PREFACE

In a bid to standardize higher education in the country, the University Grants Commission (UGC) has introduced Choice Based Credit System (CBCS) based on five types of courses *viz. core, discipline specific, generic elective, ability and skill enhancement* for graduate students of all programmes at Honours level. This brings in the semester pattern, which finds efficacy in sync with credit system, credit transfer, comprehensive continuous assessments and a graded pattern of evaluation. The objective is to offer learners ample flexibility to choose from a wide gamut of courses, as also to provide them lateral mobility between various educational institutions in the country where they can carry their acquired credits. I am happy to note that the University has been recently accredited by National Assessment and Accreditation Council of India (NAAC) with grade ''A''.

UGC (Open and Distance Learning Programmes and Online Programmes) Regulations, 2020 have mandated compliance with CBCS for UG programmes for all the HEIs in this mode. Welcoming this paradigm shift in higher education, Netaji Subhas Open University (NSOU) has resolved to adopt CBCS from the academic session 2021-22 at the Under Graduate Degree Programme level. The present syllabus, framed in the spirit of syllabi recommended by UGC, lays due stress on all aspects envisaged in the curricular framework of the apex body on higher education. It will be imparted to learners over the six semesters of the Programme.

Self Learning Materials (SLMs) are the mainstay of Student Support Services (SSS) of an Open University. From a logistic point of view, NSOU has embarked upon CBCS presently with SLMs in English / Bengali. Eventually, the English version SLMs will be translated into Bengali too, for the benefit of learners. As always, all of our teaching faculties contributed in this process. In addition to this we have also requisitioned the services of best academics in each domain in preparation of the new SLMs. I am sure they will be of commendable academic support. We look forward to proactive feedback from all stakeholders who will participate in the teaching-learning based on these study materials. It has been a very challenging task well executed, and I congratulate all concerned in the preparation of these SLMs.

I wish the venture a grand success.

Professor (Dr.) Ranjan Chakrabarti
Vice-Chancellor

Netaji Subhas Open University
Under Graduate Degree Programme
Choice Based Credit System (CBCS)
Subject : Honours in Public Administration (HPA)
Development Administration
Course Code : CC-PA-06

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BLOCK I

Unit-I

Meaning and Scope

STRUCTURE

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1.1.Objectives:

1. To understand the concept of development and how it relates to public administration.

2. To analyse the challenges and opportunities of development administration.

3. To develop critical thinking and analytical skills.

4. To promote ethical and socially responsible leadership.

1.2. Introduction:

Development Administration as an idea is a by-product of comparative study of Public Administration in the Third World which are making efforts to attain self-generated economic growth. The term 'Development Administration' is coined by U. L. Goswami in 1955. However, the formal recognition to it was given when the Comparative Administration Group of the American Society for Public Administration and Committee on Comparative Politics of Social Sciences Research Council of the USA laid its intellectual foundations. Later on it is popularised world-wide by the scholars like Edward W. Weidner, Fred W. Riggs, Joseph La Polombara, Albert Waterson. The essence of development administration is to bring about change through integrated, organised and properly directed governmental action.

In the recent past, the governments in most developing nations have shifted their focus on development by means of planned change and people's participation. With this shift of administrative concern towards developmental objectives the researchers and practitioners of Public Administration have been forced to conceptualise the developmental condition and bridge the gaps in the administrative theory. The growing welfare functions of the government have brought into the limelight the limitations of the traditional theory of administration. The essence of administration in the present conditions lies in its capacity to bring about change in the structure and behaviour of different administrative institutions, to develop an acceptance of the change, and to create a system that can sustain change and improve the capacity of institutions to change. All these calls for renewed efforts on the part of institutions engaged in the tasks of development. Thus development administration as an area of study and as means to realise developmental goals assumes importance. This unit will highlight the meaning andscope of development administration.

1.2. Understanding the Meaning of Development Administration:

The term Development Administration is a composition of two distinguished concepts i, e. 'Development' and 'Administration':

Development may be generally understood as a widely participatory process of directed social change in a society, intended to bring about both social and material advancement including greater equality, freedom and other valued qualities for the majority of people through their acquisition of greater control over their environment. Development in any particular country consists of a synergy of such development goals as promoting literacy, improving nutrition and health, limiting family size, or increasing productivity. The conceptual upbringing of Development Administration without a doubt largely belongs to western scholarship. However, the primary goal behind the origin of the development paradigm was to offer institutional and procedural models to the newly decolonized states of Asia, Africa and Latin America in the early 1950s. That is why development is the top priority for most national governments all over the world, especially for the Political Systems in the Third World. There are different spectacles or approaches to looking at development that include economic, psychological, dependency and diffusionist.

The term administration originated from the two Latin words i, e. 'ad' and 'ministiare' which means 'to serve'. The administration is etymologically any group activity for the accomplishment of a common goal. It is thus a process of management which is practised by all kinds of organizations from the household to the most complex system of the government.

According to Professor Nigro, "administration is the organization and use of men and materials o accomplish a purpose". Pfiffner has defined administration as "the organization and direction of human and material resources to achieve desired ends". The problem is that no unanimous definition of administration is available to serve the purpose of a general reader. Therefore a working definition of administration may be fabricated as the administration is concerned with the proper organization of men and materials to achieve desired ends. It consists of 'doing the work' or 'getting the work by others'.

1.3. Scope of Development Administration:

With the de-emphasis on the dichotomy between development administration and non-development administration, the scope of development administration as a discipline as well as a profession has increased enormously in recent years.

Firstly, the discipline or the study of development administration has focused on the progressive goals of administrative systems and thus has strengthened the ideological orientation of public administration.

Secondly, the values have taken a central place in the analysis of development administration. Second, these progressive goals are being studied in a very wide context involving political, economic, social, cultural and technological systems. Thus, the students of development administration are examining the variegated dimensions of political, economic, social, cultural and technological development in an objective manner.

Thirdly, Development Administration analysis is not confined to national boundaries, it transcends them and has rightly become cross-national and cross-cultural in its approach and orientation.

Fourthly, its expanding intellectual network has enveloped a number of branches of public administration that have their origin in a variety of functional administrative areas. For instance, areas such as industrial administration, agricultural administration, educational administration, health administration, and the continually growing intellectual network of development administration would encompass irrigation administration and social welfare administration.

Thus, development administration, going beyond the issues of large-scale transformation in developing countries, helps in strengthening the empirical base of public administration as a

discipline and thus makes it more 'rigorous'. Its ideas and lessons can be fruitfully utilised for facilitating the process of all-round development. Little wonder, development administration, during the past four decades, has influenced the whole notion of governance at the national as well as the international levels. In South Asia, as in other regions of Asia, Africa and Latin America, the concerns of holistic transformation of societies have penetrated into the philosophy and practices of governance.

The interdependence of Development Administration:

First, the meaning, Nature, Scope and Significance of political, economic, social, cultural and technological development has become a widely accepted truth. This has made the strategies of national transformation increasingly multi-faceted and ecological in orientation.

Second, the administrative system being the crux of the governance system has become an integral component of any process of change. It is impossible to conceive of 'development' in any realm without first examining the requisite role of the administrative system. What lends sustainability to the process of development is a sound administrative system that provides vitality and viability to the change process.

Third, the process of nation-building has become closely intertwined with the process of institution-building as a result of the thrust of development administration. Whether it is urbanisation, rural transformation, educational development, health improvement, women's welfare, childcare or technological growth, no organised development is possible without systematic planning, programming, coordinating, human resource management and administration of non-human resources. Thus, the dimension of effectiveness in the process of governance has taken a crucial place. Undoubtedly, this is the clear impact of the sprawling scope of development administration.

Fourth, the development administration has paved the way for a new 'humane' administration. It has propelled the promotion of enterprising and inspiring leadership that generates a motivational climate and induces the best among the personnel forming the network of development organisations. This has led to the expansion of the scope of development administration. And lastly, with the emergence of strong faith in the philosophy of liberalisation, globalisation, privatisation, and public-private partnership, the scope of development administration is transcending the public (government) systems and is influencing the functioning of even the emergent modified private sector that is learning the strategies of co-existing and co-functioning with the public system without in any way imbibing the dysfunctionalities of bureaucracies. In times to come, the scope of development administration is bound to further expand vertically as well as horizontally.

1.4. Conclusion:

In conclusion, development administration is a multidisciplinary field that encompasses a range of theories, policies, and practices aimed at promoting economic, social, and political development. It involves the management of resources and institutions, the formulation and implementation of policies and programs, and the promotion of participatory decision-making and accountability. The scope of development administration is vast, encompassing issues such as poverty reduction, environmental sustainability, gender equality, and good governance. The meaning and scope of development administration are continually evolving, reflecting changing social, economic, and political contexts. As such, understanding the meaning and scope of development administration is essential for those who seek to promote effective, ethical, and socially responsible leadership in the public sector.

1.5. Summing Up:

Development administration is a field that deals with managing resources and implementing policies and programs to promote economic, social, and political development. The scope of development administration is vast and includes issues such as poverty reduction, environmental sustainability, gender equality, and good governance. It involves the promotion of participatory decision-making, accountability, and the formulation of evidence-based policies. Understanding the meaning and scope of development administration is essential for effective, ethical, and socially responsible leadership in the public sector. Development administration is a continuously evolving field, reflecting the changing social, economic, and political contexts.

1.6. Glossary/ Keywords:

1. Development: A process of positive social change that aims to improve the economic, social, and political well-being of individuals, communities, and societies.

2. Administration: The management of resources, institutions, policies, and programs aimed at achieving organizational goals and objectives.

3. Public Administration: The management of public resources, institutions, policies, and programs aimed at promoting public welfare and the common good.

4. Development Administration: The management of resources, institutions, policies, and programs aimed at promoting economic, social, and political development.

5. Modernization Theory: A theory that suggests that economic growth and social change can be achieved by adopting Western models of development.

6. Dependency Theory: A theory that suggests that underdeveloped countries are exploited and dominated by developed countries, resulting in a cycle of dependency.

7. Participatory Development: An approach to development that emphasizes the active involvement of communities in decision-making and project implementation.

8. Decentralization: The transfer of power and decision-making authority from central to local government units.

9. Public-Private Partnership: A collaborative arrangement between the government and the private sector aimed at achieving shared goals.

10. Good Governance: The effective and responsible management of public resources, institutions, policies, and programs, characterized by transparency, accountability, and participation.

1.7. Model Questions (6,12,18):

1. What is development administration, and how does it differ from public administration?

2. What are the main theories and approaches that underpin the practice of development administration?

3. What is the scope of development administration, and what are the key issues and challenges that it addresses?

4. How does development administration promote participatory decision-making and community involvement in development processes?

5. What is the role of government, civil society, and the private sector in promoting economic, social, and political development?

6. What are the ethical considerations and challenges in development administration, and how can they be addressed?

7. How do policies and programs aimed at poverty reduction, environmental sustainability, and gender equality fit into the scope of development administration?

8. What is the role of monitoring and evaluation in development administration, and how can it be used to improve policies and programs?

9. How can decentralization and public-private partnerships be used to promote effective and sustainable development?

10. How has the meaning and scope of development administration evolved over time, and what are the implications for its practice today?

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<p style="text-align:center">Unit-II</p>

<p style="text-align:center">Features of Development Administratio</p>

STRUCTURE

2.1. Learning Objectives

2.2. Introduction

2.3. Features of Development Administration

2.4. Conclusion

2.5. Summing Up

2.6. Glossary/ Keywords

2.7. Model Questions (6,12,18)

2.8. Further Readings and References

2.1.Learning Objectives:

1. Understanding the basic concepts and theories underlying development administration, such as modernization theory, dependency theory, participatory development, and good governance.
2. Familiarizing oneself with the scope of development administration, including the key issues and challenges it addresses, such as poverty reduction, environmental sustainability, and gender equality.
3. Developing knowledge of the role of government, civil society, and the private sector in promoting economic, social, and political development.
4. Gaining an understanding of the ethical considerations and challenges in development administration, and developing skills in effective decision-making, policy analysis, and monitoring and evaluation.

2.2. Introduction:

Development administration is a subfield of public administration that focuses on promoting economic, social, and political development in developing countries. The features of development administration reflect its unique role in promoting positive social change by managing resources, institutions, policies, and programs aimed at improving the well-being

of individuals, communities, and societies. Development administration encompasses a wide range of activities, from poverty reduction and environmental sustainability to promoting gender equality and participatory decision-making. Understanding the key features of development administration is essential for practitioners and scholars alike, as it provides a framework for effective policy-making and program implementation. This essay will discuss the key features of development administration, including its basic concepts and theories, scope, role of government and other actors, ethical considerations, and decision-making processes.

2.3. Features of Development Administration:

There are certain distinct features of development administration. We would now discuss them briefly:

1. Change Orientation:

The first and foremost element of development administration is its change orientation. Change forms part of philosophic values of development administration. Development administration involves itself in establishing a new social order in which growth and distributive justice coexist. For PaiPanandikar the central theme of development administration is socioeconomic and political change. Development administration cannot be status-quo oriented. No development can take place unless and until it introduces certain positive changes in a system. Changes such as structural reorganisation of administration, innovative programme to increase production, remove unemployment, poverty etc., new schemes to improve employer-employee relations must form a part, of development administration.

2. Goal Orientation:

Developing countries are facing the problems of poverty, squalor, injustice, unequal distribution of wealth, lopsided agricultural growth, underdeveloped technology etc. These colossal issues need to be tackled systematically by fixation of priorities and goals. Development administration is the means through which the goals of development viz., social justice, modernisation, industrialisation and economic growth can be achieved.

3. Innovative Administration:

Development administration focuses on replacing/ improving the existing governing structures and norms with the ones that suit the changing political and social environment. In other words, development administration is one that is dynamic and progressive in thought and action. It is interested in identifying and applying new structures, methods, procedures,

techniques, policies, planning projects and programmes so that the objectives and goals of development are achieved with the minimum possible resources and time. India, for example, has experimented with many new institutions and procedures which can be termed as the hallmarks of development administration. We have introduced various development programmes like IRDP (Integrated Rural Development Programme), TRYSEM (Training Rural Youth for Self-Employment), NREP (National Rural Employment Programme), DWACRA (Development of Women and Children in Rural Areas), Tribal Development Programmes etc. These programmes broadly aim at the removal of unemployment, the creation of job opportunities and the reduction of poverty. We have also established some development agencies like the District Rural Development Agency, District Planning Cells, State Planning Boards, Co-operatives etc. Thus development administration has to be innovative enough in order to realise the pre-determined objectives of development. In fact, innovative and creative administration leads to speedy realisation of goals.

Client-Oriented Administration:

Development administration is positively oriented towards meeting the needs of the specific target groups, like small and marginal farmers of landless agricultural labourers and rural artisans in India. The sociocultural and politico-economic progress of these sections forms the essential basis of performance appraisal of development administrators. Many target group-centred or beneficiary-group-oriented organisations have to be created so as to provide these underprivileged sections with the requisite goods and services. It has been suggested that development administration is a 'people-oriented' administration which gives priority to the needs of its beneficiaries by preparing, reviewing and, if necessary, changing the programmes, policies and activities aimed at the satisfaction of the needs of people in question.

The administration is involved in the betterment of a lot of the deprived and the weak. Their upliftment becomes a part of the whole administrative ethos. The welfare of the weaker sections is a part of the administrative value. This feature points 'out the Development Administration: Concept and Meaning Concepts and Approaches are highly motivated and committed to a progressive philosophy aiming at cutting the roots of vested interests in society. 'This is possible if the people of initiative, extra dedication and perseverance are inducted into the development of administrative structures. Training of personnel can be one effective method of creating such a team. Development administrators should not just formulate plans for the people but even monitor them in such a way that the beneficiaries are actually benefited.

Participation-Oriented Administration:

Development administration accepts for its purposes the principle of the associative and participative system of administration. Here, people are not treated as mere passive recipients of benefits of goods and services. They are taken as active participants in the formulation and execution of development plans, policies and programmes. It is recognised that centralised administration will not only be unable to take cognisance of local problems in a realistic frame but it would also be deprived of the use of local initiatives, energies and resources. Hence, effective formulation of programmes and their implementation with the help and association of the local people is now a well-recognised principle of administration. It involves giving people an increasing share in the government's governance and management of developmental affairs. That is why the involvement of Panchayati Raj institutions in planning and administration has found renewed support in India's development strategy. Effective Co-ordination Since development implies increasing specialisation and professionalization, the number of agencies and organisations involved in development tasks has considerably gone up. In order to have the maximum benefit of this emergent administrative system, co-ordination between various administrative units and activities is essential. To achieve maximum results, wastage of resources, time and cost has to be avoided. Development Administration has to co-ordinate the activities of development agencies and organisations to integrate their efforts and energies for the realisation of development goals. This would even save the administration from the problems of duplication of functions, neglect of important functions and unnecessary focus on irrelevant or marginally relevant activities. It would thus minimise administrative lag.

Ecological Perspective Development administration shapes the environment-political, social and economic and also gets affected by it in turn. It is not a closed system. It receives feedback from the social system and responds to the demands put on it by the system. In a way, development administration is related to the environment and involves close interaction between the administration and the environment. The environment sets forth the operative parameters of development administration. It requires the qualities of flexibility and responsiveness in administrative actions and methods. The changes in administration affect its environment and changes in the environment also havea bearing on administration.

2.4. Conclusion:

In conclusion, the features of development administration reflect its unique role in promoting positive social change in developing countries. By managing resources, institutions, policies,

and programs aimed at improving the well-being of individuals, communities, and societies, development administration plays a crucial role in promoting economic, social, and political development. The scope of development administration encompasses a wide range of activities, from poverty reduction and environmental sustainability to promoting gender equality and participatory decision-making. Practitioners and scholars in this field need to have a good understanding of the key features of development administration to design and implement effective policies and programs. Furthermore, understanding the ethical considerations and challenges in development administration is essential for promoting sustainable and equitable development. Overall, the features of development administration provide a framework for achieving the ultimate goal of promoting human well-being and social justice in developing countries.

2.5. Summing Up:

Development administration is a subfield of public administration that focuses on promoting economic, social, and political development in developing countries. Its features include basic concepts and theories such as modernization theory and participatory development, a broad scope that addresses key issues such as poverty reduction, environmental sustainability, and gender equality, the role of government and other actors in promoting development, ethical considerations, and effective decision-making processes. Understanding the features of development administration is essential for designing and implementing effective policies and programs aimed at promoting human well-being and social justice in developing countries.

2.6. Glossary/ Keywords:

1. Modernization theory - A theory that suggests that economic and social development in developing countries can be achieved through the adoption of Western-style institutions and practices.
2. Participatory development - An approach to development that emphasizes the involvement of local communities in decision-making and implementation.
3. Poverty reduction - The process of reducing the number of people living in poverty and improving their living standards.
4. Environmental sustainability - The goal of ensuring that economic and social development is achieved in a way that does not compromise the ability of future generations to meet their own needs.

5. Gender equality - The goal of ensuring that men and women have equal opportunities and rights in all aspects of life.

6. Role of government - The government plays a crucial role in promoting development by providing policy frameworks, resources, and institutional support.

7. Ethical considerations - Development administration must take into account ethical considerations such as human rights, social justice, and environmental responsibility.

8. Decision-making processes - Effective decision-making processes are crucial for achieving development goals, and involve gathering and analyzing information, assessing options, and making choices based on evidence and stakeholder input.

9. Stakeholders - Individuals, groups, and organizations who have an interest or stake in a particular policy or program, and who can influence its implementation and outcomes.

10. Accountability - The principle that those who are responsible for implementing policies and programs should be answerable for their actions and outcomes, and that there should be mechanisms in place to ensure transparency and oversight.

2.7. Model Questions (6,12,18):

1. What are the basic concepts and theories underlying development administration?

2. What is the scope of development administration, and what key issues does it address?

3. What is the role of government, civil society, and the private sector in promoting development?

4. What are the ethical considerations and challenges in development administration?

5. How do effective decision-making processes contribute to achieving development goals?

6. Who are the stakeholders in development administration, and how do they influence policy and program outcomes?

7. How can accountability be ensured in the implementation of development policies and programs?

8. How does participatory development differ from other approaches to development?

9. What are the key strategies for reducing poverty and promoting environmental sustainability in developing countries?

10. How can gender equality be promoted through development administration?

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Unit-III

Background of Development Administration

STRUCTURE

3.1. Learning Objectives

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3.3. Background of Development Administration

3.4. Conclusion

3.5. Summing Up

3.6. Glossary/ Keywords

3.7. Model Questions (6,12,18)

3.8. Further Readings and References

3.1. Learning Objectives:

1. To understand the historical context and evolution of development administration as a field of study and practice.
2. To examine the role of colonialism and post-colonialism in shaping the development agenda and the institutions of development administration.
3. To analyze the various theoretical perspectives and debates surrounding development administration, including modernization theory, dependency theory, and post-development theory.
4. To explore the challenges and opportunities facing development administration in the current global context, including issues such as climate change, globalization, and political instability.

3.2. Introduction:

The study of development administration is closely linked to the broader field of development studies, which focuses on the economic, social, and political processes that shape the development of nations and regions. Development administration emerged as a distinct field of inquiry in the post-World War II period, as developing countries sought to modernize and industrialize their economies with the support of international aid agencies and multilateral organizations. However, the roots of development administration can be traced back to the colonial period, when European powers established bureaucratic systems of governance to manage their colonies and extract resources. Understanding the historical context and evolution of development administration is essential for grasping the complex challenges and opportunities facing developing countries in the current global context. This introduction will provide an overview of the key themes and debates in the background of development administration.

3.3. Background of Development Administration:

Development administration is a multidisciplinary field of study that seeks to understand and improve the governance and administrative systems of developing countries. The origins of development administration can be traced back to the colonial period, when European powers established bureaucratic systems of governance to manage their colonies and extract resources. The study of development administration gained prominence in the post-World War II period, as newly independent nations sought to modernize and industrialize their economies with the support of international aid agencies and multilateral organizations.

During the colonial era, European powers established a hierarchical system of governance in their colonies, which was designed to maintain social control and extract resources. Bureaucratic institutions were created to manage the administration of justice, collect taxes, and regulate trade. The colonial governments also established systems of education and health care to create a loyal and compliant workforce. These bureaucratic systems of governance became the model for post-independence governments, which inherited the institutions and administrative practices of the colonial era.

After World War II, the newly independent nations of Asia and Africa began to seek economic development and political autonomy. International aid agencies and multilateral organizations, such as the United Nations and the World Bank, provided technical and financial assistance to these countries to help them achieve their development goals.

Development administration emerged as a distinct field of inquiry, focused on the study and improvement of administrative systems in developing countries.

One of the key challenges facing developing countries in the post-World War II period was how to modernize their economies and achieve economic growth. The dominant theoretical perspective of the time was modernization theory, which posited that traditional societies could be transformed into modern industrial societies through a process of economic growth and technological innovation. This perspective emphasized the role of the state in guiding economic development and promoting social change.

However, the modernization approach was criticized for its Eurocentric and ethnocentric assumptions, which ignored the cultural, social, and political contexts of developing countries. Dependency theory emerged as an alternative perspective, which argued that developing countries were structurally disadvantaged by their position in the global economic system, and that international aid and multilateral organizations served to reinforce this dependency. This perspective emphasized the need for greater autonomy and self-reliance in developing countries, and the importance of addressing the root causes of poverty and inequality.

In recent years, post-development theory has challenged the assumptions and goals of traditional development approaches, arguing that the very concept of development is rooted in Western ideologies and values. This perspective emphasizes the need for alternative visions of development that prioritize social and environmental justice, cultural diversity, and local autonomy.

Therefore, the background of development administration is shaped by a complex interplay of historical, political, and theoretical factors. The legacy of colonialism, the post-World War II economic and political context, and the theoretical debates surrounding modernization, dependency, and post-development perspectives all contribute to the shaping of the field. Understanding the historical context and evolution of development administration is essential for grasping the complex challenges and opportunities facing developing countries in the current global context.

3.4. Conclusion:

In conclusion, the background of development administration is complex and multifaceted, shaped by a historical legacy of colonialism and the post-World War II context of economic

and political change. The development of bureaucratic institutions and administrative practices during the colonial era became the foundation for post-independence governments and the focus of development administration in the post-World War II period. The theoretical debates surrounding modernization, dependency, and post-development perspectives reflect the changing landscape of development discourse and the evolving challenges facing developing countries. Understanding the historical context and evolution of development administration is crucial for policymakers and scholars alike in developing effective strategies for promoting economic growth, social justice, and political stability in developing countries.

3.5. Summing Up:

The background of development administration is rooted in the colonial era where bureaucratic systems of governance were established to maintain social control and extract resources. These systems were inherited by post-independence governments, and the study of development administration emerged as a field of inquiry in the post-World War II period. The goal was to improve administrative systems in developing countries seeking economic development and political autonomy. Modernization theory and dependency theory emerged as theoretical perspectives, but were later challenged by post-development theory which prioritizes social and environmental justice, cultural diversity, and local autonomy. Understanding the historical context and evolution of development administration is important in developing effective strategies for promoting economic growth, social justice, and political stability in developing countries.

3.6. Glossary/ Keywords:

1. Colonialism: A system of political and economic domination by one country over another, typically involving the extraction of resources and the imposition of cultural and social control.
2. Bureaucracy: A hierarchical administrative system with a division of labor and standardized procedures, typically used by governments to manage and regulate society.
3. Post-World War II period: The period after the end of World War II in 1945, characterized by a shift towards international cooperation, economic and political restructuring, and the emergence of the Cold War.

4. Post-independence governments: Governments established in formerly colonized countries after gaining independence from their colonial rulers.

5. Development administration: The study of the administrative systems and practices used to promote economic and social development in developing countries.

6. Modernization theory: A theoretical perspective that posits that economic development is the key to modernization and social progress, and that this can be achieved through the transfer of technology and expertise from developed countries.

7. Dependency theory: A theoretical perspective that posits that underdeveloped countries are structurally disadvantaged in the global economy, and that their economic development is constrained by the exploitative relationship with developed countries.

8. Post-development theory: A theoretical perspective that challenges the dominant paradigms of development, and emphasizes the importance of local knowledge, cultural diversity, and environmental sustainability.

9. Social justice: The principle of fair and equitable distribution of resources and opportunities in society, regardless of social class, race, gender, or other identity markers.

10. Political stability: The ability of a government to maintain a stable and peaceful environment for its citizens, free from social unrest and political upheaval.

3.7. Model Questions (6,12,18):

1. What were the historical roots of development administration, and how did they shape the development of bureaucratic institutions in developing countries?

2. How did the post-World War II context influence the emergence of development administration as a field of study?

3. What were the key theoretical perspectives that emerged in the study of development administration, and how did they shape policy and practice in developing countries?

4. What were the main challenges faced by developing countries in promoting economic growth, social justice, and political stability through development administration?

5. How has the evolution of development administration been shaped by changing global political and economic contexts over time?

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Unit-IV

Administrative Development and Development Administration

Structure

4.1. Learning Objectives

4.2. Introduction

4.3. Administrative Development and Development Administration

4.4. Conclusion

4.5. Summing Up

4.6. Glossary/ Keywords

4.7. Model Questions (6,12,18)

4.8. Further Readings and References

4.1. Learning Objectives:

1. Understand the historical evolution and theoretical foundations of administrative development and development administration as fields of study.
2. Analyse the role of administrative development and development administration in promoting economic growth, social justice, and political stability in developing countries.
3. Evaluate the challenges and opportunities faced by administrative development and development administration in addressing the needs of marginalized and disadvantaged populations in developing countries.
4. Assess the impact of globalization and changing global political and economic contexts on the practice and theory of administrative development and development administration.

4.2. Introduction:

Development Administration and Administrative Development are interrelated concepts. Both are dependent on each other. Administration of development is as important as the development of administration. To achieve development goals it is essential that there is a proper assessment of resources, proper plan formulation, evaluation and. implementation, adequate involvement of people, emphasis on technological change and self-reliance. At the same time, we also need developed bureaucracy, integrity in administration, initiative, innovativeness, a delegation of powers, decentralised decision-making etc. Administrative development cannot take place without administrative change and reform. Both concepts support each other and the development of administration is needed for the administration of development. As per F. Riggs 'development administration and 'administrative development' have a chicken-and-egg kind of relationship. The superiority of one concept over the other cannot be established.

4.3. Administrative Development and Development Administration:

There is no uniform definition of development administration which is agreeable to all. But we can at least arrive at certain basic features and characteristics in order to understand the concept of development administration, we should try to understand the meaning of the concept viz., administration of development and development of administration.

Administration of Development:

Development is integral to the aims and activities of the government, especially in developing countries. Because of the paucity of resources, humans and materials in their counties, the need for making optimum utilisation of available means and augmenting new means assumes a great importanc. Development administration thus becomes a means through which the government brings quantitative and qualitative changes in an economy. The government is not only fixing priorities but also making efforts to realise them. Though Weidner is said to be the - first to conceptually explain the definition of development administration, many other scholars, like Riggs, Ferrel Heady, Montgomary, Gant, PaiPanandikar have attempted to define the term in their own ways. However, before we analyse the different definitions and meanings of the term, it should be mentioned that all of them agree that development administration is an effort towards the planned transformation of the economy involving not only the sphere of administration but also formulation of policies and indeed the society as a whole. It is an effort at the synchronisation of changes in all spheres of development-economic, political, social and cultural. Thus development is not only viewed in terms of growth process, but it includes a process of social change. The State plays a leading role in bringing about development through its administrative system. In order to discharge this role it requires a distinct type of support by administration which involves, as has been observed by Swerdlow, special understanding of problems in the developing countries. These must be perceptible at different operative levels i.e., officials must make enough different decisions, adopt enough different policies and engage in enough different activities to warrant the different designations of development administration. Thus development administration is simply termed as an action or functioning part of the government administration. It is action-oriented and places the administration at the centre in order to facilitate the attainment of development objectives. For Harry J. Friedman development administration is the implementation of programmes designed to bring about socioeconomic progress and nation-building, and the changes within the administrative system which increase its capacity to implement the programmes. According to Hahn Beenlee, development administration is involved in managing a government or an agency so that it acquires an increasing capability to adapt to and act upon new and continuing social changes with a view to achieve sustained

growth. Thus development administration involves two elements: one, the bureaucratic process that initiates and facilitates socio-economic progress by making the optimum use of talents and expertise available; and two, mobilisation of administrative skills so as to speed up the development process. Development administration concentrates on the needs and desires of the people. It is concerned with formulation of plans, programmes, policies and projects and their implementation. It plays a central role in carrying out planned change i.e. it is concerned with planning, co-ordination, control, monitoring and evaluation of plans and programmes. It is not only concerned with the application of policies as determined by the political representatives in existing situation but also with introducing efforts to modify existing situations so as to serve the cause of the masses. Therefore, administration of development implies: one, the execution of programmes designed to bring about progressive improvement; two, the changes within an administrative system which increases its capacity to implement such programmes.

In a nutshell, administration of development involves the following objectives:

a) Application of innovative strategies for development: This emphasises on development at the grassroots level;

b) Development as a need-oriented and self-reliant process: It strains on social development and human capital as a major resource development has to be viewed not merely as a technological problem but also as an ideological norm;

c) Profound and rapid change: This inclines to establish a distinct and just social order recognising and highlighting the unity rather than dichotomy between politics and administration;

d) Effective and efficient use of scarce resources: It promises to offer a mechanism to cater the reality of scarce resources by proposing an effective and efficient administration;

e) Creation of a politics-administrative environment: This is oriented towards securing basic needs of the population;

d) Freedom of administrative machinery: It is to express its values and beliefs without fear or favour on programmes and projects.

Development of Administration or Administrative Development: Development Administration has to be efficient and effective. For that purpose it has to aim at enlargement of administrative capabilities and structural and behavioural change. It is this aspect of administration that is called administrative development or development of administration. In simple terms it means development of administrative health by introducing administrative rationalisation and institution building. The purpose implicit in this concept is not merely

changing the administrative procedures and channels but also bringing out fundamental change in administration that leads to political development, economic growth, and social change.

Development of administration further means cultural change in administration. The colonial administrative culture is unsuitable to the changed socio-political ethos of the developing world. Our British legacy has adversely affected the administration. The obsolete Acts e.g. Police Act, 1861,'cannot take us towards the path of change. Development of administration should refer to the creation of ability to adjust to new stimuli or changes. The development of administration aims at qualitative and quantitative transformations in administration with an eye on the performance of management of affairs. The term also implies technological changes in administration so as to enable it to adopt new modes or techniques of administration. Thus administrative development focuses on adaptability, autonomy and coherence in administration. In short, administrative development is concerned with:

a) The capacity of an administrative system to take decisions in order to meet the ever increasing demands coming from the environment and with the objective of achieving larger political and socioeconomic goals.

b) Increase in size, in specialisation and division of tasks and in the professionalization of its personnel.

c) A pattern of increasing effectiveness in the optimum utilisation of available means and further augmentation of the means, if necessary.

d) Increase in administrative capability and capacity.

e) Transformation of existing administrative mechanism into a new machinery through modernising the bureaucracy by external inducement, transfer of technology and training.

f) Replacement bf initiative, practices etc. with those based on realistic needs.

g) Reducing the dependence on foreign experts by producing adequate trained manpower.

h) Promotion of development initiative.

i) Administrative reorganisation and rationalisation.

j) Making modernisation culturally related.

k) Removing or reducing bureaucratic immobility and widespread corruption.

l) Reorientation of established agencies, and the delegation of administrative powers to them.

m) Creation of administrators who can provide leadership in stimulating and supporting programmes of social and economic improvement.

The meaning and importance of administrative development as an ingredient of development administration has been well summed up by Caiden in the following words,

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"Administrative reform is an essential ingredient of development in any country, irrespective of the speed and direction of change. Administrative capacity becomes increasingly important in the implementation of new policies, plans and ideas. The improvements in administrative capacity may involve the removal of environmental obstacles, structural alternatives in traditional and innovatory institutions bureaucratically organised or otherwise. This would also necessitate changing individual and group attitudes and performance."

The behavioural pattern of bureaucrats is as crucial to development administration as the institutions and structures. The purpose of development of administration is to remove the administrative lag which seriously handicaps governments in planning and executing co-ordinated programmes of economic and social reforms. The predominant concern of development administration is to design and administer such development programmes which meet the developmental objectives. It is the administration geared to the task of achieving certain clear cut and specified objectives and goals expressed in operational terms. Thus development administration is defined as a process of action motivated by and oriented to the achievement of certain predetermined goals.

4.4. Conclusion:

In conclusion, administrative development and development administration are two important fields of study that focus on promoting economic growth, social justice, and political stability in developing countries. Administrative development refers to the process of building effective and efficient administrative systems, while development administration is concerned with the application of administrative knowledge and skills to achieve development objectives. Both fields have evolved over time, shaped by historical, political, and economic factors, and have been influenced by changing global contexts. Achieving the objectives of administrative development and development administration requires addressing the challenges and opportunities of the local context, building institutional capacity, and engaging with marginalized and disadvantaged populations.

4.5. Summing Up:

Administrative Development and Development Administration are two related fields of study focused on promoting economic growth, social justice, and political stability in developing countries. Administrative development is concerned with building effective and efficient administrative systems, while development administration involves the application of

administrative knowledge and skills to achieve development objectives. Both fields have evolved over time and are influenced by historical, political, and economic factors as well as changing global contexts. Achieving the objectives of administrative development and development administration requires addressing local challenges and opportunities, building institutional capacity, and engaging with marginalized and disadvantaged populations.

4.6. Glossary/ Keywords:

1. Administrative Development: The process of building effective and efficient administrative systems to achieve development goals.

2. Development Administration: The application of administrative knowledge and skills to promote economic growth, social justice, and political stability in developing countries.

3. Institutional Capacity: The ability of an organization or institution to carry out its mandate and achieve its objectives.

4. Marginalized Populations: Groups of people who are excluded from mainstream society and face social, economic, and political disadvantages.

5. Economic Growth: An increase in the production of goods and services in an economy, often measured by changes in gross domestic product (GDP).

6. Social Justice: The fair and equitable distribution of resources, opportunities, and benefits in society.

7. Political Stability: The absence of political conflict or instability that can disrupt economic and social development.

8. Globalization: The process of increased interconnectedness and interdependence among countries, economies, and cultures.

9. Development Objectives: Goals and targets set by governments, organizations, and institutions to promote economic, social, and political development.

10. Administrative Systems: The structures, processes, and procedures used to manage public institutions and deliver public services.

4.7. Model Questions (6,12,18):

1. What is administrative development and how is it different from development administration?

2. What are the historical and theoretical foundations of administrative development and development administration?

3. What role do administrative development and development administration play in promoting economic growth, social justice, and political stability in developing countries?

4. What are some of the challenges and opportunities faced by administrative development and development administration in addressing the needs of marginalized and disadvantaged populations in developing countries?

5. How has globalization impacted the practice and theory of administrative development and development administration?

6. What are some of the key institutional and organizational factors that contribute to successful administrative development and development administration?

7. How can administrative development and development administration contribute to sustainable development in developing countries?

8. What are some of the emerging trends and issues in the field of administrative development and development administration?

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Prismatic Sala Model of Fred Riggs

Structure

5.1. Learning Objectives

5.2. Introduction

5.3. Prismatic Sala Model

5.4. Conclusion

5.5. Summing Up

5.6. Glossary/ Keywords

5.7. Model Questions (6,12,18)

5.8. Further Readings and References

5.1. Learning Objectives:

1. To understand the key features and principles of the Prismatic Sala Model of Fred Riggs.
2. To explore the historical and theoretical context that led to the development of the Prismatic Sala Model.
3. To analyze the strengths and weaknesses of the Prismatic Sala Model as a framework for understanding public administration in developing countries.
4. To evaluate the applicability of the Prismatic Sala Model in different cultural, social, and political contexts, and its relevance for addressing contemporary challenges in public administration.

5.2. Introduction:

The Prismatic Sala Model, developed by Fred Riggs, is a theoretical framework for understanding public administration in developing countries. The model is based on the idea that these countries have unique cultural, social, and political contexts that require a different approach to public administration than in developed countries. The Prismatic Sala Model emphasizes the importance of considering the historical and cultural context of public administration and the need for flexible and adaptive administrative structures to respond to

the complex challenges of development. This model has been widely discussed and debated in the field of public administration, and has influenced many scholars and practitioners in their understanding of public administration in developing countries.

5.3. Prismatic Sala Model:

The Prismatic Sala Model, developed by Fred Riggs, is a widely cited and debated theoretical framework for understanding public administration in developing countries. This model has had a significant impact on the field of public administration, influencing many scholars and practitioners in their understanding of the unique challenges of development and the importance of cultural and historical context in shaping administrative structures.

The Prismatic Sala Model is based on the idea that public administration in developing countries is characterized by a complex interplay of social, cultural, and political factors that shape administrative structures and processes. This complexity is reflected in the model's name, which draws on the concept of "prismatic" or multi-faceted phenomena that cannot be reduced to a single perspective or dimension. Similarly, the "sala" in the model's name refers to a traditional Thai house, which embodies the idea of flexibility and adaptability in response to changing circumstances.

At the heart of the Prismatic Sala Model is the idea that public administration in developing countries is shaped by a unique set of historical and cultural factors that must be taken into account when designing administrative structures and processes. These factors include the legacy of colonialism, cultural values and norms, the role of the state in society, and the dynamics of economic development.

One of the key features of the Prismatic Sala Model is its emphasis on the importance of cultural context in shaping administrative structures and processes. This is reflected in Riggs' concept of the "cultural ecology" of public administration, which refers to the complex web of cultural factors that influence administrative behavior and decision-making. According to Riggs, this cultural ecology includes such factors as the values and beliefs of public officials, the cultural expectations of citizens, and the norms and traditions of the broader society.

Another key feature of the Prismatic Sala Model is its focus on the role of the state in society. Riggs argued that the state plays a critical role in shaping administrative structures and processes, but that this role is often complicated by the legacy of colonialism and the complex social and cultural dynamics of developing countries. For example, in many

developing countries, the state is seen as a source of patronage and corruption, which can undermine efforts to establish effective and efficient administrative structures.

The Prismatic Sala Model also emphasizes the importance of economic development in shaping public administration in developing countries. According to Riggs, economic development can lead to significant changes in administrative structures and processes, as well as in the broader social and cultural dynamics of a society. However, he also noted that economic development can create new challenges for public administration, such as the need to balance economic growth with social equity and environmental sustainability.

Critics of the Prismatic Sala Model have argued that it is overly complex and difficult to apply in practice, and that it places too much emphasis on cultural and historical factors at the expense of other important factors, such as political and economic structures. However, many scholars and practitioners have found the model to be a useful framework for understanding the unique challenges of public administration in developing countries and for designing effective and sustainable administrative structures and processes.

Therefore, the Prismatic Sala Model of Fred Riggs is an important theoretical framework for understanding public administration in developing countries. Its emphasis on the importance of cultural and historical context, the role of the state in society, and the dynamics of economic development has influenced many scholars and practitioners in their approach to public administration. While the model has been the subject of criticism and debate, it remains a valuable tool for designing effective and sustainable administrative structures and processes in the context of development.

5.4. Conclusion:

In conclusion, the prismatic sala model of Fred Riggs is an influential theory in the field of development administration that highlights the complexity of administrative systems in developing countries. The model identifies multiple factors that shape administrative systems, including historical legacies, cultural traditions, social structures, and economic conditions. By emphasizing the multidimensionality of administrative systems, the prismatic sala model offers a more nuanced perspective on development administration that goes beyond simplistic notions of bureaucratic reform. Instead, the model emphasizes the importance of understanding local contexts and cultural specificities in order to design effective and sustainable administrative systems. Despite its criticisms and limitations, the prismatic sala model continues to be a valuable framework for scholars and practitioners interested in understanding the complexities of administrative systems in developing countries.

5.5. Summing Up:

The prismatic sala model of Fred Riggs is a theoretical framework in the field of development administration that highlights the complexity of administrative systems in developing countries. The model identifies multiple factors that shape administrative systems, including historical legacies, cultural traditions, social structures, and economic conditions. By emphasizing the multidimensionality of administrative systems, the prismatic sala model offers a more nuanced perspective on development administration that goes beyond simplistic notions of bureaucratic reform. Despite its criticisms and limitations, the prismatic sala model continues to be a valuable framework for scholars and practitioners interested in understanding the complexities of administrative systems in developing countries.

5.6. Glossary/ Keywords:

1. Prismatic Sala Model: A theoretical framework developed by Fred Riggs that emphasizes the multidimensionality of administrative systems in developing countries.

2. Administrative development: The process of improving administrative systems in developing countries to enhance economic, social, and political development.

3. Sala Model: A framework that identifies the four main components of administrative systems: structure, authority, legitimacy, and adaptability.

4. Bureaucratic pathology: A term used by Riggs to describe the negative consequences of bureaucratic inefficiency and corruption in developing countries.

5. Decentralization: The transfer of authority and decision-making power from central government to local or regional authorities.

6. Neocolonialism: A term used to describe the continued economic and political domination of former colonial powers over their former colonies.

7. Cultural determinism: The belief that cultural factors are the primary determinants of social and political phenomena.

8. Political culture: The shared beliefs, values, and attitudes that shape political behavior and decision-making.

9. Structural-functionalism: A theoretical approach that emphasizes the interdependent relationship between different social structures and institutions.

10. Development administration: The field of study that focuses on the role of administrative systems in promoting economic, social, and political development in developing countries.

5.7. Model Questions (6,12,18):

1. What is the Prismatic Sala Model and how does it differ from other administrative frameworks?

2. How does the Sala Model help us understand the complexities of administrative systems in developing countries?

3. What are the main components of the Sala Model and how do they interact with each other?

4. How does bureaucratic pathology contribute to the challenges faced by administrative systems in developing countries?

5. What role does decentralization play in addressing the challenges identified by the Prismatic Sala Model?

6. To what extent does neocolonialism impact administrative development in developing countries?

7. How does cultural determinism influence the development of administrative systems in different countries?

8. What is the relationship between political culture and administrative development?

9. How does structural-functionalism inform our understanding of administrative systems in developing countries?

10. How has the Prismatic Sala Model influenced the field of development administration?

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BLOCK II

UNIT 1:BUREAUCRACY ANDDEVELOPMENT DYNAMICS

Structure

1.0LEARNING OBJECTIVES

After studying this unit,you should be able:

- Explain the meaning and types of bureaucracy
- Explain the interconnection between bureaucracy and development
- Explain the notion of development and the role of bureaucracy

1.1INTRODUCTION

For studentsof PublicAdministration, it is imperative to know the meaning of bureaucracy.It is understood that bureaucracies are large multi-layered organizations performing a large variety of complex, multi-faceted tasks.It isa body of officials and administrators, especially of a government or government department. They play a crucial role in the day-to-day administration of the country by maintaining law and order.

It is strongly felt that besides the maintenance of law and order, bureaucracy has another equally very important task of achieving development in the nation-state. The term development is generally used to refer to economic, political, and socialchanges such as an increase in national income, industrialisation, strengthening of thenation-state, urbanisation, spread of education, and wider use of mass media such asnewspapers, radio, and television. The bureaucracy participates in bringing about these changes and, so, is said to be an important
instrument of development

Historical accounts and empirical evidence support the claim that bureaucratic effectiveness and economic development are strongly correlated. Narrative evidence by historians and political scientists fuels the idea that establishing an effective bureaucracy has been vital to the development of modern nation-states. Therefore, we shall look at the matter of development dynamics and the role of bureaucracy in this light.

1.2 MEANING OF BUREAUCRACY

No organization has ever existed without any form of Bureaucracy. Bureaucracy is often mentioned in Political Science, Sociology, and many others. There is no terminological accuracy in the concept of Bureaucracy. The term bureaucracy refers to the body of employees in a large-scale organisation.More specifically, it refers to a body of employees in authority relationships within an organisation. Thus, every large business organisation has its bureaucracy.In thegovernment, there are civil and military bureaucracies as well.In the literature on Public Administration, the term civil bureaucracy has a wider connotation than the term civil service. Thus, while employees of autonomous corporations are not counted among civil servants, they are said to belong to the bureaucracy.It is also understood that the bureaucracydoes not include elected politicians but consists only of appointed employees. In common usage, the term bureaucracy is sometimes also used to refer to routine anddelay in official work. However, in the study of Public Administration, while routine and delay are taken into account, the term bureaucracy is used to refer only to appointedofficials.

As a phenomenon orconcept, Bureaucracyis said to have existed in a rudimentary form in an earlier period in different periods of the world. The origin and history of Bureaucracy can be traced back to 186 B.C. It was believed that in China, the recruitment in public offices was through competitive examination and we find mention ofsome form of a bureaucratic system.

However,the term "bureaucracy" was first coined by Vincent de Gourney, a French economist in 1975. It was used to describe theform of a government that existed in France's first half of the eighteenth century. In French,the word 'Bureau' means a desk. Gourney was a strong critic of Bureaucracy. He stated, "We have an illness in France which bids to fair play havoc with us; this illness is called Bureaumania." He felt that the officer, clerks, secretaries, and inspectors though exist for the public good or interest but in practice, they used to create that public interest for their existence.

1.2.1 Bureaucracy and Civil Services

The word 'civil servant' may be said to have been coined on the analogy of military servant and police servant.A civil servant is distinguishable from the latter two in that while they are mainly concerned with safeguarding the country from external and internal dangers, he is concerned with purely civil and non-technical affairs of the State. He is employed in a civil capacity, distinguished from military, judicial, or police capacity. Military officers, judicial officers, police officers, and many other technical officers like doctors, engineers,anddraftsmen are, strictly speaking, not civil servants. A civil servant is one whose main function is to administer the law of the land.

Civil servants are mainly of two classes: lower clerical staff and higher administrative staff. The higher administrative staff is directly connected to the political head of the department. The lower clerical staff helps theadministrative staff and works under its direct supervision

and control. A State reaches its citizen through civil servants who are trained, skilled, and a permanent body of professional officials, and who have adopted government service as a career. We shall use the terms bureaucrats and civil servants interchangeably as both are used synonymously in public administration.

1.2.3 Characteristics of Bureaucracy

The main characteristics of bureaucracy are as follows:

a) Hierarchy
The officials in a bureaucratic organization are arranged hierarchically. In order of seniority, officials are placed in the organization senior officials at the top, and junior officials lower down the ladder. The file will move upward to the top for decision and once the decision is taken, the file is returned to the bottom, where the file has been initiated with order and instruction for implementation.

b) Duties Defined
The duty of each official is well-defined. He is conscious of his jurisdiction, and he will not go beyond it. He will be committing a mistake and inviting punishment if he crosses the area of his jurisdiction.

c) Specialisation
Although bureaucratic training produces generalists, they develop some amount of specialization in course of their work. When an official works in a particular organization or department for some period, he gains expertise in it.

d) Discipline and Harmony
Each official in an organization has his specified duty and defined jurisdiction. He is not expected to cross into the jurisdiction of any other official. If all officials are bound by these norms and expectations, there will be discipline and harmony in the organization.

e) Attainment of a specific goal
Talcott Parsons, argues that one of the main features of bureaucracy is the primacy orientation to the attainment of a specific goal. Each department is assigned a specific goal, and all its members try to attain it.

f) Promotion
The two factors influencing promotion are seniority and ability, or merit. Seniority should be rewarded in respect of promotion. But exclusive reliance on seniority for promotion would undermine efficiency. Like seniority. efficiency should also be rewarded. Promotion is an incentive for meritorious officials.

g) Training
 Civil servants are selected based on merit, normally through competition. They are given intensive training both before service and during service.

h) Impersonalisation

Bureaucracy is characterized by impersonalisation.Civil servants are rigid in their interpretation of rules and regulations. They are objective. The face of the client is immaterial. Decisions are taken by rules, and not based on any personal consideration.

i) Secrecy
Bureaucrats are adept at maintaining secrecy. They would not easily divulge official secrets. Weber said, 'the monarch imagines it is he who is ruling, when in fact what he is doing is providing a screen, behind which the apparatus can enjoy the privilege of power without control of responsibility".

1.2.4Types of Bureaucracy

One of the important aspects of Bureaucracy is that it is shaped by environmental influences, including social, cultural, economic, and political factors. These socio-political influences have shaped bureaucracy and formed the basis of modern bureaucracy. F.MIn his book *The Administrative State*has broadly categorised bureaucracy into four types viz.Guardian Bureaucracy, Caste Bureaucracy, Patronage Bureaucracy, and Merit Bureaucracy.

a) Guardian Bureaucracy

The first category according to Marx is Guardian Bureaucracy. Under this system, the bureaucracy and the civil servants are considered guardians or custodians of justice and the welfare of the community. They all work for the goal of the common good. The bureaucratsare selected based on their education and further trained in the right conduct. Such bureaucracy existed in China before 960 A.D. and in Prussia between 640-1740 A.D.For instance, in China, the bureaucrats demonstrated an exemplary life and quality under the influence of the teachings of Confucius.
The Guardian Bureaucracy is likely to become aloof from the public from the affairs of the community and political problems of the day as they tend to become authoritarian and unresponsive to public opinion.

b) Caste Bureaucracy

According to Marx, Caste Bureaucracy arises from the class connection of those in the controlling positions. It implies that only those persons belonging to the upper castes and classes become civil servants and bureaucrats. In the case of ancient India, it was the Brahmins and Kshatriyas that dominated thebureaucracy, as they were the only social group or category of castes to be appointed to administrative posts. F.M Marx also notes that the caste bureaucracy manifests in another form, i.e. linking the qualification in the higher posts with arrangements that amount to class privileges.
Similarly, if we take the case of the UK, we observe that the members of the British Civil Service till recently were drawn from the graduates of esteemed universities such as Cambridge and Oxford. They came from an aristocratic background. It is due to this reason that Caste Bureaucracy has been described as an "Aristocratic Personnel System" by W.F. Willoughby.

c) Patronage Bureaucracy

Patronage System is also known by another name i.e.Spoils System. The USA has been the traditional home of the patronage system. The means of political control is patronage. It

means that the bureaucrats are recruited based on personal favour or political reward. Since this system was prevalent in the USA, it was considered that no one had any more right to official status than the others and that was how the patronage was disturbed. Apart from the USA, this system prevailed in England till the end of the first half of the 19th century.

Patronage Bureaucracy was criticised for its careless discipline, concealed greediness, its biasness, irregular ways, and its partisanship. It was noticed that the outcome of this type of bureaucracy was incompetence, red-tapsim, and lack of efficiency.

d) Merit Bureaucracy

The most widely prevalent type of bureaucracy and the fourth category according to F.M. Marx is Merit Bureaucracy. This type of bureaucracy has replaced the patronage system and it is a response to the drawbacks of other types of bureaucracies. Under this system, the bureaucrats are selected and appointed based on their merit only. Recruitment is based on qualifications and is governed by objective standards. After entry, status and stability are ensured. There are in-service training programs and rational approaches to payand allowances. Likewise, promotion is also based on the merit principle, i.e.qualifications and achievements.

This type of bureaucracy puts a strong emphasis on political control over the administrative system which was not the case in other forms of bureaucracy. Merit Bureaucracy is therefore backed by a sense of rationality in administrative behavior. Comparatively, it has an advantage and legitimacy over other forms or types of bureaucracies.

1.3 WHAT IS DEVELOPMENT?

Development in simple words meansgrowth. It may be described as a 'process of social, economic, spiritual and mental change from a retrogressive to a forward-looking progressive society and a process which refers to the values of the people involved in the process itself.'

To put it simply, Development is the process of acquiring a sustained growth of a system's capability to cope with a new and continuous change toward the achievement of progressive political, economic and social changes.

While a group of scholars have equated 'development, with growth, the second group relates it with system change, yet another with goal orientation.Another school of thought considers it in terms of planned change. Many definitions of development come from sources that fall outside the confines of development administration. It includes development as planned growth in the direction of modernity or nation-building and socio-economic progress involving substantial differentiation and coordination. Followed by development as planned growth in the direction of modernity.Edward Weidner, one of the leading advocates of Development Administration describesdevelopment as a 'process of dynamic transformation'. Thus, development as a process is never-endingand never complete.

1.4 DEVELOPMENT ADMINISTRATION

Development Administration came in after 1950. The word was first used by U.L. Goswami in 1955 and after that lot of literature has been produced on this subject. Scholars have defined the nature of development administration.

All the structures, organisations, and agencies involved in the primary activity of development, are the parts, constituents, or organs of development administration.

Swerdlow says, "Development administration is that part of administration which is concerned with the development of country's economy and society." According to MerlieFainshod,Development Administration is a carrier of new functions assumed by

developing countries embarking on the path of modernisation and industrialisation. He further says that the process ordinarily involves mobilising and allocating resources to expand national income. New administrative units, frequently called nation-building organisations, are set up to foster industrial development, manage new state economic enterprises, raise agricultural output, develop natural resources, improve the transportation and communication networks, reform the educational system and achieve other developmental goals

Edward Weidner says development administration is concerned with maximising innovation for development. He defines innovation for development as the process of the planned or intended change in the direction of modernity or nation-building and socio-economic change.Development Administration is an action-oriented goal-oriented administrative system according to him.

Fred Riggs defines development administration as organised efforts to carry out programmes or projects thought by those involved to serve development objectives. He further says, "development administration refers not only to a government's efforts to carry out programmes designed to reshape its physical, human and cultural environment but also to the struggle to enlarge a government's capacity to engage in such programmes."

Today, development administration is concerned with the formulation and implementation of plans, policies, programmes, and projects. Thus, development administration is the administration of planned change. Development administration is about development programmes, policies, and projects in unusually wide and new demand conditions with peculiarly low capacities to meet them. It is the process of formulating policies necessary to achieve development goals and mobilising, organising, and managing of all necessary and available resources to implement these policies.

In brief, Development Administration is the process of carrying out development programs and projects directedtowardnation-building and socio-economicprogress through an administrative organisation. It is through public as well as non-public organisations and their proper management that a developing country can carry out development policy measures for the realisation of national goals and objectives.The essence of Development Administration is to bring about change through integrated, organised, and properly directed governmental action.

1.5 BUREAUCRACY AND DEVELOPMENT

Bureaucracy and development are two components that can be seen from an overview. They both seem to possess opposing values and ideas as 'Bureaucracy' represents static or orthodox and rigid values while 'Development' advocates dynamicor moving or changing values. Bureaucracy viewed by the Weberian model and other theorists pertains to the same routine,unchanged and repeated procedures that enable it to continue,achieve its pre-established goals and handle its problems like a system without being influenced by external factors. Development as a concept on the other hand is seen as a phenomenon influenced by the concept of change and something which quickly adapts and adjusts to changes coming in through both external as well as internal factors on the way to development. It is the administrative process that evolved for developing countries.

It must be noted that in developing countries,the only neutral and the biggest existing entity and stable machinery that can achieve and lead the way towards the process of development is bureaucracy. They strive to achieve the goals of development by acting as the chief machinery of the state. They act as an interlinkage between the state and the people. The process of policy formulation and its implementation requires the bureaucracy to stay informed and updated for gathering data.Therefore, in the context of developing countries, bureaucracy and development are complementary and interdependent instead of being hostile

to one another when the development administration and the process of development are concerned.

Forthe bureaucracy to beeffective in the development process it is suggested that the state requires them to provide training in attitudinal changes and incorporate dynamic and social values in themto know the required preparation of strategy and implementation of programmes in the present ecological setting. This exercise is required to uplift the socio-cultural and economic status of the country. In the facilitation of the developmental process, it is alsosuggested that bureaucracy apart from its duties like development policy formulation and implementation as well as in educating people about the policies is required to utilise their specialist knowledge to play the role of a friend,facilitator,coordinator,guardian, philosopher, and guide to the factors like market and civil societies as well as other instruments of development administration andin the process of development.It is due to these reasons,bureaucrats have the taskofpatiently assisting people in various aspects of development. Therefore,one can understand howthe overall evaluation and implementation of Development Administration programmes are carried out by the Bureaucracy playing the leading role in developing nations.

Bureaucracy can assist in development by:

a) Providing independent advice

b) Through effective administration

c) Through honesty and integrity (including intellectual integrity)

d) Through sacrifice and readiness

e) Through internalisation of the social and political ethos and high values.

f) Through Fearless decision making

g) By cutting out middlemen through accessibility to the non-aggressive,neglected peopleand reaching out to them.

h) By jumping out of the current values and being imbued with the cherished ideals and the goals set by the professed policies of the government.

i) Through conscientious objections to the subversion of the professed goals.

j) By educating the left-off sections of society about their rights

1.6BUREAUCRACY AND DEVELOPMENT IN INDIA

There is a widely held belief that in India the role of bureaucracy is not only dominant in the implementation of public policies but is also pervasive in respect of policy formulation. Since the British times, bureaucracy has no doubt played a very decisive and important role in the administrative system of India, but after independence, the role expectations and actual performances of the Indian bureaucracy have changed considerably. In the context of thegoals of a welfare state and development administration, bureaucracy has certainlyemerged as one of the key elements in the politico-administrative process in India.

During colonial rule, India was held together by the 'steel frame' of the Indian Civil Service (ICS), and even after four to five decades, The Indian Administrative Service (IAS), which has taken the place of the place of the ICS, still performs the function. It is said that the bureaucracy in India to striving tobring about national integration. The bureaucracy is generally perceived to be the most important channel of communication between the rulers and the ruled. This is because of the non-existence or weakness of interest groups and political parties. Most of the working class remains unorganized, specificallyagricultural labour, which constitutes the great majority. Workers in small-scale industries also remain, by and large, unorganised. Therefore, most artisans and minority farmer groups have not

formed their associations. In this regard, when a section of the people faces problems such as droughtor scarcity of raw material byartisans, they generally expect the deputycommissioner to provide help and to represent their case at higher levels of government. Even though in practice thebureaucracy may often prove to be a poor channel of upward communication. The government,however, does find bureaucracy to be anefficient channel of communication in the development process.

1.6.1 Public Policy Development

Public policy-making in India is as polyarchal as perhaps in any other country. It is more so because of the existence of a federal polity, the diversity of the country and the pluralistic nature of the society, a free press, and the conflicting demands made by different groups through a vast network of communications systems that have developed in the country during the past four decades of independence.

The embryo or the genesis of public policies is generally laid by the political parties and which come into power through their election manifestos. They are given definite shape and modified later by the executive. The role of the bureaucracy in the policy processes varies from level to level and situation to situation. At various times of its operations, the bureaucracy performs what is known as the surveillance function, while at other times it performs the diagnostic function, which includes finding the precise sources of maladies that are undertaken. At certain stages, it performs the function of keeping a track ofwhat is required by the government at particular times. Lastly, at other times, it may perform the function of proposing alternate policy frameworks, implementation of policies, and providing a futuristic orientation to policy perspectives. The comparative emphasis on each of these functions of bureaucracy is subject to the political dynamics.

1.6.2 Bureaucracy, Political Dynamics and Policy-making

The bureaucracy sometimes plays a critical role in initiating policy, mainly because of its technical knowledge and its close communication with majorinterest groups.This enables it to recommend and implement public policies and also because of its operational role in carrying out policy, the bureaucracy is usually aware when changes are required in an ongoing programme.They can evaluate a given policy proposal as being highly desirable, merelyfeasible, or ill-considered. They can carry out an authorised policy wholeheartedly or at some intermediate level of commitment.

Likewise, a just and responsible administration implies that the administrators are not simply powerless entities in a political game whose outcome is completely determined by consideration of power. It necessitates that in a stable and efficient administration, the administrators are expected to use their power resources and principally their expertise to bring about outcomes that are in consideration with the public interest. Thus, the administrative responsibility and the notion of public interest are to be protected by administrators as a kind of trust for the citizens of the country.

In the changing socio-political environment of a developing country like India, a bureaucrat is required to be innovative. They must combine a forward-looking perspective and a positive attitude towardschange. Factors such as personality, social background, education, experience, andmotivation. Even in a minority of bureaucrats, the same factors should be considered as necessary conditions foradministrative innovation.

1.6.3 Bureaucracy and Policy Implementation

Practically in most countries, the bureaucracy is one of the important actors in the making of governmental departments. In most contemporary systems, their power as decision-makers has been steadily increasing and perhaps the most important aspect between the development

plans and their implementation is the bureaucratic machinery, whose function is to translate planned goals into action.It gives effect to policies after they have been approved by the executive and legislative branches of the government.

Though this function also is performed under the overall control and supervision of politicians in the executive and legislative branches, howevermembers of the bureaucracy have to bear much of the responsibility for implementation. This is due to its growing influence.

1.7 CONCLUSION

It is a commonly expressed view that the bureaucracy is a rational and neutral instrument of development.As people in developing societies are faced with several problems, such as poverty,unemployment, bad health, illiteracy, corruption, and authoritarianism. The primary role of state and government in the day-to-dayadministration extends upon the bureaucracy and it is due to this reason the bureaucracy's role has been expanding. Its role in the development of a nation-state is vital and it cannot be undermined. As mentioned before, the bureaucrats must combine a forward-looking perspective and a positive attitude towards change. Factors such as personality, social background, education, experience, and motivation should be taken into consideration.

Thus, the interlinkage between development and bureaucracy overlaps various aspects which bring about growth and as well better conditions.

1.8SUMMARY

- Bureaucracy plays a crucial role in the administration of a country.

- It has severalcharacteristics and it can be broadly categorised into four types.

- Bureaucracy is one of the most important aspects of development.

- Bureaucracy and Development are correlated and interdependent.

- The role of bureaucracy in the development of India is another important aspect.

1.9KEYWORDS

Bureaucracy: The body of employees in a large-scale organisation
Development: Itmeans moving or graduating to a better stage of the condition**.**
Authority: The type of power whose exercise people see as legitimate.
Max Weber: German Sociologist, who gave an important theory of authority and its typology.
F.M. Marx: German-American Political Scientist, who is most noted for laying down the four categories of bureaucracy.
Edward Weidner: American Public Administration Scholar and a leading advocate of Development Administration.
Impersonalisation: To get rid ofhuman characteristics such as sympathy, warmth, etc**.**
Steel Frame: Civil servants and bureaucratswere referred to as the 'steel frame of India' by Sardar Vallabhbhai Patel

Public Policy: A system of laws, regulatory measures, courses of action, and funding priorities concerning a given topic promulgated by a governmental entity or its representatives.

1.10 MODEL QUESTIONS

1.10.1 Long Answer Type

1. What is the meaning of bureaucracy? Write the major characteristics of bureaucracy.

2. Differentiate between Development and Development Administration

3. What is the contribution of bureaucracy to the various aspects of development?

4. Evaluate the role of Bureaucracy in the development of India?

1.10.2 Short Answer Type

1. What do you understand by the term bureaucracy?

2. What is Development Administration?

3. Define the term development.

4. What do you understand by the term Spoils System?

5. Write any four features of bureaucracy.

6. What are the four types of bureaucracy according to F.M. Marx?

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UNIT 2: SOCIAL BACKGROUND

Structure
2.0 Learning Objectives
2.1 Introduction
2.2 Origin and Background of Bureaucracy
2.3 Origin and Background of Bureaucracy in India
2.4 Social Background of the Bureaucracy
2.5 Outcomes of the Social Background

2.0 LEARNING OBJECTIVES

After studying the unit, you should be able to:

- Explain the origin and background of bureaucracy.

- Explain the origin and background of bureaucracy in India.

- Social Background of bureaucracy

2.1 INTRODUCTION

The social background of the bureauracy and its historical origin is a crucial aspect in understanding the genesis of bureaucracy. In this regard, fewstudies on social background have been conducted to find out which social economic group the senior civil servants come from.

We do get some sort of an idea about the section of the society and from which most civil servants of a certain category are drawn, their education, whether they lived in villages or cities, their caste, their religion, and the extent to which women can get in to the services and so on. We can relate the social background to attitudes, or in other words study the influence of social class, education, and such other factors on the nature of bureaucracy, and hence the administration.

Finally, we can examine how far the bureaucracy may be said to be representative of the society in general, that is to analyse whether it is drawn from all sections or whether members of a certain class predominate. Representativeness is often considered to be related to responsiveness and it may not be fully responsive to the other classes in society.

2.2 ORIGIN AND BACKGROUND OF THE BUREAUCRACY

Since a comprehensive theory of bureaucracy is attributed to Max Weber, his ideas have been an integral part of the study of Bureaucracy and its organistion. His thought has influenced generations of scholars on bureaucracy and formal organisation. As one of the founders of modern sociology, his writings covered a wide range of subjects including economics, sociology, and administration. His ideas on bureaucracy need to be placed in the larger framework of his writings on the economic and political structure of society. He traced the pact of religious views on the growth of capitalism and dealt with the relationship between industrialisation and organisational structure. His thoughts on bureaucracy evolved out of the considerations of socio-historical forces and led to the growth of complex organisations. Weber's ideas on bureaucracy form an integral part of his macro view of history and social theory. He also presented an important viewof the origin and background of modern bureaucracy.

Weber went back into ancient history to find out the chief reasons for the rise of bureaucratic government in the modern state. As he observed, the avocation system of Roman administration could be traced to Greek practices. There was no colonial officer in Rome despite the vast Roman empire. Provincial governors were sent out on an annual tenure

supported by a very limited staff. Julius Caesar's effort to create a permanent civil service also failed. In this respect, Augustus and Hadrian were, to some extent, successful. A full-blown bureaucracy had come into being during the reign of Diocletian.The fall of Rome was as much due to the burgeoning bureaucracy as to the creeping corruption of the ruling class.They had compelled the imposition of special taxes to at the wheels of a vast administrative machine. Here, Weber found the clue he was searching for. Bureaucratic administration, he observed, could survive only when there would be a developed money economy capable of sustained economic growth.This was not the case with Rome and her provinces which were not far removed from a subsistence economy. So,the Romans could not afford a large bureaucratic structure.

According to Weber, a developing economy can produce a surplus of food and commodities and this surplus becomes the basis for payment of salaries to the members of the civil service. The increasing need for public revenue compels the state to develop a rational system of public finance. To quote Weber, "a stable system of taxation is the precondition for the permanent existence of bureaucratic administration". Therefore, the development of the money economy and the emergence of mass democracy prepared the ground for bureaucratic administration. Later, Weber gives his idea of the Protestantethic and the spirit of capitalism to further the idea of the ascendency of bureaucracy.

2.3 ORIGIN AND BACKGROUND OF BUREAUCRACY IN INDIA

The bureaucracy in India is the product of two different sets of influences: British traditions and a democratic welfare system. The British, who ruled India for almost a century, established a system of bureaucracy whose key outstanding features were its elitism and a strong loyalty to its masters. They laid the foundations of modern Indian bureaucracy which was primarily meant to serve the limited objectives of maintenance of law and order and collection of revenues in the annexed conquered territories of the British East India Company. The system dates back to the Northcote Trevelyan Report of 1854, which demonstrated Lord Macaulay's profound belief in English liberal education.This belief resulted in a band of administrators for India from Oxford andCambridge Universities designated as the Indian Civil Service or the ICS, who were called "allrounders" by the supporters of the system and "amateurs" by its critics.

The advent of Independence and the change in the role of government to include the functions of a welfare state produced the second set of influences. The rapid technological progress attained since thenled to a proliferation of some para-state organisationssuch as public corporations, nationalised industries, public enterprises, and voluntary organisations supported by public funds. These expanding frontiers and the new tasks of the government in India required an administrative state able to handle social, economic, political, and scientific problems in the context of the national and international setting. Bureaucracy thus became one of the chief instruments in the hands of government to deal with the challenges of the new political order and the socio-economic imperatives.

However, despite the environmental changes after Independence, the impact of the British system continuedto dominate the Indian scene.Compared with other developing countries, the Indian bureaucracy had many advantages at the time of Independence. During the colonial period itself, the foundations had been laid for a modern education system capable of providing the personnel necessary for both the administrative system and the growing industries. A network of communications, a core of financial institutions and a well-developed press provided the essential links in the infrastructure of a modern nation. The bureaucracy which was created by the British Imperial government for maintaining a colonial system proved to be a remarkable administrative legacy in post-independent India.

The dominant feature of the British system, as noted earlier, was the ICS, an elite cadre of civil servants. They were both the policy-makers and the executive officials. During British times, political power was highly centralised within the bureaucracy, which largely lay in the hands of the members of the ICS class. The structural characteristics of the ICS such as an open entry system based on academic achievement, elaborate training arrangements, permanency of tenure, reservation of all the responsible generalist posts of central, provincial, and district levels for members of this elite cadre alone, aregular, graduated scale of pay with pension and other benefits, and a system of promotion and transfers based predominantly on seniority had all been retained in the present system after independence with only slight modifications in details. During the colonial period, the bureaucracy served to some extent as an instrument of integration of the country.

The administrative unity of the country, maintenance of law and order, reasonable standards of integrity, and the formalisation of the relationship between the administration and the people in place of arbitrary dealings as in the past, were some of the main achievements of the bureaucracy. Thebureaucracy also came to be involved in the tasks of the construction and maintenance of public works such as roads, railways, and canals as well as in the development of social services like education, and hospitals.

However, since the end of the colonial period, it has been popularly and persistently argued that Indian administrators, retaining some of the negative aspects of the imperial legacy, such as aloofness and status-consciousness, are generally maladjusted and it tends to be authoritarian in the new situation. Therefore, the hopes and renewed aspirations of the people of independent India created new tasksand responsibilities that were assigned to the newly created Indian Administrative Service (the IAS), successor to the ICS, but with no radical break with the British Prime Minister and Minister for Home Affairs at Independence which had rendered the administrative traditions.

Today the IAS is the core of the country's administrative structure, sharing its tasks with severalAll-India, Central, and State Services and providing strong administrative links throughout the country, although interpretations differ on how effective these links have been. The bureaucracy in India has emerged as the influence that has certainly contributed to the technical and political development the of bureaucratic administrative organization. They are hierarchically structured both horizontally (between higher and lower in the same broad area of work) and vertically (between different skills, professions, or disciplines), further leading to a system of classes in the civil service, each with its separate career structures determining prospects for promotion.

2.4 SOCIAL BACKGROUND OF THE BUREAUCRACY

Until about the middle of the nineteenth century, bureaucracies in almost all countries were filled by men from a numerically small upper class, irrespective of thecharacter of the society or the form of its government, whether monarchic, democratic,or aristocratic. It was assumed that the members of the upper classes possessed certain inherent abilities for administrative leadership. The same case applies to India as well.

The main finding of research studies is that most members of the higher bureaucracy have been drawn from the professional middle class of India, consisting of backgrounds of higher civil and military officers, lawyers, doctors, university teachers, and business executives. The father or the guardian of the majority of candidates who were direct recruits to the IAS belonged to this class. There are relatively very few of the IAS officers recruited who arefrom the families of Zamindars or farmers. Theyconstituted a comparatively low figure of the total recruitments. The situation concerning other higher services was similar, but the difference

between the numbers of those drawn from the professional middle class and landowning families was less. Thus, of the recruits to the Indian Police Service, the majority of candidates came from the professional middle class, and few candidates came from the landowning class. Of the recruits to the Indian Foreign Service, the majority came from the professional middle class and few came from the landowning class.

In short, in the first decade after independence, most of the entrants to the higher bureaucracy belonged to the English educated, salaried or professional, upper middle class; there were very few entrants from other sections of the society. Recruitment to the higher bureaucracy was highly biased in favour of the professional middle class as it constituted less than 10 percent of the population but more than 80 percent of the recruits were drawn from it. During the later period, the proportion of recruits from landowning families improved somewhat, although it remained low. In the case of the IPS also the direction of change was the same, the percentages of recruitment from the two classes were uneven. Likewise, in the case of certain other Central Services also the proportion of recruits from landowning families improved a little, although it went down in respect of the Indian Foreign Service.

Recent studies have found that in this new decade, candidates are recruited from diverse backgrounds and the data also indicatesthatthe proportion of persons from farming familieshas been increasing gradually, however, the vast majority of those joining thehigher bureaucracy still come from the professional middle class.

In the field of education, research studies show that most of the entrants into the higher bureaucracy are drawn from among those educated at exclusive schools and colleges. The phrase "exclusive schools and colleges" refers to educational institutions which charge high fees and hence are generally joined only by children from the upper and richer sections of society. The medium of instruction in these institutions isusually English only. What is even more interesting, there has been an increasing role of education at exclusive schools for entry into the higher echelons of the civil service. Of those recruited to the IAS, a good number of candidates had been educated at Convent and public schools, andin the later period, it was observed that a vast majority of candidates had been educated in such schools. Thus, since independence, the proportion of recruits educated at exclusive schools had gone up by four times. The significance of education in exclusive colleges has also been unmistakable. More than half of the IAS recruits have been educated in only a dozen well-known colleges in India in comparison to all the other colleges put together which had contributed less than half. A similar picture emerges when we consider the role of education at the better-known universities.It has been observed that a good number of candidates have been educated at the six universities of Madras, Bombay. Calcutta, Delhi, Punjab, and Allahabad. These six universities also contributed to more than 80 percent of the recruits to the Indian Foreign Service. The recent increase in the number of candidates coming from professional backgrounds such as IIT, engineering, and medical also provides a very important aspect regarding their backgrounds.

Coming to the caste factor, the higher bureaucracy is recruited predominantly from the so-called higher castes. People of low caste are also generally poor and cannot afford higher education for their children. To compensate for the age-old discrimination against those having a low social status, the Constitution of India provided for "reverse discrimination" in the shape of reservation of jobs for scheduled castes in Public Administration. Fora long, however, these quotas were not filled, since candidates of scheduled castes and tribes could often not get qualifying marks in the competitive examination. Government coachincenterses

were therefore started to help such candidates in preparing for the examination. Gradually these quotas began to be filled. Similarly, the percentage of scheduled tribes recruits also rose. Though the percentages were, however, still lower than their proportion of the population. In other words, persons of low social status were still under-represented in the higher bureaucracy.The Reservation System in India was introduced to uplift the historically disadvantaged sections of Indian society and this same principle appliesto candidates applying for the civil service exam.Scheduled Caste reservation for civil service exam constitutes 15%, 7.5% for Scheduled Tribe, 27% for Other Backward Classes(OBC), 10% for Economically Weaker Sections(EWS), and 4% for Persons with Benchmark Disabilities.

In the sphere of religion, while all the important religions of India are represented in the higher bureaucracy, some of them have fewer members than their proportion of the population. Thus, among the IAS recruits, the vast majority of candidates come from were Hindus. Few are Muslims,Christians, and Sikhs. The representation of Muslims, Christians, Sikhs and other minority communities has varied and has beenlower than their proportion in the population.

The representation of women in the higher bureaucracy has increased consistently. While there hasbeen an increase in the number of women getting into the IAS, they constituted a less number during the early years. Since women constitute about half of the population, they may be said to be stillgrossly under-represented. However, a dynamic that has been observed since the beginning of the last decade is that the performances of women have been soaring. Over the last 10 years, there was a fair share of toppers and top rank holders between both men and women candidates.

As we have studied the social background of the higher bureaucracy in India based on research studies made from time to time, it must be noted thatcomparable studies for the lower bureaucracy have not been made, presumably because it is not considered to play as important a role in the political system. However, some comparison of the social background of the two sections of the bureaucracy can be attempted based on available data. The above comparison reflects the dynamics of social background and while the study suffered from certain limitations, it does still provide some data for purposes of comparison.

2.5 OUTCOMES OF THE SOCIAL BACKGROUND

As noted earlier, it is the urban professional middle class that is drawn largely to higher bureaucracy. So, it would be a mistake to say that the higher bureaucracy representsthe entire society. There are certain outcomes of the disparity of social backgrounds of the bureaucracy. There is a great difference between the values, norms, practices, beliefs, and information of the higher bureaucracy, the lower bureaucracy, and the people. This creates a lack of communication between them and in turn, due to lack of communication with the people, and their lack of cooperation, administrators are unable to assess the success of programmes, and the problems in the way of their fulfillment properly.
One of the important functions of the bureaucracy in developing countries is to deal with poverty, its causes, and its consequences. If the upper section of the bureaucracy, which plays an important role in policy formulation as well as implementation, has little understanding of the nature of poverty in the country, ineffectiveness is bound to take effect. If the common people are afraid of administrators and can hardly speak a language understood by them, administrators' understanding of people's problems remains wanting, and hence policies for

dealing with these remain unsatisfactory.Thus, alack of communication leads to a lack of effectiveness. Lack of effectiveness also results from a lack of participation by the people. Due to social distance between the administrators and the people, and differences in their values and beliefs, the administrators are unable to enthuse the people and seek their cooperation and participation. Ineffectiveness also results from a lack of feedback fromthe administrators andlack of effectiveness results from a lack of adjustment between members of the higher and lower bureaucracy. Studies have found that subordinate officials suffered from feelings of insecurity, hostility, and isolation. They felt that they had no influence, they had to only obey instructions, and stick to rules. Thus, differences in the status and culture of the higher and lower bureaucracy made for frustration, hostility, and lack of initiative on the part of the large, lower, section of the bureaucracy whose function was to give effect to policies. Equality of opportunity is a very important principle of democracy. It implies that everyone should have the same opportunity to achieve desired goals, in keeping with his abilities and effort. Since high-level administrative positions in our society have high prestige, large numbers of youth wish to obtain them. However, because of their socio-economic background, a large number cannot avail of this opportunity. The vast majority of our people live in villages where they have little opportunity to pursue the kind of education which would make for success in competitive examinations. Many of those who live in cities also cannot afford good quality higher education. Hence the poor, and thoseliving in villages, have the feeling that they are unjustly being denied entry into the higher bureaucratic system, spheres of the decision-making process, and governance altogether.

2.6SUGGESTIONS FOR MAKING THE BUREAUCRACYREPRESENTATIVE AND INCLUSIVE

As noted earlier, bureaucracy cannot at present be said to berepresentative of society as a whole. This results in the ineffectiveness of administration and a feeling of injustice among those who are left out. Hence, we have to find out different ways to inculcate and integratea representative bureaucracy without compromising the principle of selection based on merit. We shall consider these below.

In the case of India, at present,the proportion of the people in India that receive inclusive education is relatively low as per its standards. According to National Statistical Office (NSO) data, India's average literacy rate is 77.70%. The figures do not complement the developmental aspect. Literacy constitutes just the beginning of education. For getting a job one needs education appropriate to it. The proportion ofthose who get secondary and highereducation is relatively small. Manyof course, never go to school. Even among those who join a school, the majority drop out. Of 100 children who enroll in class I, only 25 to 30 reach class VIII. Higher education is limited to only a certain percentage of those in the relevant age group.

A wider spread of education is, required to provide for social justice and also to help in social, economic, and political development. Having a more presentative bureaucracy is an aspect of development. The spread of education can be improved by having more schools, reducing the cost of education, vocationalisingeducation,providing mid-day meals, books and uniforms to children of the poor, providing more teachers, improving the method of teaching, and so on. If those who get left out today also get educated, they can compete for the public bureaucracy. This will benefit the administration since the bureaucracy will be drawn from a larger pool, thus tapping the potential of more people; it will also make for a more representative bureaucracy. The New Education Policy of 2020 can prove to be vital in this regard.

In developing countries like India, the system of personnel administration also remainsunderdeveloped. The system of recruiting people for a service, instead of a job, is one aspect of such underdevelopment. This has three consequences: (i) lack of emphasis on specialisation, (ii) rank-in-man instead of rank-in-job, and (iii) recruitment from a limited section of society. Thus, when we recruit people for the IPS, the method of recruitment results in the selection of persons mainly from a small section of society. It is because the test is for abilities that mainly candidates from the upper middle class have developed. These abilities, however, may not be relevant for all the jobswhich IPS officers may have to perform. The result is that while we exclude candidates from classes other than the upper middle class, we still do not select those who are suited for the work which they have to do. Thus, at present, the athletic ability of candidates is not tested. While an advisor to the government on security might not need it, a district police officer might be in great need of it. Many boys from the poorer section might have it in greater measure than those from richer ones. Similarly, we might require other specialised qualifications appropriate for particular jobs. In this way, we would be able to recruit persons with specialised qualifications and abilities suited to particular jobs, and also with diverse social backgrounds. Hence the introduction of position classification and recruitment for specialised jobs would lead to both, personnel who are better suited to their jobs and a more representative bureaucracy.

The Indian Constitution for instance has a provision to create more All India Services and Central Services. In 1961, two new Central Class I Services constituted the Indian Economic Service for the economists and the Indian Statistical Service for the Statisticians. All these services aim to provide better status and pay, thus attracting the pool of candidates whom are well versed technically and skilled in this field. The creation of such new all India and central services can provide them necessary security and platform.

At present recruitment to services like the IAS, IPS, IFS, and IA&AS (Indian Audit and Accounts Service) is made based on an objective type examination, which is followed by a written examination and lastly, there is an interview. It has been found that the examination and the interview, however, do not test all the abilities of a person. According to an expert,cramming also helps some people to succeed in a written examination. Cramming or studying intensively over a short period just before an examination does not prove to be sustainable for the candidates in the long run. Though, an objective type examination has recently been introduced to reduce the emphasis on crammingthere is still a need for further improvement. The interview is called the personality test. However, no scientific personality tests, such as those used in the armed forces, are employed. By testing candidates more scientifically, we would not only be able to select persons more suited to their jobs, but we would also be able to spread our net wide. Various abilities may be said to be distributed widely over different sections of society. Hence if we test for various abilities, instead of mainly that essay writing, we would be able to get people who are more suited to their jobs from diverse social backgrounds.

2.7 CONCLUSION

The higher bureaucracy in India is drawn mainly from the urban, salaried, or professional, middle class consisting of higher civil and military officers, lawyers, doctors, university teachers, and business executives. Most administrators have received education at exclusive schools, colleges, and universities. Three-fourths of them have lived in cities. About one-tenth of them belong to scheduled castes and about one-twentieth to scheduled tribes. Muslims and women are also under-represented. Such a narrow field of extraction of the

higher bureaucracy makes for differences in values. norms, beliefs, and orientations between the higher and lower bureaucracy and the people at large.

The above factors result in a lack of communication, the ineffectiveness of administration, and the perception of injustice. A more representative bureaucracy, selected by merit, can be achieved through a greater spread of education, more emphasis on position classification and specialisation, and the adoption of more scientific methods ofrecruitment for testing various abilities and personality traits.

2.8 SUMMARY

- The social background of bureaucracy is an important aspect of the holistic understanding of bureaucracy.
- It has been found that it is mostly the people belonging to professional middle-class backgrounds that comprise the bureaucracy.
- The outcome of social background leads to uneven outcomes.
- Representative bureaucracy is the need of the hour.
- Various methods can be incorporated for making the bureaucracy more representative and inclusive.

2.9 KEYWORDS

Cramming: Study intensively over a short period just before an examination

Representative bureaucracy: A civil service representing proportionately every caste, class, and religious groupof the population. This type of bureaucracy is expected to be responsive and responsible to the people of the country.

Professional middle class: The group of persons engaged in professions such as those of civil and military officers, doctors, lawyers, business executives, etc.

Communication: Communication is simply the act of transferring information from one place, person, or group to another.

Northcote Trevelyan Report of 1854: The report which was published in February 1854 recommended that entry to the Civil Service in Britain be solely on merit, to be enforced through the use of examinations

Reverse Discrimination: A term for discrimination against members of a dominant or majority group, in favor of members of a minority or historically disadvantaged group.

The New Education Policy of 2020: The new policy replaces the previous National Policy on Education, 1986. The policy aims to transform India's education system by 2030.

2.10 MODEL QUESTIONS

2.10.1 Long Answer Type

1) Give an account of the origin and historical evolution of bureaucracy.

2) Explain the social background of bureaucracy.

3) The bureaucracy in India is dominated by the professional middle class. Comment.

4) Suggest various ways through which bureaucracy can be representative and inclusive.

2.10.2 Short Answer Type

1) How does education influence the social background of bureaucracy?

2) What is the role of caste in the social background of bureaucracy?

3) Write a brief account of the background of the IAS.

4) What was the role of the Britishers in the origin and evolution of bureaucracy in India?

5) Mention two outcomes of the social background of bureaucracy

6) Mention two ways through which bureaucracy can be more representative.

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UNIT 3: ROLE OF BUREAUCRACY

Structure
3.0 Learning Objectives
3.1 Introduction
3.2 Role of Bureaucracy in State
3.3 Public Policy
3.4 Role of Bureaucracy in Developing Societies
3.5 RedTapism
3.6 Maladies of Bureaucracy
3.7 Conclusion
3.8 Summary
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3.0LEARNING OBJECTIVES

After studying the unit, you should be able to:
- Explain the role of bureaucracy
- Explain the role of bureaucracy in a developing society
- Meaning of Public Policy
- Bureaucracy's role in the formulation and implementation of public policy
- Concept of Red-Tapism
- Criticisms of bureaucracy

3.1 INTRODUCTION

Bureaucracyplays an extremely important role in the day-to-day administration of the state.It has the responsibility to make sure that the administration is running perfectly without any disturbances. They make the administration run as per the rules and regulations that are implemented by the government.

From policy formulation to policy implementation, bureaucracy plays an active role in the maintenance of law and order. The quality of the citizen's life depends on the attitude and performance of the bureaucracy. Moreover, in all walks of life of a person, bureaucracy plays a very significant role.The people in developing societies suffer from several problems, such as poverty, unemployment, bad health, illiteracy, corruption, and authoritarianism. The state is considered to be the main agency for dealing with these, or, in other words, for bringing about development. Hence the state has to shoulder more and more responsibility. Since the state functions through the government, and the government, in turn, depends to a large extent upon the bureaucracy, the bureaucracy's role also keeps expanding.

Likewise, there is a widely held belief thatin India the role of bureaucracy is not only dominant in the implementation of public policies but is also pervasive in respect of policy formulation.In the context of thegoals of a welfare state and development administration, bureaucracy has certainly emerged as one of the key elements in the politico-administrative process of India.

We shall discuss the role of bureaucracy in the important socio-economic-political spheres of India with an emphasis on public policy, followed by several maladies of modern bureaucracy.

3.2 ROLE OF BUREAUCRACY IN STATE

3.2.1 Bureaucracy as Agents of Political Development

The emotional bonds of nationalism are often weak in new nations. However, unless these bonds are strengthened, the nation is in danger of falling apart, as happened, for example, in Pakistan from which Bangladesh broke away. The state and its bureaucracy play an important part in strengthening these emotional bonds. Thus, national integration is sought to be promoted through education, radio and television programmes, development of native languages, publication of good quality literature in native languages, cultural and sports activities in which persons from all parts of the nation participate, and so on. These programhes are often conducted by members of the bureaucracy. In a country where the national bonds are weak, having a bureaucracy that is centrally recruited and whose members serve in different parts of the country, also helps to hold the nation together.

Political development is also promoted by strengthening interest groups, such as labour unions. Legislation that sanctions and supports trade union activity thus helps to bring about political development. Insofar as the bureaucracy participates in the formulation and implementation of such legislation, it has a role in political development. Political parties also

constitute an important part of the political system. In some countries nowadays political parties are provided with election funds by the state. This reduces the dependence of the parties on the rich, helps to curb competition, and promotes political development. Elections constitute an important part of the democratic political process. They must be conducted with honesty and impartiality; otherwise, the people will lose faith in the system and it is likely to collapse sooner or later. Insofar as the bureaucracy conducts elections honestly and efficiently, it helps to maintain and develop the political system; for, it is through elections that new parties and leaders come to power and implement programmes of social change desired by the people.

3.2.2 Role of Bureaucracy in Economic Development

In the eighteenth and nineteenth centuries, it was believed that the state should restrictitself to thecountry's defense and the maintenance of law and order and that it should intervene in the economy as little as possible. This view changed, particularly after the Great Depression of the 1930s, in which millions of people became unemployed the world over. Nowadays, all governments are expected to regulate the economy to bring about an increase in production, a high level of employment,prices of commodities, and check over monopolies and unhealthy trade practices. The need for such regulation of the economy is all the more in developing countries like Indiadue to widespread poverty and unemployment on the one hand and the great power ofmonopolists on the other. The government regulates the economy through fiscal policies (by modulating taxes), and monetary policies (by modulating the money supply). Planning, which means resource allocation through a centralised administrative process, is resorted to for achieving economic growth. The government develops means of transport and communication. It provides loans and raw materials to industrialists and fanners. All these governmental activities are performed by government departments, nationalised banks, and other public undertakings through their officials. Hence it is the bureaucracy that has a very important new role, namely that of functioning as the agent of economic development. More and more economists, statisticians, and trained managers are needed for the proper performance of this role.

3.2.3 The Role of Bureaucracy in the Welfare State

In recent times there has been a tendency for entrusting the state with more and more responsibility for social services, such as the provision of education, health care, employment, labour welfare, the welfare of the blind and other handicapped persons, and the welfare of widows and orphans. So much importance is attached to these new functions that the state has been renamed as the welfare state. The provision of such varied social services requires large numbers of different types of specialists, such as teachers, doctors, nurses, labour officers, and social workers. With their recruitment as members of the bureaucracy, the nature of the bureaucracy tends to change. This new role requires a new kind of bureaucracy.The bureaucracy, therefore, influences the welfare aspects as well.

3.2.4 Collection of Taxes and Disbursement of Financial Benefits

The bureaucracy plays a vitally important role in financial administration. They advise the political executive irrespectiveof all financial planning,taxstructure,tax administration, and the like. They collect taxes and settle disputes involving the recovery of taxes. They play a vital role in preparing the budget and taxation proposals. They carry out the function of granting legally sanctioned financial benefits, tax reliefs, subsidies, and other concessions to the people.

3.2.5 Role in Public Relations

The era of the modern welfare state and democratic politics has made it essential for the government to keep close relations with the people of the state. The need for maintaining active and full public relations is a vital necessity for every state. Civil servants play an active role in this sphere.They are the main agents who establish direct contact with the people. They serve as a two-way link. On the one hand, they communicate all government decisions to the people, and on the other hand, they communicate to the government the needs, interests, and views of the people. Thus, Bureaucracy plays a vigorously active and highly important role in the working of the government.

1.2.6 Record-Keeping

The bureaucracy has the sole responsibility of keeping systematically all government records. They collect, classify and analyse all data of all activities of the government. They collect and maintain vital socio-economic statistics which are used for the formulation of public policies and plans.

1.2.7 Bureaucracy as Agents of Social Change

Nowadays, however, many such changes are sought to be brought about with the help oflaws. Thus, untouchability, bigamy, child marriage,and the dowry system have beendeclared illegal. As agents of change, the bureaucracy through their work brings awareness to society of the ill effects of social injustice.

3.3 PUBLIC POLICY

Public policy is a frequently used term in our daily lives. Policy formulation is one of the essential functions of government. In the present setup, it is the responsibility of the government to take care of the people. A government is to perform numerous functions and a policy is before every action. In simple terms, a policy may be defined as a set of rules which can be utilised to achievecertain desired objectives. They are the means by which, the ends of a collective community are served. Without policies, government and administrationcannot function efficiently due to the lack of planning and reaching desired objectives. Some of the features of public policy include:

a) Public Policies are purposive and goal-oriented actions or behaviour.

b) It is a course of action or series of programmes adopted by the State to serve the interests and needs of the public and society at large.

c) Public Policies are those actions that the government wanted to do rather than what they intend to do.

d) They can be both positive in nature i.e.action taken by the govt. to solve a particular problem or can be negative in nature i.e. decision by the government to not take any action or to not do anything about the issue that came across.

e) Public policies have a legal and authoritative base i.e. as David Easton said they are authoritative values allocated by the State. Meaning that it is legitimate and is followed by legal obligation and coercive power.

3.3.1 Public policy formulation

This is the stage in which the initial research takes place for identifying the problems and target groups which may requirea certain policy. Thus, a policy is formulated to solve the problems faced by a certain group within a community.

The formation of the public policy has the following stages:

a) Identification of public problems
b) Putting public problems on the policy agenda
c) Formulation of policy proposals/alternatives to deal with the problem
d) Making final policy decision from the set of alternatives

3.3.2 Policy Implementation

The implementation process involves the conscious conversion of policy plans into reality. In other words, this is the stage that translates the policy on paper into action and brings it to the actual beneficiaries of the policy. Policyimplementation reveals the strengths and weaknesses of the decision-making process.

3.3.4 Who implements policy?

Public administration i.e.the bureaucracy (permanent executive) is the main organisation that implements the policy. Many other actors like the legislature, pressure groups,community organisations, and the judiciary help in the process.

Policy implementation is a complex task and thus faces many hurdles due to:

a) Lack of knowledge and adequate financial resources
b) Absence of political support
c) Lack of public involvement or cooperation
d) Politicization of policies to favour stronger groups
e) Centralization of power and hierarchical bureaucratic structure (red-tapism)

3.4 ROLE OF BUREAUCRACY IN DEVELOPING SOCIETIES

It is imperative to understand the role of bureaucracy in a developing society. The civil service in a developing society like India plays a very important role. From providing all the necessary information to the political executives to carrying out the objectives of the state, the bureaucracy is the link that facilitates the smooth functioning of the administration. The role it plays in developing societies includes:

3.4.1 Policy Formulation

Though it is widely considered that in a democratic government, politicians formulate policies and the executive executes them. However,the making and implementation of policies are so deeply interconnected that it is impossible to separate them. Formulation and determination of policy is the function of the political executive but the civil servants have also come to play an active role in it. They aid, advise supply information to the ministers in policy making.

For instance, they act as channels of communication with the government. The bureaucracy is generally perceived to be the most important channel of communication between the rulers and the ruled. This is because of the non-existence or weakness of interest groups and political parties. Most of the working class remains unorganised. This communication between the government and the various sections of society takes place, to a large extent, through the bureaucracy. Thus, if the farmers in an area suffer from some problem, such as lack of water for irrigation, they generally approach officials like the Deputy Commissioner, who communicates the problem to a higher level of the administration: they may make proposals for irrigation facilities and add the required changes in the budget. In this way, communication through the bureaucracy may help in the formulation of policy proposals for

meeting the needs of the people.The bureaucracy remains an important mechanism for the conversion of demands into policies. In this way, bureaucracy plays a more important role in policy formulation in developing countries. Hence policy formulation, or giving the shape of laws and rules to policies, is largely done by bureaucracy. Though, laws and rules drafted by specialist members of the bureaucracy are later examined and modified by ministers and legislators. However, ministers and legislators often do not have an understanding of the intricacies of scientific and legal matters. Therefore, theyhave to depend to a large extent upon specialists in the bureaucracy. In this way, the bureaucracy comes to influence policy formulation.

Likewise, political executives, may not contain all the required manpower and information to formulate policies. They cannot also understand the tech complexities of policies and hence depend on the expert advice of professional civil servants. The political executives thus require the expertise of civil servants in developing societies. The bureaucracy has an important role in policy formulation also because of the technical knowledge possessed by it.

3.4.2 Policy Implementation

The main function of the bureaucracy is policy implementation, that is, giving effect to policies after they have been approved by the executive and legislative branches of the government. This function also is performed under the overall control and supervision of politicians in the executive and legislative branches; however, members of the bureaucracy have to bear much of the responsibility for implementation.

For implementation, a policy has to be broken up into projects, and each project into programmes. Thus, for implementing the policy of rural development, there are projects like that of Community development. Implementation of the policies decided by the political executive is the fundamental function of the civil service.Tocarry out the objectives laid down in Directive Principles of State Policy in India (Part IV) the civil servants execute laws and policies to attain the goals of the welfare state, that is, social equity, economic development, socio-political-economic justice, and so on.

The implementation process also involves the execution of these policies. Execution means carrying a programme into effect. Thus, civil servants in various departments have to function in a coordinated manner for carrying out various programmes. To ensure such coordination and the execution of programmes within the given time frame, all officials are required to submit reports to their seniors about their achievements periodically. By examining the reports, officers at high levels can exercise control over the execution of programmes. Therefore, implementation followed by execution is mainly the responsibility of the bureaucracy.

3.4.3 Delegated Legislation

Delegated legislation is also known as executive legislation or subordinate legislation. Delegated Legislation as a phenomenon has increased the role of civil servants. This is a quasi-legislative function performed by the civil service. Due to lack of time, pressure work, and increased complexities of legislation, the legislature makes laws in skeleton form (broad outline and delegates power to the executive to fill in the details. Thus, civil servants make the sub-laws, and rules regulations, but within the limits of the parent law enacted by the legislature. The practice of delegated legislation can be observed in most developing societies.

3.4.4 Administrative Adjudication

This is a quasi-judicial function performed by the civil service. The civil servants settle disputes between the citizens and the state. For this purpose, the Administrative Tribunal with civil servants as judges is established.Some of the examples of such tribunals inIndia are Income Tax Appellate Tribunal, Industrial Tribunals, and Railway Rates Tribunals. These tribunals function outside the ordinary court system. They are maintained by the civil servants and they actively facilitate the judicial process in a developing society like India.

In addition to the above, the civil service also performs the following functions.

a) Administrative planning
b) Administration of public enterprises
c) Assisting the ministers in fulfilling their responsibilities towards the parliament and its committee
d) Handling financial operations of the state.
e) Reforming and improving administration through Organisation and Methods.
f) Public Relations

3.5 RED TAPISM

Red Tapism is the practice of requiring excessive paperwork and tedious procedures before social action can be considered or completed.It also refers to official rules and processes that seem unnecessary and delay results.It includes unnecessary paperwork, obtaining licenses, having multiple people orcommittees approve a decision, and various low-level rules that make conducting one's affairs slower, and more difficult.

Red tape indeed negatively neglects citizen satisfaction. Citizens remain dissatisfied due to delayed government processing and the cost associated with it. Most of the time citizen's problems remain unresolved due to red tapism, leading to a sense of loss of trust in the government's process.Due to Red tapism, variable enforcement of contracts and delayed administration lead to delayed justice, especially for the poor.

What is observed is that the burden of red taperequirements prevents many to enjoy their rights due to delayed governance and delayed distribution of welfare measures. For example, delayed wage payments under MGNREGA impact timely benefits to the poor. Likewise, it breeds corruption and lowers the growth of speedy and efficient transactions of a business in an organisation. According to the World Bank study, the higher the level of red-tapism, the higher the level of corruption is observed.

3.6 MALADIES OF BUREAUCRACY

Bureaucracy has both negative and positive connotations. On the one hand, the practice of bureaucracy leads to efficiency while at the same time the role and power of bureaucracy have enormously increased in modern states which have a welfare orientation. It has come to play an important role in the legislative and judicial spheres, in addition to its traditional role in the administration. This increased role and concentration of powers in the hands of bureaucracy have been criticised by eminent critics.

The critics argue that bureaucracy is an ailment of organisation. It gives rise to certain tendencies which may act as a hindrance in its very performance.Bureaucratisation results in an emphasis on routine and detail leading to redtape (delay) and giving rise to complaints of unresponsiveness of the bureaucracy to the people. For example, hierarchy discourages initiatives and divides the organisation into layers, which not only leads to red-tapism but also inefficiency. It is often criticised as having a detrimental influence on the performance

and behaviour of civil servants. Arrogance, self-satisfaction, obsession with rules and routine, rigidity, indifference to democratic processes, and ignoring the human element in administrative behviour are other maladies.

Other criticisms of bureaucracy are that it is unresponsive to popular demands and desires, undue formalism, self-aggrandisement,empire building, conservatism, etc. In 1955, Parkison propounded a law explaining the expansion of civil service. He viewed that bureaucracy is self-perpetuatingin the sense that the number of civil servants tends to increase day by day in number, irrespective of the workload. The reason for this phenomenon, according to Parkinson, is that the 'officials make work for each other". Thus, Bureaucracy has the tendency to multiply its work and creates new jobs for itself.

However, as mentioned before, bureaucracy has a positive dimension. It has made public administration more efficient, specialized, rational, predictable, accountable, and impersonal. It is rightly said by Herbert Simon, the leading advocate of Decision-Making Theory that, "Bureaucracy is the price of parliamentary democracy".

3.7 CONCLUSION

There is no denying that an effective, efficient, flexible, and responsive bureaucracy is a requisite to good governance. The competence of bureaucracy at all levels determines the performance and efficacy of an administrative system. They should be bold, honest, and assertive in the discharge of their responsibilities. They should not hesitate to give the right advice to the political authority no matter whether they accept it or not.As seen, the bureaucracy participates not only in policy formulation but also functions as a channel of communication and a repository of information as a group of specialists and as an impartial adviser.

Likewise, what is needed against the backdrop of ailments of bureaucracy and public policy is an accurate diagnosis of the present situation and possible trends, a clear definition of the objectives of state policy, and a setof possible alternative courses of action, with an estimate of their costs and benefits.The bureaucracy should not only identify and anticipate present-day needs andfuture trends but it should also contribute to reshaping the environment. It must be stressed that effective long-termpolicy prescription and implementation require a constructive and cooperative effort on the part of the political and bureaucratic leadership to provide the necessaryinstitutional mechanism and personnel specialization within the folds of political parties and governmental organisations.

Thus, we can conclude by saying that the role of the state and its bureaucracy in bringing about economic, social, and political development is therefore expanding and has become important.

3.8 SUMMARY

- Bureaucracy plays an extremely important role in the day-to-day administration of the state.

- The role of bureaucracy in the formulation and implementation of public policy is imperative.

- It is a driving force in developing countries.

- Red-Tapism is an important concept in understanding bureaucracy.

- There are several maladies of bureaucracy that needs to be checked.

3.9 MODEL QUESTIONS

3.9.1 Long Answer Type

1) Write is the role of Bureaucracy in a state.

2) Critically evaluatethe problems of bureaucratization and its maladies.

3) What role does Bureaucracy play in developing societies?

4) Explain the concept of Public Policy

3.9.2 Short Answer Type

1) What is the role of bureaucracy in a welfare state?

2) How is the bureauracy an agent of social change?

3) Briefly explain the role of bureaucracy in developing societies.

4) Briefly explain Parkinson's Law concerning its role in the bureaucracy.

5) What do you understand by Public Policy?

6) Explain the role of Red Tapism in bureaucracy.

3.10 KEYWORDS

Maladies: Ailments

Parkinson: C. Northcote Parkinson was a naval historian and author. He is most notable for formulating the famous Parkinson's Law

Red Tape: official routine or procedure marked by excessive complexity which results in delay.

Self-aggrandisement: Increasing one's power, rank, or wealth.

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UNIT 4: NEUTRAL VS. COMMITTED BUREAUCRACY

Structure

4.0 LEARNING OBJECTIVES

After studying the unit, you should be able to:
- Explain the differences between neutral and committed bureaucracy.
- Merits and demerits ofneutral and committed Bureaucracy in India.
- Need for a neutral bureaucracy in India.

4.1 INTRODUCTION

In recent times there have been debates about whether the bureaucracy is neutral or not. Neutrality and accountability go hand in hand, however, the involvement of bureaucracy in politics and its lack of anonymity has become a controversial issue in the context of public administration in particular andthe state in general.

Ideological differences and conflicts of opinions areinevitable in an organisation. In this scenario, the bureaucrats are supposed to maintain their neutrality. However, there is an opposite view, as the top-level civil servants are disregarding their role as neutral facilitators of the machinery of administration. On the contrary, they are very "power hungry" and to satisfy their hunger and achieve selfish interests, they participate in politics.

Neutrality and commitment can go together, and indeed reinforce each other if properly oriented, they can also become antithetical if not so oriented. Thus, if the bureaucrats become

committed to one political party, they cannot remain neutral. We shall examine the areas of conflict between the two and understand the aspects of neutrality and commitment.

4.2 NEUTRALBUREAUCRACY

The state of not supporting or helping either side in a conflict, or disagreement, and maintaining impartiality is called neutrality. In the context of public administration, neutrality refers to political neutrality or non-partisanship. It indicates that you are not owned or linked with any one group, party, or cause.The significance of neutrality of the bureaucracy in the modem democratic state is of great significance. neutral bureaucracy comprises three important preconditions of cultural or class congruence between the ruling political group and the administrative elite, the absence of any fundamental disagreement over societal core values, and the presence of a shared belief system.

The concept of neutrality has various implications such as public confidence in the non-political character of public service, the confidence of ministers belonging to any political party in the loyalty of the permanent subordinates, and high morale of public servants based on the confidence that promotion would be made not based on political considerations but merit. Moreover, neutrality is a state of mind and there can be no effective law to ensure it. The neutrality of bureaucracy is a characteristic feature of the Weberian ideal type.

Neutrality impliesneutrality between classes, neutrality between cultural groups, and neutrality between political parties.

4.2.1 Neutrality between Classes

As we know that society is made up of various classes such as landlords, capitalists, traders, farmers,and workers. The government is expected to take care of the interests of each one of them, and to allocate resources to them justly. In this regard, the bureaucracy is the government's main instrument and must be neutral between classes if justice is to be done and fair distribution of goods is to be ensured.

Justice between classes is difficult to achieve because theinterests of the bureaucracy often conflict. For instance, if a manufacturer pays higher wages to his workers, his profits get reduced to that extent. Similarly, if a landlord gives a higher share of the crop to his tenant farmers, he suffers a loss. It is precisely because of such conflict that neutrality between the classes is difficult to achieve. It is only if the government and the bureaucracy are seen to be neutral that the conflict can be kept within limits and peace maintained. If, however, a class has the feeling that injustice is being done to it, they may resort to violence. Thus, disputes between capitalists and workers result in tension or strikes, sometimes there is even violence and bloodshed. Hence the neutrality of the bureaucracy, which is the main instrument of the government, is essential for the maintenance of social order.

If we take the example of India the conflict between classes is greater than in other developed nations. This is because there are greater disparities in developing countries. Thus while a few are very rich, millions continue to starve. What is more, those who are poor also lackeducation, social status, and political power. In other words. the poor often do not even know how to improve their condition, and even if they try, the richer and more powerful sections often thwart their efforts. This can have an adverse effect.

The neutrality of the bureaucracy is important also because of its role in helping to bring about development. The government provides loans, subsidies, tax concessions, raw materials (such as steel and cement), and inputs (such as coal, electricity, fertiliser, and seeds) to industrialists and farmers. The classes of big industrialists and big farmers have a lot of political and economic power and, therefore, tend to monopolise these gains. However, development requires that small industries and small farms should also prosper since they are

large in number and so they make a substantial contribution to the national product. Justice also requires that they should not be ignored. Hence it is important that the bureaucracy, which distributes these facilities, carry out its functions impartially and justly. In other words, just support for small industrialists and farmers requires that the bureaucracy should not be influenced by the power of the big industrialists, big farmers, and landlords.

Another problem relates to the influence of interest groups. A department that serves a certain interest is, with time, likely to become identified with it. It has to come into close and continuous touch with persons having this interest, and it often has to function as the advocate of this interest. Thus, the department of agriculture has to serve farmers by providing various facilities and has to obtain funds for this purpose. In this process, the farmers' lobby and the department of agriculture are likely to become mutually supportive. If the interests of farmers and industrialists clash, as they often do, the department of agriculture is likely to take the side of the farmers. Hence such specialised agencies are in danger of losing their neutrality.In developing countries like India, it tends to arise mainly concerning agencies dealing with powerful interests, like those of big' industrialists and big farmers. The solution to it lies in the development of organisationsforthe weaker sections of society. Efforts are now being made in India to help landless labour to organise itself. Similarly, if various interests organise themselves, and demand better political control over the bureaucracy, to ensure its responsibility and accountability, it is likely to remain moreneutral also.

4.2.2 Neutrality between Cultural Groups

Our society consists of groups based on religion, caste, language, and region. While all these groups have many common interests, they also come into conflict to some extent. The Blacks have remained poor and exploited. In the USSR also there have been ethnic conflicts, for example between Armenians and Azeris. Likewise, The Rohingya migrants are subject to harsh treatment by the authorities of Myanmar. The bureaucracy in this regard is required to hold the balance between the various groups. Hence it must be neutral between them.

Since the conflict between cultural groups is generally greater in developing countries, the significance of the bureaucracy's neutrality is also greater in these countries. The way to the achievement of such neutrality, and also to the general reduction of conflict between cultural groups, lies through better education. If the attitudes of the people can be changed through education so that they come to regard themselves more as belonging to the Indian nation than to a particular group based upon religion, caste, language, or region, the conflict between groups can be reduced. Members of the higher bureaucracy are recruited mostly from among those who have received higher liberal education. As it is widely accepted that liberal education broadens the mental horizon, therefore the members of the higher bureaucracy should be among the most broad-minded people in the society, and hence neutral between cultural groups. The conscious effort at improving the quality of education can further help to modernise the attitudes of the bureaucracy leading to even greater neutrality.

The conflict between cultural groups is often accentuated by socio-economic factors. It has been generally accepted that the Muslims in India have generally been poorer than Hindus. Most Sikhs in Punjab have a rural background, while most Hindus have an urban one. Members of the scheduled castes all over India are generally poorer and have a lower social status than others. Many of them are landless labourers. The conflict between cultural groups can be reduced by narrowing the disparities between them. One of the effects of such disparities is that a cultural group having a lower social and economic status has a lower representation in the bureaucracy also. Such a bureaucracy, with a higher representation of certain groups than others, is often not perceived as being neutral. Hence the reduction of socio-economic disparities between cultural groups will not only reduce conflict between

them but also make for a more representative and neutral bureaucracy. Programmes aiming at poverty removal (such as the Integrated Rural Development Programme and MGNRGA), better health and education services, and loans to smallfarmers and industrialists, constitute part of the government's effort to reduce disparities.

Further, if a cultural group suffers from poverty and exploitation and is unable to find adequate representation in the bureaucracy, special measures are taken to help it in getting such representation. Thus, some universities and state institutes run special courses for preparing those belonging to weaker sections for competitive examinations for entry into the bureaucracy. The Constitution of India to tackle this issue permits the reservation of posts in the bureaucracy for any backward class of citizens under Article 16(4). Under this provision, Scheduled Caste reservation for civil service exam constitutes 15%, 7.5% for Scheduled Tribe, 27% for Other Backward Classes (OBC), 10% for Economically Weaker Sections (EWS), and 4% for Persons with Benchmark Disabilities. These measures are able to help in having a more representative and more neutral bureaucracy.

4.2.3 Neutrality between Political Parties

Competition between political parties is an essential characteristic of a democracy. If there is only one party, the voter can hardly exercise higher choice. Democracy becomes meaningful only if the voter can choose between candidates of different parties. The exercise of choice by voters at general elections results in the formation of the government by one of the contending parties. Every party that fights an election puts forward its manifesto before the people. If it wins, it is rightly concludedthat the people have approved of its manifesto, indeed, it is said that the manifesto now becomes the mandate, or command, of the people to the new government. This mandate consists of policies that the people have approved. Fulfillment of the wishes of the people requires the implementation of these policies. The main instrument of the government for the implementation of its policies is the bureaucracy. Hence it is important that the bureaucracy should be neutral between parties and only such neutrality alone can ensure the fulfillment of the wishes of the people.

While the neutrality of the bureaucracy is accepted as an ideal, many problems arise in practice and come in the way of the fulfillment of this ideal. One such problem has been the spoils system, in which the winning party appoints its followers or supporters to different positions in the bureaucracy. This phenomenon paves the way for patronage bureaucracy. Such a bureaucracy,natural and efficiency merit, andefficiency. Since a new government, formed by another party, throws out the supporters of the party earlier in power, the bureaucracy also tends to lack permanence, knowledge gained from experience in the service, and the motivation that the career system might have provided.

Another problem that tends to interfere with the neutrality of the bureaucracy between political parties is the development of loyalty toward the politicians in power. Members of the bureaucracy who have been selected impartially by a Civil Service Commission, can later, in the course of their career, shed their neutrality and become aligned with the party, or the individuals, in power.

4.3 COMMITTED BUREAUCRACY

Commitment means being dedicated to a particular cause or work. In a democratic set-up, it is the legislators that are elected by the citizens and they are responsible for making laws and policies; while bureaucrats are responsible for the implementation of the same laws and policies. The transformation of society is possible only when programs and schemes launched by the government are effectively and timely implemented at the local level.

The term committed bureaucracy originated in the United States during the period of The Great Depression when the American president wanted to accelerate the pace of development

through bureaucracy and which he did by forcing the bureaucracy to implement the New Deal measures.

AsMax Weber puts it, the main characteristics of a bureaucracy are hierarchy, division of labour, specialisation, rules, and impersonality. All these factors make for efficiency. At the same time, however, a bureaucracy suffers from alienation. Like, Karl Marx says that the members of bureaucracy suffer from loss of freedom, creativity, humanity, and morality. Other writers have also pointed out the disadvantages, or dysfunctions, of bureaucracy.Thus, bureaucratic control over officials requires that they should strictly follow rules. Hence the problem is how to maintain efficiency while reducing alienation or the dysfunctions of bureaucracy. The solution to this problem lies mainly in improving the commitment of its members. In other words, the bad effects of bureaucratic controls can to some extent be reduced if the employees are imbued with dedication. Dedication or commitment is required also because the employees have constantly to deal with complex problems, many of which are new.

Effective and timely implementation can be ensured by the committed bureaucrats only. Dedication or commitment is required also because the bureaucrats have constantly to deal with complex problems, many of which are new. It is a mistake to think that all bureaucratic activity is routine and monotonous.

Developmental activity in particular requires forecasting, planning, risk bearing, breaking new ground, and experimentation. Hence, innovations have to be made all the time. The making of innovations, or creativity, requires emotional commitment. It is due to these reasons that in recent years the term "committed bureaucracy" has received wide circulation and the top political executives (president, prime minister, etc.) of different countries are seriously thinking about employing bureaucracy for development and this could not be done if bureaucracy's loyalty exists somewhere.

The bureaucrats are found to be committed to values and objectives. They serve the people with commitment and adhere to their professions.

4.3.1Commitment to Values and Objectives

Of our various commitments, the most important is the commitment to values. In the ethical sense, values are ends in themselves as they are sought for their own sake. The most important of our values are what are called human values, that is those values that are sought in all places and times. Examples of human values are truth, compassion, honesty, and courage. While human values are universally sought, there are some values to which importance is attached in only some countries whichwe call it national values. Important human and national values may be mentioned in a nation's Constitution also. It is no surprise that the four cardinal values of Justice, Liberty, Equality, and Fraternity are mentioned in the preamble to India's Constitution. These may be called human values since in no age or place has their desirability been questioned. Then there are the values of nationalism, democracy, socialism, and secularism which may be called India's national or Constitutional values since they find explicit or implicit support in the Constitution.

While it is expected that everyone everywhere will attach great importance to human values, citizens of India are, in addition, expected to seek to fulfill the national or Constitutional values. The bureaucracy is expected to attach even greater importance to both these sets of values than ordinary citizens. The bureaucracy acts on behalf of the state or government. If the state and government are to bring about reforms then the bureaucracy must show respect for human values. Again, since the constitution lays down the fundamental principles according to which the state is governed, the bureaucracy, as the agent of the state and the government, must accord the highest importance to all the values enshrined in the Constitution.

Apart from human and constitutional values, the bureaucracy must also be committed to national objectives. Some of these may be so important as to be mentioned in the Constitution, while others are stated in laws. Thus, Part IV of the Indian Constitution, entitled "Directive Principles of State Policy" mentions objectives such as securing just and humane conditions of work, securing a living wage, provision of free and compulsory education for all children, and the protection of Scheduled Castes and Tribes from social injustice and exploitation. However, the Constitution mentions only a few, paramount, objectives, most other national objectives are stated in laws. It is through the demands of interest groups that they are presented to the people for their approval through the manifestos of political parties at election time and they are adopted as national objectives after their inclusion in-laws. Every act of the legislature contains such adeclaration of the objectivesand once they are enshrined in the Constitution, it becomes the duty of the bureaucracy to faithfully fulfill them by implementing the law. The commitment of the bureaucracy to the objectives stated in laws is thus essential for the performance of its duties.

4.3.2 Commitment to Service of the People

The bureaucracy's important role in policy formulation and implementation gives it a lot of power, it participates in deciding who should get what, when, and how, and then goes ahead to enforce these decisions. In developing countries, particularly, the power of the bureaucracy is considerable since the other parts of the political system are weak. Hence while the civil servant is, ideally, expected to function as a "servant" of the people, in reality, he may turn out to be a master.

In a developing country like India, this problem becomes worse due to the heritage of the colonial past, when the civil servant used to be the symbol and agent of the foreign power. After independence also, a cultural and social chasm continued to exist between the mostly non-literate and poor people and the higher bureaucrat who often dresses, speaks, and even thinks, like that a colonial master. In a democracy, however, the people are expected to exercise real power, and the bureaucracy is expected to remain under the control of the elected politicians, and serve the people. Hence the commitment to providing service to the people is essential for the proper performance of the bureaucracy's role.

The bureaucracy's power, derived from its role in policy formulation and implementation, is used also for fulfilling its interests. In developing countries, the bureaucracy is very powerful, the result often is that the bureaucracy tends to fulfill its interest even at the cost of the interests of the people. Thus, the extra profit (benefits apart from salary) remains high in most public undertakings in India even if they lack effectiveness and run at a loss. High officials play an important role in the determination of their emoluments, and try to protect their interests by maintaining the emoluments at a high level. Service of the people requires that where there is a conflict between their interests and those of the people, they should give priority to the people's interests.

4.3.3 Commitment to Profession

A profession is a vocation or calling, especially one that involves some branch of science or advanced learning. Nowadays Public Administration requires persons belonging to almost all the professions, such as doctors, engineers, lawyers, teachers, scientists, managers, and accountants. Obtaining professional qualifications requires long and arduous preparation on their part. They are considered to have specialised knowledge and excellence and hence have high prestige. Since their contribution to society comes from their specialised knowledge, it becomes their duty to keep abreast of the developments in their field of specialisation. They must also maintain the expected standard of performance. Thus, university teachers must continue to read the latest publications. These are the requirements of their commitment to teaching as a profession. Similarly, other professionals must also continually update their knowledge and skill and maintain the expected standard of performance through practice.

The duties associated with every profession required, not only knowledge and skill but also moral dedication. Hence the commitment to a profession involves adherence to its ethics and etiquette.

Thus, the ethics of the medical profession require that a doctor should attend to a patient even at the risk of infection to himself, its etiquette requires that he should not disclose information confided to him by his patients. Similarly, every profession has its ethics and etiquette. Now, when a professional joins the bureaucracy, he or she must continue to remain committed to the ethics and the etiquette of the higher profession, in addition to a higher commitment to the objectives ofthe organisation. For example, if a specialist in clinical medicine becomes the director of a medical institute. He or she should not allow the new status to interfere with higher duty toward the patients. A higherposition may also provide him or her with opportunities for selfish gain at the cost of clients. Thus, a specialist in a medical institute may be pressurised for recommending some costly and inferior equipment for purchase.

4.4 ANALYSING NEUTRALITY AND COMMITMENT

In recent years there has been a lot of discussion in India about the nature of neutrality and commitment, and particularly, whether the bureaucracy can have the two qualities at the same time. If commitment is taken to mean a commitment to a particular political party or its leaders, it becomes antithetical to neutrality. However, commitment to human and constitutional values and national objectives, to service of the people, and professional ethics and etiquette, are not antithetical to neutrality between classes, cultural groups, and political parties. Indeed, commitment and neutrality reinforce each other if they are of the right type. This commitment to the human value of compassion and the constitutional value of fraternity is likely to induce neutrality between classes and cultural groups respectively. Similarly, commitment to national objectives is likely to induce neutrality between political parties. Hence the effort should be to induce commitment and neutrality of the right kind.

Inculcation of desirable attitudes in the bureaucracy requires attention to all aspects of personnel administration. At the time of recruitment and selection of candidates, it should be ensured that they have received the right kind of socialisation and education in the family and school. The competitive examination for selection can include tests of attitudes towards human and constitutional values and national objectives on the one hand, and towards classes, cultural groups and parties on the other. Such tests can indicate whether the candidate has properly benefited from a liberal education and has a broad mental outlook, or has merely committed materials to memory for passing examinations. After entry, desired attitudes of neutrality and commitment can be inculcated in the members of the bureaucracy through training.Various incentives, such as desired posting, visits abroad, and quicker promotion, can be provided for motivating employees to develop the right attitudes. Finally, control by the political executive and the legislature can ensure that they do not deviate from the norms. Institutions like the Public Service Commission, Courts, and Administrative Tribunals should ensure that the exercise of control by political authorities is done fairly and justly. Further, in a democracy, the people have the right and the duty to see that all institutions function properly.

Special agencies and methods of recruitment can be used for important areas requiring a high degree of both neutrality and commitment. One such special agency already in use is the autonomous university. Higher education and research constitute an area in which commitment and neutrality are both of great importance. If commitment is not there, the pursuit of knowledge lacks excellence; if neutrality is not there education becomes merely

indoctrination. The autonomous university aims at achieving both; it also retains the main advantage of bureaucratisation, namely efficiency, while avoiding the dysfunctions flowing from bureaucratisation due to its autonomy. Max Weber has noted that staff members of a university constitute a bureaucracy. The characteristics of hierarchy, division of labour, specialisation, rules, and impersonality are to be found in a university also, and hence it has the efficiency flowing from these factors. At the same time, its autonomy permits its staff members to remain committed as well as neutral, since the rules of conduct applicable to government servants do not apply to the employees of a university.

4.5 NEUTRALITY ANDCIVIL SERVICE IN INDIA

The issue of neutrality is one of the important challenges faced by civil servants in India. The notion of neutrality implies the absence of any political activity or bias on the part of an individual civil servant in the performance of his duties. As mentioned earlier, neutrality means acceptance of the discipline of working without reservation the state of not supporting or helping either side in a conflict, or disagreement and maintaining impartiality. If any administrator shows an inclination towards a particular party or adherence to a particular ideology, he would experience difficulty in working when another party with a different ideology comes into office. Indian Civil Service is not neutral but deeply intertwined in politics. Several renowned civil servants such as John Mathai, C.D. Deshmukh, K. R. Narayanan, Krishna Kumar, Yashwant Sinha, M. G. K. Menon, Raja Ramana, Mani Shankar Iyer, T. N. Chaturvedi and Manmohan Singh, former Union Finance Minister and former Prime Minister of India, have joined different political parties. Indian Civil Service has been working with the politicians of the party in power at the Centre or at the State level. Bureaucrats have projected and defended their group interests with the help of politicians by supplying secret files to them whenever necessary. Not only this, but they also get international posts after retirement. The desire to stick to rules is in the minds of Government servants. But it cannot override the considerations of promotion.

During the seventies, the concept of 'neutrality' was replaced by 'committed civil service. Commitment to a new and economic order has to be consciously built and nurtured through the careers of civil Servants. Mrs. Indira Gandhi and hercabinet talked of committed bureaucracy and even to the duties and obligationsof the civil service or the judiciary not to the country but solely to the government of the day. Mrs. Gandhi said making committed civil service meant 'committed to several policies and a popularly elected government without being committed to the policies of the party in power. However, these views of Mrs. Gandhi were vehemently criticised by all shades of people and it was said that the civil servants should be committed to their duties and the society which they are supposed to serve. Social commitment rather than political commitment is imperative in modern times.

Thus, it appears that the concept of 'neutrality' faces a hard knock in the conditions prevailing in a developing nation like India. But, for a parliamentary democracy political neutrality is indispensable. It is all the more necessary for India because ministerial changes are frequent in the Indian states; and after 1977, even at the Centre. In the absence of neutrality, the civil service will develop cleavages,factionalism and percolate the belief that some would be promoted and some others would be penalised due to their political bias.

4.6 ANONYMITY:

The principles of neutrality and anonymity of civil servants go hand in hand. They are complementary to each other. The principle of neutrality of civil servants implies that they will be politically neutral, they will not be members of any political party nor will they

canvass for it at the time of the election, except for exercising their right to vote, and they will implement the policies of the party in power at a particular time as per rules and regulations in terms of the law enacted by the legislature in a non-partisan, impartial and unbiased manner. All policy decisions are taken by the political executive and the civil servants are obliged to execute them without any personal involvement.

The principle of anonymity flows directly from the doctrine of ministerial responsibility, which is a feature of the parliamentary government as is prevalent in England and India. According to the concept of ministerial responsibility, a Minister-in-Charge of a department is responsible for the actsof commission and omission of the civil servants subordinate to him. A civil servant cannot be criticised on the floor of the house by name as he cannot be present in the house and address it to defend himself. It is, therefore, theresponsibility of the minister concerned to defend him in the Legislature as also before the general public. If the minister is unable to defend the civil servant, he may be obliged to resign.

Therefore, Civil servants are to act accordingly to the policies of their ministers, impersonally and impartially. This impersonal exercise of power means that their names are not to be involved in any decision. They are to take decisions on a particular matter strictly according to the rules and regulations.

4.7 SUGGESTIONS FOR A NEUTRAL BUREAUCRACY

The civil servants must observe neutrality in the implementation of policies and programmes of the party in power. They should not be biased but should be ready to cooperate if some new party comes in power. They should not identify themselves with the political programmes of a particular party. The bureaucracy has to protect the very state of which it is a part, from being disrupted or being undermined by the disquieting elements of civil society.

Neutrality depicts that public officials are not slaves to either the politicians or any other authority other than the moral authority of the Constitution. It shows that the principle of neutrality implies a measure of independence both from the partisan interests of the government of the day and the exogenous agenda that prompts certain social groups to cow others down to humiliating vulnerability.

Bureaucracy should be neutral in terms of ideology and politics. So that there will not be an affinity to a particular class or ideology. Most importantly, it also suggests that even in the post-retirement period, public officials could make significant interventions for more noble purposes underlying the good society even without joining a particular brand of formal politics that has scant regard for constitutional principles such as freedom from fear and human dignity. For a genuine public official, commitment to constitutional principles is not only a lifelong project but, more importantly, it can be carried out without any political or ideological mediation.

Special agencies and methods of recruitment can be used for important areas requiring ahigh degree of both neutrality and commitment. One such special agency already in use is the autonomous university. Higher education and research constitute an area in which commitment and neutrality are both of great importance.

First, the bureaucracy has to protect the very state of which it is a part, from being disrupted or undermined by the disquieting elements of civil society. Second, the bureaucracy has to prevent the disruptive efforts of a society that is ridden with caste and patriarchal consciousness. Bureaucracy has to intervene in public life to see to it that society does not

degenerate into aggressive obscurantism. The formative conditions to perform these twin tasks involve public officials' moral capacity to resist anti-constitutional interests that the government of the day may try to push. Thus, the neutrality principle has a moral function to prevent public officials from becoming slaves to the government of the day.

All these recommendations are relevant even today, and they should be followed properly. As the relationship between the political and the permanent executive has grown into complexity, it is, therefore, necessary that both the minister and the secretary should try to know and understand their respective heads and must not try to dominate each other. If some controversy arises, that should be solved through discussions, mutual trust, and confidence. In a democratic setup like in India for example, they should go hand in hand with the service of the country. They should work together while keeping in view their respective status and dignity. It is desired that they should be sincere, dedicated, and committed to their roles and should not evade responsibility.

4.8 CONCLUSION

As we have mentioned before that neutrality and commitment can go together, and. They reinforce each other if properly oriented. An integration of neutrality and commitment of the bureaucracycan serve the purpose and achieve the goals of national integration and development of a nation-state.

Undeniably, the commitment of bureaucracy to the national values of Justice, Liberty, Equality, Fraternity, and principles of nationalism, and democracy remainsunparalleled.It is important to check the maladies of bureaucracy to shred their allegiance of parochial political objectives. It may act as a hindrance in the process of development. Therefore, in order to consolidate and bridge the gap between the two aspects, one must examine the bureaucracy objectively.

4.9 SUMMARY

- In recent times, the debate between neutral and committed bureaucrats hasemerged at the forefront of public administration.

- Neutrality can be observed through various factors.

- Committed bureaucracy remains firm to certain values, objectives, and professions.

- The issue of neutrality is an important challenge faced by civil servants in a developing country like India.

- An integration of both neutrality and commitment is the need of the hour.

- A neutral bureaucracy is the desired objective in developing societies.

4.10KEYWORDS

Spoils System:A system which originated in USA. It is also called patronage system and a practice in which the political party winning an election rewards its campaign workers and other active supporters by appointment to government posts and with other favours.

The Great Depression: The Great Depression was a severe worldwide economic depression between 1929 and 1939 that began after a major fall in stock prices in the United States.

Directive Principles of State Policy: Guidelines or principles given to the institutes for governing India and are provided Part IV of the Constitution of India.
Ethics: The study of what is right and wrong in human behaviour.

4.11 QUESTIONS
4.10.1 Long Answer Type
1. Analayse the debate between neural and committed bureaucracy.

2. What are the various dimensions of neutral bureaucracy?

3. How is committed bureaucracy ensured in an organistaion. Explain.

4. How can we ensure of neutrality of bureaucrats. Explain

4.10.2 Short Answer Type

1. What is the meaning of anonymity?

2. Write a brief note on the neutrality of civil servants in India.

3. What is the meaning of committed bureaucracy?

4. What is the meaning of neutrality?

5. What are the ill effects of committed bureaucracy?

6. How should the bureaucracy be neutral towards ideology and politics?

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UNIT: 5 TECHNOCRATS VS. BUREAUCRATS
Structure

5.0 Learning Objectives
5.1 Introduction
5.2 Technocrat
5.3 Bureaucrat
5.4Controversy and Areas of Conflict
5.5 Suggestions and Remedies
5.6 Conclusion
5.7 Summary
5.8Keywords

5.0 LEARNING OBJECTIVES

After studying the unit, you should be able to:

- Explain the meaning of technocrats and bureaucrats
- Describe the controversy between the two.
- Importance of both technocrats and bureaucrats.
- Ways to overcome the conflict between the two.

5.1 INTRODUCTION

The fight between technocracy and bureaucracy has been in existence ever since the inception of these terms. The Technocrats and Bureaucrats who are commonly characterised as 'Specialists' and 'Generalists' respectively are found in every administrative system but bureaucrats are at the 'top' and specialists or the technocrats are at the 'tap', and this causes jealousy in technocrats. The technocrat and bureaucrat controversy is one of the important problems of public administration. The problem has acquired new dimensions due to the vital role of ever-increasing importance being played by science and technology in all walks of life. In the forties or fifties, no one thought about the department of space or ocean development or atomic energy or communication technology, such as fax, the Internet, the computer revolution, etc. In this regard, our scientists and technologists have won laurels for the successfulconduct of nuclear tests at Pokhran on 11 and 13 May 1998. Likewise, their expertise and skills can be reflected in policy formulations as well.

Therefore, the role of specialists or technocrats in administration has acquired immense significance. The problem of law and order has also acquired a new dimension due to the invention of several kinds of rifles, missiles, and chemical weapons. As a result,attempts have been made to define the roles of technocrats and bureaucrats in many countries.We shall propose to define both the terms and we would examine the arguments in favour of and against both. Lastly, we shall try to analyse the reasons for the conflict between the two.

5.2 TECHNOCRAT

A technocrat is a scientist, engineer, or another expert who is one of a group of similar people who have political power as well as technical knowledge.A technocrat is also known as a 'Specialist'. He or She is generally a person who has special knowledge or skill in a specific field, for example. engineers, physicians, agriculturists, educationists, lawyers, etc. He can be easily distinguished based on his or her education and training. They generally perform a job in which their specialist knowledge is required However, an expert or specialist is a relative term depending upon the context. For example, a general medical practitioner is an expert concerning the patient but in comparison to a surgeon, a dentist, or a gynecologist, he or she is only a generalist. The Administrative Reforms Commission (ARC) has called for such specialised services where officers have to specialise after joining the service. For example, the officers joining services like Income Tax, Audit and Accounts, Defence Accounts, etc. do not require any specialised degree at the time of entry. However, over some period in their services, they tend to specialise in their particular fields.

The Civil Service Committee of Britain (1966-68), popularly known as the Fulton Committee used the term 'specialist' for those whose career provides opportunities for the exercise of their qualifications and specialist skills. This category includes engineers, draughtsmen, technicians, and so on. Some of these, such as doctors and engineers, have acquired the

professionalism of specialists through recognised training outside their service. Others such as technicians and draughtsmen may acquire and develop their skills after joining the service.

Since the technocrats are highly specialized in their field, they provide highly effective and pinpointed solutions to the problems faced in their field. Due to the immense amount of knowledge that they have amassed over the years, they have a different perspective on the problems of society.Examples of technocrats include Raghuram Rajan, who was the former Governor of The Reserve Bank of India, and E. Sreedharan, who is known as the Metro Man of India.

5.3 BUREAUCRAT

A bureaucrat is an official in a government department, in particular one perceived as being concerned with procedural correctness at the expense of people's needs.A bureaucrat is a public servant who does not have a specialised background and is easily transferable to any department or branch of Government. He has also been defined as an administrator, who belongs to the managerial class and who is well versed with rules, regulations, and procedures of administration, and generally performsfunctions of Planning, Organising, Directing, Staffing, Cooperating, Reporting, and Staffing in the words of Gulick. A bureaucrat is also known as a 'Generalist'. Generalists are said to be jack of all trades and masters of none.

The Fulton Committee (1966-68) used the term 'administrators' for those members of the administrative and executive classes who are now treated as, and regard themselves as, 'generalists'.

The terms bureaucrats, civil servants, public servants, government servants, government servants, officials of government, officials, permanent executive, and non-political executive are used to describe all such persons who carry out the day-to-day administration of the state. The terms Bureaucrats and Civil Servants are popularly used as synonyms. They areIAS officers and IRS officers in the case of India.

5.4CONTROVERSY AND AREAS OF CONFLICT

In a developing country like India, the bureaucrats have been given superior positions in the administration. The policy formulation and the 'consideration' levels in the Central, as well as State Secretariat, are occupied by the bureaucrats, while positions in the field are filled by the technocrats. To make the 'humiliation' still more apparent, the heads of executive agencies are appointed from amongst the technocrats. For example, in the states of India, the Directors of Higher Education, Directors of Health, and Directors of Agriculture are IAS civil servants. At the district level, there is a generalist who is a Collector/DC, leading a team of technical district officers who are heads of technical departments. At the block level, Block Development Officer (BDO) is the bureaucrat who leads a team of cooperative and veterinary services.

The genesis of the 'generalist and specialist' and the 'bureaucrat and technocrat' controversy in India can largely be traced to the concept of 'nearness' or 'remoteness' from the area of top policy-making. It is more post-centered rather than person-oriented, and the tussle between the two is in reality for holding certain positions. The real debate should be around formulating a satisfactory and adequatestaffing policy or better still, evolving a progressive, constructive and objective-oriented,egalitarian personnel philosophy.

A very important aspect of controversy relates to the privileged position enjoyed by the IndianAdministrative Service due to its high salary, better career prospects, and also its monopoly oftop administrative positions as posts of secretaries in the government departments; even the positionof heads of most executive departments are reserved for the bureaucrats.Career wise too, a member of the Indian Administrative Service after serving for about tenyears or so in a state administration, moves to the Central Secretariat and at times becomeseven the Secretary of a department or ministry. The technocrats feel that their position andstatus in the administrative hierarchy is not commensurate with the contribution they maketo the technological advancement of the country. They are being denied access to the policy-making powers is attributed to their being overshadowed by the bureaucrats.

In this regard, the specialists or the technocrats demand parity with IAS generalists and the bureaucracy in general, in matters of pay scales and service conditions, and access to administrative positions at the Secretariat so that they can contribute to the policy formulation of the Government. They complain that during their school days bureaucratswere not brilliant students as compared to them but they enjoy more powers than technocrats due to their position at the Secretariat level. The problem is that the technocrats have to submit to the final decisions taken by the bureaucrats on issues that have an important bearing on their field of specialisation. This resulted in the conflict between the power of knowledge of experts and the power of the position of bureaucrats. Thus, the problem is more of power-sharingamong the administration

The suitability of the bureaucratsfor all policy-making positions is questioned by technocratson the ground that the change in the functions of government in present times calls forcertain professionalism which is not possessed to such an extent by the generalists. Also, byreserving all senior managerial positions to the bureaucrats, especially to the IAS, the government is deprived of the expert advice and specialised knowledge of the specialists.However, it is generally argued by the bureaucrats that the field experience gained by
them at the district and state levels in the initial years of their career helps them in the taskof decision-making. But thetechnocrats feel that this field experience is not sufficient todischarge themulti-varied tasks of the government which requires special or expertknowledge. And also, this sort of field experience is not just the prerogative of thegeneralists as it can be secured by the technocrats. For example, a doctor working in aPrimary Health Centre is exposed to all sorts of field problems as can be experienced by aDistrict Collector. This makes higher acquire certain administrative skills in addition tohigher technical competence.

Another point of contention between the two comes from their beingorganised into separate hierarchies. This leads to situations where the expert advice renderedby the technocrats are submitted to thebureaucrats for higher approval. This is justified on theground that since technocrats tend to have a biased outlook tilted towards their specialty andsince policymaking needs to consider matters in totality, the bureaucrats are best suited to takethe final decision. This is due to technocrats being denied access to senior administrativepositions.

The bureaucracy often moves from one department to the other and at times to a public enterprise or even a semi-government institution. But the mobility of the technocrats isrestricted in the sense that they are transferred or promoted in the same department. The technocrats view the frequent movement of the bureaucrats as a hindrance in the way

ofacquiring adequate and in-depth knowledge in any one aspect of the department's work.Thus, the technocrats feel that it may have a negative impact on proper policy making

5.4.1Arguments in favour of Technocrats

The grievance of technocrats as mentioned before is the discrimination in pay and allowances as between the Indian Administrative Service (IAS) and their services and quick chances of promotion for the IAS.Therefore, now a new trend is emerging in the composition of higher civil services, that is, large numbers of professionals are now appearing for the civil services examinations. They are leaving medicine engineering and chartered accountancy positions to enter civil services. Technocrats complain that they are excluded from the top policy-making positions. Therefore, it would be pertinent to examine the arguments given in favour ofspecialists.

Before independence, in colonial days the main functions of administration were maintenance of law and order,collection of taxes, and revenues. But now the tasks of administration have become very complex and cannot be properly performed by the bureaucrats alone. Therefore, technocrats should be given their due weightage in performing these jobs from the lowest to the highest levels.Technocrats feel that bureaucrats are not required to intervene between them and the Minister. They have better knowledge of their own field and can explain it better to the Minister.

The bureaucrats do not understand the implications of the technical proposals and cause inordinate delays in the clearance of the project proposals submitted to them. The bureaucratshave to depend on the advice of the technocrats and in the absence of their expert advice/ knowledge are unable to take final decisions expeditiously.

It is further cited that our Public Enterprises headed by bureaucrats have become the center of mismanagement and resulted in heavy financial losses. On the contrary, Dr. Homi Bhabha, who played a key role in India's Nuclear Program proved to be an administrator of great acumen. He built the Atomic Energy Commission, which isa very important organisation.

In England, the Fulton Committee recommended a greater role for the technocrats in administration and observed that to meet the challenge of the scientific and technical developments, the specialists have to be given due place in the administration. The same arguments can be advanced in the case of technocrats in India.

ARC recommended that the senior posts in functional areas should be held by thespecialists in those functional cadres. It further recommended that non-functional posts should be thrown open to all specialists and generalists.

5.4.1Arguments in favour of Bureaucrats

Since it is the responsibility of the bureaucracy to carry out and implement the policies of thegovernment. Good policies and laws can serve their objectives only when these are efficiently implemented by civil servants. The bureaucrats play a superior role in the day-to-day administration of the state. In India, Macaulay Report on Indian Civil Service (1854) followed the British tradition of the superior position of a generalist administrator propounded by the Northcote-Trevelyn Report (1853). The philosophy of these reports is that a person with liberal education and varied multifunctional experience is much better than a

specialist who has deep knowledge of a very narrow field. Therefore, bureaucratsoccupied superior positions in the Indian administration

The important argument in favour of generalist civil service is that it has established contact with people in the administration ranging from the top to the grassroots level. This is a peculiar system in which generalist administrative service is organised as an All-India Service based on the permanent cadres of the State Governments. Officers of this service serve at the district level and come in contact with people at the lowest level. They are later transferred to the various positions in the State up to Secretariat and get the experience of the working of the State governments. Some of these officers are deputed to the Government of India to senior positions. Such a tenuresystem was introduced by Lord Curzon in which these officers used to serve in the Government of India for a fixed tenure and used to back to the State of their cadre. These officers serving at senior levels in the Government of India have the advantage of vast experience of working in the State Secretariat and in the field. This connects the entire system of administration from top level to grass root level. The knowledge and vision provided by this kind of experience cannot be equaled by the limited technical experience of the specialist.

The administration in India has been based on the principle of area administration. Thus, the village, the block, the tehsil, the district, and the division continue to remain the units around which the administration at that level revolves. Each area requires a generalist administrator or a bureaucrat to perform manage rial functions such as planning, directing, and coordinating. Such a role can be performed by an experienced administrator successfully.A generalist secretary is in a much better position to tender correct and proper advice to his ministry because he usually has complete understanding of the total effect of various factors on a particular policy decision.

Bureaucrats charge technocrats of being parochial and narrow-minded. They say that technocrats are prone less. According to Paul Appleby, 'the price of specialisation of every kind to display bias and a restricted view of matters. A specialist is one who knows more and more of less and parochialism. A generalist possesses broad vision and outlook and high thinking while a specialist does not possess all these qualities.

It has also been said that it is wrong to call these professionals in their own field. To advise the political executive in their policy formulation functions are specialised tasks in themselves. Those whoperform these tasks have to develop professional expertise to become successful. The bureaucrats can in that sense be called administrative professionals.

In any decision-making process, technical inputs form only a small part. Other matters like financial, administrative, legal, and political issues are of equal importance. A bureaucrat with a broad background of working in various departments is better suited to perform these jobs. Experience shows that when a technocrat is required to do the job of a bureaucrat, they lose both ways. Neither do they remain specialists, nor do they prove to be good bureaucrats.

5.5SUGGESTIONS AND REMEDIES

Public Administration in the modern day requires an integration of both the technocrats and the bureaucrats to gain maximum efficiency. In every country, a middle way should be worked out to utilise the services of both technocrats and bureaucrats for nationaldevelopment. The good and well-meaning administrators could not deny the importance of technical considerations and expert services. Likewise, no good specialist should assume that his administrative colleague is an important bigot. Where the attitude is one of mutualunderstanding, public service benefits greatly. The disputes and areas of controversy between the two can be located and dealt with. So, several steps have to be taken to solve the problem.

A new trend of appointing technocrats to administrative positions is taking place. Of late, certain measures have been taken in our country to induct technocrats into higher administrative positions at the Centre as well as in States. For example, some time ago Education Secretary in the Union Ministry of Education was an educationist by profession, and the Secretary to the Scientific Affairs Department in the same ministry was an eminent scientist. In some ministries, expert advisors have been appointed to take advantage of their expertise.

Another method of giving a technocrat head of department ex-officio status of joint/additional/full Secretary to the Government has been followed. The Railway Board is a good example of such an arrangement. The members of the Board operate as heads of departments and are also ex-officio secretaries in the Railway Ministry. So is the case of the Department of Atomic Energy, where the specialist has reached the top instead of the bureaucrat. It is headed by nuclear scientists and so is the case with the Department of Science and Technology which has a scientist as a Secretary. In the same way, the Rajasthan Government has appointed the Chief Engineer (PWD & BR) and the Director of Industries and Supplies ex-officio Additional Secretaries to the Government.

A way to tackle this problem is to experiment with an integrated hierarchy in place of present'separate' and 'parallel' hierarchies. In separate hierarchies, the policy is determined by thebureaucratsand the function of the technocrats is to execute it. Whereas in a parallel hierarchy,each class has its parallel sub-hierarchy, and work between the two is coordinated byfrequent liaison. The organisation of technocrats andin separate hierarchies, withthe policy and financial aspects of the work reserved exclusively for bureaucrats, has certaindisadvantages such as slowing down the process of decisionmaking and management, generating inefficiency, and preventing the specialists from exercising the full range of responsibilities normally associated with their professions.

The tenure system has been met with a decline over the years. As already discussed, the tenure system was introduced by the British. The system is now in no position to deliver the goods and has been weakened. It is felt that senior civil servants should remain permanently in the Central Secretariat in violation the of tenure system. In practice now very few officers of the rank of Joint Secretary go back to the States. The creation of the Central Secretariat Services has also weakened this system.

Indian Constitution for instance has a provision to create more All India Services and Central Services. In 1961, two new Central Class I Services constituted the Indian Economic Service for the economists and the Indian Statistical Service for the Statisticians. All these services aim to provide better status and pay to the technocrats. The creation of such new specialist-centric all India and central services can provide them necessary security and platform.

The present need is for more purposive development of professionalism inadministration. The base of such professionalism is not necessarily provided by a single specialty but a variety of backgrounds and disciplines. For example, the administrators ofprice policy must know in sufficient depth and detail all the economic implications of thatparticular measure. Hence, it becomes essential for the government to organise at the top anexpert layer of personnel, who though initially coming from either the generalist orspecialist background, would need to be developed into a professionally competent group inorder not merely to effectively execute

programmes but also to aid and advise the toppolitical executives in matters of important policies.

5.6 CONCLUSION

There is no denying the fact that in their functional situations both technocrats and bureaucrats have important contributions to make.The partnership responsibility of the two groups in facing the new challenges underconditions of quickening socio-economic change is a necessary ingredient of national goal fulfillment. The necessity for the collaborative role of generalists and specialists is nowrecognised and accepted almost everywhere. It is neither feasible nor desirable toreplace one category with the other. Indeed, it is not as though a revolution in public administration is going to occur if all the bureaucrats were to be replaced by technocrats. Similarly, the jobs of technocrats cannot also be taken over by bureaucrats, for example, the functions of theChief of Army Staff cannot be taken over by a Secretary to a Government department. Thus,while, co-existence among both categories has to be accepted as afundamental fact of administrative life, the real issue is in what fashion or in what structureor role the relationship should exist.

5.7 SUMMARY

* The technocrat and bureaucrat controversy is one of the important problems of public administration.
* The dispute between the two ranges from high perks and facilities to the decision-making process
* The technocrats and bureaucrats are both equally important in their respective spheres
* Certain measures can be taken to solve the conflict between the technocrats and bureaucrats

5.8 KEYWORDS

Specialist: A Specialist is generally a person who has special knowledge or skill in a specific field, for example. engineers, physicians, agriculturists, educationists, lawyers, etc.
Generalist: A Generalist is an administrator, who belongs to the managerial class is well versed with rules, regulations, and procedures of administration, and who performs the generalfunctions of an organisation.
Parallel Hierarchy: In this type of work arrangement system a specialist, for example, a Director General will be working along with a generalist like Deputy Secretary.
Fulton Committee: The Committee was appointed in the UK in 1966 to study the organisation, recruitment, management, and training arrangements for the civil service and to recommend. changes in the context of changed responsibilities of the civil services and the new educational system.
Professionalism: Specialised competence or knowledge in a field.
Administrative Reforms Commission: The Administrative Reforms Commission is the committee appointed by the Government of India for giving recommendations for reviewing the public administration system of India. The first ARC was established on 5 January 1966.

5.9 MODEL QUESTIONS

5.9.1 Long Answer Type

1) Discuss the role of bureaucracy in administration.

2) Who are the technocrats? Comment on their role in the administration.

3) What are the suggestions and remedies to overcome the conflict between the technocratsand bureaucrats?

4) Discuss the reasons for the controversy between the generalists and specialists in administration

5.9.2Short Answer Type

1) Who are called the Specialists?

2) Who are called the Generalists?

3) Write two reasons why the bureaucrats are more important than the technocrats.

4) Write two reasons why the technocrats are more important than the bureaucrats.

5) Write two reasons for the conflict between the technocrats and bureaucrats

6) How does the Fulton Committee Report define The Specialists and TheGeneralists?

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𝔘𝔫𝔦𝔱 – 1

Problems of Development in Developing Countries

Structure

1.1 The concept of development

1.2 Who are the developing countries

1.3 Developing Countries: Issues and Problems

1.4 Conclusion

1.1 **Introduction**

Development is a buzzword in contemporary social science as well as policy dialogues, both at domestic and international levels. This is because the growing international order since the end of Second World War. Before understanding the problems of developing countries, we need to have a concept of development. I would prefer the term "concept", because a fool-proof, all-encompassing and satisfactory definition of development is not possible.

For several decades following the Second World War, development was broadly conceived as economic growth. Various scholarships have developed during that period, which emphasised on attaining certain level of economic growth and concomitant indicators. Two of them are particularly worthy to mention. The socialist or Marxist model has emphasised on 'dictatorship of the proletariat' – centralised economic planning, ruthless social and economic engineering under the command of one ruling party, where individual autonomy and voice was seriously circumscribed. The model of development followed by Chinese leadership is the most pertinent example. Among the influential ideas in the non-Marxist world was the "Modernization Theory" – it emphasised on the growth of middle class, "civic culture" which, after attaining a satisfactory level of economic

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growth, would be allowed to practice democracy, quite akin to capitalist western democracies. This is known as the model of "political development"; however, this model soon came to be criticised for its ethno-centric bias – for uncritically accepting the west as a model, ignoring the socio-cultural situations and realities of the developing countries, many of whom were endowed with ancient civilisations. These types of theories virtually ended up supporting the utterly authoritarian regimes in many developing countries – flouting almost every norms of democracy (Törnquist, 1999). On the other hand, despite being at the contrasting end of ideological pole, the socialist regimes were also equally undemocratic, oppressive and had the same notorious history of human rights violations.

Subsequently, the growth-only model was further questioned: growth for whom? Does everybody have access to the fruits of growth? Must growth occur at the expense of justice and human rights? Above all, if minerals are exploited ruthlessly, the earth is polluted without any limits, what are we leaving for our future generations? Development demanded answers to these questions. As a result, many new dimensions were added to development. For explaining the concept of "just development", Clark coined the acronym: DEPENDS approach. In essence, the DEPENDS approach stands for: Development of infrastructure; Economic growth; Poverty alleviation; Equity; Natural resource base protection; Democracy; and Social justice (Clark, 1991: 26-30). This is closely related to development ethics "that accepts human dignity as a priority" (Gasper and Truong 2005: 374). The 'right to development' offered a holistic vision: economic rights must be accompanied by civil, political, social and cultural rights – none of them must be sacrificed (Sengupta 2000). Amartya Sen introduced the idea of capability which would lead development towards freedom that would enable an individual to lead a life he or she "has reasons to value" (Sen 2000: 36-40). This has led to the growth of another sub-field of development studies: Human Development, which by including the issues mentioned above, does add normative substance to development on one hand; and have potentials to make development relevant to many people at the same time. We shall now examine the problems of developing countries in this context. India has followed the path of taking democracy and development together: at the time of independence, it

was dismissed by many, but subsequently the wisdom has dawned that democracy saved the country.

Objectives

This chapter intends to introduce us with one of the most fascinating issues with the contemporary times: development. After the end of the Second World War, particularly when decolonisation occurred in many countries of Asia, Africa and the Latin America, development became a much-discussed issue, both among the academics, practitioners and policy-makers. Various ways and means to understand development were explored. We hope that this chapter would enable us having a comprehensive understanding of development and its problems.

Who are the developing countries?

A number of countries are known as developing countries. After the Second World War, particularly since decolonisation, many countries in Asia, Africa and Latin America were freed from the colonial rule – at least in formal sense. Generally, they are known as developing countries. There are several ways to classify: during the Cold War, first world countries were known as the advanced industrial countries in the west – mainly Western Europe, North America alongside countries like Japan, Australia and New Zealand who, by and large adhered to capitalist mode of economy. Second World countries belonged to the socialist block led by the Soviet Union. The Third World included the majority of countries in Asia, Africa and Latin America that are marked by abject poverty, deprivation and overall poor quality of life and opportunities. Later on, OECD – the Organisation of Economic Cooperation and Development has classified between global North and South – countries on the south are known as developing countries. In recent times, the United Nations Development Programme (UNDP) has categorised four types of countries: those having "low human development", "medium human development", "high human development"; and "very high human development" – they are based on the overall quality of living standards (HDR Website 2010). In a

word, developing countries constitute a large number of countries in the three continents of Asia, Africa and Latin America.

Developing Countries: Issues and Problems

The major problems that can be found in developing countries can be grossly subsumed under three categories: influences of colonial history; challenges of economic development; and the pressure of popular aspirations.

Influences of Colonial History

Most of the developing countries have a long history of colonialism. Colonialism has certainly introduced these states to modernity, although these states have much older societies. Ancient civilisations have developed in the spaces currently known as the Indian subcontinent, China and the Arab world. In many cases, the nature of colonial rule has shaped their post-independence socio-economic and political destiny. The history often serves both as resources and constraints to these countries.

In terms of resources, three particular aspects are worthy to mention: market, modern means of communication and education: through them, many old societies got introduced to new world order and their beneficial attributes through colonial rule. The hitherto old societies, often steeped into inertia and stagnation, which had resulted into limited social mobility, lack of education, ill-health, early morbidity, gender discrimination and consequent crippling of human existence. For example, in pre-British India, rural people did hardly venture out of their village in their lifetime, because they did not feel the necessity. Colonial rule had broken this state of inertia: it was essentially accompanied by capitalism which in turn, necessitated the continuous expansion of market. This development brought the secluded and insulated villages and distantly-located communities into the map of market economy. Such exposure has led to significant social and economic mobility. Traditional structures of hierarchy were seriously affected and many of them had

simply broken down. In India for example, caste has undergone significant changes through exposure to market forces. Many people from traditionally deprived castes had now started exploring opportunities in the new socio-economic order. In many of these countries, alongside the colonial business groups, indigenous capitalism has developed.

The second beneficial consequence was introduction of the modern means of communication, which in turn, carried forward the process of modernity. The railway and road networks, post and telegraph have connected the vast stretches of territory together and galvanised them into one nation of other shared identities such as language or ethnicity. They subsequently, have provided the proverbial bedrock for anti-colonial nationalism.

In addition, many of them used these means of communication to explore opportunities in other parts of the world: the migration of Indians (mainly from the oppressed lower castes) from the neighbourhood plantation colonies in Ceylon (now Sri Lanka) to faraway places of Africa, Canada and the Caribbean reflect this tendency. These have led to the cultural dynamism for both the settlers and the indigenous population: the settlers went to the new places with their own cultural attributes such as dress, food habits and festivals; they were again introduced to local life styles and culture. Cultural vitality is also an attribute of development because on one hand, it has the potential to integrate people having various types of beliefs and world-views and pursue common agenda. On the other hand, a broadened world-view is presented before the concerned people, which may unlock opportunities to explore better and diverse visions of life.

The third benefit of colonial rule is the introduction of modern system of education; they were often accompanied by colonial languages where modernity was practiced. As a result, the indigenous population received exposure to modern literature, science and medicine – these have helped the future-day nationalist leaders to articulate their visions of an independent nation. It was further bolstered when many educated people from colonial countries received education in the world famous universities: their experiences both with own societies and the greater world have enabled them to contribute immensely to the public life of colonial countries. For example, Gandhi

and Nehru have worked and studied abroad: later on, they became the leading figures in India's struggle for independence Ambedkar received education in the United States: he has immensely worked towards the emancipation of the downtrodden in India and was among the key figures in the drafting of the Indian constitution. In addition to all of those factors mentioned above, modern systems of government were introduced in the colonial countries: modern bureaucracies, modern military and the overall administrative system in many areas, such as land revenue, education system, health system and in some cases, modern representative institutions were also the attributes of colonial rule.

We however, should eschew glorifying the colonial rules. Above all, they were undemocratic and exploitative by nature. In fact, their ill-effects do far outweigh those perceived benefits. The advent of market forces also disrupted traditional social relations, economic arrangements and above all, knowledge systems. On social front, new means of mobility often resulted in mindless attacks on traditional values, under the colonial rule. A section of elites, having access to education and centres of power, distanced themselves from local population and were quite contemptuous of other fellow country-people. As a reaction, another class developed with rabid traditionalism, refusing to learn from the opportunities of modernity. The colonial administration also followed the "divide and rule" policy – to engage the native population into continuous infighting among themselves. These served the purposes of colonial rule – its longevity, but in the long run, have sown the seeds of perpetual distrust, disorder and conflict, which threaten development and world peace even today, in many areas of the world: South Asia; the Arab world; North and South Korea; and the most part of African continent. Much of the resources are spent on conflict and armaments.

In pre-colonial India for example, land and forest was the community property: it did not have any individual ownership. Private ownership to land was introduced, which totally destabilised the existing patterns of livelihood. At the same time, the villagers' and local community's rights to forest for food and fuel wood was curtailed – they were open to large timber merchants – mostly Europeans, who again found the ready market in growing cities, modern transport industries and

export. The worst economic condition was the continuous bleeding of country's resources: with heavy tariff and taxation, indigenous industries were not allowed to grow and several impediments were propped up from time to time. For most of the time, traders from only the ruling country were allowed to do business in the respective colonial countries. As a result, free market capitalism did not grow in these colonies; and the socio-economic mobility unleashed by colonialism remained limited. After independence, these countries faced the syndrome of "late development" – characterised by huge pressure of poverty, low productivity, obsolete technology and consequent difficulties to compete in the global market. Many of them remained dependent on the advanced capitalist countries for their economic and security concerns.

The traditional knowledge systems which have nourished the older civilisations of developing countries over many centuries were severely disrupted by colonial rule. Such knowledge-systems have grown up over many centuries, based on people's experiences and responses to various circumstances from time to time. Human experiences are the greatest reservoir of knowledge, yet under colonial rule, they were vilified and attacked. Many traditional handicrafts, agricultural practices, medical systems, education methods were simply lost on the onslaught of the homogenising nature of market capitalism. Under the current globalisation regime, there have been renewed appreciation on the value of traditional (or indigenous) knowledge – as reservoir of accumulated experiences, but that is also done with narrow profit maximising perspective: non-western societies of developing countries are now under high risk that their traditional knowledge-base may be pirated and pilfered.

Overall, the history and legacy of colonialism has made a profound impact on the developing countries. Although they got introduced to global order and modernity through colonial contacts, they remain the marginal force in this order. Many of their problems – most notably, abject poverty are derived from the long history of colonial rule. Some countries where colonial rule was absent, such as Japan, have flourished on their own and are now among the leading industrial powers.

However, time cannot wait by blaming to fortunes and problems that have been inherited historically. At the time of independence, people of a country decide to accept responsibility for its destiny: social, economic, political and overall existential matters. That is the moment when citizenship is formed – this is the price for the long-cherished dream of independence. And it is also the point when democracy matters – people are no more subjects; they are citizens who bear equal worth in an independent socio-political community. Their voice, their preference, their ideas matter in the shaping of their socio-political community: for whose well-being they are responsible. With these normative dimensions, we shall now turn to the next section – challenges of economic development, with this historical context in mind.

Challenges of Economic Development

The major problem before the developing world is to achieve rapid economic development, because these countries are afflicted by grinding poverty. Poverty has several manifestations: abject poverty of many people that threatens daily survival, such as lack of food, drinking water and fundamental healthcare. In most of the developing countries however, such abject poverty may not be visible, but many other serious impediments threaten social mobility. Also, this relative prosperity is not guaranteed.

Two of the regions – Sub Saharan Africa and South Asia are the poorest regions in the world, where daily survival of many people are continuously under question. Many people in these countries, particularly children, survive on one meal a day and hunger is a stark reality in these countries. They are the regular mal-performers in global hunger index. This has a series of spillover effects: lack of mobility, underdeveloped physique and mental health – all these seriously affect the formation of human capital. As a result, the high density of population is a liability, not any asset for these countries. Poverty leads to weak performances in education, healthcare and also results in several policy failures. For example, population growth is a serious problem in these countries, resulting in severe pressure on already meagre resources and infrastructure; yet, it can only be

arrested with reduced child mortality, better healthcare, job opportunities, spread of education and enhanced consciousness. This is the vicious cycle where all problems are multidimensional and causally related to one another, hence difficult to address methodically.

Other parts of developing countries usually do not experience that level of poverty, but many impediments seriously circumscribe the overall human well-being. Much of the prosperity is related to their performances at global markets, particularly exports. When exports suffer, they face serious financial crises, such as Indonesia in 1997. Or recently, the drop of oil prices in global market has seriously affected the Venezuelan economy, where acute food crises lead to nearly ungovernable and anarchical situations. In addition, thanks to the history of various sorts of dictatorial and authoritarian regimes, democracy is weak in many of these countries; hence there are problems in eliciting accountability from the ruling elites, particularly in cases of rampant corruption leading to huge human distress. For example, the recent fire in Amazon forest areas in Brazil is often attributed to the government's intention to hand over forest resources to private corporate bodies, disregarding warnings that it will create severe environmental crises across the globe. In addition, many of these countries, particularly those in Africa and Latin America, such as Guatemala, Haiti, Honduras, Venezuela, Colombia, Zimbabwe and South Africa – usually have a very high level of violence in daily life.

We however, must bear in mind that the other crises such as violence, lack of democracy and accountability; and their various ill-effects are visible in the developing countries in other regions as well. Towards a long-term strategy for development, it is now imperative to give democracy a respectful place. No wonder, the demand for democracy has become louder in developing countries, because people aspire to have better standards of life.

The Pressure of Popular Aspirations

The challenges to economic development are reinforced by ever-increasing popular aspirations. People in these countries have already been mobilised against the rulers – both colonial and

indigenous, with the promise for better standards of life. In addition, they are aware that such standard of life is possible. A section of population in almost every country is now exposed to the global scenario – through personal travel and visits; through access to media of various types; and access to Information and Communication Technology devices. This creates immense pressure on the governments of societies and polities of developing countries, to deliver concrete benefits. For example, the Arab Spring of 2011 was actually articulating the demands for both material betterment and human dignity.

As we have seen in the earlier part of this chapter, soon after the Second World War, many newly-independent states have switched over to authoritarian regimes, on the expectations that governance activities will not be affected by the costs of inter-party struggles and electoral competitions. In other words, people had significant faith on their governments. In some places, such as the South-East Asian states, Chile in Latin America has enjoyed relatively high levels of growth and prosperity. India had adopted the path of democracy, but the level of development was far from satisfactory. In most cases however, much of the developing countries ended up with neither democracy, nor development. In many cases, they were supported by the United States. In the 1990s however, there was a fundamental shift. With the collapse of the Soviet Union, it became difficult for countries like the USA to support undemocratic, corrupt regimes across the world, because they faced hostile public opinion domestically. Governments in the developing countries too, were finding repression as increasingly difficult, in the face of popular demands, consciousness on human rights, environmental degradation – all these again added with the force of huge population. As a result, they found switching over to democratic governance as much better an option for survival.

In order to formulate sound strategies for development, the already quite prevailing top-down, elite-driven approaches need to be complimented with bottom-up approaches – that will democratise the process of development. Democracy has the effect of establishing the relations of minimum trust. That trust is not about blind or unquestioned faith, rather an understanding on the

relations between rulers and the ruled. The latter are aware about the limitations of the former and the political leadership is not deified – hence not much expectations, except at the times of crisis. In addition, corruption survives in many democratic countries. Even in developed democracies, people do not have high expectations from their rulers. Almost everywhere, political leaders are treated with disdain. Yet, despite these, people have an understanding on the limitations of their politicians. When the rulers and leaders are repeatedly questioned, contested, criticised and mocked at, some sort of stability occurs to the political system. Much of the popular discontent melts down with expressions of grievances and discontent; particularly when government can be renewed or changed at every interval. In developing countries too, a functioning democracy can achieve that level of minimum trust – that will offer stability to the regime, necessary for pursuing the goals of development in the face of the volatile nature of ever-rising popular aspirations.

Conclusion

Development is a multi-dimensional concept, having social, economic, political and cultural implications. Although there are many interpretations to categorise developing countries, there seems to be an overall consensus that the vast numbers of countries in Asia, Africa and Latin America fall into the category of developing countries. This chapter sums up their common features to understand their problems.

We follow the categorisation of various international organisations such as the United Nations, OECD to categorise certain countries as developing countries. Generally, a broad consensus merges: countries in Asia, Africa and Latin America, barring a few examples, generally belong to the developing world; in other words, they are known as developing countries. Many schools of thought have emerged after the Second World War to analyse the phenomenon and strategies of development accordingly. Marxist school of thought – the followers of socialist model have emphasised upon social ownership of the means of production. Modernization Theory on the other hand, advocated for strict disciplinary course to ensure the capitalist path of development. However,

both of these schools appeared counter-productive after some period of time, because people had neither any voice, nor were included in the scheme of development. At the same time, particularly in developing countries following the path of capitalism, the growth-only vision of development was both counter-productive and problematic, because issues of serious inequalities were neglected. The Indian experiences offered a different path from those models mentioned above, as development was sought to be achieved through the path of development. In the1990s, as the vision of development was broadened and issues like human development were set into agenda, democracy became indispensible for development.

Developing countries face a host of problems on the way to achieve development. In most cases, they have to bear the burden of colonial legacy, inherited historically. Colonial rule certainly have introduced them to various attributes of modernity, particularly education and modern means of communication, but that often occurred at the high cost of economic exploitation, disruption of traditional culture, knowledge systems, life-styles and community life. Social divisions often became virtually irreconcilable, which even today leads to various conflicts that threaten the global peace at times. After independence, particularly at contemporary times, developing countries by and large, face the challenge of rapid economic development against many odds; yet home, the pressure from ever-rising aspirations by a huge population, who have experienced hardships for many generations, yet desperate to come out from such suffocating experiences and enjoy better quality of life.

Summary

➢ Since the World War II, development has become an important issue both among the policy makers and academicians alike.

➢ Various schools have emerged, to formulate the sound strategies of development.

➢ The socialist regimes, following Marxist school pursued macro-level centralised planned economy, under the leadership of the party.

➢ Many developing countries pursued capitalist mode of economy, influenced by the Modernization Theory.

➢ Both of them ignored democracy.

➢ Since the 1990s, democracy became an agenda for development.

➢ Human development is an issue in contemporary development – it expands the notion of development.

➢ The developing countries after decolonisation, faces challenges of historically inherited structural and cultural constraints

➢ They also face the challenge of rapid economic development.

➢ People's ever-rising aspirations for better quality of life pose further pressures.

➢ In the long run, for making development durable, it must go together with democracy.

Glossary

Arab Spring – an uprising had occurred against the local authorities in Tunisia against police high handedness. However, this incident soon snowballed into a major revolution in Tunisia, resulting into the ouster of its long-ruling dictator and establishment of democracy. The matter did not end there: anti-regime protests erupted in many countries in the Arab world, leading to the fall of dictatorships in Egypt and Libya; and massive restructuring of power relations in countries like Morocco and Jordan, ostensibly acceding to the demands for democracy. This is known as "Arab Spring" – a poetic term, a metaphor – to describe mellowed weather in the desert region.

Cold War – the period of high voltage confrontation between the United States and the Union of Soviet Socialist Republic (USSR) or Soviet Union; there was no actual outbreak of face-to-face conflict, but intense fear from both the sides were present and it had serious and multi-faceted repercussions on the global society.

Decolonisation – after the end of the Second World War, many countries in Asia, Africa and Latin America became independent from colonial rules. In other words, it meant the formal end of colonial rule in these countries. In reality however, many of these countries remained tied up with the global economy, dominated by developed countries.

Global Hunger Index (GHI) – "Hunger is usually understood to refer to the distress associated with a lack of sufficient calories…The Global Hunger Index (GHI) is a tool designed to comprehensively measure and track hunger at global, regional, and national levels… calculated each year to assess progress and setbacks in combating hunger. The GHI is designed to raise awareness and understanding of the struggle against hunger, provide a way to compare levels of hunger between countries and regions, and call attention to those areas of the world where hunger levels are highest and where the need for additional efforts to eliminate hunger is greatest" (GHI Website, 2019).

Human development – the process of development which addresses fundamental human needs, such as health, education, livelihood issues, life expectancy and more – they all are the indicators of human development.

Latin America – countries in central and South America, starting from Mexico in the North.

Top-down Approach – where plans of and programmes for development are decided at higher levels, by the elites. People and staff at local level are supposed to obey the orders and implement decisions. This is suitable for large scale, macro-level planning. **Bottom-up Approach** is opposite to top-down approach. Experiences of people at the grassroots are taken into consideration while formulating development plan and programmes.

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Model Questions

The following questions carry marks of **Six (06)** each:

1. Write brief note on decolonisation.

2. Who are the developing countries?

3. Explain the concept of Human Development.

The following questions carry marks of **Twelve (12)** each:

1. How do the historical legacies of colonialism continue to have impact on developing countries at contemporary times?

2. Explain the major issues and problems of developing world.

3. Point out the relevance of democracy in development.

The following questions carry marks of **Eighteen (18)** each:

1. Explain the evolution of developing world in contemporary global systems.

2. Explain: (a) the DEPENDS approach; (b) Global Hunger Index; and (c) the pressure of popular aspirations to development.

3. Make a critical appraisal of colonialism in developing world.

Unit – II

Sustainable Development: Meaning

Structure

2   Introduction

3   The scope and evolution of sustainable development

4   Conceptualising sustainable development

5   Conclusion

Introduction

In the previous chapter we have discussed the multidimensional and complex nature of development in academic sense. Among the issues that were discussed, environment has figured prominently. This has led to flourishing of another issue which periodically interrogates the process of development – sustainable development. Not only that, at present the threat to environment is felt every day, as climate change and global warming are the issues that readily comes to mind.

The United Nations' World Commission on Environment and Development (WCED) has defined "sustainable development" as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (quoted in Shrivastava and Berger, 2010: 247). In other words, this approach views development as an all-inclusive project, across time and space; and encompasses the entire planet. On this basis, we shall now discuss the concept of sustainable development: its scope and the way it evolved into a full-fledged academic and policy issue.

Sustainable Development: Challenges and Limitations

- Arms race did not end with the cold war. Substantial development resources are spent for armaments

- Emerging power blocks

- In the long run, environment and social justice may not conflict, but in the short run, they may cross swords

Sustainable development, we have seen has an all-encompassing nature: it includes almost everything and everybody; and present and future. Yet, Seghezzo (2009) finds the previous WCED definition of sustainable development having some limitations – eventually in the text of European Commission, it came to be articulated as 'people, planet and profit' (later, 'prosperity'). More specifically, the WCED definition as problematic because first, it is anthropocentric: it prioritises upon the satisfaction of human needs and dichotomy between society and environment. Yet, natural calamities like hurricanes, droughts, floods reflect that they cannot be separated. Secondly, emphasis on economic growth may prejudice long-term inter-generational justice, because economy essentially involves cost-benefit analysis which may be ultimately reduced to valuation and maximisation of profits. That would detriment the interests of the future generations. Thirdly, at the time of operations, more than time and space factors, the WCED definition defines 'sustainability indicators…only in economic, environmental, and social terms'; and finally, WCED definition overlooks the personal aspects under the carpet of overall 'human needs' (Seghezzo, 2009: 540-547).

Accordingly, he proposes an alternative conceptual framework: 'Place, Permanence and Persons' – it would allow discussing the issue of development in terms of sustainability. Place refers to physical, geographical and cultural space; permanence 'is not only mere maintenance of present conditions', but also 'changes and improvements'; and 'persons' indicate the individual existence of each human being, which includes his/her philosophical, psychological and religious side. The recognition of one's individual self may constrain the policy-making elites from achieving 'public' utilities at the expense of minorities and citizens (Seghezzo, 2009: 540-551).

The concern for sustainable development was felt since the 1970s, when the actual needs and availability of natural resources came to contradict one another, in view of steady growth of

human population. Many scholarly works were published since this period and they made significant impact upon scholars, policy-makers and activists. The watershed was the publication of *Brundtland Report* in 1987, whereupon the WCED made the definition of sustainable development. Since the 1990s, there had been steady progress and sustainable development became an agenda both in academic and policy-making discourse (Shrivastava and Berger, 2010). The Earth Summit was held in 1992 in Rio De Janeiro, Brazil, also known as the Rio summit, which attracted global attention towards the cause of environment.

Meanwhile, various researches pointed out the devastating effects on ecology by greenhouse gasses, particularly on climate change. The Stern Committee Report suggested 1-2% of the global production should be earmarked to counter the worst effects of climate change. Large corporations, who control the process of production and consumption, thus human impact on environment; they are the major contributors to global warming. These organisations were urged to change their vision and mission towards the cause of sustainability and environmental responsibility, particularly on the issues of energy usage and waste management (Shrivastava and Berger, 2010).

At the same time, several industrial accidents have significantly adverse effects on human lives and overall biology: oil spills, air pollution, chemical accidents and above all, nuclear accidents. These led to the formulation of several principles, which see 'sustainability as a journey, not a destination', for shaping policies, guidelines and course of actions. Between the 1960s and 1980s, a catalogue of principles was formulated, encompassing issues such as biodiversity, human rights and security, poverty eradication, environmental protection, overpopulation, democratic process, awareness and like. In addition, certain industry-specific principles were also adopted. They were 'premised on the idea that each industry has operational practices, resource consumption, waste management, safety technologies, and environmental impact patterns that are common across firms in the industry', designed to 'to integrate technological, financial, environmental, and community elements in the context of industry realities.' Several issues such as water and wastewater management; waste management; energy conservation; forestry; fish, wildlife, vegetation,

wetlands; air and visual quality were made part of the sustainability principles (Shrivastava and Berger, 2010: 250-258).

Sukhamoy Chakravarty welcomes the discussion on sustainable development for various reasons: first, it creates awareness on the necessity of preserving the environment. Secondly, many developing countries have tendencies to treat environment as a secondary issue, as they are too preoccupied with achieving rapid development and material prosperity. Yet, the justice aspect remains elusive because of the consumption-oriented nature of the contemporary development discourse would not be able to meet the necessities of all people. The fear that natural resources will exhaust are quite real. At the same time, it is not possible to ask every country cut down their growth output, because (Chakravarty, 1991). With this background, we shall proceed to the next section, for a thorough understanding of the concept of sustainable development.

Sustainable Development: Concept

The account in the previous section indicate the growth of sustainable development as an important issue in academic and policy-making circles, involving scholars, thinkers and practitioners from both natural and social sciences.

Conclusion

Some of the SDGs are about the rights of people; yet some also expect citizens to take responsibilities positively for realising the vision of SDGs.

Glossary

Climate Change – refers to the situation where the course of climate becomes erratic and unpredictable across the globe, affecting both developed and developing countries alike. The spread of rapid industrialisation, urbanisation and extraction industries; fast depletion of forest cover; and increasing levels of pollution – particularly in developing countries is attributed to climate change.

Global Warming – related to climate change, it is observed that the average temperature of the earth has been increasing steadily and gradually, leading to the melting of icebergs. Often, fear is expressed that this phenomenon may lead to the submergence of many coastal cities in the Asia-Pacific region.

Greenhouse gases – 'Gases that trap heat in the atmosphere are called greenhouse gases', most notably Carbon Dioxide (CO_2), Methane (CH_4), Nitrous Oxide (N_2O) and Fluorinated gasses, that leads to depletion of ozone layers (EPA, 2019) and contribute to global warming.

Air pollution occurs when the air is filled with aerosols and toxic gases.

Direct and indirect taxation – direct taxation is the tax earned from income. Indirect taxation occurs from the proceeds on various sales and services, which people use for consumption. The volume certainly increases when people earn more money.

Checks and balances – in-built institutional arrangements whereby one arm of the institution keeps eye on the other, so that none of them become too powerful and autocratic. For example, in parliamentary democracies, the legislature controls the executive; judiciary keeps eye both on the executive and legislature; again, the judicial officials are appointed by the legislature and executive.

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Unit – III

Sustainable Development: Features and Significance

Structure:

6   Introduction

7   Objectives

8   Features and Significance: Sustainable Development Goals (SDGs)

9   Conclusion

Introduction

In the previous chapter we have discussed a rather new issue that periodically interrogates the process of development – sustainable development. Not only that, at present the threat to environment is felt every day, such as the depletion of natural resources; massive pollution of air, water and soil; climate change and global warming, sustainable development is a timely and relevant issue. At present, the entire world is ravaged by a health crisis of unprecedented level, which once again questions the conventional notion and paradigms of development.

The major risk factors on environment are: depletion of natural resources; heavy accumulation of toxic wastes – particularly those generated from chemical and nuclear plants; poisonous substances added to our food; and threat of climatic changes (Keane, 1994: 247-248). However, as we have seen in the last chapter, an "environment-only" understanding of sustainable development is clearly problematic and deficient, because it tends to neglect the related socio-economic and political issues. Yet, if those issues are neglected, sustainable development forever, would remain on paper – it will never come to fruition. The United Nations' World Commission on Environment and Development (WCED) has defined "sustainable development" as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (quoted in Shrivastava and Berger, 2010: 247). In other words, this approach views

development as an all-inclusive project, across time and space; and encompasses the entire planet. On this basis, we shall now discuss the features and significance of sustainable development: it deepens our idea of development with a broad and inclusive approach. It is best articulated in the Sustainable Development Goals (SDGs) as identified by the United Nations (SDGs Booklet undated) – a catalogue of wide range of issues that intends to make development truly humane and sustainable.

Objectives

We already have noted the emergence of sustainable development as a core issue in global order, policy-making and development practices have brought environment as the subject of central importance. However, after initial discussions, it gradually an dawned upon everyone concerned, that as environment-only understanding of sustainable development is seriously incomplete, because environment cannot be detached from its socio-economic and cultural contexts. The United Nations has formulated a catalogue of priority issues which has to be attained by the year of 2030. They are known as "Sustainable Development Goals" (SDGs). That catalogue again, helps us understand the features and significance of sustainable development. This chapter is a small effort towards that end.

Sustainable Development: Features and Significance

The concern for sustainable development was felt since the 1970s, when the actual needs and availability of natural resources came to contradict one another, in view of steady growth of human population. Many scholarly works were published since this period and they made significant impact upon scholars, policy-makers and activists. The watershed was the publication of *Brundtland Report* in 1987, whereupon the WCED made the definition of sustainable development. Since the 1990s, there had been steady progress and sustainable development became an agenda both in academic and policy-making discourse (Shrivastava and Berger, 2010). The Earth Summit was held in 1992 in

Rio De Janeiro, Brazil, also known as the Rio summit, which attracted global attention towards the cause of environment.

At the same time, several industrial accidents have significantly adverse effects on human lives and overall biology: oil spills, air pollution, chemical accidents and above all, nuclear accidents. These led to the formulation of several principles, which see 'sustainability as a journey, not a destination', for shaping policies, guidelines and course of actions. Between the 1960s and 1980s, a catalogue of principles was formulated, encompassing issues such as biodiversity, human rights and security, poverty eradication, environmental protection, overpopulation, democratic process, awareness and like. In addition, certain industry-specific principles were also adopted. They were 'premised on the idea that each industry has operational practices, resource consumption, waste management, safety technologies, and environmental impact patterns that are common across firms in the industry', designed to 'to integrate technological, financial, environmental, and community elements in the context of industry realities.' Several issues such as water and wastewater management; waste management; energy conservation; forestry; fish, wildlife, vegetation, wetlands; air and visual quality were made part of the sustainability principles (Shrivastava and Berger, 2010: 250-258). With this background, we shall proceed to the next section, where SDGs provide a useful benchmark for a thorough understanding of the issue of sustainable development. The features and significance of sustainable development should be understood in terms of those goals, because they cover a broad range of issues and priorities, which enlarge the meaning of sustainable development. From the catalogue below, we shall find that some of the SDGs are about the rights of people; yet some also expect citizens to take responsibilities positively for realising the vision of SDGs.

Sustainable Development Goals (SDGs)

In the year of 2015, the Sustainable Development Goals (SDGs) were adopted by all members of the United Nations. SDGs are built upon the previous Millennium Development Goals (MDGs), adopted

in the year of 2000 by 189 world leaders. SDGs have adopted a 17-point agenda, to be achieved by the year of 2030 (SDGs Booklet, undated):

1. No poverty

2. Zero hunger

3. Good health and well-being

4. Quality education

5. Gender equality

6. Clean water and sanitation

7. Affordable and clean energy

8. Decent work and economic growth

9. Industry, innovation and infrastructure

10. Reduced inequalities

11. Sustainable cities and communities

12. Responsible consumption and production

13. Climate action

14. Life below water

15. Life on land

16. Peace, justice and strong institutions

17. Partnership for the Goals

The goals stated above broadly summarise the visions and scope of sustainable development. At the same time, they also point the feature and significance of sustainable development. We shall now briefly discuss below of their implications, with a stock-taking – reference to their current state of affairs.

No Poverty

Poverty is the major source of human misery. It seriously deprives human beings and communities of capability to lead the life in their own ways – the life they believe to be decent. In the year of 2019, around 25 percent of the global population suffer from poverty. At present, they are more than 602,880,000 in number and some of the people suffer from abject poverty, surviving on $ 1.90 a day (World Poverty, 2020).

Zero Hunger

Hunger is curse, hunger is dehumanisation. It is an indicator of abject poverty. Yet, for many people in the world, hunger is a reality. Many children go to bed on empty stomach. Hunger robs human beings of their fundamental capacities, simply because the body and mind cannot work without food. In the developing world, particularly two regions have sizeable number of people who suffer from extreme hunger. Hunger leads to malnutrition, which again is the cause for many physical and psychological deficiencies. Maternal malnutrition may cause life-long deficiencies for the child that occurred at the time of birth.

In recent times, the rights-based approaches to development make it imperative upon the political community, particularly the state to eradicate poverty and hunger. There have been many strategies to combat hunger. In India, many states have started mid-day meal programmes, which despite limited reach and success; have salutary effects on reducing malnutrition and retaining the children at school. In the year of 2013, the Government of India passed the Right to Food Act, after serious reprimand from the Supreme Court of India. It is now integrated with the constitutional right to life.

Good Health and Well-Being

For having a productive, meaningful and self-sufficient life, good health – both physical and psychological, is necessary. Healthy and secure environment, such as access to safe water-resources and good quality of air, nutritious food, opportunities for games, sports, social relations and other recreation does immensely contribute towards good health. Simultaneously it is necessary that

citizens are made aware about various guidance on health issues both under normal and emergency circumstances: under the latter, it is necessary to provide instant health tips, such as during the COVID-19 epidemic, there had been constant propaganda to maintain social distance, cleanliness and personal hygiene; under normal circumstances, long-term planning needs to be evolved: for example, health education must be made compulsory at school levels, for creating a health-conscious population. At the same time, whereas we cannot ignore the broader social context, it is also true that the individual has great responsibility for maintaining a sound health for him or herself.

In broader social sense, well-being is related to human being's happiness, optimism and overall satisfaction with life (Loubser and Steenekamp 2017: 2). Well-being however, is an overwhelmingly subjective concept, often related to individual preferences, experiences and temperaments, but good health is certainly a vital pathway to achieve well-being.

Quality Education

Throughout the developing world, the necessity of quality education is felt increasingly. Education has twosome beneficial effects: it equips an individual with technical and psychological skills necessary for life on one hand; and on the other, society gets a pool of educated workforce, which builds up its reserve of human resources. As Amartya Sen argues, China's phenomenal success in global economy over last four decades can be attributed to its excellent quality of school education (Sen, 2000).

The absence of quality education in India is pointed out in a recent report, that says only 16% of Grade I children can read textbooks of their grade – written in their mother tongue – the language in which they speak and communicate. It happens due to poor quality of teaching in government schools and the lack of representation from the marginalised section in the educational decision-making process (Joshi, 2020). In fact, education without quality is virtually no education, because children virtually learn nothing at schools; and such education becomes a monotonous,

soul-tiring exercise and often creates an unhealthy distance between people who were successful in receiving education and those who have not. For children from poor socio-economic background, lack of quality education means sheer wastage of time, both for themselves and their family, which can rather be utilised for other 'productive' pursuits such as joining the labour market, often unskilled. Quality education, on the other hand, would help the objectives of education reach maximum number of people and lead to significant socio-economic development.

Gender Equality

Gender inequality is inbuilt into many societies, both in psychological and structural sense. Psychologically, cultural traditions, practices have taught many people that men and women are not equal in capabilities; that women are less capable and rational than men and thus, susceptible to the call of emotions. Their roles are limited in home making and various domestic chores. Structurally, rules, religious codes of conduct have earmarked a subordinate position for women in many societies over centuries. Most of these ideas have however, proven to be based on wrong and misguided premises. Gender equality is therefore an agenda for sustainable development, because of its inclusive and all-round nature. In addition, various development experiences have shown that a society develops when its female members experience greater independence, empowerment and opportunities for decision-making, because they undertake greater responsibilities for family, particularly the next and upcoming generation. For example, women's massive participation in Self Help Groups in many states of India has resulted into their empowerment, improvement in family status and overall reduction in poverty (Ghosh, 2016).

Clean Water and Sanitation

Health is the fundamental key to well-being, because a sick body struggling with illness and health deficiency leads to significant mental depression and loss of productive capacity. A report finds that globally, 780 million people do not have access to clean (or safe) water source; and 2.5 billion people

lack standard sanitation facilities (CDC Report, 2016). Much of health hazards occur due to lack of access to clean water and sanitation facilities. Many diseases are essentially water-borne; and unhealthy sanitation facilities like open defecation do not only spread diseases and create ugly sight, they are also humiliating, because ones fundamental privacy is violated. It follows that if water and sanitation facilities are improved, there would be much improvement in physical and mental health of people. At the same time, people also have responsibilities in keeping their surroundings clean. In most parts of the country, it is quite a common sight that wastes, particularly plastic wastes are littered all around; not only are they non-biodegradable, they also contribute to the chocking of drainage system and natural course of water bodies; and that way, it threatens the aquatic creatures.

Affordable and Clean Energy

Since beginning, energy is the motor of human civilisation. As human civilisation becomes increasingly complex, our dependence upon energy multiplies. However, the production of energy often involves substantial monetary and environmental costs. In monetary sense, many people still do not have access to electricity and cooking gas. Lack of access to electric power substantially impedes their mobility: much of their time and energy is wasted or lies unproductive. For example, without electricity, their night time works and leisure gets affected. When cooking gas is not available, people have to depend upon wood, charcoal and other inflammable objects, which expose them to significant domestic pollution and health risks. At the same time, fossil fuels such as coal and petroleum are counted as the most cheap and efficient sources of energy, yet they generate significant air pollution and contribute to global warming and quick exhaustion of natural resources.

Decent Work and Economic Growth

Every human being needs to earn money, both for physical survival and livelihood as well as the psychological needs such as honour, prestige, social recognition and other aspects of self-fulfilment.

Engagement with work enables one to earn money and productive use of time and energy; yet it is a fact that many people have to put up with dehumanised and humiliating work situations, such as insults, exploitation, harassments of various types and under-payment. Decent work implies absence of these incivilities and just, healthy working conditions where people will be motivated to participate in the productive system of the country or community. At the same time, people who are fortunate to have decent work, need to honour their social commitments that are associated with their roles at workplace.

Economic growth is necessary for a country, because in addition of generating prosperity for the society, will increase job opportunities and accordingly, would strengthen the workers' position at workplace. Economic growth and decent works are complimentary for one another.

Industry, Innovation and Infrastructure

Jobs, livelihood and steady economic growth at modern times can be achieved with the growth of industry. Industries generate employment and primarily, they are responsible for producing goods for society, which contribute towards raising the overall standards of life. In addition, industries are big source of revenue for the government: through taxation, a huge amount of money is earned by the government, who again has another source of revenue from the earnings of the workers and employees of the industries – both through direct and indirect taxation.

For survival, industries must invest on research and development. That would enable them upgrade their produce, launch new products, search new markets and various other activities for consumer satisfaction and maximising profits. In addition, as the labour and environmental protocols have become quite stringent; and customers much more aware, it is a challenge for industries to behave in socially and environmentally responsible manner, such as respecting flora and fauna; biodiversity; air and water quality; child and human rights; and many other principles of fair trade. In other words, for their survival and credibility, industries must invest on *innovation*, that comes from research and development.

Industries, research, development and innovation require the right *infrastructure*. The physical infrastructures include excellent communication facilities; availability of electricity and power; and sources of safe water. Social infrastructure includes various types of amenities, such as access to education and healthcare facilities; entertainment, recreation and socialisation facilities for people involved with industries.

Reduced Inequalities

Any 'normative theory of social arrangements' demands equality of something: primary goods, utility, rights, equal treatment – necessary to have a good society and good quality of life. Again, individual liabilities/wealth; natural and social environment; physical ability or disability leads to relative advantages or disadvantages and breeds inequalities, where nobody have any control (Sen, 1999: 12-20).

Equality is the greatest impulse for democratic way of living. Equalities have legal, social, economic and political dimensions. Yet, for all practical reasons, we cannot have all equalities together. It is therefore necessary to achieve those equalities where human beings and society have some control. Modern democracies are therefore founded on the principle that in social, political and legal sense, all individuals should be held equal. In economic sense, equality of conditions cannot be guaranteed, but equality of opportunities must prevail.

Sustainable Cities and Communities

Urbanisation is inevitable with the development of human civilisation. Yet, cities must be inclusive: both rich and poor residents must have access to basic social amenities like clean environment; adequate housing and safe water; decent level of education, healthcare and communication; and above all, just treatment. All citizens must have minimal comfort zones: opportunities for community formation and participation, where they would be able to interact and communicate

with the like-minded people and share their joys, sorrows, plans and problems which would offer them the psychological space to overcome the stress that arises from modern living.

Responsible Consumption and Production

Capitalist system of economy, which prevails at present and no immediate possibilities of its discontinuance are visible. Capitalism is essentially based on production and consumption of goods – that keeps the market going. Yet, it is necessary to behave responsibly: both citizens and firms needs to ensure that the production and consumption process does not damage environment; violate workers' or children's rights; and they are based on the principles of equity and sustainability.

Climate Action

Erratic climatic conditions are reality of present day global order. Climates have become much more unpredictable at recent times. Added to this is global warming, which contributes to the melting of icebergs in the North Pole. If the current trend continues, scientists fear that many coastal cities on the Asia-Pacific area may be submerged by the rising sea levels. This requires adequate actions and measures to minimise the damage from climatic changes; achieve maximum certainty on climate issues. Such actions need to be undertaken both at global and local level.

Life below Water

For quite some time, we are conscious on air and water pollution, as well as biodiversity. However, we have now woken up to another environmental menace: pollution in river and sea beds, which significantly threaten aquatic creatures, many of whom are facing extinction. In addition of shipwreck, accidents such as oil leakage and spills; dumping of plastics on river and seas; and indiscriminate large-scale fishing does significantly threaten the life below water. Only recently we have started being sensitive about it, but the problem has become menacingly severe. Many aquatic

creatures consume those plastic and chemical wastes as food; and are also exposed to the other dangerous ill-effects of those wastes.

Life on Land

This issue is quite familiar to the sustainable development reader, because the discourse on sustainable development started with "life on land" – the way living beings are influenced by the environment that is visible: soil, water and air. With the growth of industrialisation, urbanisation, migration and indiscriminate disposal of toxic wastes, biodiversity is under severe threat as many plants, insects and animals face extinction. This may cause severe ecological imbalance.

Peace, Justice and Strong Institutions

Everlasting and durable peace can be achieved only by ensuring justice, where maximum possible reasonable claims will be accommodated: any deviation from this principle must be justified with reason. That will generate human confidence on society as a whole. Again, it is also necessary to establish strong institutions: social, political and economic. Institutions establish the proverbial "rules of the game" where everybody under equal circumstances would be subjected under same catalogue of rules and regulations. Accordingly, rational people would recast their behaviour in accordance with the established rules. Rules and justice are designed to manage the affairs of collectivity smoothly. It follows that for establishing justice convincingly, a sincere goodwill is necessary, but not enough: goodwill is very much dependent on human dispositions that vary from person to person. It would need strong institutions based on checks and balances, where everybody will be bound by conduct and rules, so that personal choices do not come in the way of proper administration of justice.

Partnership for the Goals

All the efforts above are not individual-centric: it needs concerted efforts by governments, media, civil society, non-governmental organisations, business together to meet the challenges and realise the visions of SDGs – both locally and globally. As social beings, it is necessary to understand that everything valuable in life is not detached from its social context. True, individual rights, privacy and agency are important, but they too are respected and recognised because of their overall social acceptance and resonance. In other words, our sense of rights, privacy and agency are important because it gains social recognition. It follows that our existence is secure because of our partnership with the greater society and community. At the same time, societies also cannot afford to remain disconnected. Hence, various societies and states enter into different types of partnerships to realise the common goals of global peace and prosperity – broadly defined.

Conclusion

Sustainable development has arisen as a critique of conventional understanding of development; yet it also added new dimension to the issue of development, by placing it in the broader socio-economic and political context. Initially, the discourse of sustainable development focused on major environmental crises of industrial civilisation: depletion of natural resources; pollution of air, water and soil; and climate change. Subsequently, such an "environment-only" understanding appeared to be problematic; hence, attention was turned on broader socio-economic and political issues, to complete the agenda of sustainable development.

The United Nations adopted "Sustainable Development Goals" (SDGs) in the year of 2015, to be attended by the year of 2030. SDGs, phrased in a very catchy terms, does aptly sum up the features and significance of sustainable development: "No poverty; Zero hunger; Good health and well-being; Quality education; Gender equality; Clean water and sanitation; Affordable and clean energy; Decent work and economic growth; Industry, innovation and infrastructure; Reduced inequalities; Sustainable cities and communities; Responsible consumption and production; Climate

action; Life below water; Life on land; Peace, justice and strong institutions; Partnership for the Goals". The catalogue above aptly reflects the present meaning of sustainable development.

Conclusion

- ➢ Sustainable development as a critique of the conventional notions of development

- ➢ Yet, it has enriched the understanding of development

- ➢ Sustainable development has initially focused on environmental degradation

- ➢ Yet, the environment-centric understanding of **s**ustainable development is incomplete

- ➢ The "Sustainable Development Goals" (SDGs), as formulated by the United Nations, provides a useful benchmark to have a comprehensive understanding of sustainable development

Glossary

Agency – the capacity to define one's priorities and act upon it.

Air pollution occurs when the air is filled with aerosols and toxic gases.

Bio-degradable – living beings and materials which does decompose naturally; the static and non-living beings, such as plastic, do not decompose into nature – they remain a foreign element and unless used properly, become burdens on the environment.

Checks and balances – in-built institutional arrangements whereby one arm of the institution keeps eye on the other, so that none of them become too powerful and autocratic. For example, in parliamentary democracies, the legislature controls the executive; judiciary keeps eye both on the executive and legislature; again, the judicial officials are appointed by the legislature and executive.

Climate Change – refers to the situation where the course of climate becomes erratic and unpredictable across the globe, affecting both developed and developing countries alike. The spread of rapid industrialisation, urbanisation and extraction industries; fast depletion of forest cover; and increasing levels of pollution – particularly in developing countries is attributed to climate change.

Community – in original sense, community refers to close contact between people, arising from their living together and having face-to-face relations. In other words, the term community arises from communication. The definition/concept is now much enlarged, as the means of communication has enhanced significantly: human beings get connected in a number of ways: electronic media, social media and son on; and, on a number of issues: faith, religion, region, language, hobbies – the catalogue is endless.

Direct and indirect taxation – direct taxation is the tax earned from income. Indirect taxation occurs from the proceeds on various sales and services, which people use for consumption. The volume certainly increases when people earn more money.

Global Warming – related to climate change, it is observed that the average temperature of the earth has been increasing steadily and gradually, leading to the melting of icebergs. Often, fear is expressed that this phenomenon may lead to the submergence of many coastal cities in the Asia-Pacific region.

Greenhouse gases – 'Gases that trap heat in the atmosphere are called greenhouse gases', most notably Carbon Dioxide (CO_2), Methane (CH_4), Nitrous Oxide (N_2O) and Fluorinated gasses, that leads to depletion of ozone layers (EPA, 2019) and contribute to global warming.

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Model Questions

The following questions carry marks of **Six (06)** each:

4. Initially, what were the major concerns of sustainable development?
5. What was the background for formulating the SDGs?
6. Explain the concept of Community.

The following questions carry marks of **Twelve (12)** each:

4. How sustainable development offer critique to the conventional notions of development?
5. Explain how poverty and hunger are important issues in the discourse of sustainable development.
6. Point out the political dimensions in sustainable development.

The following questions carry marks of **Eighteen (18)** each:

4. Explain how do the SDGs articulate the features and significance of sustainable development?
5. Explain the necessities of: (a) strong institutions; (b) checks and balances; and (c) the partnerships in achieving sustainable development.

6. Evaluate the complete catalogue of SDGs.

Unit – IV

Sustainable Development: Select Case Studies

Structure:

10 Introduction

11 Cases of global dimension

12 Cases of local significance

13 Conclusion

Introduction

In the previous chapters we have first discussed the multidimensional and complex nature of development in academic sense. Then we have also discussed the concept and features of sustainable development in detail. In this section, we shall discuss how sustainable development is relevant to society – particularly for those majority of people who are not regularly in touch with the academic world of studies and research, but who from their lived experiences, from their reflection on life, livelihood and survival issues, have significantly enriched the concept of sustainable development.

I shall mention here five cases – all from various parts of India. The first three have global implications – they have been discussed in various international forums over many years, both in academic and policy making circles. The next two have taken place in various places of West Bengal. All these issues will reflect another point: it is true that they have started being articulated from the 1970s, but they have heavily drawn resources from local history, geography, culture and accumulated experiences, than the theories of sustainable development. It follows that even before

the issue of sustainable development was articulated and framed at policy-making and academic circles, the spirit of sustainability was ingrained among people. In these cases, we will find that they are very much related with the daily survival and well-being of the local community, who have undertaken pains to protect their life, livelihood and environment.

Objectives

In the previous two chapters, we have studied various theoretical dimensions of sustainable development. However, so far we have not emphasised that sustainable development is an issue that touches the life of ordinary people, it is part of their existence. In this chapter, we shall present five case studies: three at national level with clear global dimensions; and two at state level. There we shall find that people's creative engagement with nature and livelihood has extended the meaning of sustainable development comprehensively.

Cases of Global Dimensions

In this section, we shall discuss three movements in various parts of India that have captured global attention and added various meanings to the concept of sustainable development. As much as possible, we shall follow the pattern developed by a lead scholar who has documented the particular cases, for having the maximum information and a ground-level understanding of the cases – that will be our text-level reading. This however, does not prevent us to draw reference from other works.

Narmada Bachao Andolan

Narmada Bachao Andolan (NBA) is an environmental movement that soon acquired global significance. The movement has been succinctly documented by Smita Narula (2008). The river of Narmada traverses through three states: Gujarat, Madhya Pradesh and Maharshtra. In the year of 1978, the Indian Government started working towards "Narmada Valley Development Project" – an

ambitious programme to build 30 large, 135 medium and 3,000 small dams, with promises to generate hydroelectric power over the entire region; irrigate over six million hectares of land; and providing potable water to around 40 million of people. However, such appeal for a "common good" also had severe costs on human ecology and civilisation. The project was sanctioned by the Narmada Water Disputes Tribunal that was set up in 1969: interestingly, no social or environmental scientist was part of that tribunal.

In Gujarat, it is known as "Sardar Sarovar Project" (SSP), whereby several people, mainly from the tribal community who have lived in the area for centuries, faced the spectre of being displaced. SSP's plan to erect a 455-feet high water reservoir threatened a massive ecological damage: about 37,000 villages feared submergence in three states, which included the entire biodiversity in the area. The In Gujarat, a "land for land" deal was proposed, but it worked to the advantage of people having land titles: thus recognised as "legal landowners"; many poor households and tribal communities, on the other hand did not have land ownership records. In addition, not adequate land was available for resettlement; there were also difficulties in getting psychologically adjusted with local communities in new areas; and amenities were substandard. Many people eventually returned to their original homes; and found some of them in submerged condition.

In 1985, the World Bank agreed to finance the project; and stepped in as soon s the Tribunal approved the project; without any consultation with the affected communities. This added an international dimension to the issue, because many foreign actors got involved; the resistance attracted attention from the international community. The World Bank was expected to formulate policies in approving loans that must include ensuring the continuation of prevailing standard of living for displaced people; and also take into account the ecological costs. In practice, that did not happen.

In protest, local opponents, people from academic, scientific and cultural worlds as well as the activists from various civil society organisations (CSOs) formed a joint forum: the Narmada

Bachao Andolan (NBA) – set up in 8 March 1988: the International Women's Day. Protest groups in all three states had drawn the support of people hailing from a variety of backgrounds, who were affected by the Project: students, youth groups, social activists, Indian NGOs, international NGOs and transnational networks. Prominent social activists like Medha Patkar took lead in organising the protests. The dam was completely opposed in Maharashtra and Madhya Pradesh as well. In Gujarat, NBA contested government's claims of providing water to drought-prone, arid Kutch and Saurashtra region: instead, the political and economic elites of central Gujarat were likely to be the major beneficiary.

NBA adopted a two-prong strategy for its struggle: nationally, it opposed big dams and proposed alternatives like decentralised "water harvesting" (Narula, 2008: 352). When the project had finally started, it "operated simultaneously at the grassroots, national and international levels" (Narula, 2008: 359). They started with Gandhian methods: peaceful marches and protests; refusing paying taxes; denying entry of government officials except teachers and doctors; knowledge gathering; contesting governmental claims (such as, instead of 7,000 families as claimed by the government on SSP, 100,000 families risked displacement); "jal samarpan" (in English, "surrender to water") – refusing to move away when rising rivers have started inundating. In retaliation, the government unleashed severe brutality and police violence. The slogan that was raised during this period – "Vikas chahiye, vinash nehin" (Narula, 2008: 363), sums up the spirit of sustainable development: we want development, not destruction.

At global level, social activist Medha Patkar, leading the movement visited the World Bank officials in Washington in 1989 and raised questions on the Bank's accountability on getting involved in a project of such scale that entails severe human costs. A Japanese NGO – Friends of the Earth conducted a field visit in the area and raised the issue in a Symposium in Tokyo, which attracted global attention. Within a few days, Japan's Overseas Economic Cooperation Fund had withdrawn from the Project; and the Japanese Parliament pressurised upon the World Bank to withdraw. The World Bank was on the horns of dilemma: on one hand, it has committed a huge investment; on the

other hand, the human and ecological costs were too obvious to ignore. Subsequently, an independent Commission was set up, which recommended the World Bank's withdrawal; as a result, the World Bank had withdrawn in 1993. The movement activists consider this as a "milestone" (Narula, 2008: 353), but that also ended the government of India's accountability to the global community. The movement gradually lost its international appeal. After a series of judicial battles, the Supreme Court asked the government to settle the matter.

NBA thus clearly extends the case for sustainability: people from both the poor and middle-class background have participated in a bog way. In addition, the involvement of socially-sensitive intellectuals has taken the issue to a global level. It is true that the World Bank's withdrawal had legally exonerated the Government of India from any accountability at international level, but the World Bank's engagement with such a thorny issue have made them aware of global public opinion on environment and livelihood issues; and thus prepared them towards a new regime of accountability. As a result, it is mandatory for every industrial project – globally or nationally, to have social and environmental clearance.

Chipko Andolan

Alongside the NBA, Chipko Andolan is one of the greatest environmental movements in India, with massive participation by women, on the issues of environmental protection, livelihood and culture. It started in the hill regions of Uttar Pradesh, now carved out as a separate state – Uttarakhand. Though it was part of the undivided Uttar Pradesh, for the sake of our discussion, we shall describe the place as Uttarakhand. Nested on the lap of the Himalayas, It has three regions: Tehri, Pauri and Kumayun.

Prominent social scientist Ramachandra Guha has recorded the Chipco movement in detail. Various local circumstances having serious socio-economic and environmental implications can be found in the growth of Chipco movement. There was a devastating flood in the area in 1970, which subsequently provided as the empirical foundation for the movement. In the Alakananda valley,

that flood wreaked havoc: land, paddy fields, bridges, roads and tourist buses – all were destroyed in huge quantity. Later, people in the affected areas, particularly the villagers understood that massive erosion of forest cover had led to the damage, because the open space provided easy expanse for the river. Organisations like Dashauli Gram Swarajya Sangh (DGSS), formed in the mid-1960s for generating employment to local youths, stepped in to generate awareness among local population.

DGSS was engaged in producing resin, turpentine, agricultural implements and selling medicinal herbs in meagre ways. In 1973, they requested the forest department "for an allotment of ash trees" to produce "agricultural implements"; the forest department did not honour the request; instead allotted the trees to a large company. This has resulted in the organising of local youth, who, under the leadership of DGSS held "several meetings in Mandal and Gopeshwar to discuss possible action" (Guha, 2002: 427). They thought about direct action methods like burning resin and timber depots; or, blocking the movement of trucks. At this point, a village headman, Alam Singh Bist proposed about embracing the trees – this act led to coining the word "Chipco" (to hug or embrace). The forest authorities and the company tried to negotiate, offered some compromise, but the movement continued.

In Reni forest near Joshimath, Pauri Garhwal, about 2000 trees were earmarked for felling, scheduled towards the end of March 1974. GSS workers contacted the village authorities – the village pramukh Govind Singh Rawat, from the Communist Party of India; meetings remembered the devastation of the 1970 flood. Village women adopted the Chipco technique and college students in Gopeshwar threatened to join them. The forest officials, instead of any honest discussion, were misleading the villagers and making way for the companies to surreptitiously fell the trees. Women in Reni village came forward, stopped the contractors; the latter abused and threatened them, but they refused to leave. "When the women refused to budge, the men were eventually forced to retire" (Guha, 2002: 429).

These events had also shaken the central government: instead of taking it as a tussle between villagers and contractors, it was seen in the perspective of peasant movements, where

people were protecting their sources of livelihood from state's encroachment. Also, the government started reviewing its policies to grant permissions to large paper mills whose raw materials were sourced from forests. At the same time, Chipco movement started spreading in The Kumayun region which witnessed massive landslide in 1977 in Tawagat – "a village situated close to the India-Nepal Border" (Guha, 2002: 432). The movement here was led by Uttarakhand Sangharsh Vahini (USV). The government unleashed massive police repression as well as anti-social elements to quell the movement; on the other hand, 5,000 and 6,000 chir trees in two were earmarked for felling. USV demanded a complete ban on the export of raw materials from the area. Once again, the Chipco method was adopted. Their sustained pressure finally led to the cancellation of these programmes. The Tehri region also witnessed devastating flood in 1978; and where 2500 trees were earmarked for felling. Activists bandaged the wounded/cut areas of the trees. In a word, the entire Uttarakhand region was then engulfed by Chipco movements. Finally, there were two "moral contents" of Chipco movement: one, the labourers who came to cut the trees, but abandoned by their contractors, were fed and taken care by the local population. They were sent back to their homes in the neighbouring Himachal Pradesh after the labour commissioner arrived. Secondly, the movement did not even allow processing the timber that was cut before the movement started. It was allowed only after the authorities recognised their demands that local population must have the timber rights first.

In terms of global reach, Chipco movement was not as large in scale as the NBA, but the issues it raised are equally powerful. The movement has shown how ecological and geo-climatic issues are related to local well-being and livelihood. In the history of environment movements, both in India and the world in general, Chipco movement occupies a space, with the message that there is no conflict between environment and human beings, unless greed takes the place of need.

Self Employed Women's Association (SEWA)

SEWA is a movement of a different type, comprised by women. It started as a labour union in 1972, initially based in Ahmedabad. It was comprised of women: "vegetable vendors, *bidi* (small Indian

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cigarette) rollers, head-loaders and paper trash collectors – people who work for meagre wages, are highly vulnerable to labour market fluctuations and are the poorest of the poor" (Sommer, 2001: 56).

In India, 92 percent of employment occurs in the informal sector, but they contribute to around 63 percent of gross domestic product. In the early 1980s, street vendors in Ahmedabad faced rampant evictions and extortion, both by police and municipal authorities. SEWA organised them; and in the methods of cooperative activities, led a judicial battle. Finally, it was successful in securing vendors' rights. SEWA's founder – Ela Bhatt became a recognised international figure; as she attended several international conferences and conventions to champion the cause of street vendors. Later on, in 1996, the International Labour Organisation (ILO) "voted for a worldwide convention to accord them full rights as workers" (Sommer, 2001: 66). Many countries emulated the SEWA model subsequently.

Later on, SEWA expanded its activities to rural areas; it took a two-prong strategy for empowering women: in addition of protecting labour union rights, the other area where SEWA worked was income-generation. Later on, the government of Gujarat invited SEWA for service delivery activities. For example, a foreign-aided pipeline project failed to deliver water to affected people. SEWA stepped in, involved local women to change the situation – the water supply had improved thenceforth. It particularly emphasised on "nutrition, literacy and control of assets" (Sommer, 2001: 58). Among the income-generating activities, women were trained on embroidery, crafts and artwork that had ready markets, both at home and abroad. Moreover, their concerted efforts contributed in raising wages, both for agricultural and non-agricultural works; generating awareness on the cleanliness of areas, particularly slums, for preventing disease and illness. Finally, SEWA also created a bank, to address women's issues such as housing and family with financial support (Sommer, 2001).

SEWA thus presents another type of sustainability efforts, where people's livelihood is secured. At the same time, it leads consciousness to other dimensions such as public health, hygiene

and clean environment. This movement has also been globally acclaimed, for its successful advocacy and organisation of people from marginalised section. In this section, we find that despite thematic variations, people used non-confrontational means to claim their rights and reclaim their place in the society. This also adds another dimension to sustainability: confrontation means the defeat, a sense of loss; whereas advocacy, peaceful protests keeps the window of cooperation and conversation open.

Cases of Local Significance

In this section, we shall discuss one movement and a voluntary, civil society effort – both in West Bengal: they also have enriched the concept of sustainable development substantially.

Saraswati Nadi Bachao Andolan

Saraswati Narmada Bachao Andolan (SNBA) is a movement that had taken place in Howrah and Hooghly districts of West Bengal which reflect local people's understanding that environmental protection do not quarrel with livelihood issues. The impact of this environmental movement is localised, probably not very successful, but that does not diminish its stature – it is built upon concerted community efforts, reflecting local people's urge for the upkeep and betterment of their community.

This author has undertaken the study that is based on the time when the movement was on progress – SNBA in fact presents a model of sustainable development because it aims to protect natural resource base, by reviving a near-extinct river. Saraswati River has been mentioned in early Bengali literature texts, such as *Mangal Kavya*: some parts of the river were navigable even till the 1960s – people used it for bathing purposes as well. In the May Day of 1998, the Saraswati Narmada Bachao Committee (SNBC) was formed to carry forward the movement. It adopted several strategies: mobilising people, with sharing ideas, information and reference to cultural symbols; fighting judicial battles. Throughout, they used advocacy as a method for negotiation; they also have

tried to forge alliance with like-minded organisations, such as Maurigram Paribesh Suraksha Samiti (Maurigram Environmental Protection Council) – this organisation has successfully stopped a polluting meat-processing unit in Maurigram.

People were mobilised through massive propaganda, leaflets and several public meetings. The activists referred to the history of the river – that once upon a time it was one of the greatest rivers in south Bengal and was in a healthy shape till the 1990s. At the same time, they pointed out severe pollution that posed a health hazard: "Almost every type of waste – hyacinth, wastages from religious places, animal corpses, human excreta, medical wastes from adjoining nursing homes (private hospitals), and plastic products – are indiscriminately thrown into the river. The river is also used for washing cattle and innumerable service latrines exist along its banks" (Ghosh, 2011: 548). In a word, the river was definitely on the way to death; hence SNBC raised alarms. They particularly pointed out two immediate actions: (i) freeing the river banks from encroachment – it was 77 kilometres long; hence many private properties have developed by encroaching on the river space; (ii) de-siltation of river bed, because that primarily contributed towards clogging the course and movement of river.

Culture was also used to provide symbols for mobilisation: with reference to ancient past, people were reminded on its heritage. Religious symbols, particularly Hindu traditions were also invoked: the river had place in Hindu mythology. One way of mobilisation was blowing the conch shells together on particularly mornings, for generating awareness. Several local literary works, though in small scale, have blossomed. History was invoked to remind people that the River was used for transportation, cultivation, fishing and several other economic activities. SNBA promised of bringing them back once again. The total vision, thus promised of reviving a sustainable economy.

At the same time, SNBC activists had painstakingly collected facts from archival resources and various government departments. Their point was to prove the existence of the river. When their appeal to appropriate government departments failed to gain any substantial progress, they initiated a judicial battle. Some lawyers were associated with SNBC – they did not accept any fee,

rather offered their services at free of cost. In 2006, the Calcutta High Court ordered the district administration to take immediate steps, such as de-silting the river and free the river bank from all illegal encroachment. At this point of time, SNBA also engaged in intense advocacy with people explaining importance of the issue.

However, though the movement continues in a small scale even today, its success is limited. If present situation is any indication, there is not much possibility for progress, though dredging for de-siltation had occurred in some places; and in very few places, encroachments were removed. Even during the most optimistic days, its appeal was limited mainly in three blocks: Sankrail and Domjur in Howrah; and to an extent, Singur Block in Hooghly. There too, it did not take shape of a "mass movement" – it was mainly limited among few activists and the educated section of people. However, that does not belittle the vision and initiatives of people who started the movement; and we may note that there are very few examples in human civilisation where people struggled to revive a lost river.

Sustainable Education: A Voluntary Effort

At present, a visible section of people, particularly those belonging to historically deprived socio-economic background, are quite conscious about quality education for their children, particularly the education that will equip their children to come to terms with this extremely competitive, opportunity-scarce world. Education will enable their children to take advantage of scanty opportunities; enhance social prestige; may take their families out of poverty – in a word, contribute to overall socio-economic mobility.

In this background, following a study (Ghosh, 2015), we shall discuss an endeavour taken in the remote part of North 24 Paraganas district, where children from extremely poor background benefit from quality education. An NGO, Development Research Communication and Services Centre (DRCSC), based in Kolkata operate in many parts of West Bengal through a network of CBOs. One such CBO is *Swanirvar*, which works in Adharmanik village and adjacent areas in the north 24

Paraganas district. Most of the people were from overwhelmingly poor socio-economic background; from Scheduled Caste or Muslim communities: agricultural workers, marginal farmers, scrap collectors and other types of people lying at the bottle of socio-economic pyramid.

Swanirvar offered free coaching to these children, on the condition that they will devote certain hours of time every week for *Swanirvar* activities – they involved "learning-by-doing" type activities; mainly game-type brain teasers. With these children, *Swanirvar* started an innovative programme: 'Ecology and Natural Resource Education' (ENRE). Accordingly, children were asked to tell the names of the birds – as many as they could. They were asked to compile the list by asking names from their family members, particularly the elderly. Some of them were found to be imaginary, but interestingly, some names were found out which existed a few years back. This motivated the children to ask questions: what happened to them? The process of acquiring knowledge starts from asking questions and then, follow-up for answers. Accordingly, some other issues came up: many birds are on the way to extinction. Hence, concerted efforts were necessary to find out the reasons and arrest the process. The major reasons were identified: rampant use of fertilisers and other insect-repelling chemicals; the changed housing patterns; and poaching birds. As a follow-up action, a group of volunteers were formed from these children, who had undertaken a number of activities to reclaim the ecological assets of the community. They created "nests" with discarded packing box, stuffed straw and hung them into various points of the tree, so that birds could lay eggs there. Generally, *Swanirvar* specialises with using the waste-materials for various goods: such as hyacinth waste is mixed with rejected paper, so that it became a packaging material. Or, rejected coconut-oil cans are made toys for children.

At the same time, *Swanirvar* volunteers confronted many social evils like poaching birds, open defecation and like. Through their constant advocacy – engaging into discussions, persuasion and arguments, they have been able to stop those practices in the area. On the other hand, they also have added value to the community by creating maps of village resources, such as sources of water, fodder and other utilities known as 'Village Miocroplanning Report'; creating school libraries – both

by collecting books and tracking the defaulters; and organising various community programmes. When girl students, mostly from Muslim communities, participated in cultural programmes like puppet shows, there had been strong opposition from local religious leaders; but they continued – in the long run, it generated much confidence among the children. *Swanirvar* also came to the help of local schools – when they were devising environment-teaching curriculum, *Swanirvar* offered the helping hand, both with subject matter and methodologies for their implementation.

Both SNBA and *Swanirvar* represent micro-level cases, where impacts are largely limited in a small local horizon: it certainly did not go to the national level, not even the state level; in fact, it is doubtful whether many in the respective districts are aware about them. Still, they represent the impulse of sustainability, of protecting the nature and community. It is not necessary that any such endeavour must attain global dimensions; rather this indicates that innumerable such efforts in various parts of the country are undertaken by local people with the motivation to make our earth a better place to live.

Conclusion

In the previous chapters, we have discussed various theoretical and normative dimensions of sustainable development. However, even before the issue of sustainable development became fashionable at academic and policy-making circles, people have understood its values for long, from their lived experiences – as these are the issues related to their livelihood, survival and overall well-being.

We have discussed five cases above: the first three were the large-scale community efforts, where people got into act for sustainability. NBA reflects the critique of conventional, top-down notions of development patterns and thinking – the material and human costs it involved, soon attracted global attention. The involvement of internationally connected social scientists had helped NBA to attain a global dimension quickly. The Chipco movement also offered a critique of profit-

centric philosophy of modern development; and SEWA presented a model of sustainable livelihood both at rural and urban settings. They too had gained global acclamation. By contrast, the SNBA and *Swanirvar* were much lesser known endeavours: but they also have done the precious things: far away from urban metropolitan centres, they have generated awareness and active participation of local communities, in some cases, extremely poor people, on the necessities of sustainable development.

Summary

- This chapter records common people's association with sustainability.

- NBA is a long-drawn people's struggle against the proposal of a large dam, which would destroy livelihood bases, civilisation of many marginalised people for ever.

- Chipco movement is another long-drawn struggle that had successfully thwarted the indiscriminate felling of trees, which threatened to destroy the local eco-system and livelihood-base for ever.

- SEWA is an example of marginalised people joining together for security on livelihood. It gradually extended to other spheres strengthening the cause for women's empowerment.

- SNBA was a movement aimed to reclaim a river that was virtually lost.

- *Swanirvar* presents a lively case of sustainable education among extremely poor and marginalised people living in remote villages.

Glossary

Civil Society Organisations (CSOs) – refers to those organisations who work in the civil society, separate from the state and government agencies. Generally, Non Governmental Organisations (NGOs) and their several varieties, such as the Grassroots Organisations (GROs), Community based organisations (CBOs) are the CSOs.

Advocacy – the process of engaging into continuous dialogue with opponents for achieving common good through negotiation and mutual accommodation.

Learning-by-doing is a concept in the philosophy of education which requires students to learn the subject matter by practically experiencing its application-part.

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Model Questions

The following questions carry marks of **Six (06)** each:

7. How livelihood is important in sustainable development?
8. Discuss the role of World Bank in NBA?
9. What was the background for Chipco movement?

The following questions carry marks of **Twelve (12)** each:

7. What were the core issues of NBA?

8. What were the core issues of Chipco?

9. What were the core issues of SEWA?

The following questions carry marks of **Eighteen (18)** each:

7. Mention the major efforts for sustainable development in India.

8. Evaluate the implications of NBA, Chipco and SEWA movements towards sustainability.

9. Evaluate the implications of SNBA and *Swanirvar* towards sustainability.

Unit – V

Limitations of Sustainable Development

Structure:

14 Introduction

15 Critique of Sustainable Development

16 Challenges to Sustainable Development

17 Conclusion

Introduction

In the previous chapters we first have started discussions on the concept of development; in the subsequent chapters, we also have discussed the various dimensions of sustainable development in detail. In this chapter, we shall attempt a critique of sustainable development. Critique, as we know, is not intended to discredit an idea; nor is it any attempt to repudiate the concept or ideal. Rather, it is an attempt to find out the prevailing limitations and explore how the concept may be achieved in more realistic and substantial terms.

This is two-part effort: first, to we need to find out the limitations of sustainable development; second, identifying the challenges that sustainable development must overcome. On that basis, we may think about improvisation, as sustainable development continues to be one of the most discussed issues in contemporary world; the recent outbreak of COVID-19, popularly known as Corona epidemic has brought the entire world into a virtual standstill for months. It also provokes us to reflect upon the question of development, where sustainability in the long run, which already has a strong moral foundation, is likely to acquire acceptance as a practicable policy. For example, a Bengali newspaper has made a photographic reporting, showing significant improvement in the air quality of many cities in India, during the lockdown period, when the entire country was virtually shut down, traffic was stopped and common people went out of home for essential needs only (Anandabazar Patrika, 2020). Hence, it is quite pertinent to have a stock-taking, to identify its' weak areas and attempt to address them.

Critique of Sustainable Development

We shall now examine the issues against sustainable development. We shall follow the five-point list prepared and presented by Hopper: (a) conceptual ambiguities; (b) growth centric; (c) North-South differences; (d) legitimacy issues; and (e) inadequacy (Hopper, 2012: 221-224). The list gives us a useful guidance on the issue.

Conceptual Ambiguities

There are significant differences on the meaning and scope of sustainable development. Till now, as many as "seventy-two definitions of sustainable development have been identified" – each offering their own perspectives "with varying degrees of rigour" which in the long run, may render the term meaningless (Hopper, 2012: 221-224). Each country has their own interpretation of sustainable development, often loaded with heavy normative dimensions. In democratic consciousness, pluralism is certainly a valued concept: it applies to international society as well; but at the same

time, any programme that depends upon collective endeavour must have certain points of agreement. Similarly, a plural understanding of sustainable development is necessary, but at the same time, it requires that differing opinions and perspectives would evolve some universally acceptable standards for being workable.

A fluid conceptualisation of such an important does not augur well – in fact, it is dangerous in the sense that if the concept of sustainable development is lightened, its appeal would certainly be driven to backseat by vested interests that profit from the violation of environmental and other ethical norms of economic activities. It is necessary to bear in mind that sustainable development also involves varying degree of sacrifice. People, who benefit from the existing order more, are likely to lose more under a vibrant regime of sustainable development. Hence, conceptual clarity, clarity in aims and objectives, as well as clearly defined objectives and their realistic application – all are of utmost necessity.

Growth Centric Concept

The concept of sustainable development is also criticised for its too much preoccupation with the question of growth. It puts too much emphasis on issues like Gross National Product (GNP) – as a result, the idea of sustainability runs the risk of being diluted. We may note that the initial impulse for sustainable development came from the devastating effects of the growth-only model of development.

As a result, the concept of "green GNP" is being mooted, whereby issues like environmental decline, resource pollution would be counted while measuring the GNP. This way, the idea of sustainable development extends the concept of 'growth with justice' – the concern which begins with the question: "what are we leaving for our next generation"? Among the resources available on earth, environment is certainly the most precious one. Hence, for its success, sustainable development must not allow itself to fall in the trap of growth-only model of development.

North-South differences

There are significant disagreements in the perspectives of the global north and the global south on sustainable development. Citizens in the global north enjoy higher standards of life; and those countries have already developed themselves. May countries in the global south find the terms and conditions of sustainable development as threat to their autonomy to pursue development – they find it unfair that the onus of global well-being is turned into them rather unilaterally. They have to deal with poverty of many people where survival is also at stake. Again, it is the global north which damages the "global commons" to the maximum – the climate. The global north in turn insists that sustainable development is meant for common good whereby the global south will also stand to benefit. When differences reach at the level of normative concerns, it is very difficult to reconcile. This is a serious challenge before sustainable development.

Legitimacy Issues

The discussion above thus brings out the issue of legitimacy, as Hopper (2012: 222) asks: "Who decides?" the global north or global south? National governments or international organisations? At the same time, question arises on the conflict between the mandates of sustainable development and the attainment of decent standard of material life in many countries. In addition, there have also been allegations that many companies violating the principles, despite rhetoric of sustainable development. Once again, problems of normative dimensions come to the fore – hence they look irreconcilable.

Inadequacy

Finally, it is said that the idea of sustainable development is not enough: it does not address the question of environment adequately. Economic development would certainly lead to resource depletion and pollution. Hopper quotes Lovelock who suggests a retreat from the current development process, such as stopping the use of fossil fuel; and switch over to nuclear energy

which may emit less carbon. However, Lovelock is criticised for having ignored the question of nuclear waste (Hopper, 2012). In sum, it appears that sustainability may at best, slower down the process of resource depletion, but cannot stop it ultimately. In recent times, there had been discussions on green technology, but not much headway has been achieved.

Sustainable Development: Limitations and Challenges Ahead

In the last section, we have pointed out the critique of sustainable development. Following the same trend, in this section, we shall further identify the limitations and pervasive challenges to sustainable development. They are mostly found in the developing countries, but the developed countries – broadly known as the global north, are not totally immune from these. At times, the problems are so pressing and grinding for many people in the world, that sustainable development often appears like a distant luxury – its vision and ideals seems to be at conflict with their everyday realities. A survey on the concept of sustainable development must have informed us that this dichotomy is false, but unless the ground realities are met, it would be difficult to convince. The issues are quite familiar, but we must acknowledge Fernando (2003) for stitching them together.

No Alternative to Capitalism

The greatest threat to sustainable development, as we have seen from our discussion so far, is the rampant corporate greed – the mad rush for maximisation of profit drives many captains of global industrial and financial powerhouse to ruthlessly exploit natural resources and pollute the environment. In developing world, it happens in much more rampant and brazen manners, where environmental laws and protocols are observed more in breach than in practice. The same Multinational Corporations (MNCs) which are quite law-abiding and environmentally responsible in their home countries find no constraint to violate them in developing countries with impunity. In that pursuit, they often work in collusion with power elites – politicians, leaders and bureaucrats in various developing countries.

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Question arises: why does it happen? Why people from the third world or global south must bear the brunt of corporate greed? These questions are ideologically sound, but reality has a different story. First, in these countries, not only global corporations, but indigenous companies and capitalists also pursue the same path. Other centres of power in society, such as the politicians, bureaucracy are also entangled in this system. Media and Civil Society Organisations (CSOs) play ambivalent roles: some of them oppose the system, yet some others support them. As a result, concerted protests against such practices are not that strong. Secondly and more importantly, when and where poverty and hunger is endemic; and immediate survival is at stake, people tend to ignore environmental concerns for apparently pressing benefits like food and other basic human necessities which can be bought with cash. As a result, the appeal of environmental concerns or other aspects of sustainable development becomes weak. It is rendered further weaker by groups who benefit from such a perverse system: people speaking about environmental concerns or sustainable development are branded as elitists having no idea about life of common people; or, having vested interests on stopping the process of development.

We need to view this entire picture in a larger perspective. In fact, despite many vices that are associated with capitalism, we have no better alternative that can generate prosperity at shortest hour. Here the argument goes that if prosperity is generated, it will trickle down and more people will have opportunities to participate in market operations to improve their material conditions. The alternatives to capitalism have failed miserably: welfare states have returned to market operations; communist countries like China in practice, pursue the path of capitalism – the difference is that it does not allow democracy; and China is also one of the major contributor to global pollution. The erstwhile socialist countries who have proclaimed social ownership of the means of production, like the Soviet Union, has even worse record towards sustainable development and ecological responsibility. For example, the nuclear accident in Chernobyl was attempted to be hushed up.

Urbanisation, Migration and Related Problems

As the human civilisation advances, there is a steady progress towards urbanisation: it starts with commercial activities; then spreads into many other human amenities, such as habitat, religious needs and pilgrimage, education, entertainment and various other opportunities for socio-economic mobility. Since time immemorial, many people, who were bold and ambitious enough had moved to cities in search of better lives and opportunities. The entire process received tremendous momentum with the arrival of industrial civilisation, as the range and scope of human activities multiplied manifold. New cities have developed; and agriculture became secondary in many countries.

Yet, the landmass remained the same. Cities developed at the expense of villages and forests. At the same time, migration to cities had enhanced manifold, because people wanted to have better qualities of life and also break away from the oppressive structures of rural society. That however, did not necessarily mean much improvement in the quality of life for all: infrastructure in cities were under tremendous pressure – as result, basic amenities like housing, water, healthcare, education were inadequate; and above all, the poor remained mired into poverty almost perpetually. The differences in wealth and income were present in rural life too, but the mobility generated by urban life, accompanied by the display of prosperity in few pockets stands in sharp contrast before the huge pool of toiling masses: they could experience and feel the disparities. This in turn, created serious social tensions and fissures. Added to this are another host of complications, such as ill-health, crime, violence and often, abject deprivation and absence of adequate opportunities. The deprived section of people had to put up with poor quality of healthcare, education, transport facilities and other amenities that improve the overall quality of life. Under these circumstances, to many people struggling hard for daily survival, the appeal and visions of sustainable development appear to be a distant luxury.

Dwindling Social Security

Obviously, the factors above lead to increased tensions in daily life and weakened social security for majority of the people. In a broad sense, social security implies people having access to basic minimum that enables them a life of dignity. However, we have seen that much of the world population is still quite poor. On the other hand, with the dominance of neoliberal economy, the income gap between the rich and poor has increased significantly. At the same time, many people's life chances are dependent on the movement of capital dictated by trends of international trade. If they are favourable, their income will be assured; otherwise it is perennially vulnerable. Finally, many countries with poor econmoy spend excessively on warfare and armaments – thus a significant part of national resources incur undesirable expenditure at the expense of sustainable human development, encompassing health, education, mobility, socio-economic security and clean environment. With such a climate of all-pervasive insecurity, the cause for sustainable development is significantly weakened. In other words, the factors above drive home the point that sustainable development does not come to terms with the realities of the poor and deprived people, particularly in developing countries.

In sum thus, limitations to sustainable development have multidimensional issues and directions. Whereas we do not have any viable alternative to the capitalist system of economy and production, the complications and pressure of modern life has immense effects on people and surroundings. For both livelihood and geographical reasons, the rural space is shrinking and people migrate to urban areas in search of better opportunities and quality of life. Yet in most cases, they do not result into much positive outcome. This also pose challenges before the ideal of sustainable development: we have no options to go back to the idyllic life of ore-industrial period; rather, sustainable development must adjust to the needs of contemporary times and many people, particularly those lying at the bottom of the social pyramid.

Conclusion

In the previous chapters, we have seen the vision and promises of sustainable development and the way it has become a major pillar in the discourse of development. Yet, we must bear in mind that sustainable development is not a smooth road ahead and its present shortcomings undoubtedly invite criticisms. The concept has to face significant challenges towards its realisation. However, these challenges are also pointers towards its more realistic applications. At present, the idea of sustainable development suffers from few shortcomings: the concept is not well-defined, rather various definitions tend to blur the concept. It has not yet been able to come out of the shadow of growth-only understanding of development. At times, the idea suffers from serious normative legitimacy, which is further compounded by the division of North-South interpretations of sustainable development.

The practical application of the idea of sustainable development is bootstrapped by the fact that despite capitalism contributes to major damage to environment and sustainability in a variety of ways, no viable alternative to capitalism is present. At the same time, migration, urbanisation, shrinkage of villages, growth of cities, dwindling social security – the major attributes to industrial civilisation and modernity put serious strains on the life of many people around the world. As a result, sustainable development appears to be at conflict with the survival of many people; hence wrongly misconceived as being elitist and detached from the lives of majority of the population. Herein is the challenge: sustainable development must break this false dichotomy to send the message that it is neither elitist, nor any distant luxury for most of the people, rather very much linked with their survival and well-being.

Summary

➢ The idea of sustainable development has many criticisms

➢ It has multiple normatively-loaded interpretations.

➢ In addition, follows the growth-only idea of development

- Serious North-South disagreements, with high normative overtones

- Capitalism harms, but no viable alternative

- Challenges of migration, urbanisation and complexities of modern life

- Need to overcome the idea that sustainable development is a distant luxury

- People must be convinced that sustainable development is related to their life and livelihood

Glossary

Green technology – using sustainable production process, both in terms of process, technology and raw materials.

Pluralism – a respected term in political philosophy, which means accommodating diverse views and lifestyles in social narratives as well policy-making.

The Global North – refers to those countries that belong to the Northern hemisphere of the globe: countries in Western Europe and Northern America. In those countries, there had been early industrialisation and spread of modernity, such as modern capitalist enterprises; modern systems of knowledge – these factors have helped the global north to establish both material and cultural domination over the entire world.

The Global South – the countries in the Southern Hemisphere of the globe, spread across the continents of Asia, Africa, Central and South America – also known as Latin America. Some countries in these regions, such as Japan, Australia, New Zealand and virtual city states like Singapore are the exceptions. It is true that some oil rich countries in Middle East and North Africa have higher levels of income, but that prosperity does not accrue from high levels of industrialisation or vibrant human capital.

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BLOCK IV

PLANNING AND DEVELOPMENT MACHINERY IN INDIA

UNIT 1 PLANNING COMMISSION: ORGANIZATION, FUNCTION AND ROLE

STRUCTURE

1.1. Learning Objectives
1.2. Introduction
1.3. Organisation
1.4. Functions
1.5. Role
1.6. Conclusion
1.7. Summary
1.8. Key words
1.9. Model questions
1.10.   References

1.1. LEARNING OBJECTIVES

After studying this Unit, one must be able to-

- Understand the background on which the Planning Commission was constituted.

- Discuss the underpinnings that went behind the formulation of the Commission.

- Explain the structure and role of the Planning Commission.

- Discuss the various functions of the Planning Commission.

- Review the role the Planning Commission played in policy formulation.

1.2. INTRODUCTION

India awoke to a new life as an independent nation on 15th August 1947. Nehru's tryst with destiny speech was a clarion call for the entire nation to rise up to the challenge of surviving without any foreign hand that had been dreamed for long. The world was just out of the 2nd World War, the arms race among the USA and USSR was about to start with the coming of the nuclear age. Decolonisation in South America, Africa and Asia was giving birth new countries on the world map. These were

challenging times for the world as a whole. But as in South Asia more than any other part of the world the challenges were grave. India inherited many problems with its independence.

a. India was coming out as a divided nation globally with Pakistan being chiselled out.

b. Massive communal riots in 1947 were putting huge question marks on stability, control and rule of law in the newly freed nation.

c. The economy was in dire straits as years of exploitation had rendered the country economically fragile.

d. Linguistic, caste based, religious, geographical and cultural divisions were too strong an emotion amongst the people that were to become major hindrances for development.

e. The illiteracy amongst the people was too much to support any rational process of government with objective validity.

f. The vast expanse of land required to be consolidated as the Indian union was a tenuous process.

With all such problems looming large over the interim leadership of the country, the crucial question to was the root of all the afore mentioned problems i.e., how to plan the future of India? To answer the problem a resolution was passed as early as 1946, (this was actually before the transfer of power of 1947). Though the plans for a planning Commission were on much before independence, the credit of its emergence is not to be given to any single individual. Politically the idea was introduced by Jawaharlal Nehru and Netaji Subhas Chandra Bose who were influenced by the state-controlled planning existing in the Soviet Union that had yielded great dividends to Stalinist Russia during the 2nd World war days as it transformed from an agrarian economy to a military industrial superpower. From the professional class famous physicist Dr, Meghnad Saha,FASc and the first Indian civil engineer M. Visvesvaraya and other experts supported the concept of a centralised planning Commission to steer the country forward. The British administration was already preparing to leave India, and in order to aide the process of transition formally passed a resolution and established the Advisory Planning Board under K. C. Neogy that functioned from 1944 to 1946. According to this resolution a Planning Advisory Board was to be appointed, which then recommended the appointment

of a Planning Commission whose specified goal was to create the trajectory of planned development in India post-independence. As planned in 1946, the Planning Commission was constituted in March, 1950 by a resolution of the new Government of India to create the basis for future development of India. The focus as decided by coordination was on the state which was supposed play an important role in bringing socio-economic transformation by strict control over the planning process of the nation. This was also incorporated within the Directive Principles of State Policy. The Planning Commission consulted the Union ministries and the state governments while formulating five-year plans, and annual plans, and oversaw their implementation.

For 64 years the Planning Commission was the institution that determined the course of Indian developmental programme. Planning both centralised as well as state based were formulated in accordance with the policies drafted and implemented by the Planning Commission of India. 5-year plans as well as annual plans were formulated under the Planning Commission's guidance. The Commission not only decided upon funding, coordination, implementation and grievance redressal for policies but also decide on the narrative of development that the country would take in its journey towards socio-economic development of the populace as a whole. Though it has been replaced by the NITI Aayog in 2014 by the Narendra Modi led NDA 2 government, the Planning Commission remains a poignant chapter in the history of India economy as well as society. For years it determined the course of action for Indian society as well as economy and thus created the base on which the present stands upon.

1.3. ORGANIZATION

The Planning Commission of India being a very important institution in itself was interestingly not authorised under the constitution of India. The Commission was set up by a Resolution of the Government of India, and thus is not rendered the position of a statutory body. Though the plans formulated by the Planning Commission were of major importance in planning policies for the country, the plans have had no legal statuses. The Planning Commission appears as an advisory body, in practice, which in that capacity wielded considerable authority. The following are the prime constituents of the Planning Commission-

1) Chairman – Prime Minister; presided over the meetings of the Commission

2) Deputy Chairman – de facto executive head (full-time functional head);

   a) Was responsible for the formulation and submission of the draft Five-Year Plan to the Central cabinet.

   b) Was appointed by the Central cabinet for a fixed tenure and enjoyed the rank of a cabinet minister.

   c) Could attend cabinet meetings without the right to vote.

3) Part-time members – Some central ministers

4) Ex-officio members – Finance Minister and Planning Minister

The role and functions of the members are explained below-

A. **Chairman**- The Prime Minister of India has been its ex officio chairman of the Commission since its very inception. The Commission though works under the overall guidance of the National Development Council, it is the Chairman who steers the Commission forward and gives direction to the Commission regarding all major policy issues. The Prime Minister attends only the most important meetings of the Commission and isn't a regular for all meetings convened. His presence is only there as he being the member of the union legislature ensures that the Commission's proposals coming up before the Cabinet are viewed objectively.

B. **The Deputy Chairman**- The position of the Deputy Chairman is a full-time job for the position holder unlike that of the Prime minister. The deputy Chairman looks after the day-to-day workings of the Planning Commission. Though the position is rendered to both politicians as well as professionals the deputy Chairman has been usually a politician of standing belonging to the ruling party at the Centre. Though this narrative has been invalidated at times, by the appointment of an expert in economic development being appointed as Deputy Chairman. Prof. D.R. Gadgil and Dr.Montek Singh Ahluwalia are such

examples of experts who have worked in the position as non-political entities. The Deputy Chairman's position can be equated with the rank of a cabinet minister in the government (although he may not necessarily be a member of the Council of Ministers). Generally, the appointment of a Minister of State to the portfolio of planning is done in order to facilitate accountability to the Parliament.

C. **Members**- All full-time Members of the Commission are equated at the rank of Union Minister of State of the government. Broadly speaking, there are two types of members, in addition to the Minister of State for Planning who is also an ex-officio member of the Planning Commission. There are certain full-time members. This list includes eminent public persons, administrators, economists and technical experts to provide advice and assistance on issue specific problems and coordinate various facilities and departments together. In addition, the Planning Commission has a few important Cabinet Ministers who are given the position of members. These are the people who attend the more important meetings of the Commission as they are in touch with the legislative process of the parliament as well as the executive. The meetings that cover only the most important decisions are to attended by all members, full-time and minister-members. These meetings are called the meetings of the full Commission and of utmost importance in policy formulation.

Apart from that, the Planning Commission with full-time members meets frequently to discuss and decide upon important policy decisions. The Deputy Chairman along with the full-time members of the Commission function as a composite body, especially in matters of policy formulation an enactment of which the process of detailed planning formulation is an important part. Consequentially it means that the Deputy Chairman and the full-time members are the ones who look after the day-to-day work functioning of the Commission. The Prime Minister is the appointing authority of all these members. These appointments are done only after consulting the Deputy Chairman, who again can be a politician or from among prominent public persons and experts. The Planning Commission members aren't full-time members, effectively meaning that they are not given a fixed tenure. In actuality the position is held for a certain term which may continue till there is a change in the

government in which case the new government can bring in members of its own accord. (a break in tradition happened in 1990 when the full-time members were changed thrice in a single year).

Each member of the Commission looks after a specific set of subjects or areas of concern/ department. The Members' role is to direct, guide and advise various Subject Divisions of the Planning Commission. The process in reality is the exercise of preparing approach papers which are formulated as policy documents for five-year plans and annual plans. The members are also expected to provide guidance to the Subject Divisions for monitoring and evaluating the plans, programmes, projects, and schemes devised under their departments. The Commission act as a body, but as in any form of bureaucratic authority, facilitation of the working is done by implementing a clear demarcation of work. Each full-time member is given specific subjects to be dealt with. For the assistance of the members of the Commission help in provided in the form of programme advisers and many other senior officers. Then there is secretariat of the Commission, which is headed by a secretary which coordinates various departments under the members. The entire demarcation can be seen to divided into several, divisions, some of these include the following-

Agriculture and Rural Development; Economic, Education, Finance Resources; Employment and man-power; Housing, Urban Development and Water Supply and Irrigation; Health and Family Welfare; Industry and Mineral; Land Reforms; Transport and Communication; Statistics and Surveys; Power and Energy; Monitoring and Information; Perspective Planning; Social Welfare; Plan Information and Public Cooperation; Programme Administration and Command Area Development.

Including the afore mentioned divisions there are also several technical divisions. Various Divisions of the Commission also look after follow up of plan projects, for which several committees have been set up. Research Programmes Committee, Committee on Irrigation and Power Projects and Coordination Committee are some such committees. In addition, as there is also a feedback system for the planning Commission, there exists an autonomous body working under the guidance of Planning Commission known as Programme Evaluation Organisation. The members of the Commission are expected to work on the principle of joint and collective responsibility and discharge their functions on the basis of collective wisdom.

Though there is division of labour in the functioning of the Commission, it also has collective responsibility for all decisions, as its members work as a collective body. Each member deals individually with the technical and other aspects of his/her allotted subjects. However, it is to prerogative of the Planning Commission to consider all those cases that require policy decisions and settle disputes amongst members if and where there is difference of opinion existing between its members.

1.4. FUNCTIONS

The 1950 resolution setting up the Planning Commission outlined its functions as the following:

- The Commission has the responsibility to undertake an evaluation of the cumulative capital, material and the human resources of the nation. This may also includethe technical personnel recruited by the government and employed in workforce. The Commission in turn may study the possibilities of enhancing these resources for building up the nation in a holistically coordinated manner.

- The Commission is responsible for drafting a Plan for the most balanced and effective usage of the country's resources which includes material as well as capital as resources. This plan for a number of years followed the USSR model of 5 year-based planning.

- It is the sole prerogative of the Planning Commission to define the stages in which the Plan should be implemented and put forward the allocation of resources for the completion of every stage. Any plan to be effective must be dissected in various stages to increase its efficiency amongst the phases it is being implemented.

- The Commission has the responsibility to specify the factors that hamper economic development. This in a way is a grievance redressal mechanism which helps the Commission to ascertain the conditions which may help in rectifying the faults as per coordination of various divisions. Thus, to solve the problems in view of the prevailing social and political situation, becomes an important facet for the triumphant implementation of the Plan

- Determining the kind of infrastructure that is required for not only execution of tasks but also the successful execution of each stage of the Plan in all its aspects is the function of the Planning Commission.

- The Planning Commission does a regular appraisal of the progress achieved in the process for implementation of all stages of the plan. This in turn would help the Commission to propose the rectifications or recommendations of policy and measures that such appraisal may deem necessary.

- At certain points of plan implementation various interim or ancillary recommendations are put forward. These are either for enabling the discharge of the duties assigned to a division or on a consideration of the existing economic conditions, current policies, measures and development programme or on a study of such specific problems which the Central or State Governments can refer to it.

1.5. ROLE

The understand the role of the Planning Commissionone has look at the tasks assigned to the government bythe Indian Constitution in its Directive Principles. Within the features of strengthening, securing and supporting socio economic development of the nation and its people we find what is expected of the government in aiding the process.Enshrined in the Directive Principles of State Policy, there is the duty of the state to secure citizens' rightto adequate means of livelihood and control the inequalities in the ownership of wealth and meansof production. To achieve the same the state is required to ensure growth in production, and its equitabledistribution among the various sections of society. In this context, the Planning Commission's role as a planning authority comes forward. Through extensive planning the Commission formulates plans for the whole country and also functions as an advisory planning body at the apexlevel. In addition to the above-mentioned functions, the Planning Commission has been entrusted withresponsibility in the following matters.

a) Public Cooperation in National Development;

b) Specific programmes for area development like Hill Area Development Programme;

c) Perspective Planning;

d) Institute of Applied Manpower Research; and

e) Overall Coordination of the Pradhan Mantri Gramodaya Yojana (PMGY)

1.6. CONCLUSION

Till 2014 when the Planning Commission was disbanded and NITI Aayog replaced it, the planning Commission was the chief planning authority for the country. Over the years the 5-year plan model implemented by the planning Commission was the bedrock of Indian planned economy. First such plan covered the period of 1951-56. The aim of the 1ˢᵗ 5-year plan was centred around the public sector and the targets specifically were to increase production of food and raw materials. The infrastructural aims includedthe aim to develop irrigation and power projects. Additional targets were centred around enlarging the scope of employment for the populace and consolidating progress in the field of social services. The aspirations were laid out to herald rapid increase in the rate of development in less developed states. Priority was given to key industries that were the backbone of productive forces like iron and steel and manufacture of electrical equipments.

The Second Five-Year Plan (1956-61), reinstated the faith that public sector would be the driving force for the economy at least for another 5 years.The added target was on increasing employment initiatives for the people. The conventionalobjective this time was to increase national income and to take India on the path of industrialisation, which was to be achieved by focussing the national resources on development of basic and heavy industries. This plan took India forward to enhance the scope of distribution of economic power.

Third Five-Year Plan (1961-66)increased the total budget of the nation and continued reaffirming the faith on public sector driven economy. this was to be supported by employment generated by the government and infrastructure supported by the public sector. The stated main objectives laid out by the Commissionwere to secure above 5% p.a. rise in national income. This income would help sustain growth rate in subsequent plans. The additional objective was to tackle the problem of food deficiency, which can only be overcome by creating self-sufficiency in food grains.Another objective was to expand basic industries, to meet requirements of further industrialisation.

The 4th 5-year plan was delayed due to various reasons such as drought, devaluation of currency, rise in prices and the Indo-Pak conflict. Therefore, in between 1966 and 1969, there were three annual plans. Each plan provided a situational response to the problems of the time. The official 4th 5-year plan was centred around 1969-74 with renewal of the same 5% increase and focus on infrastructural and industrial development.

The Fifth Five-Year Plan (1974-1979)focussed on agrarian reforms and increasing rural income. The focus now became more coordinated to bring both the industries and agriculture at par by increasing inputs that would also yield higher outputs but the plan was not completed as the Indira Gandhi led government fell in 1977 post emergency and the new Janata government reconstituted the Commission. The new Commissionagreed that the aim of the Five-Year Plan should be to very substantially reduce unemployment, disparities in income and that adequate provision be made for meeting public needs.

For the coming decades there were many breaks to the 5-year plans, some plans were transformed to annual plans, some were changed as the desired goals were unattainable. The 90s coalition era was especially tumultuous as various governments came to power but no govt except the Narasimha Rao led minority government could complete its term. Coincidentally this was the government that began the process of liberalisation of the economy and state control reduction. The 2 terms of Manmohan Singh saw the period of most balanced planning in decades as public investment increased in social welfare schemes which was supported at the same time by higher returns and increased impetus on the private sector. It was only in 2014 that the planning Commission was abandoned as being unresponsive to the claims of modern globalised world where centralised planning wasn't helping as the system was going to become more decentralised and deregulated, thus the 5-year plans were discontinued and the think tank of NITI Aayog came into being. Nonetheless, the Planning Commission was an institution that drove Indian development story for years and created what Indian economy is today.

1.7. SUMMARY

- India post-independence was in the need for a well laid out blueprint to usher the country into running and functioning properly after years of subservience under the British rule. The newly decolonised nation faced a lot of problems since its birth

- Under the leadership of political as well as professional experts the National planning Commission was brought forward as a body that would determine the course of Indian economy for years to come.

- The planning Commission primarily prepared 5-year plans which dictated the coordinated focus of the government into various sectors of the economy.

- The planning Commission comprised of the Chairman, the Vice Chairman and members comprising of political functionaries, government officials and professional sectoral experts.

- Through various 5-year plans the country developed as inputs by the government increased on public sector for the first few decades, then there was a shift towards agriculture, cottage industries. In the 1990s the focus shifted to private service sector as liberalisation brough in anew age for the India economy.

- The planning Commission was replaced by NITI Aayog in 2014 to pave way for decentralised, deregulated economy.

1.8. KEY WORDS

- **Planning**- Planning is about what steps you need to take to reach the goal, what changes and hurdles to anticipate, and how to utilise human resources and opportunities to reach the expected outcome.

- **Policy**- Policy is a law, regulation, procedure, administrative action, incentive, or voluntary practice of governments and other institutions.

- **Autonomous**- Anything as an institution or a region having the right or power of self-government, rule or decision making can be termed as an autonomous entity.

- **Statutory body**- A statutory body or statutory authority is a body set up by law that is authorised to implement certain legislation on behalf of the relevant country or state, sometimes by being empowered or delegated to set rules in their field

- **Grievance redressal**- While the term "Grievance Redressal" primarily covers the receipt and processing of complaints from citizens and consumers, a wider definition includes actions taken on any issue raised by them to avail services more effectively.

1.9. MODEL QUESTIONS

Short questions

- Who is the chairman of the Planning Commission and what is their role?

- Which institution replaced the Planning Commission and in which year?

- What are the events of global importance that took place during Indian independence?

Medium questions

- Write the various functionaries of the Planning Commission?

- What are some of the additional functions of the Planning Commission?

- Explain the role played by the 5-year plans in Indian development

Long questions

- Discuss the historical background of the Planning Commission of India?

- Discuss in details the functions of the Planning Commission?

- Explain the organizational structure of the Planning Commission?

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CC VI DEVELOPMENT ADMINISTRATION

BLOCK 6 PLANNING AND DEVELOPMENT MACHINERY IN INDIA

UNIT 2 NDC- FUNCTIONS AND ROLE

STRUCTURE

2.1. Learning Objectives
2.2. Introduction
2.3. Structure of NDC
2.4. Function of NDC
2.5. Role of NDC
2.6. Conclusion
2.7. Summary
2.8. Key words
2.9. Model questions
2.10.   References

2.1. LEARNING OBJECTIVES

After studying this unit, one would be able to-

- Understand what is the background of the national development council.

- Discuss what are the functions of the NDC.

- Learn what is the connection between the planning process in India and the NDC.

- Explain the role of the NDC in taking the country forward.

2.2. INTRODUCTION

The National Development Council is one of the key organizations of the planning system in India. It is institution that has held high the ideal of federal planning in India by bringing in the concerns of the states as well as the union to provide a holistic national approach where the states and the union have an equal say on the perspective of development. The NDC has experienced numerous problems in its journey as a body aimed to bring various points of view to determine which course of action to take for national development. The NDC has always been under constant pressure due to the politics prevalent in India, as competitive political outfits try to exert more pressure to get closer to power. The same has happened to the NDC as the influence by the government in power at the centre and the effectiveness of the pressures exerted by state governments determined its functioning.

In 1946, during the twilight of British empire in India the Planning Advisory Board under the chairmanship of KC Neogi, had recommended the setting up of an advisory organization that would include representatives of the provinces, princely states and other interests as at that time the federative units existed in the form of princely states and provinces instead of democratic autonomous units. The advisory organisation didn't materialise pre independence, the idea lingered on for its objective rationality.

In 1950 as Indian independence was slowly taking a qualitative shape, then Prime Minister Jawaharlal Nehru initiated the formation of the Planning Commission of the Government of India. At this point the idea of the advisory council floated again and thus in the initial days of the inception of the Planning Commission, such a coordinating body was established called the National development council. Its creation was based on the recognition for the potential utility for a body that was able to coordinate the different aspirations of the nation.

Within the ambit of the Draft First Five-Year Plan, the Planning Commission was of the opinion that considering the geographical vastness of the country, the cultural diversity prevalent, the heterogenous nature of socio-political-economical aspirations of the states as autonomous entities require to be looked into with care. Therefore, the need for an entity of coordination was of paramount need. The need was answered by the National Development Council. The expectations were that the NDC may facilitate the periodical evaluation of planning and its various facets. The coordination which was sits prime goal was to be between the two power centres of the states and the centre. Thus, the responsibility fell on the shoulders of the Prime Minister and the state Chief Ministers. Accordingly, the National Development Council was set up by a proposal of the Cabinet Secretariat of the Government of India in August 1952.The Council in its bare minimum is composed of the Prime Minister as the central authority representing the Union of India, the Chief Ministers of States as authorities that have been rendered the power to govern the federal units/states and the members of the Planning Commission. However, there have been instances when other central ministers who are not members of the Planning Commission have attended the Council's meetings. In other instances, to bring in professional expertise outside experts have also been invited to the Council's meetings whenever situation arose to deal with specific topics.

2.3. STRUCTURE OF THE NDC

The structure of the national development council has been made in such a manner that it reflects the holistic viewpoint of the national aspirations. The balance is primarily to be drawn between the states and the union government. The National Development Council comprises the following members –

- The Indian Prime Minister.
- All the Union Cabinet Ministers.
- Chief Ministers of all States or their substitutes on account of the absence of chief ministers.
- Representatives of the union territories.
- The members of the NITI Aayog (erstwhile planning commission).

- The secretary of the Planning Commission is also the secretary of the NDC. Any and every form of administrative assistance is also provided by the Planning Commission.

There have been occasions when other experts have been invited to address the meetings. These included eminent economist, policy makers, think tank analysts, department specific professionals and the governors of the Reserve Bank of India as well. The large membership of the Council, which increased in number over the years made it untenable for the council to function in a cohesive and timely manner. To solve this problem of excess in November 1954 a Standing Committee was established with only nine Chief Ministers and a few union ministers as members. In addition, the Council has been appointing committees from time to time for decentralization of department specific problems which require specific redressal. The Prime Minister as the Chairman of the Council and the Secretary to the Commission as its Secretary and the Commission cooperatively furnishes the Council with administrative and other assistance. The Council ordinarily meets twice annually. The Council though as a planning authority ordinarily passes no resolution formally. The active functioning is restricted to having a complete record of discussion and gather out of it general trends pinpointing particular conclusions. Decisions are usually unanimous.

The NDC concerns itself with any and every issue that is directly or indirectly related to facets of national development. It does extensive deliberations and takes decisions on a range issues. The issues concerning the NDC are multifaceted in nature and can be part of any list be it Union, state or concurrent. Issues can be also be inter-regional in nature such as – disparities of resources, Panchayati raj, prohibition, agrarian cooperation and even irrigation levies.

One of the major drawbacks of the NDC has been its quantitatively large size and the nature of positions that the office holders have as chief ministers and union ministers. The inability to meet frequently and go into great details on specific matters has made the NDC a rather slow institution. Despite such a drawback the NDC which is required to meet at least twice a year, has sometimes met more often to address issues of immediate importance. The central function of the NDC is to coordinate the matters between the state and the centre on issues of planning. Therefore, the central

agenda of the NDC meetings generally include the approach paper to the Five-Year Plan, the draft Five Year Plan and the final Five-Year Plan. The state governments and the central government may times bring additional agendas on the table that may require all the functionaries to deliberate upon the issues raised. The Secretary of the Planning Commission is also the Secretary of the NDC takes decision on which agendas to take up for the meeting. The decisions of the NDC adhere generally to the ambit of policy formulation rather than implementation. As it comprises of the top functionaries of both the state and central governments, it can be labelled as the highest policy making body on developmental measures in the country. Though the NDC is a non-statutory advisory body which makes recommendations to the Central and State governments, the very stature of the Council has ensured that these 'recommendations' have the prestige of directives which are usually followed and obeyed.

Though its position has been lessened under the present government, for years the NDC has helped the nation determine the course of action required to bring the country together to face the issues of yesterday, today as well as tomorrow.

2.4. FUNCTIONS OF NDC

The functions of the NDC were defined when constituted in 1950. With time there arose the need to define and limit the functions in a manner that it doesn't become a super cabinet in action. In response the Government of India which had accepted the recommendations of the First Administrative Reforms Committee in a slightly modified form made some minor changes to the NDC. It was decided that the NDC, headed by the PM, should comprise all Union cabinet ministers, Chief Ministers of states, Chief Ministers/Chief executives of the union territories and members of the Planning Commission. According the ARC recommendations and the changes introduced by the government, the NDC was reconstituted in October 1967, on these lines.

On the recommendations of the Administrative Reforms Commission, the Council was reconstituted and its functions were redefined to include the following-

    a. Prescription of guidelines for the formulation of National Plan, including the assessment of resources for the Plan.

b. Although the NDC is technically a consultative organisation, in practise it approves the five-year plans and provides recommendations for their creation

c. Consideration of National Plan as formulated by the National Development Council.

d. Considering important questions of social and economic policy affecting national development.

e. The review of the working of the Plan from time to time and recommend such measures as are necessary for achieving the aims and targets to secure the active participation and cooperation of the people, improving the efficiency of the administrative services, ensuring the fullest development of the less advanced regions and sections of the community and, through sacrifice, borne equally, by all citizens, build up resources for national development.

f. It was envisaged that the National Development Council would advise and make its recommendations to the Central and State Governments.

In actual functioning the National Development Council has been functioning as a high-power consultative body for the holistic solution of the country's problems. It acted as an institution where the framing of the Five-Year Plans was done in consultation, discussions done on the important problems facing the Indian economy, and formulation of policies that have to be adopted for tiding over the urgent problems have been discussed extensively. Thus, the role of the NDC has not been limited to the area of planning as it has answered to the problems arising at particular situations which required attention.

As per the discussion above it can be understood that the NDC is a bridging institution as well as a formulation institution. Though its prime function lies in coordination and planning related policy formulation, through that same function it has been able to coordinate the actions of various state governments, the central government and the planning commission in solving problems related to the prosperity of the country. It has provided help to the union government to understand and coordinate its forces in a better manner to solve the issues of various departments, it has helped the state government to bring up their grievances to the platform where they can be discussed in unison and helped the planning commission understand the gaps, bridge the same gaps and provide alternatives to

planning issues that plagued the commission at certain points of time. It helps in the coordination not only of policies and programmes of plans but also other matters of national importance. It provides a good forum for discussion and full and free exchange of views.

There is no other cooperative forum as adept as the NDC where cooperative federalism is seen at its best. The NDC provides a forum where matters of national importance aren't only discussed but there is an active mechanism of sharing of responsibility between States and the Union Government.

2.5. ROLE OF NDC

India is a federal democracy, that means the centre as well as the states are equal actors in proper functioning of the system. There can be no one way on the road taken towards development and only through deliberative discussion and coordination can there be a national consensus.NDC as an authoritative body that brings the federative forces at a single place becomes a body of paramount importance in planning process for the country. It is the top body for deliberating and making decisions regardingdevelopment-related issues. The institution is also very important as it highlights the democratic ethos of the country as a whole because thePrime Minister, the national leader of the country serves as its chair and all of the State's Chief Ministers who have the mandate of their state's population of devise policies also attend itssessions. The States here thus have the opportunity to present their points of view in relation to policies as devised by the centre, forward policies that have been successful in their states, provide analyses of success of such policies and also suggest redressal mechanism for later formulation as well. Additionally, this guarantees the federal autonomy allocated to the states. This empowers the states to put forward their issues and decide whether they will approve the suggested strategy following thorough deliberations. NDC stands for the constitutional viability of our nation's stability based on the federal system of planning. It serves as a tool for ensuring that a national viewpoint is adopted by the planning system. It is only with the agreement of the stategovernments that's a cohesive and dynamic policy formulation is successfully implemented. This as a result ensures an efficient execution of programmes undertaken both at the central and state level. The achievement of the goals of theCentral and State Governments is ensured in a manner that is reflective of the aspirations of the national population which has rendered the governments the trusteeship to not only rule but initiate development.

NDC acts as an advisory body to the Planning Commission regarding the planning process. The major objectives of NDC linked with the Planning Commission and the National planare listed below:

- To strengthen and mobilize the effort and resources of the nation in support of the Plan.

- To promote common economic policies in all vital spheres to create coherence among the economic goals shared by the centre and the state.

- To ensure the balanced and rapid development of all parts of the country irrespective of political pressure and target holistic development

In addition to this, NDC provides a platform for all the states to discuss their problems and issues related to development. Thus, cooperation, coordination, active functioning, policy formulation for national development becomes crucial roles that the NDC plays.

2.6 CONCLUSION

The National Development Council for years have provided a platform to the national leadership both at the top and at the states to come to a common ground regarding decentralised planning as well as centralised planning. The reforms suggested by the ARC as well as the changes brought in by the government to make it more feasible in solving matters of national importance over the years have only enhanced the functioning of the council. Various state' chief ministers have praised the NDC for coordinating the efforts of the country as a whole to set up a path towards future development of the nation and sustaining the gains made in the last decades. Though in 2014 with the formation of the NITI Aayog the NDC has been functionally rendered irrelevant, with the proposition to abolish it soon, the NDC as a mechanism to quell the problems of such a large county as India with it varied interests and demands can be considered a success, especially due to the role it brought in bringing the planning mechanism to the federal units and creating holistic roadmap for development of all.

2.7. SUMMARY

- The National Development Council was formulated as an advisory body to the National Planning Commission in order to better coordinate the functions of the commission and bring in perspectives on the process of planning.

- The NDC included the top functionaries of the union government and the state government in the form of the Prime minister, union cabinet ministers and the state chief ministers.

- The NDC for long has been serving as a forum to coordinate the efforts of the state and union governments for national development plans.

- The Administrative Reforms Committee of 1967 had made changes to the NDC in order to make it more competent and responsive to the changing times.

- As an institution ushering the balanced ideal of federal democracy the NDC has been successful in providing solutions to the needs of the states and bring the union government closer to the demands of the federative units.

2.8. KEY WORDS

1) **Consensus-**Consensus decision making is a creative and dynamic way of reaching agreement between all members of a group.

2) **Holistic-** totality or wholly to be considered, impacting a set of whole units.

3) **Trusteeship-** The supervisory control by one or more countries over a trust territory.

4) **Coordination-**the organization of the different elements of a complex body or activity so as to enable them to work together effectively.

5) **Coherence-**systematic or logical connection or consistency.

6) **Deliberation-** long and careful consideration or discussion.

7) **Autonomy-** the right or condition of self-government.

2.9. MODEL QUESTIONS

Short questions

- Who are the members of the National Development council?

- What was the focus area in the first five-year plan?

- Why has there been plans to abolish the NDC?

Medium questions

- What role does the NDC play support the ideal of federalism in India?

- What changes have been brought in to the NDC with the NDA 2 government?

- Establish the relationship of the Planning commission with the NDC?

Long questions

- Explain the role of the NDC in development of India economy?

- Explain in detail the functions of the NDC?

- How has planning process changes in India with change of times. Explain in reference to the NDC?

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CC VI DEVELOPMENT ADMINISTRATION

BLOCK 6 PLANNING AND DEVELOPMENT MACHINERY IN INDIA

UNIT 3 STATE PLANNING BOARD

STRUCTURE

3.1. Learning Objectives
3.2.Introduction

3.1. LEARNING OBJECTIVES

After studying this unit, one should be able to:

- Understand the significance of State Planning Board in matters of state development.

- Discuss the organisation and units of State Planning Board.

- Explain what functions of State Planning Board performs.

- Evaluate the performance of State Planning Board in various States.

3.2. INTRODUCTION

Indian politics have evolved a long way since 1947. Beginning the journey with mere 8 states, the country now has 28 states and 8 union territories. Many states have been created out of big states like Uttarakhand, certain states were created to meet the demands of regional tendencies Telangana, some were incorporated such as Sikkim and certain states were converted to union territories like Jammu and Kashmir for easing the process of functioning. The journey hasn't been easy to say the least of it. There have been problems in Indian federal politics since the birth of the nation. Various demands have plagued the union government to accord more powers to the states and at times create new ones. In such a situation planning for national development becomes a question of not only grave importance but also of contentious nature. The National Planning Commission was created to answer to the call of planned development for the country. To assist the commission and bridging the gap between centre's role and the state's the National Development Council was formed with the chief ministers of the states and their representatives who had the opportunity to share the platform with the

Prime minister and other ministers to discuss the matters related to development planning on a holistic level. A more decentralised version of the same was planned to be implemented in the states called the State Planning Board or State Planning Council.

At the State level, the SPB/SPC have contributed greatly to the efficient implementation of government planning and policies to aid the people in securing better resources as well as opportunities. Todiscuss in brief the major functions of the State Planning Board can be summed up into 5 major parts-

   a. Preparation of policies

   b. Planning regarding policies

   c. Arrange/allocate resources for the said policies

   d. Implement the policies

   e. Creation of a feedback loop

All the above processes in detail can be explained as the responsibility to monitor situation in the state and prepare plans according to those situations. In matters of long- term perspective plans in the state; the board has the duty to activate the financial resources so that proper allocation of resources can be done for the implementation of the plans. At the same time the priority remains to adopt different mechanisms for development. The need to determine plan priorities of the state within the framework of the priorities of the national plan is also of utmost importance as with only a coordinated plan at the centre and the state can development policies be implemented properly and their benefits reaped. The council/board would assist the district authorities in formulating their development plans as well enhancing the role of decentralised units in contributing for the development of the lower levels, within the spheres in which such planning is considered to be useful and feasible. The SPB/SDB also functions as the authority that has the power to formulate a plan for the most effective and balanced utilisation of the state's resources by determining the areas according to planned priorities. They define the stages in which the plan should be carried out, and propose the allocation of resources for due completion of each stage; indicate the factors, which tend to retard economic development, and determine the conditions, which in view of the current social and political situation should be created

for successful execution of the plan; determine the nature of the machinery, which will be necessary for securing the successful implementation of each stage of the plan in all its aspects; and to appraise, from time to time, the progress achieved in the execution of each stage of the plan, and recommend the adjustments of policy and measures that may be necessary

3.3 FUNCTIONS OF STATE PLANNING BOARD

Though planning has been an area of central government in India, the states in their way have contributed a lot with their own State Planning Boards/Councils. In a true federal fashion, the state planning boards have decentralized the process of planning in the states and taking the initiative to allocate resources and initiating planned development for the lower levels in the states as well such as the district, gram, suba, tehsil etc. The functions as well as organization of state planning are very different in different states. To avoid confusion and overlapping the planning process at the state level can be generalised in the following ways as before the creation of NITI Aayog

(1) The states usually initiate advance action on plan formulation. This takes place before the recommendations of the Planning Commission comes in as different state governments are elected at different time and coalescing of all states with the Planning Commission is close to impossible. Different departments of the state governments that are involved in formulating broad parameters of the state plans coordinate and adjust with the Planning Commission so that state plans don't waver off the national goals.

(2) The States, in response to call from the Planning Commission, send their suggestions regarding their states and seek to formulate state specific plans. These plans which form the base of the approach paper for the national plan are then implemented after discussion and deliberation between the constitutive units to be accepted for national development.

(3) After the approach paper, prepared by the planning commission, is approved by the NDC, it forms the basis on which states plans. In turn, the states then are required to formulate their draft five-year plans in accordance with the objectives and strategies through the State Planning Board. The state board in its authority holds continuous discussions with other state departments and district and regional planning agencies for decentralised allocation of

resources for development planning. The state boards also work in coordination with the central working groups, the Planning Commission and the central ministries on the other hand who create the broader guidelines for the implementation of plans.

(4) The state draft plan is then discussed at the level of the central working groups and the Planning Commission. Upon discussion all such proposals are either approved or modified by the Planning Commission, keeping in view of the national and the state priorities and resources.

(5) The Planning Commission prepares the draft national plan and it is discussed in the NDC.

In hindsight it can be assessed that the SPB in its bid to unravel decentralised development a concentrated effort is required between the state and the central governments. The State Planning Board thus makes assessment of the state resources and formulate plans for the most effective and balanced utilization of these resources for holistic development of the state. By determining plan priorities of the state within the framework of the priorities of the National Plan assistance is provided to district authorities in formulating their development plans within the sphere in which such planning is considered to be useful and feasible and to coordinate the central plans with the state plans. The board at the same time tries to identify the factors which tend to retard the economic and social development of the state and determine the set of conditions for successful execution of the plan. In such a manner a review of the progress of implementation of the plan programmes is done as a feedback loop to create an accountable system, in accordance to thatthe boards recommend such adjustments in policies and measures as the review may indicate. State planning thus is done in a manner where people's aspirations are treated to get both the central and state planning mechanisms function properly.

3.4 COMPOSITION OF STATE PLANNING BOARD

The discussion of state planning boards in India is too extensive to be put to one unit. In order to aid in better comprehension, the example of the state of Kerala has been taken. Thus, the organisation of Kerala State Planning Board has been explained in detail in this unit to explain the peculiarities of state planning. Kerala politically has been a state of exception in India. It was the first state to be ruled

by a non-Congress government, alternative governments have been formed in the state for a major part of Indian political history at least since late 2020s, the planning in Kerala has led to major land reforms, socio economic changes which have stood out amongst Indian states. The Kerala State Planning Board's mandated target was to formulate development plans based on a scientific assessment of the available resources, and the growth priorities for the state of Kerala. The Board was also entrusted with the task of bringing out a comprehensive economic review report of the state every year. The Board was constituted in September 1967 with the Chief Minister as Chairman and an unofficial part-time Vice-Chairman. Besides the finance minister and the Chief Secretary, there were three whole-time members. The first member secretary was the director of the Bureau of Economics and Statistics. The board was constituted to enable the state government to formulate development plans based on scientific assessment of the state's resources and growth priorities. The board was also entrusted with the task of releasing a comprehensive financial review of the state every year. The Board has been reconstituted 15 times since 1967.

The term of the KSPB is five years. It is worth mentioning that since 1967 the KSPB has been reconstituted fifteen times. Thus, the Planning Board through its expertise facilitates effectiveplanning and better implementation of development schemesprojects.

3.5 STRUCTURE AND COMPOSITION OF STATE PLANNING BOARD

The Chief Minister of state is the Chairman and a non-official is part time Vice- Chairmanof the SPB. The structure and composition of the KSPB, which was reconstituted in2016, is as follows:

i) Chairman- Chief Minister

ii) Vice Chairman

iii) Members

- Minister for Revenue & Housing

- Minister for Water Resources

- Minister for Transport

- Minister for Ports, Museum, Archaeology & Archives

- Minister for Finance

Non- Ministerial Members (seven experts)

iv) Member Secretary

v) Permanent Invitees

- Chief Secretary, Government of Kerala.

- Additional Chief Secretary, Finance Department, Government of Kerala.

Members

The Board members are nominated by the Government. The facilitation provided by these members include inputs regarding plan formulation, implementation, and otherpolicy matters as required by the state government.

Member Secretary

The Member Secretary, who is head of the institution, also acts as official Member ofthe KSPB. The member secretary is responsible for the convening of Board meetings regarding various issues of the state. This in a way acts as an instrument of carrying out theimplementation of the Board decisions, through the concerned departments andagencies. The Chiefs of the Technical Divisions provide aid the board in matters of technical specificity. Besides, Administrative Officer assists in matters of administrative issues dealing with the bureaucratic hassles required to be solved for proper implementation and execution of policies.

Chief Economic Adviser

In the era after liberalisation the post of Chief Economic Advisor has become very important in Indian democracy. It has not only become a permanent feature of state governments but also of the Union government. In the state of Kerala, the Chief Economic Advisor has been appointed by the Kerala Government to advice the state board on policymatters and other subjects. These in turn are taken up by the planning commission for consideration.

Director, Project Financing Cell

A Project Financing Cell is a comparatively new cell in the state planning board whose requirement was called upon to coordinate financial resources outside the purview of the state in a judicious manner to help the state board. This cell has been constituted in the Planning Board in 2012 to

examinethe feasibility of outside funding. In simpler terms the cell enhances the financing for developmental purposes with the help of PPP model. The primary way in thisbeing Public - Private Participation for all projectsof the Kerala State.

The KSPB comprises of the following institutions/divisions-

i) Technical Divisions.

ii) Administrative Wing.

iii) District Planning Offices.

iv) Library.

As mentioned earlier the Project Financing Cell is also part of the administrative structure of thePlanning Board. The functions of the SPB are carried out through its Technical Divisions.The Chief of Division is an expert on developmental issues. In each Division, JointDirectors, Deputy Directors, Assistant Directors, Research Officers and ResearchAssistants assist the Chief. However, in administrative matters, an Administrative Officer assists the Member Secretary.

3.6 KERALA STATE PLANNING BOARD: MAJOR FUNCTIONS

3.6.1 ASSESSMENT

The KSPB has for years been indulging itself in the process of continued assessment of policies proposed, implemented and executed to understand the impact of the same on the developmental narrative of the state and get a better view about the needs of the state. In accordance to such reviews it may suggest necessary reforms and changes in the policies, priorities and programmes, which include:

1. Formulation, monitoring and evaluation of plans.

2. Suggest necessary measures for improving performance of public enterprises with State Planning Board.

3. focus on augmenting quality of service to citizens, productivity and generation of surplus for development.

4. Effective decentralised planning and development, and enhancing local peoples' participation in the projects.

5. Undertaking studies, surveys and researches that are necessary for proper discharge of functions through task forces, expert committees and working groups.

3.6.2 ECONOMIC REVIEW

No policy is full proof and thus is susceptible to review and change. This not only happens to due to the passage of time but as situations change so does the aspirations of people and their demands and ideas regarding development itself. A state's policy must remain dynamic in nature to aid this process. Review thus becomes an important part of the KSPB functioning. The KSPB was assigned the task of preparing Annual Economic Review, which is being prepared and published by the Board since its inception, the task has become even more extensive post 1990s. The KSPB to further the cause of redressal as well as accountability released 50 earlier issues of the Economic Review (1959 to 2009) which have since been digitised and published in 2010 for providing a wholesome view of the economic trajectory of planning in the state. As it provides an overall view of the state economy, macro-economic performance, development initiatives taken by various departments during that particular year, progress in the plan implementation etc., therefore it is considered as a valuable reference text.

3..6.3FORMULATION OF THE PLAN

The Board is responsible for the formulation of the plans. In this regard, available resources are assessed to fix the size of the plan. The KSPB issues circular/ instructions to all the Secretaries and Heads of Departments for submission of plan proposals to the Board.

The Administrative Departments in the Secretariat is given the responsibility tosecure the approval for plans regarding specific departments from the ministers heading the departments. The schematic proposals are appraised in the KSPB and tentative selection priorities are allowed on the basis of detailed discussion on the proposal of each department. The preparation of the draft plan proposals is done that are placed before the Board/ Cabinet for approval.

Any form of planned purpose-based endeavour requires effective planning to achieve the desired goals, to achieve the said goals an efficient mechanism is required. The KSPB answers the need for the monitoring mechanism to achieve the aforementioned goals. This creates a system of

accountability-based development that has been established from the State to District level. Thus, it is evident from the above discussion that the KSPB has contributed in a great manner to aid the development trajectory of the state of Kerala. The Planning Board has assisted the Kerala government in designing the development plans on the basis of scientific assessment of the available resources in the state. In addition, the Board members and staff prepared a comprehensive Annual Economic Review Report, which proved necessary base for future planning and development of Kerala.

3.7 CONCLUSION

The State Planning Boards in India have been mainly concerned with broad economic policies, perspective planning, plan formulation, and plan evaluation in states for providing resources for the districts and other lower units within the states. The functions and organisation of SPB differ from State to State. The State Planning Board can only function properly with the backing of the State government, for an effective contributionto the process of drawing up perspective plans in various sectors for the state; and design priority patterns for a holistic development of the state. An effective monitoring and evaluation process through a State Planning Board can help in resource mobilisation and effective resource utilisation. The need of the hour is to give genuine accountability and status to the State Planning Boards. The specialisation and proficiency that they can bring to their roles can help the state governments to increase rationality in their developmental process and strengthen their capacity to bargain for additional resources. It may be further found that the real purpose for which they were created has not been achieved in some states. In this regard, study has explored and highlighted successful examples also, which will pave the way for other states to strengthen the State Planning Board in their states.

In this Unit, we have focused on the significance, composition, functions and process of State Planning Board at the state level in view of the current perspectives of the states. In India planning has always been a central aspect for developmental policy formulation. In a third world country such as India where the population is of huge character, the disparity among the various existing classes, the differentiation between the resources held by various states and the aspirations of the people are of diverse nature and bringing them together for a co-jointed effort is thus a matter of serious concern.

The joint efforts of political leaders, administrators and citizens can facilitate to match the desired goals through effective planning and efficient role of the State Planning Board.

3.8 SUMMARY

- Planning in India has been a concentrated effort of the Union government and the state government. The National Planning Commission and the National Development Council at the centre looks after this planning process and the responsibility of the same is provided to the State Planning Board at the states.

- State Planning Board works independently of the National Planning Commission recommendations though in close coordination with the commission's recommendations to formulate policies for planning at state and district level.

- Generally, the organisation of the state planning board comprises of the chief minister as the chairperson, minister of cabinet rank as vice chairperson which in most cases is allotted to minister of finance, industry, commerce, revenue etc. The lower ranks are provided to secretaries of the state secretariat as advisors and with rare occasions to outside experts.

- Developmental process in Indian states isn't coordinated between the states but more so between the states and the central agencies. Politicians, bureaucrats, civilian authorities altogether create the system of official as well unofficial ways to initiate a system of planning that answers to the call of development in third world.

3.9 KEY WORDS

1. **Approach Paper-** Approach paper refers to the paper of a document, which will reflect the prime objectives and goals for the forthcoming plans**.**

2. **Plan-** It is a document showing detailed scheme, programme and strategy, which is worked out in advance for fulfilling an objective.

3. **Decentralization –** the process to give more powers to lower units and distribute responsibilities in a manner where there is no concentration of power.

4. **Third world-** all countries that achieved independence post the 2nd World War are called third world countries. These countries generally are developing economically, culturally diverse, politically vibrant.

3.10   MODEL QUESTIONS

Short questions

- What is meant by decentralization of the planning process?

- Why has the position of Chief Economic advisor become so important in state planning?

- Who are the members of the KSPB?

Medium questions

- Discuss the similarities between the National Planning Commission and State Planning board?

- What is meant by the process of review and what are its advantages?

- What is financial autonomy is the source of all autonomy- explain?

Long questions

- Discuss the relationship between central planning and state planning in India?

- Explain the various functions of the Kerala state planning board?

- Discuss the planning system at State level in India?

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CC VI DEVELOPMENT ADMINISTRATION

BLOCK 6 PLANNING AND DEVELOPMENT MACHINERY IN INDIA

UNIT 4 NITI AAYOG: ROLES AND FUNCTIONS

STRUCTURE

- **4.1. Learning Objectives**
- **4.2. Introduction**
- **4.3. Organisation of NITI aayog**
- **4.4. Functions of NITI aayog**
- **4.5. Role of NITI aayog**
- **4.6. Conclusion**
- **4.7. Summary**
- **4.8. Key words**
- **4.9. Model questions**
- **4.10.   References**

4.1. LEARNING OBJECTIVES

After studying this unit, one would be able to-

- Understand how the change in governance needed change in institutions in India.

- Explain the reasons behind the scrapping of the Planning Commission.

- Learn about the formation of NITI Aayog and its composition.

- Understand the functions of the NITI Aayog in changing planning perspective in India.

- Learn about the various ways in which Indian administration in responding to the changing times and conditions and accommodating itself.

4.2. INTRODUCTION

Modern liberal economies have slowly shifted to from permanent public institutions to advance the cause of the state to think tanks. These are policy formulating institutions far less cumbersome than government functionaries and flexible in operations regarding policy implementation. If western countries are taken as example where there is an ample growth of think tanks because they are perceived as harbingers of change that accelerates the state machinery and helps address peoples' concern in a far more effective manner. In India, where it's a predominantly new phenomenon think tanks are often viewed with apprehension as bidders for an elite class, be it intellectual, bureaucratic, or simply intellectual. But supporters of the trend hold aloft the idea that these think tanks are acting as a critical link between elaboration of policies and their implementation, because think tanks represent a vital component of successes of policies directed towards harmonization of existing practices of planning and coordination with contemporary paradigms of good governance and economic management.

Since 1950, the target of the elected central government of India has been to usher a development narrative unprecedented in South Asia. The idea was to bring about rapid social and economic growth to harness the potential of the people and end disparities existing in the entire country through planned effort. The prime institution that was tasked with this job was the Planning Commission, which was launched in 1950 and was functioning till the end of 2014. Thereafter, on January 1, 2015, the Planning Commission got replaced by the National Institute for Transforming India, known as, NITI Aayog.

Over last 70 years India has changed extensively be it in areas of demography where we have increased the area with inclusion of newer territories, developing others while keeping certain areas the same; economic condition where we started as a lower income country in early 1950s to a global powerhouse in the 21st century; or in trajectories of growth and development, open and competitive markets. Keeping all these points in mind there was also a demand to bring in a new life to the system of policy formulation. As the technological innovations rise and there is an easy flow of information the need to change in policy framework as per present situation seemed imminent.

From 1950 to 2014 it was the Planning Commission of India which supervised the area of planning process in India with the help of state planning boards, the National Development Council, and other

functionaries. The prime instrument initiated under the Planning Commission was the five-year plan for the economic development of the country. The 5-year plans have ushered the country in a developmental phase which is unprecedented amongst the democracies of South Asia. Consecutive governments till 2014 have taken the state centred planning forward and even in times of crises annual plans by the Planning Commission have helped the nation stay afloat. However, in 2014, the 65-year-old Planning Commission was dissolved and a think tank – NITI Aayog (National Institution for Transforming India) took its place.

The NITI Aayog (National Institution for Transforming India), is a think tank of the Government of India established on 1 January 2015 as a Commission to give suggestions to the Governments at the central and state levels. The suggestions were to be formulated to enhance national coordination to provide relevant strategic, directional, and technical advice to the governments as well as other governmental institutions across the spectrum of key departments of policy/development process. The Prime Minister of India heads the Aayog as the Ex-officio Chairperson. Currently Suman Bery is the vice chairperson of the NITI. Further, it has some full-time as well as part-time members along with four Union Ministers serving as ex-officio members about which we will learn in the organisation of the NITI Aayog. The governing council which forms the larger extended circle of the Aayog has in it all State Chief Ministers and Lt. Governors of the Union Territories who in their absence are presented by relevant subordinates which are usually the Finance ministers of the respective states.

The council as an institution upholds the ideal of cooperative federalism in India. The demands of the states as a cumulative demand are the real reflection of the demands of the nation. In a country like India with its various differentiations, bringing the states together to create a coordinated plan is a huge task. It the governing council that provides a base for such a national agenda to the Centre and the individual States. This initiative helps to focus upon where a cooperative plan which can be undertaken by mutual understanding based on deliberative discussion between the various stakeholders. Additionally, there exists specific regional councils, and the Prime Minister can invite special invitees who are experts and specialists regarding specific areas to provide professional help to the council.

Since the NITI Aayog serves as a think tank of the government, its function is more directional in nature. The functioning of the NITI Aayog can be equated to a policy dynamo, providing advice on strategic policy matters to the governments at the Centre and the States. Further, it includes handling of economic issues of both domestic and international importance which become part of the core of financial administration in India.

In addition to policy formulation, planning, strategic empowerment, the NITI Aayog provides direction to the monitoring and evaluation (M & E) activities in India, which creates the feedback loop in the system of planning. Monitoring of implementation and evaluation of the policies post execution are important in creating plans for the future and take cognizance of various aspects of planning of earlier policies. The NITI Aayog also does the much important job of assuring the mechanisms required to assert quality standards, ethical procedures and provides appropriate institutional mechanisms for redressal as well. Thus, the NITI Aayog in effects is a body that reflects the following specific functionaries-

• It acts as a group of people that the Government has entrusted the responsibility for formulating and regulating policies of socio-economic importance. The policies are of serious importance as post the Planning Commission the NITI Aayog has taken up the duties concerning the transformation of India.

• as a replacement for the Planning Commission and the NDC, the NITI Aayog assists the Government in both social and economic issues concerning the country. Here no differentiation is made between the states and the union as the issues of the country as national in nature.

• as an institution that with the help of professional department specific experts provide a great deal of insight to the government from the private sphere bringing in a dynamic approach to governmental work.

• as a body that actively monitors and evaluates the implementation of the Government's programs and initiative. This helps to uphold the principle of both accountability and flexibility in dealing with matters of national importance which are considered underperforming features in traditional bureaucracy.

4.3. ORGANIZATION OF NITI AAYOG

When the NITI Aayog replaced the Planning Commission the government institution was replaced by the think tank, there was a change in goals and objectives of the think tank. The government in its role as a facilitator for change in creating modern responses to the demands of time gave much leeway in its active responsibilities, the structure though was merely brought down for better coordination between the responsible authorities. The structure of the NITI Aayog is as follows-

- **Chairperson:** Prime Minister who was the chairperson of the Planning Commission was appointed with the same position in the NITI Aayog.

- **Vice-Chairperson**: To be appointed by Prime-Minister and enjoys the position of a cabinet minister. This is usually given to a professional expert associated with the areas of economy, finance, banking etc.

- **Governing Council**: Chief Ministers of all states and Lt. Governors of Union Territories are members of the governing council, but as most chief ministers are busy with the day-to-day functioning in the states, the representatives appointed by the CMs attend the governing council meeting. The representatives are usually Finance ministers of respective states.

- **Regional Council:** To address specific regional issues, a regional council comprising the Chief Ministers and Lt. Governors Chaired by Prime Minister or his nominee was also instituted.

- **Ad hoc Membership**: 2 members in ex-officio capacity from leading Research institutions on rotational basis to provide insight on planning process outside government mechanism.

- **Ex-Officio membership**: Maximum four from Union council of ministers to be nominated by Prime minister to bring in the perspective from the legislative corners.

- **Chief Executive Officer**: Appointed by Prime minister for a fixed tenure, in rank of Secretary to Government of India is appointed from the bureaucratic order itself.

- **Special Invitees**: Experts, Specialists with domain knowledge are also nominated by Prime minister to bring in various perspectives to the process of planning as a whole.

4.4. FUNCTIONS OF NITI AAYOG

The government while formulating the structure of the NITI Aayog tried to bring in a more concentrated effort to the process of national planning. To narrow down the targets its was proposed that broadly the NITI Aayog would focus its functioning upon 7 core issues. These were inspired by the Panchsheel policy of Indian foreign relations. The seven pillars based on which the NITI Aayog works are:

1. **Pro-People:** The core idea was to fulfil the aspiration of the society at large as well as individuals.

2. **Pro-Active**: In anticipation of being responsive to the needs of the people of the nation, the NITI Aayog is to adopt proactive role.

3. **Participation**: Unity in diversity being the crux of Indian state, the aim was to bring all functionaries together for a unified attempt for development.

4**. Empowering**: Empowerment of women have been the concern of people in governance for a long time. Women thus were to be focussed more in all aspects of planning.

5. **Equity**: Providing an opportunity for the youth to find newer avenues for employment (both generation and fulfilment).

6. **Transparency**: The task was making government more visible and responsive to the needs of the people

7. **Inclusion of All:** The aim was not only to bridge class barriers but bring in changes for the society's most deprived section which were along caste lines, religious lines, demographic lines. Examples may include SCs, STs, OBCs, Minorities, Garib (poor), Gaon (villages) and Kisan (farmers).

In the official sense of the term functions, various functionaries of the NITI Aayog play different functions within the think tank's ambit. As it is not a statutory body the performance of the institution is to be validated more in qualitative terms but to make the study of the institution easier functions have been based more or less on the above-mentioned pillar. Accordingly, NITI performs the following functions:

1) Evolving a shared vision for the development of the nation. The states and the union government as expected to take the cause of national development forward with high performance priorities and coordinated strategies.

2) Through structured support initiatives and mechanisms with the States on a continuous basis the ideal of cooperative federalism is held aloft. This is in a way starts a process of recognizing that strong States make a strong nation if there is a shared intent and mutual effort towards development planning.

3) Developing efficient mechanisms to formulate plans to provide newer means of village level development. The goal can be fulfilled with aggregation of such plans at progressively at higher levels of government.

4) The economic strategy and policy of the nation is to be coordinated within the ambit of larger national security as financial security becomes the backbone of country and requires constant improvement and protection.

5) More attention is to be paid to empower the sections of the society that haven't been benefitted by the progress of the country or haven't reaped the benefits of economic development such as backward castes, women, tribals, socially ostracised and exploited sections.

6) Not only designing long term policies and programmes but also monitor their progress and efficacy in delivering the requisite goals. Through feedback mechanism necessary mid-course corrections can be implemented and the process for incorporating improvements within the plan may be introduced to rectify problems.

7) The NITI Aayog aims to bridge the gap between government policy and policy research. It encourages partnerships between educational and policy research institutions with the government so that policy formulation as a process gets a holistic perspective.

8) Creation of a support system that provides system to create a knowledge bank for instilling the spirit of innovation, and entrepreneurial excellence through a collaborative community. This community is to be comprised of national and international experts, practitioners, and other partners sharing the same goals.

9) Offers a platform for resolution of various problems that plague the nation based on various factors. These problems can be of inter sectoral nature as well as inter departmental issues. There is always a need to solve such cross-sectional zones in order to accelerate the implementation of development agenda.

10) Maintaining a state-of-the-art Resource Centre. Such a resource centre can be a repository on good governance initiatives and best practices implemented as well as executed that serve the purpose for sustainable and an equitable development and, enables its dissemination and accessibility to stakeholders.

11) Identification of the needed resources is a core area that needs to be strengthened as resources determine the extent of policy implementation. The scope of delivery and probability of success of programmes in a great way are dependent on these resources. The Aayog also does monitoring and evaluating purposes too so that the resource utilisation is maximum.

12) To keep Indian system up to date with the modern state of the art infrastructure, continuous upgradation of technologies is a must. Therefore, modern strategy implementation requires modernising infrastructure which the NITI Aayog is responsible for.

13) Capacity building is an important function of the Aayog as public policy isn't only for the present but also for the future as well. The need is for effective implementation of programmes and initiatives that makes capacity building not only feasible for present problems but foresees future problems and prepares effectively for it as well.

Through the aforementioned functions of the NITI Aayog, a list of common features regarding the functioning of the Aayog can be ascertained. These are-

1. Cooperative and Competitive Federalism

• The Aayog acts a primary platform for operationalizing Cooperative Federalism in India. This is done by enabling States to have active participation in the formulation of national policy. To make the formulation and execution of such policies a success flexible deadlines are provided. With proper implementation this enhances efficacy as well as achieving time-bound implementation of quantitative and qualitative targets.

2. Shared National Agenda

• The Aayog ushers a shared vision of national development based on specific priorities and strategies. This is achieved with the active involvement of States by providing a framework for the development of the nation with cooperation from the federal units.

3. State's Best Friend at the Centre

• Supporting the States in addressing their own challenges. The Aayog aims not only to help the states but aid them as well by helping them realise their own potentials by building on strengths and comparative advantages. This is achieved through the coordination between the Ministries both at the centre and the state. This process exalts their ideas at the centre, which helps the states by providing consultancy support.

4. Decentralized Planning

• Restructure the planning process into a bottom-up model. This has been a major goal of the NITI Aayog to break the centralised top to bottom level of planning and rather create system that takes the initiative from the bottom and the top only aides and supports the proposed initiatives.

5. Vision & Scenario Planning

• Design medium and long-term strategic frameworks across all sectors. Strategic planning requires solutions to existing problems as well as provide nuanced ideas for future problems that may crop up with time such as war, disease, bad weather conditions, natural calamities etc.

6. Network of Expertise

• Initiate streamlining of external ideas and expertise into government policies and programmes through a collaboration between the national and international experts in various fields sharing the common national agenda. This would entail being Government's link to the outside world.

7. Knowledge and Innovation hub

• The aim of the Aayog is also to act as not only an accumulator but as a disseminator of research related to policy formulation and execution. This enhances the probability to choose and initiate the best practices on good governance, through a Resource Centre which identifies, analyses, shares and facilitates replication of the same.

8. Harmonization

• Facilitate harmonization of actions across different layers of government through communication, coordination, collaboration, and convergence amongst all stakeholders. The emphasis will be on bringing all together on an integrated and holistic approach to development.

10. Coordinating interface with the World

• Being the nodal point for strategically harnessing global expertise and resources from multilateral platforms, nations etc makes the Aayog a centre of linking global practices with national aspirations which is coordinated by the governments.

11. Internal Consultancy

• Offer an internal consultancy function to central and state governments on policy and program design, specialised skills such as structuring and executing Public Private Partnerships.

12. Capacity building

• Infrastructure creation and upgradation of technologies across government functionaries is an important feature. This aids the attempt of the government in benchmarking with latest global trends and providing managerial and technical knowhow.

13. Monitoring and Evaluation

Policy initiation, formulation, implementation, and execution are important aspects but what makes the process holistic and the institution capable is the feedback mechanism created to rectify, re-engage, reformulate policies according to requisite changes. The Aayog acts as a monitoring authority as well to keep mismanagement at bay.

4.5. ROLE OF NITI AAYOG

The NITI Aayog as a think tank has a very well-defined role in the planning process of the nation. Its mainly coordination, implementation, capacity creation, monitoring to be very precise among the various stakeholders aimed to prepare plans and strategies targeting a national agenda. The role of the NITI Aayog can be brought down to the following points-

- To foster cooperative federalism through structured support initiatives and mechanisms with the States on a continuous basis, recognizing that strong States make a strong nation.

- To develop mechanisms to formulate credible plans at the village level and aggregate these progressively at higher levels of government.

- To ensure, on areas that are specifically referred to it, that the interests of national security are incorporated in economic strategy and policy.

- To pay special attention to the sections of our society that may be at risk of not benefitting adequately from economic progress.

- To provide advice and encourage partnerships between key stakeholders and national and international like-minded Think Tanks, as well as educational and policy research institutions.

- To create a knowledge, innovation, and entrepreneurial support system through a collaborative community of national and international experts, practitioners and other partners.

- To offer a platform for resolution of inter-sectoral and inter-departmental issues to accelerate the implementation of the development agenda.

- To maintain a state-of-the-art Resource Centre, be a repository of research on good governance and best practices in sustainable and equitable development as well as help their dissemination to stakeholders.

4.6. CONCLUSION

The NITI Aayog is an institution that meets the requirement of a modern India, development in a modern democracy which is a part of global economic environment cannot be sluggish in its process. The need to fasten the pace of policy implementation in India is also of political importance, as a diverse country as India requires a concentrated effort between the state governments and the central government to bring together a holistic effort towards national development.

The usefulness of the Aayog is many but there has been criticism as well to the functioning of the think tank. The scenario of Indian private sector hasn't changed as expected. As the NITI Aayog has no role in influencing private or public investment, the impact it has in bringing in FDI has been very limited. The Indian society has remained more or less unequal in its nature and the concerted goals of reducing the same has been very limited. Inequality has continued to grow in the Indian society and the effect of NITI AYOG in combating this has been very limited. The desired goals of reducing impoverishment have been very limited in that sense, the most serious concern has been the politicization of the organization in recent times which has seen many state governments complaining about the approach the NITI Aayog takes in answering to the cause of the states with non-centre based

parties. There haven't been new arrays to solve structural issues in the country are still not visible. Caste disparities exist, geographical inadequacies haven't been sorted as fast as expected, infrastructural development hasn't been boosted at the speed it was expected to. Many complain about the fact that the NITI AYOG has been transformed into a glorified recommendatory body which lacks the requisite power to bring positive change in the government's actions and implementational problems has plagued the institution.

The efficiency of the Aayog cannot be judged so easily as there has been only a few years of its existence and every institution requires time to prove its commitment o desired goals. As a think tank it's a visionary step to bring policy processing in India at a global level and the goals ascribed can only be reached after all efforts have been put together for a considerable time towards a national goal, only then the true judgement on NITI Aayog be passed.

4.7. SUMMARY

- The Planning Commission got replaced by the National Institute for Transforming India, known as, NITI Aayog in 2014 to bring in a modern perspective to policy formulation India.

- The primary goal has been to rejuvenate the process of planning in India and transform it from top-bottom to bottom-top approach of bringing in development.

- The state and the union government are supposed to act in a coordinated manner to address the issues of the nation as a whole. The initiatives include capacity building measures, upgradation of technologies and resource coordination based on monitoring.

- The role of the NITI Aayog as a comparatively new institution has become a more streamlined version of the Planning Commission with less government interference and more public private participation.

- Though there have been criticisms regarding the NITI Aayog, the judgement about its efficiency can only be passed after a certain amount of time when its policies have been implemented and evaluated.

4.8. KEY WORDS

1. Think tank- a research institute or organization employed to solve complex problems or predict or plan future developments, as in military, political, or social areas.

2. Entrepreneurial- Being entrepreneurial can mean knowing your industry inside out, and being able to exploit that knowledge to create new opportunities. Being entrepreneurial can mean sharing ideas freely and celebrating so-called failures as learning and growing experiences.

3. Innovation- Innovation is the spark of insight that leads a scientist or inventor to investigate an issue or phenomenon. That insight is usually shaped by an observation of what appears to be true or the creative jolt of a new idea. Innovation is driven by a commitment to excellence and continuous improvement.

4. Accumulator- a person or thing that collects /accumulates something**.**

5. Disseminator- someone or something that spreads or gives out something, especially news, information, or ideas, to a lot of people.

6. Ad-hoc- Ad hoc literally means "for this" in Latin, and in English this almost always means "for this specific purpose." Issues that come up in the course of a project often require immediate, ad hoc solutions.

7. Ex-Officio- The term "ex-officio" is a common Latin phrase which when literally translated means "from the office." It should not be used to describe a type of membership in an organization but rather an obligation or privilege a person has, by virtue of their position, to serve on a board or committee

4.9. MODEL QUESTIONS

Short questions

- Which institution was replaced by the NITI Aayog and why?

- What is a think tank?

- What are the 7 pillars of the NITI Aayog?

Medium questions

- Write any 2 criticisms of the NITI Aayog?

- What is PPP model in governance?

- Describe the organization of the NITI Aayog?

Long questions

- Explain the new role the NITI Aayog is expected to perform in planning process of India?

- NITI Aayog encourages cooperative federalism between the centre and the state. Explain?

- Discuss in detail the transformation of Indian planning structure from planning commission to NITI Aayog and reasons for the same?

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CC VI DEVELOPMENT ADMINISTRATION

BLOCK 6 PLANNING AND DEVELOPMENT MACHINERY IN INDIA

UNIT 5 NEW ACTORS OF DEVELOPMENT ADMINISTRATION: NGOs AND SELF-HELP GROUPS

STRUCTURE

5.1. Learning Objectives
5.2. Introduction
5.3. NGO's in India
5.4. Role of NGO's
5.5. Role of self help groups
5.6. Conclusion
5.7. Summary
5.8. Key words
5.9. Model questions
5.10.   References

5.1. LEARNING OBJECTIVES

After studying the unit, one should be able to:

• Describe the role of NGOs in aiding the development process in the country.

• Discuss the functioning of NGOs in India.

• Explain the relationship between the Government and NGOs and self-help groups.

• Analyse the strengths and weaknesses of self-help groups in creating developmental structures.

5.2. INTRODUCTION

Development administration has gone beyond the limits of governmentality in the 21st century. Today development isn't a phenomenon restricted to the halls of the bureaucratic order or the parliament, it has not only gone beyond these but has been ever expansive. New actors have taken part in planning, policy, and administration. Private entities such as think tanks, research forums and others are taking an active part in the development of a country. The times of centralised development mechanism are a thing of the past, modern governments have decentralised and de-regularised development administration to bring in various players into the process to make it more holistic and coordinated.

In this new environment, non-governmental organisations, self-help groups and other functionaries are taking an active part in contributing to the development narrative of the country. The modern notion of the role of NGOs is in advancing the cause of national agenda by coordinating closely with the government hand in hand. The entire narrative of development planning today is one of active people's participation with the governmental authorities. This is primarily achieved through joint ventures, participation and cooperation between the public actors and the organised non-governmental organisations (NGOs) and self-help groups. The above-mentioned coordinated impetus is achieved by various interfaces of the developmental decision-making process such as planning, implementation of the plan, monitoring and evaluation of plans and policies. Any chance of success, efficiency, effectiveness, economy and legitimacy of the government is possible only via this cooperative venture. This unit will highlight the role in development planning by non-governmental organisations, self-help groups and other units. These organisations render speedy and less costly implementation of development policies by providing useful information to administration in programme planning, implementation and evaluation. To further the cause of national development the relationship between NGOs and government is of utmost importance. These relationships can vary in dimensions and

authority butregarding the process of planning and implementation of development programmes, they become sincere agents of transformation and progression.Despite their obvious advantages though, there are many constraints which affect the relationship due to the nature of such organisations and groups and to what extent their help is expected to yield results. An attempt has been made to analyse the strengths and weaknesses of all such organisations that take part in development administration in the country and with the help of certain examples the goal is to suggest useful methods to improve their functioning as well as the relationship between the government and these organisations.

5.3. NGOs IN INDIA

To limit the vastness of the topic the unit is going to focus on the existence and functioning of NGOS in India specifically. To set the record straight, NGOs aren't a new phenomenon in India. They have been present before the country achieved its independence in various forms.During the second half of the 19th century, when the phenomenon of nationalist consciousness spreading all around the country as the need for structural change gained momentum. There was a demand for changing the narrative of society from exploitation and submissiveness to need for care and need for support. During this time numerous organizations were established including the Friend-in-Need Society (1858), Prathana Samaj (1864), Satya Shodhan Samaj (1873), Arya Samaj (1875), the National Council for Women in India (1875), and the Indian National Conference (1887). These were the seeds of present-day NGOs in the country and tried to help people within the framework of colonial domination. The Societies Registration Act (SRA) was approved in 1860. This act strengthened the ability of NGOs to function and provided legitimacy to the growing body of nongovernment organizations (NGOs). The same SRA continues to be the bedrock law for NGOs in India, although most state governments and the central government as well has brought in amendments to make the act more feasible and suitable to the requirements of the present times. One of the most pertinent examples of this form of legitimacy would be the example of Christian missionaries who have been active in India for a long time even before the advent of the colonial powers. They in turn performed the role of NGOs without getting the name for it. The action of the missionaries was based and directed into efforts toward reducing poverty and constructing hospitals, schools, roads, and other infrastructure. These were the earliest evidence for NGO work in India.

Modern day NGOs focus their efforts on education, health, relief, and social welfare during times of crises as well as normalcy. Post 1947 the Government of India decided to centralise the process for taking the developmental planning to itself and created various institutions for it. Thus, the realm of social welfare and development was taken under the wing of the government. This limited the scope and performance of the NGOs but recognized their potential for civil society to supplement and complement governmental efforts. Within the first Five-Year Plan it was explicitly stated that, - "Any plan for social and economic regeneration should take into account the services rendered by these agencies and the state should give them maximum cooperation in strengthening their efforts." The mention of "these" indicated the participation of organisations that weren't part of the government but making contributions on grounds of development planning and other welfare areas.

Keeping the idea of state centric planning for development based on NGO centred assistance, the Central Social Welfare Board was established in 1953. The sanctioned targets were to promote social welfare activities and support people's participation programs through NGOs. This was the step that enhanced the role and expanse of NGOs in India. The required impetus for additional funding and recognition led to a growing body of professional NGOs in the country. Due to certain budgetary constraints the Government of India decentralized a section of development activities throughout the 1950s and encouraged funding from all sources to contribute in nation building and national integration. The establishment of the National Community Development Program and the National Extension Service were early steps in this direction. With further decentralization to aid rural development there was the introduction of the three-tier Panchayati Raj system in 1958to bring in development measures to the lowest sectors of the country. With this there was a great increase in the number of farmers unions and agricultural cooperatives around this time. The core of this initiative was networking, which became more commonplace in civil society. In 1958, the Association for Voluntary Agencies for Rural Development (AVARD) was founded as a consortium of major voluntary agencies. The influx of International NGOs came to India during major crises years. It was to provide drought relief during two consecutive agricultural seasons, 1965–1966 and 1966–1967. After their intervention many NGOs set up permanent offices in the country to deal with any repeat of such events and help aid and strengthen the process of bringing relief and welfare to the common

man. Moreover, foreign funds began flowing to domestic NGOs in India, changing the character of non-governmental participation in the country.

Today, about 1.5 million NGOs work in India (i.e., non-profit, voluntary citizens' groups organized on a local, national, or international level). This includes temples, churches, mosques, gurudwaras and organisations run by them such as community kitchens, libraries, think tanks. These also include certain sports associations, hospitals, educational institutions etc. Most NGOs are functioning with the help of private donors and the ground work is centred around volunteers rather than employees.

5.4. ROLE OF NGOs

The role NGOs play is crucial to the development at not only at a macro level but also micro level as well. The expansive nature of NGOs is to be taken into consideration while looking at various functions they play in the society. NGOs are expected to play an important role in development planning process at an executionary and supportive stages. Various aspects of development are looked into under this role. This includes the role of planner and implementer of development programmes at the localised level. Here planners, mediators and other staff working under the NGOs bring together their forces and resources to initiate planning. Then there is the role of mobiliser of local resources and initiatives such as fund raisers, campaigners working within the NGOs. Then there is the section of catalysts, enablers and innovators in the form of groups of researchers, think tanks specialists and experts. They also act as builders of self-reliant sustainable society where public policy formulation can yield development initiatives for the people and at the same time play the role of mediator of people and government. All in all, NGOs have been performing the roles of facilitators, supporters and partners of government programmes; agents of infrastructural upgradation and disseminators of information. The most important area of this has been the education sector where various NGOs have put their best foot forward as facilitator of development education, training and technical assistance. Their contribution has been a major factor of transformation, conscientisation and improvement of the developmental administration in India from the perspective of collective responsibility.

To sum up the role of NGOs the following major roles can be pointed out-

- Supporting Government plans/projects NGOs help in selecting the most suitable place for innovative projects and specify the weaknesses and strengths.

- Suggest the ways to overcome the shortcomings that government may face at the time of implementation as NGOs act more quickly on ground than the bureaucracy especially in the domain of planning and implementation of government programmes.

- They support and demonstrate the pilot projects very effectively and facilitate clear communication between citizens and the government.

The effectiveness of NGOs is always more because of the geographical expanse of the nation and its socio-economic diversity that makes government machinery to reach every nook and corner difficult. Thus, NGOs have the first hand feel of the community response to the existing programmes and basic needs of the people as their force is more grounded and diversified.One of the major advantages of having NGOs function is their feedback mechanism which is very fast as their personnel are more coordinated and flexible in functioning. In a way they provide much needed feedback for modifying or changing the existing programmes and formulating new policies and programmes, as per the needs of local people upon various mechanism put to check the reach and efficacy of programmes. However, communication downward reflects informing people (local) about the government plans, functions and resources which creates a mechanism of holistic functioning between the NGOs and the government along with the people.

5.5. ROLE OF SELF-HELP GROUPS

Self-Help Groups have become a decisive unit in the developmental programmes of government and NGOs. Planning based on government institutions required certain ground level organisations to create a real impact in large and diverse country as India. Considering the early challenges faced by the nation, the dearth of public institutions to reach the lower ranks was of high priority for the government to solve. At the same time to aid the people in these areas, extensive government machinery needed to be put into effect which was unavailable. To solve this self- help groups were strengthened and given powers to bring people in associated institutions such as cooperative banks,

stores, seed banks, cooperative societies, consumer stores, agricultural markets, traders association, handicraft associations, medical service providers and others.

A number of strategies were put in place to aid the functioning of these self-help groups especially in rural areas to bring welfare to those who aren't at the core of developmentalist purview of the government. All the mechanisms put to use to alleviate the problem of poverty by both governmental and non-governmental organizations were implemented on ground in the best manner possible by judicious functioning these groups. Though, not all is problem free in the area of self-help groups. Some of them were partially successful and others were failures. Rural communities were riddled with certain problems that hindered the democratic ideal of functioning. Rampant paternalist tendencies of lower governmental organisations with local strongmen, discrimination in appointment, disparity in providing relief in times of distress, patriarchal hindrances to women empowerment and economic mismanagement have had adverse effects on the success the SHGs. To solve such problems not only decentralisation of functioning was done but of strategies as well- Community based approaches, family-based approaches and individual based approaches were used to solve the aforementioned problems.

The existence of sound community networks in villages has been the result of self-help groups created under the aegis of the government.It is increasingly being recognised as one of the most important elements of financial stabilization in the rural areas ensuring empowerment and participation in the development agenda. The help in accessing credit to the poor and thus, play a critical role in poverty alleviation process in the rural areas of the country has been a major achievement of the SHGs.They also help to build social capital among the poor, especially women. This has empowered women and given them greater voice in the society.Financial independence through self-employment has many externalities such as improved literacy levels, better health care and even better family planning.

Functions of SHGs

- It looks to build the functional capacity of the poor and the marginalized in the field of employment and income generating activities.

- It resolves conflicts through collective leadership and mutual discussion.

- It provides collateral free loan with terms decided by the group at the market driven rates.

- Such groups work as a collective guarantee system for members who propose to borrow from organised sources. The poor collect their savings and save it in banks. In return they receive easy access to loans with a small rate of interest to start their micro unit enterprise.

- Self-Help Groups have emerged as the most effective mechanism for delivery of microfinance services to the poor.

5.6. CONCLUSION

In India NGOs have been performing the role of government programme and policy facilitators for long. NGOs have aided the government's socioeconomic development agenda for nation building and development. The field of development administration hasn't been bereft of this phenomenon. Various NGOs such as Child Rights and you (CRY), Smile India foundation, Goonj Foundation, HelpAge India and others have contributed extensively to the cause of vulnerable, deprived sections. The welfarism done on behalf of these NGOs contribute heavily towards the development of both social as well as economic development of the society.

As years passed the development narrative of the country shifted many times, sometimes due to external crises and sometimes due to internal need for changes. The road for NGOs has been tougher than self-help groups as the latter has been supported extensively by the government as their alignment with community centric development coalesced with the government. The NGOs have had a mixed relationship with the government. Their importance changed when the government changed their approach towards policy formulation and execution. When the emphasis shifted from capital-oriented growth to anti-poverty programs as per government, the NGOs made a distinct shift from welfare and service delivery interventions to a direct attack on poverty and instituted various programmed for the same. Subsequently, in the 1990s, when the state moved on to macroeconomic and structural reforms, NGOs began to focus on scaling up their activities. This led to their working with the state to develop innovative methods and ensure commensurate changes in policy. They also stepped-up advocacy and lobbying, increased networking, expanded their range of operations, and targeted marginalized groups.

At times various NGOs were cornered by the government for their alleged role in money laundering, corruption induced methods, lobbying for policy change as well as kickbacks in the form of money or

other benefits. Hawala transactions have been a major concern for the government where NGOs have surfaced as institutions for defrauding public money. NGOs have had a love hate relationship with the government but their role in aiding the development narrative of the country cannot be dismissed or taken lightly. Self help groups have had a lasting relationship as well as impact on the marginalised sections of the India society due to their more decentralised nature of functioning and outreach. Development administration in India has been a holistic attempt to take the cause of Indian development forward. The socio economic as well as cultural upliftment has been a joint ventured achievement of governmental organisations, private organisations, NGOs, self-help groups and individuals in their private capacity.

The prime need of the hour is that NGOs need to release their fears of government hounding and suspicion. The fallacies of thought of being susceptible to bureaucratic control, of being greedy for achievement and indulging in corruption must be relinquished. Their confidence in the government, cooperation and joint efforts with personnel will only strengthen the unity, territorial integrity and sovereignty of the nation and promote socio-economic development.

5.7. SUMMARY

- Non-governmental organisations have been present in India pre-1947. Their role has shifted from providing aid to various other roles which are mostly in aiding the initiatives of the government related to developmental programmes and policies.

- NGOs have contributed to various domains of welfare in the country in arenas of education, child rights, medical aid, disaster aid etc. Economic developmentalism has been a core feature of NGO functioning in India.

- Self-help groups on the other hand have had a direct effect in decentralised planning procedures of the government related to welfarism in rural areas and marginalised communities.

- Various criticisms remain of NGOs in India mainly on grounds of money mismanagement, laundering, lobbying, corruption etc. High bureaucratic red tape-ism has been the problematic area brought up by NGOs against government intervention.

5.8. KEYWORDS

1) **NGO-** Non-governmental organizations, or NGOs, were first called such in Article 71 in the Charter of the newly formed United Nations in 1945. While NGOs have no fixed or formal definition, they are generally defined as non-profit entities independent of governmental influence (although they may receive government funding).

2) **Self-help group**- These are informal groups of people who come together to address their common problems. While self-help might imply a focus on the individual, one important characteristic of self-help groups is the idea of mutual support – people helping each other.

3) **Cooperative society-** A cooperative society is often a voluntary association of individuals who come together with the intention to work together and to promote their economic interests. These societies work on the principle of self-help as well as mutual help. The primary goal is to provide support to the members.

4) **Paternalist**- It is the interference of a state or an individual with another person, against their will, and defended or motivated by a claim that the person interfered with will be better off or protected from harm.

5) **National integration**- It is the awareness of a common identity amongst the citizens of a country. It means that though the individuals belong to different communities, castes, religions, cultures and regions and speak different languages, all of them recognize the fact that they are one.

6) **Hawala-** It can be defined as a money transfer method, which takes place outside the traditional banking system and requires a minimum of two Hawala dealers (or hawaladars) that take care of the "transaction". In India, illegal money laundering is often referred as hawala transaction.

5.9. MODEL QUESTIONS

Short questions

- What is an NGO?

- What is a self-help group?

- Name 5 Indian NGOs and their areas of work?

Medium questions

- Discuss in short how SHGs have helped Indian villages?

- Which crisis brought and influx of international NGOs to India?

- Write about the common criticisms associated with NGOs in India?

Long questions

- Discuss in detail the role of NGOs?

- Write a short note on any one of the NGOs working in India?

- Explain in detail why Self-help groups have been more successful in Indian developmental narrative based on their functions?

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