensible voluntary organizations working at the village level could help to reduce their tensions. According to him voluntary organizations put more emphasis on people's involvement in decision making and implementation of any development programme.

*Voluntary sector enjoys certain functional advantages, being community based, more accountable and capable of providing services at a lesser cost Pant (2002). Voluntary organization has the flexibility to develop innovative projects based on local needs and resources in contrast to the standardization that normally characterizes governmental actions. In his speech he requested the voluntary organization to adopt appropriate standards of accountability and transparency to maintain their integrity. He also requested Government departments to be more transparent while dealing with voluntary sector.

*Vajpayee (2002) pointed out that enough attention was not paid to the voluntary sector in strategy for national development. Democracy at the grassroots cannot be strengthening without a tradition of public service and a spirit of volunteerism. He praised the work done by devoted activists in different areas of nation building. Such as Integrated Rural Development, Watershed Management and traditional rain harvesting, construction of

community toilets, women and child welfare in tribal and hilly areas. He appealed the mass media to give greater publicity to these heroes and their work. He emphasized that the focus should be to create replicable models of NGO-led development and NGO delivered services that do not depend on Governmental intervention for growth.

*Tandon (2002) identified three most important contributions of voluntary organization in national development, viz, innovative, empowerment and research and advocacy. Tandon lamented that Voluntary sector remained unattached to India. While the relationship between the Government and private business has been significantly redefined and reworked over last 10 years, the same has not happened with respect to voluntary sector.

* Voluntary organizations have been working for upliftment of the deprived sections, should try to bring about a change in the attitude of the whole society towards such groups Jatiya (2002). He informed that around two thousand voluntary organizations are currently working with the Ministry of social Justice and Empowerment and have been engaged in activities that are best root of all forms of social injustice and therefore voluntary organization must develop a viable mechanism like formation of SHG to raise the economic conditions on the deprived people. To achieve these objectives the voluntary organizations have to create necessary motivations in this regard.

*Dharia (2002) narrated the work of voluntary organizations in watershed and rural development in Maharashtra that came together to constitute a federation at the state and district level to ensure not only better functioning but also transparency and accountability as the voluntary organizations have entrusted the federation with the right to examine/ supervise their work and to deal with any complaint against them. He felt that voluntary organization could facilitate gram sabha & panchayats to create mutually supportive activities involving PRIs and the voluntary organization.

*Jamir (2002), referred to the shifting of the role of the voluntary sector from charity to empowerment, development and social change, and the prevalence of the community spirit in the Naga society. He recommended simplification of rules for providing assistance to voluntary organization and a decentralized system of funding with closer interface between the centre and states as the present system of direct funding of VOs by the central agencies encouraged growth of middlemen, corruption and much abuse and misuse of funds.

*Voluntary organization of Kerala doing commendable work on adivasis, women and the unemployed, and also in health and drinking water sector Sankaranarayan (2002). He also expressed that there is a need to establish accountability and proper audit of the work of the voluntary organization.

*Seeing the increasing role of PRIs, Jha (2002) felt there is a need to establish harmonious and well co-ordinated relationship between the voluntary organization and the PRIs. He requested the NGOs working in the field of environment to strike a balance between the environmental and developmental needs of the poor.

* The creation of a shared vision of public-private and voluntary sector was emphasized by Valarmathi (2002), He also informed that in Tamil Nadu, the voluntary sector has taken up activities in health and family welfare, literacy, land use, minor irrigation, sericulture and notably in human rights and child labour. The State has been actively promoting formation of women SHG, Sanitation, and AIDs prevention, through the NGOs.

*Barman (2002), referred to the pivotal role of the Voluntary organization in Assam in welfare of women and children, National AIDs Control Scheme, Drug-de-addiction, Welfare of SC/ST people, Rural Development, Particularly in formation of SHG etc and in this context the need for capacity building of the voluntary organization in Assam to enable the state to reap the benefits of the policy to expand the role of voluntary organization in national development. The state Government should be kept informed of the funding and activities of the NGOs as a matter of practice.

*Srinivas (2002) informed about great progress achieved in Andhra Pradesh in forming 6,53,000 SHGs involving over a crore of people including 59 lakh women and extension of the SHG concept to forest management, water use and water shed development projects and youth groups with the active participation of the Voluntary organization.

*The NGOs as a social force facilitates collective action and people mobilization for the purpose of achieving the desired objectives. The NGOs are dependent on various people-oriented as well as people-centered strategies and these organizations build rapport with the people and mobilize them. The NGOs play in making the people environmentally aware and sensitive to take part in the development process Panda (2003).

*Chitra (2003), Charitable and voluntary organizations since time immemorial have been contributing significantly towards the health care of the community. With the passage of time, NGOs have equipped themselves adequately and come up enthusiastically in providing services like relief to the blind, the disabled and disadvantaged and helping the Government in mother and child health care including family planning programmes. As a result, all concerned have realized the potential of NGOs and their considerable merit compared to the public/private health sectors because of their staff's motivation, dedication and sympathy for the deprived sections of our society and their personalized approach towards the solution of problems.

*In their study, Power, Ambedkar, Shrikant (2004), stated that NGOs are as important links between people at the grassroots, civil society and the state. They have been instrumental in creating awareness and implementing development programmes. At the same time NGOs are dependent on and influenced by the state as well as national, international funding ideology and programmes. This interface between NGOs and the state needs to be urgently addressed.

*Singh, M.R. (2004) has made an attempt to provide better understanding of NGOs working in Manipur and their problems by taking up micro level study. He conducted a survey during 2000-2001 in two tribal villages in Manipur by name Khangshin and Minou. He concluded that NGOs are playing active role in development activities in the fields of education, health and sanitation, women and children to improve the quality of life.

*Sooryamoorthy & Gangrade (2006) explained the role of voluntary organizations as to serve as watchdogs and create capacity among the people to remain constantly vigilant so that no body dupes them. They can play pioneering roles in developing people's institutions and as catalytic agents make them self-reliant. They should empower people and create confidence in them to take care of themselves rather than depend on others.

*The study focused on the health issues of the vulnerable, the marginalized and the poor in Mumbai. The case studies of various NGOs reflected the initiatives, processes, successes and challenges faced by them in reaching the unreached in need of health care. Health is the point of entry through which the NGO gains access to people and this paves the way for mobilizing groups on developmental issues and social action said Nadkarni; Sinha & D'Mello (2009). The huge gap between the demand and supply of health care services has been filled by

NGOs of all hues, which provide a range of services such as service delivery, preventive and rehabilitative health care, training and capacity building, health education and research, resource development and policy advocacy. These efforts have paved several innovative and participative ways of bringing health rights closer to the community.

*Prabhakar (2010), made a study on NGOs Role in Watershed Management. He manifested NGO activities in a wide spectrum of programmes. In welfare programmes, development oriented initiatives, empowering women and weaker sections, protecting the rights of marginalized segments, protecting the environment through watersheds, spreading literacy and education, the participation of the NGO sector has been impressive, particularly since independence. NGOs play a supportive role in rural development by stimulating and promoting people's participation in governmental programmes.

Partnership in the field of Rural Development:

*The present study has been conducted in Bangladesh by Alam & Rahman (1997) on Public-NGO Partnership for Municipal Services. According to the study conventional arrangements for rendering municipal services especially waste management are not enough and there is urgent need for alternative strategies to cope with the situation. But, it is estimated that 80 percent of waste materials in the form of garbage is left on the streets or linds its way into drains and water which pollutes the environment. To improve the condition, NGOs of Bangladesh were invited and they have been doing a good job mustering the support and cooperation of the communities in their development efforts which motivated the Local Engineering Government department to undertake an experiment with the help of a Public-Private Partnership with an NGO to develop and enforce a sustainable municipal service by restoring, developing, operating and maintain the drainage network and the solid waste disposed from the drains, roads and garbage bus.

Rao (2000) conducted a study among the NGOs involved in training of rural youth under TRYSEM in U.P. He observed that trainees' secured training from NGOs were better employed than those received training from Government and public institutions. He found that NGOs took initiatives in arranging employment of their trainees where as trainees from government institutions found job by their own. It was also found that facilitates for training in some NGOs were much better than Government and Public institutions.

*Kapoor (2000) studied NGOs' contribution to various development programmes in Himachal Pradesh. He noticed the greater level of success & effectiveness when NGOs are participating. He suggested the active involvement of NGOs in planning & implementation process of development in Government run programmes.

*Ghosh (2001) considered that Government organization needs collaboration & cooperation from other than Government institutions for creating opportunities, facilitating empowerment & providing security to the poor. He prefers NGOs to have involvement in the poverty alleviation activities of the Government because they have greater accountability to the poor as they work among the poor.

*Madhusudan (2001) has discussed partnership in the field of education. Creating successful partnership in education is easier said than done. According to him Government Ministries, International agencies, development NGOs and grassroots groups often have a history of ignoring, misunderstanding, or even fighting with each other. Agencies with autonomy seldom want to lose it, organization with power want to keep it and individual with resources want to expand them. He further suggested that the need of the hour is to turn this competition or conflict into effective joint action.

*Hussain & Sinha (2002), made a study on Government and Non-Government Organizations collaboration for Socio-Economic Emancipation of Disadvantaged people in Bangladesh. They said majority of people in Bangladesh are poor without having regular income and productive assets and resources. Consequently they are subjected to exploitation and social injustice, and mostly deprived of their due share of the public sector development resources provided by the Government. Here on invitation of Government, NGOs have been concentrated all their efforts targeting the rural and urban poor and mobilizing them to develop their own organizations for alleviating their poverty. One of the major contributions of NGOs in development has been in building organizations of the poor through social structural analysis.

* Volunteerism is the central core of social action of the democratic society Sinha (2002). She felt that more than the organization, it is in the social commitment of the individual members to change the mind sets of the society that counts. She looked for urgent action to assess how the community or the target group benefited from NGO action and VO-GO relationship based on mutual respect and partnership at the district level.

* All round progress of society is not possible without active GO-NGO partnership said, Mahajan (2002). She also said that, in areas of food and nutritional security, implementation of ICDS programme, the NGOs had an important role in creating awareness and dissemination of information.

*Mishra (2002) highlighted the need to develop GO-VO-PRI partnerships and referred to the practice set by the Rama Krishna Mission in implementation of a sanitation programme on zero subsidy basis in a district along with Zilla Parishad which has achieved remarkable success. He felt that there should be a federation body of the voluntary organization at the state and District level and proposed issuance of the broad policy guidelines based on the role of the voluntary sector in the national development.

*According to Yadav (2002), said that Jharkhand had taken steps to make the voluntary organization in development of implementing schemes for upliftment of SC/ST population and women. The State has also involved the voluntary organization in management of primary health centers, family welfare and literacy programme. He however, was critical about commercial NGOs out to make money only in the name of people's programme. Therefore to establish credibility of the NGOs, their activities should be evaluated on regular basis and a report on utilization of funds obtained by the central and state governments.

*Kalis (2004) shared that one of the obstacles to social development and poverty eradication in the developing world relates to fragmented, scattered, hit-and-run-efforts in responding to social needs and that resources are not mastered and harnessed towards integrated and holistic programmes. In this context, partnership arrangements especially between Government and NGOs can fetch the best possible result.

*Singh (2004); Kumar (2005) observed that NGOs are playing active role in development activities in the field of education, health, sanitation, women & children to improve the quality of life. They argued in favour GO-NGO collaboration for rural development by supporting their empirical studies in Manipur & Rajasthan.

* Srinivas (2004) is of the opinion that the efforts made both by NGOs and GOs should go hand in hand to achieve the envisaged benefits for the poorest of the poor. He felt appropriate to have a joint strategy that addresses commonly the developmental needs of the people in general and the poor in particular.

*According to Sinha (2004) both the NGOs and GOs believe firmly in democracy; respect the legal framework and the constitution of the nation. NGOs do not substitute the state and its machinery; rather they supplement and complement the developmental initiatives initiated by the Government. NGOs should mobilize and enable the communities to access the Government services and demand their rights. Since the objectives of both the institutions are common, there is a possibility to work together.

*Subrahmanyam (2004) is of the opinion that state, market and civil society organizations will partner with the rural communities to enable them to claim, receive, defend, and transform assets/entitlements and further enhance participation and challenge rules. To talk about mechanisms for collaboration, he insisted continued and sustained partnership presupposes to have a specified mechanism, which accommodates the plurality of approaches to development, is the need of the hour.

*Tucker (2004) opined that, NGO should collaborate with the initiatives of the GOs in a more meaningful and constructive way, especially in addressing the issues relating to poverty and social justice. He also focused on institutional frame work for such collaboration and to sustain healthy relationships with the GOs. The partnership with the NGOs in the fields of NRM, especially in watershed management would be the basis and needs to be further strengthened, keeping in view the contemporary social requirements.

*Vithal (2004) specified that there is a requirement to have some institutional mechanisms for proper coordination between the NGOs and the GOs like mutual trust and conviction that they have been working for the specified common goals. As a part of integrating the developmental efforts of both the GOs and the NGOs, it is suggested that a core funding to the NGOs may be kept aside by the Government in its budget. This may reduce dependency of the NGOs on external funding which however is not desirable in the long term.

*Chandra (2005) said that in a number of schemes, particularly those promoted by the Government of India, where cooperation and participation of people are considered essential, collaboration of NGOs is welcomed. For instance in the area of development and management of natural resources, for such schemes as Joint Forest Management, Participatory Irrigation Management, and watershed development, Government agencies have been seeking

collaboration with NGOs. He further said that to enable the NGOs to participate with ease and dignity, there is a need to simplify the Government systems and procedures.

*Kumar (2005) observed that NGOs are playing active role in development activities in the field of education, health, sanitation, women & children to improve the quality of life. They argued in favour of GO & NGO collaboration for rural development by supporting his empirical studies in Rajasthan.

*Kuponiyi & ladele (2007) & Law (2009), made study on NGOs activities & contribution to International Funded Project in Nigeria & Hongkong. Both studies conducted in two different socio-cultural contexts but found NGOs strategies, inputs and impacts are praise worthy to make the programme successful.

*According to Budhi (2008) the growing concern of Government is to involve people in development process to deliver success and this has reflected in different participative programmes carried out so far by the Government. In spite of this trend, such participation concept has not been implemented entirely, whereby people are not involved at all stages, especially in planning and evaluation. In terms of escalating people's participation and community empowerment, collaboration programmes between GOs and NGOs are deemed important to develop. This is particularly because each of this organization has its expertise on different fields which well understood to produce fruitful results if such capabilities are integrated.

*Prabhakar (2010), said, apart from other developmental welfare and advocacy activities a few of the NGOs have become partners with the government agencies to initiate and manage a few developmental programmes. One such programme is development of watersheds particularly in the rural areas of the country.

From the discussion on literature it can be said that rural development has a national dimension and is based on two fundamental components. First, the local resources and secondly, people's active participation. Study showed that in both the cases it was found neglected. There was lack of effective management of local resources (both man and material) and lack of people's participation. These two factors have rarely been realized in the state policy of development process particularly in rural development. As a result people remained underdeveloped. It is during seventies only when emphasis was given to rural masses thinking

that development of rural areas cannot be dreamt of if the poor rural people are not brought under the purview of rural development programmes. Depending upon the prevalent need, the government had introduced Community Development Programme which was a positive initiative in this direction. Further it understood that to get a better result from developmental programmes Government need to plan the programme in terms of its objective and the implementing agency need to use the programme as a method of transforming the rural life for betterment. Though Government adopted different measures to transform underdeveloped to develop through different rural development programmes but it could not transform underdeveloped and predominantly agrarian society into developed industrial society due to the adoption of capitalistic model of planning instead of socialistic and bureaucrats were given much importance as they are the key personnel in formulation and implementation of policy. Bureaucratic model of development was unsuccessful to deliver the goods and services in proper direction and was unable to ensure people's participation where as NGOs of India, Bangladesh, Brazil & Ghana were relatively successful in fostering people's participation.(Oakley & Dillon). Few studies (Singh:1994; Dutta:1991) rejected that the standard of living of poor people have been increasing due to state loan rather it is said that rampant corruption, long process of loan sanctioning, dictating attitude of bureaucrats made the scenario more vulnerable which directly affect the rural masses. Due to lack of guidance loans are not utilized properly which caused the failure of many developmental programmes. Government had adopted different approaches for rural development, some of them working but the problems related to rural poverty are not going to be solved by following these approaches. So stress has been given to plan explicitly and to eradicate poverty instead of relying on the benefits of the growth and the growth maximization has got a place in the policy of rural development to provide benefits to the rural poor. But gradually it was realized that rapid growth were not ultimately reaching to the target group rather it was widening the gap between rich and poor. Considering the need of the hour the concept was changed and redistribution with growth and growth with social justice paying much importance on people's participation and the development process came in to existence. The introduction of Panchayati Raj brought a new dimension in the field of rural development to fulfill the objectives of democratic decentralization, politicization and modernization at the rural level through active leadership. At the same time it is observed that Panchayati Raj System was not implemented faithfully in most of the states due to the indifferent attitude of bureaucrats that caused failure than success over many developmental programmes. In this direction suggestion has been made that emphasis on Gram Sabha for ensuring decentralized democracy has to be increased and regular social audit has to be taken up. The study revealed that panchayat members are not

provided with required powers and lack of quality in leadership creating problems to mobilize mass people to participate in Gram Sabha and to deal with the rural problems through ensuring peoples participation. Thus, the need of an alternative institution like NGOs was urgently felt. NGOs were been accepted as community based, accountable and capable of reaching the unreached easily with their innovative ideas, research and advocacy. It has also been observed in different literature (Ambedkar & Shrikant: 2004; Panda: 2003, Hussain & Sinha: 2002) that NGOs were successful enough to mobilize the people with the local resources for the purpose of achieving desired goal. NGOs were given the responsibility to conduct different training programmes for the elected officials, functionaries of the PRIs. To do these, NGOs need to maintain proper accountability and transparency to maintain their integrity. It is also understood from the study that simplification of rules for providing assistance to voluntary organization and a decentralized system of funding encouraged growth of middleman, corruption and much abuse and misuse of funds. To deal with these problems, the literatures further highlighted that there is a need to establish harmonious and well co-ordinated relationship between NGOs and PRIs. Literature showed that NGOs have been working as partner with Government Organizations in implementing rural development programmes and many other fields like health, education, income generation etc. Studies (Mahajan: 2002; Prabhakar: 2010) suggested that NGOs need to collaborate with the initiates of the GOs in addressing issues related to poverty and social justice. Government organizations are in need of cooperation & collaboration from other than Government institutions to reach to the poor. Study reveals that all round progress of society is not possible without active GO-NGO Partnership. But to continue the Partnership both the parties need to be accountable, need to maintain proper coordination between NGOs and the GOs like mutual trust and respect etc. Against these backdrops, it can be said that the discussion focused only on Rural Development and intervention of NGOs in promoting Panchayat members and also viewed GO-NGO Partnership in the present day scenario. Due to GO-NGO partnership many changes have been taking place. The level of awareness and participation has been increasing day by day. The reviewed literature talked about partnership but these literatures missed few areas in partnership like the pattern of partnership, process of funding, criteria that GOs follow while working with NGOs, roles of an NGO in partnership work, problems faced by both the parties etc. So the discussion had opened a new scope for further research in the field of GO-NGO partnership. So, this study is devoted in finding out the roles and responsibilities of NGOs in partnership work along with the challenges that both GO-NGO have been facing in partnership work.