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## UNIT 25 DEVELOPMENT PLANNING AND ADMINISTRATION: THE ROAD AHEAD

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### 25.0 OBJECTIVES

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After reading this unit, you should be able to:

- Recapitulate the major thrust areas of the course highlighted in the earlier 24 units;
- Understand the goals and targets to be achieved through development planning and administration; and
- Take stock of the possible strategies for effective development planning and result oriented administration.

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### 25.1 INTRODUCTION

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Starting from a positive note, one finds that there has been development in different sectors in various countries of South Asia since their independence. For example, comparing with the status of poverty, infrastructure, education, health, agriculture, industries, environment, and so on at the time of independence, Bangladesh, India, Pakistan, and Sri Lanka, have made progress. Of course, looking at these indicators status with the other nations of the world, these countries still have to go a long way. The ranking of Sri Lanka, India, Pakistan and Bangladesh is 88, 124 138 and 145 out of 173 countries data analysed in the latest Human Development Report, 2002, of UNDP.

Through different Units of the course having been read by you, it must have been clear by now that the South Asian countries have put in various measures to achieve development, the quality and quantity of which is certainly not as per required standards and expectations. It could be due to many reasons but along with it goes the fact that in the given circumstances, attempts have been made, though not with all required potency, zeal and enthusiasm. We have also gone through the efforts made by these countries through attention on development planning and administration. Different techniques and tools are being used by these countries to be on the path of development, which per se, is a mesmerising concept, all desiring to have it, many chasing it and a few achieving the same. Primarily, a student of Public Administration could unequivocally draw that inference that the governmental systems in South Asian countries are faced with a dilemma, which is that these countries have, by and large, traditional administrative structures assigned with the tasks of development. Status quo maintenance, centralisation, rigidity of rules and regulation, heterogeneity, overlapping, formalism, etc., are the existing characteristics of these systems, which are moving towards achieving development, the structures for which need

innovations, flexibility, team spirit, long-term policy initiatives, etc. Besides, freedom of press, functioning of NGOs, community based organisations, etc., are much needed to be on developmental path. This has not been in the functional framework of these nations. The path ahead is much challenging and the developing nations, of course, with no exception to the South Asia as a whole, have to be in line with the operational dynamics in existence globe over.

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## 25.2 GOALS AND TARGETS AHEAD

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It was in the year 2000, when the United Nations General Assembly noted with concern abundant inequalities in human development worldwide and recognised “their collective responsibility to uphold the principle of human dignity, equality and equity at the global level” (UN 2001c, paragraph 2). The General Assembly of the UN has set eight goals for achieving development and poverty eradication by the year 2015 (UN 200b). These are popularly called the Millennium Development Goals, which include:

- i) Eradicate external poverty and hunger;
- ii) Achieve universal primary education;
- iii) Promote gender equality and empower women;
- iv) Reduce child mortality;
- v) Improve maternal health;
- vi) Combat HIV/AIDS, malaria and other diseases;
- vii) Ensure environmental sustainability; and
- viii) Develop a global partnership for development.

In the light of the above said eight goals, UNDP has come out with the following targets:

- i a) Halve the proportion of people living on less than \$ 1 a day;
- i b) Halve the proportion of people suffering from hunger;
- ii a) Ensure that children everywhere – boys and girls alike – complete a full course of primary education;
- iii a) Eliminate gender disparities in primary and secondary education, preferably by 2005, and in all levels by 2015;
- iv a) Reduce infant and under-five mortality rates by two-thirds;
- v a) Reduce maternal mortality rates by three quarters;
- vi a) Halt and begin to reverse the spread of HIV/AIDS;
- vi b) Halt and begin to reverse the incidence of malaria and other major diseases;
- vii a) Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental sources;
- vii b) Halve the proportion of people without sustainable safe drinking water;
- vii c) Achieve, by 2020, a significant improvement in the lives of at least 100 million slum dwellers; and
- viii) Developing a global partnership for development.

To be on rails for achieving the Millennium Development Goals, the South Asian nations besides stressing upon decentralisation, empowerment, participation, and so on, has to draw attention to a number of governance indicators, like polity score, civil liberties, political rights, press freedom, voice and accountability, political stability and lack of violence, law and order, rule of law, government effectiveness, corruption free governance, etc.

The situations, as in existence at present, on various accounts in Bangladesh, India, Pakistan and Sri Lanka, have been referred to in various units of this Course. In keeping with the present scenario and the march towards achieving holistic development so as to meet the Millennium Development Goals, the tasks at hand are not very easy, though not non-achievable. With concerted efforts of all concerned stakeholders, which include governmental as well as non-governmental agencies and actors, these nations could move for a better future for inhabitants' longevity, qualitative knowledge, decent standard of living, etc., leading to self-sufficiency, in a number of areas. Of course, in accordance with the VIII<sup>th</sup> Millennium Development Goal, that is, developing a global partnership for development, the international agencies are there to provide help, guidance and assistance. For example, the World Bank has helped in initiating the following projects in these countries in South Asia:

- i) **Bangladesh:** Social Investment Programme Project; Rural Electrification and Renewable Energy Development Project; Financial Services for the Poorest Project; Public Procurement Reform Project; Female Secondary School Assistance Project; Legal and Judicial Capacity Building Project; Post-Literacy and Continuing Education for Human Development Project; and Poverty Alleviation and Micro-finance Project.
- ii) **India:** Andhra Pradesh Rural Poverty Reduction Project; Uttar Pradesh State Roads Projects; Technical/Engineering Education Quality Improvement Programme Project; Andhra Pradesh Community Forest Management Project; Mumbai Urban Transport Project; Gujarat Emergency Earthquake Reconstruction Programme Project; Banking Sector Restructuring and Privatisation Project; National Leprosy Elimination Project; etc.
- iii) **Pakistan:** Community Infrastructure and Services Project; Banking Sector Technical Assistance Project; NWFP On-Farm Water Management Project; Bio-diversity Conservation Project; Trade and Transportation Facilitation Project; etc.
- iv) **Sri Lanka:** Economic Reform Technical Assistance Project; National AIDS Prevention Project; Renewable Energy for Rural Economic Development Project; Central Bank Strengthening Project; Land Tilting and Related Services Project; Distance Learning Project; etc.

Like the World Bank, there are other agencies that have offered their help to the developing countries. Notably, these are UNDP, WHO, UNICEF, UNESCO, CIDA, AUS-AID, JAICA, ADB, etc. The help provided by the various international agencies is to be seen only as facilitative and not for being on the scene for all times to come. Ultimately, it is the nations' own policies, programmes and projects, which could make the countries having an appreciable position on the global map. Thus, the focus of development planning is required to ensure development in education, agriculture, industries, health, infrastructure and so on. It is through the holistic development strategy only that adult literacy rate gets increased; maximum number of people use improved water sources; number of under weight children under five years age is reduced; population below poverty line is decreased; better health services are provided to the people;

diseases like HIV/AIDS get controlled; infant and under-five mortality rate gets lowered down; qualitative and quantitative agricultural and industrial production is ensured to increase GDP; public spending gets priorities as per ground-based needs and requirements; etc.

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### 25.3 TOWARDS ACHIEVING DESIRED END

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As per the World Development Report 2002, “Building Institutions for Markets”, “weak institutions – tangled laws, corrupt courts, deeply biased credit systems and elaborate business registration requirements – hurt poor people and hinder development”. It has been observed that such countries, which deal with problems faced in a serious manner by way of creating relevant institutions suited to micro needs can increase income and reduce poverty. “All market-supporting institutions perform one or more of three functions: they ease or restrict the flow of information; define and enforce property rights and contracts; and increase or decrease competition” (World Development Report, 2002). Reforms are more successful when they meet the local needs and requirements and increase the accessibility of the poor. Development planning could be improved and its efficacy enhanced by building more effective institutions. The four major principles recommended by the World Development Report 2002, to this effect are:

- 1) **Complement what exists:** The design of any single institution should take into account the nature of the supporting institutions, skills, technology and corruption. Costs of building and maintaining the institutions must be commensurate with per capita income levels to ensure access and use;
- 2) **Innovate:** Institutions are not immutable. Be prepared to experiment with new institutional arrangements and to modify or abandon those that fail;
- 3) **Connect:** Connect communities through open information flows and open trade. In particular, the exchange of information through open debate creates demand for institutional change; and
- 4) **Promote Competition:** Foster competition between jurisdiction, firms and individuals. Competition creates demand for new institutions, changes behaviour, brings flexibility in markets and leads to new solutions (World Development Report, 2002).

Planning is possible to be effective, if there are proper and reliable data available. Therefore, the foremost duty of the planners is to ensure collection of right type of data at appropriate time so that the same could be analysed for further programme of action. Lack of reliable data seriously constrains the formulation as well as review of the implementation of developmental plans. The problems of collection of reliable and consistent time series data could be solved, to an extent, by following the two-step approach. Firstly, all published and unpublished sources, particularly at the national level, should be explored to check the availability of the required data. Secondly, technical assistance needs to be provided to the micro-levels for capacity building of their statistical units to collect and analyse data.

To achieve the Millennium Development Goals and other targets for development in the areas of industry, agriculture, infrastructure, etc. the South Asian countries have to intensify efforts to achieve success along with sustaining the progress made in certain areas. For example, “a number of policy initiatives can help in achieving the target of poverty reduction. These include pursuing economic growth and limiting income inequality to maximise the benefits of

growth for the poor. Broad-based growth can be achieved through human resources development by providing social services, particularly education and health. Since most of the poor live in rural areas, the uplift of rural areas through the development of agriculture in particular is important. Promotion of small and medium-size enterprises can generate much needed employment opportunities for the poor. Countries suffering from high population pressure need comprehensive population policies. Target-oriented programmes are needed for the hard-core poor unable to benefit from growth. Tackling widespread corruption can free enormous resources for the benefit of the poor” (Economic and Social Survey of Asia and Pacific, 2002).

The United Nations Environment Programme (UNEP) has referred to certain rules and focus for intermixes of technology, industry, economics in Asia and the Pacific. As per UNEP, the planners, business houses and industrial organisations need to be encouraged to formulate policies, programmes, strategies, and projects that are cleaner and safer. Natural resources need to be more efficiently managed along with reduction in the quantum of pollution. The planners and administrators understanding and knowledge of environmental issues related to industrial and urban development need to be enhanced (UNEP, Technology, Industry and Economics).

The development planners and administrators need to work more for gender empowerment. They could get a better deal regarding this through the “Framework for Action in the South Asia Region” of the United Nations Development Fund for Women. The UNDAF Programme refers to:

- i) **Engendering Governance** – it includes: strengthening accountability by engendering institutions, systems and processes of governance, which include engendering of development planning processes as also systems of economic governance through engendered fiscal system; engendering the leadership of women in politics to play a transformatory role in policy and development planning in South Asia; enabling gender responsiveness in the bureaucracy; strengthening the intellectual and conceptual understanding of South Asia networks of organisations and individuals committed to gender-just and sustainable development;
- ii) **Promoting Human Rights** – it includes: facilitating the implementation of human rights instruments and bring laws into conformity with human rights standards; strengthening institutional mechanisms for gender justice; addressing different forms of violence against women and girls in home and the community and socio-cultural practices and socialisation processes that perpetuate; developing actions to address women’s human rights in the context of conflict and post-conflict; projecting the gender dimension of HIV/AIDS into the public discourse in HIV/AIDS, including Government, NGOs, bilateral and UN agencies; and
- iii) **Economic Security and Rights** – it stresses upon: highlighting women’s work and their economic contributions by engendering census exercises in India, Nepal and Pakistan; building women’s capacities and improving their access to larger markets and financial products and services; improving living and working conditions for migrant women workers in Sri Lanka and Nepal. (Framework for Action in South Asia Region, UNDAF).

Development is not only to be made but also to be sustained. Held Central to sustainability is education. Education for Sustainable Development (ESD) carries with it the inherent idea of implementing programmes that are locally relevant

and culturally appropriate. All sustainable development programmes take into consideration the local environmental, social, and economic condition. The priority areas of the ESD start with improving basic education. Both the boys and the girls are to be imparted education to learn how their governments function and about the world beyond their community. It is felt that merely by increasing basic literacy will not advance sustainable societies. To do so, there is need to reorient the basic education to address sustainability and expand to include critical thinking skills, skills to organise and interpret data and information, skills to formulate questions; and the ability to analyse issues confronting communities. Furthermore, the education at the University level also needs to be reoriented as society's future leaders and decision-makers are educated there. Public understanding and awareness also falls in the framework of education for sustainable development. Sustainability requires a population that is aware of the goals of sustainable society and has the knowledge and skills to contribute to those goals. It has been observed that the public, which is aware of and informed about the decisions, programmes, policies, can help achieve the goals in a better manner. There are a lot many actors and agencies involved in developmental exercises. Newer technologies are put to use with the passage of time. This all calls for concerted efforts towards sharpening the old skills of the personnel and inculcating new skills among them for effective and efficient performance. Training has to be seen and felt by all concerned as a lifelong exercise. Depending upon the need and availability of the resources, the training programmes could be conducted. More and more resource persons need to be developed for continuing this ongoing process at the micro-level (ESD Tool Kit).

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## **25.4 ACTIVITY**

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1. Mention the position of your country towards achieving the Millennium Development Goals.
2. Discuss the strategies you would like to adopt for achieving the desired end.

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## **25.5 CONCLUSION**

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Development planning comprises development of planning and planning for development. The development of planning is whereby the planning levels, mechanisms, operations, and planners are developed, may be through education (formal or non-formal), training, orientation, reorientation, policy instrumentalities, etc. A developed planning institution and personnel can play a more substantive role in planning for development to achieve goals and targets in holistic as well as temporal dimensions. For better understanding, we could take the total system being sub-divided into four sub-systems as social system, political system, economic system, and administrative system. A political system is a set of interactions abstracted from the totality of social system. An economic system is as per the ideology of the political masters and an administrative system functions in its ecology. It affects and gets affected by the other three systems, that is, social, political and economic. There is, thus, a constant interaction between these sub-systems in the similar manner in which the micro-intermediate-macro interaction takes place. Thus, to be effective, the development planning at micro-level has to meet the local needs, requirements, aspirations and priorities on one hand and to be in consonance with the national/regional needs, requirements, and policies on the other hand. The exercise of development planning is not static but dynamic as well as never-ending. In order to reap its benefits, all are to contribute towards its efficacy and success.

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## 25.6 REFERENCES AND FURTHER READINGS

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