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Competitive And Cooperative Federalism To Implement Sustainable Development Goals In Covid-19

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Abstract

Sustainable Development Goals can be achieved through high standards of governance at all levels. The Indian Federalism may be one of the most interesting categorizations in the world, characterized as it is by a contradiction to begin with that of being a "centralized federalism." But, in the courage of cooperative federalism, the levels of the government i.e. Centre and State have joined hands to bring about the change that India needs. NITI Aayog has two goals to oversee the adoption and monitoring of the SDGs in the country, and also promote competitive and cooperative federalism among Centre and State. When we talk about Indian public health system is considered to be a crucial factor for the social, economic and overall development of the country. SDG3 is also talking about the public health system and it should be attained through 2030. But the Covid-19 pandemic turned our country upside down which is earlier also not performing upto the mark. This pandemic revealed how vulnerable it affects the life, health systems work and economies. Those already are marginalized or not it affected all to this pandemic because lacking of quality and essential health care services and its management by the Centre and State Government. They are affected by both the virus and the secondary effects i.e. the health system of our country. In this Covid-19 pandemic people are also affected by the policies which are not making coordination between the Centre and State. Both primary and secondary data are used in the study through this research paper. Reader is able to know the need of cooperative federalism to proper functioning of public health care system.

Keywords: Centralized Federalism, Competitive Federalism. Cooperative Federalism, Federalism, NITI Aayog. Pandemic, Public health care system, Sustainable Development Goals.

"Institutions have a catalytic role to play and can bring a transformational change we need to think scientifically about public health. Along with medical doctors we need to develop in parallel the health management faculty so that we build health systems and institutions that can address problems effectively"

-Shri Narendra Modi¹

Introduction

The word federalism is derived from the Latin word Foedus which means agreement or treaty. The Indian federal system is the world largest democracy which consists of 28 States and 8 Union Territories'. India's federal system is a multi-tier system of governance with a division of legislative, authoritative and financial power between the Centre and States. Centre-State division of powers in the Indian Constitution is done by the three lists union, state and concurrent-mentioned in the seventh schedule of the Indian Constitution. When compared with the other federal governments of the world DD. Basu in Comparative Federalism mentioned that the Indian Federalism was not the product of voluntary agreement between several sovereign states. Prof. K.C. Wheare and other writers classified India as a quasi-federal State

In the federal system of India, the State governments have a constitutionality defined executive and legislative jurisdiction and exercise significant autonomy in social, economic and political affairs. State governments and local governments are responsible for the delivery of critical public services including water supply, sanitation, electricity, drainage, sanitation, courts, school, colleges, roads, traffic, and a myriad of other services.

Cooperative Federalism

Cooperative federalism is the horizontal relationship between the centre and states and it shows that neither is above the other also they "cooperate" in the larger public interest. Cooperative federalism is a tool which enable the states participation in the formulation and implementation of the policies. Centre and states are constitutionally obliged to cooperate with each other on the matters mentioned in Schedule VII of the Constitution. According to Granville Austin, Indian federalism demonstrated a cooperative federalism produces a strong central, or general, government, yet it does not necessarily result in weak provincial governments that are largely administrative agencies for central policies.

Cooperative Federalism and Covid-19

In the year 2020, Corona Virus pandemic hits India as well as and its first case was noticed in India on 30th January, 2020 in state of Kerala. The Central Government has announced a country wide lockdown on 24th March, 2020 and it slowly-slowly extended till 7th June, 2020 Prime Minister announced a countrywide lockdown to prevent this infection under the campaign to break the chain. He has ensured that the people

¹ Honourable Prime Minister of India (then C.M. of Gujarat) at the Bhoomi Pujan of the Indian Institute of Public Health, Gandhinagar in 2007.

all from different sectors has to be comply with this direction. His endeavor to out of nowhere bring choice on countrywide lock down emerge an inquiry in the government construction of India is cooperative federalism or not. The government framework is set up on the world's biggest vote based system, comprising of 28 States and 8 Union Territories. Where the power design of the Central and State is clearly distributed. Like the Union Prime Minister, the Chief Minister of the State is clearly responsible to individuals for the passed authoritative work. Albeit the power of the Central Government in the Indian Federal framework is nearly more extensive than that of the States. Truth be told, both the Center and States are making an honest effort to address the extra-normal difficulties in the country. The greatest emergency in the Corona fire up circumstance has been with the issue of health infrastructure, migration and need of food. At whatever point the pandemic Covid-19 hits India.

When the pandemic Covid-19 hits India in first wave, the Prime Minister Narendra Modi announced countrywide lockdown by using the section 11 (1) of the National Disaster Management Act, 2005 which states that, 'there shall be drawn up a plan for disaster management for the whole of the country called the Nation Plan. But Section 11 (2) of the National Disaster Management Act, 2005 states that, "the National Plan shall be prepared by the National Executive Committee having regard to the National Policy and in consultation with the State Governments and expert bodies or organisations in the field of disaster management to be approved by the National Authority." This Section of the National Disaster Management Act, 2005 shows the Cooperative thinking between the Centre and States before taking or imposing decisions by the Central government. But last year we saw that the Central Government imposed countrywide lockdown without prior discussing his decision with State Governments or with other expert agencies. With this act of imposing Central decision to every state it he not only surpass this but simultaneously it strike on the federal structure of our Country. Before this decision of countrywide lockdown by the Centre some States" Government already put partial or full lockdown in their respective State with the surge of Covid-19 cases. States like Kerala, Haryana, Rajasthan, Bihar, Delhi, Maharashtra, Telangana, Karnataka, West Bengal, Goa etc. imposed lockdown in their respective territories under section 2 of the Epidemic Disease Act, 1897 this section states that "Power to take special measures and prescribe regulations as to dangerous epidemic disease"

When second wave of the Covid-19 hits India and this time its impact is also very grave because the number of cases increases day by day and that days come when in one day reported cases reach the mark of more than 4.5 lakhs across the country and death rate is also approx. five thousand in a day is reported across the country and it is sufficient to show the sever condition of our country. When the number cases increased day by day and Government was also known that our Country is going to hit by the Second wave of the Coronavirus central government have to take decisions inspite of this it is busy in elections which are going in five states of our and during this election campaigning no covid protocols is followed by any party which is also one of reason in increasing in number cases in that states.

When cases are increases day by day people are expected that the Central Government take some serious steps and again announced countrywide lockdown because when number of cases in only some parts of the country the Prime Minister Narendra Modi imposed countrywide lockdown. But, this time the situation is totally changed and our Prime Minister Narendra Modi said that State may imposed lockdown in their respective territory whenever they feel necessary or they need this. In view of a surge in Covid-19 cases in second many States imposed lockdown in their territory. But, some States are ignoring this and at that time the High Court respective take harsh decision which compile State Government to impose lockdown in their territory.

While these things are going on a question arose is of cooperative federalism also a major responsibility in a federal country with strong centralizing features is to maintain the balance, as well as mutual respect,

between political structures at the central and state levels. In particular it is an obligation of the centre to refrain from bypassing the elected leadership while dealing with states. Two recent developments have raised concern that the centre wants to give instructions to officials functioning under elected state regimes. Prime Minister Narendra Modi has held two virtual meetings with district magistrates and state officials to review the Covid 19 situation. While such meetings may help the Prime Minister or any Union Minister get some feedback from the field across India, it is quite unusual for leaders in central political executive to bypass their counter parts in the states.

Stronger Cooperative Federalism

The force towards cooperative federalism is vividly considered in the execution of the SDG- oriented development agenda. A fundamental conducive factor is the instinct for the economic reforms, which has gradually made the States and Union Territories active partners in development and cooperation. India has gradually opted out of central planning and deregulated some economic policies. The Central and State governments have performed together to improve across the country. This environment has encourage the competitiveness among the States to captivate investments for both domestic and both domestic and foreign and boost their financial prospects. The adoption and implementation of the country wide Goods and Services Tax (GST) regime through a long affair of negation and weathering of a series of challenges is an example of maturing of the partnership between the centre and state governments.

The centre and the state outstretch a new orbit of collaborative functioning with the formation of NITI Aayog in 2015 also easing out of the "one-size-fits-all" model of central planning. NITI Aayog attempt constantly to advance a shared vision of national priorities, sectors and strategies with the functional involvement of States, accordingly States are equal partners in the progress of States, accordingly States are equal partners in the progress. NITI Aayog has also traditional models and plans for development of infrastructure and to rejuvenate and establish Public-Private Partnership, like the Centre-State partnership model, viz., Development Support Services to States (DSSS) and the Sustainable Action for Transforming Human Capital (SATH) scheme which are outlined to help States upgrade their social sector indicators by providing them technical support.

Sustainable Development Goals and Covid-19

The SDG enclose all the key development category i.e. including education, health, energy. sanitation, employment, infrastructure and environment, and set period to achieve the goals. From a world-wide perspective and in its own cause, the need for India to reach these Goals remains vital. Significant development has already been made throughout the country in recent years. Under the federal set up, the Indian States as well as Union Territories (UTs) are the key parts of the SDG action agenda. NITI Aayog, as the nodal agency for SDGs, has make an effort to provide necessary encouragement and support to forge cooperative momentum among them.

Unforeseen and unprecedented, the pandemic Covid-19 has object to the advancement towards SDGs around the world. India put progressive systematic pandemic management plan, which added system wide measures and initiatives focused on particular groups. The response to the Covid-19 pandemic has been a veritable saga of partnerships.

The Indian Government also announced a many of measures under Atma Nirbhar Bharat Abhiyan specific emphasis has been laid on health. Integrated public health labs have been outline in all districts. 15,000 crore (USD 2 billion) has been earmarked for health infrastructure.

A recent report by UNDP and Frederick S. Pardee Centre for International Futures titled "Impact of Covid-19 on the Sustainable Development Goals: Pursuing the Sustainable Development Goals (SDGs) in a World Reshaped by Covid-19" finds that "44 million are expected to be pushed into extreme poverty by 2030 due to COVID-19".

India faced same challenges in 2020 owing to COVID-19. The lockdown strike economic activities which evolve in a shrinking of the economy in subsequent section. The pandemic influence on public health system most importantly. That's why groups constituted for Covid 19 response management viz.,

- i. Medical Emergency Management Plan,
- ii. Availability of Hospitals, isolation and quarantine facilities, disease surveillance and testing and critical care training,
- iii. Ensuring Availability of Essential Medical equipment such as PPE kit, gloves, masks, ventilators; production, procurement, import and distribution.

Performance of States/UTS on SDG 3



divisible pool of taxes. The share of common purpose transfers that are unconditional grow from 51.41% of the total transfers to about 60% of the total, with a corresponding reduction in specific-purpose or conditional transfers. With the rationalization of the central policies (mostly conditional grants), States autonomy in development spending has improved further.

The trend has continued shape since 2015-16; total transfers to States has continued a increasing upward trend, climbing steadily from INR 8.29 trillion in 2015-16 to INR 13.19 trillion in 2019-20. During the 2020-21 fiscal year, the union government is slated to transfer INR 13.9 trillion to the sub-national level, which is an increase of 17.1 percent over the revised estimates of 2019-20. All this evidences a heightened salience of the States, UTs, and local governments in determining and pursuing their own development agenda, which well for the implementation of SDGs. The 15th Finance Commission has maintained this trend of high level of devolution to States by pegging it at 41%, the slight drop accounting for the funds needed for Jammu & Kashmir and Ladakh, which were carved out as Union Territories in 2019.

The other significant chance was the Constitutional amendment to introduce the Goods and Services Tax (GST) and the establishment of the GST council for the Union and States governments to deliberate and jointly take decisions. The emergence of the GST Council as a new institutional mechanism has strengthened States autonomy. The allocation of voting rights and democratic decision making in the Council have fortified the institutional space; though the Covid-19 pandemic induced scarcities have strained the system.

Competitive and Cooperative federalism and Covid-19

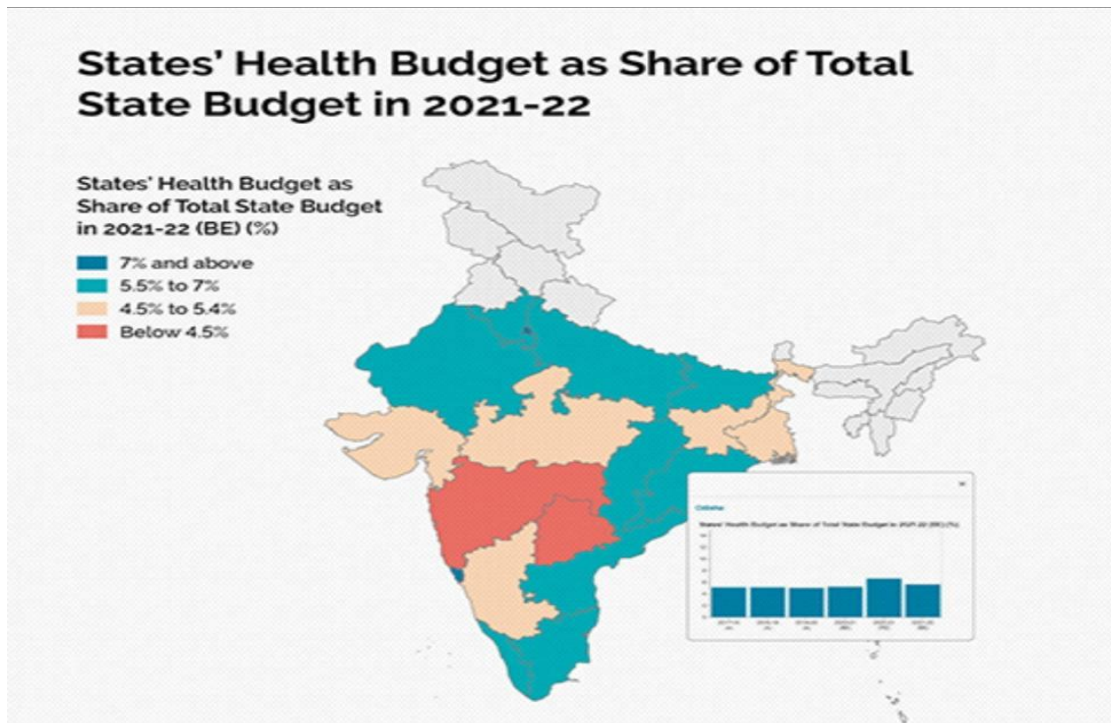
The Seventh Schedule of the Constitution pretty much sets the tone for the country's federal structure, through Union List, State list and the Concurrent list, which prescribes the legislative and administrative powers of the Union Government and State governments. Items on the State list is: "Public health and Sanitation: hospitals and dispensaries". States (and UTs) therefore have primary control over general administration and deliver of public healthcare in the country.

Some related matters such as medical education, family welfare, prevention of food adulteration are mentioned in Concurrent list. In spite of such clear constitutional boundaries, the Centre is driving the much needed structural reformism the public healthcare sector through judicious mix of competitive and cooperative federalism.

The covid-19 pandemic has brought government spending on health into greater focus. In India, states have the key responsibility for public expenditure on health compare the health budgets of States with their total budgets and population through these visualization.

States' Health Budget as Share of Total State Budget in 2021-2022

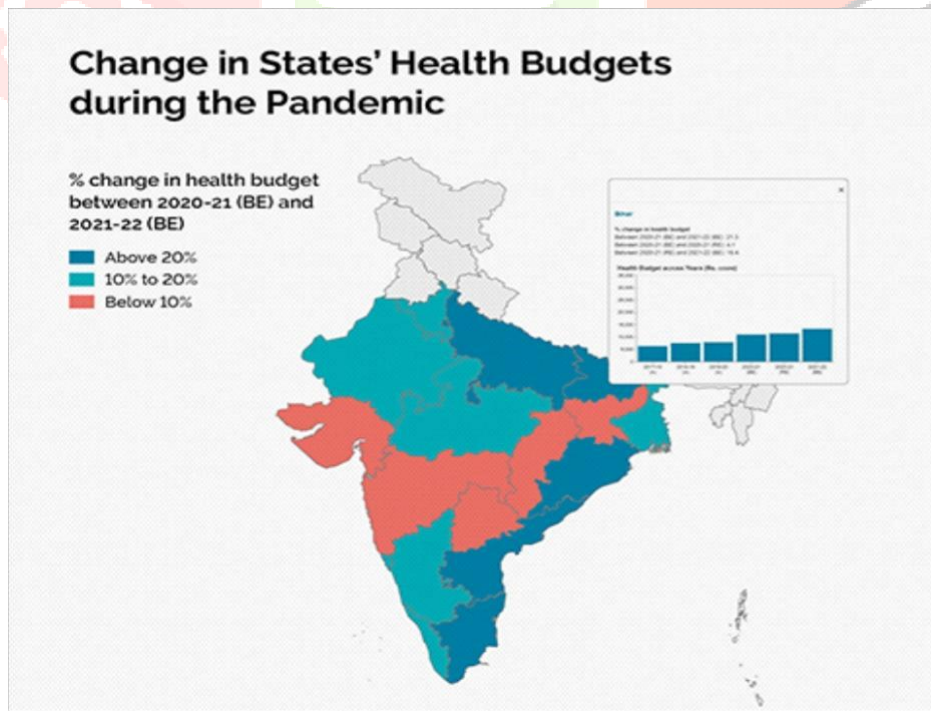
This figure shows a comparative study how States are budgeting for health with respect to their total budgets which can be a consider of the priority accorded to the health sector.



Source: www.cbgaindia.org

Change in States' Health Budgets during the pandemic

The Covid-19 pandemic created the need for enlargement of health services both in terms of infrastructure and equipment, also as human resources. It also reveals many underlying deficiencies in India's public health systems. Although, simultaneously, the economic crunch constrained their ability to spend. This figure shows a comparative picture of the change in state health budgets in this period.

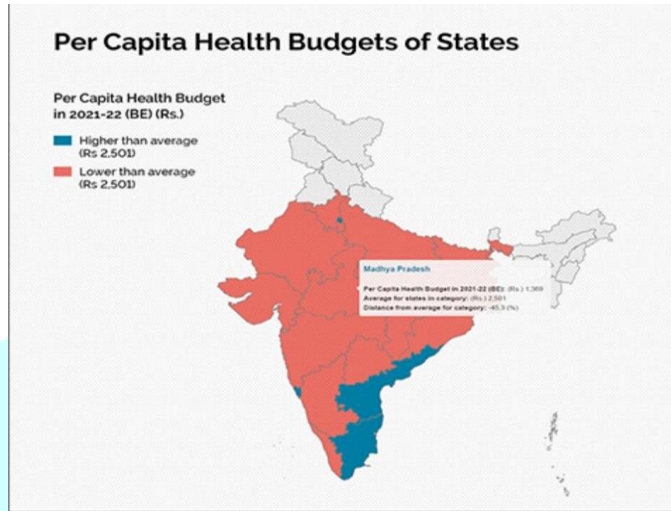


Source: www.cbgaindia.org

Per Capita Health Budgets of States

Figures showing the change in health budgets of States over the years and the division of health budget in total state budget, an major indicator for carrying the preference accorded to health services is by constitute the per capita budget for health each state. This figure shows a comparison of how much has been committed to health services for each State person in the State.

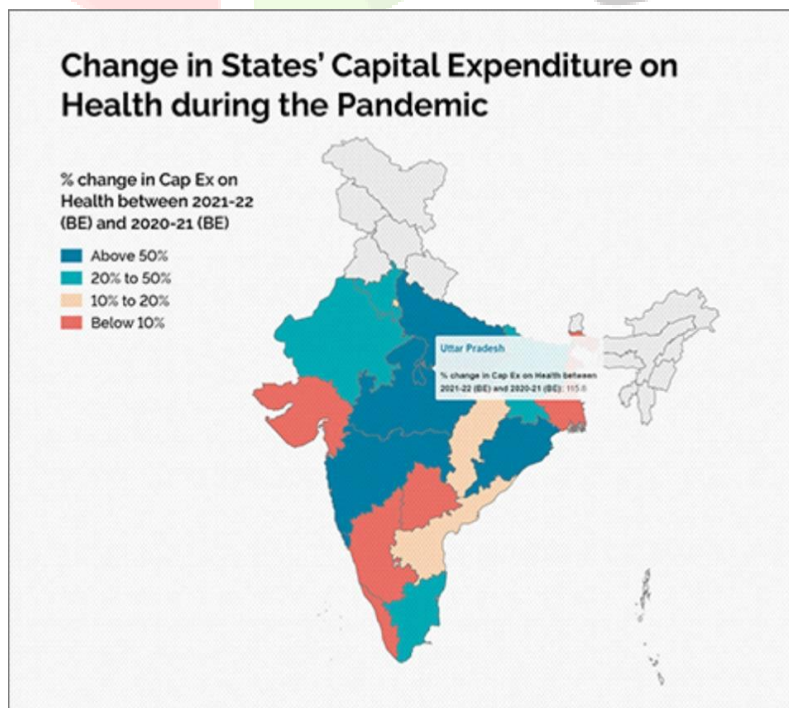
Source: www.cbgaindia.org



Change in the States' Capital Expenditure on Health during the Pandemic

The gaps in health infrastructure in States have frequently been discussed in the context of the pandemic. The need for extension in budgets for health exist not only for expense on capital heads of expenditure such as construction of hospitals buying of ambulances etc, but also on conveying the acute human resource shortages through recruitments and expense more on their salaries. While higher capital disbursement, on its own does not show better quality of expense on health services, it remains an prime indicator to study in the context of the present health crisis.

Another crucial scheme lever that further cooperative federalism in health system is the National Health Policy. While the scheme lays down specific strategies to attain its objectives. it also encourages linking fund



allocations to States including State development indicators. absorptive capacity and financial indicators. It thus creates a structure where States are essential incentivized to increase economic and institutional resources for achieving desired in public health.

Source: www.cbgaindia.org

Taking competitive federalism strategy next NITI Aayog and MoHFW are executing some innovative policy initiatives to speedy health competition among States. The begin of 'Health Outcome Index and District Health Rankings are well-known examples. These initiatives would aid States understand their relative analysis across major healthcare outputs (quantitative outcomes such as USMR, MMR etc.) and inputs (hospital services, infrastructure, etc.). States could then identify certain problem areas and target relevant interventions to address the lack. The Centre on its part, would enlarge all possible technical and financial help to support States realise the desired outcomes.

The above plans actions highlight some innovative steps being take in by the Centre to address legacy shortage in the healthcare sector. And these are the only ones. Apart from the above, the Centre is encouraging insurance, increasing vaccination and other plan to improve healthcare outcomes in a time frame manner. But given that health are deep-seated and complex, the Centre would must be keeping the States enthused by balancing the cooperative and competitive approach. Than healthy country can reap dividends from its demographic structure.

Challenges and the Path Ahead

While remarkable long steps have been made in partnership development for the execution of SDGs in India, substantial potential remains to be experted. Salient gains have been made in the domain of inter-sectoral arrangement in implementation and monitoring both at central and State levels. The scope of collaboration is very wide taking into consideration the large array of programmes apply for achievement of various SDGs, many of which have substantial thematic overlap. NITI Aayog's mapping of development schemes clearly specify the possibilities. Although in view of the structural and operational difficulties involved the challenges are considerable.

The evolving of competitive collaboration among the States and UTS s another area of enormous possibilities. Similarities exist across States/UTs in terms of geophysical conditions and climate, goods and services produced and traded, inhabiting social and population groups, infrastructure conditions, etc. which can allow for joint initiatives on many fronts.

Health Infrastructure

The World Bank data reveal that India had 85% physicians per 1,00,000 people in 2017; 531 beds per 1,00,000 people and 172.7 nurses and mid wives per 1,00,000 people at present. According to The Economic Survey 2019-20 also the medical infrastructure envincing a shortage of doctors in the country. The doctor population in India is 1:1456 against the WHO recommendation of 1:1000. India's scramble to create more beds when Covid struck is not surprising according to, Human Development Report 2020 out of 167 countries, India would rank 155 on bed availability. India has just five beds for ten-thousand people. Infact, India is not even ready to fight against 2 wave of covid-19 seeing worst condition in 1 wave in respect to availability of beds or doctors. The surge of the Covid-19 cases in second wave and crisis of oxygen cylinders, concentrators, medicines equipments like oximeter, medical staff continues to be in shortage in every part of the Country and Bihar is also going through the same. Health Minister of Bihar Shri Mangal Pandey in the Legislative Assembly said that "the State "almost fulfills the World Health Organization (WHO) recommended doctor-population ratio as it has 1,19,000 doctors for a population of 12 Crore." This 1,19,000

doctors include 40,200 allopathic doctors, 33,922 ayush doctors, 34,257 homeopathic doctors, 5,203 Unani doctors and 6,130 dentists and only a shortage of 1000 doctors. But, when we are talking about number of government allopathic doctors in Bihar ie, only 2,792 So one doctor serve 43.788 people which is a worst condition. If talking about the hospital beds than Bihar has acute shortage of the Government Hospital beds which is just 0.11 beds available for per 1000 people. There might be a third wave in near future as the experts are giving warning. So, there is a urgency to take measures now by the Centre and State government to modify the quality of health care infrastructure and hospital that can minimize the loss..

States had the poorest doctor people ratio

State/UT	No. of govt. Allopathic doctors	People served by one doctor
Bihar	2,792	43,788
Uttar Pradesh	10,754	21,702
Jharkhand	1,793	21,157
Madhya Pradesh	4,588	18,276
Chhattisgarh	1,626	17,829

Conclusion

When India hits with first wave of Covid-19 then Prime Minister Narendra Modi said that "when India's fight against the Covid-19 will be analysed in future, this time will be remember for how we worked together and served as an example of Cooperative federalism." These belief of Prime Minister are only like the words and not its impact we see in the reality. There are many tensions between the Centre and State are still arising which gives a strain in Indian federal structure as well as the their plan to fight against pandemic Covid-19. The Central Government working on the path of "One Nation Policy", it indicates that they are not in favour of Cooperative federalism rather they are sharply centralized power in the hands of Centre.

There is a crunch in GST collections of the State due to Covid-19 pandemic so that they are dependent on the Centre for fulfilling their needs. When GST is comes into force at that time the Centre assures to the State that they get compensation for next five years ie 2022. But, now States are demanding to extend this period of time because of mainly two reasons. Firstly, their tax collection is reduced due to Goods and Services Tax and secondly, the Covid-19 pandemic hit the tax collection of the State. So, they need a financial help from the Centre. But, due to not working of any institution between the Centre and State this gives rise to conflict between them rather than establishing a cooperation between them.

In recent times we saw that the Prime Minister directly conducts virtual conference with the State administration and them the idea or strategies to fight against Covid-19 pandemic. This act also hampers the federal structure of India. Prime Minister have to follow the proper established channel via a Chief Ministers to give his suggestions or ideas or advises to the implementation in the State and not need to surpass it which hits the feature of Cooperative federalism. If these trends are emerged and going in long run than it move towards Coercive Federalism and not Cooperative Federalism.

While talking about health infrastructure in India we saw that it is in grave to overcome this Government have to spend at least three to four percent of the GDP on health which is near about one percent at present. Some experts are warning that India is going to hit by the third wave of Covid-19 pandemic in near future. In this also the Centre and State Governments have to work on cooperation and not like past when second wave of Covid-19 hit India. We saw that the States are blaming to Centre Government for not providing cooperation either in health sectors or financially. Government have to focus on the vaccination of all the citizens. When vaccines are provided to the Centre in less amount than the State then, why not Centre Government purchase vaccines and then sell it to States rather than States purchasing vaccines. This way also the Centre can cooperate to the States to fight against Covid-19 pandemic and citizens become safe. This way the Cooperative Federalism exists which is a basic feature of our federal system and also we fight against Covid-19 pandemic.

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