

B.A Human Resource Management

Complimentary Course

Semester IV

**Development
Administration**

PUB3 (4) C02

Compiled by: Department of Political science

Little Flower College Guruvayoor

PUB3 (4) C02-Development Administration

Semester IV

Credit: 4

Course Learning Outcome

CO1 - Describe and examine the basic aspects of development administration

CO2 - Evaluate the process of Development planning at Center, State and Local Level.

CO3 - Summarize the various dimensions of development dynamics

CO4 - Identify and discuss the issues and new dimensions of development administration

COS - Identify and evaluate the new perspectives on Development

Course Content

Module I: Introduction to Development Administration

Concept, Nature, Scope and Significance of Development Administration, Evolution of Development administration, Development Administration and Administrative development.

Module II: Process of Development Planning

Process of Development Planning, Development Planning at Centre, State and Local levels, Rural and Urban Development: Issues and Challenges.

Module III: Development Dynamics

Bureaucracy and development, Impact of liberalization on development administration, Women and development of the self-help group movement, Sustainable Development and Anti-Development.

Module IV: Issues of Development Administration

Traditional Vs Development Administration, Emergence of Non-State Actors in Development Administration, People's participation in Development.

Module V: New Perspectives on Development

Public Private Partnership, Corporate Social Responsibility, Inclusive Development, Sustainable Development Goals (SDGs), Human Development Indicators, Social Audit.

Reading List

1. Barnett, A Doak and Riggs, Fred Warren (1970) *Frontiers of Development Administration*. Duke University Press: USA.
2. Dwivedi, O P (1994) *Development Administration: From Under-development to Sustainable Development*. Macmillan: UK
3. Palekar, S L (2012) *Development Administration*, PHI Learning: New Delhi
4. Puri, K K and Barara, G S (2013) *Development Administration in India (Hindi)*.
5. Bharat Prakashan: Jalandhar Ramulu, Ch. Bala (2016) *Governance of Food Security Policies in India*, Kalpaz Publications: New Delhi
6. Ramulu, Ch. Bala (2000) *Technology and Rural Development*, Rawat Publications: Jaipur
7. Ramulu, Ch. Bala (1999) *International Organizations and Rural Employment Programs in India: Emerging Trends*. Om Publishers: Faridabad, New Delhi
8. Sapru, R K (2008) *Development Administration*.

Module I

Introduction to Development Administration

Development has to be holistic having its bearings on the polity and society. Each nation attempts to be on the path of development irrespective of the fact whether the nation is developed, underdeveloped, or developing. In order to know clearly about development administration, which is innovative, achievement oriented, and dynamic, it becomes important to be conversant with the concept of development because the meaning of “development” has a distinctive understanding in the literature on development administration.

THE CONCEPT OF DEVELOPMENT

Dictionary meaning of “development.” is teleological, that is, goal-focused. Development as the process is generally referred to as an attempt leading to growth into higher, fuller, and mature conditions. In contemporary parlance, development is interpreted to be a process of desirable changes in the achievement of a multiplicity of goals. For a political scientist, political development involves increase in the levels of political participation, greater progressivism and rationality in the legislative process, more progressive and effective judicial system and more effective political and administrative executive. It also assumes a mature media, independent election machinery, dynamic political parties and enlightened pressure groups. To an economist, on the other hand, development means a higher level of economic development and a greater concern for economic justice. Further, a sociologist looks at development as a process involving greater stratification of structures and a more forward-looking educational, health and other societal systems. Thus, the term development has a common philosophy despite variegated foci of contents.

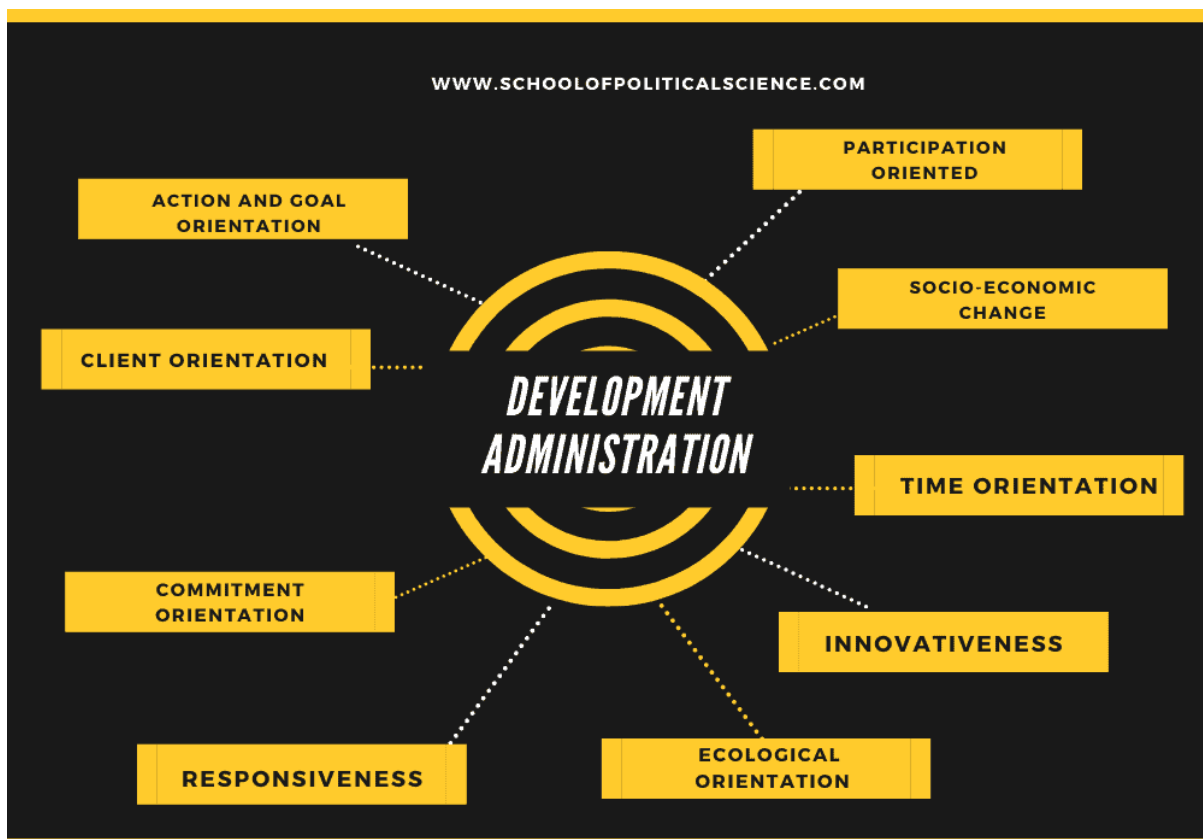
Development has been viewed as

- *“State of mind, a tendency, a direction. Rather than a fixed goal, it is rate of change in a particular direction” (Riggs, 1970).*

- *Development is further seen as “An aspect of change that is desirable, broadly predicted or planned, or at least influenced by governmental action” (Montgomery, 1966).*
- *Moreover, development can be measured in terms of “performance” and output or in regard to “justice” and equality (Riggs, 1970).*

THE CONCEPT OF DEVELOPMENT ADMINISTRATION

The study of development administration could be the meeting ground for almost all the approaches in comparative public administration (Heaphey, 1968). This could be so, especially when the concept of development administration is considered broadly and not just restricted to the focus on what are popularly called “developing” nations. Interestingly, development administration can also be a meeting ground for portions of comparative public administration and the so-called “New” (American) Public Administration (Marini, 1971) that includes considerable elements of action and goal- orientation.



In the literature, the term “development administration’ has been used in two interrelate senses. First, it “refers to the administration of development programs, to the methods used by large-

scale organizations, notably governments, to implement policies and plans designed to meet their developmental objectives (Riggs, 1970). Second, it, “by implication, rather than directly, involves the strengthening of administrative capabilities” (Ibid). These two aspects of development administration, that is, the administration of development and the development of administration are intertwined in most definitions of the term.

ATTRIBUTES OF DEVELOPMENT ADMINISTRATION

1. Change-Orientation

Development Administration is change-oriented administration. Change involves the movement of system or a structure from one point to another. The reverse of ‘change’ could be status quo or inertia. Thus, a development administrative system would be dynamic and not ‘static’. There is an in-built philosophy of development administration that values change. The change is a strategy for increasing the coping ability of an administrative system in relation to its external environment as well as a mechanism to activate its internal structures

2. Goal-Orientation

As we have pointed out above. Development administration, as defined by Weidner, is a ‘goal-oriented’ administration. What distinguishes the general public administration from development administration is the dominant focus on goal-achievement in a more systematic manner. In other words, development administration is that aspect of public administration, which is dominantly goal-oriented. And these goals, as Weidner points out, are progressive in nature. Thus, development administration is concerned with the achievement of progressive political, economic, social and cultural goals.

3. Progressivism

The element of ‘progressiveness’ of goals is an accepted feature of development administration. What is progressive for one society may not be so for another. Nevertheless, there appears to be a broad consensus on the nature of progressiveness of these goals in most of the countries, particularly those that are ‘developing’ societies. In political systems, progressivism would imply greater participation of the people in governmental affairs. In a democratic system, participation could imply strengthening of the pressure groups, political parties, free voting in elections and greater respect for public opinion in governmental affairs.

4. Planning

Planning is not a prerequisite to development administration, but it is the most helpful aid to the whole process of goal-oriented change. It is true that planning is a strategy that facilitates maximum possible utilization of human and material resource. And in poor countries, where such resources are scarce, planning gains a central importance. As a program of action to achieve certain specified goals in a given period, planning helps in the maximum possible utilization of time and other resources that make the whole process of development effective.

5. Innovation and Creativity

Development administration is not dogmatic and traditional in its approach to problem solving. Instead, it stresses upon identification and adoption of new structures, method procedures, policies, plans, programmes and projects, which would help, achieve the developmental objectives with the greatest possible facilitations. Experimentation and adaptation are the hallmarks of developmental administration. In India, for instance, organisations such as District Rural Development Agency (DRDA) and Command Area Development Authority (CADA) and programmes such as Integrated Rural Development Programme (IRDP) and Tribal Area Development Programme (TADP) are examples of such innovations. Likewise, use of computers, district planning, national education policy, etc., are other instances of an on-going creative approach to the development process.

6. Flexibility in Organisational Processes

Generally, a bureaucratic administration is considered as a synonym of rule oriented administration. While it is true that no bureaucracy or administration can function without an adequate set of rules, it is also true that a totally “rule oriented” administration can fall in the trap of treating rules as ends rather than as means. Such a dogmatic approach can make an administrative system straight jacketed and inflexible and thus make it unfit for promoting development at a faster pace. Development-oriented administration requires an optimum flexibility of operations, which would allow an administrator the required autonomy to apply rules with discretion to certain unique and significantly distinctive administrative situations. Though accountability for any decision made shall remain with the administrator, yet he/she will be granted adequate leeway in using the set of rules to the advantage of the organisation and to the best of his ability and judgement. Yes, the risk is likely to remain of misuse of any discretionary powers, yet this little inevitable risk should not become an obstruction in the

process of making a development administration optimally flexible in its functioning. Otherwise, the ideal notions of creativity and innovation will remain only myths.

7. Higher Level of Motivation

Motivated personnel are the backbone of any organization designed to achieve certain progressive goals. A development administrative system needs a set of highly motivated personnel at top, middle and lower levels. Such personnel should be committed to the progressive goals designed to be the achieved and should have a high degree of enthusiasm and commitment to accomplish those goals. Their narrow vested interests or comforts should not deter them from acting in the highest interests of the organization and the society.

What factors can motivate the personnel functioning in development administrative organization? Essentially, the maxim of need-fulfilment will apply to any group of individuals entrusted with the responsibilities of achieving certain goals. For the developmental administrative personnel too, the bases of motivation will remain the same. Notwithstanding this commonality, it may be stressed that in a development administrative system, the personnel need to possess and demonstrate extra zeal, extra dedication and even perseverance to achieve lofty progressive goals of change. In case it is not possible to create such a cadre of motivated people, there is a likelihood of reutilization of administration resulting in only modest performance.

8. People-orientation

A development administrative system is a client-oriented (in new parlance, ‘customer-oriented’) or a beneficiary-oriented administration. It aims at providing maximum benefits of its services and products to the very people for whom the organization is designed. In other words, Development administration is “people-centered” administration, which accords primacy to the needs of its beneficiaries and tries to tune its policies, programs and actions to these needs.

Here it may be appropriate to refer to a very important aspect of motivation that is pre-eminent in any service-oriented or beneficiary-oriented administration. It is called “extension” motivation, which means motivation to “help” people.

Western motivation theorists such as Maslow, Herzberg and McClelland have not highlighted this particular type of motivation, but Indian social psychologists have been successful in identifying and highlighting this notable phenomenon.

The assumption of extension motivation is that there is a desire in every human being to be of help to others. There are varying intensities of extension motivation among people, depending on their socialization and orientations. It can be suggested without much risk of contradiction that in a beneficiary- orientated administration, existence of functionaries with a high degree of extension motivation will be a great asset in pushing that organization towards its goal of responsiveness. No doubt, a development administrative organization is a “responsive” organization. It is responsive to the needs, wishes and aspirations of the people that it purports to serve. Responsiveness is a trait that would do well to any administrative system, but for a development administrative organization, it is a fundamental prerequisite to its successful existence.

9. Participation

We have discussed earlier that progressive political goals in a society will involve great participation of the people in governmental affairs. The notion of participation gains added importance in the actual functioning of a development administrative system. Development administration involves the participation of the people or the beneficiaries in the formulation and implementation of development programs. In identifying goals, prescribing objectives, formulating plans, designing action strategies, implementing projects and evaluating performance, the role of the beneficiaries is of utmost importance.

That is why the block level and district planning are gaining increasing importance in development administration in India. Not only participation helps in making policies and plans more realistic and down-to-earth, it also mobilizes people’s cooperation and support in implementing development programs with minimum cost in terms of manpower, time and money.

Participation of the people in development programs depends on three factors.

These are:

- Ability to participate which in turn depends on their level of formal and informal education.
- Willingness to participate which in turn depends on the socio-psychological framework of society, groups and individuals.
- Opportunity provided to the people by the governmental organizations to participate. Their absence may cause low participation.

Participation has an important concomitant in decentralization. A development administrative system effectively utilizes the strategies of delegation and consultation and thus makes the administration “grass-root” oriented. People’s willing cooperation is sought and mobilized by the governmental authorities and this cooperation and collaboration becomes a potent instrument for making the process of development administration successful.

10. Effective Integration

Bringing together a host of groups and authorities for the achievement of common developmental goals would require a high degree of integrative capacity in an administrative organization. Verily, development administration is characterized by a high degree of coordination or integration. And in case, the level of integration is low, the developmental output is likely to be adversely affected. In a development administrative situation, coordination is required to be affected at various levels, among different organizations and units among various positions and functionaries and among the resources available for the achievement of goals. Lack of coordination is bound to result into wastage of resources and mitigation of effectiveness.

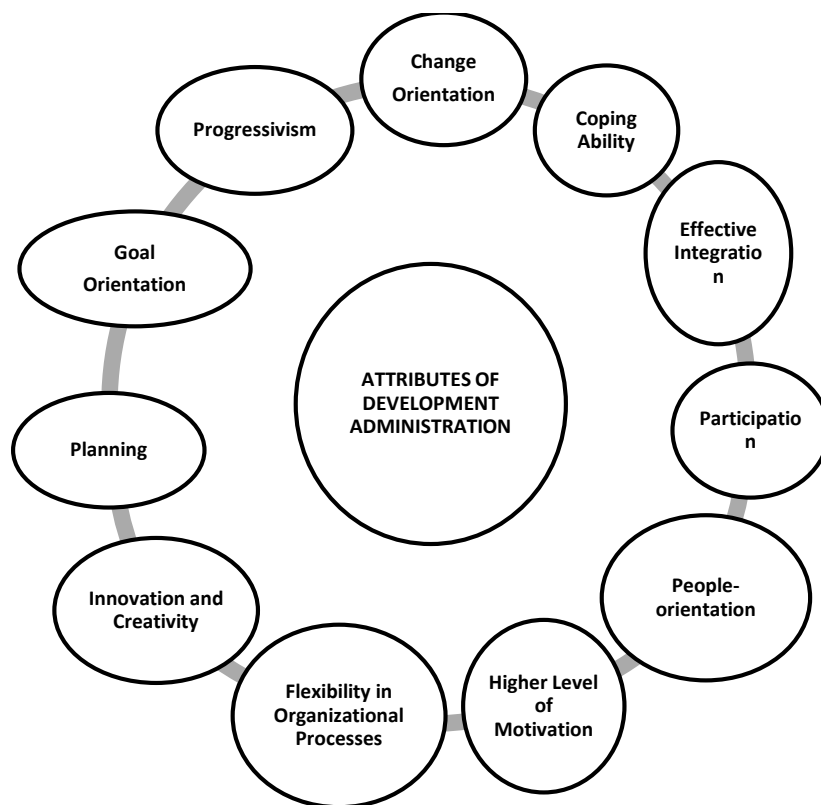
As is well known, any developing society experiences a proliferation of structures to equip it to undertake specialized tasks. But what generally happens is that the level of specialization of functions and structures increases. But a required level of coordination does not accompany this. This gap between specialization and coordination is termed as “integration lag”. Fred Riggs calls that society “Prismatic” where the level of integration (coordination) is less than that of differentiation (specialization). In a Prismatic Society, $I < D$ (I stands for “integration lag”, D stands for Development)

11. Coping Ability

A development administrative system is an “open” system. It receives inputs regularly from the environment and attempts to respond through its outputs, viz., decisions and actions. No doubt there is a continuing interaction between a system and its environment and this reciprocity of relationship is an important trait of development administration.

Every development administrative system functions in an environment, which has its set of sub-systems. For instance, there are the political, economic, social and cultural (including technological) environments in which development administration has to function. Obviously, the influences of these environments affect the nature of functioning and effectiveness of

development administration. The political environment places demands for a change and provides direction of movement, the economic environment outlines the agenda of action of the administrative system and puts constraints of resources on it and the socio-cultural system creates the milieu in which the development administrative system has to operate. Development administration has to respond to the demands and challenges arising from its environment. Sometimes these challenges are moderate and modest and thus do not strain the development administrative system. A development administrative system, therefore, continuously tries to enhance its coping capacity. This is done through a process of greater sensitivity and responsiveness to the environment and the capacity to strengthen its administrative structures, behaviour and process.



NATURE OF DEVELOPMENT ADMINISTRATION

Issue of Developmental – Non-Developmental Dichotomy

Since all public organizations have at least some kinds of goals, they could, by virtue of having any goal-orientation, claim to come under the scope of development administration. This poses the problem of distinguishing between the developmental and the non-developmental public organizations. **It has been recognized that development administration is generally similar to the “traditional” (apparently non-developmental) public administration in so far as it is concerned with how rules, policies, and norms are implemented by government organizations. On the other hand, it is contended that a developmental administrative system differs from a non-developmental one in its objectives, scope, complexity, and degree of innovation in its operation.**

A popular contention in developing nations appears to be that developmental processes start only after political freedom has been achieved. Thus, distinctions are generally made between a colonial and a non-colonial bureaucracy. Such distinctions generally overlook the fact that even in the colonial period, a country may have had developmental programs and plans, such as in undivided India (contemporary India, Pakistan, and Bangladesh) had in the early 1940s, and that it is equally plausible that a country with self-government may be unable to initiate programs which could truly be called “developmental.” Thus, it would be an over-generalization to claim that a colonial administration is a “law and order” administration, while public administration under self-rule is a developmental administration. It has been well recognized that maintaining law and order, curbing communal violence and countering terrorism takes priority in most emergent nations, while the development efforts generally suffer due to a variety of factors. Contemporary India, Pakistan, Sri Lanka and Bangladesh have to apportion a large chunk of financial resources on internal and external security. And this is done at the cost of development. These countries could have scored a higher level of socio-economic development had they experienced a more stable and secure environment on their borders and on the domestic front.

It has been stressed that development administration, by its very nature, is innovative (Katz, 1965). However, this should not imply that there are some administrative systems, which lack innovation absolutely and, therefore, are entirely non-developmental. What this means essentially is that an administrative unit devoted to the attainment of developmental

goals is likely to need greater innovation and creativity than the one engaged primarily in “routine” administrative activities.

It should be clear, then, that neat distinctions between developmental and non-developmental administrations couldn't be made. Too often a dichotomy, which makes sense in ideal-type terms, is assumed as paralleled by absolute differences, which are associated with specific concrete organizations. Like the politics– administration dichotomy, the error in making such distinctions lies in the attempt to dichotomise concretely where differences lie only in degree of emphasis---as with “warm” and “cold” water in that what is “developmental” in one setting might not be so regarded in another. Nothing is either fully developmental or non-developmental “except as thinking makes it so.” Nevertheless, as the term “development administration” is used in the literature, it refers to those administrative systems or organizations which are centrally concerned with the achievement of progressive socio-economic and political goals, and which are innovational in attitudes and operation. Furthermore, in general terms, administrative systems of all “developing” nations are considered to be engaged in the dynamics of development administration, though the “developed” nations cannot be kept outside the ambit of development administration.

SCOPE AND SIGNIFICANCE 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. The discipline or the study of development administration has focused on the progressive goals of administrative systems and thus have strengthened the ideological orientation of public administration. The scope of this idea ranges from

- Values have taken a central place in the analysis of development administration.
- 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.

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

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 utilized for facilitating the process of all round development.

EVOLUTION OF DEVELOPMENT ADMINISTRATION

- **Genesis of Development Administration: The 1950s**

Ushering development in the developing and under-developed countries, the concept of development administration appeared. Besides, the success in dealing with the effects of depression and Second World War, the Marshal Plan for the reconstruction of Western Europe, and the process of decolonization provided the requisite background amounting to the coining of the theory of development administration. It was an Indian scholar, Goswami, who used the concept for the first time in 1955. Later on good number of scholars all in excess of the world has contributed to its enrichment. The significant ingredients of the development administration model were:

1. Establishment of planning institutions and agencies;
2. Improvement of the Central administrative systems;

3. Budgeting and financial control; and
4. Personnel management and organization and methods.
5. Creation of new agencies improving the administrative technology in conditions of methods;
6. Procedures and practices on the lines of western-administrative thought.

The theories propounded through **Weber, Gullick, Taylor** and others were implanted into the administrative practices in the developing countries. The administrative values prescribed in this period were **efficiency, economy and rationality**. Besides, the principles of **professionalism, hierarchy, unity of command, formalization and impersonality, span of control, authority commensurate with responsibility, staff and line, decentralization and delegation of authority** became the basis of organizational structure.

Administrative development was another aspect which drew the attention of academics and executives throughout this period. Personnel administration reforms centered on the problem of setting up merit systems, position classification schemes, and central personnel agencies. The introduction of the concepts of performance or program budgeting in the US was termed as crucial for improving efficiency and rationality in decision-creation.

- **The Contributions Of The Comparative Administration Group (CAG)
And Fred W Riggs (1960's)**

It was Fred W. Riggs, under whose chairmanship the Comparative Administration Group was shaped in 1961 through the American Society for Public Administration. The CAG was made to carry out research in Comparative Administration with special focus on the troubles of development administration. The financial support to the CAG was given through the Ford Foundation, which was interested in the analysis of the relations flanked by administrative system and its socio-political, economic, and cultural contexts.

The Group felt that as the classical concepts of administration in the third world were rigid, narrow, and parochial and therefore unfit in explaining for the cross-cultural situations as these concepts were unable to answer the irrational, informal, and •emotional behaviour of administration. Further, the postulates of conventional organizational theory were appropriate only for “maintenance needs” rather than for “development needs”. The technological- managerial school having emphasis on planned and supervised change was challenged through the Ecological School which

insisted on relating the organizational structures to other social structures. It resulted into the thought that sociological context of administration is more relevant than mere organizational change and personnel manipulation.

The scholars in CAG insisted on a comparative analysis of the administrative systems of the third world. The Group also advocated concentration on the strategies and requisites for attaining public policy goals in the developing countries. The Group which organized its activities through several seminars, symposiums, conferences and evolving committee system, published more than 100 occasional, papers. It is a fact that the Group initially shared the assumption of technical assistance experts, but it was not without questioning. The studies accepted out through the CAG assumed developmental thrusts in the context of a “belief in the possibility of (initiating and) managing change through purposive intervention through administrative institutions”. As a result of its efforts, the Group was able to innovate several concepts viz: **Systems Analysis; Patterns Variables; Traditional-Modernity Dichotomy; Information Theory and Pluralism.**

Riggs has criticized the development administration model through observing that GNP augment may not necessarily lead to improving the real life circumstances of the people. Therefore augment in the per capita income does not serve as an indicator of development. He has rather preferred the physical excellence of life indicators and social and psychological excellence of life index as the success of a development policy. Riggs has analyzed the structural functional characteristics of the social and administrative systems of the developing countries in his **industria- transitia-agraria** formulation. He puts the developing countries in the category of **prismatic society** which is caught in flanked by tradition fused and modernity detracted and is undergoing the process of social change. **The ecological approach** provided a vision that reflected interest in the examination of the relationship of non-administrative factors to administrative ones.

- **The Empirical Approach to Development Administration(1960's)**

The period of the 1960s also saw a shift from normative approach to empirical approach. **This approach was undertaken to create a systematic study of the processes of institution-building basic to the technical assistance enterprise of the United Nations and other aid agencies.** The fundamental units of analysis were the

structures and their functions in dissimilar systems having parallel features. It is in contrast with the normative approach in which the main aim is to prescribe ideal or at least better patterns of administrative structure and action. This approach is implicit in most of the so-called principles of Public Administration works of **Woodrow Wilson, L.D. White, Fayol, Gullick, F.W. Taylor** and others. It reflected American practice as a model, especially for the people of the third world countries. This category comprises numerous reports and studies through experts, visiting consultants, technical assistants, and through some western trained Public Administration specialists of the new States. The basic orientation is the quest for ideal patterns and the identification of difficulties and obstacles to be overcome and troubles to be solved. Such endeavours seek to identify the universals of the administrative process.

- **The Political-Economy Approach (1970's)**

Several scholars sought to explain the dynamics of societal transformation and management of change through undertaking political-economy approach which attempted to seek politics-administration union and economics- administration confluence. It was asserted that administrative questions are political questions. The political economy paradigm seeks to relate administration to political and economic environment. This paradigm which is concerned with both political and economic dimensions of decision-creation and resource allocation deals with “organizational constitution” and “internal polity”. In the words of Mohit Bhattacharya, “Theoretical formulations in line with the classical study of political economy—explore relationship flanked by political and economic power in society.” The political-economy approach sub serves „goal paradigm“ and „rational model“. These new concepts refer to the concepts of power and action. The thrust of the paradigm consists in examining development administration in the context of power relationships and in conditions of the real process of conflicts and their resolution. The political-economy paradigm gives for the analysis of the context of administration.

- **The Ecological Approach (1970's)**

Several a scholars have attempted to understand development administration with an ecological perspective. The ecological approach has been applied to relate Public Administration with social, economic and political-cultural structures of the country. It has been argued that development is a holistic concept. There is a rising realization that political development is necessary for national development and administration.

Therefore political environment acquires a special significance in relation to the „skill of Public Administration to play its role in the national development“.

- **Basic Needs Approach to Development Administration (1980's)**

Through the end of 1960s and early 70s, it was experienced that poverty, hunger, squalor, unemployment have been on the rising level despite achievements in the area of economic growth. The role of human factor in development process began to attract the focus of the students of development and development administration. How to give the millions and millions of poor people with the bare minimum of life became a major concern of the scholars as well as the policy makers. Meeting the basic needs of food, clothing and shelter, beside with education and public health became the indicator of development. Therefore development acquired a social and economic meaning throughout the U.N. Second Development Decade (1971-81) instead of economic growth. The concern was obvious for qualitative change rather than mere quantitative one. It was realized through the development mentalists of this period that the GNP (Gross National Product) model has benefited only a small minority of the rich and privileged persons who were already an entrenched class. The need for new economic framework and accordingly a new approach to development administration was felt. The economists like G. Myrdal argued in favour of social and institutional preconditions for progress. This called for the adoption or creation of new strategies as well.

De-bureaucratization and participatory management were regarded as the appropriate strategy to implement this shift. The development of regional, local and Sectoral structures was focused upon rather than central organizations. Moreover, rural development became a new management strategy for development. The implication is the design of a strategy to improve the socio-economic circumstances of the life of the rural poor. **The key elements of this approach are: satisfaction of the basic needs, augment in production in the agricultural sector, development of labor-rigorous technology for agriculture, providing the services of credit, technological information, marketing facilities and assistance, seeds and fertilizers to the peasants and small and marginal farmers.** Though, the problem is to discover an appropriate organizational/administrative model to achieve these goals.

- **Blue-Print Approach to Learning-Process Approach (1980's)**

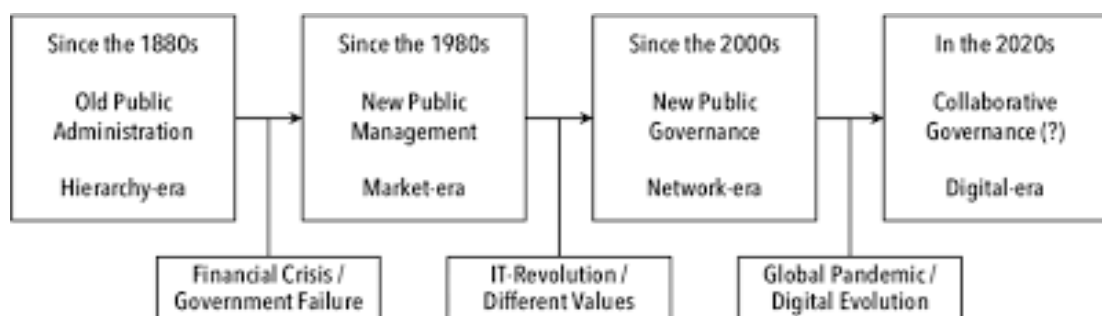
The conventional development administration theory was concerned with preparing blue-print for administering a development program. This approach involves designing a specific plan of action in advance for implementing a development project. Lately, this approach was found inappropriate in as distant as it is rigid and closed and, so, unable to respond to the needs of a changing environment. Hence, several scholars prescribe a learning process approach which is not only a relatively open-ended strategy to planned social change, but also involves a cybernetic process through which development administration can adapt themselves to changing environment and incorporate mid-course corrections, based on existing local circumstances.

- **The Participatory Approach to Development Administration (1980's-90's)**

This approach is also termed as people-centered approach. The approach stresses upon peoples' empowerment and promotion of psychological strength so as to enable the people relate themselves with the officials on a partnership basis. It is based on developing community action through people. The key elements of participatory approach contain:

1. Respecting the ideas of employees and the beneficiaries without evaluation or criticism;
2. Raising of certain diagnostic questions of what the administrators are doing
3. Stimulating ideas from all stages and acceptance of good ideas for implementation;
4. Latitudinal change through dissimilar methods and close observations and discussions in the middle of officials and the people.

The major theme of participatory or people-centered approach is the growth to capability via equity. It concentrates on the sharing of development benefits economic as well as social. Equity became a primary issue in development plans and programs. The concern for equity reinforced participation and micro-stage concerns. These concerns focused on direct attack on poverty and rural development.



DEVELOPMENT ADMINISTRATION AND ADMINISTRATIVE DEVELOPMENT

Explaining the difference between development administration and administrative development, it can be said that **the nature of developmental administration is public welfare, public cooperative and work oriented. But administrative development is in the nature of administrative reforms and developments.** Administrative development is not directly related to public cooperation and public welfare. It is a model of increasing effectiveness in the use of available resources. The importance of development administration is for the whole life and for the whole country, because it is directly related to the people, whereas, on the other hand, the importance of administrative development is for the administrative system, because it is directly related to the development and improvement of the administrative system.

Administrative development is concerned with increasing and improving the capabilities of the administrative system. The developmental goals are to be carried out successfully with efficiency and effectiveness. There is the need of increasing the capacity of those involved in developmental tasks.

Development administration concerns the administration of development which is further simplistically meant as administering development. This is identified with organizational development—government departments, public enterprises, regulatory agencies, public corporations, cooperative institutions, etc. The government machinery is responsible for achieving the broader socio-economic and political goals. Precisely development administration has two main functions one relates to realizing development goals and objectives and second is to improving and enhancing capabilities of those involved in development goals and objectives.

Module II

Process of Development Planning

PROCESS OF DEVELOPMENT PLANNING

Development planning is the act of making plans related to socio-economic activities to meet certain objectives of a person or a household or an institution or the country as a whole. The concept of development planning was introduced in 1917 by the former Soviet Union. According to Dalton "Economic planning in the widest sense is the deliberate direction by persons in charge of large resources of economic activity towards chosen ends." There are several importance and need of Development Planning:

Poverty alleviation

Human Resource Development

Economic Growth

Reducing Regional Imbalance

Plan formulation is a process of making new plan with reference to the previous evaluation of plans including evaluation and monitoring of existing plan. **A good plan formulation requires following steps:**

1. Evaluation of past plans and estimation of new plan

The planning authority should evaluate previous plans. In the process of evaluation success and failure of current and the past plans are evaluated.

2. Collection and presentation of new project proposals

The planning authority should collect project proposals from District Development Committee of each district of the country. Similarly, district level authority may also send their programs to the national planning commission.

3. Discussion

The most important step in formation of a development plan is discussion on the previous and proposed plans. This happens at the central, state and regional levels.

4. Determination of objectives, targets and priorities

A complete development plan should determine objectives and targets to be achieved in the plan period. The priorities to be chosen are also to be decided prior to its implementation. This will help in proper monitoring of the progress of a plan.

5. Authorization and Implementation of Plan

The final document of development plan prepared by planning authority is presented to National Development Council for authorization. After authorization of new plan, it is implemented

6. Monitoring and Evaluation

The National Planning Commission monitors the implementation of the plan during the planning period and helps in achieving the goals.

PLANNING IN INDIA

Consists of economic decisions, schemes formed to meet certain predetermined economic objectives and a road map of directions to achieve specific goals within specific period of time. The current thinking of economic planning is fairly new, somewhat rooted in Marxist socialism. In the 20th century, intellectuals, theorists, thinkers from Europe put forward the idea of state involvement to stop capitalism and the inequality of society.

After Independence, in 1948, a declaration of industrial policy was announced. The policy suggested the creation of a National Planning Commission and the elaboration of the policy of a mixed economic system.

On January 26, 1950, the Constitution came into force. In logical order, the Planning Commission was created on March 15, 1950 and the plan era began on April 1, 1951 with the launch of the first five year plan (1951-56). The evolution of planning in India is stated below:

1. Sir M. Vishveshwarya (1934): a prominent engineer and politician made his first attempt in laying foundation for economic planning in India in 1934 through his book, "Planned Economy of India". It was a 10 year plan.

2. Jawaharlal Nehru (1938): set-up “National Planning Commission” by a committee but due to the changes in the political era and Second World War, it did not materialize.

3. Bombay Plan (1940): The 8 leading industrialists of Bombay presented “Bombay Plan”. It was a 15 Year Investment Plan.

4. S. N Agarwal (1944): gave the “Gandhian Plan” focusing on the agricultural and rural economy.

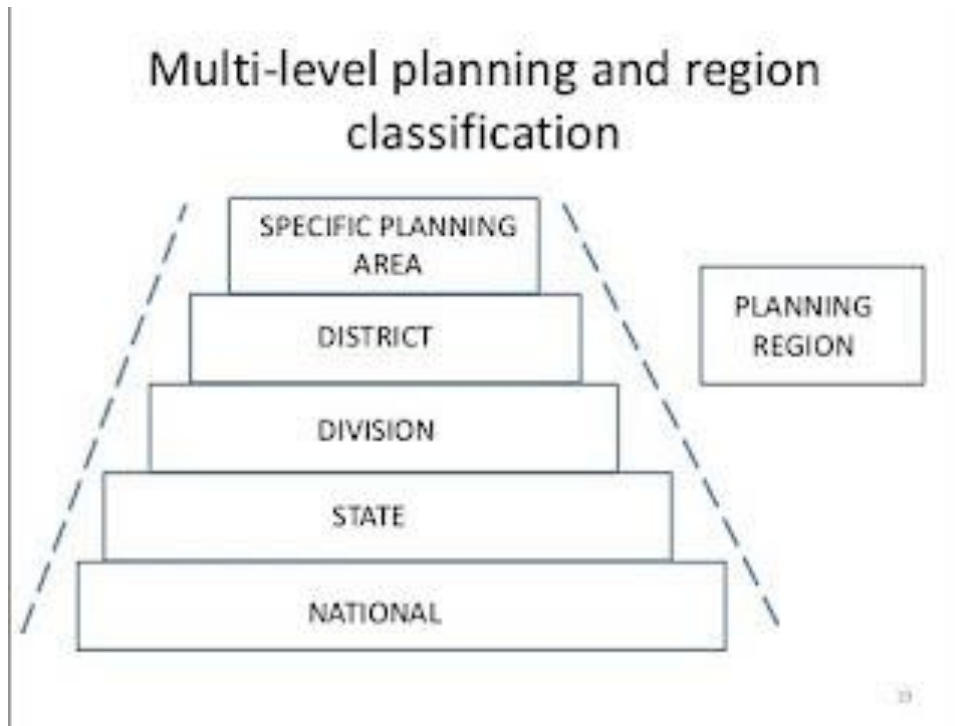
5. M.N. Roy (1945): drafted ‘People’s Plan’. It was aiming at mechanization of agricultural production and distribution by the state only.

6. J.P. Narayan (1950): advocated, “Sarvodaya Plan” which was inspired by Gandhian Plan and with the idea of Vinoba Bhave. It gave importance not only for agriculture, but encouraged small and cottage industries in the plan.

After considering all the plans, in the same year Planning Commission was set up to formulate **Five Year Plan in India** by Jawaharlal Nehru. He was the first Chairman of Planning Commission, Government of India.

Five Year Plan	Period	Objective
First Five Year Plan	1951-56	Overall development of agriculture
Second Five Year Plan	1956-61	Industrial development
Third Five Year Plan	1961-66	Self sufficiency in food , self sufficiency in economy
Fourth Five Year Plan	1969-74	Self-reliance and sustained growth
Fifth Five Year Plan	1974-79	Removal of poverty
Sixth Five Year Plan	1980-85	Improvement in infrastructure in agriculture and industry.
Seventh Five Year Plan	1985-90	Modernisation and increase in employment opportunities.
Eighth Five Year Plan	1992-97	Human resource development
Ninth Five Year Plan	1997-02	Rural development and decentralized planning.
Tenth Five Year Plan	2002-07	Increase in investment.
Eleventh Five Year Plan	2007-12	Overall development of the people.
Twelfth Five Year Plan	2012-17	Sustainable development

DEVELOPMENT PLANNING AT CENTRE, STATE AND LOCAL LEVELS



The concept of multi-level regional planning may be defined as 'planning for a variety of regions which together form a system and subordinate systems'. In multi-level planning, the various levels of planning provide bases for higher level planning. Similarly, the higher level regional plans provide the basic framework for the lower level plans. In such plans, there is direct participation of the people in the planning process. In multi-level planning, every region/unit constitutes a system and hence, the planning process becomes more effective. In India following five stages of multi-level planning have been recognized.

❖ National Level Planning

At national level, Planning Commission is the nodal agency responsible for the countries planning. The Prime Minister is the Chairman of this Commission. It not only prepares Plans for the country but also coordinates the sectoral development works of different ministries of the central government, states and union territories. The functions of the planning commission are supervised through the National Development Council. The Planning Commission has been granted constitutional status through 52nd Amendment of the Constitution. No big plan can be executed without its prior approval by the Planning Commission. The Commission formulates three types of plans.

Perspective plans for 15-25 years

Five year plans

Annual plans within the framework of five year plan.

The planning commission is headed by Prime Minister of India, it has full time members who assist the Prime Minister in planning and provide advice and guidance for formulation of five year plan. The full time members consists of Deputy Chairman and includes experts from various fields like economics, industry, science and general administration. It also includes ministers from relevant portfolios like Finance, Agriculture, Home Ministry, Health, Chemicals and Fertilizers, Information Technology, Law, HRD and Minister of State for Planning.

Organization Structure & Functions

It has 11 main departments and 20 sub ordinate departments and that makes 31 divisions for which the planning commission concentrates on planning. It has two main divisions of function. They are General Planning Divisions and Programme Administration Divisions. The main function of the commission is planning. The other functions includes economic survey, human resources and capital assessment in the country. It also concerns with removing any factor impeding the growth of the country.

Functions of Planning Commission

The Planning Commission is the technical body for facilitating the planning process in our country. It was set up by the Government in March, 1950. Its functions are

- To make an assessment of the material, capital and human resources of the country, including technical personnel and investigate the possibilities of augmenting such of these resources as are found to be deficient in relation to the nation's requirements
- To formulate a plan for the most effective and balanced utilization of the country's resources
- To determine priorities, define the stages in which the plan should be carried out and propose the allocation of resources for the due completion of each stage
- To 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 the successful execution of the plan

- To 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
- 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 such appraisal may show to be necessary
- To make such interim or ancillary recommendations as appear to be appropriate either for facilitating the discharge of the duties assigned to it or, on a consideration of prevailing economic conditions, current policies, measures and development programmes or on an examination of such specific problems as may be referred to it for advice by the central and state governments.

NITI AAYOG

Planning Commission renamed as ‘**NITI (National Institution for Transforming India) Aayog**’ in 1st January,2015,which is a policy think of the Government of India, established with the aim to achieve sustainable development goals and to enhance cooperative federalism by fostering the involvement of state governments of India in the economic policy-making process using a bottom-up approach. Its initiatives include "15 year road map", "7-year vision, strategy and action plan", AMRUT, Digital India, Atal Innovation Mission, Medical Education Reform, Agriculture reforms (Model Land Leasing Law, Reforms of the Agricultural Produce Marketing Committee Act, Agricultural Marketing and Farmer Friendly Reforms Index for ranking states), Indices Measuring State’s Performance in Health, Education and Water Management, Task Forces on Agriculture and Elimination of Poverty. Its functions are,

- To evolve a shared vision of national development priorities sectors and strategies with the active involvement of States in the light of national objectives.
- 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 benefiting adequately from economic progress.

- To design strategic and long term policy and programme frameworks and initiatives, and monitor their progress and their efficacy. The lessons learnt through monitoring and feedback will be used for making innovative improvements, including necessary mid-course corrections.
- 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 in order 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 stake-holders.
- To actively monitor and evaluate the implementation of programmes and initiatives, including the identification of the needed resources so as to strengthen the probability of success and scope of delivery.
- To focus on technology up gradation and capacity building for implementation of programmes and initiatives.
- To undertake other activities as may be necessary in order to further the execution of the national development agenda, and the objectives mentioned above.

❖ **State Level Planning**

At state level the mechanism of the planning is almost same of the national level. The state Planning Board acts like national planning commission and coordinates the development plans of different ministries and the districts. It also has the responsibility of the formulation, implementation and monitoring of state plan. It is in constant touch with Planning Commission regarding the formulation of plans and allocation of resources. Under the federal set up of the country states enjoy autonomy in certain state subjects and play pivotal role in the implementation of planning programmes. It is at state level that all sorts of economic and social data are available and development plans could be formulated keeping regional interests and demands in mind. Hence, there is a need for more rigorous exercise of planning at state level.

Those states which are conscious of their responsibility and are showing interest in plan formulation and implementation are displaying better performance in development programmes.

The Executive head of a state is the Governor, who is appointed by the President of India on the advice of the Prime Minister of India. As in the case of the Centre, the Governor does not directly exercise the powers that are vested in him. They are exercised through the Council of Ministers headed by the Chief Minister. The advice of the Council of Ministers is binding on the Governor. The Council of Ministers works through the secretariat that is headed by a secretary. The main functions of the secretariat relate to assisting the ministers in policy making and in discharging their legislative responsibilities, co-ordination of policies and programmes, supervision and control of expenditure, efficient running of administration, etc. The Council of Ministers has a number of departments functioning under it which can be broadly classified into three categories:

1. Development departments (having the departments of agriculture and animal husbandry, rural development, public works and industries)
2. Social welfare departments (having the departments of education, health and social welfare)
3. Coordinating departments (having home, revenue, finance and planning departments)

The Central Government has the power to legislate on the subjects given in the Union List while the State governments have powers to legislate on the subjects given in the State List. As far as subjects contained in the Concurrent List are concerned, both central and state governments have powers to legislate on them, but in case of conflict, the central law prevails. Organised activities such as industries, minerals, railways and telecommunications come under the Centre's responsibilities, while agriculture, collection of land revenue, irrigation, power, public health, education, local self-government, and several other important subjects come under the control of states.

❖ **District Level Planning**

The concept of the district-level planning is based on the principle of local level planning. It also assumes that success of the planning needs greater mobilization and utilization of local resources. Below the state, district occupies a pivotal position in planning because of its

location and administrative advantages. Not only it has sufficient administrative and technical expertise and good source of data and information to carry out plan programmes but has well-knit system to involve people's participation and make the gains of planning to reach to the grass root level. The district board consists of elected representatives who can play significant role in the process of planning. Hence, there is a sizeable group of scholars who consider district as an ideal and viable unit of micro level planning.

District Planning is the process of preparing an integrated plan for the local government sector in a district taking into account the resources (natural, human and financial) available and covering the Sectoral activities and schemes assigned to the district level and below and those implemented through local governments in a state. District is the most suitable administrative unit for decentralized planning below the state level as it possesses the required heterogeneity and is small enough to undertake people in planning and implementation and to improve productivity; district planning is an important tool. Its contents will be as follows.

Agriculture and allied sectors

Availability and development of water sources

Industries – especially traditional, small industries including food processing

Infrastructure including power

Drinking water and sanitation

Literacy, school education

Health and medical facilities

Poverty reduction and basic needs

Gender and children

Social justice – SC / ST, Persons with disability

It is also argued that gram panchayat and development block are too small to act as the smallest unit of planning. Also there is complete lack of administrative framework and data collection system at these two levels. Hence, there would be a number of difficulties in the formulation and execution of plans at village and block levels. Although the importance of district level planning was realized during the times of community development plans but the real breakthrough came with the Third Five Year Plan (1961-1966) in which emphasis was laid on

the district -level planning to remove inter district and intra district disparities and make optimum utilization of natural and human resources at district level. Its formulation and implementation are looked after by the District Planning Officer (DPO) or the District Magistrate.

❖ **Block Level Planning**

Block is an important unit of micro level planning. These development blocks were created to supervise the implementation of development plans under the Community Development Programme initiated during the first five year plan. Each district was divided into a number of blocks and each block comprised about 100 villages, with a population of about 60,000.

The programme visualized mobilization of local resources, participation of the people in the decision making and implementation of the development schemes. Hence, a new unit of planning was created at block level under the leadership of a block development officer and a team of various specialists and village level workers (officers). The Fifth Five Year Plan (1978-1983) opted for area planning with a preference for block level planning for achieving employment objectives and emphasis on rural development.

The main objective of this planning was to absorb local labour surpluses and greater involvement of people in the formulation and implementation of development plans. Hence, by the end of 1983 adopt system of block level planning integrated into national system was available. It is an action oriented planning pertaining to the development of agriculture, irrigation (mainly minor irrigation), soil conservation, animal husbandry, pisciculture, forestry, minor processing of agricultural products, small and cottage industries, creation of local level infrastructure, and development of social services like water supply, health, education, shelter, sanitation, local transport, and welfare plans. The main objectives of such planning include, creation of skill to promote self-employment and self-reliance, improvement in productivity and optimum utilization of local resources. Thus the main focus of such planning is the identification of target group, introduction of development plans to generate employment, popularization of minimum need programmes and implementation of special programmes for weaker section of the society.

The following activities are planned at the block level.

Agriculture and allied activities

Minor irrigation

Soil conservation and water management

Animal husbandry and poultry

Fisheries

Forestry

Processing of agricultural produce

Organizing input supply, credit, and marketing

❖ **Panchayat Level Planning**

The Panchayat Raj System involves a three tier structure: village level, block level and district level. The first tier at village level is commonly known as Gram Panchayat (village assembly), the second tier at block level as Panchayat Samiti and the third tier at district level as Zila Parishad. According to the provisions of the Panchayats Act 1996 the election to the village Panchayat is held at an interval of 5 years. Through the Constitution Amendment Act 1992 the Panchayat (also called Gram Sabha) has been authorized to look after the preparation and implementation of plans for economic development and social justice. The respective state has been given discretionary powers to prescribe powers and functions to the Gram Sabha to act as an institution of self-government.

It has also been advised to constitute a District Planning Committee to consolidate the plans prepared by the Panchayats and Municipalities and prepare an integrated development plan for the district as a whole. It has also been directed to constitute a State Finance Commission (SFC) to review every five years, the financial position of Panchayats and to make recommendations about the principle governing the distribution of revenues between the state and the Panchayats, and determination of the grants in aid to the Panchayats from the consolidated funds of the state. The implementation of the plan at the Panchayat level is the responsibility of the Village Development Officer (VDO) and the secretary and is supervised by the Gram Sabha. Under the existing provisions, funds for the Gram Sabha (Village Panchayat) are directly being allocated from the centre to execute rural development programmes like Integrated Rural Development Programme (IRDP) and Jawahar Rozgar Yojna (JRY) etc. The Panchayat has also been entrusted with the responsibility for the promotion of agriculture, rural industries, provision of medical relief, maternity, women and child welfare, maintaining common grazing

grounds, village roads, tanks, wells, sanitation and execution of other socio-economic programmes. In some places, they are also authorized to supervise primary education and collect land revenue. Presently, Gram Panchayats are involved in the identification of beneficiaries in antipoverty programmes. There are about 2.20 lakh Gram Panchayats, 5,300 Panchayat Samitis and 400 Zila Parishads in the country.

It has been found that elected representatives of Panchayat Raj Institutions are largely unaware of the political and economic dimensions of development issues and lack planning and managerial skills. Multi-level Planning opposed to centralized planning is an exercise where local institutions are actively involved not only at the implementation level but MLP is a more integrative effort that seeks to involve all hierarchies of administrative, geographical, political and regional levels in planning process. It seeks to involve active participation of the lower hierarchical levels in information generation, data collection, policy suggestion, plan implementation & monitoring of all developmental activities.

A planning process can be either single level or multi-level. In the single level planning, the formulation of plans and decision making are done at the national level; the process is centralized and the lower territorial levels come into the picture only at the implementation stage. On the other hand, in the multi-level planning process, the national territory is divided into small territorial units, their number depending upon the size of the country, the administrative, and the geographical and cultural settings. The Panchayat has also been entrusted with the responsibility for the following.

Promotion of agriculture

Rural industries

Provision of medical facilities

Maternity, women and child welfare

Maintaining common grazing grounds, village roads, tanks, wells

Sanitation

Execution of other socio-economic development programmes

Anti-poverty programmes

Planning Level	Political/ Administrative Territorial Equivalent	Abstract Territorial Equivalent	Planning Concept
Macro-level (National Plan)	Nation		Central planning/Policy planning/Sectoral planning
Meso-level (Sub-National plan or State Plan)	State	State/Resource/Region/River Valley/Metropolitan Region	State plan/Sectoral budgetary planning/Regional planning/Town & Country planning
Micro-level (Decentralized plan)	District	Area	District planning Area development
	Block	Sub-area/micro-region local level	Micro-level planning /Block level planning
	Village		Village plan and planning for the target group

RURAL DEVELOPMENT IN INDIA

Rural development usually refers to the method of enhancing the quality of life and financial well-being of individuals, specifically living in populated and remote areas. Traditionally, rural development was centred on the misuse of land-intensive natural resources such as forestry and agriculture. However today, the increasing urbanisation and the change in global production networks have transformed the nature of rural areas. Rural development still remains the core of the overall development of the country. More than two-third of the country's people are dependent on agriculture for their livelihood, and one-third of rural India is still below the poverty line. Therefore, it is important for the government to be productive and provide enough facilities to upgrade their standard of living. Rural development is a term that concentrates on the actions taken for the development of rural areas to improve the economy. However, few areas that demand more focused attention and new initiatives are:

Education

Public health and Sanitation

Women empowerment

Infrastructure development (electricity, irrigation, etc.)

Facilities for agriculture extension and research

Availability of credit

Employment opportunities

1.7 EMERGING ISSUES IN RURAL DEVELOPMENT

Rural poverty in context

The livelihoods of people living in rural areas are strongly dependent on the natural resources of water, soil, and forests, as they earn their living from farming, forestry, mining, tourism, or related service industries. Rural populations include a wide range of people, from wealthy land owners to subsistence farmers, landless labourers, women-headed households and minority groups pushed onto cheap, marginal land. The majority of the world's poorest people lives in rural areas and have little in reserve when droughts, floods or plagues of pests destroy crops and livestock, seasonal factors mean there is no work, or international financial fluctuations drastically reduce income for the same physically demanding workload. Rural people tend to suffer from poorer health, have higher illiteracy rates and earn less than city dwellers.

The extent of rural poverty and its weight in global poverty needs no great discussion. The forthcoming IFAD Rural Poverty Report 2001 claims that three quarters of the 1.2 billion people living below \$US 1 per day are rural; and the Report estimates that by 2020, 60 per cent of the world's poor will still be rural. However, livelihoods are more diverse, with at least 45% of income derived from non-agricultural sources, and often 80%. Non-farm income is sometimes agriculture-dependent, but often not: long distance migration, usually to cities, contributes an increasing share of household income.

Rural development should be central to poverty reduction. Three quarters of the 1.2 billion people surviving on less than one dollar a day live and work in rural areas. Rural people are twice as likely to be poor as urban counterparts. However, rural development faces a loss of confidence: funding has been falling, and governments and donors are scrambling to rethink policy. Caroline Ashley has nicely summarized the emerging issues in rural development as indicated in the box 1.

Box 1: Emerging issues in rural development

- 1) **The paradox:** the majority of the rural poor still live in rural areas, and yet donor support for agricultural and other rural development has slumped.
- 2) **A diminishing urban-rural divide:** rural and urban livelihoods are inter-dependent, and there is rarely a sharp geographical divide between rural and peri-urban. Rural development strategies must take account of the urban links and context.
- 3) **Diversified livelihoods.** There are few full-time farmers now, as households pursue multi-functional and multi-spatial livelihoods: support to the non-farm rural economy and to migration is as important as agricultural support.
- 4) **Small-holder farming in less-favored areas faces new challenges:** more households consist of part time farmers, work smaller plots and are headed by the elderly, young and women, so face severe credit and input constraints; access to subsidies and extension services has diminished; market changes increase the need for specialist techniques, quality control, information-intensive technologies and marketing involving high transaction costs – factors which provide larger farms with economies of scale. Targeted assistance is needed where small-scale farming can be competitive; otherwise small farmers need good exits from farming.
- 5) **Reverse state compression:** a strong state is needed to underpin the market and enable private sector development. Public interventions are needed to increase access to new opportunities (agricultural or non farm) specifically by the poor, and to establish the institutional framework for effective market development.
- 6) **Technological targeting:** production increases based on the seed-fertiliser model of the Green Revolution have slowed. New technologies are likely to be more crop and region specific, and information-intensive. Technical change is biased against the poor. Policies to target technologies need to be location specific. Public intervention is particularly required in developing technologies and information channels appropriate to poor farmers.
- 7) **Rethinking institutional capacity and governance:** many recommended measures for rural development cannot be effective without significant capacity building and institutional support. In some areas, decentralisation should be promoted to reinforce positive trends for increased accountability. But in some areas, states are dysfunctional (eg conflict zones), or crippled (high cancer incidence e.g. Punjab), and second best solutions would be more effective than attempts at business as usual.
- 8) **Growing divergence between low and high potential areas:** less favored (low potential) areas have very different needs to (high potential)

areas where modernisation is already underway. They generally still need agriculture-based development, are least likely to gain from globalisation opportunities, and will generate lower returns because of their inherent disadvantages (remoteness, poor soils etc). Policy must adapt to context.

- 9) **Rural risks and vulnerability:** the rural poor face new risks due to increasing natural disasters and rapid economic change. External support for risk-mitigation and coping strategies is generally insufficient. Public and private roles in supporting insurance and risk-coping need to be strengthened, which in turn depends on the fiscal burden being addressed.
- 10) **Preventing and managing conflict:** conflict has a debilitating impact on rural livelihoods, and increasing levels of conflict threaten the achievement of poverty reduction targets. Donors will need to escape from the conceptual and programmatic constraints of a linear approach to relief and development.
- 11) **Aid modalities:** as a topic, rural development fits well with ideas about the Comprehensive Development Framework and with Poverty Reduction Strategy Papers. However, it does not sit so well with Sector Wide Approaches, which are hard to implement in the agricultural sector. There will be real problems in reaching the rural poor in poorly performing countries.

URBANIZATION IN INDIA

Urbanization is an index of transformation from traditional rural economies to modern industrial one. It is a long term process. India's urbanization is often termed as over-urbanization, pseudo-urbanization. The big cities attained inordinately large population size leading to virtual collapse in the urban services and followed by basic problems in the field of housing, slum, water, infrastructure, quality of life etc. Urbanization is a product of demographic explosion and poverty induced rural-urban migration. Urbanization is occurring not due to urban pull but due to rural push. Globalization, liberalization, privatization are addressing negative process for urbanization in India.

CHALLENGES OF URBANIZATION

Most of the countries including India is experiencing rapid urbanization. The unplanned urbanization particularly in developing countries has culminated several problems. This rapid urbanization envisages that within the next two to three decades, there will be need for increased demand for basic infrastructure, housing and living facilities in major urban centres. The demand for clean water sanitation, solid waste disposal, sewage for liquid waste, health and transport facilities will enhance manifold. Therefore, the urbanization process and growth will face many challenges. Let us discuss a few challenges of urban development in India.

i) Housing - Housing provision for the growing urban population will be the biggest challenge before the government. The growing cost of houses comparison to the income of the urban middle class, has made it impossible for majority of lower income groups and are residing in congested accommodation and many of those are devoid of proper ventilation, lighting, water supply, sewage system, etc. For instance in Delhi, the current estimate is of a shortage of 3,00,000 dwelling units the coming decades. The United Nations Centre for Human Settlements (UNCHS) introduced the concept of "Housing Poverty" which includes "Individuals and households who lack safe, secure and healthy shelter, with basic infrastructure such as piped water and adequate provision for sanitation, drainage and the removal of household waste".

ii) Safe Drinking Water- Ensuring safe drinking water to urban population is a problem in most of metropolitan cities of India. The 2001 Census figure shows that still many households in urban areas consume water from unsafe sources such as tanks, pond and lake, river and canal and spring, the percentages are 7.7,03,02 and 0.2 respectively. The safe drinking water sources are also found to be contaminated because of water in the cities are inadequate and in the future, the expected population cannot be accommodated without a drastic improvement in the availability of water. The expenses on water treatment and reuse will grow manifold.

iii) Sanitation- The poor sanitation condition is another gloomy feature in urban areas and particularly in slums and unauthorized colonies of urban areas. The drainage system in many unorganized colonies and slums are either not existing and if existing are in a bad shape and in bits resulting in blockage of waste water. This unsanitary conditions lead to many sanitation related diseases such as diahorrea and malaria. Unsafe garbage disposal is one of the critical problem in urban areas and garbage management always remained a major challenge.

iv) Poverty- Roughly a third of the urban population today lives below the poverty line. There are glaring disparities between haves and have-nots in urban areas. The most demanding of the urban challenges, unquestionably is the challenge posed by poverty; the challenge of reducing exploitation, relieving misery and creating more human condition for urban poor. Dandekar and Rath has remarked that "The urban poor are only an overflow of rural poor into the urban area". They had further opined that "While the character of rural poverty has remained the same as before the character of urban poverty has deepened further". S.R.Hasim remarked that cities have been and still are the engines of growth and yet, they harbour a significant number of people who are poor and whose living conditions can only be described as miserable.

v) Health conditions- The important indicators of human development are Urbanization in Overview education and health. The health condition of urban poor in some areas are even more adverse compared to rural areas. As many as 20 million children in the developing countries are dying consequent to drinking water. About 6,00,000 persons are losing their lives on account of indoor air pollution (Jagmohan,2005). The National Family Health Survey, 2006-07 has envisaged that a lot of women and children are suffering from nutritional anaemia and diseases like tuberculosis and asthma are occurring in good number. Providing health care services to the growing urban population is major challenge before the government health care delivery system.

vi) Provision of employment- Providing gainful employment to the growing urban population is a major challenge before the government. It is generally observed that the literate and semi-literate migrants are absorbed with minimal works, carrying lower wage and more hour of work. The UN Habitat Report (2003) has rightly remarked "The cities have become a dumping ground for surplus population working in unskilled, unprotected and low wage informal service industries and trade". The urban workers are increasingly being pushed into the informal sector and without any adequate activities in the cities were carried on in public places like footpaths, open empty spaces, parks or just in the streets. The plight of rickshaw pullers and street vendor is widely noted and commented upon. As the rural agriculture sectors is shrinking day by day the challenges before the urban sector to provide viable employment to migrating population will be a daunting task in the coming year.

vii) Urban Transport and traffic management- One of the most challenging problem facing the urban areas is urban transport. The challenge is to provide a well-integrated and environmental friendly transport facility. Traffic congestion and environmental pollution has

reached unprecedented level in many metropolitan cities. The sustainable urban transport system should ensure safe and pollution free transport system. The increasing urban population has made the transport system like public bus facilities and metros extremely crowded and unpleasant. The traffic management need not only to control traffic but also check accidents occurring in urban areas. Some of the other challenges are road pricing, licensing system, user taxes on fuel, parking of vehicles, etc.

ix) Urban Crime- prevention of urban crime is another challenge before the government of States having more number of urban areas and particularly metropolitan cities. The mega cities are facing increased criminal activities on account of unchecked migration, illegal settlements and diverse sociocultural disparities, organized groups, gangsters, professional criminals for wishing a lavish life in metropolis. According to IPC (Indian Penal Code) data, a total of 3,23,363 cognizable crimes under the IPC were reported in 35 mega cities during 2006 as compared to 3,14,708 crimes during 2005, thereby reporting an increase of 3.70 percent. The cities of Delhi, Mumbai and Bengaluru have accounted for 16.2 percent, 9.5 percent and 8.1 percent respectively of the total crime reported from 35 mega cities. Prevention of

x) Urban slum- It is estimated that the metropolitan cities in the year 2000 AD have a large number of population living in the slum and squatter settlements. According to Jagmohan at least 33 percent of the Indian urban population lives in slums which are dreary and deadly as the old Jewish "Ghettos". Life in the slum is quite miserable devoid of sanitation, poor quality of housing, unsafe drinking water and deficiencies of the other infrastructure. The living conditions of slum dwellers become deplorable during excessive cold, summer, and rainy season crime in mega cities is a challenge before the city government in India.

Module III

Development Dynamics

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 relationship within an organisation. Thus every large business organisation has its bureaucracy; in the government there are civil and military bureaucracies. In the literature of 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 notable that the bureaucracy does not include elected politicians: it consists only of appointed employees. In common usage, the term bureaucracy is sometimes also used to refer to routine and delay 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 appointed officials.

The term development is generally used to refer to economic, political and social changes such as increase in national income, industrialisation, strengthening of the nation state, urbanisation, and spread of education and wider use of mass media such as newspapers, radio and television. The bureaucracy, both governmental and business, participates in bringing about these changes and, so, is said to be an important instrument of development. However, there is a big debate about this conception of development, and hence about the role of the bureaucracy. Thus, Mahatma Gandhi maintains that such development, modelled on Western Civilisation, accentuates selfishness and violence, leads to concentration of power and wealth, and puts emphasis on material needs instead of spiritual development. His ideal society would, therefore, do away with all concentration of power and wealth, and hence also with bureaucracy. Karl Marx is also opposed to concentration of power and wealth. In his view, this concentration reaches its maximum in capitalist society; the supersession of capitalism would in the course of time, do away with the bureaucracy also. Max Weber maintains that the bureaucracy is an efficient instrument for implementing policies of state. But it is also a source of alienation in the society.

BUREAUCRACY AND DEVELOPMENT

Till about fifty years ago it was believed that in democratic government while politicians formulated policy, the bureaucracy implemented it. However, research work has shown that this is not wholly true. The making and implementation of policy are so deeply interconnected that it is impossible to separate them. Thus the formulation of new policy requires an understanding of the reasons for the successes and failures in regard to earlier policies. This feedback can best be provided by members of the bureaucracy due to their wide experience and knowledge. In other words, since members of the bureaucracy often stay in their jobs longer than politicians, and since they have more detailed information, their advice on policy matters comes to constitute a valuable contribution. Their role in policy formulation has tended to gain importance also due to the expansion of the role of the state what is notable is that its role in policy formulation is much greater in developing countries than in developed ones. We shall now discuss the reasons for this.

i) Bureaucracy as a Channel of Communication

The society consists of different sections, such as those of farmers, landlords, workers, small businessmen, big businessmen, and so on. Their interests conflict to some extent. It is the function of the state to bring about a balance among their interests, so that the interests of each section are fulfilled as far as practicable in the given economic situation. Hence the aspirations, needs, problems and grievances of each section have to be communicated to the government. This communication between the government and the various sections of the 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 higher level of the administration: they may make proposals for irrigation facilities in the five year plan and the budget. In this way communication through the bureaucracy may help in the formulation of policy proposals for meeting the needs of the people.

ii) The Bureaucracy as a Repository of Information

The formulation of policy requires a lot of information. Thus one needs to know why certain policies failed earlier. For example, suppose the policy of expanding secondary education in villages failed earlier mainly because of poverty, boys and girls had to earn their own upkeep and so parents could not afford to send them to, school. This information helps in devising a new policy which combines training in productive work with literary education, so that the

youth earn while they learn. The bureaucracy has the advantage of long experience, while politicians come and go. The experience of the bureaucracy makes it a repository of information about the past. Further, the bureaucracy has access to information which is contained in records, such as files. Such information can be much older than what any person can remember. Since officials consult these records often, they know about old cases also. We also need information about differences in the various regions, so that the policy may provide for these. Thus, irrigation facilities in the hills may have to be different from those in the plains. Since officials are transferred from place to place, they come to know about different areas. What is even more important, members of the bureaucracy have access to secret information, it can be information relating to control of smuggling, conduct of foreign affairs and regulation of the economy. Since such secret information is essential for policy formulation, the bureaucracy comes to have an important role. Thus we note that since the bureaucracy has access to often secret information relating to different timeframe and areas, its advice is considered by ministers to be weighty, and thus it comes to have an important role in policy formulation.

iii) Bureaucracy as a Group of Technical Advisers

The bureaucracy comes to have an 'important role in policy formulation also because of the technical knowledge possessed by it. There are three main reasons for it: (i) growth of science and technology, (ii) expanding role of the state, and (iii) increasing complexity of the administration. The growth of science and technology changes the nature of agricultural and industrial production. Thus agriculture nowadays requires the use of chemical fertilisers, pesticides, and high yielding varieties of seeds, pump-sets and tractors. The formulation of agricultural policy requires knowledge of these. Such knowledge is possessed by specialists in agricultural science. Similarly, specialists are required in areas like health, education, industry, control of crime, and so on. Hence specialists of almost all kinds are nowadays recruited as members of the bureaucracy and their advice is depended upon in the formulation of policies. The expansion in the role of the state makes for dependence upon economists, accountants, lawyers and others since their advice is needed for regulation of the economy: checking the growth of monopolies, providing employment, controlling prices, and so on. As the role of the state expands, the administration tends to become bigger and more complex. Maintenance of administrative effectiveness and efficiency, then, requires persons having specialised knowledge and experience of administration and management. Thus specialists of various kinds in the bureaucracy come to influence policy formulation.

iv) Bureaucracy as an Impartial Adviser

The society is made up of several sections, whose interests to some extent conflict. Thus higher wages are in the interest of workers, but not in the interest of industrialists. The government is expected to maintain a balance between these conflicting interests. This is what the government tries to achieve through its policies. Hence the formulation of policies requires the advice of persons who are impartial, or neutral, between the different sections. Members of the bureaucracy are expected to function in this impartial or neutral manner; hence they come to be depended upon for advice relating to policies.

v) Formulation of Projects and Programmes

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. Under the Community Development Project, there are various programmes. Similarly, under the new education policy, there is the project of Navodaya Vidyalaya. Each Navodaya Vidyalaya constitutes a programme. The sizes of projects and programmes can vary: some are very large while others are small. What is notable, however, is that the implementation of a policy requires activities of various kinds. Some of these are chosen and given the name of projects. Again, each project requires action under various heads and at different places. Some of these are chosen and given the name of programmes. Which of these should come first and which later, is decided mainly by specialist civil servants on technical grounds; thus irrigation facilities have priority over fertilisers.

vi) Execution of the Programmes

Execution means carrying a programme into effect. It has to be done in stages. Thus if a school is to be built, the first step is to acquire the land and to construct the building. Then the teachers and other staff members have to be recruited; they may also be transferred from other schools. Some of them may have to be sent for training. The equipment for class rooms and laboratories has also to be acquired. These activities of acquiring land and equipment, getting buildings constructed, and arranging for trained teachers, are all performed by specialised & experienced civil servants. Thus building construction may be the responsibility of engineers in the Department of Public Works, and provision of attendance registers may be the responsibility of officials in the Department of Printing and Stationery. After such basic requirements have been met, officials of the Education Department would arrange for the teachers. 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 are able to exercise control over the execution of programmes. Thus execution is mainly the responsibility of the bureaucracy.

LIBERALIZATION AND DEVELOPMENT

Liberalisation is the process or means of the elimination of control of the state over economic activities. It provides a greater autonomy to the business enterprises in decision-making and eliminates government interference. Liberalisation was begun to put an end to these limitations, and open multiple areas of the economy. Though some liberalisation proposals were prefaced in the 1980s in areas of export-import policy, technology up-gradation, fiscal policy, and foreign investment, industrial licensing, and economic reform policies launched in 1991 were more general. There are a few significant areas, namely, the financial sector, industrial sector, foreign exchange markets, tax reforms, and investment and trade sectors that gained recognition in and after 1991.

Since the adoption of the New Economic Strategy in 1991, there has been a drastic change in the Indian economy. With the arrival of liberalisation, the government has regulated the private sector organisations to conduct business transactions with fewer restrictions. For the developing countries, liberalisation has opened economic borders to foreign companies and investments. Earlier, the investors had to encounter difficulties to enter countries with many barriers. These barriers included tax laws, foreign investment restrictions, accounting regulations, and legal issues. Economic liberalisation reduced all these obstacles and waived a few restrictions over the control of the economy to the private sector.

Objectives of Liberalisation

To boost competition between domestic businesses

To promote foreign trade and regulate imports and exports

To improve the technology and foreign capital

To develop a global market of a country

To reduce the debt burden of a country

To unlock the economic potential of the country by encouraging the private sector and multinational corporations to invest and expand

To encourage the private sector to take an active part in the development process

Impact of Liberalisation

Positive Impact of Liberalisation in India

- Free flow of capital: Liberalisation has enhanced the flow of capital by making it affordable for the businesses to reach the capital from investors and take a profitable project.
- Diversity for investors: The investors will be benefitted by investing a portion of their business into a diversifying asset class.
- Impact on agriculture: In this area, the cropping designs have experienced a huge change, but the impact of liberalisation cannot be accurately measured. Government's restrictions and interventions can be seen from the production to the distribution of the crops.

Negative Impact of Liberalisation in India

- The weakening of the economy: An enormous restoration of the political power and economic power will lead to weakening the entire Indian economy.
- Technological impact: Fast development in technology allows many small scale industries and other businesses in India to either adjust to changes or shut their businesses.
- Mergers and acquisitions: Here, the small businesses merge with the big companies. Therefore, the employees of the small companies may need to enhance their skills and become technologically advanced. This enhancing of skills and the time it might take, may lead to non-productivity and can be a burden to the company's capital.

WOMEN AND DEVELOPMENT OF THE SELF-HELP GROUP MOVEMENT

A self-help group is a financial intermediary committee usually composed of 10 to 25 local women between the ages of 18 and 40. Most self-help groups are in India, though they can be found in other countries, especially in South Asia and Southeast Asia. Self-help Groups (SHGs) are informal associations of people who come together to find ways to improve their living conditions. They are generally self-governed and peer-controlled. People of similar economic and social backgrounds associate generally with the help of any NGO or government agency and try to resolve their issues, and improve their living conditions.

The emergence of Self Help Groups – Origin and Development in India

The origin of SHGs in India can be traced back to the establishment of the Self-Employed Women's Association (SEWA) in 1972. Even before, there were small efforts at self-organising. For example, in 1954, the Textile Labour Association (TLA) of Ahmedabad formed its women's wing in order to train the women belonging to families of mill workers in skills such as sewing, knitting, etc. Ela Bhatt, who formed SEWA, organised poor and self-employed women workers such as weavers, potters, hawkers, and others in the unorganised sector, with the objective of enhancing their incomes. NABARD, in 1992, formed the SHG Bank Linkage Project, which is today the world's largest microfinance project. From 1993 onwards, NABARD, along with the Reserve Bank of India, allowed SHGs to open savings bank accounts in banks. The Swarn Jayanti Gram Swarozgar Yojana was introduced in 1999 by GOI with the intention of promoting self-employment in rural areas through formation and skilling of such groups. This evolved into the National Rural Livelihoods Mission (NRLM) in 2011.

Evolution Stages of Self Help Groups in India

Every Self-help group usually goes through 3 stages of evolution stated below:

- Formation of group
- Funding or Formation of Capital
- Development of required skills to boost income generation for the group

Many self-help groups are formed with the assistance of Self- help to promote agencies. The various types of Self-help promoting agencies are stated below:

- Non-governmental agencies
- Government
- Poverty management programmes
- State & commercial banks
- Microfinance institutions
- SHG Federations
- SHG leaders/Entrepreneurs

Functions of Self Help Groups

- ✚ They try to build the functional capacity of poor and marginalised sections of society in the domain of employment and income-generating activities.

- ✚ They offer collateral-free loans to sections of people that generally find it hard to get loans from banks.
- ✚ They also resolve conflicts via mutual discussions and collective leadership.
- ✚ They are an important source of microfinance services to the poor.
- ✚ They act as a go-through for formal banking services to reach the poor, especially in rural areas.
- ✚ They also encourage the habit of saving among the poor.

Need for Self Help Groups

One of the chief reasons for rural poverty is the lack of access or limited access to credit and financial services. The Rangarajan Committee Report highlighted four major reasons for lack of financial inclusion in India. They are:

- ✓ Inability to give collateral security
- ✓ Weak credit absorption capacity
- ✓ The insufficient reach of institutions
- ✓ Weak community network

It is being recognised that one of the most important elements of credit linkage in rural areas is the prevalence of sound community networks in Indian villages. SHGs play a vital role in giving credit access to the poor and this is extremely crucial in poverty alleviation. They also play a great role in empowering women because SHGs help women from economically weaker sections build social capital. Financial independence through self-employment opportunities also helps improve other development factors such as literacy levels, improved healthcare and better family planning.

Advantages of Self Help Groups

- Financial Inclusion – SHGs incentivise banks to lend to poor and marginalised sections of society because of the assurance of returns.
- Voice to marginalised – SHGs have given a voice to the otherwise underrepresented and voiceless sections of society.
- Social Integrity – SHGs help eradicate many social ills such as dowry, alcoholism, early marriage, etc.
- Gender Equality – By empowering women SHGs help steer the nation towards true gender equality.

- Pressure Groups – SHGs act as pressure groups through which pressure can be mounted on the government to act on important issues.
- Enhancing the efficiency of government schemes – SHGs help implement and improve the efficiency of government schemes. They also help reduce corruption through social audits.
- Alternate source of livelihood/employment – SHGs help people earn their livelihood by providing vocational training, and also help improve their existing source of livelihood by offering tools, etc. They also help ease the dependency on agriculture.
- Impact on healthcare and housing – Financial inclusion due to SHGs has led to better family planning, reduced rates of child mortality, enhanced maternal health and also helped people fight diseases better by way of better nutrition, healthcare facilities and housing.
- Banking literacy – SHGs encourage people to save and promote banking literacy among the rural segment.

Problems of Self Help Groups (SHGs)

- Need for extending this idea into the poorest families, which is not necessarily the case at present.
- Patriarchal mind-set prevailing which prevents many women from coming forward.
- There are about 1.2 lakh branches of banks in rural areas as opposed to 6 lakh villages in the country. There is a need to expand banking amenities further.
- Sustainability and the quality of operations of such groups have been questionable.
- There is a need for monitoring cells to be established for SHGs across the country.
- The SHGs work on mutual trust. The deposits are not safe or secure.

Way Forward for Effective Self-Help Groups

The Government should create a supportive environment for the growth and development of the SHG movement. It should play the role of a facilitator and promoter. SHG Movement should be expanded to Credit Deficient Areas of the Country – such as Madhya Pradesh, Rajasthan, and States of the North-East. Financial infrastructure should be expanded (including that of NABARD) by adopting extensive IT-enabled communication and capacity building measures in these States. Extension of Self-Help Groups to Urban/Peri-Urban Areas – efforts should be made to increase income generation abilities of the urban poor as there has been a rapid rise in urbanization and many people remain financially excluded. Government

functionaries should treat the poor and marginalized as viable and responsible customers and as possible entrepreneurs. SHG monitoring cell should be established in every state. The cell should have direct links with district and block level monitoring system. The cell should collect both quantitative and qualitative information. Commercial Banks and NABARD in collaboration with the State Government need to continuously innovate and design new financial products for these groups to meet their needs.

Self Help Groups in India

1. Kudumbashree in Kerala

The Kudumbashree project was started in Kerala in 1998, as a community action to eradicate poverty. It has become the largest women-empowering project in India. There are 3 components namely, microcredit, entrepreneurship and empowerment. Kudumbashree is a government agency.

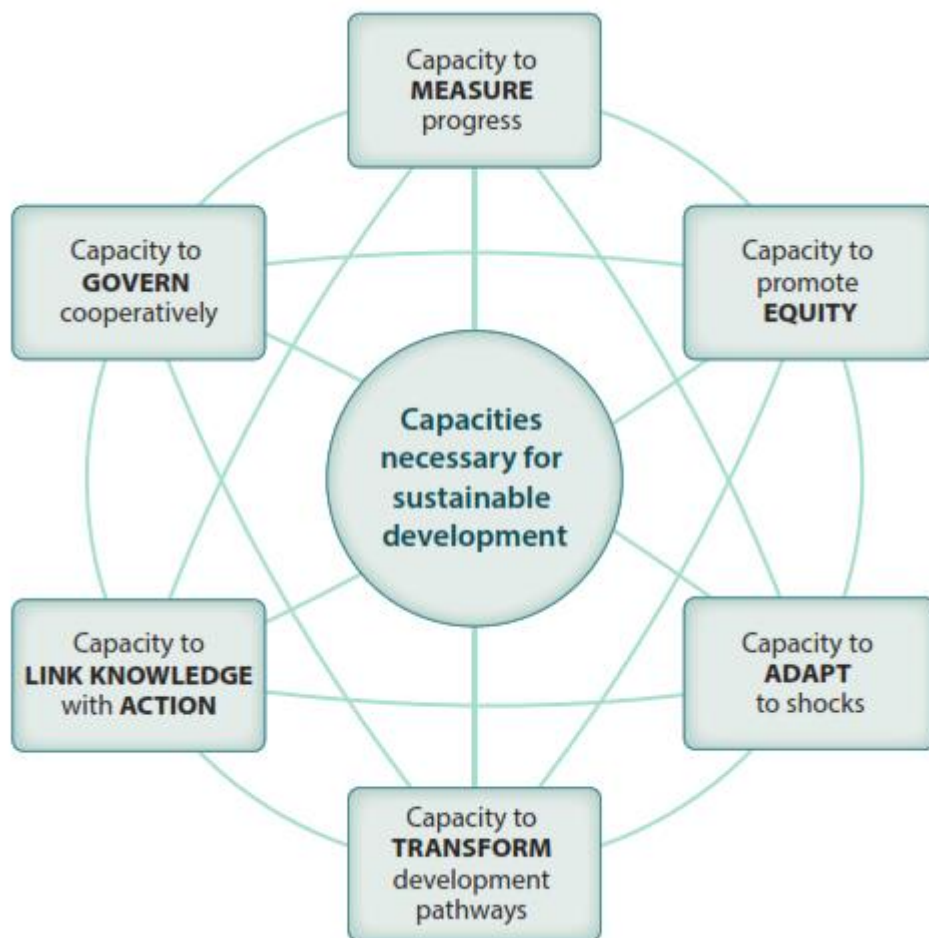
2. Mahila Aarthik Vikas Mahamandal (MAVIM) in Maharashtra

SHGs in Maharashtra were unable to cope with the growing volume and financial transactions and needed professional help. Community managed resource centre (CMRC) under MAVIM was launched to provide financial and livelihood services to SHGs. CMRC is self-sustaining and provides need-based services.



MAHILA ARTHIK VIKAS
MAHAMANDAL (MAVIM)
महिला आर्थिक विकास महामंडळ (माविम)

SUSTAINABLE DEVELOPMENT



Sustainable development can be defined as an approach to the economic development of a country without compromising with the quality of the environment for future generations. In the name of economic development, the price of environmental damage is paid in the form of land degradation, soil erosion, air and water pollution, deforestation, etc. This damage may surpass the advantages of having more quality output of goods and services.

Sustainable development is defined as the development that meets the present needs without compromising the ability of future generations to meet their own needs. The statement is reliable and provides a goal to which many people desire, though it provides no guidance or no assurance on how to assess progress towards sustainable development. The term sustainability is often referred to as "sustainable development". Development may be regarded as the defined growth and hence sustainable development means refining the problem caused by, but not challenging, continuous economic growth. The term "sustainable development" gained wide popularity in the international scientific community after the renowned report "Our Common Future" was published by the World Commission on Environment and Development in 1987.

What is the Scope of Sustainable Development?

Sustainable development is observed as the mutually beneficial interaction between the legal interest of a business and the economy, government and politics, and civil society, and culture. However, these social interactions do not exist alone. On the physical and material side, the society is bound by the carrying capacity of several ecosystems, landscape ecology, and eventually the biosphere of the Earth or Nature. On the spiritual and psychological side, the three fold functional differentiation of society is inspected by the caring capacity of an individual. Therefore, we can say that sustainable development is a multidimensional concept, involving not less than four dimensions.

What are the Basic Characteristics of Sustainable Development?

The basic characteristics of sustainable development can be observed in the following points:

- There should be an uninterrupted rise in real per capita income and economic welfare on a long-term basis.
- Sustainable development simply means that resources should be naturally used in such a way that they are not over-exploited.
- Sustainable development aims at making use of natural resources and the environment for improving the standard of people in such a way that the ability of future generations to meet their own needs is not minimized.
- Sustainable development aims at promoting environment-friendly and biodegradable products, while also making sustainable planning for replacement or replenishment of resource usage.
- Sustainable development emphasis on eco-friendly building and developmental practices like green architecture.

What are the Three Core Elements of Sustainable Development?

The three core elements of sustainable development are briefly discussed below:

- **Environmental Conservation:** The primary focus of sustainable development is to protect the environment so that the resources provided by it do not get destroyed.
- **Social Development:** It aims to attain the well-being of an individual and society at large. It entails the availability of necessary resources, proper healthcare, and good quality of life for people.

- Economic Progress: It encourages people to invest in sustainable efforts by persuading them through its long-term benefits and supporting both the environmental and social elements of the cause.

What are the Three Primary Goals of Sustainable Development?

The three primary goals of sustainable development are:

- ❖ To minimize the expenditure of natural resources while creating new developments.
- ❖ To create an environment that can be maintained and sustained without destroying the environment.
- ❖ To provide a method for rebuilding existing developments to make them eco-friendly facilities and projects.

International organizations such as NGOs, United Nations, aid organizations, and even governments are making continuous sponsoring efforts to ensure that the goal of sustainable development is achieved for every individual across the globe. Some other goals of sustainable development set by these bodies are:

Elimination of poverty across the world

Ensure good health and wellbeing

Provision for clear water and sanitation

Provision of quality education for all

Achieving Gender Equality

Allowing access to economical and clean energy

Building up strong infrastructure, Supporting Inclusive and Sustainable Industrialization and encouraging innovation

Principles/Premises of Sustainable Development

The following principles/premises underlying the concept of sustainable development:

- ? Sustainable development is the alternative method for development, which by definition is eco-friendly and resource-efficient.
- ? There is a symbiotic relationship between consumer and producer's natural systems.

- ? The present generation should meet its needs without compromising the ability of future generations to meet their own needs i.e. to ensure that productive assets available to future generations are not unfairly minimized.
- ? Those who enjoy the fruits of economic development must not make the resources of future generations worse by excessively degrading the Earth's exhaustible resources and polluting its ecology and environment.
- ? The development should not focus only on growth, instead it should aim for broader goals of social transformation.
- ? Internally and externally sustainable development are two major aspects of sustainable development. With both, no real sustainable development would emerge.
- ? In the long term, sustainable development has to maintain relations with ecology, resources, and people along with their service agencies, institutions, and other aspects of their social organizations.
- ? The economic progress which destroys natural capital is not often successful.
- ? Sustainable development is largely responsible for the poor, and hence it should ensure that the poor have adequate access to sustainable and secure living. The past environmental mistakes should not be repeated as past patterns of environmental degradations are unavoidable.
- ? The environment and development are not mutually incompatible. Both a healthy environment and a healthy economy is essential for economic development.

Sustainable Development Examples

Listed below are some sustainable development examples, few of which do not just have minimal effect on the environment, but are also economical over an extended period of usage.

- ✚ Hydro energy as used in turbines.
- ✚ Wind energy is often employed in wind mills.
- ✚ Solar energy is finding wider implementation with innovations in solar cells and allied technologies.
- ✚ Efficient and recycled use of water.
- ✚ Green architecture and other sustainable constructions.
- ✚ Crop rotation and similar agricultural methods.
- ✚ Maintenance and growth of sustainable green spaces.

Importance of Sustainable Development:

Battling the Environmental Crisis: Importance of sustainable development lies in its attempt to battle the environmental crisis which can be traced to unchallenged economic growth. Environmental crisis refers to a situation where nature is unable to sustain life forms or perform basic functions which are essential for the sustenance of life. As per sustainable development definition, it attempts to contain resource extraction so that it does not exceed resource generation rates. Furthermore, it also tries to restrict waste generation to ensure that it remains below natural absorption capacities of the environment.

What are the Reasons Leading to the Environmental Crisis?

Understandably, noting the reasons leading to environmental crisis is vital in formulating a sustainable development project. Some of these reasons are discussed below in detail.

Continuous Growth of Economic Activities: It has a two-pronged effect on this planet's environment. While on one hand, there is greater consumption of natural resources, on the other this is also accompanied with greater volume of waste. Consequently, taming this issue can reduce depletion along with increased processing of waste materials.

Increasing Rate of Population Growth: Rise in population leads to higher use of natural resources for their sustenance. It includes natural resources like oxygen, water, etc. along with artificial products which are also dependent on environmental resources. Another common issue with an ever-increasing population is that of misuse of these natural resources.

Fast-paced Urbanization: Economic and industrial development leads to fast-paced urbanization, which often compels large populaces to relocate to urban spaces. This often leads to excess burden on existing infrastructures. Furthermore, such a populace is often forced to relocate to slum areas that are congested and unhealthy.

Industrialisation: Industrialisation has had a rippling effect on this planet's environment in one of the most drastic fashions. It is responsible for numerous environmental issues, among which foremost is the depletion of resources along with deforestation. Additionally, industrial waste often contains toxic materials. These, in turn, have also been greatly responsible for pollution with effects like water contamination, air pollution and even noise pollution.

Reduction in Greenery: Deforestation to support economic development has been rampant on this planet for decades now. It has led to unparalleled reduction of greenery on the face of

this planet which has led to environmental changes and degradations. Among its major effects, the most prominent has been global warming since purification of greenhouse gasses has been hindered with deforestation.

Rising Use of Chemical and Artificial Products: Use of chemicals like pesticides, chemically developed fertilizers, etc., has led to a poisonous effect on the crops. While a number of crops have been found to contain traces of these chemicals, these have also directly led to the development of health issues for farmers and other users. This too has adverse effects on this planet's environment, including soil contamination and other issues.

Subsequently, the nature and scope of sustainable development primarily focuses to curb these issues which are a major drain on the environmental conditions. As students of commerce, it is vital to keep these reasons in mind while planning for economic development. In short, Sustainable development (SD) refers to the human development model in which the resources that are presently used preserve the environment so that these needs can be met not only in the present but also for future generations.

ANTI-DEVELOPMENT

Opposition to forms of development that affect the environment, including the building of new houses, other buildings, and roads. It holds that the whole concept and practice of development is a reflection of Western-Northern hegemony over the rest of the world. Post development thought arose in the 1980s out of criticisms voiced against development projects and development theory, which justified them.



Module IV

Issues of Development Administration

TRADITIONAL VS DEVELOPMENT ADMINISTRATION

In the concept of development administration and traditional public administration; it has already been said earlier that public administration is employed for translating governmental programs into execution. Before its conceptual development, it was prevalent since the growth of government. As a process of operations in human activities and relationships, it can scarcely be reduced to any common principle except at relatively high generality levels that are quite worthless for analytical or comparative purposes. So it isn't easy to chalk out any usable principle based on which development administration and traditional public administration can be distinguished.

1. Ecology:

In the difference between development administration and traditional public administration of ecological perspective. The concept of development administration gets momentum in such a situation where nation-states exist in the ecology. When people are in the backward states in all respects in an independent nation, their development administration emerges. The development of science and technology often accentuates it. The main ground of development administration lies in social instability and higher demand.

The main field of traditional public administration is a colonial society where the colonial government has little role in the people's betterment. In fact, all the earlier administrative systems were also traditional. For the absence of economic complexity, minimum scientific and technological growth, and due to the very nature of agrarian society – traditional administration then existed with its tradition. In the ultimate analysis, the societal condition and the more or less simple international relationship confirm traditional public administration. This is the difference between development administration and traditional public administration.

2. Objectives:

Based on the ecological differences of development, administration and traditional public administration differ in their objectives. The objective of development administration is the total change of the system in a much planned way of giving up the country's socioeconomic and political condition. The terminal condition of development administration is the image of a good society that is multidimensional in nature.

On the other hand, traditional public administration has only the objective of keeping the system going on as it is at present. Its main focus is to uphold the status quo. It is almost clear that the traditional bureaucratic system existed mainly for the upkeep of law and order, justice, and revenue collection, whether done on behalf of a monarch or a colonial power.

3. Scope:

The objectives of the two administrative systems (development administration and traditional public administration) determine their scopes. For very natural reasons, the scope of traditional public administration is minimal. On the other hand, the scope of development administration is extensive for the multiplicity of development nature. It deals with the different dimensions of the society like political, economic administration, etc. different Sectoral developments are equal by emphasized in development administration what is lacked by the traditional public administration.

4. Nature:

In the context of the nature of these two types of development administration and traditional public administration, there are several differences, which are as follows:

- The Development administration is innovative in nature. It is involved in experimental and creative ideas. But traditional public administration parochial in nature and lacks positive thinking.
- A prominent characteristic of traditional public administration is its upper-class orientation. The Development administration is dealt with all classes.
- In the difference between development administration and traditional public administration, the traditional public administration is desk oriented and confined within an office. The Development administration is field-oriented. That is why the development administration

maintains close contact with people. There is, theoretically, less gap between the administrator and the mass.

- Traditional public administration is an executive type, and development administration is a managerial type. In traditional public administration, bureaucrats' role is confined to the application of the law, and they have a sense of superiority. On the other hand, development administrators are concerned with mobilizing men and resources to realize socio-political and economic development goals and objectives.
- One of the main differences between development administration and traditional public administration is that the latter is static, and the former is dynamic. The traditional public administration is concerned with the maintenance of stability in society. But development is highly concerned with the changing ecology, and thus it is to maintain dynamics even through risk and problem.
- The policy administration dichotomy is prevalent in traditional public administration. The Development administration denies this dichotomous concept of politics and administration. It recognizes smooth co-operation between these two systems.
- The concept of accountability draws much attention in development administration. In traditional public administration, accountability not necessarily goes to the people. But the civil servants in development administration are always accountable to the people as it is employed for people.

5. Structure:

The structure is the anatomical framework of the system. It designates who is where and how of the organization. In respect of structure, development administration and traditional public administration differ from each other to a great extent. Among others, the basic ones are discussed below:

- Due to its involvement in limited functions, the traditional public administration structure is very simple, and it displays a few differentiations. Development administration possesses a complex structure having greater differentiation. These complexities have resulted from the increased activities of the government. Subunits of development administration extend up to the grass-root level and formulate a complex network of units. This sort of network is absent in the traditional public administration.

- In the difference between development administration and traditional public administration, the traditional public administration is generally conducted by the departmental management form. This pattern of administration is strict on formalities. At the same time, development administration is less dependent upon the departmental form. It assumes most frequently public corporations, joint-stock companies, etc. types of organizations. All these have special features quite different from the traditional administrative setup.
- Development administration requires local government units closely linked with the governmental administrative system for ensuring people's participation. Local government units cannot be isolated from the structure of development administration. Traditional public administration pays little attention to this arena of administration.

6. Process:

There are some significant differences between development administration and traditional public administration's respect for the various process. Such as: –

- **Leadership:** In traditional public administration, leadership is authoritative. But in development administration, democratic leadership exercised for having legitimacy and cooperation from the people.
- **Decision Making:** Decision making is centralized in traditional public administration almost there is no access of the people to decision making. In development administration, participative decision making is preferred. Here, there is a demand for regional planning, and thereby there is a decentralizing bias in development administration.
- **Communication:** Development administration requires multi-dimensional communication due to its very nature. Communication goes up and downward and lateral ways in development administration. But traditional public administration adheres to unidimensional communicational thus, naturally development administration observes a very complex network, whereas the traditional public administration has the opposite.
- **Co-Ordination:** In the difference between development administration and traditional public administration, due to its complex structure, huge numbers of field offices working different levels, and multi-dimensional objectives, development administration requires a well-developed coordination system. In any development administrative system, co-ordination not within the governmental units but also with the local government units and international trends.

On the other hand, the traditional public administration is not acquainted with such serious coordination problems.

- **Motivation:** The methods of motivation in development administration are indirect, and in traditional public administration, it is direct. Civil servants in traditional public administration try to motivate people through the fear of peace or of punishment. But in development administration, it is achieved through the confidence of the people. Civil servants in development administration motivate the people not by imposing anything upon them by inducing and stimulating them.

- **Budget:** In the difference between development administration and traditional public administration, traditional public administration generally formulates an accounting type of budget. Deficit financing is hardly grasped by it. Development administration formulates two types of budgets as revenue budget and development budget with Sectoral allocations, plans programs, the traditional public administration lacks it.

Traditional (Now Developmental)

- Regulatory administrative
- Efficiency/Economy oriented
- Task oriented
- Hierarchical structure
- Centralised Decision-making
- *Status quo* oriented resists organisational change
- Wider scope of function
- Onward looking
- Democratic and participative style of administration

Developmental

- Adaptive and dynamic
- Growth oriented
- Relationship oriented
- Flexible and changing
- Participative Decision-making
- Future-oriented
- Innovative and creative
- Limited scope of function
- Inward looking
- Authoritative and distinctive style of administration

NON-STATE ACTORS IN DEVELOPMENT ADMINISTRATION

Non-state actors include organizations and individuals that are not affiliated with, directed by, or funded through the government. These include corporations, private financial institutions, and NGOs. The activities of Non-State Actors (NSAs) in promoting the development of states and nations have become of increased importance in recent times. It is generally believed that the process of building an efficient and effective service oriented developed state requires the participation of both the government and NSAs. Many economists and analysts believe that NSAs activities should be complementary to that of the state. NSAs require good working relationship and cooperation with the government.

NSAs are involved in the provision of basic services like education, security, health care, infrastructural development, water supply, etc. Hence, the provision of these basic services which normally should be within the coverage of the state also falls within the operational areas of NSAs. They also organize capacity development programs in form of training, skill acquisition and informal educational programs for citizens of their areas of coverage. Whereas there is a simple correlation between weak development capacity and NSAs' involvement, the need for both entities to work collaboratively should be emphasized with a view to enhancing the developmental prowess of the state. Despite the continued distrust that is prevalent between governments and NSAs, there is clearly room for both to work in harmony in bringing about changes for the better in the lives of the citizens. They can learn to co-exist and find a mutual ground for their work. NSAs cannot displace government because the role of the government cannot be precluded and similarly the government cannot cover all aspect of governance and development. Some major Non State Actors includes,

❖ The Private Sector

This subsector comprises a lot of actors, mainly involved in profit-oriented endeavours in commercial, trading, oil and gas exploration, farming, mining, and other areas. Its importance has grown dramatically since the emergence of democratic rule.

❖ Civil Society Organizations

It is generally believed that the Civil Society refers to an aggregation of entities and organizations that interact with the government, the business circle and the household. They usually pursue the interest of the populace and seek to implement social norms, etc.

❖ Non-Governmental Organizations (NGOs):

These are one of the most visible constituents of NSAs. It is regarded as the largest and oldest in terms of coverage and number of members. They are mostly engaged either in capacity development activities or in advocacy activities. However, they seem to be limited in scope and operate in small geographical areas, mostly attracting small groups of people. In right advocacy, their activities are usually manifest in areas such as sanitation, community poverty, women and children rights, HIV awareness, etc. Some are involved in more complex issues like gender inequality, human rights, poverty reduction, and economic empowerment as well as social and political empowerment.

❖ The Media

The media is one of the most influential actors in governance. The opening up of the media industry which gave rise to the emergence of many privately owned radio, television and print media houses. This has destroyed the monopoly of the over the sources and content of information. Furthermore, the growth of online and social media has made the media a strong NSA.

❖ Cooperative Societies

These are non-profit oriented organizations formed by the pooling together of resources to the benefits of individual members. They are majorly found within the low and middle income earning groups both in the rural and urban areas. They include farmers' cooperatives, traders' cooperatives, financial cooperatives, credit and thrift cooperatives, etc.

❖ Faith-based and Religious Organizations

These are organizations that are structured around a common belief in a supreme being and shared interest. They help members of their congregations to get together and pool resources, including sharing ideas to tackle common problems. There are also involved in activities such as training in basic trades and skills, educational services, health services and well as community based services like sanitation, water supply, etc. They also tend to support the poor in the community through donation of household items and charity. Their basic financial sustenance is guaranteed by the contribution of their members. They include churches, mosques, missionary institutions, etc.

❖ Trade Unions

These are conventionally the most powerful of all civil society organizations. They form the crux of the social forces engaged in the quest to establish the limits of governance and to check unpopular government policies and programs. They are a strong pressure group in checking government excesses and employ instruments of strikes, boycott, picketing etc to enforce their views and opinions.

❖ Commercial Associations

Their activities include advising the government on how to help them develop their industries in consonance with the interests of other sectors of the society, as well as in the promotion of self-regulation. The importance of these associations arises out of their centrality in the productive or real sectors. They include, chambers of commerce, agriculture, manufacture, mining etc. who play important roles in economic governance.

❖ The Academia and Students' Organizations

These are among the most expressive members of civil society, supported by their relative youthfulness and high experience. However, in many cases, they have been more confrontational with the government, which has led to frequent closures of many higher institutions in the state. The academia has made great impact and contribution towards government policies and actions. However, they have been undermined by the quest for attractive consultancy jobs and advisory roles, usually commissioned by the government. These activities reduces the time for serious academic work and also lead to intellectual compromise and compromise of standards and ethics.

❖ Cultural Associations and Community groups

These are majorly found in the rural communities and seek to project the interest of the rural populace. They are mostly informally organized and in many instances have had to contend with centralizing tendencies of the government that have tried to suppress them, having viewed them as tribal and, therefore parochially jingoistic and divisive.

PEOPLE'S PARTICIPATION IN DEVELOPMENT

The challenges of development have opened many avenues unexplored in the journey of a nation. The traditional approach of centralized planning and top down approach focused on economic growth as an objective. This approach is based on presumption that higher economic growth leads to redistributive justice to all. However, decades of experiments and experiences have proved otherwise. The search for new alternatives has thrown many avenues which focus on people centric development, decentralized governance and participatory approach to development. Decentralized governance, meaning involving all stake holders in the process of development is an instrument for promoting equitable development. In this unit, we will focus on people's participation in governance and development. There have been significant changes in policy directions for development like reactivation of Panchayat Raj in rural India and more participatory Municipal Bodies. We shall study the meaning of people's participation and why it is a necessity in today's context and how the same is being ensured through formal and informal institutional structures at grass root level. The understanding of the methodologies of decentralized governance and functions of grass root institutions like Gram Sabha and Ward Sabha enables you to comprehend the democratic processes of our political system.

Most simply defined, participation means taking part. In the context of development theories, participation means direct involvement of all those people in the decision making process which is likely to affect their lives. "The way participation is defined largely depends upon the context and background in which participation is applied. While the Economic Commission for Latin America (1973) considers contribution by the people to Public Programmes to the complete exclusion of any involvement in the decision making process as participation. Cohen and Uphoff (1977) maintains that participation includes the people's involvement in the entire decision making process. FAO (1982) emphasizes participation in all decision making process but by the people's own Organization and through self-organized actions. Paul (1987) introduces the concept of enhancement of wellbeing in terms of values cherished by the communities as being the ultimate objective of participation." (Somesh Kumar, 2002) Participation can be seen in two extreme forms. It can begin as passive participation where people are told what is going to happen or happened. People are just objects on whom action is thrust. On the other extreme is self-mobilisation where people participate by taking initiatives independent of external Institutions to change systems. Participation starts from the conception stage up to the delivery of the product and its consumption. The process involves decision making at various stages independent of any external influence. Participation

can be categorized into various stages in which degree of involvement varies. The Typology of Participation are:

- Passive Participation
- Participation in Information giving
- Participation by consultation
- Participation by Material Incentives
- Functional Participation
- Interactive Participation
- Self Mobilisation

In the above typology passive participation is at the one end of the spectrum where people are told what to do while on the other end is the self Mobilisation where local people themselves are in total command. As one moves from passive participation to self Mobilisation control of local people increases and outsiders decreases. “The principle of participation is widely recognized as a right in itself. The right to take part in the conduct of public affairs means that every person and all people are entitled to participate in, contribute to, and enjoy civil, economic, social and political development.” (Zubair Meenai, 2008)

Participation as a process - If seen as a process in development Programme, there is involvement of local people in implementation of externally designed initiative. There is collaboration along with external agency and local population whereby externally designed development activities are implemented in a participatory manner. Thus, participation is a means or instrument to implement a programme to achieve desired goals.

Participation as an end - Participation as a goal of a policy initiative entails empowering people in terms of their acquiring skills, knowledge and experience to take greater responsibility for their development. People are provided access to power and resources to create opportunities which are self-sustaining.

Peoples’ Participation - Advantages

Participation in development is now being sought in world over, not because it is fad but because there has been a consensus on the usefulness of people’s involvement in governance and development. This has several advantages like–

Efficiency: Participation can ensure effective utilization of available resources. The people and other agencies work towards achieving their objectives, involvement and cooperation among all stake holders improve efficiency and effectiveness of planning process.

Effectiveness: Failure of conventional growth strategy because of lack of grass root knowledge and absence of people's role in development made most of the plans ineffective. People's participation can make the development strategy more effective by granting a say in dividing the objectives and strategies and participation in management ensures effective utilization of resources.

Self-Reliance: More often, it is noticed that people at local level look up to the external experts or Government for solutions to their problems. This leads to distortions and ineffectiveness of planning due to lack of local knowledge. If the local resources are utilized on the basis of decisions taken by the people themselves, the realization grows that many problems faced by the people have local solutions at their levels. With active involvement of the local people, it is possible not only to break the psychological barrier of dependence, but also to increase their awareness, self-confidence and control of the development process. In fact, the involvement in decision making, implementation and monitoring helps in developing local human resources.

Coverage: People's participation in decision making process widens the coverage among all sections including deprived and weaker sections.

Sustainability: External interventions through government or other agencies lack potential for long term sustainability of schemes if local participation is not ensured. People's involvement in governing the scheme creates local capability and ownership of resources. It is a sustainable development alternative for long term solutions to local problems.

People's Participation in Indian Governance

India has had a long history of local governance. The concept of village as a self-sufficient unit and existence of Panchayats at village level have existed since ancient times. Panchayats were institutions of local people for governance and resolutions of disputes at local level. Despite having no codified laws for functioning of Panchayats, they existed as potent institutions to maintain law and order, stability and utilization of local resources for common good of the community. Panchayats were democratic means of involving people in decision making, using local resources and talent to manage all affairs of the society. Panchayats were least dependent on external agencies and were the best examples of local governance through democratic

participation. In the modern India, the concept of participatory development had been experimented much before it took shape in the development discourse. The first such attempt of structural participation of people in development was through Community Development Programme in 1952 as a Programme of aided self-help. This Programme intended to be planned and implemented by the villagers themselves, government offering technical and financial assistance. The community development Programme failed miserably because of lack of political patronage as well as bureaucratic lethargy. The country in its endeavour to fast track growth, focused on growth centered approach through centralized planning. There was no political priority to decentralize the governance system. This happened despite the fact that the Constitution of India had recognized Panchayat bodies as units of Self Government drawing its inspiration from the historical legacy of Panchayat Systems of Indian villages. The importance of people's role in overall development framework was well enshrined in the Indian Constitution although in the Directives Principles of state Policy. Article 40 of the Constitution reads as " Organization of village Panchayats: The State shall take steps to organize Village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of Self Government." However, the non-obligatory nature of its reference in the Constitution resulted into complete exclusion of Panchayat System from policy priority. From independence up to 73rd and 74th amendment to the Constitution of India several efforts were made towards decentralization emphasizing the role of participatory governance at grass root level. Some of the salient steps were:

- **Balwant Rai Mehta Committee (1957):** this Committee was set up to study the problems and suggest ways and means for implementing the scheme of Panchayathi Raj on some uniform line throughout the country.
- **Ashok Mehta Committee (1977):** to suggest measures to revitalize panchayati raj institutions (PRIs).
- **C.H.Hanumantha Rao Committee (1984):** to suggest the methodology for district level planning.
- **G.V.K.Rao Committee (1985):** to study the administrative arrangements for rural development programmes and poverty alleviations schemes.
- **Sanghvi Committee (1987):** to examine the functioning of PRIs, recommended reorganizations of villages for creating viable Gram Panchayats.

- **64th Constitutional Amendment Bill (1989):** to set up panchayats in every state, but could not be passed in Rajya Sabha.

- **73rd Constitutional Amendment(1992):** A Constitutional obligation to set up Panchayats in states, hold elections with provisions for reservations and devolve powers, administrative and financial to Panchayathi Raj Institutions for grass root participation of people in planning and development process.

Module V

New Perspectives on Development

PUBLIC PRIVATE PARTNERSHIP

A public-private partnership (PPP, 3P, or P3) is a cooperative arrangement between two or more public and private sectors, typically of a long-term nature. Financial and managerial resources are critically required for successful implementation and more so, the sustainability of e-Governance initiatives. While the normal preference for any reform initiative is through the exclusive use of in-house resources, the merits of inducting the private sector resources into the e-Governance sector have now been appreciated and accepted by policy-makers in Government. Public-Private Partnership has thus become one of the cornerstones of NeGP. PPP, as applied to the e-Governance sector is still in a stage of evolution. While early PPP projects like eSeva had attempted a simple version of PPP, more complex projects like MCA 21 required considerable innovation and experimentation in designing and adoption of an appropriate PPP model. The following is an attempt to examine PPP in light of the significance of the e-Governance sector.

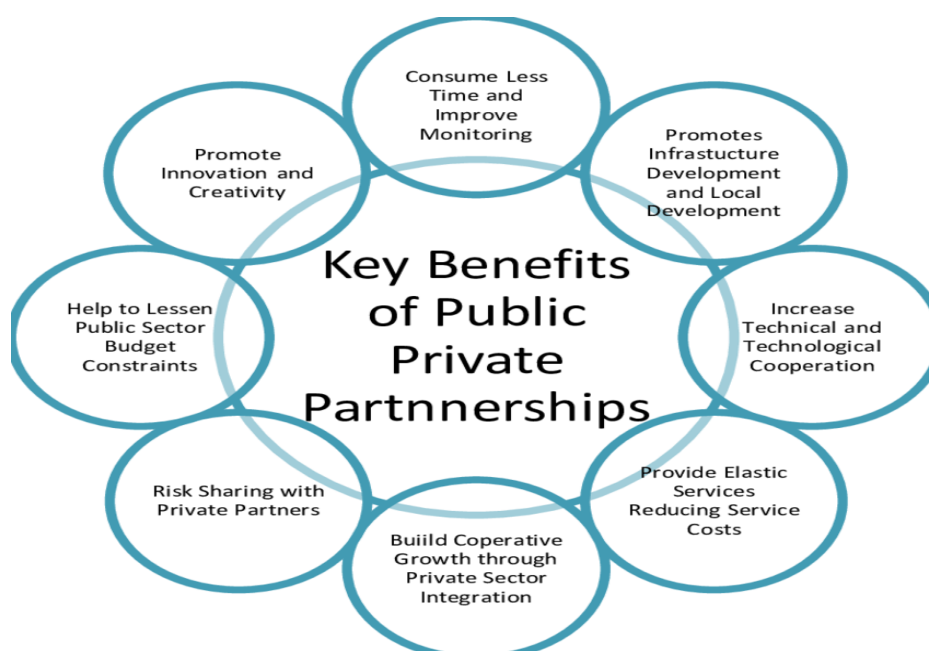
New technologies demand new types of implementation models. In the conventional approach, the project ownership lies with the public sector itself along with the responsibility for funding it and bearing the entire risk. The concept of PPP has been in operation for more than a decade, primarily in relation to the construction and operation of public infrastructure projects like bridges, airports, highways, hospitals etc. PPP is a mechanism that attempts to capture the strengths of both – a government organization as well as a private enterprise. There are many compelling reasons why governments should look at PPP in relation to their e-Governance plans. Some reasons are enumerated below:

Combining accountability with efficiency: The PPP model can combine the accountability mechanisms and domain expertise of the public sector with the efficiency, cost-effectiveness and customer-centric approach of the private sector. As compared to the public sector, the private sector is more efficient and innovative in adopting and applying new technologies. This is also true in the specific case of Information and Communications Technology. Therefore,

the PPP approach in the field of e-Governance is well suited in combining the core strengths of the public and private sectors for the delivery of efficient online services.

The pace of implementation: New innovations in the field of Information Communication Technology are happening at a fast rate. This applies to all its segments – hardware, software and networks. Newer versions and releases of operating systems, database servers, application servers, and security software are continuously being released at regular intervals. The typical life cycle of a large e-Governance initiative is 18 to 24 months from initiation to completion. It has been observed that the private sector is generally faster than the government in adopting and making use of the latest technology. This is a compelling reason to join hands with the private sector.

Resources: The combined effect of the huge size of e-Governance effort and the speed of implementation is that investments required in the e-Governance sector are very large over a continuous period of 5 years. It is estimated that India needs over Rs 45,000 crore of investment in the e-Governance sector over a period of 3-5 years – excluding the cost of communication and access infrastructure. This is sixteen times higher than the current annual IT expenditure of about Rs 3000 crore in the government sector. In addition to this, high quality managerial and human resources are required. It is difficult to mobilize such large amounts of financial and human resources within the government. Tapping the financial, managerial and manpower resources of the private sector is a viable alternative in this regard.



Implementation of the PPP Model

The PPP model of implementation is more suitable for particular areas of e-Governance and not to all. The criteria for PPP include long-term nature of the demand for a service, profitability and amenability to structuring a commercial framework and business model for PPP. The following is an illustrative list of areas suited for PPP.

1. Information Infrastructure Projects

Data centres

Communication backbone

E-Governance gateway

2. Government-to-Citizen Projects

Citizen Service portals

Integrated service centres

Departmental service centres

Networks of kiosks, like CSCs

3. Government-to-Business Projects

E-procurement

G2B portals

4. Government-to-Government Projects

Online data-capturing and central consolidation (e.g. treasury computerization and networking)

Challenges of the PPP Model

Public-Private Partnership projects also pose several challenges which need to be understood and addressed carefully. There is often a lack of congruence in the objectives of the two partners – government and the private sector. The success of PPP depends on the degree to which the public and private sector partners align their efforts in achieving these objectives. Clarity on objectives has to be achieved by both the parties at the outset.

Also, the organizational cultures in the private and public sector differ widely. This may result in conflicting situations since e-Governance involves substantial process reform needing interaction between the partner company and the government agency or agencies in charge of the ‘domain’. It is necessary to create an appropriate coordination and review mechanism that develops mutual trust and confidence. Also, the agreements defining the mutual role and responsibilities should be precisely drafted, following a transparent process of selection of the private partner.

Public-Private Partnerships (PPP) – Recent Developments

Public-Private Partnership in India – As of November 2020, around 1100 PPP projects were launched in the country, representing a total of \$274,959,000,000 of committed investments

Health Sector – NITI (National Institution for Transforming India) Aayog has come out with Public-Private Partnership (PPP) Model to bring changes in the Health Sector. As per this PPP model developed by NITI (National Institution for Transforming India) Aayog, the gap in medical education will be addressed and the shortage of qualified doctors will be addressed. As per this model, existing or new private medical colleges will be linked with functional district hospitals.

Power Sector – Government of India is planning to launch the Atal Distribution Transformation Yojana (ADITYA) Scheme. As per this scheme, if states will involve private sectors to improve the efficiency of state distribution companies (discoms), then the Central Government will provide incentives to the States. Such a scheme did not exist earlier. If Indian needs to become a \$ 5 trillion economy then it requires a healthy power sector. The 3 important segments of the power sector are distribution, transmission and power generation. If progress needs to be done in desired pace and direction, then the distribution segment needs to be established as the strongest link hence the Central Government is focussing on increasing

efficiency of the Distribution segment through ADITYA Scheme. Most of the developed countries have privatised their power distribution segment. The Public-Private Partnership model in Delhi was introduced in 2002, has proven to be a success. Delhi Vidyut Board was privatised by selling its majority stake (51%).

Railways – Tejas Express is the 1st private train in India. Under the Public-Private Partnership (PPP) model, the services in the Tejas Express will be provided by private players. Services will include housekeeping, catering, ticketing, refunds, parcels. The Physical infrastructure for the Tejas Express will be Indian Railways. It includes coaches, locomotives, guards, loco pilots, guards.

Urban Housing – Through Public-Private Partnerships (PPP), Government-funded housing in cities or urban areas will be converted into Affordable Rental Housing Complexes (ARHC). This will be done so that migrants can avail housing at concessional rates in cities or urban areas.



CORPORATE SOCIAL RESPONSIBILITY

Corporate social responsibility (CSR) is a self-regulating business model that helps a company be socially accountable to itself, its stakeholders, and the public. By practicing corporate social responsibility, also called corporate citizenship, companies can be conscious of the kind of impact they are having on all aspects of society, including economic, social, and environmental.

- ❖ Corporate social responsibility is a business model by which companies make a concerted effort to operate in ways that enhance rather than degrade society and the environment.
- ❖ CSR helps both improve various aspects of society as well as promote a positive brand image of companies.
- ❖ Corporate responsibility programs are also a great way to raise morale in the workplace.

CSRs are often broken into four categories: environmental impacts, ethical responsibility, philanthropic endeavours, and financial responsibilities.

Environmental Responsibility

Environmental responsibility is the pillar of corporate social responsibility rooted in preserving Mother Nature. Through optimal operations and support of related causes, a company can ensure it leaves natural resources better than before its operations. Companies often pursue environmental stewardship through:

1. Reducing pollution, waste, natural resource consumption, and emissions through its manufacturing process.
2. Recycling goods and materials throughout its processes including promoting re-use practices with its customers.
3. Offsetting negative impacts by replenishing natural resources or supporting causes that can help neutralize the company's impact. For example, a manufacturer that deforests trees may commit to planting the same amount or more.
4. Distributing goods consciously by choosing methods that have the least impact on emissions and pollution.
5. Creating product lines that enhance these values. For example, a company that offers a gas lawnmower may design an electric lawnmower.

Ethical Responsibility

Ethical responsibility is the pillar of corporate social responsibility rooted in acting in a fair, ethical manner. Companies often set their own standards, though external forces or demands by clients may shape ethical goals. Instances of ethical responsibility include:

- ⊙ Fair treatment across all types of customers regardless of age, race, culture, or sexual orientation.
- ⊙ Positive treatment of all employees including favorable pay and benefits in excess of mandated minimums. This includes fair employment consideration for all individuals regardless of personal differences.
- ⊙ Expansion of vendor use to utilize different suppliers of different races, genders, Veteran statuses, or economic statuses.
- ⊙ Honest disclosure of operating concerns to investors in a timely and respectful manner. Though not always mandated, a company may choose to manage its relationship with external stakeholders beyond what is legally required.

Philanthropic Responsibility

Philanthropic responsibility is the pillar of corporate social responsibility that challenges how a company acts and how it contributes to society. In its simplest form, philanthropic responsibility refers to how a company spends its resources to make the world a better place. This includes:

- Whether a company donates profit to charities or causes it believes in.
- Whether a company only enters into transactions with suppliers or vendors that align with the company philanthropically.
- Whether a company supports employee philanthropic endeavors through time off or matching contributions.
- Whether a company sponsors fundraising events or has a presence in the community for related events.

Financial Responsibility

Financial responsibility is the pillar of corporate social responsibility that ties together the three areas above. A company make plans to be more environmentally, ethically, and

philanthropically focused; however, the company must back these plans through financial investments of programs, donations, or product research. This includes spending on:

1. Research and development for new products that encourage sustainability.
2. Recruiting different types of talent to ensure a diverse workforce.
3. Initiatives that train employees on DEI, social awareness, or environmental concerns.
4. Processes that might be more expensive but yield greater CSR results.
5. Ensuring transparent and timely financial reporting including external audits.

Benefits of Corporate Social Responsibility

As important as CSR is for the community, it is equally valuable for a company. CSR activities can help forge a stronger bond between employees and corporations, boost morale, and aid both employees and employers in feeling more connected to the world around them. Aside from the positive impacts to the planet, here are some additional reasons businesses pursue corporate social responsibility.

Brand Recognition

According to a study published in the *Journal of Consumer Psychology*, consumers are more likely to act favourably towards a company that has acted to benefit its customers as opposed to companies that have demonstrated an ability to delivery quality products. Customers are increasingly becoming more aware of the impacts companies can have on their community, and many now base purchasing decisions on the CSR aspect of a business. As a company engages more in CSR, they are more likely to receive favourable brand recognition.

Investor Relations

In a study by Boston Consulting Group, companies that are considered leaders in environmental, social, or governance matters had an 11% valuation premium over their competitors. For companies looking to get an edge and outperform the market, enacting CSR strategies tends to positively impact how investors feel about an organization and how they view the worth of the company.

Employee Engagement

In yet another study by professionals from Texas A&M, Temple, and the University of Minnesota, it would found that CSR-related values that align firms and employees serve as

non-financial job benefits that strengthen employee retention. Works are more likely to stick around a company that they believe in. This in turn reduces employee turnover, disgruntled workers, and the total cost of a new employee.

Risk mitigation

Consider adverse activities such as discrimination against employee groups, disregard for natural resources, or unethical use of company funds. This type of activity is more likely to lead to lawsuits, litigation, or legal proceeds where the company may be negatively impacted financially and be captured in headline news. By adhering to CSR practices, companies can mitigate risk by avoiding troubling situations and complying with favourable activities.

INCLUSIVE DEVELOPMENT

Etymologically, 'Inclusive Development' is a combination of two words, 'inclusive', and 'development'. Inclusive means a sense of belonging: feeling respected, valued for who you are; feeling a level of supportive energy and commitment from others so that you can do your best work. The process of inclusion engages each individual and makes people feel valued, which is essential for development.

Importance of Inclusive Development

We all aspire to live in a developed human society where human beings lead long and healthy lives, to be knowledgeable, to have access to resources for a decent standard of living, and to be able to participate in the life of the community. Development is possible only by mass participation, which can be possible through the process of inclusion. According to Amartya Sen, "Human development is about creating an environment in which people can develop their full potential and lead productive, creative lives in accord with their needs and interests. People are the real wealth of nations. Development is, thus, about expanding the choices people have to lead lives that they value. And, it is, thus, about much more than economic growth, which is only a means - if a very important one - of enlarging people's choices". On the other hand, the exclusion of individuals and groups can become a major threat to social cohesion and dangerously affect the humanity. Today, the world is witnessing severe ethnic problem, insurgencies, caste violence, social unrest, unemployment, poverty, malnutrition, etc., which severely affect the peaceful existence of human beings. These exclusions are not simple, but, a complex phenomenon.

There are multiple and varied sources of exclusion

- Structural/economic (iniquitous economic conditions, low wages, dual and segregated labour markets, etc.)
- Historical oppression (colonialism)
- Discrimination
- The absence of legal/political recognition
- Institutional/civic non-acceptance.

Now the major challenge is to create an inclusive society to provide the opportunity to all, to join in the path of development, in the current scenario, the disparities and exclusions are also alarming. During this phase of intense globalization, we are simultaneously witnessing growing dissent among various groups, castes, regions, as well as nations around the globe. Today, we live in a world of unprecedented opulence which is monopolized by a microscopic few. We also have a large section of people living in deprivation and without human dignity. This contradiction between opulence and deprivation is, perhaps, one of the important characteristics of today, and, the key development challenge is how to overcome this.

Since the last decade, there has been growing realization among development thinkers about the need for sustainable and long term development that includes equity for humanity. Hence, there is now greater emphasis on the wider perspective that include, not only the economic, but political, cultural, social, and psychological aspects of human beings. This development is in harmony with equity and social justice. Inclusive development, in this context, is a counter force to such undesirable and unequal development. Inclusive development promotes human wellbeing by imparting a sense of belonging and respect, and by building capability, enhancing choices, and freedom. It is based on the premises of equity. Thus, it is desirable for development of every society.

THE PROCESSES OF INCLUSION

The three distinct processes of inclusion are: (i) social inclusion, (ii) economic inclusion, and (iii) political inclusion. Let us discuss them one by one.

i) Social Inclusion

Social inclusion is an overarching framework for addressing various social policy issues, including income inequality, skill levels, education, health inequalities, housing affordability, and work-life balance. Social inclusion is now a part of the framework of laws of the European

Union, Asian, African and several countries in other parts of the world. The United Kingdom's National Action Plan on Social Inclusion states, "Poverty and social exclusion are complex and multidimensional problems. While household income clearly has an important impact on well-being, there are many other factors that help or hinder efforts to transform the lives of those suffering from poverty. Housing, health, education, and employment status may all have a role to play. And, people are influenced by what sort of neighbourhood they live in, and whether they feel safe from crime or anti-social behaviour." Social inclusion promotes more active participation of people living in communities. The Canadian Council on Social Development, drawing on the work of Arnartya Sen, sees an inclusive society as characterized by a widely shared social experience and active participation, by a broad equality of opportunities and life chances for individuals, and by the achievement of a basic level of wellbeing for all citizens. It is one of the most important aspects of inclusive development. The term, 'social', in social inclusion, has been adopted by governments as a moral, and indeed legal, imperative to foster development. Yet, it is one of the most complex notions, characterized by a lack of shared understanding about what it means to be socially included, and about the necessary conditions to achieve social inclusion. A key barrier to understanding arises from the fragmentation of policy in relation to different arenas of inclusion/exclusion. So, for example, Race/ethnicity, gender and disability are all addressed in different ways, by different government departments, with different solutions, and with varying degrees of ineffectiveness. Joined-up working has been a much-used cliché which has not been accompanied by connected thinking about the different groups who are at risk of exclusion.

ii) Economic Inclusion

There has recently been a rapid growth of international literature and research on the links between economic growth and social capability, and their impact on wellbeing. The relationship between a productive economy and a society that enjoys high levels of participation, connection and cohesion, and their combined impact on peoples' wellbeing is well appreciated by scholars in recent times. It is their view that an inclusive economy improves the wellbeing of people by directing policy to ensure that there are broad based opportunities to participate in society and the economy. India's 11th Five Year Plan emphasises inclusive growth.

iii) Political Inclusion

Inclusiveness in the political sphere is vital for social development. A democratic and participatory political organization empowers people to raise their voices against injustices and deprivation. Since independence, the Indian constitution guarantees the participation of all section in the political process. Indeed, two relatively new types of participatory practices (allowing an interaction between people and the government without the recourse to political parties) have been used particularly by urban middle classes: legal provisions that encourage the interpellation of the government by civil society organizations, or even by individuals, such as the Public Interest Litigation, and the Right to Information Act; and schemes aiming at promoting local participation through neighbourhood associations. The political inclusion has two main avenues of inclusion: quotas and caste base in political parties. Quotas were enshrined in the Constitution of independent India, making it a pioneer in policies of affirmative action, or 'compensatory discrimination'; in 1950, these quotas had two categories, the Scheduled Castes (SCs) and the Scheduled Tribes (STs); and three fields, public employment, institution. Of higher education, and political representation. Seats were reserved in Parliament and in State Assemblies in proportion to the demographic weight of SCs and STs, i.e., 15per cent and 7.5per cent, respectively. Over the years, quotas were extended to Other Backward Classes (OBCs), but only in the fields of public employment and higher education. Lately, electoral quotas – at the local level - have been introduced for a fourth category: women. The ambitious (but disparately implemented) decentralization policy passed in 1992 is an important element of these two dimensions of democratic renewal. On one hand, it provides for substantial quotas in local assemblies for women (33per cent), SCs, STs and, in some states, for OBCs (in proportion to the local demographic weight of each category), at all three levels of local self-Inclusive Development government: village, block, and district (or municipality in urban areas). On the other hand, it provides for the creation of Wards Committees where elected representatives and representatives of civil society can meet and jointly manage local affairs.

THE SUSTAINABLE DEVELOPMENT GOALS

The Sustainable Development Goals agenda was accepted by all members of the United Nations in 2012 at the Rio De Janeiro Council Meet with an aim to promote a healthy and developed future of the planet and its people. It was in 2015 when the Sustainable Development Goals were implemented after a successful fifteen-year plan of development called the Millennium Development Goals.

The Sustainable Development Goals are a set of seventeen pointer targets that all the countries which are members of the UN agreed to work upon for the better future of the country. It is an important topic for candidates preparing for the UPSC 2021 exam. The documentary screened at the Rio+20 conference – “Future We Want” presented the idea of a post-2015 development agenda. Sustainable Development Goals (SDGs) is an intergovernmental agreement formulated to act as post-2015 Development agenda, its predecessor being Millennium Development Goals.

It is a group of 17 goals with 169 targets and 304 indicators, as proposed by the United Nation General Assembly’s Open Working Group on Sustainable Development Goals to be achieved by 2030. Post negotiations, agenda titled “Transforming Our World: the 2030 agenda for Sustainable Development” was adopted at the United Nations Sustainable Development Summit. SDGs is the outcome of the Rio+20 conference (2012) held in Rio De Janerio and is a non-binding document.

The 17 goals under the Sustainable Development Goals are as mentioned below:

1. End poverty in all its forms everywhere
2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture
3. Ensure healthy lives and promote well being for all at all stages
4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
5. Achieve gender equality and empower all women and girls
6. Ensure availability and sustainable management of water and sanitation for all
7. Ensure access to affordable, reliable, sustainable and modern energy for all
8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
9. Built resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation
10. Reduce inequalities within and among countries
11. Make cities and human settlements inclusive, safe, resilient and sustainable
12. Ensure sustainable consumption and production pattern
13. Take urgent actions to combat climate change and its impact
14. Conserve and sustainably use the oceans, seas and marine resources

15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably managed forests, combat desertification and halt and reverse land degradation and halt biodiversity loss
16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
17. Strengthen the means of implementation and revitalise the global partnership for sustainable development

Sustainable Development Goals in India

- Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA) is being implemented to provide jobs to unskilled labourers and improve their living standards.
- National Food Security Act is being enforced to provide subsidized food grains.
- The government of India aims to make India open defecation free under its flagship programme Swachh Bharat Abhiyan.
- Renewable energy generation targets have been set at 175 GW by 2022 to exploit solar energy, wind energy and other such renewable sources of energy efficiency and reduce the dependence on fossil fuels. (Read about International Solar Alliance in the linked article.)
- Atal Mission for Rejuvenation and Urban Transformation (AMRUT) and Heritage City Development and Augmentation Yojana (HRIDAY) schemes have been launched for improving the infrastructure aspects.
- India has expressed its intent to combat climate change by ratifying the Paris Agreement.

Sustainable Development Goals Report 2020

On July 7, 2020, the Sustainable Development Goals Report 2020 was released. As per the report, the COVID-19 pandemic unleashed an unprecedented crisis which has led to further disruption to SDG progress. Given below are the key points based on the SDG report:

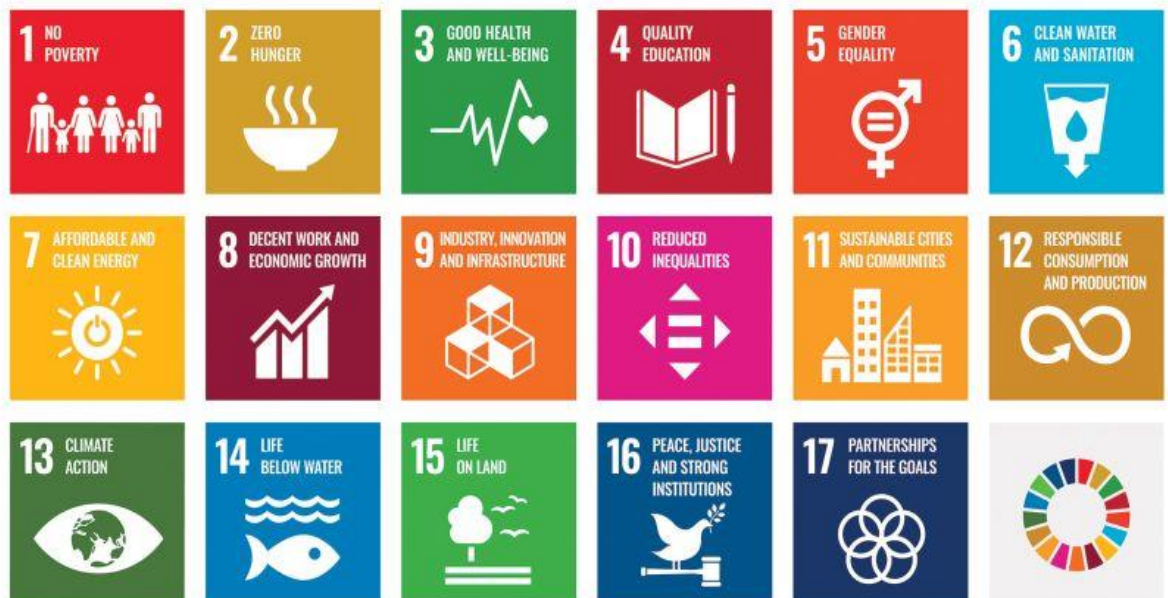
- Improvements have been noticed in areas such as improving maternal and child health, expanding access to electricity and increasing women's representation in government
- An estimated 71 million people are expected to be pushed back into extreme poverty in 2020, the first rise in global poverty since 1998. The main cause of this is said to be

loss of employment and people who were earlier secure also could find themselves at risk of poverty

- Approximately 1.6 million vulnerable workers across the world were either left unemployed or underemployed, with incomes estimated to have fallen by 60 per cent during the crisis
- Women and children, and people living in slums were the worst affected sections during the pandemic
- School closures have kept 90 per cent of students worldwide (1.57 billion) out of school and caused over 370 million children to miss out on school meals they depend on
- The cases of poverty, unemployment and risk of lives has increased the risk of child labour and trafficking

Apart from the above-mentioned points, the report suggests that climate change is still occurring much faster than anticipated. The year 2019 was the second warmest on record and the end of the warmest decade of 2010 to 2019.

SUSTAINABLE DEVELOPMENT GOALS



HUMAN DEVELOPMENT INDICATORS

Human Development Index Definition

The Human Development Index (HDI) is a single index measure that aims to record the three key dimensions of human development: access to knowledge, a decent standard of living, and long and healthy life. In other words, the Human Development Index is practiced to measure how development has improved human life.

Indicators of Human Development

Human development index rank

India has been on 130th rank in Human Development Index.

Life expectancy

It is the age by which a particular person belonging to a particular age is expected to live.

Life expectancy at birth in India: Males: 67.34 years, Females: 69.64 years

Infant mortality rate

It is the total number of infants dying below the age of 1 year out of 1000 babies.

Infant mortality rate in India is 40.5 infants.

Maternal mortality rate

It is the total number of dying mothers out of 1000 mothers while giving birth to babies.

According to the 2011–13 census, maternal mortality rate in India is 167 deaths.

Adult literacy ratio

It refers to the number of people of both the sexes, i.e., male and female aging more than 15 years having the ability to read and write.

Percentage of the population below poverty line

People below the poverty line are categorised according to calories consumed by each person per day, which is 2400 in rural areas and 2100 in urban areas. Any person consuming calories less than the minimum limit mentioned above is said to be below the poverty line.

SOCIAL AUDIT

Meaning of Social Audit

Social Audit is a process in which details of the resources, both financial and non-financial, is used by public agencies for development initiatives and is shared with the people often through public platforms. It includes in-depth scrutiny and analysis of the working of an entity in which the public is involved vis-à-vis its social relevance.

Origin of social audit in India:

- In India, the initiative of conducting social audits was taken by Tata Iron and Steel Company Limited (TISCO), Jamshedpur in the year 1979.
- Social audit serves as an instrument for the measurement of social accountability of an organization. It gained significance after the 73rd amendment of the constitution relating to Panchayat Raj institutions.
- The approach paper to the 9thFYP (2002-07) emphasised upon social audit for effective functioning of Panchayat Raj institutions (PRIs) and empowered gram sabhas to conduct SAs in addition to its other functions.
- National Rural Employment Guarantee Act, 2005 provides for regular “Social Audits” so as to ensure transparency and accountability in the scheme.

Principles of Social Audit:

Eight specific key principles have been identified from Social Auditing practices around the world:

1. Multi-Perspective/Polyvocal: Reflect the views of all the stakeholders.
2. Comprehensive: Report on all aspects of the organisation’s work and performance.
3. Participatory: Encourage participation of stakeholders and sharing of their values.
4. Multidirectional: Stakeholders share and give feedback on multiple aspects.
5. Regular: Produce social accounts on a regular basis so that the concept and the practice become embedded in the culture of the organisation covering all the activities.
6. Comparative: Provide a means whereby the organisation can compare its performance against benchmarks and other organisations’ performance.
7. Verified: Social accounts are audited by a suitably experienced person or agency with no vested interest in the organisation.

8. Disclosed: Audited accounts are disclosed to stakeholders and the wider community in the interests of accountability and transparency.

Significance of Social Audit:

The main reason for the push for social audit is the huge disconnect between what people want and what people get. As soon as social audit kicks in, it exercises its control over the policy developers and implementers in the following manner:

- Reduces corruption: SA uncovers irregularities and malpractices in the public sector and maintains oversight on government functioning, thus reducing leakages and corruption.
- Monitoring and feedback: It monitors social and ethical impact of an organisation's performance and provides feedback on the work.
- Accountability and transparency: SA ensures accountability and transparency in working of local government bodies and reduces trust gap between people and local governments.
- Participative and democratic: SA promotes participation of people in implementation of programmes and makes people more forthcoming for social development activities.
- Strengthens the Gram Sabha: SA gives voice and influencing power to the Gram Sabha, the lynchpin of rural governance structure.
- Generates demand: Serves as the basis for framing the management's policies by raising demands in a socially responsible and accountable manner by highlighting the real problems.
- Improves professionalism: SA boosts professionalism in public bodies by forcing Panchayats to keep proper records and accounts of the spending made against the grants received from the government and other sources.
- Collective platform: SA provides a collective platform such as a social audit Gram Sabha, for people to express their common needs, resulting into social cohesion.

**FOURTH SEMESTER (CBCSS—UG) DEGREE EXAMINATION
APRIL 2023**

Public Administration

PUB 3 (4) C02—DEVELOPMENT ADMINISTRATION

(2020 Admission onwards)

Maximum : 80 Marks

Time : Two Hours and a Half

Section A

Students can answer all the questions in Sections A.

Each question carries 2 marks, maximum marks from the Section A is 25.

90

- 1/ Administrative Development.
- 2/ Liberalisation.
- 3/ Kudumbasree.
4. Decentralised Planning.
- 5/ Inclusive Development.
- 6/ Sustainable development.
- 7/ Non-state Actors.
- 8/ Social Audit.
- 9/ Rural Development.
- 10/ Self-help groups.
- 11/ Human Development Indicators.
- 12/ National Rural Employment Guarantee Programme.
13. Corporate Social Responsibility.
14. Public-Private Partnership.
- 15/ People's Planning.

(Ceiling : 25 Marks)

Turn over

373260

373260

C 41374

2

Section B

Students can answer **all** the questions in Sections B.

Each question carries 5 marks, maximum marks from the Section B is 35.

- 16/ Differentiate Traditional Administration and Development Administration
- 17/ Discuss the role of non-state actors in Development Administration.
- 18/ Explain the role of District Collector with special reference to Development Administration.
19. Analyse the impact of Liberalization on Development Administration in India.
20. Analyse the progress made by India in the Implementation of Sustainable development goals.
21. Discuss role of people's participation in development ? Highlight the merits of participatory development.
22. Examine the role of Kudumbashree in Women Empowerment and Grass root development.
- 23/ Briefly explain the Anti- Development factors in India.

(Ceiling : 35 Marks)

Section C (Essay Type Questions)

Answer any two of the following.

Each question carries 10 marks.

24. Discuss the Nature and Scope and significance of development administration.
25. What is Development planning ? Explain the Process of Development Planning ?
26. Explain the issues and challenges of Rural Development in India.
27. Explain the role of Bureaucracy in Development Administration.

(2 × 10 = 20 marks)

373260