



## **DIPLOMA IN RURAL DEVELOPMENT**

### **DRD-04**

#### **Rural Development Institutions & Entrepreneurship**

Block

# **3**

## **INSTITUTIONAL LINKAGES FOR RURAL DEVELOPMENT**

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### **Unit – 1**

**Institutional Linkages for Rural Development – Need for Readjustment of Rural Development Strategies – Right to Information Act and Rural Development**

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### **Unit – 2**

**Community Based Organizations (CBOs): Watershed Committees-Village Forest Committees-Water Users Associates- Integration of CBOs with PRIs-Role of CBOs in Sustainable Rural Development**

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## DIPLOMA IN RURAL DEVELOPMENT

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## Unit – 1

### Institutional Linkages for Rural Development – Need for Readjustment of Rural Development Strategies – Right to Information Act and Rural Development

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#### Learning Objectives:

After completion of this unit, you should be able to:

- *Identify important institutions helping in rural development*
- *List the grassroots level institutions involved in rural development*
- *Explain the need for readjustment of Rural development Strategies*
- *Describe the Right to Information Act helping in rural development*

#### Structure:

- 1.1 Introduction
- 1.2 Institutional Linkages for Rural Development
  - 1.2.1 Major institutions involved in rural development
  - 1.2.2 Linkage of Grassroot Level Organisations for Rural Development
- 1.3 Need for readjustment of Rural Development Strategies
  - 1.3.1 Poverty Alleviation Programmes
  - 1.3.2 Beneficiaries
  - 1.3.3 Village Panchayats
  - 1.3.4 Social Transformation
  - 1.3.5 Capacity Building of rural poor
  - 1.3.6 Development of Project Proposals
  - 1.3.7 Cost Effectiveness
  - 1.3.8 Credit and Marketing
- 1.4 Right to Information Act and Rural Development
  - 1.4.1 Right to information
  - 1.4.2 RTI and Rural Development
- 1.5 Let Us Sum Up
- 1.6 Key Words
- 1.7 References



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## **1.1 Introduction:**

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This is one of the units in the course ‘Rural Development Institutions and Entrepreneurship’. The purpose of the unit is to acquaint you with the institutional linkages helping in rural development and the role played by Right to Information (RTI) Act in rural development. Different organisations created by the Government in the form of various development departments and Panchayati Raj Institutions (PRI) are not adequate to serve large heterogeneous sections of the rural communities. Hence, the developmental agencies felt the need to promote different types of grassroot level organisations to facilitate the process of sustainable development.

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## **1.2 Institutional Linkages for Rural Development:**

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### **1.2.1 Major institutions involved in rural development:**

There are various institutions which are actively working for the rural development in India with the aim to alleviate rural poverty. The utility of these organisations is dependent on the problems faced by the community. Major institutions involved in developing rural economy are discussed briefly hereafter.

The Zilla Parishad (ZP) stands at the apex of the three-tier structure of the Panchayati Raj system. The District Rural Development Agency, the Scheduled Tribes Co-operative Financial Corporation and other development institutions function under the chairmanship of the Zilla Parishad. The Panchayat Samiti at the block level is the second on the three-tier structure of the Panchayati Raj system. Important Organisations existing in rural areas are the Gram Panchayat (GP), Anganawadis, Primary and Secondary schools, Primary Health Centre, Veterinary hospital, Banks and Cooperatives for credit and input supplies and the office of the Village Level Worker for Agricultural Extension. Except Cooperatives, the other organisations are supported and controlled by the State Government.

Commercial banks, Regional Rural Banks which are sponsored by commercial banks and credit cooperatives were established to disburse credit in rural areas.



Various levels of People's Organisations (POs) such as Self Help Groups (SHG) and their Federations, Users groups, Village Level Planning Committees, Input Production Centres and Marketing units are some of the institutions which play a critical role in providing sustainable livelihood to rural communities. These institutions play different roles at different levels to support the rural families in their livelihood.

Marketing services are presently being provided by the Agricultural Marketing Boards, Milk Cooperatives and Federations.

### **1.2.2 Linkage of Grassroot Level Organisations for Rural Development:**

The Gram Panchayat has a predominant role in implementing almost all the development programmes launched by the Government. The intention of the Government is to empower the local bodies at the grassroots level to promote micro-level planning, implement various need based development programmes and ensure transparency. The Gram Panchayats are expected to develop their plans through a participatory approach and discuss such plans in the Gram Sabha.

Although the Gram Panchayats have the responsibility of implementing various development programmes, they are not equipped with necessary staff and skills for implementation. Such responsibilities can be undertaken by People's Organisations, with greater efficiency. This practice is ideal for ensuring transparency in all public dealings while providing opportunity for the local people to generate additional employment. The members of the Gram Sabha and strong local organisations can influence the Gram Panchayats to adopt such a system.

Agricultural extension services are provided at the block level by Village Development Officers (VDOs) and extension officers and by the Zilla Panchayat through Gram Sevaks.

Cooperative credit societies were promoted to ensure credit needs of farmers. However, many of these credit societies are not functional and many farmers who have availed of loans have turned defaulters. With the failure of these organisations, new organisations such as SHGs, micro-finance organisations,

users' groups and growers' associations have emerged. Farmers' Service Societies was initiated to provide a national network of integrated credit services.



It has been observed that most of the People's Organisations (POs) are very active in the initial stage as the members are in need of various services for improving their socio-economic conditions. Subsequently, with their success in generating gainful self-employment, their interest and involvement taper down and the functioning of these POs are affected. Therefore, the POs can entrust some of their roles in providing services to private entrepreneurs. Such a strategy will ensure the quality of the services provided on behalf of POs, while the members can effectively monitor the programme based on the time available with them.

Only a few water users' organisations, Farmers' Organisations, Sugar Cooperatives, Milk Unions, Fruit Growers Cooperatives, Coffee and Tea Growers' Associations, etc. which provide marketing services are fairly successful because of their professional approach to manage the business. The reason for their success is their direct linkage with livelihood. Development of village level farmers' organisations which can directly deal with reliable business houses or trade outlets should also be encouraged. These organisations need to have strong linkages with various support organisations such as Technology Development Institutions and Financial Institutions, Industries and Market outlets to sustain their efficiency and utility. To establish such linkages, village level growers' organisations will have to be strengthened. Industries can play a significant role in strengthening such market oriented village level organisations.

Self Help Groups can plan for promoting micro-enterprises by individual families as well as by the group. They can also organise procurement of agricultural inputs, credit, technical services and marketing of the produce. Several SHGs can jointly form a village level or block level Farmers' Association or Cooperative Federation to organise technology transfer, processing, marketing and other services.

Voluntary Organisations working at the block level can play a significant role in capacity building of the SHGs and Farmers' Organisations and facilitate a close link between the SHGs and Gram Panchayat. NGOs are good in motivating the poor farmers to build their capabilities to participate in various development

programmes. They can also help the SHGs to organise processing and marketing of the produce through various industries and consumer organisations.



As the members of the SHGs and Farmers' Organisations form the Gram Sabha, these enlightened members take active part in the deliberations of the Gram Sabha. The office bearers of various village level organisations such as cooperative societies, banks, mahilamandals, youth groups, farmers' associations and voluntary agencies should take part in meetings and influence the Gram Panchayat to implement various development programmes through People's Organisations (POs). Some of these institutions can also assume the role of facilitators of the Gram Sabha and form a link between the Gram Panchayat and Gram Sabha.

Hence, the rural development programmes should identify the problems of the poor and address the local needs instead of forcing them to accept pre-conceived plans. The programmes should facilitate sustainable management of natural resources and environmental protection and lead to better quality of life. The participating families should take active part in the programmes. There should be equal opportunity for the weaker sections of the society and women. With good linkage with various institutions at the village level, the community will be able to monitor the services provided by the Government and take maximum advantage for their economic development. The organizational and institutional arrangements should be reoriented towards integrated rural development.

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### **1.3 Need for readjustment of Rural Development Strategies:**

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Rural Development signifies not only the aggregate development of the area but the development of the people living there. The process of rural development covers rural environment, rural poor and other weaker sections of the rural community. The objectives of rural development strategies include sustained increase in per capita output and income, expansion of productive employment, greater equity in distribution of growth, and adequate provision of infrastructure and other amenities which promote socio-economic growth. These strategies are

designed to improve the economic, social and cultural life of a specific group of people living in the rural areas.



The government at the Centre and in the States have implemented a variety of programmes to alleviate the lot of the poor. These programmes are either beneficiary-oriented or aim at development of infrastructure. New programmes were introduced as and when necessary. But there have been identical areas of weaknesses and shortcomings in the sphere of implementation. In the absence of well planned development programmes and efficient delivery systems, most of the resources do not benefit the target groups. It has been reported that only 18% of the rural development budget reaches the target families, while the rest is wasted due to inefficient delivery systems or drained out. Hence there is a need for readjustment of rural development strategies.

### **1.3.1 Poverty Alleviation Programmes:**

The strategy of direct attack on poverty cannot be sustained if the overall growth of the economy is slow and the benefits of such growth are inequitably distributed. It is necessary to ensure that the pattern of overall economic growth is such that it generates adequate income for the poorer sections. The programmes for poverty alleviation should be regarded as supplementing the basic plan for overall economic growth.

### **1.3.2 Beneficiaries:**

Rural poor pass through series of problems which affect their survival and quality of life. These problems can be grouped into four broad categories namely livelihood, health, education and social development. Problems of livelihood are more serious and need immediate attention of the development agencies. Owing to the illiteracy and weak economic position of the beneficiaries and the existence of a chain of intermediaries, only a small portion of the intended outlay reaches the actual beneficiaries. Employment programmes can provide secure wage-income to the poor through the creation of durable community assets. Group oriented activities for beneficiaries should be taken up through promotion of co-operatives, registered societies and informal groups.



### **1.3.3 Village Panchayats:**

The Panchayati Raj Institutions ensure decentralized planning and implementation of rural development programmes along with the participation of people at the grass root level. The administration, design and strategy of rural development should be entrusted to village panchayats. The organization of villagers in rural areas is necessary for any sustainable development. The Gram Sabha should raise the resources and should operate with the co-operation of the people and the state to achieve rural development. The Panchayats, co-operatives, banks and schools should work in a coordinated manner. In the absence of structural reform of property laws, election reforms and socio-economic reforms, Panchayati Raj will not be an effective administrative apparatus.

### **1.3.4 Social Transformation:**

Each sector should give importance to growth, productivity, stability, participation and population reduction. The economic betterment of the rural poor can be brought about through social transformation involving structural changes, educational development, growth in awareness and change in outlook, motivation and attitudes. Social evils such as drinking, smoking, drugs should be eradicated.

### **1.3.5 Capacity Building of rural poor:**

The various programmes should aim at creating opportunities to the rural poor for their capacity building such as creating avenues for employment and access to basic amenities like drinking water, housing, roads and electricity.

### **1.3.6 Development of Project Proposals:**

Based on the local needs and available opportunities, it is preferable to prepare a project proposal for raising financial resources and implementation. The proposal should cover various aspects such as infrastructural needs, identification of the target groups and the activities to be undertaken. All these details can be systematically presented in the proposal.



### **1.3.7 Cost Effectiveness:**

Poverty alleviation programmes should be cost effective. There must be minimization of leakages. Sufficient flexibility must be ensured in the choice of activities in different regions in keeping with the specific circumstances of the area concerned. The effective implementation of the programmes can be brought about by better planning at the district level involving various departments with a tighter organizational set up to ensure optimal use of resources and close monitoring.

### **1.3.8 Credit and Marketing:**

Apart from mobilising people, infrastructure is also necessary to organise input supply, finance, post production processing and marketing of the product. In livelihood projects, realisation of benefits in the form of cash and kind is the indicator of success. Hence, market plays a very crucial role in sustaining the development programme. For the success of any rural development programme, there is a need for a strong local organisation having a strong linkage with technology centres, financial institutions and marketing network. All funds have to be channelized through banks and co-operatives.

Thus, for successful economic development, rural development strategies should focus on equal distribution of natural resources, good extension network for transfer of technology, infrastructure for timely distribution of inputs and marketing network to procure, process and distribute the produce. Moreover what is required is to build up local leadership and make people feel that they can become responsible to themselves. Development work in future needs intricate designing. The state governments are required to work out systematic and comprehensive training programmes to train the representatives of Panchayati Raj Institutions and to generate awareness among the masses at the grass root level to strengthen the Gram Sabha.

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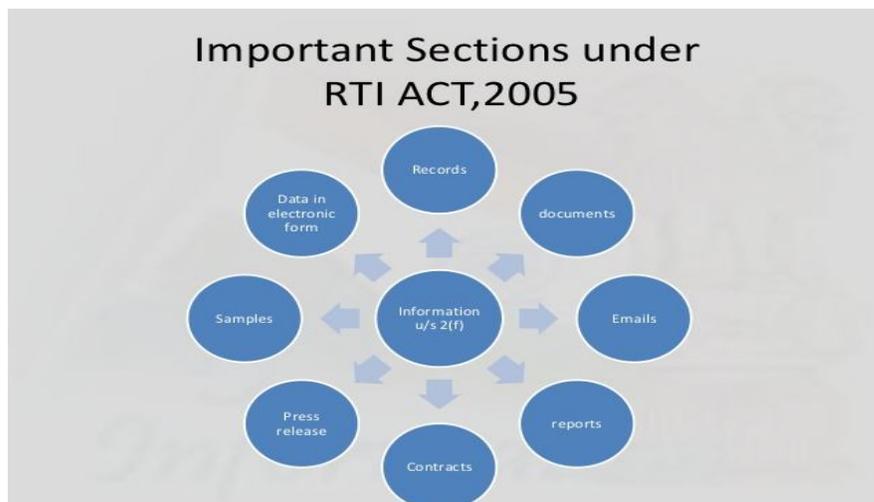
## 1.4 Right to Information Act (RTI) and Rural Development:

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### 1.4.1 Right to Information:

Right to information (RTI) is a basic democratic right existing in almost all functional democracies. The concept has caught the limelight because of its inclusion as an aspect of good governance popularised by the World Bank. The highest judiciary in many judgments has ruled that the right to information is a fundamental right flowing from the freedom of speech and expression guaranteed under Article-19 (a) of the Constitution, and the Indian Parliament has passed the RTI Act-2005 in the budget session to give effect to the concept.



**Source:** [www.slideshare.net](http://www.slideshare.net)

### 1.4.2 RTI and Rural Development:

Rural Development in general and poverty alleviation and employment generation in particular, are the biggest challenges before the planners and policy makers of India. Today rural India is marked by high incidence of poverty and illiteracy, widespread disease, considerable unemployment, prevalent malnutrition level among children and woman and the masses at large, existence of miserable rural infrastructure like roads, electricity, primary health, drinking water etc, traditional way of farming, lack of irrigation facilities and many other socio-political problems. The failure in improving the rural scenario is attributed less to the formulation of appropriate policies, more to their implementation. The problem



lies in the unawareness on the part of people about the details of the programmes and prevalence of wide spread corruption during the execution of them. It is in these areas that the tool of 'right to information act' can make path breaking impact. The use of right to information can spread awareness among the masses about various ingredients of the developmental and welfare schemes. It can bring about openness and transparency in their implementation. This will help in facilitating the process of people's participation in both the policy formulation and implementation. The instrument of right to information can get hold of the official records and then can catch the discrepancy by comparing them with the ground realities.

#### **1.4.2.1 RTI and Public Distribution System (PDS):**

Hunger, malnutrition and occasional cases of saturation deaths in rural areas are causes of grave concern to any sensible individual. In order to ensure food security and to maintain the appropriate nutritional level among the population, the Government has put in place the Public Distribution System (PDS) which is supposed to make available the monthly rations to the people living below poverty line. Under the provision of Right to Information Act, the authorities are supposed to make some suo moto publicity of information about various issues of public concern. During the process of ascertaining the information on various issues, the members of public are likely to suggest remedial measures and alternative policy proposals on those issues. Once this is done properly, it would provide ample opportunities to the intellectuals, civil societies and common people to contribute rich inputs to the process of policy formation, decision making and their execution.

#### **1.4.2.2 RTI and the Poverty Alleviation and Employment Generation Schemes:**

Two national programmes, specifically aiming at ensuring food security and improving nutritional levels in rural areas by way of providing additional wage employment to the people, who are unskilled, are in operation. They are SGRY (Sampoorna Gramin Rojgar Yojana) and NFFW (National Food For Work) Programme. Another similar issue of concern is the flawed implementation and



prevalence of widespread nepotism, favouritism and slippery in the self-employment programmes like SGSY (Swarnajayanti Gramin Swarojgar Yojana), PMGY (Prime Minister's Gramodaya Yojana) etc. It is an open fact that wide spread embezzlement and irregularities take place during the implementation of such programmes. In order to check these, information about the list of beneficiaries of these programmes, the muster rolls, etc. may be sought by any individual or a group of people or any civil society organisation under RTI Act. Having got the list, the mentioned beneficiaries may be touched upon and enquired for cross verification if,

- (a) They have really been given the work, and
- (b) If given, then whether they were paid the according to the figures shown in the records.

The use of RTI, if done appropriately, would prove to be very effective in eliminating nepotism and favouritism and bring about transparency in the process of selection of beneficiaries and delivering good results.

#### **1.4.2.3 RTI and Rural Infrastructure:**

The next major issue of concern is the development of infrastructure in the rural areas. The central government schemes like the PMGY (Prime Minister's Gramodaya Yojana), IAY (Indira Awaas Yojana), and PMGSY (Prime Minister's Gram Sadak Yojana) and others are in operation for catering the rural infrastructure like roads, drinking water, electrification, housing etc. In order to make the system work effectively the records of the public works done in a village or an area for one or more financial yeas may be sought under the RTI for conducting social audit. Inspection may be done by physically going to the work sites in order to see if,

- (a) The works exist or not, and
- (b) If exist then whether the work done were of the satisfactory quality or not.

Similarly the imaginative and innovative use of RTI can address the problems of illiteracy, poor health and sanitary condition, under performance of anganwadis

and after all the underdevelopment of agriculture and irrigation in rural areas by ensuring the meaningful expenditure of the public money allocated for the purpose.



#### **1.4.2.4 RTI and the Panchayati Raj Institutions:**

The continuous RTI movement in the rural areas of different states may enable the people to be in a position to pressurise the governments of various states to incorporate some of the following suggestions for the effective functioning of the PRIs that hold the key to the development of rural areas.

1. It should be mandatory for the pradhans to properly inform the members of Grama Sabha about the timing and the purpose of the meeting.
2. The provision of quorum of the meetings is made mandatory before finalising the names of beneficiaries of the Poverty alleviation and Employment Generation programmes. The minimum presence of the women and the SC/ST members should also constitute the part of the quorum.
3. The plans of the development of rural infrastructure should be compulsorily approved, by way of signatures, by the Grama Sabha before the funds are released for their implementation.
4. All the necessary information should be suo moto displayed in Panchayat office notice board, and all the records of expenditure like bills, vouchers and muster rolls etc should be thrown open for public audit.

#### **1.4.2.5 RTI and participation of people in the development process:**

RTI facilitates the involvement and participation of people in the development process. During the process of ascertaining the information on various fields discussed above, the members of public are likely to suggest remedial measures and alternative policy proposals on those issues. Apart from this, under the RTI laws the authorities are supposed to make some suo moto publicity of information about various issues of public concern. Once this is properly done, it would provide ample opportunities to the intellectuals, civil societies and common people to contribute their rich inputs to the process of policy formulation, decision making and their execution.

The success of the RTI movement depends on the will of the politicians to pass an effective law, on the bureaucrats to change their mindset and adapt it to the concepts of good governance, and on the civil society to maintain constant pressure on the government apart from popularising the concept and giving direction to populace. There should be an effective RTI Act both at the central and the state level. The government should be made responsible to publicise the various provisions of the act. Then only it will be possible to empower the poorest individual of the remotest rural area of the country and would usher the era of democracy at work, at the grass root.



### **Check Your Progress - I**

**Note:** a) Use the space provided for your answers.

b) Check your answers with the possible answers provided at the end of this unit.

1) What are the major institutions involved in rural development?

Ans.



2) How can Right to Information Act help in rural development?

Ans.

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### **1.5 Let Us Sum Up:**

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The village community will be able to monitor the services provided by the Government and take maximum advantage for their economic development through good linkage among various institutions like People's Organisations (POs) at the village level and government organisations like the Gram Panchayat, Anganawadis, primary and secondary schools, Primary Health Centre and others. The use of right to information can spread awareness among the masses about various aspects of the developmental and welfare schemes.

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## 1.6 Key Words:

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- **Gram Panchayat:** In the structure of the three tier Panchayati Raj, the Village or Gram Panchayat is the lowest unit.
- **Self Help Group:** A Self Help Group (SHG) is a village-based financial intermediary committee usually composed of 10–20 local women or men.
- **Right to Information Act:** the authorities are supposed to make some sue motto publicity of information about various issues of public concern.

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## 1.7 References:

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1. Vasant Desai: A Study of Rural Economy.
2. Misra & Sharma: Problems and Prospects of Rural Development.
3. Pandey P.C.: Rural Development in India.
4. Sharma & Malhotra: Integrated Rural Development.
5. Rajasekher D,N.K.Bhat and Neil Wuebster : People Centered Rural Development–NGOs and Decentralized Government.

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## Unit – 2

# Community Based Organizations (CBOs): Watershed Committees- Village Forest Committees-Water Users Associates- Integration of CBOs with PRIs-Role of CBOs in Sustainable Rural Development

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### Learning Objectives:

After completion of this unit, you should be able to:

- *enlist characteristics of a good Community Based Organization (CBO)*
- *describe objectives and functioning of watershed committee*
- *describe the importance of integration of CBOs with Panchayati Raj Institutions*
- *explain the role of CBOs in Sustainable Rural Development*

### Structure:

- 2.1 Introduction:
- 2.2 Community Based Organizations (CBOs):
  - 2.2.1 Definition
  - 2.2.2 Gandhian Approach to Community Organisation
  - 2.2.3 Characteristics of CBOs
  - 2.2.4 Principles of Community Organization
- 2.3 Various Community Based Organizations (CBOs):
  - 2.3.1 Watershed Committees
  - 2.3.2 Village Forest Committees
  - 2.3.3 Water User Associates
- 2.4 Integration of CBOs with PRIs:
  - 2.4.1 Need for Integration of CBOs with PRIs
  - 2.4.2 Convergence of CBOs with PRIs envisages
  - 2.4.3 SHGs and PRIs
  - 2.4.4 Convergence of CBOs with PRIs in Odisha
- 2.5 Role of CBOs in Sustainable Rural Development:
  - 2.5.1 CBOs and Development Programmes
  - 2.5.2 CBOs and Community Empowerment
  - 2.5.3 CBOs and Community Resource Mobilisation
  - 2.5.4 CBOs and advantage of Cost Effectiveness
  - 2.5.5 Strategies for Strengthening CBOs

- 2.6 Let Us Sum Up:
- 2.7 Key Words:
- 2.8 References:
- 2.9 Check Your Progress – Possible Answers



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## **2.1 Introduction:**

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This is the second unit of the course of 'Rural Development Institutions and Entrepreneurship'. The purpose of the unit is to acquaint you with the various Community Based Organizations (CBOs) like Watershed Committees, Village Forest Committees and Water User Associates which are democratic instruments leading to sustainable social change. Integration of CBOs with the PRIs ensures people participation in making, adjusting, or controlling the major changes taking place in their communities.

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## **2.2 Community Based Organizations (CBOs):**

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### **2.2.1 Definition:**

Community organization covers a series of activities at the community level aimed at bringing about desired improvement in the social well being of individuals, groups and neighbourhoods. One of the leading authors on the subject, Murray G. Ross, wrote in his book "Community Organization" (Harper & Row, 2nd edition, 1967): "Community Organization is a process by which a community identifies its needs or objectives, orders (or ranks) those needs or objectives, develops the confidence and will to work at these needs or objectives, finds the resources (internal and/or external) to deal with these needs or objectives, takes action in respect to them, and in so doing extends and develops cooperative and collaborative attitudes and practices in the community." It is known to lead to greater understanding of community context.

The following definition of a CBO was created during the 2002 and 2003 planning meetings and adopted by members of National Community Based Organization Network at the NCBON Organizational Meeting in Washington DC in 2004:-



A Community-Based Organization (CBO) is one that is driven by community residents in all aspects of its existence. This means-

- The majority of the governing body and staff consists of local residents,
- The main operating offices are in the community,
- Priority issue areas are identified and defined by residents,
- Solutions to address priority issues are developed with residents, and
- Program design, implementation, and evaluation components have residents intimately involved, in leadership positions

In developing countries, the community-based organizations, which are "bottom-up" organizations, are more effective in addressing local needs than larger charitable organizations. These organizations lead to greater understanding of community context.

### **2.2.2 Gandhian Approach to Community Organisation:**

Gandhian concept of community organisation emphasised the reconstruction of the community rather than the development of an entirely new community. According to Gandhi, the basic element of a community is mutual co-operation and common sharing. For him the village is the basic community with geographical limitation where a number of families come together and co-operate to build a common life. It is through the construction of the village community, Gandhi aims to realise the goal of reconstructing the 'Sarvodaya Social Order'.

### **2.2.3 Characteristics of CBOs:**

The fundamental characteristics of community organisation are:

- co-operative spirit: people unite together to address an issue through democratic involvement.
- community planning: people are engaged in planned collective action in order to deal with their needs and problems.
- community action and mobilization: people learn skills to help themselves and others leading to community building.
- promotion of community change: collective strength of the people, better teamwork and adopting scientific methods brings about comprehensive development within the community.

- influence within larger systems: people are stimulated and encouraged to bring about changes which are acceptable to them and put in to practice by them.



Within community-based organizations, there are many variations in terms of size and organizational structure. Some are formally incorporated, with a written constitution and a board of directors (also known as a committee), while others are much smaller and are more informal.

#### **2.2.4 Principles of Community Organization:**

Principles of community organisation are the guiding rules for sound practice which ensure dignity, freedom, security, participation and wholesome life of every individual. In India, Siddiqui in 1997 worked out a set of principles based on the existing evidence based indigenous community organization practices.

1. The Principle of Specific Objectives
2. The Principle of Planning
3. The Principle of Active Peoples Participation
4. The Principle of Inter-group approach
5. The Principle of Democratic functioning
6. The Principle of Flexible organisation
7. The Principle of Optimum Utilisation of available resources
8. The Principle of Cultural orientation

Some of the community based organizations or people's organizations are Self Help Groups, youth groups, watershed committees, village forest committees, water users' association etc.

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### **2.3 Various Community Based Organisations (CBOs):**

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#### **2.3.1 Watershed Committees:**

More than 200 million of the rural people in India live in rainfed agricultural areas. An insight into the rainfed regions reveals a grim picture of poverty, water scarcity, rapid depletion of ground water table and fragile ecosystems. Land degradation due to soil erosion by wind and water, low rainwater use efficiency,



high population pressure, acute fodder shortage, poor livestock productivity, underinvestment in water use efficiency, low levels of technology, lack of assured and remunerative marketing opportunities and poor infrastructure are important concerns of enabling policies. The challenge in rainfed areas, therefore, is to improve rural livelihoods through participatory watershed development with focus on integrated farming systems for enhancing income, productivity and livelihood security in a sustainable manner. The National Rainfed Area Authority (NRAA) has been set up in November 2006, keeping in mind the need to give a special thrust to these regions. A close analysis of various types of rainfed situations would reveal that soil and water conservation, watershed development and efficient water management are the key to sustainable development of rainfed areas. The watershed approach has been accepted as a major theme for development of rainfed areas with a view to conserving natural resources of water, soil and vegetation by mobilizing social capital.

#### **2.3.1.1 Watershed Area:**

A watershed can be defined as an independent geo-hydrological unit geo-hydrological unit, which drains into common point. It is based on the principle of proper management of all the precipitation by way of collection, storage and efficient utilisation of run-off water and use of groundwater that discharge to and receive discharge from streams, wetlands, ponds and lakes. A watershed may vary from a few hectares to several thousand hectares. Unit of development will be a watershed area of about 500 hectares each in watershed development projects. However, the actual area of a project may vary keeping in view the geographical location, the size of village etc. It comprises of a catchment area (recharge zone), a command area (transition zone) and a delta area (discharge zone). Under the Watershed Development Programme a watershed project is taken up for a period of five years, which includes an initial phase of 9-12 months for establishing the necessary institutional mechanism for execution of the project.

#### **2.3.1.2 Objectives of Watershed Committees:**

The broad objective of watershed Committees was the promotion of the overall economic development and improvement of the socio-economic conditions of the resource poor sections of people inhabiting the programme areas. Operation of



watershed management is ideal particularly where the rainfall pattern is very short, uneven and there is no support of major and minor irrigation systems to enhance agricultural production. Watershed is considered as the ideal unit for integrated management of soil, water and vegetation in a geographical region. As, benefits of green revolution have not been enjoyed by semi-arid tropical regions in the country, Watershed Development Projects were introduced with the following objectives:

- Developing wastelands/degraded lands, drought-prone and desert areas on watershed basis, keeping in view the capability of land, site-conditions and local needs.
- Preventing soil erosion
- Promoting the overall economic development and improving the socio-economic condition of the resource poor and disadvantaged sections inhabiting the programme areas.
- Mitigating the adverse effects of extreme climatic conditions such as drought on crops, human and livestock population for their overall improvement.
- Restoring ecological balance by harnessing, conserving and developing natural resources i.e. land, water, vegetative cover.
- Improve water availability and increase food, fodder, fuel and fibre on sustained basis.
- Encouraging village community for sustained community action for the operation and maintenance of assets created and further development of the potential of the natural resources in the watershed.
- Simple, easy and affordable technological solutions and institutional arrangements that make use of, and build upon, local technical knowledge and available materials.
- Employment generation, poverty alleviation, community empowerment and development of human and other economic resources of the village.

### **2.3.1.3 Components of Watershed Management:**

The important components of watershed management are:

- Soil and land management



- Water management
- Crop management
- Afforestation
- Pasture and fodder development
- Livestock management
- Rural energy management
- Other farm and non-farm activities
- Development of community skills and resources

#### **2.3.1.4 Principles of Watershed Management:**

The main principles of watershed management are:

- Utilising the land based on its applicability
- Protecting fertile top soil
- Minimising silting up of tanks, reservoirs and lower fertile lands
- Protecting vegetable cover throughout the year
- In situ conservation of rainwater
- Safe diversion of gullies and construction of check dams for increasing ground water discharge
- Increasing cropping intensity through inter and sequence cropping
- Water harvesting for supplement irrigation
- Maximising farm income through agricultural related activities
- Improving infrastructural facilities
- Improving socio-economic status of farmers

#### **2.3.1.5 Programmes under Watershed Management:**

Several Watershed Development Projects designed within this approach were, at different points of time, taken up by the Government of India.

- The Drought Prone Areas Programme (DPAP) was launched in 1973.
- The Desert Development Programme (DDP) was launched in 1977.
- DPAP and DDP adopted the watershed approach in 1987.
- The Integrated Wasteland Development Programme (IWDP) was launched in 1989 under the aegis of the National Wasteland Development Board.

- The National Watershed Development Project in Rainfed Areas (NWDPR) and the Watershed Development in Shifting Cultivation Areas (WDSCA) of the Ministry of Agriculture (MoA).



### **2.3.1.6 Implementation:**

Institutional Arrangements have been made at National, State and District Levels for the implementation of Watershed Programmes.

- **Nodal Agencies at the National level:**

Whereas each Ministry is free to set up its own mechanism to oversee watershed development programmes, a Nodal Agency may be set up at the central level in the Department for managing and implementing watershed development projects.

- **State Level Nodal Agency:**

A dedicated State Level Nodal Agency (SLNA) (Department / Mission / Society/ Authority) will be constituted by the State Government to ensure coordination among various Government Departments/Institutions and Voluntary Agencies. The SLNA will sign an MOU with the Departmental Nodal Agency setting out mutual expectations with regard to performance, timelines and financial parameters including conditions related to release of funds to SLNA. The SLNA will be required to review the programme and provide enabling mechanism to set up State Data Cell and ensure regular reporting to the Central Government.

- **District level Watershed Cell:**

A separate Cell, called the Watershed Cell cum Data Centre (WCDC) will be established at the district level, which will oversee the implementation of watershed programme in each district. It will be set up in DRDA/Zilla Parishad /District Level Implementing Agency/Department in all programme districts as per the convenience of the State Governments and strengthen the same with professional support in the districts implementing large number of watersheds with area more than 25,000 hectares. WCDC will function in close co-ordination with the District Planning Committee.



Watershed Development Team (WDT) set up by the Project Implementing Agency (PIA) guides the Watershed Committee (WC) in the formulation of the watershed action plan. The Watershed Committee shall constitute SHGs in the watershed area with the help of WDT from amongst poor, small and marginal farmer households, landless/assetless poor agricultural labourers, women, shepherds and SC/ST persons.

- **Watershed Development Projects at the Block level:**

The Watershed Development Projects under DPAP/DDP will be taken up in the Blocks notified under respective Programmes. Such Projects, under IWDP will generally be implemented in the Blocks other than those notified under DPAP/DDP as well as the Blocks having similar projects under International Cooperation Schemes such as Sustainability of Livelihood/Watershed Development projects funded by international donor agencies.

All the works/activities that are planned by Watershed Committees for the treatment and development of the drainage lines, arable and non-arable lands in the watershed area are completed with the active participation and contribution of the user groups and the community at large. Watershed Committees have helped in sustainable utilisation of available water, increase in cropping intensity and agricultural productivity, increase in income of farmers and landless labourers in the project area and increase in groundwater table due to enhanced recharge by watershed interventions.

### **2.3.2 Village Forest Committees:**

Poor people in the rural areas are more dependent on natural resources. They derive higher income and benefits from forests. Community based natural resource management has a great importance as Common Property Resource (CPR) users can create and sustain the local level institutions that ensure equitable access to income from resource management.



### **2.3.2.1 Joint Forest Management (JFM):**

The programme of Community Forest Management seeks to establish management 'partnerships' between village forest dependent communities and the state for the sustainable management and benefit sharing of forest. The National Forest Policy, 1988 aims to associate people actively in the protection, conservation and management of forests. Joint Forest Management (JFM), introduced in the 1990s, is a co-operative experiment where the foresters, NGOs and the local communities are involved in the regeneration of degraded forest land and management of resources. The stakeholders are ensured property rights in the management of forest resources under the system of JFM. Under JFM, the forest department (mostly a local forest official as the secretary of the committee) and the village community enter into an agreement to constitute a committee to jointly protect and manage the village forest. The key understanding in the arrangement is that in return for protecting forest land and helping in the regeneration and management of the said forest, people will be entitled to rights over dead fuel-wood and timber. But the community and the forest department are expected to share not just the benefits, but the responsibilities too. The JFM programme, over the past decade, has spread all over the country. The area under JFM is now 17, 331, 955.12 hectares and the number of groups involved 84,632 (Government of India (GOI), 2009, India State of Forest Report).

### **2.3.2.2 Forest Protection Committees (FPCs) and Vana Samrankhyan Samities (VSSs):**

Under Joint Forest Management initiative, the degraded national forests were handed over to the forest protection committees (FPCs) as community forest under a community based property rights regime. In response to the national forest policy and to ensure equity and social justice, the state governments, which are responsible for forest management under Indian constitution, have started encouraging the communities living nearby the state forests for formation of forest protection committees (FPCs) under JFM.

Odisha, which is located in the eastern part of India, is the first state to introduce the participatory approach in the forest management by forming a number of



FPCs in a bid to revive the degraded forest resources in the early 1990s. Forest Protection Committees (FPCs) were formed under the National Forest Policy of 1988 and Vana Samrankhyan Samities (VSSs) were formed under 1993 and 1996 resolutions. Apart from these there are several unregistered committees functioning simultaneously in the state. Till date, Odisha has the largest FPCs among all the Indian states.

Forest Protection Committee (FPC) is constituted by the Divisional Forest Office (DFO). The members will be selected from the concerned villages; the villagers will get 25 percent of benefits and can collect all the fallen twigs, grass, fruits, flowers, seeds (excluding cashew) and leaves. Though JFM gives back some of the original rights to the local communities, it still retains the power centre with the forest department.

### **2.3.2.3 Problems of participatory management of forests:**

Even when the local institutions have continued to function there have been a number of problems with their functioning:

- ***Decision-making authority***

Local communities find the VSS institution uncomfortable since it tends to erode the decision-making authority at the community level. It also disregards the traditional knowledge system of the community and instead has introduced a situation where the Forest Department plays an important role in decision-making relating to forest.

- ***Benefit sharing***

Benefits are shared between the government and the village community. As such there are problems of the level of incentive for hard work. The 1993 resolution for JFM by Government of Odisha provides for 50 per cent share in major or final harvest and a 100 per cent of intermediate produce to go the VSS. There is a feeling among community that this means 50 per cent of the benefits are taken away from it.



- ***Non-timber forest produce policy***

As per the JFM deal, VSS should get 100 per cent of the non-timber forest produce (NTFP), but VSS members and NTFP gatherers get only wages for collection of some of these products. Thus, even on supposedly jointly managed forest land, the co-managers are treated as mere labourers, which are to gather NTFPs and handover to state appointed agents at the state fixed prices. The state fixed prices are based on minimum wages principles and are not based on the value of the produce.

There are restrictions with respect to storage, transportation, marketing and processing of NTFPs. In practice these cause a variety of adverse effects on the livelihood options of indigenous communities.

- ***Tenure Security***

Under the existing JFM framework villagers have hardly any secure rights over forest. As such there is not much incentive on the members to ensure the growth of forest products on long terms basis. Even today the Forest Department holds most of the controls and powers over forests as well as systems of management.

Apart from protecting the village forests from further degradation, such participative management through VSS involving all the rural households, particularly the rural poor, promotes the social bond across families at the village level. This will help both poor as well as the non-poor.

### **2.3.3 Water Users' Association (WUA):**

Many developmental efforts, more so in water resource sector, have been implemented through participatory approach. It has been observed that Participatory Approach is crucial for management of irrigation projects for conserving and optimal utilization of resources. In 1987, the National Water Policy advocated "*Participation of users*" as one of the instruments for achieving the goal in water resources sector. The Vaidyanathan Committee on Pricing of Irrigation Water (Planning Commission 1992) suggested farmer's participation in the management of irrigation systems. Participatory Irrigation Management (PIM) refers to the programs that seek to increase farmers' direct involvement in system

management, either as a compliment or as a substitute for the state role. At present there are several organisations to ensure participation at various forms and levels through-out the country. Water Users' Association (WUA) has been registered for this purpose in various states in India.



### **2.3.3.1 Definition of Water Users Association:**

A Water Users Association (WUA) is a co-operative association of individual water users who wish to undertake water-related activities for their mutual benefit. The specific nature of the service that a WUA provides differs from case to case. WUA provides solution to problems arising due to non-irrigated fields because of undependable water flows, indiscriminate use of water by head-enders depriving the same to the tail-enders and inequitable distribution of water and resulting conflicts. Because member needs differs from one area to another, a WUA is normally established in response to the aspirations of its members. In states like A.P, Rajasthan, Odisha, Madhya Pradesh, Tamil Nadu, Maharashtra and Chattisgarh, the law enabling farmers participation in Irrigation management has come by the enactment of specific 'Farmers' Participation in Management of Irrigation Systems' laws. *Pani Panchayat* is the name first given to a movement by Mr. Vilas Rao Salunke for motivating farmers of Naigaon village of the drought-prone Purandhar taluka of Maharashtra in 1974.

### **2.3.3.2 Objectives of WUAs:**

- An efficient and equitable supply and distribution of water ensuring optimum utilization for improvement of agricultural production
- Scientific and systematic development and maintenance of irrigation infrastructure
- Management and maintenance of the irrigation system for effective and reliable supply and distribution of water
- Play coordinative role in recovery of irrigation water rates from the beneficiary farmers
- The protection of the environment and ecological balance



### 2.3.3.3 Scale of Operation of WUAs:

WUAs differ enormously from one another in their geographical scale of operation. One reason for this is that they are often federated upward in up to three tiers, each of which covers an area of operation of an entirely different order and performs substantially different functions for its members or member organizations. The government may delineate any command area to be a project area while requiring it to form a project committee for every project area. The Project Authority delineates every command area under each of the irrigation systems 'on a hydraulic basis which may be administratively viable' and declare it as Water Users area. It provides for establishing a Water User Association (WUA) for every Water Users area. Every WUA is to consist of all water users who are landowners in such Water User area as members. Further the project authority may also delineate every command area comprising two or more water users area as a Distributory Area. The WUAs at the primary level, the distributory committee at the secondary level and project committee at the project level is together referred to as *Farmers Organization*.

Pani Panchayat principles covered equity, demand management, rights of landless, community participation and sustainability of the resource. Its structure comprised of -

- Water user group for each lift irrigation scheme which in turn had a representation in the village level Pani Panchayat;
- Election of the representatives of the village level Committee;
- Decentralized decision making with public participation;
- Monthly meeting of the committee to review, plan work and resolve conflicts;
- Ensuring equitable water distribution;
- Collection of *Pani Patti*;
- Maintenance of the scheme.

### 2.3.3.4 Functions of WUAs:

The various functions of Water Users Association are:

(a) to prepare and implement a warabandi schedule for each irrigation season,



- (b) to prepare a plan for the maintenance, extension, improvement, renovation and modernization of irrigation system
- (c) to regulate the use of water among the various outlets under its area of operation
- (d) to maintain a register of landowners as published by the revenue department
- (e) to monitor flow of water for irrigation
- (f) to resolve the disputes if any, between its members and water users in its area of operation.

### **2.3.3.5 Rights of the WUAs:**

WUAs have the right:

- (a) to allocate water to non-members on agreed terms and conditions
- (b) to levy separate fees for maintenance of the system
- (c) to levy any other fee or service charges in order to meet management costs and any other expenses.

The right vested with the individual water user includes:

- Right to suggest improvements/modifications in water deliveries
- Right to get information relating to water availabilities, allocations, opening/closing of canals and outlets, period of supply, frequency, etc.
- Right to receive water as per specified quota for use
- Right to sell or transfer the water share to any other water user within the operational area of water users association with the permission of the members of the Association
- Right to participate in the General body meeting and receive annual reports
- Right to receive equitable benefits from the activities of the organization.

These rights of the water users are directly dependent on the availability of water with the Water Users Association. Thus, access to irrigation waters is at the base of the realization of all these rights both for the Association and also its members.

### **2.3.3.6 Pani Panchayats (WUAs) in Odisha:**

Government of Orissa adopted a policy of Participatory Irrigation Management (PIM) in State Water Policy of 1994 which emphasizes on transfer of irrigation



management to farmers. The necessity for farmer participation arose from the Government's assurance to the World Bank funded Orissa Water Resources Consolidation Project (OWRCP). As a component of this project, the Farmers Organisation and Turnover (FOT) programme has been given much significance. The main purpose of FOT programme is to entrust some responsibility to farmers through formation of PPs or WUAs which include the collection of water rates, distribution of canal water among water users, operation and maintenance of canal at lower level such as minor, sub-minor, distributary.

The Orissa Farmers Management of Irrigation Systems Act, 2002, called The Orissa Pani Panchayat Act, 2002, is a facilitating tool for the farmer participation. The first step made in this process of reformation was to hand over a part of the network of the canal system/irrigation for its Operation and Maintenance (O&M) to the farmers or the beneficiaries through 'Pani Panchayat'(PP) or WUAs. The farmers have been demonstrated about the utility and benefits of PPs. In this programme, PPs are created on a three tier systems with two informal associations and one formal association on hydraulic boundaries ranging from 300 hectares to 600 hectares of command area. At the lowest level, Chak Committee is formed taking three farmers, each one from head; middle and tail reach of the ayacut of an outlet. A representative called as chak leader of each of these chak committees is a member of executive of PP. The President, Vice President, Secretary and Treasurer of the PP or WUA are elected out of the executive body of concerned PP. It may be revealed that, all the water users are members of general body of the PP. At the project level, a federation of all WUA is established a formal but non-binding advisory role in mail system operation and maintenance known as Apex Committee. The executive members of the Apex Committee are elected out of the Presidents of all WUAs within the command area jurisdiction of the irrigation project. The PPs were registered as legal bodies to provide the required identity.

Farmers are suggested with measures for taking up of minimum maintenance work by themselves for ensuring free flow of water up to the tail reaches. They were also helped to organize water distribution in their jurisdiction, resolve disputes, if any, and adopt their own crop planning etc.

### **2.3.3.7 Biju Krushak Vikash Yojana (BKVY):**

The subsidiary of PIM is Biju Krushak Vikash Yojana (BKVY) which is unique model in the minor irrigation sector (flow as well as lift) of ensuring users participation right from the inception of project. The salient features of BKVY are that there is an open invitation to farmer to form themselves into registered PP to derive the benefit of irrigation assistance from the Government.

Thus, Pani Panchayats have been successful in overcoming the poor operation and management of the irrigation systems and have improved the agricultural productivity. All the Pani Panchayats have now become enthusiastic in taking up their respective canal systems for better control and management of irrigation water.

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## **2.4 Integration of CBOs with PRIs:**

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The three tier Panchayati Raj system was introduced to ensure people's participation in rural reconstruction. The 11<sup>th</sup> schedule mandates Panchayats to work for the poverty eradication and welfare of the people. For the realisation of the same and functioning of the Panchayati Raj system in a smooth manner, people's participation becomes important. The Panchayat being the democratically elected Government to whom the people have direct access can play a major role in making the people aware about their entitlements. It is only the people's initiatives and involvement which can bring about sustainable development.

The Government of India has also been encouraging voluntary action to mobilise the rural people. Several initiatives of the non-government organisations in the last two decades have had significant impact on the development. NGOs are promoting sustainable livelihood through dairy husbandry, water resource management, wastelands development and various income generation activities in several states.

Farmers in several states have established cooperatives for processing sugarcane, oil-seeds, milk, fruits and vegetables. With professional management and application of modern technologies, these organisations have brought economic





stability and eliminated exploitation by intermediary traders. To strengthen people's organisations, Self Help Groups (SHGs), comprising of poor families, have been promoted under the Ninth Five Year Plan (1997-2002). SHGs are one of those kinds of Community Based Organisations (CBOs) focusing on women empowerment, poverty eradication and addressing social issues at the local level.

Democratization and participation of the poor can be achieved by bringing about convergence between PRI and CBO. The convergence between the two brings about opportunities for local economic development and social justice. This comes about through demand generation for locally relevant development works that produce assets that can then be meaningfully used by the communities of the poor.

#### **2.4.1 Need for Integration of CBOs with PRIs:**

A conscious panchayat gets empowered in the process of working along with the strong community network of the poor. Hence, this approach foresees establishing the mutually beneficial relationship between the panchayat and the community in the process of undertaking poverty eradication measures, local economic and social development of the village. Such a linkage of the two could work best towards ensuring the livelihood and social security of the poor and vulnerable in the community.

Integration of CBOs with PRIs will lead to:

- Increase in the efficiency and reach of poor centric programmes
- Better participatory planning by the panchayat along with the community organization network
- Increased capability of the CBOs to demand for entitlements
- Democratically conscious community to help strengthen and sustain local government institutions.

#### **2.4.2 Convergence of CBOs with PRIs envisages:**

- bringing about a process oriented education in terms of social, economic and political empowerment of the community

- inclusion of the most marginalized sections of the society
- collective decision making by the rural poor
- awareness generation about one's rights and entitlements in the participatory approach in the whole process of local self governance.



Effective action on convergence for poverty reduction can be brought about through

- Strong, capable community cadre
- Facilitating institutional mechanism
- Relevant tools for planning & monitoring

#### **2.4.3 Self Help Groups (SHGs) and Panchayati Raj Institutions (PRIs):**

The efficiency and reach of the poor centric programs run by the Panchayats can be improved by making the CBOs an active participant in the implementation of the program. The CBOs can be used as an active tool by the Panchayats to realize many of the constitutional responsibilities. Grass roots level collectives help strengthening of Gram Sabha. The opportunity will give the CBOs to become sensitive towards their rights and capability to demand for entitlements. An empowered and democratically conscious community will in turn strengthen the effectiveness and delivery mechanism of the local government institutions. Formation of SHGs gives a platform for women to come out of their houses, from informal social networks, engage in thrift and credit activities, participate in the labour market, and in total move towards economic and social empowerment. SHGs and labour team network act as vehicle for information dissemination of different social development activities of the panchayat.

#### **2.4.4 Convergence of CBOs with PRIs in Odisha:**

Odisha Livelihoods Mission (OLM) was established in July 2011 under the National Rural Livelihoods Mission (NRLM) with an objective to enhance social and economic empowerment of the rural poor in Odisha through development of their self-sustained and community managed institutions. In furtherance of this objective, OLM has entered into a partnership for PRI-CBO Convergence with Kerala's State Poverty Eradication Mission – Kudumbashree, identified as a

National Resource Organization (NRO) by NRLM. The aim behind this project is to benefit those who are deprived either due to power structures, economic relations and vulnerabilities or all of the above through PRI capacitation, CBO strengthening and convergence between the two. The convergence pilot has been implemented in twelve panchayats in the four selected blocks of the districts – Malkangiri (Malkangiri), Gajapati (Gumma), Jajpur (Dharmasala) and Sundergarh (Balisankara).

#### COVERAGE OF PRI-CBO CONVERGENCE PROJECT:



**Source:** Odisha Livelihoods Mission, Odisha

Keeping in view the existing scenario at the grass root level and the fact that people have limited knowledge and access to the welfare services, it becomes important to bring existing CBOs and constitutionally mandated PRIs together to address the developmental needs of the people together.

## 2.5 Role of Community-Based Organizations (CBOs) in Sustainable Rural Development:

Participatory development is essential for sustainable development programme. Community-based organizations (CBOs) are often recognized as essential ingredients for rural community development. They provide various services towards the development of rural communities. CBOs seek to change behaviour through education, help communities to tap their own resources and skills and provide communities with the tools they may require to advance in the way they

deemed fit Community based organizations open ways for participation at grassroots level.



### **2.5.1 CBOs and Development Programmes:**

Though CBOs have a lower status and engage in a more limited range of activities than non-governmental organizations (NGOs), they are assuming an increasingly dominant role in a number of vital development programmes, such as community water and sanitation schemes, natural resources management and micro credit delivery. CBOs are useful to public organizations and to donor agencies, in particular, as channels for routing varied development services to rural communities.

### **2.5.2 CBOs and Community Empowerment:**

Community organizations help in bringing about socioeconomic transformation of their communities. CBOs help in decision-making process, providing members with adequate bargaining power, ensuring increased economic security, promoting community empowerment and serving as channels for organized local development. Residents who join local organizations have the opportunity to tap the 'we-feeling' that group solidarity generates, which is an essential social capital that the poor can rely on in times of need.

### **2.5.3 CBOs and Community Resource Mobilisation:**

CBO members are usually resident in the communities and are well connected. They are keenly aware of local needs and respond effectively and a lot more rapidly than either government agencies or NGOs. Further, they have often demonstrated the capability to mobilize community resources for grassroots development. The presence of large numbers of community groups and organizations in rural communities has the potential for generating social capital which the poor and vulnerable can rely on in times of pressing need. They provide opportunities for using local resources and skills to promote rural development

### **2.5.4 CBOs and advantage of Cost Effectiveness:**

CBOs do not employ professional staff to carry out their numerous activities. They rely on volunteer members for the discharge of their responsibilities and implementation of essential activities remains. They also contribute further to the

cost effectiveness advantage that accrues from their involvement in project implementation and management efforts at the local level.



### **2.5.5 Strategies for Strengthening CBOs:**

CBOs need various forms of support to enable them to make a productive contribution to rural development. These are effective leadership practices, regular networking and registered status.

- **Leadership building**

Good leadership has long been recognized as one of the critical elements in the effective functioning of community organizations. Development-oriented agencies that work in rural communities must endeavour to include CBO leaders in various training programmes organized for government officials and NGO staff. Training CBO leaders in project management, basic planning skills, gender-sensitive planning and related subject areas would expand their appreciation of the challenges of rural development.

- **Linkages and Networking**

Generally, CBOs have weak links with external development organizations. Through development activities in the communities, CBOs are able to gain the necessary strength to negotiate for better services and solicit development support from external agencies. They are also able to learn from each other; hence, less developed organisations and groups can improve upon their operations and keep abreast of new strategies relevant to their work as grassroots mobilizing agents. Both vertical and horizontal linkages should be encouraged, as they would strengthen CBOs in diverse ways.

- **Registering with official agencies**

Government agencies and donors have little idea of the kind of activities CBOs are engaged in and their impact on the livelihoods of marginalized and vulnerable persons. The attainment of registered status would pave the way for foreign organizations, donor agencies and even government departments to contact them

for collaborative development work that could prove beneficial to both CBOs and external agencies in a number of ways.



Thus, community development is the essence of CBO. Through community development, efforts of the people are united with those of government authorities to improve the economic, social and cultural conditions of communities, so as to integrate them into the life of the nations and to enable their people to contribute fully to national progress. Government extension agencies and NGO officials have a critical role to play in implementing these actions while ensuring that CBOs do not shift from their essential characteristics of being organizations based in the community, that rely largely on simple, informal methods of operating for the benefit of their members. Organizational structures, purposes and procedures of CBOs should not be imposed from outside but rather should be developed together with rural communities.

### **Check Your Progress - II**

**Note:** a) Use the space provided for your answers.

b) Check your answers with the possible answers provided at the end of this unit.

1) What are the fundamental characteristics of community organisation?

Ans.



2) What are the various Programmes under Watershed Management?

Ans.

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## 2.6 Let Us Sum Up:

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In developing countries, the community-based organizations, which are "bottom-up" organizations, are more effective in addressing local needs than larger charitable organizations. A Community-Based Organization is one that is driven by community residents in all aspects of its existence. Gandhian concept of community organisation emphasised the reconstruction of the community rather than the development of an entirely new community. Watershed Committees, Village Forest committees and Water Users' Association are some of the CBOs.

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## 2.7 Key Words:

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- **Community-Based Organisation (CBO):** CBO is driven by community residents in all aspects of its existence and covers a series of activities at the community level aimed at bringing about desired improvement in the social well being of individuals, groups and neighbourhoods.
- **Watershed Committees:** help in integrated management of soil, water and vegetation in a geographical region.

- **Water Users' Association:** seek to increase farmers' direct participation in the management of irrigation systems, either as a compliment or as a substitute for the state role.



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## 2.9 Check Your Progress – Possible Answers:

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### Check Your Progress I:

1) Major government organisations involved in rural development are the Zilla Parishad, Panchayat Samiti, Gram Panchayat, Anganawadis, Primary Health Centre, Banks and cooperatives for credit and input supplies and the office of the Village Level Worker for Agricultural Extension.

The non-government organisations are various levels of People's Organisations (POs) such as Self Help Groups, Users groups, Village Level Planning Committees, Input Production Centres and Marketing units etc.

- 2) The use of right to information can
- spread awareness among the masses about various ingredients of the developmental and welfare schemes.
  - bring about openness and transparency in their implementation.

### Check Your Progress II:

- 1) The fundamental characteristics of community organisation are:
- co-operative spirit: people unite together to address an issue through democratic involvement.
  - community planning: people are engaged in planned collective action in order to deal with their needs and problems.
  - community action and mobilization: people learn skills to help themselves and others leading to community building.
  - promotion of community change: collective strength of the people, better teamwork and adopting scientific methods brings about comprehensive development within the community.
  - influence within larger systems: people are stimulated and encouraged to bring about changes which are acceptable to them and put in to practice by them.

2) Some of the programmes taken up by the Government of India under Watershed Management are:

- The Drought Prone Areas Programme (DPAP): launched in 1973.
- The Desert Development Programme (DDP): launched in 1977.
- DPAP and DDP adopted the watershed approach in 1987.
- The Integrated Wasteland Development Programme (IWDP): launched in 1989 under the aegis of the National Wasteland Development Board.
- The National Watershed Development Project in Rainfed Areas (NWDPR) and the Watershed Development in Shifting Cultivation Areas (WDSCA) of the Ministry of Agriculture (MoA).

