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## **DEVELOPMENT COMMUNICATION: A PURPOSIVE COMMUNICATION WITH SOCIAL CONSCIENCE - AN INDIAN PERSPECTIVE**

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***Abstract** - Development Communication is communication with a social conscience. It takes humans into account. Development communication is primarily associated with rural problems, but is also concerned with urban problems. It has two primary roles: a transforming role, as it seeks social change in the direction of higher quality of values of society. In playing its roles, development communication seeks to create an atmosphere for change, as well as providing innovations through which society may change. This paper tries to explain the concept, theory and practice of development communication, especially in Indian context. Different approaches to development communication have been discussed and their relevance to Indian model of development communication has been analysed and interpreted.*

***Key words**- Functional participation, popular participation, redistribution of resources, self-reliance, multi directional communication, exploitative linkages, open dialogue.*

### **Introduction**

Development communication has been defined in several ways by economic development experts, sociologists and communication experts. The terminology development communication originated in Asia, the definitions given by the communication experts of this region gained currency. Definitions differ from region to region depending on the definers view of development. Nora Quebral (1975) defined development communication as the art and science of human communication applied to the speedy transformation of a country from poverty to a dynamic state of economic growth and makes possible greater economic and social equality and the larger fulfilment of human potential. Quebral describes the genesis of the term Development Communication and its parameters which grew out of the field of agricultural communication. The term was coined to include under it apart from agricultural development, areas of national development such as population, nutrition, health education housing and employment etc. Development communication was considered an appropriate term to describe the scope, direction and structure of the discipline.

Development Communication is communication with a social conscience. It takes humans into account. Development communication is primarily associated with rural problems, but is also concerned with urban problems. It has two primary roles: a transforming role, as it seeks social change in the direction of higher quality of values of society. In playing its roles, development communication seeks to create an atmosphere for change, as well as providing innovations through which society may change.

### **Philosophy and goal of Development Communication**

Three main ideas which define the philosophy of development communication and make it different from general communication are: Development communication is purposive communication, it is value-laden; and it is pragmatic. In the development context, a tacit positive value is attached to what one communicates about, which shall motivate the people for social change. Development communication is goal-oriented. The ultimate goal of development communication is a higher quality of life for the people of a society by social and political change. We should not view the goal of development communication purely in economic terms, but also in terms of social, political, cultural, and moral values that make a person's life whole, and that enable a person to attain his or her full potential. The goal of development communication in a specific society will be influenced by the ends and values of that society.

Development communication has to deal with two types of audience: i) the communicators comprising development bureaucracy, media practitioners and professionals, and ii) the people i.e. the audience who can be informed or uninformed; educated or semi-literate or literate.

Wilbur Schramm (1964) was the first to recognize that communication could play an important role in the national development of the third world countries. He believed that mass media could better the lives of people by supplementing the information resources and exposing people for learning opportunities. Schramm's conceptualization of the interaction between mass communication and development became the focus of many development programmes. He was occupied with the practical problems of using mass communication to promote economic growth and social development in third world countries. He conceptualized a relationship between development communication and economic growth, which has been the main guiding paradigm for development programmes. He suggested that as economic activity spreads, knowledge must be gathered more broadly, information shared widely and transferred swiftly. For this the developing nations must be prepared to support enormous increase in the day-to-day communication within the system.

The specific concept of development communication identifies information, education and communication (identified by the acronym IEC) about development plans. Development theorists and practitioners realized that merely disseminating information about development plans would not result in development as UNESCO termed it, nations needed communication (IEC) for development within the cultural matrix. Later it was realized that the original formula of information, education and communication for development programmes was itself insufficient to achieve the desired results. In addition, people need motivation to accept development. Development motivation and Development Awareness are essential aspects of development communication (Narula Uma, 1994).

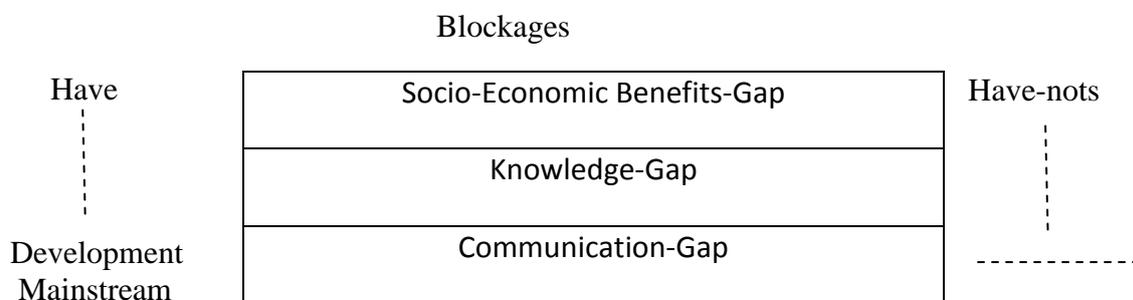
### **Prerequisites of Development Communication**

There are two perspectives from which we need communication for development – communication's needs and audience's needs. The communicator may communicate by information and education, and thus motivate the masses. The audience may communicate for development information, making demands for development and asking solutions for development problems. These two perspectives suggest certain prerequisites for development

communication: (i) human and localized approach to communication rather than abstract and centralized; (ii) credibility and role of communication links, and (iii) access to communication.

Development Threshold: Human and localized approach suggest that communication efforts should be tailored to the needs, psychological dispositions of people and the development threshold of people.

More and more development theorists and practitioners are being convinced that “development threshold” is significant for development communication. For example, there is a marked difference between the development threshold of rural and urban society, between elites and masses, men and women within the urban and rural society. These differences in the threshold are termed as “development gap”. Development gap is identified with socio-economic gap, knowledge gap, and communication gap. Development gap suggests that people in different development thresholds need different development communication handling for effective development. The development-gap hypothesis is that patterns of communication may lead the have-nots away from the mainstream of development thus creating gap between the haves and the have-nots(Narula Uma, *Dynamics of Development in Indian Society*,1983).



Dynamics of Development/ Development gap hypothesis

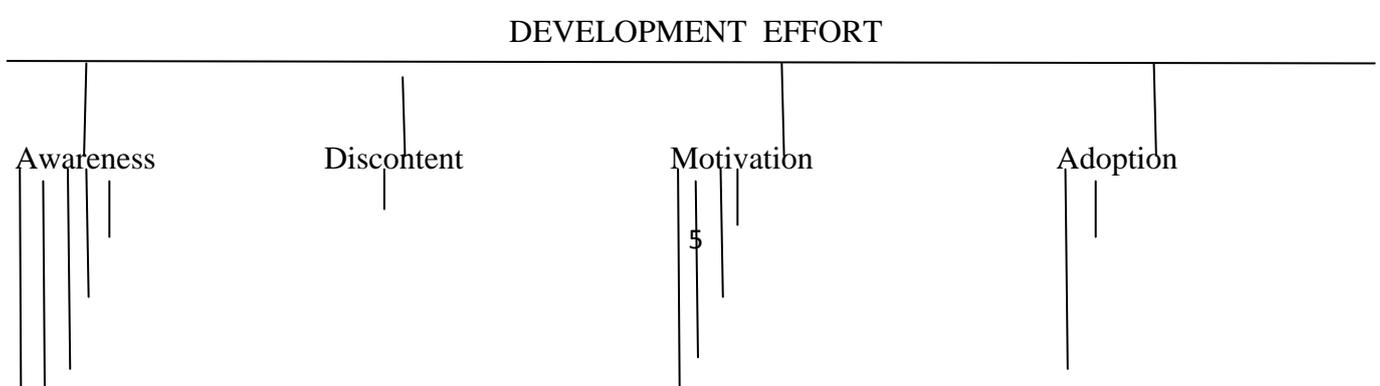
Access to Communication: Access is another prerequisite of development communication, the access to communication channels governs people’s participation in development messages for people which suggest the necessity of accessibility of mass media and interpersonal channels for social and political change. Access to media is determined by

three sub factors: technical, theoretical and potential reach of the media; distribution of media among people; and audience of the interpersonal infrastructure.

The availability of mass-media, media institutions in a country itself is no guarantee that media will be used by the people: (i) mass media are usually not available where they are needed the most for development purposes, (ii) whatever media are available and are received usually do not carry the kind of information that might aid development, (iii) the mass media content may not be relevant enough in a given situation to aid development and (iv) even if functionally relevant information is available, the infrastructure and input may not be available.

Udai Pareek (1968) has argued that the participation in any development programme depends on the level of the motivation of people. The level of motivation depends on the perceived need-based programmes and sustained community interest in the development programmes. Motivation results from various supports which are built into the development programmes and for the development programmes such as support from traditional value systems, leadership of community, experts and change agents. The greatest support for sustained motivation comes from within the community. This can be achieved by “minimum critical concentration of efforts” which suggests training enough people in the community so that they can support each other and keep the motivation alive. Increasing achievement motivation and extension motivation are important for general socio-economic development. Equally important is to reduce dependency motive in order to accelerate development changes in the social structure and developing new expectancy which are essential to foster, sustain and accelerate changes.

The extent of participation could be functional or popular participation. Functional participation is where people participate in development programmes but as directed by the government. On the other hand, the popular participation is involving large masses of people in decision-making and actual implementation. The following figure illustrates development efforts for development participation.





Development Participation: Development Efforts by People

*Approaches to Development Communication(Dev Com)*

There are varied approaches to handle development communication which are not exclusive to each other. The main approaches are:

1. Diffusion/extension approach
2. Mass Media approach
3. Development support communication approach
4. Instructional approach
5. Integrated approach
6. Localized approach to Dev Com
7. Planned strategy to Dev Com

Diffusion/ extension Approach to Development Communication: The main focus of this approach is the adoption of technological and social innovations through diffusion of new ideas, services and products. Diffusion of both material and social innovations is necessary for development. Material innovations refer to economic and technological innovations and social innovations pertain to social needs and structure. The process of diffusion starts with the need assessment of the community and the need fulfilment of community in a better way through innovations. The individual and community decisions for acceptance and rejection of innovations depend primarily on the needs of the adopters. What is communicated about the innovations and how it is communicated are very important.

The resultant consequences of diffusion can be direct/indirect, latent/manifest, and functional/dysfunctional. The early models of diffusion focussed only on material growth. But it was soon realized that social growth along with material growth was necessary for diffusion of products, ideas and services. Therefore, diffusion decisions have to handle the economic, technological and social constraints (Pareek Udai, 1962).

Mass Media in Development Communication: A well-defined developed mass media and interpersonal communication infrastructure is necessary for development communication. It is necessary that these infrastructures should be accessible to the people, both physically and socially. The content of the messages should be balanced. The content should be both rural and urban oriented and addressed to masses in both sectors. The messages should be need-based and they should appeal to the audience.

1. The integrated approach to development communication emphasizes the need to avoid duplication and waste in development efforts. The balance in the spread of information facilities must be maintained both for rural and urban, backward and prosperous areas.
2. Institutional approach focuses on education for development. The emphasis is on literacy-universal education, adult education, formal and non-formal education. There is emphasis on need-based training and development – oriented programmes conducive to development.

Development support communication: Communication is used for persuasion, transmission of knowledge and information, for personal expression, and as a vital instrument for social and political change associated with sectoral development. It is established that development support communication system will continuously emphasise the appropriate motivation for the ongoing support to sectoral development programmes.

In the development context, communication strives not only to inform and educate but also to motivate people and secure public participation in the growth and change process. A widespread understanding of development plans is an essential stage in the public cooperation for national development. Methods of communication must give people messages in simple language for understanding. The development plans must be carried in every home in the language and symbols of the people and expressed in terms of their common needs and problems. If obstacles are encountered and things go wrong somewhere people must be informed and acquainted with the steps taken to set things right.

Erskine Childers (1966), the brain behind this term, describes Development Support Communication as development planning and implementation in which more adequate action is taken of human behavioural factors in the design of development projects and their objectives. Development communication and development support communication are thus two different terms. Development Communication communicates development messages to people for betterment of their economic and social conditions, where Development Support Communication addresses development planning and the plan of operation for implementation. Development Support Communication addresses development planning and the plan of operation for implementation. But often these two terms are substituted for each other.

Planned Strategy for Development Communication: Multi-channel approach for development communication would ensure wider reach with lasting effect. The success of development communication depends on team approach, i.e. the coordination between the communication agencies (extension workers, radio, TV, Press, etc.) and development agencies. The team should consist of communicators, experts, specialists and researchers. Consultation, collaboration and coordination between development agencies and communication media agencies would facilitate the effectiveness of the development communication strategy.

Community-based communication system may be evolved to ensure greater participation of local people in planning and production of communication material which is community-based.

These approaches facilitate actions for evolving effective communication strategy for development project for changing human behaviour through the transfer of new ideas. Development in developing countries has been an international concern for decades. These development perspectives focused on the attributed causes of underdevelopment in developing countries, efforts for development and constraints, role of communication and emerging communication patterns. From an international perspective, the significant development paradigms are Dominant Paradigms, Interdependent Model of Development, Basic Needs model of Development, Dependency Development. These paradigms have significantly contributed to development in developing countries and each has special significance for the specific geographical area.

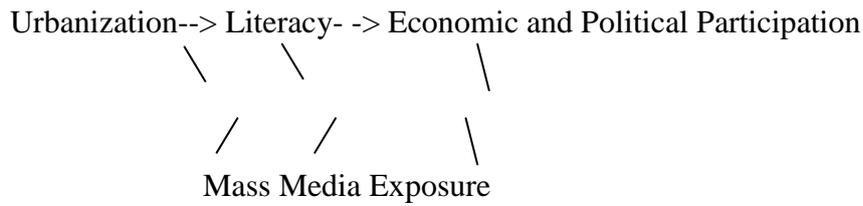
### **Dominant Paradigm of Development**

The western model for development predominated in 1950s and 1960s. Rogers (1960) called this the “dominant paradigm” of development as it exercised a dominant influence in the field of development. The emphasis of this model was that development could be achieved by increased productivity, economic growth and industrialization, through heavy industries, capital intensive technologies, urbanization, centralized planning. Development was measured by gross national product (GNP), total or per capita income. There was a shift from a static, agricultural, primitive and rigid society to a dynamic, industrialized, urbanized and socially mobile nation.

Daniel Lerner and Wilbur Schramm (1964) supported the dominant paradigm and advocated automation and technology for development and change. They made significant contributions in identifying the role of communication for technological development. The development community argued that the case of underdevelopment in the developing countries was not due to external causes but due to internal causes present within the nation and the individual as well as within the social structure. Lerner and Schramm stressed that the individual was to be blamed to the extent that he was resistant to change and modernization, whereas Rogers, Bordenave and Beltran (1976) argued that the social structural constraints like government bureaucracy, top-heavy land tenure system, caste, exploitative linkages, etc. were to be blamed.

Lerner pointed that since the individual was identified as the cause of underdevelopment, he was also the starting point to bring about social change. The modernization of the individual’s traditional values became the priority task. Rogers pointed that no effort was made to change the social structure though it had been identified as one of the causes of underdevelopment. The mass media was used to bring about change. Moreover, the dominant paradigm failed to differentiate the developing countries with rich resources or those with low resources. Since these two types of developing countries might have needed entirely different development handling to achieve the best results.

Lerner, Schramm and Rogers emphasized role of mass media for development and social, political change. Lerner identified four indices of development: industrialization, literacy, media exposure and political participation. People have to be mobile, empathetic, and participatory for development. Lerner (1958) suggested that media exposure, political participation and developing psychic empathy are necessary for development. Modern society is a participant society and it works by consensus.



Lerner's Communication Model for Development

Thus, in the dominant paradigm the communication flow was one way which was top-down vertical communication from the authorities to the people, the mass media channels were used to mobilize the people for development and the audience was assigned a passive role for acceptance of social change.

Interdependent Model of Development: Rogers, Beltran, Bordenave and many other development theorists in developing countries endorse the opinion that the dominant paradigm approach to development did not result in much progress in developing countries. In the 1970s, this approach was being critically reviewed. Several viewpoints were forwarded to show why development did not work. One such approach is the "Interdependent Model". The development philosophy of this approach is the same as that of the dominant paradigm to the extent that the emphasis is on economic growth for development. The supporters of this approach start with the assumption that development and underdevelopment are the two facets of the same process and one cannot understand the nature and essentiality of one in isolation from the other.

Nordenstrong and Schiller (1979) the main supporters of this approach, emphasized the global structure in the perspective of communication and development. The thrust of their argument is that the international socio political-economic system decisively determine the course of development within each nation. The notion of a relatively isolated nation developing in accordance with the conditions determined mainly within society is not acceptable.

Dissanayke pointed that the colonial experience of the less developed countries is central to this line of thinking. The factors which are responsible for the growth of industrially advanced countries are also responsible for the state of poverty in less developed countries. The gaining of political independence does not seem to significantly alter the picture.

Johan Galtung(1971) argued that colonial structure still persists ,only the system of control is exercised in subtler fashion such as economic and transnational corporations and international monetary institutions. In Galtung’s theory, imperialism is a relationship between centre and periphery nation.

The dependency development model posed the question: how did the problem of under-development start and why was development not working in some of the developing countries? The development philosophy of the dependency model is that foreign penetration, technology and information have created underdevelopment rather than being a force for development. The economic and cultural dependency on developed countries shapes the social and economic structures of many developing countries. Dependency theorists, T. Dos Santos (1970), Qui Jano, Cardoso and Chilcote etc., hypothesized that contemporary underdevelopment was created by the same process of expansion of capitalism by which developed countries progressed.

It is argued that the diffusion of the life-style of the developed country through mass media aggravates social inequality, because the communication and diffusion of the modernized life-style is only among the rural and urban elites. But the consumerism created by the mass media frustrates the poor as it does not fit in with their economic and social reality. The communication strategies suggested are: to educate the people about the vicious nature and the stifling dependency relationships, to mobilize national and regional support communication channels. They argue that mass media system in these countries is caught in the dependency relationships and at times actively supports them. Therefore, communication strategies should serve the educational and mobilizing functions. Mass media could be employed purposefully once structural transformation of society takes place (Louis Beltran and P.Allien,1976)

### **Basic Needs Model of Development**

The marginal position of the common man due to dependency relationships necessitated the need for the “Basic Needs Model” (BNM). But it will be fallacious to assume that the BNM approach is a development strategy by itself. It is rather an essential element of patterns or growth underlying the development strategy. Essentially, it refers to the situation where large sections of country’s population do not participate in social, cultural, economic and political activities of that country. The concept of marginality gave rise to the idea that the depressed groups have the right to enjoy the products of society be it goods, services, cultural values or

any other results of modernization. The dominant group must cooperate so that change is possible through gradual extension of these products. The evident underlying attitude is paternalistic and giving to the needy.

The attributed causes of underdevelopment are that the marginal sector is devoid of basic needs and people are living below subsistence level. The Bariloche Foundation in Argentina (1972) first developed a world model to show the feasibility of meeting the basic needs of people all over the world on the basis of certain assumption regarding resource availability and environmental constraints, development must enhance the welfare of the poor and satisfy minimum needs. It was an attempt to deal directly with world poverty by meeting the basic needs of the lowest 40% income groups in the fields of food, nutrition, health, education, housing through employment and income(Narula Uma, 1994).

At later stages, the concept of BMN was broadened to include non-material human needs to give quality of life to the poor, once the material needs were satisfied. Both mass media and interpersonal channels should be used for achieving normative needs.

The government in developing countries should provide them with community TV, radio sets and newspapers; make use of satellites and other improved methods of broadcasting, such as short-wave, to reach the remote areas. But mere physical access does not help, it is necessary to have operative accessibility to community media. The third-world countries in the majority rejected the concept of basic needs though it had originated in the third world itself and concerned with the development of third world. The reversal in attitude was due to the manner in which the concept was being perceived and used by the developed countries. The developed countries tied their foreign aid resources to basic needs projects if they were more concerned about the poor than the elites in the third world themselves. These attempts of developed countries thus reflected the desire to keep third world countries as non-competitive, largely pastoral societies, though a little better fed, housed and educated. To sum up, irrespective of these constraints, the basic needs approach has added to the conceptual and operational tools of development.

The New Paradigm of Development: The new Paradigm emerged in the 1970s. It is a reaction to all development models in the past and it tries to assimilate the various emphasis of all the other models. Development theorists and practitioners have incorporated many dimensions in the development model which were never emphasized earlier.

Rogers(1976) argued that this model of development is a meta - model with alternative pathways to development. The unifying dimensions of these alternative models is participation in development. This approach attempts to integrate strategically a host of ideas related to development that have emerged in the past such as popular participation, grass roots development, integrated rural development, use of appropriate technology, fulfilment of basic needs, productive use of local resources, maintenance of ecological balances, development problems to be defined by the people themselves and culture as a mediating force in development. There is an explicit emphasis on the idea of self-reliance, self-development and redistribution of resources between social groups, urban and rural areas, regions and sexes.

The role of communication which was essentially to inform and influence people was being revised and proposed as a process of social interaction through the balanced exchange of information which shall lead to change. The participatory dimension of the model emerged, from the failure of the whole development philosophy of the Dominant Paradigm.

The communication needs as identified by UNESCO (1978) in the “New Paradigm” are open dialogue which reflects diversified views and experiences. Secondly, multi directional communication flow is necessary. This multi directional flow calls for top down as well as horizontal communication and bottom-up communication. The horizontal communication is across society horizontally – from person to person, village to village and rural to urban. The bottom-top is from people to government and top-down the other way around. UNESCO further contends that for participatory rural communication, media should be made available in rural areas. There should be linkage between development initiatives and communication channels.

The communication strategy urged in this paradigm used mainly interpersonal channels with support from mass media-both cosmopolitan and indigenous media. The functions of communication were not only to disseminate information but also educate them for development by persuasion through mass media. Interpersonal channels were utilized for communicating feedback on development activities.

Globally the development communication scenario has changed in the last four decades, which have shifted to the availability of new communication channels, the characteristics of the audience, and development demands. The communication strategies are

planned according to the focus of development. The new channels of communication technologies have even changed the nature and scope of interpersonal communication.

### **Indian Perspective of Development Communication**

India is in the midst of the sixth development decade. The five development decades have witnessed various developments philosophies and experiments in development communication. During the first development decade the stress was on national development through social growth. The models of community development and Panchayati Raj were essential in participatory communication. At that time most of the international development community were adopting the Dominant Paradigm. In the second development decade, India switched over to the Dominant Paradigm and the stress was on modernization through industrialization. In the 1970s and also currently, the two development models of participatory communication and basic needs models-formally labelled as New Paradigm and Basic Minimum Needs Model by the international development community are operating in the Indian society.

The three parameters relevant to the development process in India have been political leadership, development administration and the rural/urban masses. The roles of these three depend on the function and responsibility assigned to each in viable terms. The characteristics of the masses and the media status in the country at a given time have been significantly relevant to the development and change process. At this point it will be relevant to mention the current Indian masses' profile and the media profile.

Masses profile: The reality of traditional of traditional Indian society is fatalism, which may be characterized as contentment – a passive acceptance of things as they are; individual dependency-an attitude of looking to others, both for instructions and provision of goods and services rather than self – reliance or initiative; the existence of what UNESCO called exploitative linkages – patterns of social relations in which the masses are regularly exploited by the local elites; ignorance about modern innovations, including facts about birth control, local health hazards and economic opportunities and participation in the social hierarchy which fosters dependency on local leaders.

There is a low rate of literacy, mass poverty and large scale unemployment and pressure of population growth. The majority of the urban population migrate from

surrounding rural areas and create slum pockets in the urban areas. There is greater disparity between the quality of life of 'have' and the 'have -nots'.

Media profile: A majority of the people have low exposure to the mass media. The various mass media channels do not have wide physical reach to the masses. A majority of the masses don't have access to these channels because of low purchasing power. The existing media used for development purposes are radio, films, T.V. and print. Satellite communication and use of folk media for development communication is being widely experimented and used specifically for rural population in areas where T reaches but owing to economic and infrastructural reasons access is denied to the people. Interpersonal channels are used for motivating people for development and change. The content of the media too is urban oriented. The current effort is to give regional and local character to some of the T.V. channels because of the disparity in development needs of different regions. The cable T.V. since 90s is changing the electronic media scenario & giving access to international news and views. Radio too has been diversified with the introduction of F.M. Channel in number of metropolitan towns and cities.

The Indian experience of development has been highly idiosyncratic by deliberate choice of government. To intercept the spiral of discontent, the government has relied on mass media and government agents. The researchers indicate that these are least effective means of communication but perhaps the best available in the social structure of rural and urban communities.

Indian Models of Development Communication: The Gandhian plan of rural reconstruction was the meta-model of Indian development. It emphasized three dimensions: socio-economic development of localized need; village participation for self-development and self-reliance; and rural industrialization. The Etawah experiment in 1948-52; assessed the first two dimensions and the lessons learned from these experiments emphasized on awareness, motivation and achievement.

Community development programmes were initiated in 1952, where village was focus of development. The political leadership of the country envisioned community development (CD) programmes as physical and social reconstruction of the community by developing relationship between groups and individuals that enabled them to create and maintain facilities and agencies for common welfare. These programmes emphasized people's support and participation as integral part of development effort by contributing in kind, labour and

cash. It became an exercise in transplanting ideology of the progressive and developed environment to less development and fatalistic rural setting.

For the first time, the 'extension approach' was adopted for development communication and block development infrastructure was utilized for development administration. The National Five Year Development Plans articulated the rationale, objectives of the specific 'development plans' over a period of time. Community development programmes operated in the first five year plan (1951-56). It was the adoptive administrative phase of it. The development communication model advocated top-down dependency on government though the attempt was to base the development programmes on the felt needs of the people. During the plan, the assigned role of communication was to develop interpersonal and media channels technologically and to develop suitable development information to inform, educate, motivate people for development participation.

Today, the masses are much more aware of development needs and projects, and are discontented because their demands have not been met. The masses are also much more knowledgeable about the development bureaucracy than they used to be. They seem to have a much improved notion of which channels of communication ought to be useful to them.

The development imagery and reality in Indian context is presented in two contexts: the socio economic development and communication perspective. The framework for development imagery is one's own perceived needs and resources, the communication perspective is of one's own and that of others. The different groups of people have certain preconceived notions of development, aspirations and expectations –from themselves as well as from those who are planning development for them. The planners too have certain preconceived notions of development aspirations for its people and expectations from the people themselves to deliver goods. Every nation has certain images of development as its target to do development. The nations have an organizing principle for what development should be. Therefore, the development imagery may differ among nations. The development perspective of various groups will vary because of the opportunity gaps among the groups to form a relevant development image.

The framework for development imagery is perceived needs and resources-this is reality. A certain ideology of development is projected through national development plans through communication channels both mass media and interpersonal to the people within the nations and internationally. This is the ideological image of development. Both government

and the masses have certain ideological image of development. The mixed image of development apprises people of development goals practices and achievements being taken up in reality and how such reality is short of or in alignment with the development ideology.

The communication channels of a country play a significant role in creating the development image of a country. An analysis of the communication channels and its exposure reflects its development imagery. The ideological images are spontaneous as well as construed images of what planners and masses aspire for. Whereas the mixed image and reality are reinforced by situation analysis to a greater extent and ideology as the baseline. Both national and international relations are affected by two sets of dominant development images: images of the policy makers, development functionaries and images of the masses. Whereas the reality is influenced by the social, political and cultural variables is a unified socio-economic process.

The socio-economic development and communication perspective in India present an ideological development imagery which has certain logical weaknesses which sets in motion the paradoxical situations and limitations in development process which produces counterproductive effects. This is development reality. In Indian the development imagery of political leadership, policy makers, development bureaucracy and masses in general and ideology and reality of communication infrastructure are present.

Development Models: Ideology and Reality – In the Indian development ‘context’ the Gandhian meta-model development has been the ideal. It suggests that development is social transformation – a fundamental transformation of values and motives and resurrection of man’s ethical and spiritual potential. It emphasized that development is not industrialization but rural reconstruction defined in social transformation – a fundamental transformation of values and motives and resurrection of man’s ethical and spiritual potential. In later development decades, the conceptual and ideological slipperiness of development is evident because of the ideology of the political leadership of the country and the promise of delivering quick development to the masses. The development communication strategies were geared to that ideal by the development administration. The result was a switching back and forth between various development models to achieve the best results. But the current development situation and strategies present a different scenario. At present, the planners emphasis is on three development models: The basic minimum needs (BMN) model,

participatory model and technological model (Burnett Pearce and Narula Uma, *Development as Communication*, 1984).

India is surging ahead in 21st century with a technological model for development by creating technological optimism in the double binds and dilemmas: the dependency dilemma and the distrust dilemma.

The development functionaries are committed to provide for the masses' material welfare and eliciting active participation from the masses. The dependency dilemma is created when the acts necessary to provide something, say, safe drinking water, are themselves seen as increasing passivity and producing learned dependency. The distrust dilemma is formed by the combination of the self as having limited authority of the masses demanding more than agents can provide, their choices are limited which distrust them. Public assessment of development bureaucracy efficacy is low. There is corruption, low efficacy in development delivery system, inadequate monitoring and evaluation of development effort and lack of redressal channel for public grievances.

Narula and Dhawan (1982) in their research with development bureaucracy (DB) in India indicated that they felt somewhat betrayed by the masses and at cross purposes with other government agencies. But instead of participating in development, the masses criticized the government for not doing enough. They observed that people will be self-reliant in development only when they are able to define their own problems and cooperate with development functionaries. The development functionaries create blockages for development information and benefits because of corruption and indifference to public welfare. Moreover, they disapprove of public participation because of their own trained incapacity to value the conventional wisdom and accumulated experience of the country. The technological phenomena suggest the application and assimilation of science and technology in the life styles of people at the grass root level in rural and urban areas. In reality the scientific ambience is lacking at the grass root levels. It is being realised fast in India that progress in science and technology; its acceptance and applicability for development is necessary.

### **Summary and suggestion**

If development is to be effective, the concepts of communication, communication functions need redefining. The development communication is IECM (information,

education, communication, and motivation) not only through the government but through active participation of the people themselves. What we need in India for successful development communication is optimum use of communication networks, conducive communication situations, an appropriate communication perspective and well defined communication policies.

It is important for development agents to know why the time and efforts spent on development programme do not commensurate with development success. Our analysis of five development decades reveals knowable reasons. The dysfunctions of development involve political leadership, development administration, and the rural and urban masses. The two dysfunctional factors unique to Dev Com in India are 'learned dependency' and 'ethics of proportionate efforts'. The current dialogue between the government and the masses about development in India exhibits a predictable pattern which dissatisfies all participants. 'Learned dependency' results from unintentional and unwanted aspect of communication between the government and the masses. The masses seem to have developed what we call an "ethic of proportional effort". The masses have accepted the governments offer to assume responsibility for their lives. This is a social reality which withstands disappointments. The evolutionary scenario of development communication globally in general and India in particular present paradigmatic changes both in development and development communication for social, economic, political change.

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