
BLOCK 6

EMERGING ISSUES

BLOCK 6 : EMERGING ISSUES

UNIT 12 Citizenship, Governance and
Administration

UNIT 13 Growing Role of Civil Society

UNIT 14 BRICS: Administrative Reforms in
Governance

UNIT 12 CITIZENSHIP, GOVERNANCE AND ADMINISTRATION*

Structure

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12.0 OBJECTIVES

After studying this Unit, you should be able to:

- Discuss the citizenship in BRICS countries; and
- Explain the Governance and Administration in Brazil, Russia, India, China and South Africa.

12.1 INTRODUCTION

A true citizen is a person who believes in the idea of her/his nation state, her/his affiliation with the country and her/his emotional and sentimental affiliation with the idea of nationalism and governance in the nation state. The person who believes in adherence to patriotism and fulfils his or her duties diligently also goes ahead to partake of certain rights as the issues of rights and duties are like two sides of the same coin. A citizen happens to be the smallest unit of the coterie of the nation state from where begins the story of national allegiance.

A citizen is, thus, granted certain rights in the idea of liberalism and social contract theory by proponents like Hobbes, Locke and Rousseau, in order to

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sustain the idea of the nation state. Thus, Citizenship involves the fundamental aspects of a thriving on a new democracy, which entails the idea of governance and administration of justice and good rule for the larger lot of the nation's people.

When it comes to rich and powerful and industrially advanced nations, then the citizens of other nations try and migrate to a nation, which can be the land of opportunity, growth and economic progress. Such a destination happens to be United States of America as an educational destination, tourist destination and a land with which do business and trade with. Thus, every nation makes certain set of nationality laws, which permit or debar some people from attaining the citizenship of certain nations. In view of the above, it is necessary to understand the citizenship, governance and administration of selected countries. In this unit, we will discuss the citizenship, governance and administration in BRICS countries. In this regard, focus of our discussions on citizenship will include the laws and provisions of citizenship followed in BRICS countries.

12.2 BRAZIL: CITIZENSHIP, GOVERNANCE AND ADMINISTRATION

If one chooses, one can begin with the nation state of Brazil as it is one of the most flamboyant and rapidly rising nation in South America and represents a non-conflictual history in International Relations.

It is the principle of *jus soli* and of *jus sanguinis* upon which the Brazilian nationality law is premised. Anyone who is naturally born in the nation State of Brazil automatically becomes a naturalised citizen of the nation State of Brazil.

i) *Citizenship in Brazil*

The law is governed by the Article 12 of the Constitution of Brazil, which directs the authorities to create the rules regarding the ascertaining of Brazilian citizenship. A person who is born in Brazil attains the citizenship of Brazil without any further condition or turn of further laws. But, there happens to be one exception, which says that children who are born in the territory of Brazil are the ones whose parents and siblings belonging to a different nationality can also apply for citizenship of the nation state of Brazil. This freeship especially applies for the children born to foreign Diplomats in Brazil.

This was about the people who are of foreign origin but what would happen to those children who are of a Brazilian dissent with one of the parents being a Brazilian. It can be surmised through two ways; one of them is that a child who is born to a Brazilian parent who is further registered with the Brazilian consulate automatically qualifies to become the citizen of the Brazilian nation State and the second condition is that such a person has to testify before the Brazilian Judge. Consular Registration is a convenient means to act as a precursor step to become the citizen of Brazil as an attractive growing and progressing Latin American giant.

People of foreign origin can also be granted citizenship in the nation state of Brazil once they fulfil the underwritten conditions. The applicant should be a permanent resident of the nation State of Brazil. The person should have stayed in Brazil in a continuous manner for a stretched out period of over fifteen years. The applicant should be well versed in the colonial language of Portuguese. Two other conditions apply, which say that the applicant should display efficiency of family and financial resources to stay as a citizen of the nation State of Brazil. And finally, the criminality of the citizen applicant should not be existent.

Those applicants who have stayed in Brazil and do not have a criminal indictment can also become the citizens of Brazil. Thus, such people can become naturalised denizens and also there is no pressure on these applicants to forgo the earlier citizenship status of theirs.

Normally, the Brazilian laws are not very strict and stringent as they do not make the new applicant to renounce their previous citizenship. In the year 2013, the Brazilian government ended and questioned the condition of a Brazilian citizen who was a natural citizen of the United States. It was the US Supreme Court, which gave the decision in order to repeal the citizenship of the person. Dual citizenship is a facet of the nationality law of Brazil, where in, the attainment of citizenship by birth and by the due process of law leading to naturalisation are both permitted by the Brazilian system of citizenship and immigration, which has become such a great matter of concern in the context of President Trump's decision to ban entrants from six countries of the larger international system.

ii) *Governance and Administration*

As far as the governance and administration in the nation state of Brazil is concerned, it features both the Urban and the localised instruments of Governance including the structure of Local Government. The Legal system of Brazil is based upon Roman codes and the nation has not accepted the jurisdiction of the International Court of Justice. The administrative divisions constitute twenty-six divisions along with one Federal district. Brazil has had a turbulent administrative and governing history where-in the nation witnessed a military coup in the year 1964, which continued as despotic military rule in the year 1985. Fernando Color De Mello, became the first elected President since a period of 26 years in the nation state of Brazil, thus, paving the way for a democratic ethos and system in the larger context of the nation state of Brazil. In the realm of economics, the nation state of Brazil has a facet of boom-and-bust cycles. Once immediately after the relinquishment of the military rule in the nation state of Brazil, the idea of democracy received an establishment and the menace of high inflation and heavy foreign debts faced by Brazil ended with the ushering in of economic reforms in the economics of the nation. India too as a comparison ended the license quota permit Raj in the early nineties, which had obstructed the growth and progress of the Indian Republic.

In accordance with Article 76 of the Federal Constitution of the nation state of Brazil, the entire administrative set up along with the Executive is run by the Brazilian President who is further assisted by the State Ministers. Presidential powers in the nation state of Brazil include the functioning of the Brazilian

President as the supreme commander of the Armed forces and one who can take penal action against deviations in behavior and action. He is in charge of presenting the Budget Bill and the presentation of the previous Budget bills to the legislative branch in the nation state of Brazil. One of the proactive Presidents Lula Da Silva went hammer and tongs against the menace of hunger, poverty and malnutrition in the country.

The structure of Local Government is also well developed in the nation state of Brazil, which is constituted by the Union, State, Cities and the localised governing bodies much akin to the larger municipal and standard structure in the larger international system. The nation is endowed with currently 26 states and one federal District. The Mayors, Secretaries, and community of verdurous constitute a significant part of the governing and administrative structure in the nation state of Brazil. There is a clearly defined body known as the Ombudsperson, which carries the fight of the people by registering complaints in the cases of maladministration and lacunae in the administrative set up of the nation state of Brazil. The third sector issue is also significantly placed in Brazil. The set consists of the political forums, media and academia, which serve as a sieve through which popular disgust and complaints can be heard, and can make an attempt to grow the system as the non-profit sector accounts for an important part and parcel of the Gross Domestic Product of the nation state of Brazil.

12.3 RUSSIA: CITIZENSHIP, GOVERNANCE AND ADMINISTRATION

Soviet Union was the earlier nomenclature of Russia as the new Russia emerged after the disintegration of Soviet Union. The Russian state was a communist and dictatorial format of Governance till the advent of changes, which were ushered in by Russian leaders such as Gorbachev, Yelstin and now Vladimir Putin. Russia in the 21st century is home to a nationalistic democracy where the footprints of Communism still remain but now it is the industry led and capitalist oriented pattern of growth and progression, which earmark the Citizenship and the Administrative set up in the nation state of Russia.

i) *Citizenship in Russia*

Russia also values the significance of its citizen's rights and their factors of convenience. There are a few conditions, which go hand in hand if someone wants to acquire the citizenship of Russia. The applicant must speak Russian language, and have a legal source of income and must be a genuine and loyal tax payer. The applicant needs to apply to cancel the condition of the previous citizenship, if there is any. The applicant has not been involved in any criminal activity and must have resided in Russia as a permanent resident in the nation state of Russia for at least a period of five years.

The question of citizenship in Russia has to be decided on the premise of the Russian Domestic Law along with the norms of the Russian Federation's Constitution promulgated in the year 1993. The citizens of Russia are named

as *Rossiyanе* in the Russian language and the ethnic Russians are referred to as *Ruskkie*. After the Russian Empire ended, the terminology which was utilised for the people and the citizens was that of, “Soviet People” since the advent of the Soviet Union after the demise and destruction of the Czarist Russia.

In accordance with the Compatriots Act of 1999, and Article 11 of the Act states and contends that all those previous citizens of Russia who had not taken up the citizenship of other nations can be considered for becoming the citizens of the nation state of Russia. The legal principle of Jus Sanguinis directs the norms of citizenship in the nation State of Russia. A Child can also be considered as a citizen of the nation state of Russia in the several other contexts. Whether the citizens and the parents might be Russian in origin or not, not so important a fact while the birth of the Child in the Russian territory ought to be the central condition of the grant of the citizenship. If the Child is found abandoned in Russian territory and the parents cannot be traced to the child for more than six months, then in such a scenario, too, the child remains as a citizen of the nation state of Russia.

ii) *Governance and Administration*

The administrative system in Russia is one of the oldest in the European and Western mould. The Russian system remains the most flawed system in the sense that it is part of the Demos of the World now but the footprints of autocracy still remain embedded in the Russian administrative set up with a great centralisation of power in the state capital of Moscow. The Constitution of Russia calls for strong powers for the national President. The Russian Presidency is so strong and powerful in its reach and influence that it is regarded as being similar to the Fourth Republic of France in the post-1954 era under the rule of Charles De Gaulle. Such is the legal framework, which determines the nature and extent of the powers of the Russian President in the contemporary context (<http://www.rogerdarlington.me.uk/Russianpoliticalsystem.html>). It is sometimes the idea that around 75,000 employees including the Provincial structure of Governance too are a part of the power and prerogative of the Russian President. Thus, one of the key powers of the Russian President is that of making important appointments in key positions in the Executive Branch of the Russian Government.

The President of the Russian state appoints the Prime Minister with the approval of Duma, which is the central legislature and a representative and nominated body. The Prime Minister is entitled to become the President in the case of the death or the demise of the Russian President. The Lower House is the State Duma and all the bills advanced by the Federation Council need to be passed by the Duma. The Duma is constituted by Deputies, which amount to 450 members. Most of the members of the State House Duma are elected by proportional representation with at least 7 per cent of the votes to arrive at a seat in the House or the Duma. In the present times, the Duma is elected on a single day for a term of five years.

Though the idea of the Russian democracy might be more of an effort at the level of an idea but still with leaders such as President Vladimir Putin ruling

the nation, Democracy has to take a lot of time to come to full fruition and development in the nation state of Russia. The Russian political outfit, which wields major powers is called as the Siloviki, which are part of the military and security grouping in the Russian tradition and are now led by President Vladimir Putin. The other political outfit happens to be that of, “Unified Russia”, which is led by Dmitry Medvedev.

The Russian Government is a semi-Presidential and federal nation. Under such a structure, the President holds the powers in the context of the State, while the Prime Minister holds the Government together in the context of administration in Russia. The entire executive in Russia runs under the directives of the Russian President. The significant function of the Executive branch is to administer laws as they are passed by the President and the State Duma. The central function of the other pillar of Governance happens to be that of Judiciary, which has the central objective of upholding the norms and the laws in the Russian land. The Russian courts oversee civil and criminal cases, while the arbitration Courts are involved with the issues in the property and the commercial disputes. Once again, the President recruits the judges and thus, the tilt in the administrative mechanism in Russia happens to be that which is quasi-Presidential in nature and function.

12.4 INDIA: CITIZENSHIP, GOVERNANCE AND ADMINISTRATION

Citizenship is considered sacred in the Indian nation state. A person who is born in India is considered a citizen of the land along with a person who can be naturalised to be a citizen of India. The Indian Union and the L M Singhvi Committee Reports also legalise the dual citizenship paradigm in the Indian nation state. India too has its distinct understanding of the phenomenon of citizenship along with the idea and astute functioning of the Administrative and the Governing mechanism in the country. Citizenship is originally an idea, which emanates from the Lichhavi framework of democracies in India since the historical times. There is a nationality law in India, which guarantees the recognition essential for growth and progression so that the identity of the Indians is facilitated through the system and administrative establishment in India. Still, systemic conditions might obstruct the identity and the developmental aspects of population, if the menace of exclusion and marginalisation takes its toll on the larger idea of citizenship and the related national and individual recognition.

i) *Citizenship in India*

Apart from the recognition angle and perception of the idea of citizenship, the person who is deemed to be a citizen can become a part of the national society and derive his or her moorings from that national and Constitutional status. Still, as the nation proceeds further, we need not limit the nation to the idea of a law book. Instead, the idea of citizenship also determines that how can the person interact with the State and how can, he or she manages to express oneself within the space of the Indian law and the Constitution. The idea of

citizenship is also attached to the American ideal of *E Pluribus Unum*, which reflects the idea that there is the creation of one out of many. Thus, the degree of political participation, which is allowed in India also reflects the large amount of freedom of expression, liberty and Constitutional largesse, which Indian citizens enjoy and are entitled to. The right to vote and other fundamental rights are an expression of the extent to which freedom is enshrined in the Indian democratic system.

The Indian nationality law is also very clear on the citizenship matter. Articles 5 to 11 confer the rights of citizenship to a person in the Indian context. Earlier, Indians did not adhere to the western idea of citizenship but with the passage of the Constitution on January 26, 1950, Indians were no longer British subjects but were legalised Indian citizens. It can be said that persons who were domiciled in the nation by 26th November, 1949 were considered automatically the citizen of the Indian nation state. Places such as Goa, Daman & Diu and Dadra & Nagar Haveli were also acquired by the Indian State, which enlarged the citizenship ambit of the Indian territory. The Constitution provides for a single citizenship for the whole of India. In this regard, every person who was at the commencement of the Constitution, that is 26th January 1950, domiciled in the territory of India, and (i) who was born in India, or (ii) either of whose parents were born in India, or (iii) who has been resident in India for five years or more, became a citizen of India. Here, the Citizenship Act, 1955 deals with matters regarding acquisition, determination and termination of Indian Citizenship after the commencement of the Constitution of India. In addition, the Citizenship (Amendment) Act, 2019 No. 47 of 2019 “Provided that for person belonging to Hindu, Sikh, Buddhist, Jain, Parsi or Christian community in Afghanistan, Bangladesh or Pakistan, the aggregate period of residence or service of Government of India as required under this clause shall be read as “not less than five years” in place of not less than eleven years” (The Citizenship (Amendment) Act, 2019).

ii) Governance and Administration

India is a Sovereign Socialist Secular Democratic Republic with a Parliamentary form of Government; which is a democracy in the truest sense of the term. The governing system is marked by the three organs of the order of Executive, Judiciary and Legislature. The Indian system is a federal structure, which has well pronounced features of a unitary bias. The Constitutional head of the country is the President of the land, who is ably aided and advised by the elected Prime Minister and his Council of Ministers. The laws are promulgated as legislations in the Parliament and form the legislature, while, the Judiciary, that is, the Courts upholding the law of the land, and the Constitution is kept independent of the rest of the two organs of the Government. The idea of participatory democracy is also part and parcel of the entire context of administration and Governance in the Indian nation state where the 73rd and the 74th amendments to the Constitution have empowered the rural and urban local bodies, which look into the matrix of grassroots governance in India.

One must be aware of how the Indian Administrative system evolved historically and systemically. The tradition of Indian Administration can be traced back to

the idea of the Mauryan Empire, which is known as the ancient phase. The Medieval phase consists of the phase of the Mughal Administration, while the British Administration consists of the final part and period of the Indian Administration. The Kautilyan treatise titled as Arthashastra can be traced as the origins of the notion and practice of Indian Administration. The beauty of this work lies in the fact that the work is a manual guide for the Administrator and not a mere philosophical and theoretical attempt at rationalisation of administration in India. The work is concerned about the practical problems of war and peace and surveillance, which is more pragmatic and utility oriented in nature and content.

The main function of the administrative system in India is that there ought to be an adherence to the Indian Constitution along with the mention and following up with the Fundamental rights and the sections on the Directive principles of the State policy. One of the core ideas in the paradigm that the Governing structures will make an honest attempt to restore liberty, equality and fraternity among the citizens and include the exclusive sections. The administration is the vehicle of attainment and its shape and form changes from time to time. The Indian administration is an accountable, responsible and transparent one where the ills blocking the smooth functioning of schemes and government actions are brought to the core highlight. As part of reform finally, the various Administrative Reforms Commissions have been passed, which elevate the nation above the problems of favouritism, corruption and lack of accountability, which have stymied the progress of the nation to a certain extent.

Check Your Progress 1

Note: i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the Unit.

1) Discuss the citizenship in Brazil.

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2) What is the Citizenship criterion in the nation State of Russia?

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3) Highlight the Citizenship Acts, which are relevant for citizens in India.

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12.5 CHINA: CITIZENSHIP, GOVERNANCE AND ADMINISTRATION

People's Republic of China (PRC) is a nation, which is created and founded on the standard Communist mould. Now with the advent of the twenty first century, the PRC is facing new modernisation and westernisation challenges, which have taken the Chinese nation towards the capitalist mould. Thus, in a post twenty first century world, the Chinese governance and administrative mechanism have gone down the crypto-communist mould, which is more capitalist. The Chinese in the terms of the executive class, they have, began the journey through the managers of the Government, that is, Mandarins. It is from the 1890's onwards that the system of citizens and citizenship began in the People's Republic of China. The origins of the system emanate from various Chinese traditions and cultures which, changed further with the fall of Maoist Communism along with the advent of international influences and market oriented economic reforms in the Domestic polity of People's Republic of China.

i) *Citizenship in China*

All BRICS nations have well defined nationality laws. Similarly, China has a well-defined nationality law. A person can become the citizen of China with the clause of being born in China or when one of the two parents is a Chinese national or the citizenship can be attained with the due process of naturalisation. In reality the resident of mainland China is a citizen of China with the Chinese residents in Macau and Hong Kong enjoy the Rights of abode in the territory. In a way, all residents in the three regions of mainland China, Hong Kong and Macau too form a part and parcel of the theory and practice of Chinese citizenship. A different form of citizenship norm applies to children who are born in the regions of Hong Kong and Macau. In accordance with the Chinese nationality law, the children born in the territories controlled by mainland China automatically become the citizens of People's Republic of China.

If a Birth occurs to Chinese nationals stationed outside PRC, then too the person attains the Chinese citizenship. Practically speaking, the foreigners staying in the Chinese territory remain as the permanent citizens and not as full-fledged citizens but the process of naturalisation is gradual and very slow so even from the regions of Hong Kong and Macau naturalisation of all citizens has not occurred. An example of mass naturalisation happened from Tibet, when 200 Damans who are people of Nepalese origin became the naturalised citizens of the People's Republic of China. Thus, similar to other BRICS nations, the idea of citizens and citizenship is nicely defined with a permanent fixture of nationality law coming into play, which is another commonality among the BRICS group of nation states. The laws prevalent in the Chinese nation, and its acquired territories such as Hong Kong and Macau allows for the Chinese settlers and others to declare their citizenship, if they already owe their loyalty to one country or another.

Still, the citizens of China do not enjoy the complete freedom of expression and the right to dissent and to own up to an alternate opinion. Thus, China has

repeatedly faced a great deal of criticism on the grounds of human-rights with the Chinese dissenters and rebels being sheltered and given refuge in United States and other western nations.

ii) *Governance and Administration*

As People's Republic of China is a large country with a big population, since the antiquity, China has been divided into several administrative divisions. Constitutionally, China should have three-tiers of Governance and administration but practically speaking, five tiers of administration and Governance exist in the People's Republic of China. These tiers of administration in PRC include: the provincial, prefecture, county, township and village. Since the years, two significant divisions have taken place. The first one being the reorganisation of the Provincial centres in the north eastern parts of China, and the second development has been the establishment of autonomous zones in China with several local cultures creating identity issues in the regions, prefectures, localities and other parts of China, which calls for diversity in the administrative grain and nature of governance in the Chinese nation state.

Behind the Chinese thrust of unified governance lies a kind of desire of unity and collective oneness. In the times of the Qin dynasty, the entire nation was divided into fleeting loyalties of smaller Kings, nobles and prefectural heads with other nobles and tribes. Several decades later, the Chinese desire arose not to let the Chinese nation descend into a spiral of disintegration and disunity. Thus, this leads to the development onwards in a centralised manner the process of governance and Public Administration. In the year 1928, only Counties and Provinces formed the structure of administrative units. Still, with thousands of kilometres of land stretch and with a large population to govern, the idea and the practice of prefectures, lying between the Counties and provinces was inserted to ascertain the unity and integrity of the nation.

With passing times and conditions, several reforms have been envisaged in the Chinese administrative set up. The sizes of some of the Provinces have been reduced in order to efficiently manage the governance and administration of those regions. Another reformative objective of the administrative reforms is that the tiers of administration need to be removed from the number of five to three. These measures of simplifying the Government and administration, which lead to the reduction in nepotism, and the number of Government workers, which will have a further reduction consequence on the budgetary requirements of these changes and juggling in the administrative structure in China. There are a few cases of five cities such as, Dalian, Ningbo, Qingdao, Shenzhen and Xiamen, which have attained special status as they and their economies are directly linked to the Central Government and are largely free of the economic planning and action governance of the Provinces.

12.6 SOUTH AFRICA: CITIZENSHIP, GOVERNANCE AND ADMINISTRATION

South Africa remains as one of the different nations in the African continent. First of all it was home to the British rule, which was localised with the British settlers. Still, the nation state of South Africa is known for the system of racial discrimination at all levels, which was further known as Apartheid. Despite the grain of discrimination embedded in the nation's administrative structure, the larger administration is a judicious mixture of the localised and the metro pole model of development in the Urban areas in South Africa.

i) *Citizenship in South Africa*

South Africa is a prominent BRICS nation with being the latest inclusion inside the grouping, which does not thrive on a completely anti-west mould. There are certain conditions for citizenship in South Africa. The child born in the nation's territory is a citizen by factor of birth. Also, persons born in South Africa of adopted parents with one of the parents being a South African citizen is also a citizen of the nation. Children who took birth outside South Africa, but one of their parents were on South African Government's service or were associated to an international Organisation to which the South African Government is linked are also bonafide citizens of the nation state of South Africa. Naturalisation in citizenship too are an accepted and legalised practice in South Africa.

ii) *Governance and Administration*

South Africa has a Public service, which has evolved over the years with the changing role being expected by the nation and the governed. The entire ambit of Public administration in South Africa falls under the Act of Public Service in 1994. The Act establishes the Public service's functions and looks into the Organisational structures and the establishment of the various Government Departments along with deciding the labour relations, conditions of service and other facets of employment for the various employees. The Act also covers the issue of eGovernance and ethics, integrity and anti-corruption checks and balances in the Administrative structure of South Africa, which include the conditions that whistle blowers are protected in the country's administrative system

Though South Africa is a democratic nation still the scars of racial discrimination leave an impact upon the idea and functioning of governance. It can be informed that about 95 per cent of the Public service is held by the whites, and only 0.6 per cent of the Public Service officers are the Black Africans, whereas the Black Africans have a majority in the middle and lower levels of Government and also in the establishments in the homelands in South Africa. All this calls for huge reforms in the South African Administrative system. It can be safely contended that the bureaucracy in the nation could not to be trusted and the structure has to be divided clearly into Local, Provincial and Federal levels for deft management and efficient administration.

Check Your Progress 2

Note: i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the Unit.

1) Explain the citizenship, governance and administration in China.

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2) Kindly enumerate the key characteristics of the administrative set up of South Africa.

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12.7 CONCLUSION

In this Unit, we have discussed about the citizenship, governance and administration in BRICS countries. Similar to other nations of the BRICS grouping, the stress on the various administrative structures is to highlight the importance of Public Service and to have a relook into the state's capacity to convert objectives into programmes and projects and to ensure the implementation of these programmes and objectives in the final reckoning. Thus, corruption, ease of functioning, deeply rooted old and traditional systemic issues demand for a long-term and strategic approach in order to improve the capacity of the institutions to serve the citizens.

12.8 GLOSSARY

Citizenship: The word includes certain criterion, which can be earmarked as the condition of being the citizen of a nation. The word points out to the legal status of a nation.

Denizen: It refers to a foreigner allowed certain rights in their adopted country. To be more specific, a person with rights between those of naturalised citizen and resident alien, obtained through a legal process.

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12.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress I

1) Your answer should include the following points:

- It is the principle of *jus soli* and of *jus sanguinis* upon which the Brazilian nationality law is premised.

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- Anyone who is naturally born in the nation State of Brazil automatically becomes a naturalised citizen of the nation State of Brazil.
 - For more details, refer Section 12.3
- 2) Your answer should include the following points:
- There are a few conditions, which go hand in hand, if someone wants to acquire the citizenship of Russia.
 - The applicant must speak Russian language and have a legal source of income and must be a genuine and loyal tax payer. The applicant needs to apply to cancel the condition of the previous citizenship, if there is any.
 - The applicant has not been involved in any criminal activity and must have resided in Russia as a permanent resident in the nation state of Russia for at least a period of five years.
- 3) Your answer should include the following points:
- Refer Section 12.4

Check Your Progress 2

- 1) Your answer should include the following points:
- Refer Section 12.5
- 2) Your answer should include the following points:
- Refer Section 12.6

UNIT 13 GROWING ROLE OF CIVIL SOCIETY*

Growing Role of
Civil Society

Structure

- 13.0 Objectives
- 13.1 Introduction
- 13.2 Growing Role of Civil Society in Brazil
- 13.3 Growing Role of Civil Society in Russia
- 13.4 Growing Role of Civil Society in India
- 13.5 Growing Role of Civil Society in China
- 13.6 Growing Role of Civil Society in South Africa
- 13.7 Conclusion
- 13.8 Glossary
- 13.9 References
- 13.10 Answers to Check Your Progress Exercises

13.0 OBJECTIVES

After studying this Unit, you should be able to:

- Discuss the meaning of Civil Society and its significance;
- Explain the working conditions of Civil Society in BRICS; and
- Discuss the role and involvement of Civil Society in governance and in thematic issues.

13.1 INTRODUCTION

This Unit focuses on the role and impact of civil society in five countries, constituting BRICS (Brazil, Russia, India, China and South Africa). They played a leading role in social and political transformation. The significant contribution of Civil Society in different political systems of BRICS is very much commendable. There have been two kinds of filament in the contribution of civil society. One part relates to the study of Social Movements, which has taken the issues of the poor and the disadvantaged and made the government

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receptive to their needs through alteration in framework of institutions, laws and procedures. The other segment has been the augment of what has come to be known as Civil Society Organisations (CSOs) that have taken upon themselves diverse role that includes execution of governmental programmes. The Social Movements and Non-Governmental Organisations have carved out new place for themselves in the political processes, and provision of public services. The CSOs are helping to improve the government's performance, and enhance the values of democracy.

13.2 GROWING ROLE OF CIVIL SOCIETY IN BRAZIL

The roots of Civil Society in Brazil can be traced back in the beginning of sixteenth century, when Portugal established its colony in Brazil. Santa Casas was the first ever CSO, established to look after the sick, widows, orphans and abandoned children.

Brazilian civil society appeared during the 70s on account of liberalisation in the economy of Brazil. Many forms of Civil Society groups developed and came into existence to bring about change within the government functioning in Brazil. The movement started on account of following parameters:

- i) The Organisations of Popular Movements of the urban poor at the local and regional level.
- ii) The institutions of the Sanitarista movement for a unified Health System.
- iii) The Organised Movement for a National Urban Reform.
- iv) The emergence of professional associations such as professors, doctors etc.
- v) The formations of many organisations in the countryside of Brazil.

The democratic movements and diverse types of collective actions were developed in the period from 1974-1985, which led to substantial changes in the country's prototype voluntary associations. Brazilian democratic movements shaped a noticeable increase in the proclivity to produce voluntary and autonomous forms of association.

The Poor were very much deprived on account of their livelihood and had limited access to public goods, which was unevenly distributed in Brazilian cities due to authoritarianism. Educational facilities, health facilities and water facilities were below level in all localities of Brazil. It happened due to the tendency of authoritarianism in Brazil. The association of the poor in the civil society framework played a very dynamic role of setting a new force that could manipulate the development of allocation of public goods.

In the beginning, the Civil Society groups demanded their autonomy from the intervention of the state and political parties. During 1930s and 1980s, there

was evidence of state intervention over the working of civil society groups in Brazil. The autonomy was effectively demanded due to emerging role of the civil society in different social sectors. The period from 1977-1985 was characterised by feature that the civil society groups also demanded autonomy from the activities of the administration of policies without intervention of the state. In this way, the health movement was started by the civil society organisations in Sao Paulo in the 80's. It claimed to introduce health policies independently from the state. Another informative Urban Reform movement was also independently started by some other civil society organisations in the same platform. UAMPA in Porto Alegre in the 80s attempted to propose the decision-making relating to budget issues. It was based on a council of Neighbourhood associations. The Civil Society sovereignty was the effect of civil society actors' self-understanding of their position during democratisation. The Role of Civil Society Organisations is clearly witnessed in terms of two basic ideas:

- i) Quantitative Growth in the number of voluntary associations and their input in public policies; and
- ii) Contribution of Civil Society in recognising public policies independently from the state.

Brazilian Civil Society emerged in a situation between autonomy and political dependency, thus, is witnessed in a new role based on two processes:

- i) Reactive attitude of popular sectors to the anti-democratic process of modernisation; and
- ii) Formation of Groups of Associations effectively associated with the state in the implementation of public policies.

The attitude of popular sectors strengthened the civil society associations' as strong players in the process of democratic deepening. The Civil Society is also associated with urban poor in providing public welfare. This association has strong existence in cities like Sao Paulo. It is also powerful in the cities where Catholic Church followed progressive policies and are associated with community issues. Other groups are also being associated with the involvement of the state in the realisation of public policies. These associations also have connectivity with the left and workers party in Brazil. The Public Policy Association is also taking initiatives in engaging democratisation of state's action.

The civil society is very much linked to late twentieth century demarcation between market and society. It developed during the time of developed democracy in Brazil. It uttered tripartite clarifications in its own path. The role of Civil Society was very much evident when it was being considered as semi-autonomous. It cooperated and interfaced with the state in keeping its own Organisational dynamics. Growing role of the Civil Society in Brazil was theorised effectively in the 90s. Autonomy of the Civil Society was very much implicit as Organisational autonomy. The part of autonomy was established effectively during authoritarianism, but it did not last for long under

democratisation. The second historical development of the Civil Society came into existence in the 90s. It raised the question on the issue of interdependence between the civil society and State. In Brazilian society, the system of interdependency was slowly provoked on behalf of the association between civil society and deepening democracy. The Civil Society groups are growing rapidly in Brazil to differentiate the room with the State and started to interrelate with the state in policy councils. The Civil society groups are also active in specific development projects engaging in the execution and process of completion of recognising public policies. The growing role of Civil Society in Brazil was evident on account of following reasons:

- i) Social antagonism developed by Authoritarianism, which motivated the poor population from countryside to the cities.
- ii) Rearrangement of the poor population within the huge Brazilian cities without assuring minimal social services.

The poor people in the cities were deprived on the basis of their own rights and social services like covering electricity, transport and sewerage etc. The poor in the cities demanded their basic rights for their survival, leading to form the CSOs in Brazil to help them at their best.

Social Movements, Community Based Organisations and the third Sector Organisations are so-called Civil Society organisations in Brazil. The CSOs in Brazil particularly are deliberating to use their outside influence of power to develop governance, expand supervision, and augment social capital. Three interconnected political processes influenced the civil society to be empowered in Brazil. These are based upon the following ideas:

- i) Arrival of Representative Democracy in the mid-80s.
- ii) Emerging role of participatory framework of Institutions.
- iii) Formation of Neo-Developmentalist State and Social welfare policies.

The Representative democracy in Brazil allowed many CSOs to directly involve in debatable political activity. The role of participatory framework of institutions permitted the CSOs in the execution and implementation of public policy process. The Government has also asked the CSOs to go for the implementation of social welfare policies at the time of economic expansion between 2000-2009. However, the CSOs in Brazil have their own policy framework and strategic alternatives in influencing policy-makers and the common Citizen. There is a large number of civil society leaders in Brazilian Cities, who are active to fill up the requirement of the objectives of the common man. These are directly engaged in politics, penetrating into smallest contact with public officials and involving with policy-making institutions. The CSOs are officially acknowledged with the role of the state in Brazil. They have skills and expertise to provide social services, and have their interface with political leaders to lock government bond. Certain CSOs are holding to trail specific approach, which provides insight about the democratic movements in Brazil. The Civil society strategies also interacted with the role of the state and the protection of the civil

liberties, the creation of new democratic institutions and the outsourcing of state contracts. It provides adequate feedback between democracy and civil society in Brazil. With the emergence of Neo-developmental State, the participatory attitudes of the CSOs are very much significant. They started to use their own expertise, skill and technical competitiveness to directly influence and involve public officials in new ways of thinking. The Civil Society Organisations in poorer communities in Brazil are forwarding beyond a narrow set of choices to follow their motivated interests. The CSOs are actively proliferating their social as well as democratic services through collective mobilisation process. The Collective action is more voluntarily available in the existing perspective of democratic environment. New confrontations suggest for collective mobilisation and corresponding active support to the active role of the NGOs in Brazil. They have done well and have increased the effectiveness of the government performance in mobilising citizens, engaging in enhancing incremental policy-making and moving towards social and policy arrangement. These CSOs have achieved status and recognition to build effective connectivity in the Brazilian society.

Brazil has witnessed significant changes in the role of CSOs ever since beginning of re-democratisation in 1988. Since then Brazilian civil society strengthened itself whether by social movements or with the help of specialised non-governmental organisations. In the recent past, Brazil has gone through period of transition and uncertainty in the background of 2013 public demonstrations. However, recent declines have been seen in the role of CSOs as these organisations are less consulted by the policy-makers.

Many Civil society groups in Brazil have organised meetings with high level executive. They have organised many thematic conferences along with annual convention, including workshops on the New Development Bank and the first Women's BRICS forum in 2014. Brazilian administration organised normal meetings with few groups at a national level. These obligations reveal a shift towards greater simplicity and responsibility on behalf of both governments towards a more participatory process in linking its citizens in BRICS development. Plans for a Civil Society pathway emerge to be achieving impetus. A novel website for a BRICS Civil Society round-table was commenced in October 2014. It signifies to Civil BRICS as a ground-breaking political course for the first time to be realised within the jurisdiction of BRICS Summit in 2015. The Civil society in Brazil was mentioned in the communiqué, alongside business and academia, in relation to the use of information and communication technologies to cultivate sustainable economic advancement and social insertion. The BRICS Academic round-table has alarmed suggestion since 2012 and the BRICS Think Tank Council organised an all-embracing document demarcating a long-term idea for the BRICS. The diverse groups of Civil Society Organisations have been engaged and recognised, and has also grown over time with the performance of the government.

The growing power in international development agenda is reflecting the upward role of the civil society from BRICS countries in the space of international expanded cooperation. At present, the civil society groups in Brazil responding

the ongoing issues and challenges in the international landscape effectively. The economic recession, climate and environmental confrontation, the growing incidence and concentration of natural disasters made the civil society more intact in Brazil. They are responding democratically to these ongoing challenges in the country. The Civil Society groups attended different worldwide meetings in different international landscape with the help of BRICS Countries. Recently, it was not only from Brazil, but also from the representatives of various social movements attended and participated in the People's forum. The objectives of the groups were to raise voice against neo-liberalism. The People's forum was held in Goa dated 13-14 October, 2016. The Trade Unions, Academia, Civil Society groups and other delegates from across the globe assembled in Goa. The groups shared their enlightened vision, share notes and attempted to build common aims in the resistance against neo-liberalism and community globalisation. The Civil Society groups from Brazil are also working on the agenda of neo-liberalism, Women empowerment and Environmental governance.

The Civil Society Groups in Brazil are also emerging and playing a very dynamic role in the field of thematic issues like food and agriculture, investment and trade, governance of natural resources, economy, science and technology, Civil and human rights among others.

13.3 GROWING ROLE OF CIVIL SOCIETY IN RUSSIA

The noteworthy socio, economic and political transformation of the last 25 years have changed Russian Civil Society. The Civil Society in Russia is formed by individual and collective actions, organisations and institutions to move forward shared interests. This indication refers to both the institutionalised order of civil society and the casual nature of its formation. The basic features of civil society groups in Russia signify following indicators:

- i) **Civic Engagement:** Intensity of Individual deliberation in social and political organisations.
- ii) **Stage of Organisation:** The extent of institutionalisation that reflects the formation of civil society.
- iii) **Carry out Values:** The extent to which civil society is seen to internalise and reflect positive values.
- iv) **Observation of Impact:** The apparent social and policy blow of civil society, according to both interior and exterior awareness.
- v) **Outside influence of Environment:** It refers to the socio-political cultural situations. It refers to the extent of activity of the civil society.

Growing role of Civil Society in Russia is very much significant. Its historical growth can be discussed into four stages:

- i) The first historical background of civil society in Russia can be characterised on the basis of institutionalisation. The period from 1760-1860 witnessed the creation of public organisations connected with science, vacation, arts and charitable actions. Russian Geographical Society was set up during this time, which was directly engaged with the land, people, and resources of the Russian empire.
- ii) The Second historical background of Civil Society was evident with the emergence of developed attitude of professionalism, democratisation, and extension of the activity of Russian Civil Society. The formation of Civil Society in Russia was evident between the period from 1861-1917. The restructuring of 1860s ending serfdom in Russia and attempted to change the legal system and offered basic civil rights to people, and allotted powers in the areas of local governance. The Scientific and Educational Society was established and particularly the members provided aid to hungry peasants in the famine of 1891-92. The Society took on uniqueness of modern social movements, which were acknowledged by the government. The growing activity of civil society organisations was directly engaged in all-round development of industrialisation and urbanisation of Russian Society. The Rapid transformation of communication, media speeded up exchange of knowledge information and other achievements. The development of industrial revolution and development of railways directly affected the formation of scientific and technical societies. The Russian Technical Society was also formed to provide basic services to the common man of Russia. The Public Health Services and National Educational System directly affected for the formation of medical societies, educational societies and teachers' organisations towards the end of the 19th Century.

The Civil Society Organisations in Russia tackled social services such as social defense, education, science, community health rather state was not entitled to provide services. These Civil Society Organisations directly engaged in social security through representing financial aid granting of long-term loans. Russian Civil Society groups played a very pivotal role towards the formation of public organisations in the Russian Society. The contributions of public initiative and self-Organisation were acknowledged by the state. The new regulations were followed up towards civil society in Russia. There were about 4,800 Non-Governmental Organisations registered in the Russian Society. The period marked 1906-1909.

- iii) The third historical background of the formation of civil society witnessed during the period from 1917-1980s. Many civil society organisations were nationalised. There was the necessity of states to establish state-oriented Civil Society Organisations. It was the main drive of socialism. Developmental aid was granted to the growing role of Civil Society in Russia. They were engaged in the areas like environment, human rights and governance. The period of 1920s could be traced back to the historical growth of the CSOs. The social foundations of the Organisation were established and many intellectuals joined trade unions. The other

proletarian representatives joined scientific organisations. They were working for literacy, education, environment and civil rights. The CSOs offered many alternatives for social problems in the face of the fact that state was not competent to help the initiatives of NGOs.

Many CSOs like Osoaviakhim (Union of Societies of Assistance to Defence and Aviation Chemical Construction of the USSR), the Union of Atheists, and the Society of Friends of the Soviet Cinema were working effectively in the field of effective governance. Mass societies also formed to engage around more than 11 million citizens in the Russian Society for developmental work. Their existence and activity were very much commendable. The role played by the Civil Society in Russia dramatically transformed in the 1960s. The impact was very much commendable in all vicinity of the political life. At that time, 50 new unions developed including Unions of Veterans, Designers and Children. The dissident political movement emerged, which played a productive role in the Russian Society. Attempt was made to criticise the regime and established the human rights and political organisations.

- iv) The Fourth stage, witnessed 1980s to till date. From 1980s onwards, many civil society organisations evolved speedily. Towards the end of the 1980s, ecological societies and family clubs were established involving 8-10 per cent of urban people over 14 years old. There was sharp fall of the living standards of the people, which necessitated the realisation in forming self-help groups in the Russian Society. The implementation of the Soviet law on public associations, and of the laws of the Russian Federation amending actions of public associations and charitable association encouraged the formation of CSOs. In order to strengthen the Civil Society Organisations, many foreign donors gave financial aid for smooth running of the Organisation. The foreign donors helped the cultural transfer of American model of Civil Society in imparting training programmes. The mapping of Civil Society in Russia is represented below:

The mapping of civil society in Russia constitute the core group of 7.8 per cent of adult Russians. They were engaged in civil initiatives and other voluntary work. The second group constitute Satellite group. These groups were always engaged with other joint actions, 26.5 per cent belong to this group. The periphery group (30.4%) constitutes to attain collective mobilisation. They were engaged in charitable activity. The Outsiders constitute 8.8 per cent and 26 per cent belongs to the buffer group.

In Russia, 8.9 per cent constitute association of socially based civil society organisations, 4.7 per cent constitute the voluntary based organisations and 28.5 per cent belong to other organisations in Russia.

The Civil society in Russia is evaluated to include 146,000 active Civil Society Organisations. The growth of Civil Society in Russia is predisposed by a number of reasons, which is assessed from grassroots. It includes the economy, communication practices and education levels.

The state policy on Civil Society is legitimised by legal frameworks, guide of communication and donation of state resources. The complete changes in the behaviour of the state to Civil Society have been evaluated for about 15-20 years. The Civic Chamber of the Russian Federation was established to give support for the growing role of Civil Society. The state grants were provided for CSOs. The legislation was revised to facilitate the activities of the CSOs. There was inclusion of human rights activists to assist the Civil Society Organisations. The State changed its attitude and provided positive feedback for the development of Civil Society. Economic growth provides the development of Civil Society in Russia. These include gradual growth, individual and corporate philanthropic resources and voluntary contribution. State's moral support is also available for the Civil Society work in social arena. The educational level of the Russian population is a concern in increasing the role of Civil Society. In educational institutions, there is specialised training for the CSOs.

13.4 GROWING ROLE OF CIVIL SOCIETY IN INDIA

In the move of government to governance, the position of Civil Society in India has been very momentous. There have been two types of filament in this move. One has been that of social movements, which have taken the care of the poor and the disadvantaged and made the government approachable to their wants through alterations in establishment, laws and actions. The other has been the increase of what has come to be known as emerging role of the Non-Governmental Organisations that have taken upon themselves assorted responsibility that includes realisation of government programmes. Neo-emerging responsibility of social movements and Non-Governmental Organisations have imprinted new sitting room in the political process and carrying public services.

Structured Voluntary action has an extensive narration in India. In the first half of the 20th century, the major issue in the enlargement of voluntary agencies was the mass enlistment and political campaigns undertaken during national liberation movements. The productive actions/activities started from 1920s onwards. The attempts were made by Mahatma Gandhi, which inclined the growth of Civil Society Organisations. Since the introduction of our Constitution, many of these Gandhian Organisations were led by public; and these associations worked strongly with the government for the progress of handicrafts and cottage industries. Other associations like Khadi and Village industries, People's Action For Development (India) and Central Social Welfare Board were also engaged in the period between 1950s-1960s to improve and provide fund to many Civil Society Organisations for socio-economic transformations. In the beginning of 1960s, there was progress and advancement of growth of highly educated and professionals associated with voluntary organisations. Many Civil Society Organisations came into being and directly engaged in different developmental activities with Tata Institute of Social Sciences, Institute of Rural Management, Indian Social Institute and

Centre for Women's studies. High quality presentation of many Civil Society Organisations brought acknowledgement to different individuals who headed them and the government began to slot in them in official group. Sanjit Bunker Roy of Social Work and Research Centre (SWRC), Tilonia was an innovative and was mentor to the Planning Commission during Rajiv Gandhi's occupancy as the Prime Minister. Ela Bhatt of SEWA, Ahmedabad was nominated as member of the Upper House of Parliament and also appointed Chairperson of National Commission on Self-Employed Women for their development. The 8th Five-year plan re-conceptualised the performance of the government by emphasizing commendable job in enhancing of People's Participatory foundation. It recommended that it is imperative to make improvement in people's movement. The areas like education, health, human rights, environment, family planning, land improvement, efficient land use, watershed management, recovery of wastelands, afforestation, animal husbandry, etc. a bunch can be accomplished by generating people's Organisation. They should be responsive to the sake of the good community life. The Eighth plan puts more emphasis in establishing and delivering public services to the voluntary organisations. The approach paper of the 11th Five-year plan documented that many voluntary organisations have a verified documentation of implementing programmes at the grassroots level and they have shown inspiring outcome in this area.

The year 2007 was a watershed year for the neo-emerging role of Civil Society Organisations. The Planning Commission has officially established the national Policy for the Voluntary Sector. This policy was very much innovative on the part of the Planning Commission to empower an impartial, democratic voluntary sector for the common man in the community. The policy reaffirms the faith that the voluntary sectors are playing a pivotal position in the multiplicity of the sectors. The partnership of the Civil Society Organisations was made with the efforts of private sector, at the local level, and national level. The objectives of the National Policy for the Voluntary Sector indicate the following parameters:

- i) To facilitate Voluntary Organisations to justifiably drum up essential financial resources from India and abroad.
- ii) To classify systems by which the Government may work collectively with Voluntary organisations, on the basis of philosophy of mutual conviction and admiration, and with common accountability.
- iii) To give confidence – Voluntary Organisations to accept apparent and responsible system of governance and administration.
- iv) To create an empowering environment for voluntary organisations that motivates their venture and efficacy, and maintains their independence.

The official policy also put more emphasis in focusing on joint ventures of the Government with Civil Society Organisations. The joint venture acknowledges following three constructive activities of the functioning:

- i) Conference,
- ii) Interface at the Centre, State and District levels, and

iii) Project financial support.

The Government wanted to promote the role of Civil Society Organisations in governance through the above mentioned policy.

The Civil Society Organisations are moving towards the following initiatives at their best:

- i) Health sector Reforms,
- ii) Educational Reforms,
- iii) Economic Reforms, and
- iv) Social Reforms.

The Civil society Organisations are taking all-round initiatives in the field of health sector. For such attempts, new voluntary organisations are required and the idea of public –private joint venture was initiated. The Private Sector includes both profit and non-profit organisations. At present, many private partnership schemes are under accomplishment in the states of India. Many Civil Society Organisations have also succeeded in taking over running of hospitals in joint venture with the government.

Rogi Kalyan Samiti (RKS), NGO, was established by the Madhya Pradesh government to work relentlessly in the health sector. The Community Based Management of Hospitals was established to promote various hospitals in the region. The RKS was officially registered under the government of Madhya Pradesh Societies Registration Act, 1973. The responsibility of this Civil Society Organisation is to mobilise finances for their local needs. The Samiti was very much engaged towards local needs of the people and to improve hospital basic services. This type of arrangements had commendable positive impacts on health reform. Other Civil Society Organisations like Hospital Development Society in Kerala, The medical Relief Society in Rajasthan, Chikitsa Prabandhan Samiti in Uttaranchal and Aspatal Kalyan Samiti are, few examples, working towards health reform.

In the education field, awareness of education in the rural remote areas is not satisfactory among the poor. The marginalised has been deprived of basic education. Many Civil Society Organisations take part and play an important role in filling the substantial gaps. Number of NGOs working in the stream of education. Many Organisations are regionally based, only few of them have their own credibility in the national reach. The World Bank also has given the performance index of the working of many Civil Society Organisations in diverse spheres of elementary education. Most of the Civil Society Organisations started to promote their own working conditions to replicate and also improve best practices model for the sake of the good community life. Pratham Mumbai Foundation, Bodh Shiksha Samiti, Rishi Valley Rural Education Centre, Eklavya and the Centre for Education Management and Development, they have a basic objective and priorities for social development. The MV Foundation was

initiated in Andhra Pradesh. The work has been commendable in the field of making best practices of education for children. The MV promoted Non-Formal Education (NFE) programme for the eradication of child labour. Another Civil Society Organisation, Pratham Mumbai Foundation is a public charitable trust, which was making initiative with the collaboration of UNICEF. The agenda was fixed to send all children to schools in Mumbai city. There were pre-school facilities in Mumbai. It was urban deprived in Mumbai, and 3000 balwadis (pre-school centres) were running in the slums of Mumbai. The agenda of Pratham was to impart education to the children in the age group of 3-10 years. It was very responsive to the communities. Bodh Shiksha Samiti, another Civil Society Organisation, began functioning in the 1980s in Jaipur, Rajasthan to promote and develop best practices of appropriate education to disadvantaged groups in the community. It employed youths in running the school; and also imparted training skill to the youth in order to motivate the children to come to the schools.

Many NGOs also are taking initiatives in promoting the environmental governance in India. They are very much responsive about environmental protection. The Centre for Science and Environment is the living example of NGOs, who are tirelessly working towards the right to development and clean environment.

It is evident that the Civil Society Organisations in India are playing effective role in development and monitoring the performance of government.

Check Your Progress 1

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) How Brazilian Civil Society emerged between autonomy and political dependency?

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2) What are the basic features of Russian Civil Society?

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3) Analyse the role of Civil Society Organisations in India.

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13.5 GROWING ROLE OF CIVIL SOCIETY IN CHINA

The involvement of Civil Society Organisations is increasing in China. The engagements of Civil Society in China are growing in size, number and power. Numbers of Civil Society Organisations are associated with the social association and private non-profit corporations. The Civil Society groups in China are known as Non-Profit Associations (NPA) and Civil Society Organisations (CSO). They have diverse managerial arrangement. These Civil Society Organisations are very much associated with women's problems, disabled, consumer protection issues, advocacy work and the government. The National System of Regulation was initiated in the year 1989. The Government of China saw to monitor the growing role of new social organisations. In the year 1998, the State Council adopted the existing Regulation on Registration Administration of Associations. In the particular year, the State Council also legalised regulation for registration of Private non-enterprise units. The Civil Society groups in China also need cooperation and moral support from the international Civil Society groups and donor agencies. The western NGOs also present a replica for effective Civil Society work; and play a very pivotal role as a guide, in this regard. This was the encouragement and motivational spirit of the Civil Society groups in the democratic ethics in China. Participation, equal rights, accountability and openness are the urgent issues, which have been focused by the Civil Society Organisations in a democratisation process.

The Civil Society in China has begun to demonstrate the symbols of well-built growth and there are varied NGOs and informal groups in the field of environment and gender equality. The All China Women Federation, now actively and collectively mobilises people to increase their network for the common cause in China.

Chinese Environmental Groups have also uttered deep concern in monitoring cooperation with the Civil Society. The Civil Society groups in China are working in the following fields:

- i) Issues on Human Rights
- ii) Issues on Legal Development
- iii) Focus on Democratisation
- iv) Focus on Environmental Governance.

Growing role of Civil Society and its implication to Governance

Evolving nature of the Civil Society in china is a result of the foundation of modern China. At present, there are 80,000 CSOs working in the modern China. They are directly engaging into the components of governance in China. The Trade Union groups, Youth League Groups and Women's Associations are set up in China as active People's organisations. China attempted to execute the policy of economic reform and tried to open an alternative mechanism to promote governance. It was under the leadership of Deng Xiaoping. This had

impact in the fundamental transformation of the China's society. One of the consequences of the reform was economic, political and social transformation; and emergence of Civil Society in China. This impacted the development of many Civil Society Organisations for the first time in the history of China. Towards the end of 1980s, China started market-oriented economic openness. It established socialist market economy, and it was a shifting paradigm from state ownership to collective ownership. Its impact can be observed on the basis of the right to livelihood of the common people in China. This was the foundation stone of the growing role of Civil Society Organisations in China.

New Economic Configuration and Civil Society

Under this new economic configuration, many Civil Society groups like trade associations became more democratic and effective. The connection between New Economic Configuration and Civil Society Organisations in China can be studied categorically:

- i) There was a link between market led development and Civil Societies. It was at the risk of enterprises responsibility.
- ii) The steady implementation of market economy impacted fundamental change and different types of ownership emerged.
- iii) Many Civil Society groups evolved and wanted to raise their own funds for the service delivery system in China.
- iv) The marvelous economic openness brought by fundamental changes to create necessary economic condition and speedy operation of the various Civil Society Organisations.
- v) The Right to livelihood – standard of the citizens has been constantly increased on the basis of per capita income. It was due to the best practices developed by Civil Society Organisations.
- vi) The per capita income of rural as well as urban residents has also increased due to average growth exceeding 9 per cent and operation of the Civil Society in the region.

The Sports Associations, Private Amicable Organisations, Travel Associations and Recreational Club etc. are playing a pivotal role and also symbolised the income generation activities for the common citizen. In China, many Civil Society Organisations require economic foundation and conducive political environment.

Towards the end of 80s, China's political system was directly impacted which, paved the way for many changes and development of the civil society. The government of China gave attention to the development of legal system and rule of law to make the voluntary associations legalised. Freedom of association and need of the fundamental legal basis for the formation of Civil Society in China was recognised. The government passed on multiple absolute powers to the grassroots level. In the process of implementation, the local political system

exercised more powers than the cadre managerial powers. Due to over pressure of many Civil Society Organisations, the government lifted power over the functioning of management of citizens. The Citizens at the local community level were empowered to exercise their choice for the public service delivery system in the rural area of China. It functioned as self-governance model, which was developed by the villagers. Villagers' Committee was established in the village area of China, and it was the widespread civil Organisation functioning in the rural areas of China. The government lifted many functions in the areas of civil affairs, academic research, and business but on the other hand government also handed over to non-governmental organisations to exercise these responsibilities with credit. Party in China is associated with the evolving role of Civil Society.

Many Civil Society Organisations took active part in the process of social welfare policies. They attempted to promote government performance. China Soong ching ling Foundation and China Youth development Forum are few of these NGOs that are playing a commendable role in the Chinese society in providing basic assistance for welfare of the women, helping the distressed at the time of need. The anti-Project Development Strategy, implementation of the Project Hope promoted the social image of the youth. The Project Hope was also developed to bring children and send them to school. The Civil Society Organisation also attempted to raise funds and helped millions of children, who were unable to go to school. This development paradigm was assisted with the help of Central Committee of the Communist Youth League Committee (CYLC). The China Youth Development Foundation or Forum was effectively functioning to meet the larger objectives of the poorest of the poor. It also monitored the activities of the government, to some extent.

13.6 GROWING ROLE OF CIVIL SOCIETY IN SOUTH AFRICA

The role of Civil Society in South Africa is very significant. Since the 1990s, many Civil Society Organisations have been mobilised to campaign against corruption in the African Society. It was big endeavor of the Civil Society groups to bring about economic justice for the common man of South Africa. The anti-Corruption Summit was set up to mobilise Civil Society groups in the fight against corruption. The forum was very innovative to adopt an all-inclusive Public Service Anti-Corruption Strategy. From 2005-08, anti-corruption summits were organised frequently and the voluntary groups participated in the forum effectively. South Africa's effort on Good Governance and African Peer Review Mechanism gave the comprehensive report to bring the Civil Society groups into the national mainstream of South Africa.

In 2012, community groups including Civil Society Organisations were constantly engaged and worked towards eliminating corruption in the country. Since the adoption of the democratisation in South Africa, outside Civil Society groups also influenced and mobilised people to work against corruption. Their strong democratic support brought universal visibility in the African society.

Congo's Civil Society mobilisation also stood the test of time to go against corruption. The diverse groups of Civil Society Organisations are playing a very dynamic role to assist and help the marginalised people in South Africa. Under Apartheid laws, millions of non-white citizens were deprived on the basis of their rights and atrocious subjugation. The government also brought Civil Society Organisations to respond effectively at the ground level requirements of the people. The Civil Society Organisations attempted to highlight on building participatory democracy to help the needy of the neediest.

Other Civil Society groups like Community Advice Office Sector, Philanthropic Development also were developed to offer liberated and reachable legal advice and connected services to poor and disadvantaged people, promote local community development and assist communities to hold local government answerable. Advocacy methods were executed to link network and support the common people.

Many other eminent NGOs like South African Non-Governmental Organization Coalition (SANGOCO), Foundation for Human Rights (FHR), Social Change Assistance Trust (SCAT), Institute for Democratic Alternatives in South Africa (IDASA), Centre for Civil Society (CCS), the Ford foundation, CIVICUS and such others are working under Society Registration Act of NGOs.

Civil Society exercised a very pivotal role in the anti-slavery movement and the struggled hard to talk about Women suffrage. They played a very consultative role in policy development in South Africa. The groups were very much directly engaged in the policy advocacy and service delivery system in the society. The Civil Society in South Africa is directly impacted by the proliferation of global trends and apartheid. The establishment of Civil Society in South Africa during the time of apartheid was particularly based upon race, ethnicity and class. These were engaged in the advocacy work during the time of apartheid in South Africa. They fought for the poor and improved the lives of South Africa's marginalised groups.

In solidarity, many Civil Society groups struggled relentlessly to promote the culture of human and civil rights. Few Civil Society groups mobilised struggle according to number of issues, challenges and problems. They focused on high rents, environmental degradation, urban services etc. During the time of political upheavals, the problems were politicised. The Civil Society groups also monitored the activities of illegitimate government. Most anti-apartheid voluntary groups reliant on the African National Congress (ANC) for authenticity and control.

The transition to democracy, 1994, in South Africa witnessed the success of Civil Society groups in many sectors. Many Civil Society groups also shifted towards the position of government to business. The outcome was the running down of the civil society's activity in the different sector of the governance. In fulfilling the needs of the society, medium, large and regionally focused Community Based Organisations have jumped in. Those organisations were not

registered, but they were also involved. They still had a profound role to fulfill the objectives of the South African Society. The voluntary organisations have actively participated to form stokvels and cooperatives as poverty reduction strategy in South Africa.

The global wave of protest marked a sea change in the NGOs sector in South Africa. Social movements were actively associated to bring about change within the ANC during the democratic transition. The World Summit on Sustainable Development was held in 2001. At this Summit, social movements and different community organisations struggled hard and talked about inequality. The commitment of ANC failed in terms of delivery of public goods. There was tri-partite alliance of many active Civil Society groups in South Africa. Anti-Privatisation forum was set up and mobilised the people to check electricity and water.

The Government supported Civil Society groups in the post-apartheid South Africa. The contribution of number of CSOs is very much significant in the service delivery system. This directly impacted the working of CSOs to reconceptualise their responsibilities in the society. The face of Civil Society has been completely changed since 1994. Civil Society groups fought to come across the middle path with government. Their funding is completely dependent on the government. The interface was recognised between the State, Civil Society and Market.

Human rights based NGOs in South Africa are anxious with defensive Civil Rights. It was an attempt towards successful democracy. A reasonable number of associations that offer legal and social services to underprivileged Neighbourhood are based in scholastic establishment around the country. They merge academic and functional research for social and economic fairness. The NGOs are encouraging a rights-based orientation to ensure the rights of common man.

A Lawyer for Human Rights (LHR) is self-governing NGO, operating in South Africa and very much concerned about human rights. The Civil Society for Human rights activism and Public Interest Litigation has been working for more than 35 years in South Africa. It offers free legal services to susceptible, disadvantaged and impoverished individuals and society, non-national and South African sufferers of illegitimate infringements of their legitimate rights. It was operated in the year 1979. The Organisation achieved a self-righteous evidence in combating subjugation and mistreatment of human rights under apartheid.

Check Your Progress 2

- Note:** i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the Unit.

1) Examine the growing role of Civil Society Organisations in China.

2) Enumerate the major Civil Society Organisations working in South Africa?

13.7 CONCLUSION

It is said that the rise of Civil Society Organisations in BRICS has been an important phenomenon for the democratisation across the globe. The Civil Society in BRICS countries has to enlarge its social freedom and strengthen to tackle the state in case of any exceptions of the administrative machinery. All these measures are influential and adaptable to market processes through the hard work of the State. The State is understood to go for an encouraging role in the support of the establishment of Civil Society. The State offers an institutional scaffold within which Civil Society can thrive and grow.

13.8 GLOSSARY

Democratisation: It signifies the establishment of democratic principles in the country through the Rule of law.

Stokvel: It refers to a type of “rotating savings and credit associations”, only in South Africa that has an estimated value of R 49 billion and membership of 11.5 million, yet remains hidden sector of economy (Bophela & Khumalo, October 2019).

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13.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points:
 - Brazilian Civil Society emerged a very dynamic and leading role between autonomy and political dependency. It is witnessed as a new institution and formed with the help of two processes.
 - Reactive attitude of popular sectors to the anti-democratic process of modernisation.
 - Formation of Groups of Associations effectively associated with the state in the implementation of public policies.
 - A novel website for a BRICS Civil Society round-table was commenced in October 2014. It signifies to Civil BRICS as a ground-breaking political course for the first time to be realised within the jurisdiction of BRICS Summit in 2015.

- 2) Your answer should include the following points:

The basic features of Civil society groups in Russia signifies following indicators:

Emerging Issues

- Civic Engagement: Intensity of Individual deliberation in social and political organisations.
- Stage of Organisation: The extent of institutionalisation that reflects the formation of Civil Society.
- Carry out of Values: The extent to which civil society is seen to internalise and reflect positive values.
- Observation of Impact: The apparent social and policy blow of civil society according to both interior and exterior awareness.
- Outside influence of Environment: It refers to the socio-political cultural situations. It refers to the extent of activity of civil society.

3) Your answer should include the following points:

- Refer Section 13.5

Check Your Progress 2

1) Your answer should include the following points:

- Refer section 13.6

2) Your answer should include the following points:

- Many eminent NGOs like South African Non-Governmental Organisation Coalition
- Community Development Resource Association,
- Foundation for Human Rights
- Social Change Assistance Trust
- Institute for Democracy in South Africa
- Centre For Civil society
- The Ford foundation.

UNIT 14 BRICS: ADMINISTRATIVE REFORMS IN GOVERNANCE*

Structure

- 14.0 Objectives
- 14.1 Introduction
- 14.2 Administrative Reforms in Brazil
- 14.3 Administrative Reforms in Russia
- 14.4 Administrative Reforms in India
- 14.5 Administrative Reforms in China
- 14.6 Administrative Reforms in South Africa
- 14.7 Conclusion
- 14.8 Glossary
- 14.9 References
- 14.10 Answers to Check Your Progress Exercises

14.0 OBJECTIVES

After studying this Unit, you should be able to:

- Explain the major achievements of administrative reforms in governance in BRICS Countries; and
- Describe the role of different Commissions and Committees of Administrative Reforms in Governance.

14.1 INTRODUCTION

An administrative reform is a conscious, well-considered change, which is carried out in a public sector organisation to improve its structure, operation or quality of workforce. The basic purpose of administration is to meet the demands of people and execute the policies of the government. At a certain time, it is felt that the prevailing system of administration fails to achieve the target and it needs reforms then the government forms Committee to recommend reforms which becomes inevitable. Thus, the planned changes on the basis of recommendations are deliberate or conscious efforts to improve the existing system, process and procedure. In this regard, Brazil, Russia, India, China and South Africa (BRICS) have adopted an incremental and gradualist innovative

* Contributed by Dr. Biswaranjan Mohanty, and Dr. Meenakshi Madaan

orientation of thinking to administrative reforms. The administrative reforms in these countries are necessary because these countries are upcoming world economies, which are much pro-active, citizen friendly and comprehensive. In order to make administrative reforms conducive to the systems and useful for the public, it is required that countries must take comprehensive exercise to frame and implement reforms that are suitable to the local conditions. In this Unit, we will explain the significance of administrative reforms in BRICS; describe the role of various Commissions and Committees; and examine the consequences of these reforms.

14.2 ADMINISTRATIVE REFORMS IN BRAZIL

The initial administrative reform was assumed during 1930's by a dictatorial administration. It was a growing process of renovation on account of economic and social revolution. The country changed from agricultural economy to industrial economy. During the passing phase of history, the concept of public administration in Brazil was away from the traditional model of public bureaucracy. The objective of administrative reform is to line up domineering role of the State along with expertise of bureaucracy. It was based upon Weberian model of growth. The government set up new managerial system that recruited skilled and expert bureaucrats in terms of technical skill. The major procedure was to go for rationalisation of public service and budgetary process.

Brazil practiced the subsequent main administrative reform, during one more dictatorial government in the year 1967. The reform measured the most systematic and determined project to alter the federal government framework and operational mode. By and large, the Decree Law intended to reframe the federal public administration's Organisation. The restructuring was stranded on four chief doctrines:

- Harmonisation;
- Management;
- Training; and
- Decentralisation.

Towards the end of military regime, the attempt was made to undertake another reform of public management. The reform was informative to abridge Organisational norms and rules applied to make public sector more dynamic. The initiatives, which were undertaken did not achieve the expected results. The reform ultimately failed.

After the failure of the reform of Public management, there was visibility of democratisation process in the 1980s, which marked the termination of the Federal Constitution of 1988. The guidelines on the basis of democratisation were executed to go for devolution of power, people's participation and universalistic standard of social safety scheme. Under the system, the civil service stability was the agenda of the reform.

In the respective spheres, the New Public Management guidelines integrated to the Federal Government in the First Cardoso Administration, which continued from 1998-2002. The extraordinary Department was set up to guide the reform process. The programme was initiated and popularly called Plano Diretor de Reforma do Aparelho do Estado. The agenda of reform is outlined below:

- i) Promote state's governance.
- ii) Establishment of administrative capacity to govern efficiently, turning the public services back to the citizens.
- iii) To downgrade the activities of the state in different desirable functions.
- iv) Delegating public policies to states and municipalities.
- v) Transfer of national policies from the Union to the states provincial policies and sectoral policies.

The attempt of Privatisation was made very much effective to facilitate private owned sectors and regulated social development of decentralisation. Few things were directly associated to decentralised planning and budgeting.

In the consecutive years, Brazil gained experience and observed a transformation of government with a left wing party popularly called the Labour Party in 2003. It was witnessed as political administrative development. The major administrative reforms agenda, outlined under the Labour Party is given below:

- i) Social empowerment and the devolution of power to local governance.
- ii) Facilitation of Privatisation in the public services.
- iii) Restructuring of the pension system reforms.
- iv) Restructuring of the Civil Service reorganisation (diversification of careers, clear strategy of state development).

The fundamental purpose of this reform is to talk about the administrative reform in terms of participation, policy assessment and responsiveness that has been carried out in the current government. The administrative reform is required to restructure the equipment of the State mostly due to the catastrophe that started in the center of development. It was the stage that began from the calamity of the petroleum. This calamity exposed the following problems of the State:

- Economic problem,
- Social problem, and
- Administrative problem.

In the cost-effective measures, there was too much involvement of the State in the cost-cutting measures of the Brazilian Society. In the social sector, overload of the public expenditure has necessitated plummeting of those operating expenses (not only the social, but also the civic fixed cost, in general, needed

to be abridged). In the administrative machinery, there was the tiredness of the bureaucratic routine model.

In the 80s, President José Sarney attempted to commence reform, but there was not a genuine accomplishment of transformation. The development of reform of the government's State Fernando Henrique Cardoso embarked on in 1995. This restructuring is an endeavor of conquering the bureaucratic model. The background of the Brazilian municipal government is a crossbreed model of patrimonialism.

Towards the beginning of the 90s, the idea of structural adjustment maintained to be an important major objective and idea diverted for the restructuring or reform of the state which was so-called the administrative reform. The major objective of the state is to build the reconceptualisation of the state in a globalisation world setting.

The Ministry of the Federal Administration and Reform of the State in Brazil recommended three objectives of the administrative reform, which are discussed below:

- i) The need of the hour is to re-conceptualise the expansion of the State. The basic objective is to promote the functions of the state in the steady guideline of the market and facilitate social activities.
- ii) The objective of restructuring is to amplify the administrative capability of the State. The need of the hour was to modernise the public administration and was looking for a search of the competence and of the excellence in the overhaul to the populace.
- iii) The objective is to promote the adjustment of fiscal policy. This is the developmental objective in promoting the governance of the Brazilian state.

Bureaucratic and post-Bureaucratic Model of Administrative Reforms

The previous gained experience of reform was not successful. The theoretical formulation of the Brazilian reform of Bureaucratic and post-Bureaucratic Model directly impacted DASP and Decreto-Ile 200. The DASP was started in the year 1936. Its objective was rationalisation through achieving simplification of ethical standards of administration. It was specified to the objective of scientific administrative theory. On the other hand, the Decreto-Ile 200 aimed at decentralisation of the Brazilian state of 1967. Then Bureaucratic model came to dominate in the discipline of public administration in Brazil. It was very much ideal model of administrative development. Under the Weberian model of administrative reform in governance, certain rules were followed, which are based upon:

- The well-arranged job creations;
- Establishment of hierarchical order with legitimate authority;
- Recruitment based on professional expertise and skill; and

- Tenure fixed on the basis of age.

Keeping in view the current perspectives of the State, there is a shift from government to governance in Brazil. The bureaucratic model has become obsolete now. The post-bureaucratic paradigm has now come to dominate in the activities of the administration to overcome the problems of the State. The post-bureaucratic model is being monitored from the private sector. This model carried out constructive advantage in the working of the administration.

Ordinary legislation

The Ordinary legislation was executed to sort out the evils of the different practices in the administration. The objective of the legislation was to ratify the proposed amendments. The legislation was acted as a reform process in Brazil. It is related to the following outlines of need for reform:

- Consolidation of State power.
- Removal from office – the surplus Civil Servants.
- Diversity of juridical establishment of personnel.
- Novel system of the Social Security for the civil servants.
- Comparative remuneration.
- Retirement age.
- Social contribution in the public policies.
- Implementation of National Policy of Training.

Human Resources

Human Resources are also the agenda of reform process in Brazil. The prime responsibility of Human Resource Department (HRD) is to provide adequate training and recruit personnel. With the establishment of HRD, job market in the public sector will get facilitated.

Improving Fiscal Space: State Pension Reforms

The project was planned to enlarge improvement of states' executive branch pension registries—financed by the first State Pension Modernisation Project. The Government took part in the curriculum and was able to legalise the pension data for public workers; and generate much desired fiscal liberty through decline of dishonesty and bribery.

New Public Management

With the introduction of New Public Management (NPM) system, the administrative development has re-conceptualised the reform process in Brazil. There is a political administrative, social and economic change, which has positively impacted the process in the administration. On the basis of certain parameters of NPM, Socio-economic indicators of development dynamics have

been reaffirmed. The quality and transparency of public services delivered effectively to fulfill the larger objectives of the common man in Brazil. From the fiscal front, monetary stability scheme established legitimately with the fixed real plan components. In the pre-reform era, the GDP was on the decline. But after the implementation process of NPM, the GDP has been significantly increased to execute effective democratic policies and also subjected the growth of Middle class. Due to the outside influence of international power along with NPM, 1995, the Federal government in Brazil started Directive Plan for the Reform of the State Apparatus reduced state activities in governance. The objective was to privatise few governmental sectors.

The Post-NPA (Third Generation Reforms) Reforms are depicted in the following table 14.1:

Table 14.1: Post-NPA Administrative Reforms in Brazil

Objectives	Functionaries	Key Areas
Collaboration	Performing role within Public Sector, Private Sector and Third Sector	Joint Partnership
Networking	Performing role with the Public Services in the execution and implementation	Exploration of Networking connectivity with governance
Incorporated and Holistic advancement of Organisation	Administrative standpoint of supervision	Government consistency
Answerability	Openness of public Administration to society	Simplicity
Involvement and Organisational commitment	Development of social involvement in policy implementation	Power and distribution of participatory democracy
Leadership	Political and Administrative process in Public supervision	Strategic monitoring
e-Government and information and communication	Citizen participation for quick service	Digital governance

The Post-New Public Management recognised the project of Federal Award of Public Management Innovation (FAPMI) to promote better governance in terms of qualitative software. The Brazilian government acknowledged the cutting-edge managerial rules and code of conduct in order to go for smooth functioning of the administration. Participatory budgeting is also coming under the best practices model of administrative reforms in Brazil.

Twenty-five text books and fifty nine articles were circulated to promote administrative reforms like on governance, post-new public management and public management reforms. It was based upon comparative analysis and specific case studies of selected countries. The concept of performance management also continued in the agenda of reform. The third generation reforms also dominated to assess or evaluate the earlier agenda fixed for administrative development.

14.3 ADMINISTRATIVE REFORMS IN RUSSIA

There was slow and a steady attempt to execute reforms in public administration in Russia. It was evident, since the disintegration of the Soviet Union. Towards the beginning of 1992, the legal basis for civil service was undertaken in the Russian federation. In 1995, a Federal Law was executed. The implementation of this law was a novel step towards Russian civil service based on merit and skill. The Federal Law also established many protocols regarding the issues of public administration. But somehow it was not successful. During the time of 1997-1998, the Russian officials attempted to discuss a novel idea of Administrative Reform. But on the other hand, the President Putin wanted to go for a re-conceptualised call for a reform in Public Administration. This innovative reform was segmented into three major parts:

- i) Innovation in Civil Service Reform.
- ii) Establishment of Administrative Reform.
- iii) Municipal Government Reform.

Innovation in Civil Service Reform

The Russian Federation attempted to execute the idea of Public Service Reform in 2001, which was initiated by the Russian President. There was proposal for setting up new approaches to public service regulation and human resource management in the government agencies. The Public Service Reform in Russian Federation was initiated in 2002 for smooth functioning of the administration in Russia. In this connection, Federal laws were also implemented for restructuring of administrative process in Russia. In a statement according to Federal Law, Public service system in Russia includes the Russian Civil Service, Police Service and Para-Military service. In 2004, Civil Service in the Russian Federation was implemented. There was different agenda fixed on civil service for administrative accountability in Russia that includes:

- i) Method of Competition for appointment of Civil Servants.
- ii) Comfortable job enhancement for Civil Servants.
- iii) Setting up remuneration fund for Government agencies.
- iv) Framing up of Resolution mechanism procedures.

Restructuring Programme in Administration

The restructuring programme of administration was executed in 2003 by Presidential Decree in Russia. The Commission for the Government in Russia

was set up. Two thoughts are underlined to bring about transparency in administration, which are mentioned below:

- i) It is the prime responsibility to evaluate activities of the government on good platform.
- ii) It is essential to patently separate following three types of functions:
 - a) Setting the set of laws task.
 - b) Implementing the rules functions.
 - c) Applying the rules functions.

In 2004, the Presidential Decree recommended for establishment of Federal Executive Authorities. The role of government agencies decreased considerably. The responsibility of ministries is to execute policy analysis; and enabling the draft of legislation. Services are also equally responsive for supervision. They are involved with national defense, national security and crime patrol. Agencies emanating from different government departments are also accountable in promoting public services. The Concept of the Administrative Reform was implemented in the Russian Federation during the years 2006-08.

The idea of administrative reforms symbolises public service ethical standards relating to administrative policy and regulations, service standards, concert appraisal-service deliverance, job metaphors, routine management, inside accountability and well-designed review.

Other reforms in the implementation process mainly focus on:

- i) Model of Public Service restructuring in the Russian Federation.
- ii) Model of the administrative restructuring in the Russian Federation.
- iii) Model of the budget process restructuring in the Russian Federation.

Recently, the Government is focusing on the administrative, professional and digital transformation; and is making efforts for 42 initiatives, which are divided into six key sections: the social sphere, construction, environmental protection, digital transformation, technology breakthroughs, and a state for the people. In this regard, to enhance the efficiency of the decisions and actions by the federal and local authorities, all data and parameters are being monitored. Necessary attention is being given to the digital transformation of the activities of the Federal Service for State Registration, Cadastre and Cartography (Rosreestr) and cutting the time involved in providing services. As per plan, the processing time for 90 per cent of online applications for mortgage registration will be processed in one day by 2024. The regulatory timeline for the provision of land plots will be reduced by 25 days. In sum, 100 per cent of Rosreestr services will be available online by 2030 (The Russian Government, <http://government.ru/en/news/44398/>).

14.4 ADMINISTRATIVE REFORMS IN INDIA

Since the ancient Civilisation, a sequence of administrative reforms was carried out by Monarchs such as Chandragupta Maurya and Ashoka and the

leaders of the Gupta dynasty. Discourses such as Arthashastra, Dharmashastra and Shukra-Niti are occupied of guiding principle for civilising the capability and receptiveness of the administrative reforms. These discourses along with the classical texts brought administrative transformation in ancient India. The transformation includes administration of returns, local governance, business and personnel. The detailing of the administrative system was considered as phenomenal. Centralisation of power, a sound controlled regional system, detailed influence of authority among the administrator, an efficiently managed agrarian system, detailed judicial and magisterial supervision, sound monetary management, well integrated revenue paperwork, and merit basis of employment were the major objectives of the Mughal administration. It was based upon well-designed administrative reforms during that time.

The British phase

At the time of East India Company and the British Crown, a series of reforms were introduced in the administrative system, which continues to have an impact even on the present-day administrative system. The formation of the Central Secretariat, the system of departmentalisation, consolidation of district administration, Formation of the urban local government, implementation of rule of law, reformation of the judiciary, police reform, formation of All India Services, recruitment by open competitive examination, organisation of the Public Service Commission and Civil Service training were the major administrative reforms, which can be referred to. The idea of developmental orientation in the civil service had its foundation in the British phase, which steadily saw the continuing development of an accountable government. At the time of company rule, many administrative changes were executed at the proposal of the then Governor Generals themselves. At the time of the British Crown, significant committees and commissions were set up to propose development in the administrative system. Indian Civil Service (1854), the Special Committee on Civil Services Salaries (1860) the Committee on the Selection and Training of Candidates for the Indian Civil Service (1876), the Public Service Commission, (1886-87), the Royal Commission upon Decentralisation (1907-09), and the Royal Commission on Public Service in India were the important committees, which contributed a lot towards administrative improvement in the country.

Adoption of the Constitution

Since the introduction of our democratic Constitution in 1950, different administrative committees and commissions have been established to rectify the administrative ills in the country. In terms of administrative federalism in India, state administrative reforms in India have been considerably affected by the central proposals. Many of the reports witnessed the strong parameters of specific machinery of the administrative system. In the beginning, Andhra Pradesh Reforms Committee, (1960), Rajasthan Administrative Reforms Committee (1963), Kerala Administrative Reforms Commission, (1958) were the major important committees in improving administrative system in India.

Committees and Commissions

Many committees were set up to implement administrative reforms in India. It was based upon few preferred aspects. Pay structure of the Civil Servants, Urban government, Rural administration, and prevention of Corruption was the major agenda of administrative reforms in India. The First Administrative Reforms Commission (ARC) in India (1966) reviewed the administrative system at all levels; vertical as well as horizontal. The Second Administrative Reforms Commission (ARC) was set up in the year 2005. It scrutinised a few issues, which required a new look in the current scenario.

In addition to two ARCs, other committees and commissions were also set up to fulfill larger objectives of the country.

The Secretariat Reorganisation Committee was set up to transfer power of the Secretariat. It focused on the technical changes in the Secretariat. The Economic Committee was also framed by the government of India in the year 1948. The objective of the committee was to monitor government expenditure for smooth functioning of the administration. Two reports were also submitted for effective governance. One report was associated with Public Administration in India and another on the efficient conduct of State enterprises. The report was submitted by A.D. Gorwala, which focused on efficiency and discipline in the civil services. Paul H. Appleby also submitted report on Public Administration in India. He suggested and reviewed for improving work procedure and to promote the capabilities of the administrative Organisation. The Indian Institute of Public Administration was set up in New Delhi to monitor technical administrative expertise and skills of civil servants. Ashok Chanda Committee was set up in the year 1954, which recommended the creation of All India Services.

The Railway Corruption Enquiry Committee was set up to make comprehensive transformation in the Railways. In the year 1956, Paul Appleby visited India again and submitted a report on Re-Examination of India's Administrative System with special Reference to Administration of Government Industrial and Commercial Enterprises. A.R. Mudaliar Committee was also set up on Public Services. The report dealt with qualifications for recruitment of civil servants. Further, in the year 1957, 1959, 1962, 1964, 1966, comprehensive reform proposals were implemented. The committees like Prevention of Corruption, Emoluments and Conditions of Service of Central Government employees focused on the imposition of Code of Conduct for Civil Servants.

The First Administrative Reforms Commission was set up under the leadership of Morarji Desai. The Commission submitted its reports in 20 parts on various aspects of administration, which included aspects like Centre-State relations, Machinery of Planning, Redressal mechanism of Citizens, and economic administration. In the year 1975, L.P. Singh and L.K. Jha, as administrator of the Government, suggested to improve "Efficiency in Administration". In the year 1976, D.S.Kothari suggested a system of single examination for All India Services. After that Asoka Mehta Committee recommended for two-tiers of Panchayati Raj Institutions. The Mehta Committee suggested for the establishment of Mandal Panchayats. Thereafter, National Police Commission

(NPC) was set up during the year 1977-80 and the report of NPC included several recommendations on the modernisation of the law enforcement machinery and comprehensive arrangement for prevention of misuse of power.

In the year 1980, the Economic Reforms Commission was created under the leadership of L.K. Jha and the Commission focused on rationalisation and modernisation of the economic and administrative system. In 1984, another committee on Centre-State relations was set up under the leadership of R.S. Sarkaria, which submitted its report in 1988 that suggested for setting up Inter-State Council (1990). In addition, several pay commissions were also set up for the smooth functioning of the administration. In 2001, the Expenditure Reform Commission was set up.

In 2005, the Second Administrative Reform Commission was set up and it submitted 15 reports on various aspects of governance. The Second Administrative Reforms Commission also gave emphasis on Right to Information as a key to effective Governance. It was under the leadership of Shri Veerappa Moily to give an outline for overhauling the Indian administration. The Commission recommended measures to accomplish receptive and sustainable effective governance for the country. The Second Administrative Reform Commission also gave other suggestions for smooth functioning of Indian administration.

In 2010, the Second ARC on Centre-State relations submitted its report. In 2015, NITI Aayog has also been established to provide directional and policy inputs to take different initiatives in governance. The present government is also taking initiatives on positive development of administration by implementing different developmental schemes like Make in India, Digital India, and Skill India Programme. On behalf of NITI Aayog, Sustainable Development Goals have also been implemented to bring about transparency in administration.

First Meeting of the Governing Council of NITI Aayog was held on 8th Feb, 2015. The meeting suggested different developmental schemes for administration. In addition, the Resource Book on Good Practices in Social Sector Service Delivery, 2015 was passed and submitted to the Government of India.

The administrative reforms in governance have yielded mixed results but by and large these have been much successful from all quarters. The Lokpal and Lokayukta Act, 2013 was also implemented and the objective was to offer for setting up Lokpal to investigate into allegations of corruption. The present government is monitoring the implementation of reforms and development through a platform known as PRAGATI (Proactive Government and Timely Implementation).

Check Your Progress 1

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Discuss the Post-New Public Management Reforms in Brazil.

2) Enumerate the recent initiatives of the government of Russia.

3) Examine the Administrative Reforms in India.

14.5 ADMINISTRATIVE REFORMS IN CHINA

Chinese government has positively pressed long-term administrative reforms to gather the polity, society and economic changes since the early 1980s. It was just for the effectiveness of promoting governance. The discussion on administrative reforms in China includes the following:

- i) Look into the present challenges for administrative reform in China.
- ii) Investigating the considerable administrative reforms under the conventional State –Centered prototype.
- iii) Examining an alternative mechanism for administrative reform in China.

The social periphery, politics, economy and ideology have been changed appreciably to diverse degrees after the 1980s. It was a shift of a fundamental social sphere. There were different shifts in the Chinese administrative system, which includes:

- i) Ideology
- ii) Economic System
- iii) Social System
- iv) Globalisation

There was a shift from the class struggle and revolution to economic growth. Both the government and public must participate in economic development. Before, the Chinese economy was centralised planned economy. The dictatorial

status of the interventionist role of the state has become now obsolete. Market has now become need of the hour. In terms of social structure, the Chinese society is subject to open social mobility. It has restricted openness of public employment, which is related to Civil Service and recruitment. Now China is witnessed in developing modern industry. There is rapid growth of Urbanization and town planning in China. After globalisation, the Chinese society wanted to integrate their economy into the global economy.

Due to over pressure of the Chinese Society, the administrative system faced many problems. These are identified as major issues and challenges in governance:

- i) Legitimacy issues,
- ii) State-owned Enterprise issues,
- iii) Fiscal issues, and
- iv) Administrative State issues.

In terms of legitimacy crisis, the sphere of trust has been declined. There was rampant bureaucratic corruption. State owned Enterprise was facing short output. From local governance to centrally sponsored schemes and governance have monetary deficit. There was nepotism and despotism in the administrative state of China. The accountability was misleading. It was recognised by the late leader Deng Xiaoping. These troubles and catastrophe universally survived in government to dissimilar amount at each height. In the backdrop of the lines of different problems, the government decided to go for effective reform in bringing transparency in administration. Good governance through implementation of administrative reform will become possible for the common man in China. It is said that to meet the much troubles and tribulations of the government, the large-scale Government Organisational Reform (GOR) across the country was prevalent in four round tables. It was evident in the year 1982,1988,1992,1998 respectively. The reform highlighted on following areas.

- i) Changes in the functions of the Government.
- ii) Government Structure and Norms.
- iii) Cutback the personnel.
- iv) Government and Enterprise Rationalisation.
- v) Codification of the rule of Law.

In the lines of functions, the government is now paying attention on social capital like public goods and allocation of services. China wanted limited government in principle. The need of the hour of Chinese economy is to adjust the government with different structures and norms. In terms of Central Government rules 1998, the GOR rationalised the departmental structure. Small government, Big Society principle was followed up. Chinese society

stood for merit-based civil service system and skilled oriented civil servant army. Due to fiscal pressure, the government of China proposed to cut-back 50 per cent of the government employees. Chinese government intentionally avoided bureaucratic ways in expanding business. Rule of law is the basis of administrative governance in China. The system of government-employee started to transform from favouritism to merit based system.

The goal of administrative reform in China is to promote government efficiency and effectiveness. Value orientations are much needed in promoting administrative reforms in China, which was emphasised in the Minnbrook Conference. Administrative restructuring should be capable to push the expansion of the complete society. Before, the administrative reforms were considered for Organisational restructuring. Presently, it highlighted on the cutback of government Organisation and rationalise personnel.

Citizen-Centric Governance Paradigm in China

The Citizen-Centric Government Paradigm was developed in China. It was an innovative strategy of governance in administration, which considered government as institutional dialogue and compromise and strongly favoured decentralisation and local governance. This Paradigm gives the opportunity to the Government for executing role in the field of promotion of growth, transformation and integration.

Reinventing Government in China

Reinventing government in China is a campaign against reconstruction of relations. The relationship is being cemented between government and citizen, government and enterprise, central government and local government respectively. The relations are also being explored between the executive and legislature, between the executive and judiciary and so on.

Decentralisation Drive

The decentralisation drive has positively impacted the major transformation in state-local relations. It promoted de facto fiscal federalism. With effect from 1994, a new separated Tax System scheme was legitimized and local governance has assumed more powers in terms of taxation, investment and legislative powers. At present, the government in China streamlined the tax revenue sharing system.

Community Governance

Community governance is one of the major paradigms of administrative reforms in China. The 1982 Constitution codified the concept of local-self rule. Rural village committees and urban Neighbourhood communities were prevalent in China. In 1987, the National People's Congress (NPC) adopted two historical organic laws for these community based organisations in China. At present, many home owners associations have grown up and are playing a leading part in community governance.

Curtailment of Administrative Powers

The main administrative reform is to curtail excessive and overactive administrative powers. This reform was started in the year 2001. Leading Group on the Reform of the Administrative Examination and Approval was formed. In 2003, the NPC implemented the Laws of Administrative Licensing to standardise licensing. The law provides that government at the local level promote administrative service centres to permit licensed applicants to come closer to their applications approved in one central office without paying visit to many government offices. But with effect from 2013 onwards, the administrative reform has been executed in avoiding administrative review and approval powers. The Plan for the Institutional Restructuring of the State Council and Transformation of Functions was implemented by the NPC in 2013.

Plural Governance

China's administrative reforms are to promote plural governance. The government invited many State and Non-State actors like Civil Society Organisations to play a leading role in strengthening plural governance at all levels. The government wanted to invite NGOs to participate in the deliberation of social management functions. Government departments are actively engaged in order to buy social services scheme from these grassroots organisations.

Law Based system of Public Administration

Many administrative laws were executed and legislated by the State Council. The objective of this law is to facilitate market. State Council published the Opinion on Pushing Forward Implementation of Administration. The objective is to promote sunshine government. There was enactment of the Administrative Litigation Law. It was implemented for the improvement of effectiveness of the administration.

14.6 ADMINISTRATIVE REFORMS IN SOUTH AFRICA

South Africa's political transition to democratic rule in 1994 paved the way for the ambitious public sector reforms, which sought to restructure the organisational and personnel profile of the state. A key aim of this process was to enhance the state's management capacity to steer a far-reaching socio-economic policy agenda, which drew on the principles and tools of comparative public management practice as it had evolved globally and intellectually. South Africa has developed sweeping governance and establishment of public services reform measures. These implementing measures have touched every aspect of the political space. The reform process began as a watershed reform movement in the field of executive, legislative and judicial branches of the government. The reform also engaged the role of Civil Society Organisations in governance. The reforms have not blocked with the development of the political room, but have moved further to encourage the renewal of the public service. New Partnership for Africa's Development (NEPAD) was also the strategy of reform in Africa.

Public Service Reform

In the recent years, African Government have moved consideration to the restructuring of the public service. The Public Service reforms were developed and their objectives are discussed below:

- Labour redistribution and joblessness management.
- Prologue of Customer-Care Initiatives.
- Development of records and information administration systems.
- Revitalisation of local government and decentralised agencies.
- Achievement of anti-corruption measures.

Reform in Post-Conflict Environment

Political rights were expanded as part of the 1991-92 reforms. It witnessed a multi-party system and assured freedom of association. The 1991-92 Constitutional reforms talked about political pluralism and offered the citizen of basic rights.

The government in South Africa took steps to tackle many of the issues of the governance through Programa de Reforma Institucional e Moderniza 'o Administrativa (PRIMA), which was implemented in the year 1996. The government of South Africa carried out the following measures:

- i) Restructuring of Civil Servant Posts; and
- ii) Opening of Modern Human Resource Management.

In the year 1999, Government of South Africa started an innovative programme titled "Administrative Reforms Program" (Programa de Reforma Administrativa, or PREA). The objective of the programme is to make public administration more responsive, and legitimate. The Government has taken steps for the decrease and cut-back of the civil service. It is evident that early retirement package was accepted and employees quit the service. The dispute ahead is in lifting up the pay levels.

The basic features of the reforms of PREA are mentioned below:

- i) Institutional and management aptitude of Public administration.
- ii) Development of De-bureaucratisation and validation of Public Administration.
- iii) Decentralisation and de-concentration of powers to local levels.
- iv) Modernisation of Fiscal administration at the grassroots level.
- v) Effective Service delivery System.
- vi) Encouragement of Civil Society participation.

Information management is also another way-out of reform process in South Africa. Resource management and transparency are playing a greater role in the process of reform. In addition, many bilateral and multilateral donors

have come up with many initiatives. The external Donors, particularly Italy, undertook finance a Program Support Document (PSD) executed under the supervision of GEPE MAPESS and INAP. The innovative programme titled Reforco Institucional da Administracao Publica (REFORPA) is made up of selected attributes.

- Network of training centres.
- Technical Assistance facility.
- Stipulation of administration and management courses for Local, and Central government.
- Technical assistance facility.
- Management and service delivery systems.

Mozambique is another country, that is, counterfeit ahead with reform. The economy has in recent years been building high-quality advancement. The GDP has full-fledged from \$2,463 million in 1990 to \$3,607 million in 2001, with annual growth rate attaining 13.9 per cent in 2001. This has impacted completely on the Government's poverty cutback efforts.

From 2000, the Government took initiatives receiving donor hold up for the formulation of an inclusive Public Sector Reform Strategy (PSRS). The main purpose of the programme is to change procedure and observation. It is enhancing the aptitude of the public sector to attain the socio-economic expansion and poverty reduction objective set under PAPRA (poverty alleviation strategy). To assist in devising and running the reform process and to organise donor hold up to the course. The Government in the year 2000 recognised UTRESP Technical Unit for Public Sector Reform.

Public Sector Reform Strategy

Public Sector Reform was implemented in the year 2000. It was witnessed support from the donor countries. It was so called the Comprehensive Public Sector Reforms Strategy. The objective of the reform was to promote the effectiveness of the public sector to achieve socio-economic transformation and poverty reduction targets. The PAPRA was implemented and placed as an innovative Poverty Alleviation Strategy. The UTRESP was another technical unit, which was established in the year 2000 to give an administrative support to the public sector. It was headed by ministerial committee. The World Bank also helped through grants for the said purpose, which was evident in the year 2003.

The developmental strategy in administration of Public Sector mentioned the following major features:

- i) Civilising service deliverance through devolution and institutional reshuffling,

- ii) Intensification of the policy formulation and monitoring development and aptitude,
- iii) Attractive professionalism in the public sector,
- iv) improving financial management and accountability,
- v) Encouraging good governance and fighting corruption, and
- vi) Administering the change process (change supervision).

The African Charter for Public Service was implemented for the practices of developmental schemes in Cameroon. The New Service Delivery System on ICT was framed to give computer reference numbers to the Consumers. The Government was taking steps of many administrative reform measures in South Africa. They are discussed below:

- Implementation of National Anti-Corruption Plan,
- Implementation of Ad hoc Anti-Corruption Committee, and
- Inclusion of Civil Society Actors.

African Public Service Charter was also implemented in Tanzania. It promotes in strengthening public service ethics and accountability. The Charter also gave ethics infrastructure in 2001. The Government in South Africa also enacted the Prevention and Combating of Corruption Activities Act, the Public Service Act and the Public Services Negotiating Machinery Act, 2003 for the smooth functioning of the administration in Africa.

In order to promote many anti-corruption activities, a Good Governance Unit was set up in the President's Office. In 1990, the Government endorsed the Public Service Commission Act in Namibia, which authorised the Commission to counsel the President on subject of public service recruitment, remuneration, regulation, presentation, etc.

The Ombudsman Act of 1990 is yet one more proof of the Namibian Government's resolution to build rock-hard principles of communications. The Public Service Code of Conduct established a uniform customary of conduct for public servants.

The Prevention and Combating of Corruption Activities Act 12 of 2004 was also legislated to enquire about the cases of corruption. South Africa has recorded one of the most notable accomplishments in Public service modernisation in Africa. The slogan was on Batho, Pele which means People First. The public service has executed an assortment of proposals aimed at answering to the needs of citizens and non-citizens. The Directory of Public Services published by the Department of Public Service and Administration is an indication to the Government's anxiety for the well-being of South Africans. Decentralisation has been moderately flourishing in countries such as South Africa and other countries of the region; Uganda, Rwanda, Namibia, and Ethiopia.

The South African Government has in recent years assumed a number of steps such as:

- The enterprise of an anti-corruption body with powers to act against offenders.
- The Organisation of a high-powered commission on human rights.
- The intensification of the Auditor-General's Office.
- The accomplishment of a Public Service Reform Programme.
- The revamp of presentation assessment device.
- The introduction of civil service examinations.
- The association of initiation training classes, and other human aptitude structure scheme.
- The development of archiving and information management system.

In addition to above reforms, the South African government has reformed the administration from diverse perspectives, which are mentioned below:

- Implementation of merit-based civil service system.
- Increase investment in strategic human resource management.
- Develop labour dealings and multiplicity management in the public service.
- Construct well-built guidance obligation to Human Resource Management Reform.
- Assume a holistic thinking towards Human Resource Management Reform.

Check Your Progress 2

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Discuss the need of Administrative Reforms in China.

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2) Explain the major features of Public Sector Reforms in South Africa.

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14.7 CONCLUSION

Administrative reforms in governance in BRICS is a course that engages augmentation in the aptitude of an administrative system to realise its allotted goals. It engrosses false encouragement of administrative alteration against fighting. Restructuring a system entail an amendment in its form, but it does not mean that Organisational reforms deal with only structural modification in a system. It is much broader in capacity and comprises its domain enhancement in structures, progression and behaviours of the administrative system and its mechanism.

In this Unit, we have discussed the meaning, need and significance of administrative reforms in BRICS. The venture of administrative reforms in BRICS has been a mix of success and failures. The participation of Community Based Organisations with the support of the government must promote public policies in the field of execution and implementation. At the outset, most of the BRICS countries have intended to implement crisis management plans very scrupulously with the support of the masses.

14.8 GLOSSARY

Decree Law: A decree law refers to the law, which is ratified by a head of the state.

Despotism: Refers to the exercise of complete power.

DFID: The Department for International Development (DFID) is a United Kingdom government department, which is accountable for managing overseas aid.

Periphery: It refers to the explanation of how economic, political, and cultural power is dispersed between leading core regions.

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14.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points:
 - Refer Section 14.2
- 2) Your answer should include the following points:
 - Refer section 14.3
- 3) Your answer should include the following points:
 - Refer Section 14.4

Check Your Progress 2

1. Your answer should include the following points:
 - Refer Section 14.5
- 2) Your answer should include the following points:
 - Civilising service deliverance through devolution and institutional reshuffling.
 - Intensification of the policy formulation, and monitoring development and aptitude.
 - Attractive professionalism in the public sector.
 - improving financial management and accountability.
 - Encouraging good governance and fighting corruption.



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