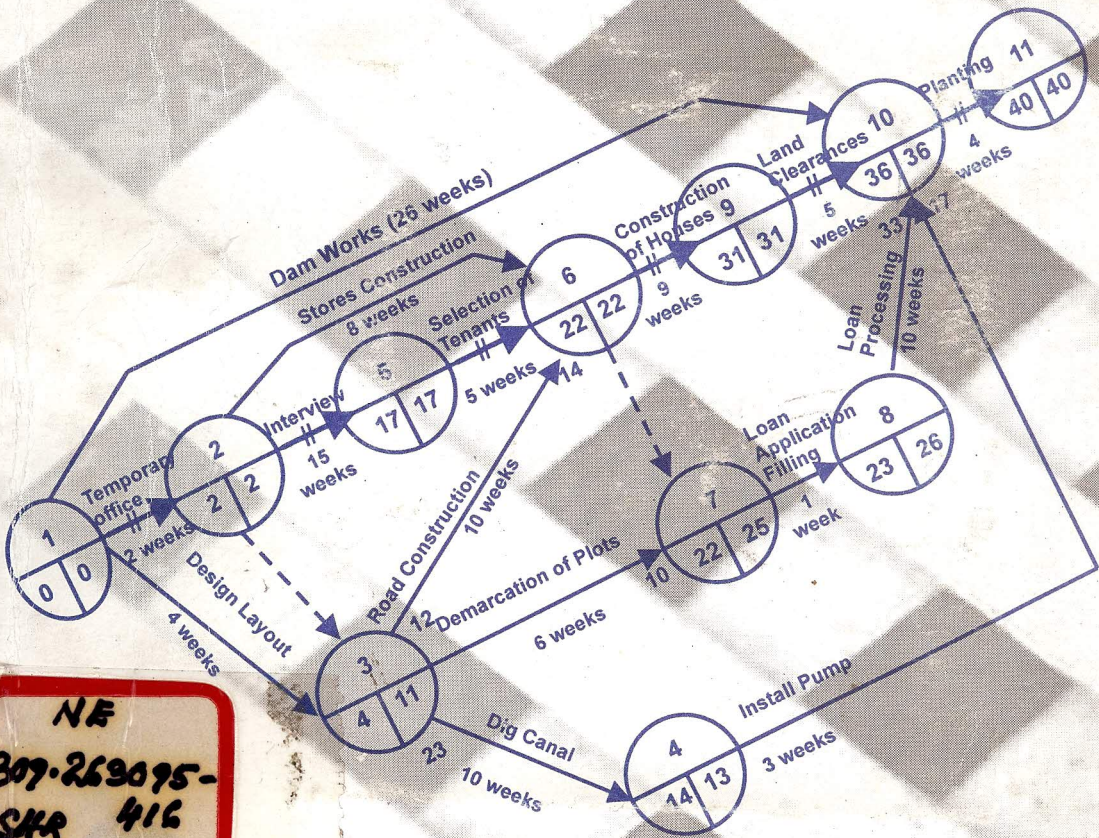


Dimensions In Development

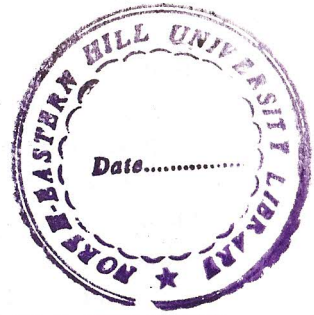
Topical Discussions

Shreeranjana



NE
307-269095-
SKR 416

F234
495



DIMENSIONS IN DEVELOPMENT

TOPICAL DISCUSSIONS

Shreeranjana

NORTH-EAST INDIA COUNCIL
FOR
SOCIAL SCIENCES RESEARCH,
SHILLONG, MEGHALAYA.

Gen

Copyright :

© Dr Shreerajan, I.A.S.,
Commissioner & Secretary,
Government of Meghalaya, Shillong
Meghalaya, India.
Address : Circuit House Compound
Kench's Trace, Laban,
Shillong - 793 004, (Meghalaya)

NE

309.263095416

SHR

*A Publication of Northeast India Council
For Social Science Research (NEICSSR),
Shillong Meghalaya, India*

Printed by : Singhania Offset Press, Meghalaya

First Edition : December 2005.

Contribution : (IND) Rs: 190.00

NEHU LIBRARY

Acc 214640 ✓

Acc

Date 26/12/07

Class

Sub.F

Enter

COMPUTERISED

HH 21/4/07

The author, Dr. Shresthanjan, is a member of the Assam - Meghalaya cadre of the Indian Administrative Service (IAS). Before joining the administrative service, the author was a lecturer in Ranchi University (now in Jharkhand). The author has also been awarded the degree of doctor of philosophy (Ph.D.) from Department of Biotechnology, Gauhati University, Gauhati, Assam, India, in 2004.

Dedicated to the calls and cause of development

Praise be to THE ALMIGHTY

North East India Council for Social Sciences Research (N.E.I.C.S.S.R.) is a highly scholastic body devoted to the cause of development studies of Northeastern India and has organised various conferences, seminars, workshops on contemporary and relevant topics. NEICSSR has continuously been publishing a journal since 1974. It has also published more than 60 (sixty) books. Prof. B. Datta Ray is the founder Secretary of this organisation.

The author, Dr. Shreeranjana, is a member of the Assam - Meghalaya cadre of the Indian Administrative Service (IAS). Before joining the administrative service, the author was a lecturer in Ranchi University (now in Jharkhand). The author has also been awarded the degree of doctor of philosophy (Ph.D) from Department of Biotechnology, Gauhati University, Guwahati, Assam, India, in 2004. The author has served the cadre in the state of Meghalaya with distinction and dedication for more than eighteen years.

North East India Council for Social Sciences Research (N.E.I.C.S.S.R.) is a highly scholastic body devoted to the cause of development studies of Northeastern India and has organised various conferences, seminars, workshops on contemporary and relevant topics. NEICSSR has continuously been publishing a journal since 1974. It has also published more than 60 (sixty) books. Prof. B. Datta Ray is the Founder Secretary of this organisation.

Contents

	Page(s)
<i>Preface</i>	<i>i</i>
<i>Introduction : In Pursuit of Development Studies</i>	<i>iv</i>
<i>Acknowledgements</i>	<i>xi</i>

SECTION - I PROJECT APPROACHES, EVALUATION AND PROJECT PLANNING MATRIX

Topic- I Project Planning Cycle: Blueprint Vs. Process Approach.	2
Topic- II. Major Characteristics Of Good Practices in Evaluation System.	18
Topic- III. Project Planning Matrix (Logical Framework).	32

SECTION - II APPROPRIATE TECHNOLOGY :

LABOUR INTENSIVE METHODS IN CONSTRUCTION

Topic - V Appropriate Technology : Labour Intensive Methods in Construction.	42
---	----

SECTION - III ENVIRONMENTAL IMPACT ASSESSMENT

Topic-IV An Aspect of Lesotho Highlands Water Project Case Study.	57
---	----

SECTION - IV SOME ASPECTS OF WATER SUPPLY AND SANITATION

Topic- VI Some Aspects of Water Supply & Sanitation	88
Topic- VII Post- Mortem On The Water Decade	92
Topic- VIII Cost Estimation Case Study : Upgrading A Wastewater Treatment Plant.	105

SECTION - V MOTIVATION

Topic- IX Motivation Theories : The anatomy of a case study.	115
--	-----

PREFACE

There is a need to accelerate economic progress in North East India to make up for the lost time. Economic backwardness is the main reason for political instability and unrest in North East India. Troubles are entirely due to the neglect. The problem of economic backwardness is common to all the States of North East India. The piece-meal aids have not reached the grassroots. They go to the urban educated classes. There must be a comprehensive development plan for the entire region, particularly for the hills which are rural in character. The economic discontent can only be removed by genuine rural development.

Rural development in most of the developing region has remained as illusive agenda. The urban bias inherent in the process of liberalisation and globalisation demand state activism to counter the failures to the growth of rural economics.

Since 1950s India has evolved an elaborates institutional framework to shape the developmental needs of rural economics. But the institutional structures for rural development have undergone changes overtime, from the Community Development Block approach during 1950s and 1960s, to Panchayati Raj mechanism since 1990s. Not only there has been shifts in implementing institutional units, more more contents have been added to the programme. This book attempts to assess the skills and plans for handling the basic rural economic development issues, mechanism and planning process of rural economics be it of Meghalaya, Nagaland and distant Lesotho in Africa.

The materials presented in the book were prepared by Dr Shreeranjana in 1998-99 during his stay in the University of Manchester, Manchester, U.K. as a visiting scholar. Each of this chapter is self

contained and suggestive in nature in the preparation of rural plan project. It raises basic debate of top down or bottom up approach. Here lies the main philosophy of rural construction debate which is a continuous process.

Dr Shreeranjana clearly lays emphasis on issues for reducing inequality and restoring environmental health in development planning by resorting to the concept of Environmental Impact Assessment which should be a continuous process as a short term and long term tool. It includes the study of physical, ecological, socio-economic consultation and people-involvement in measuring environmental assessment.

There is an important study on water and sanitation which should form the basis of any rural construction scheme. It is an economic issue of sociological dimension for the hill states of North East India.

Dr. Shreeranjana has rightly pointed out that the hard facts, show that some 1.3 billion people still lack access to safe water and some 2.5 billion access to sanitation. The crisis is more exacerbated by growing water scarcity, already affecting 132 million people in 20 countries and pollution being a major cause of diarrhoea disease 1998). Providing a minimum standard of safe water and sanitation would mean 2 million fewer deaths from diarrhoea each year in children under 5 years, 200 million fewer episodes of diarrhoea illness and debilitations (World Development Report 1992). The Nature has potentiality to renew water resource through an interlinked chain of hydrological cycle can threaten the processes of life systems. Water resources are unevenly distributed, over the globe and this can be a possible cause for conflicts. Increasing wasteful abuse, contamination and pollution is making availability of good quality water an increasingly difficult costly and complex task. Water is needed for physiology, psychology, ecology, sustenance, survival and productivity. This touches all aspects of life including the socio-economic fabric of life.

Of all lending by World Bank during the Decade, 1980-1990, water projects consumed 20% of all lending-amounting \$35 billion of which \$21 billion was allocated to irrigation and hydropower. Rural water supply projects received only 5% (\$1 billion) whereas for urban areas \$5 billion was lent. Less than 4% of water lending during the decade went towards 'alternatives', 0.4% for small scale irrigation, 0.6% for watershed development and 2.7% for water conservation and efficiency, 76% went for new infrastructure, 11% for maintenance and up-gradation and 9% for Institutional development and technical assistance. (World Bank, 1994). These clearly indicated deviation from the goal.

Development planning and implementation involve human involvement at every stage of preparation and application. There must be a clear understanding of human mind and group behaviour. We must understand human motivation to know what makes the people move to do something good for the community. Dr. Shreerajan gives an instance from his experience from the tribal community in West Garo Hills in the matter of District Blindness Control Programme. There is a need to understand social action promotion programme in welfare society. The planner and the people concerned must have a clear vision of social and economic philosophy and content of the programme for equitable development of the community in rural North East India to avoid the widening rich and poor disparity. This book is an important contribution to the study of rural development mechanism programme for economically backward groups anywhere. It is innovative in its approach.

Let this small effort sub-serve that quest for a better understanding of Development Dimensions and help the cause of development studies.

B. Dutta Ray

INTRODUCTION :

IN PURSUIT OF DEVELOPMENT STUDIES

Development is actualisation of human capabilities and potential in the given context. Man, a rational animal, attempts to be part of this development process in order to attain such actualisation through endeavours in related fields of knowledge, experiences and logic. Understanding the contours of such knowledge, experiences and logic in development study therefore assumes the significance. Given the interrelationships, which exist in the development process, this pursuit is often conceptualised and consolidated in the form of projects. In planning the developmental goal, a project becomes a means for bringing about supplemental and incremental change in human well being and consequently in economy and in society. This in turn predicates an in-depth understanding of set of factors and production relations that act as a barrier to the productive forces. Developmental interventions therefore need to take into account these stimuli in the operating environment. Thus, major efforts in planning the developmental goal must relate to the understanding of the complexity of planned development and their inherent unpredictability.

I. The sheer challenge posed by the task of catalysing development incorporating social relationships has led to the debate of top down or bottom-up approach. Since the 1980s, planned development has witnessed shifts in project related concerns. The shifting sands of development paradigms have seen a participative and lively discussion. In recent years, such shifts are becoming more perceptible in respect of :

- i) Project centred concerns to organisation centred and systemic concerns,

- ii) Technology led to sectoral and cross-sectoral issues,
- iii) Externally planned, technically and managerially prescriptive (blueprint approach) to more flexible, iterative process approach in which neither means nor ends can be fully anticipated in advance,
- iv) Compartmentalised and unorganised efforts to proactive participation of multiple stakeholders in various developmental sectors leading to building up institutions, networking, and capacities,
- v) Government/ State funding to opening up of stakes for public-private participation often across boundaries and multi-ownership module, and
- vi) Power and decision making shifts from Government to Market to Civil Society in redefining roles in a continued search of an acceptable equilibrium in the transformation process.

Despite such a shift taking greater strides in many places, the mechanistic approach of formulating and implementing plan closer home sub serve the wish-list orientation towards power play than the rigour and meticulousness required for sustainable development culture.

A project is an investment of resources (both human and capital) for bringing desired change (objective). In order to seek 'value for money' invested; the investor/ stakeholders would like it to be measurable. A few of the questions are how much, why, what for, for whom, to what avail, how much returns etc, often Impinging upon the core concept of 'value' itself. It is no longer about money but about livelihoods, environment, ethnicity, identity and even existence. The rigour of drills in formulation, consultation, implementation, review and learning from experiences in the given range of socio-economic context is sought to be arranged objectively and expressed in the phases and evolution of project cycle, with the benefit of hindsight becoming available in the end-phase

of a project namely during Evaluation. This in truth can be made to be seen as 'a continuous learning process' reflected in development thought and actions.

For ease of understanding, this learning must be segmented. Three topical essays in Section I attempt to examine the pros and cons of approaches in Project Cycle and enlist good practices in evaluation in a thematic perspective. An example of a Project Planning Matrix (log-frame) with a project advisory note to encapsulate some contextual aspects in developmental pursuit relevant to the state of Meghalaya has also been provided.

II. Acknowledging concerns and enlightened philosophy of development are prescribed as ways of avoiding the pitfalls of misdirected development. Such prescriptions emphasise focus on the integrated development of the rural areas stressing on self-reliance at all levels of society. They also emphasise gradual evolution taking the needs and capacities of people, rather than production of goods as its departure point. Other factors such as technology play an equally important role. World Employment Programme of ILO in 1992 grouped 10 (ten) major related themes in respect of technology such as institutional factors, sectoral technology choice, the impact on employment, innovations and labour intensive technical change, infrastructure and employment generation, strengthening endogenous (technological) capacity etc. Choice of technology and its appropriateness in any development project is an important component. This is more relevant in developing countries where unemployment and livelihoods needs continued policy and actionable attention of Governments. Labour intensive methods or machine led or other models of a suitable mix becomes an important aspect in project formulation and implementation. The topic in the Section

II attempts to encapsulate, in a limited manner, the promotion of the use of Intermediate Technology and Labour intensive methods in the construction and construction related industry and to discuss what may be in the best long-term interest of poor developing countries.

III. Current concerns in sustainable development include reducing inequality and restoring environmental health for human survival. Project formulation and implementation must therefore grapple with its impact on environment, aspects of environmental sustainability and its assessment of real cost and benefits. Environmental Impact Assessment (EIA) is increasingly being adopted for this purpose. EIA facilitates weighing the pros and cons from amongst various alternatives in decision-making process towards implementation or otherwise of a project. Implementation of certain development projects, for instance Water Resources Projects/ hydroelectric projects/ large projects cause beneficial as well as adverse impacts during both the construction and operational phases. For example during the 'Construction Phase' beneficial impacts are employment, infrastructure development, compensatory afforestation, green belt etc; and adverse impacts are displacement of people, submergence of forest area, effect on bio-diversity etc. An EIA exercise looks into various aspects including the Physical, Ecological, Socio-economic etc. Consultation and public participation is an integral aspect of environmental impact assessment. Almost all EIA systems and regimes provide for consultation and public participation during project formulation and either require or encourage consultation and participation even at early stages of the EIA process, for example during scoping. However, others do so after publication of the EIA report, prior to the decision on the project. Participation in the evaluation of proposals by offering advice, expressing opinions, providing insights of local knowledge, indicating alternatives and suggesting needs or changes

to modify a proposal in order to better protect the environment can be taken on board. Consultation brings benefits of increased transparency and commitment with improved quality of decision-making, reduction in costs and delays and avoidance of public controversy and confrontations. From the perspective of a decision maker, there may be different kind of stakeholders and accordingly EIA consultation may take different approaches. EIA, thus, is complex activity involving iterative processes. A case study, in Section III, illustrates some aspects of Environmental Impact Assessment of the Lesotho Highlands Water Project. Due to certain similarities of hill area, tribal traditional societies and implementation of a large hydroelectric and water resources dam projects, the case of Lesotho is considered relevant to Meghalaya.

IV. In a state like Meghalaya, where water is an abundant resource provided by Nature, its inadequacy or non-availability of access for developmental pursuits could be construed as a stark failure of both the government and the civil society. Absence of a holistic perspective on natural resources, water, sanitation and its attendant linkages with health, environment and well-being are issues that are more worrisome closer home. Access to adequate water supply and sanitation facilities are fundamental need and human right with profound health and economic gains implications. Lack of access to safe and adequate water and sanitation causes death and diseases, especially in children and reflects socioeconomic backwardness. Thus, improvement in access to water and sanitation means a crucial reduction of under-five mortality and morbidity, saving of time for women and children for fetching water, improvement in their economic productivity and supplementing poverty alleviation efforts.

WHO estimated that the economic gains per \$1 invested in water supply and sanitation range from \$5 to \$28 depending on the level of

services offered and the region. Some aspects of water and sanitation discussed in Section IV touch upon the socioeconomic dimensions of Water and sanitation and in passing briefly juxtapose the status in Meghalaya. The Post mortem of the International Water and Sanitation Decade (1980-90) presented in this chapter examines in a snapshot the achievements and failures of the decade and underpins the challenges that lie ahead. The discussion in the chapter also attempts to analyse on a broad canvass the global commitment of the water decade (1980-1990). Since 1990, concerns have been voiced and commitments reiterated. However, the situation has improved only marginally and that too in some of the countries. Decades pass by; it may reflect systemic failure or decay or may be seen as the 'perpetual struggle of mankind'. Another case study as a topic is a presentation of the facets in cost estimation of a water and sanitation project in hilly settings as an exercise so as to highlight the complexities that are required in developmental projects and efforts.

V. Development is meant to be for people and therefore have human involvement in all its aspects. Effective implementation involves participation and calls for understanding various aspects of human behaviour. One facet of this quest may be what enthuses, pumps-up, and energises man? The Topical essay narrating and dissecting the case in Section V attempts to understand a few strands of thoughts and theories in respect of motivation. A case of small action-group in the shape of District Blindness Control Society of West Garo Hills district in a remote tribal hilly state of Meghalaya in India is discussed from personal knowledge. Various theories have been interpreted with focus on the need theory in social action programmes in the case cited. The case brings out the process of synergy in collective action for growth and achievement of human and social potential. It also depicts that even within a bureaucratic set-up, the search for public service and social responsibility

can find expression in actions and innovations, which is accentuated with people's participation.

Each of the above aspect is complete in it-self as subjects of further serious studies and can form the basis for several books. The materials presented here were prepared as assignments in University of Manchester, UK, during 1998-99. Although they have remained buried for long, the topics kept knocking as mild reminders whenever some related aspects of developmental issues in policy domain, interactions, and public debates emerged. The work intends to aid understanding of certain steps, facets and processes in formulation and implementation of development projects. The materials have been sequenced to reflect a logical flow of thought. If this book can trigger some interest and thought in pursuit of development closer home, it would be most gratifying.

Development efforts call for a continued understanding of its various facets, meticulous and rigorous planning and implementation fuelled by commitment, powered, and refreshed by motivation to make society a place to allow expressions of full potentials. It also calls for a continued learning and corrective process. An intellectually alive, vibrant and vigilant society of which enlightened government machinery is a responsive part can be an effective check and balance to many developmental efforts where the rich and more powerful in society are not allowed to reallocate and usurp the natural resources in their favour and where modern technology does not become a tool to sub-serve the creation of disparity.

ACKNOWLEDGEMENTS

I am grateful to the North- East India Council for Social Science Research, Shillong, Meghalaya for agreeing to publish under its banner this collection of topical discussions. The present work is a collation of some of the assignments submitted to UMIST and IDPM, UNIVERSITY OF MANCHESTER, UK.

I am also thankful to the Government of India, Government of Meghalaya, DIFID and the British Council for support and facilitation for the above study.

The continued understanding and support shown towards my commitments and concerns by my beloved wife, son, daughter and my parents has been a source of great encouragement and strength to me.

Shri Raj Singh Dkhar and Shri Shubro Deb have been a good help, in particular for the cover design and the layout. I am also grateful to all those whose help has made the transformation of this book a reality.

December 2005. Shillong.

Shreeranjan

Dimensions in Development : Topical Discussions

It is a pursuit of Development Studies. The materials presented in the book were prepared by Dr Shreerajan in 1998-99 during his stay in the University of Manchester, Manchester, U.K. as a visiting scholar. Each chapter is self contained and suggestive in nature in the preparation of rural plan project. It raises basic debate of top down or bottom up approach. Here lies the main philosophy of rural construction which is a continuous process.

The planner and the people concerned must have a clear vision of social and economic philosophy and content of the programme for equitable development of the community in rural North East India to avoid the widening disparity between the rich and the poor. This book is an important contribution to the study of rural development mechanism programme for economically backward groups anywhere. It is innovative in its approach.

The author, Dr. Shreerajan, is a member of the Assam - Meghalaya cadre of the Indian Administrative Service (IAS). The author has served the cadre in the state of Meghalaya with distinction and dedication for more than eighteen years. Before joining the administrative service, the author was a lecturer in Ranchi University (now in Jharkhand). The author was also awarded the degree of doctor of philosophy (Ph.D) from the Department of Biotechnology, Gauhati University, Guwahati, Assam, India, in 2004.

North East India Council for Social Sciences Research (N.E.I.C.S.S.R.) is a highly scholastic body devoted to the cause of development studies of Northeastern India and has organised various conferences, seminars, workshops on contemporary and relevant topics. NEICSSR has continuously been publishing a journal since 1974. It has also published more than 60 (sixty) books. Prof. B. Datta Ray is the Founder Secretary of this organisation.