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# QUESTION PAPER

June – 2023

(Solved)

राज्य, समाज और लोक प्रशासन  
( State, Society and Public Administration )

M.P.A.-11

समय : 3 घण्टे ]

[ अधिकतम अंक : 100

नोट : प्रत्येक भाग में से कम-से-कम दो प्रश्न चुनते हुए किन्हीं पाँच प्रश्नों के उत्तर दीजिए। सभी प्रश्नों के अंक समान हैं।

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# QUESTION PAPER

December – 2022

(Solved)

राज्य, समाज और लोक प्रशासन  
(State, Society and Public Administration)

M.P.A.-11

समय : 3 घण्टे ]

[ अधिकतम अंक : 100

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# Sample Preview of The Chapter

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# STATE, SOCIETY AND PUBLIC ADMINISTRATION



## Nature of the State

### **INTRODUCTION**

A 'State' is a complex term to define. There is no standard or uniformly accepted definition of a state. Different views are given on the nature, structure, functions and behaviour of a state. Machiavelli, a political thinker first used the word 'state' in his book 'Prince' in 1523. According to him, 'All the powers which have had and have an authority over men are states'. Different scholars have given different definitions on the nature, objectives and jurisdictions of a state.

According to **Aristotle**, 'A union of families and villages having for its end a perfect and self-sufficing life by which we mean a happy and honourable life'.

According to **Gilchrist**, 'When a number of people living on a definite territory, are unified under a government, which in internal matters is the organ for expressing their sovereignty and in external matters, is independent of other governments'.

### **CHAPTER AT A GLANCE**

#### **DEFINING THE STATE**

State has been taken as a complicated and problematic institution. Political theorists are

doubtful about its origin and unable to explain the true concept of the state and thus define it. A comprehensive, standard definition of a 'state' is difficult to form as it varies according to changing time and situations. From tribal communities to city communities, from old city states like Greece to feudal societies, from sovereign states to fascist states and communist states to welfare states, the concept and meaning of a state takes many different forms.

Some experts give an explanation of state on ethical and moral grounds while others view it as a system of exploitation. Some experts explain it as a part of society while others see it the same as government.

In reality, state is a special association which is very much different from other social institutions. In fact, other social institutions are part of the state.

A state is not only a central subject of a political system but also a problematic issue. State is defined on the basis of some elements. It has its own population, fixed territory, government and sovereignty. To summarize, when a group of people permanently occupies a definite part of territory

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independent of any internal or external control and possesses an organised government. which formulates and implements rules and regulations for the people is known as 'state'.

State constitutes different types of organisations, working for different communities of a society and providing services accordingly. On the other hand, state also constitutes such organisations that are working for all sections of the society.

The commonly accepted definition of a state is based on four essential features namely territory, population, sovereignty and government. All these are equally important and a state cannot exist without any one of them. Today's modern welfare state enjoys all the powers to perform functions through different bureaucratic, judicial, military institutions. Thus, state enjoys all the powers or has monopoly of control over different means and it is important for the working of the state like sovereignty, constitution, public bureaucracy, authority, legitimacy and citizenship.

Max Weber, a German Sociologist who has given 'ideal' model of bureaucracy, has also given systematic theory of the state. He has given unique features to describe a state namely territory, violence and legitimacy. He emphasized bureaucratic organisation as an essential element of modern state. He made an effort to form an ideal state that should be a bureaucratic state. So in this way he related state and administration. He also believed that all the functions of a state performed through an accountable and responsive bureaucracy. But too much democratic control over bureaucracy is an obstacle in the way of its functioning.

The modern state has the capability of monopolizing the legitimate use of violence within a fixed territory. The term legitimacy means distribution of power in formal codes and institutions. The way in which government exercises its powers to promote its various ends includes legitimacy. The legitimacy is concerned with the concept of 'soft'

and 'hard' states. A soft state believes in people's involvement in the implementation of policies while a hard state forces people to accept the policies. Every state is a combination of soft and hard state.

Sovereignty can be internal as well as external. It differentiates a state from a society, community and government. State is the only institution that enjoys an element of sovereignty. It is that power of the state which is used to remove conflicts. According to **Laski**, 'It is the possession of sovereignty that a state is distinguished from all other forms of human associations'. In nutshell, according to **Laski**, 'the state is not the people, nor the land, nor the government but all of them and in addition the state must possess that unity which makes it a distinct and independent political entity. The absence of any one of these elements destroys the state, all must exist in combination'.

**CHANGING PERSPECTIVES  
ON THE NATURE OF STATE**

A state is a historical institution. It is an outcome of an evolutionary process. Various essential elements have contributed to the development of the state. The nature of state keeps on changing with passage of time. It changes according to social, economic and political situations. The nature of state can be studied in light of the following perspectives:

**Liberal Perspective**

Liberalism is an important political ideology. It was started in 16th century. Economists like Adam Smith and Ricardo have contributed a lot to promote this ideology. Early liberals like Hobbes, Locke, Bentham and J.S. Mill amongst others have also contributed a lot to spread this ideology. The origin and development of this ideology cannot be related with any one political thinker. It advocates freedom of the people. The prominent features of this ideology are representative democracy, rule of law, human rights, secularism and struggle for political power. The liberal perspective is still developing further.

In liberalism, man is core focus in any social set up. It focuses on maximum freedom of the people. It also emphasizes minimum control and interference of state in the lives of people. It supports capitalism and also favours that state should not interfere in the economic activities of the people i.e. policy of 'Laissez-faire'. There should be free and open competition. Liberals believe that state is a necessary evil because its rules and regulations infringes on the freedom of people. But it is also necessary as it performs some unique functions that no other institution can perform. It works for the welfare and development of the people wherein the state accomplishes most of their needs.

According to early liberals like James Mill and Bentham, state is not a necessary evil but it is a social and ethical institution. Rule of law and societal peace can only be established when there is interference of state in different spheres of people's lives. It develops such circumstances that are vital for the development of people.

#### **Marxist Perspective**

According to **Marxists**, a state is not an ethical or social institution. It does not represent people's needs and will. State is an invention of that class of society that owns the means of production. It is a political invention for the protection of interests of this strong economic class. State is an outcome of historical development. It has originated due to class distinction in the society.

Industrial development led to feudalism and capitalist economy. This strengthened the class distinction and hence class distinction became the main reason of state's origin. According to some Marxist views, state and its bureaucratic institutions are working independently as an autonomous body. State is also working according to various sections of society. As per today's Marxist approach, state works for its own interests and for other powerful pressure groups. In a nutshell, Marxists believe that state protects the interest of the ruling class, whatever it may be in any form.

#### **Neo-liberal Perspective**

The base of this perspective is public choice or public agent theory. This theory assumes that state works for the interest and welfare of special groups. State uses its authority to fix economic transactions for their benefit. It advocates market model and competitive elements like marketisation. It assumes 'that government is the best which rules the least'. It favours that market is superior over the state. There is a need to cut down the size of administrative machinery and more active participation of non-governmental agencies. For this, it promotes privatization. It works to widen the gap between politics and administration and on the other hand, bringing public administration close to private administration. So the main focus is on 'management' and 'managerialism'. This perspective supports that state should play a minimum role in the economy but in developing countries/ economies, state has to interfere in various aspects of peoples lives as significant number of them are poor, deprived and disadvantaged. So here, state becomes a prime institution as it performs the functions of defence, security welfare, infrastructure development, social justice and economic growth.

#### **BRINGING THE STATE BACK IN: THE CONTEMPORARY DEBATE**

State's evolution can be studied under three main paradigms.

**Mark I:** Liberal perspective, it emphasizes upon 'low state' paradigm (1860s to 1930s). The main emphasis was on Laissez Faire policy. Marxist viewpoint advocated that state would form an interim law and order support system till the dictatorship of the proletariat quickly allows its withering away.

**Mark II:** High state paradigm. It was prevalent between 1930s and 1970s. Keynesian macro-economics was the main source of its motivation. It was assumed that state is the most suitable and reliable institution to perform the primary functions. Other secondary functions were the duty of the

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private sector. State was again taken into consideration after the economic recession and the Second World War that followed this recession.

**Mark III:** It was again a low state paradigm which was initiated with the impact of neo-liberal perspective. The basis of this perspective was 'public choice approach'. The decline of Statism in Eastern Europe also encouraged this trend. Other views like on public administration and the state like 'Thatcherism' and 'Reaganism' that emerged later, also stressed that the primary function of the state should be security, maintenance of law and order and protecting the weaker sections of the society.

Now, the question arises whether the current 'low state' approach is going to witness any change or is it more or less permanent? And the answer lies in recent theoretical as well as practical developments that indicate that situation and perspectives are going to change.

Despite World Bank's support to Mark III paradigm, it also collapsed due to the decline of all state supporting ideologies and paradigms of political analysis. It depicted the predominance convergence theory or just another form of 'endism'. It indicates that the East European communist systems would adapt more market oriented principles and pay greater attention to Western freedoms while Western systems would become more statist and welfare-oriented.

The Mark III paradigm or low state approach has given a new approach to the state by making it more powerful. Several new theories have explained the study of state and its relationship with market and civil society.

Many scholars focussed on the issue of 'bringing the state back in' by giving different valid reasons. It shows a timely return to institutionalism and to the basic concern of political analysis. Like the social basis of power and the ethical dimension of politics.

As a state is rolled back in some ways, it is natural that it must 'roll forward' in others.

Government is a big business with enormous functions to perform and is continuously growing. In developing nations, government is performing all basic and complex functions and for this it must function as a main source of capital accumulation for future economic growth. On the contrary, in developed nations, government functions to promote human resources. Government plays an important role-by spending financial resources, giving employment means and most importantly influencing citizens lives, positively.

With the emergence of governance, there is a constant effort to reduce the size and scope of government. Unfortunately, with privatization, disinvestment and corporatization in India have failed to tackle poverty related problems like malnourishment, under and unemployment, labour issues, weak social security measures etc.

In developing economies, it would be unfair to roll back the state as it performs a positive role to remove market differences, ensure transparency and strengthening human abilities.

Even Western liberal ideas that were denying state's importance now accept the positive role of governance. Thus, state is not moving back in any way.

A UNDP report clearly shows that the 'shrinking state' or 'reducing state' has resulted into increased poverty, socio-economic disparity, decline in public health and education.

In India, the state has never shown any signs of receding 'or moving back'. Rather, it is steadily spreading through state functions.

There is a need to have an administrative paradigm that would resolve the complexities of developing countries rather than international corporations. Another weakness on part of developing nations is that they are still not able to build strong political, economic and administrative bodies, structures and processes to monitor globalization trends. Besides, bureaucratic problems and malpractices also exist. With reference to third