

BLOCK IV:
DEVELOPMENT ADMINISTRATION

Unit 1:
Meaning and Scope

Unit Structure :

- 1.1 Introduction
- 1.2 Objectives
- 1.3 Development Administration: The Concept
- 1.4 Meaning of Development Administration
- 1.5 Scope of Development Administration
- 1.6 Summing Up
- 1.7 References and Suggested Readings

1.1 Introduction

As we know that, Public Administration as an independent Subject of social science has recent origin. Traditionally Public Administration was considered as a part of political science. But in Modern age the nature of state- underwent change and it got converted from police state to that of social-service state. As a consequence, the Public Administration, irrespective of the nature of the political system, has become the dominant factor of life. The modern political system is essentially bureaucratic and characterised by the rule of officials. Hence modern democracy has been described as executive democracy or bureaucratic democracy. The administrative branch, described as civil service or bureaucracy is the most significant component of governmental machinery of the state. Development administration was a form of social engineering imported from the West in the 1950s and 1960s, which was built on a belief in the application of rational scientific principles and Keynesian welfare economics. Governments in the West and Southeast Asia perceived it as a managerial weapon in the war against communism, which would stem revolutionary appeal by delivering the benefits of modern capitalist development. Its success in this venture was circumscribed by the triumph of revolutionary forces in Vietnam, Laos, and Cambodia. Development administration demonstrated faith in a “big government” and the leading role the state should play in development. It was also synonymous with public administration, although it was distinguished from practices in rich countries by “that inconvenient combination: extensive needs, low capacities, and severe obstacles.” A tool bag of development administration interventions was created and transferred to Southeast Asia via foreign aid programs. In the 1970s, questions over the efficacy of this approach resulted

in “a period of self-criticism, reflection, and uncertainty.” Development administration had reached a “deadlock,” or was seen to be in “crisis.”

1.2 Objectives

After going through this unit you will be able to

- Discuss the concept of development administration
- Explain the meaning of development administration
- Analyse the scope of development administration

1.3 Development Administration: The Concept

Development Administration is administration for development purpose. It is a version of public administration for underdeveloped or developing nations who want to improve themselves using public administration. It is an offshoot of comparative public administration. It addresses the need of society and social dynamics. The basic assumption behind development administration is that social changes can be initiated or guided by administration machinery. Classical public administration was looking for improvements within the administrative framework while development administration is looking for social change and wants to be a cause for social engineering. It represents under developed and developing nation’s resorts to well configured system of administration to achieve national goals. Development administration represents the goal oriented or plan based developmental tasks.

A rethinking of development administration was urgently needed. This coincided with the rise of neo classical economics in determining the development agenda. Big government was out, and private sector ownership and management techniques were in. Thus new public management (NPM) was soon being exported to the public sectors of developing countries in Southeast Asia, although its reception was less than welcoming in many instances. Participation also moved to the mainstream of thinking either by non-governmental organizations (NGOs), or by a renewed interest in territorial decentralization. The agenda of development administration broadened considerably beyond its early public administration focus to embrace diverse activities from privatization to community participation.

Today, we can define development administration, or development management as it is often known, as:

- An academic subfield in the social sciences

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- Built around a set of problems relating to the management of development, rather than being a distinct body of theory
- Heavily but not exclusively focused on public administration
- Embracing a wide range of approaches to managing development, including actions by non state actors
- Being concerned with power and politics as determinants of development policy making and its implementation
- Applying to almost 75% of the world's population, residing in countries displaying diverse characteristics.

1.4 Meaning of Development Administration

Development Administration, also sometimes known as Developmental Approach, is inherent in every system of Govt, which is committed to public welfare to a higher or lesser degree. Thus, development Administration is an aspect of welfare administration. Modern political scientists try to avoid value loaded terms like 'welfare' and prefer to use terms like 'development' that are relatively value free. Development is a function of political system involving increased ability to shape and reshape their environment. Development may be the direct responsibility of a political system but overall development is a function of the Socio-economic political sub-system all taken together acting and interacting simultaneously.

Weidner stated that Development Administration means an action oriented and goal oriented administrative systems. Weidner emphasised that the study of development administration can help to identify the conditions under which a maximum rate of development is sought and obtained. He contended that existing models for comparison were limited in their usefulness because they made inadequate provision for social change. He suggested development administration as a separate focus for research, the end being to relate different administrative roles, practices, organisational arrangements and procedures to the maximising of development objectives. Pai Panadikar identifies Development Administration with administration of planned change.

Dictionary meanings of "development" generally refer to it as the growth into a higher, fuller, and mature condition. However, the students of development administration view development as the dynamic change of a society from one state of being to another without positing a final mature condition. Development has been viewed as "a state of mind, a tendency, a direction. Rather than a fixed goal, it is rate of change in a particular direction".

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Conceptual thinking on 'development administration' is to be found mainly in the writings of a group of American experts belonging to the discipline of comparative public administration. Notable among this group (CAG) are Edward Weidner, Fred Riggs, Merle Fainsod, Montgomery, and Donald Stone. Ramesh K. Arora, S.R. Maheshwari are among Indian Scholars, contributing to the studies on development administration.

Thus, Development is a dynamic process of growth as well as change. Weidner calls it a process that is never ending, and which is never complete.

Definitions of Development Administration: -

Now, let us look at some of the definitions on 'Development Administration', given by some of the leading scholars:-

- (1) Montgomery: - Development administration means "carrying planned change in the economy or capital infrastructure or to a lesser extent in the social services, especially health and education".
- (2) Edward Weidner: - Development administration seeks to be "an action-oriented, goal-oriented administrative system."
- (3) Donald Stone:- "Broadly, Development administration is concerned with achieving national development."
- (4) Merle Fainsod :- "Development administration ordinarily involves the establishment of machinery for planning economic growth, and mobilizing and allocating resources to expand national income."

These definitions focus on such elements of development administration as action, goal, economic change, social engineering, innovation, reform, planning, problem-solving, and nation-building and so on.

Some Social Scientists explain "development" as it has come to be accepted in the public administration lexicon as the "capacity of a social system to make decisions with autonomy, autonomy implying a relative freedom from the constraints of the environments as also the capacity to modify it."

Fred W. Riggs defines development as a "process" of increasing autonomy (discretion) of social systems, made possible by rising level of diffraction." "Discretion," he has observed, is the "ability to choose among alternatives", while "diffraction" refers to the degree of differentiation and integration in a social system. Riggs has considered diffraction as "the necessary and perhaps the sufficient condition for development, i.e. for increased discretion."

Stop to Consider

Hallmarks of Development Administration

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1. Change - oriented
2. Goal - Oriented and result oriented
3. Citizen participation in the administration
4. Commitment to development
5. integrated and holistic process
6. It has two sides – one is development programmes and other is Its implication
7. Its scope of Operation is wide.
8. Stress on planning
9. believes in decentralization.

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Indicators or Ingredients of Development Administration:-

Now, let us discuss the distinctive features or characteristics of Development Administration, which will make your concept of ‘Development Administration’ much more clear:

Dr. J.N. Khosla, an eminent scholar of public administration expert (ex-Director of the Indian Institute of Public Administration, New Delhi) has identified three major areas of activity in Development Administration, as given below:-

- (1) It is an effort towards planned transformation of the economy, involving not only the sphere of administration but also politics and indeed society as a whole.
- (2) It is an effort for the synchronization of changes in all spheres of development. Special emphasis is placed on the political and social context of administration.
- (3) All the above mentioned areas imply political control of administration and the formulation of plans and policies. These are also meant to include citizens’ reaction to administrative action, their active participation in development efforts and the needs to change the administrator’s attitude.

To Harry J. Friedman, ‘development administration’ contains two elements:-

- (1) The implementation of programmes designed to bring about modernity, and,
- (2) The Changes within an administrative system which increase its capacity to implement such programmes.

The ingredients of development inform us about the aspects which indicate the rate of growth in a particular country. Ingredients may be indicative factors or the variables which vary depending upon the input efforts of the Country. An under-developed country could catch up with much more advanced countries provided the following ingredients are properly managed:

- (1) **Technology** :- sophisticated instruments, equipments, materials and devices, should be properly managed, so as to convert inputs into profitable outputs.
- (2) **Transportation and Communication** :- It is a very important ingredient of development because these form the network of fast moving means and instruments of carrying passengers and goods from one place to another on land, water or by air.
- (3) **Capital Resources** :- It means the country's capital wealth in terms of metal, minerals (gold silver etc.) which is used to convert the national products into internationally changeable commodities.
- (4) **Industries and Power** :- These are again very important ingredients of development of country, which include large of small-scale factories, workshops or production units as well as electricity generating units whether hydro, thermal or atomic.
- (5) **Expertise, skill and Administrative Capabilities** :- These include highly trained technical personnel as well as administrators qualified to man the highly specialized nature of duties of administrators in complex societies.
- (6) **Land and Water Administration** :- An efficient and proper land and water administration is one of the most important ingredient of development, because it is through efficient and effective land and water administration, that a country's gross national product can be increased.
- (7) **Natural Resources Administration** :- A Country's development depends upon the proper utilization of the natural resources of the country, which requires highly trained manpower to administer natural resources.
- (8) **National will, Resolve, Integrity and Character** :- These are some of the complex, but very effective ingredients of a country's development.

However, there are certain preconditions which must be satisfied before development might take place in a country. These precondition are:- Import of sophisticated technology, Higher degree of Differentiation, Communal

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Harmony, Cooperation and Industrial Peace, Higher degree of motivating effort on the part of Administrations, Political stability and absence of social and commercial conflict.

There are certain other variables, which give one an indication about the degree of development of a community, region, state or a country. These variables give us a fair idea about the rate or pace of development of a country. These variables are discussed below:-

- (1) Democratization :- It is the process through which people participate in the decision-making process.
- (2) Modernization:- It is an all embracing process of overall improvement in the life and conditions of all the people over a period of time.
- (3) Secularization :-Rationalization of actions and thought based on the spirit of equal treatment of all religious groups.
- (4) Affluence:- It implies a state of being wealthy. It is attributed to a country where most of the citizens enjoy an abundance of material resource and consumer items.
- (5) Institution building:- It is the process of establishing ways of organizing social life- a pattern that is valued by groups, communities of society at large.
- (6) Differentiation:- It implies the differences among the sub-units. It also implies specialization of activities, however, with an ultimate sense of integration.
- (7) Cohesion :- It implies greater degree of closeness among members of community.
- (8) Equitable and just economic order:- It is an order in society, where each individual gets equal opportunity to possess equal social wealth. It means a sense of equality running in the society.
- (9) Peaceful transformation towards decentralized society:- It is the process by which power is peacefully transferred from the top hierarchy to lower levels with democratic means.

Thus it is seen that, development administration is an attempt to make public administration more goal oriented and democratically driven one. The concept is largely encouraged to evolve developmental programmes and policies suitable for developing and developed countries. It is an action oriented and strategy packed aspect of public administration. It is a path breaking approach towards administration. Normally administration, in the

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context of Government, is an offshoot of professional management of public policies. But development administration is an attempt to integrate multitude functions of government in a systematic way to pursue goals of development, very often targeted and previously ascertained goals of development. No longer will administration be considered as a pattern of systematic and routine bound activity. Development Administration is an inclusive approach towards development. Development is the ultimate goal. Without development no administration can achieve anything. It is for the people and not for the technocrats of administrative milieu. As the goals of administration became well defined development, the new approach can bridge the gap between different administrative theories.

Nature of Development Administration:-

“Nature” of a subject means the characteristics, which explain what type of subject it is. The following features can help us to understand the Nature of Development Administration:-

- (1) Development Administration is ecological in nature. It works on the principle that development in the real sense is possible only when it agrees with the social, cultural, economic and political environment of a nation.
Since development implies the ability and capacity of a social system to shape or reshape its environment, its study should naturally be ecological in character. An administration system is influenced significantly by demands and supports from its environment, which in turn are shaped and reshaped by the administrative system through its outputs.
- (2) Development Administration is closely linked with the political processes as political leadership plays a crucial role as a facilitator of the development process.
- (3) Taking the Riggsian notion of development, in terms of an increase in the capacity of a social system to shape or reshape its environment, it can be hypothesized that economic growth would generally accompany Administration Development. Thus, Development administration, with its ambit, also covers economic growth and development.

However, the relationship between economic development and administrative reform has not paralleled that of developed (mainly western) nations. In contemporary modernized States, economic growth preceded administrative reform, while in most of the developing countries it has been the opposite.

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For faster economic development, economic planning has become an accepted strategy in most of the developing countries.

- (4) Development Administration is an important motivational concern of comparative public Administration. The prevailing diversities in the developing countries provide a mine of information to the scholars of comparative Public Administration to formulate and experiment with newer models or paradigms of administration.
- (5) The study of development administration has generally had a dominant normative concern with enhancement of administrative capabilities in “developing” nations particularly. Thus, it is natural to find an emphasis on various normative questions in the field. Development administration studies both the process of selecting ‘values’ and the ways in which they influence administration in the various ecological settings.

In development administration, both administrative means and ends are given equal importance.

- (6) Development Administration seeks to profit by the contributions made by sociology and cultural anthropology. It treats development as a multifaceted concept.
- (7) Development Administration is rooted in the field as most of the developmental activities takes place away from the Headquarters administration. The focus is a decentralization of authority so that field units take appropriate decisions on the spot.
- (8) Development Administration draws its inspiration from active participation in decision-making as well as implementation of schemes of development by all those who are directly concerned in development.
- (9) It has also been stressed that development administration, by its very nature, is innovative.
- (10) Another important feature, which depicts the Nature of Development Administration, is that it relies too much on progressivism- Social, economic and political. That is why, Development Administration is said to be an aspect of welfare Administration.

However, in the study of the cultural content of Development Administration, no concrete attempts appear to have been made to relate the nature of religious values, languages, and other cultural components with Development

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Administration, and this situation is reflective of the nascent state of the study of the ecological dimensions of Development Administration.

Stop to Consider

Development Administration as Development of Bureaucracy

The development of administration means development of administrative machinery and processes suited to the task of national development. Only through an effective administrative system can the goals of socio-economic development and nation-building be achieved. The government being the principal planner, financier, promoter and director of national development depends on bureaucracy for its functioning. Therefore, the role of bureaucracy as an agent of socio-economic change becomes important in the development process. Despite the fact that bureaucracy in developing countries is ill-prepared and ill-motivated for the tasks lying before it, the fact remains that in most of these countries it is the major instrument of social change.

Difference Between Development Administration and traditional Public administration

Development Administration	Traditional Public Administration
Change-oriented	Status-quo oriented
Goal and result oriented	Emphasis on economy and efficiency
Flexible and dynamic	Hierarchal and rigid
Its objectives are complex and multiple	Simple and limited objectives
Concerned with new tasks	Concerned with routine operations
Believes in decentralization	Believes in centralisation
Stress on planning	Does not relay much on planning
Creative and innovative	Resists organisational change
Stress on participation of people	Organisational stress due to control and command structure.

1.5 Scope of Development Administration

Development Administration deals with implementation of development policies. Innovative practices to channelize public opinion in the form of policies and programmes are very essential. The domain of development administration is highly connected to developing and under developing countries. The development ideas of developing or under developed countries linked to the fight against poverty. This approach focuses on the problems of widespread poverty, hunger and misery in developing countries and on the question of what can be done in order to realise improvements

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of the situation in the short term. The analysis of long-term economic and social development is another approach towards developmental concepts. This approach concentrates on comparing developments in different countries, regions and historical periods in order to gain a better understanding of the factors that have a long-term effect on the dynamics of socio-economic development. Development, connected with industrialisation, economic enhancement and infrastructural development, has a surplus area beyond the reality of subsistence level of poor countries. It is inevitable for developing countries to delve in to the rational of development administration for achieving pre planned development goals. In other words development administration is a post colonial state centric model of public management.

During the 1960s and 1970s, the idea of development administration evolved as an extension or an applied part of comparative public administration especially due to the CAG;(Comparative Administration Group created by the American Society for Public Administration) has a keen interest in exploring administrative problems in developing nations and the agenda set by its funding agency (the Ford Foundation) to improve administration for economic development in these countries. Riggs mentions that the study of Third World administration, interpreted largely as development administration, became the central concern for and synonymous with comparative public administration.

Riggs defines development administration as the combined process of both the ‘administration of development’ (implementation of development policies and plans) and the ‘development of administration’ (improvement of administrative capabilities). Riggs eventually came up with a new analytical construct (known as the prismatic model) to explain these transitional nations. Riggs articulated this prismatic model based on the metaphor of prism – as the fused white sunlight (which represents the fusion of several colours) passes through a prism; it becomes diffracted into several separate colours. Here the fused light signifies the fused structures of traditional society (single structure performing all necessary functions); the diffracted colours represent the specialized or differentiated structures of modern society (separate structures or institutions for major functions); and the situation within the prism (which is a transitional phase between the fused and diffracted stages) reflects the condition in developing nations, which Riggs began to define as prismatic societies (Riggs, 1964). In explaining the nature of administration in these transitional societies, Riggs systematically used an ecological approach to explore their non-administrative domains of society, politics, economy, and culture.

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In general, such prismatic societies are characterized by formalism (theory-practice gap), heterogeneity (co-existence of the traditional and the modern practices), and functional overlap (similar functions are performed by different institutions) . These features are reflected in the prevalence of poly-communalism in society (interaction among communities based on suspicion and distrust); the bazaar-canteen model economy and its price-indeterminacy (caused by the influence of social status, bargaining capacity, and official position on economic behaviour); and poly-normativism in decision process (representing the use of both rational and non rational criteria). These ecological or contextual factors, according to Riggs, play a significant role in shaping the nature of public administration in developing nations, which he presents as sala (complex and mixed) model administration characterized by the coexistence of universal official norms and respect for traditions, which is reflected in the influence of family and community on official decisions (e.g. nepotism and favoritism); prevalence of both ascriptive and achievement criteria leading to the 'attainment' norms in public offices; and so on. However, Riggs refined this prismatic model with unique ecological and contextual forces in the process of developmental regimes.

The 1980's was a radical turn in the concept of Development Administration where scholars wanted administration to be flexible and people should be included in the process. Towards the 90's the very influential 'New Right Philosophy' sprung up which was neoliberal (modern form of the liberal approach prevailing in earliest time of society) and also the Public Choice Theory (Discussed in previous articles) emerged that brought a new paradigm to the concept of Development Administration. This led to the Good-Governance concept. New Public management also made a huge impact where it was suggested that administration should become more managerial and market based in its approach in order to survive and be efficient. It stated that the state cannot sacrifice social values for achieving efficiency and not go beyond its constitutional limitations. Nowadays, the Discourse theory of Development Administration is doing the rounds that assert that development administration should have two major criteria: Human need based approach and Sustainable approach.

They examined five strategies (liberal capitalism, communist strategy, liberation theology, Islamic fundamentalism, Sarvodaya/socialist) to find out which one catered to both these criteria. It was found that Sarvodaya was the only model that contained both the above criteria and if implemented properly will lead to optimum results in Development Administration.

SAQ :-

Q. The principal function of development administration is to carry out various developmental programmes and projects with the objective of nation-building and socio-economic progress. Comment. (80 words)

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Context of the study of Development Administration

‘Context’ of the study of Development Administration means ‘circumstances’ leading to its study. While dealing with the circumstances, which led to the study of the Development Administration, it should be kept in mind that it emerged only after World War II. After the Second World War, the nations of Asia, Africa, and Latin America became independent, after centuries of colonial exploitation. As a result of prolonged period of colonial subjugation of these Nations, after Independence, these nations embarked upon long term planning for speedy socio-economic development. But they were in a dilemma as to which path to follow to get or achieve the developmental goals or targets set by them. Also, these newly independent Nations, for long term colonial exploitation, were facing lots of problems like, problems of poverty, unemployment, malnutrition low agricultural productivity, slow growth of Industries etc. Also, the colonial masters have already destroyed these Nations’ Natural Resources. So, these Nations, though wanted to achieve development at a faster pace, but there were many constraints or impediments, which became stumbling-block on their way of development. So, to remove these stumbling blocks or obstacles, these newly emerged independent countries used to rely on the path of ‘Development Administration’, which is actually different from Traditional Administration. How it is different from Traditional Administration- it is very well reflected in the Nature and concept of ‘Development Administration.’

Thus, ‘Development Administration’ has gained currency only after World War II and in the above paragraph, we have very nicely discussed how it came into prominence on what was the circumstance, which resulted in the study of Development Administration. It is very simple- when these newly independent nations embarked upon ‘Development Administration’ to reach their target, it came into prominence as a field of study also. Scholars from different countries began to study exhaustively on the literature of ‘Development Administration’, so as to guide these newly emerging independent Nations, as to which definite path to follow, to attain development. These extensive studies led to the further enhancement of this field of study.

1.6 Summing Up

Thus from the above discussions we come to conclude that, The concept of Development Administration is a development of the post 1945 era. The term “development administration” came into use in the 1950s to represent those aspects of public administration and those changes in public administration, which are needed to carry out policies, projects, and programs to improve social and economic conditions. During a period of 15 years following the end of World War II, in 1945, colony after colony threw off the imperial yoke. Country after country achieved independence and political autonomy. This new status gave promise of freedom and liberty and self-determination in political systems of representative democracy. It gave hope of greater individual freedom and equality of treatment in the society. Even in countries which had not been colonies but had been administered by some other form of authoritarian government, this was a generation of rising and insistent expectations pressing for rapid political, social, and economic change. New governments and their bureaucracies, their administrative agencies and processes, were expected to give reality to these anticipated fruits of independence and liberty. These new functions, these demands upon the administration system, were not only enormous in size and weight; they were novel and complex in character as well.

Check Your Progress

1. Define development administration.
2. Discuss the distinctive features of Development Administration.
3. Explain why Development Administration is regarded as an aspect of welfare Administration. Why is it said to be ecological in nature?

1.7 References and Suggested Readings

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2. Comparative Public Administration (An Ecological perspective).By- Ramesh K. Arora. Associated Publishing House, New Delhi. (2001)
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5. S.P. Verma and S.K. Sharma(ed). 1983, Development Administration, IIPA, New Delhi.

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Unit 2 :
Functions and Techniques of Development Administration

Unit Structure

- 2.1 Introduction
- 2.2 Objectives
- 2.3 Functions of Development administration
- 2.4 Techniques of development Administration
- 2.5 Summing Up
- 2.6 references and Suggested Readings

2.1 Introduction

We have already learnt that, development administration originated during the 1950s as a convenient way to describe the new role of the State and public administration in national progress and modernization. In contrast to law and order administration, the aim of development administration was change and innovation. Public officials would serve the people rather than the empire. Finally, it was anticipated that public officials would approach their tasks with creativity and persuasiveness. Development Administration is administration for development purpose. It is a version of public administration for underdeveloped or developing nations who want to improve themselves using public administration. It is an offshoot of comparative public administration. It addresses the need of society and social dynamics. The basic assumption behind development administration is that social changes can be initiated or guided by administrative machinery. Classical public administration was looking for improvements within the administrative framework while development administration is looking for social change and wants to be a cause for social engineering. It represents under developed and developing nation's resorts to well configured system of administration to achieve national goals. Development administration represents the goal oriented or plan based developmental tasks. In this unit we are going to discuss the functions and techniques of development administration.

2.2 Objectives

After going through this unit you will be able to

- understand the functions of Development administration

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- discuss the techniques adopted by the Development administration

2.3 Functions of Development administration

We know that, development Administration is administration for developmental purpose. It is a version of public administration for underdeveloped or developing nations who want to improve themselves using public administration. It is an offshoot of comparative public administration. It addresses the need of society and social dynamics. The basic assumption behind development administration is that social changes can be initiated or guided by administrative machinery. Classical public administration was looking for improvements within the administrative framework while development administration is looking for social change and wants to be a cause for social engineering. It represents under developed and developing nation's resorts to well configured system of administration to achieve national goals. Development administration represents the goal oriented or plan based developmental tasks.

Establishment of "welfare state" is the most important task of development administration. The State, by extending the scope of public administration, would be the engine of development. The welfare state would come about through government's control of the national economy. Accordingly, government took on several important tasks: centralized economic planning, the preparation and execution of developmental programmes and projects, the promotion and management of industrial growth, and meeting the basic needs of citizens through the provision of social services, economic opportunities and social welfare programmes.

Development is the centre of politics of the so called Third World countries and governments play a key role in national development. Public administration is considered an important mechanism in this development process. Government uses its administrative authority to achieve national development task by formulating, organizing and implementing large-scale action programmes. To handle these complex activities of the government, instrument of development administration is employed.

Development Administration is an instrumental means for defining, consolidating, and implementing national goals in developing countries. The concept of development administration emerged shortly after the Second World War. The field of development administration can be talked about in various contexts but its applicability depends upon mainly the systems which affect it and in turn is affected by the systems.

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Stop to Consider**Meaning of Growth**

As a concept, growth has a larger meaning and a more restricted meaning. Strictly it refers to sustained increase in productivity over a relatively long period or long periods each covering at least 10 years. An index of such growth at the national level is not an increase in national product in concrete terms. Growth modifies structures, attitudes and techniques, and where it is sustained; its economic effects are considerable.

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Major functions of development administration can be illustrated as follows:

(i) Extension and Community Services:

These services constitute a form of partnership between the government agencies and the people. The government provides technical, institutional or financial services while the people through voluntary organisations provide active participation to make the operational services successful.

The development administration is based on the realization that community participation in the task of national development is a sine qua non.

Thus, development administration makes investigation of social situations, ascertains better devices and instruments for dealing with social disabilities, psychological handicaps and formulates comprehensive social and economic policies.

(ii) Programme Planning:

After the formulation of comprehensive social and economic policies, another main task of development administration is programme planning. This involves an accurate analysis of available supplies and inputs and their management in such a way as to obtain the optimum outputs.

Much of the failure in development administration is due to faulty programme planning either on account of lack of measurement and systematic estimation of available resources or political pressures.

(iii) Project Management:

Another area of development administration is project management. The present trend is towards high cost projects whether it is in the field of irrigation, power or energy, environmental pollution, and production of goods etc. The Tehri Dam Project, Kamal Refinery Project, Kavery Project, are some such examples.

The major projects require high investments in men, money, materials and organisation. They call for decisions and procedures which would facilitate their preparation and execution. They are undoubtedly a major challenge to the administrative and technical capacity.

The life-cycle of a project from inception to operation contains well marked stages such as project definition and pre-construction phase, construction-management, and operation-management.

The need for sound techniques and methods required in each phase is well-established. Any failure on this account may spell havoc, e.g. there is a controversy about the solid foundation of Tehri Dam Project, whether it is located in earthquake prone area. It is but essential that this aspect must be scientifically analyzed without any political prejudices or extraneous considerations.

It is also important to recognize that project authorities face several problems beyond their power, which can only be resolved by the agencies at governmental level. The government administration must, accordingly ensure that such projects have the requisite organization, competent top-level personnel and boards of directors with the necessary authority.

Project management being a highly technical matter should not be subjected to political considerations or bureaucratic procedures.

(iv) Area Development:

By area development we mean the socio-economic development of a particular area like tribal area, hilly area or any backward area. Earlier it was assumed that the problems arising at area level can be adequately dealt with by local people and institutions.

It was not recognized that area development is linked with national development and needs planning at state level, of course, in consultation with local people and agencies.

The government now provides a framework within which the local agencies like panchayats, block samitis or municipal committees and voluntary organizations at area level act on their own.

The government extends them grants-in-aid to strengthen their financial position and sort out effectively local problems pertaining to health, hygiene, supply of water, maintenance of parks and gardens and provision of roads etc. Local problems are part of national problems, looked at in terms of given areas and communities.

They are of no less concern to development administration than problems

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at the state and national level.

(v) Personnel Development:

It is also the responsibility of development administration to ensure availability of trained personnel at each level, organize training, make effective use of trained personnel and adopt improved methods of planning and management.

It would, therefore, be necessary for development administration to organize training programmes and carry out research in the various aspects of management like policy formulation, decision-making, coordination, supervision, direction etc.

Riggs observes Development Administration as a goal oriented administration – an administration which is engaged in the task of achieving progressive political, economic and social goals. Hence he holds “administrative development refers to the increase in the capabilities of our administration system to achieve the prescribed goals .

Thus from the above discussions we can summarise it as:-

1. Formulation of development goal and policies
2. Programme formulation and management
3. Re organisations of administrative structure and procedures
4. Evaluation of results
5. People’s participation in the development efforts
6. Promotion and growth of social and political infrastructure.

However, Development is a continuously changing concept. It is neither static nor uniform. Its nature constantly changes with the change of time. The nature of development as seen in the early 20th century greatly differs from that seen in the early 20th century. As such history of modern times is a history of national development. Development is a multi-dimensional process. According to Palmer it is an overall process, with significant social, cultural, political and human as well as economic dimensions. Its use seems to equal the more prosaic 'growth' or 'change' or 'transformation' and has become increasingly complex in its application. Economic, social, political, cultural, human, administrative and so on are viewed as emerging forms of development. Thus development has multi dimensional aspects.

Again, development is a goal-oriented process. Development is equated with economic growth, social transformation and Nation building. National development is the major goal of most developing countries. This single goal subsumes myriads of goals, such as, economic and social progress,

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political modernization, nation-building, mobilization of human and natural resources, reducing the levels of unemployment and poverty, etc. The developing societies are goal-oriented societies heading towards modernization.

Thus it can be said that, the major thrust of the development administration is to evolve strategies to at least minimize the troubles being faced through the people at large. In order to have self-reliant economy, such thrust areas were picked up where state intervention is required.

Self Asking Questions

According to you what are the major functions of Development Administration.(80 words)

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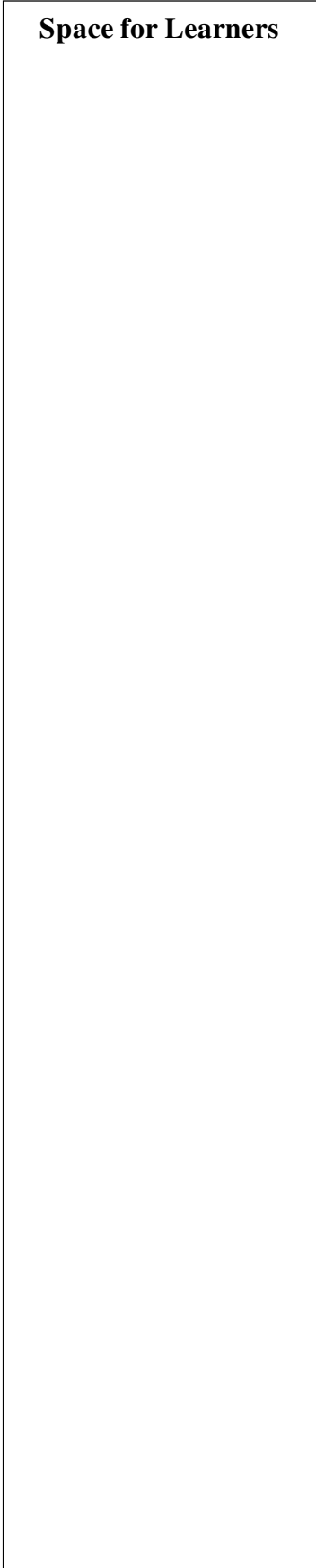
India and development administration

India adopted the strategy of planned change which implied in the middle of other things that planning was to be the basic strategy of social reconstruction. Planning was to be used as an instrument of socio-economic progress and nation-building. It was recognized as central to the societies where the public sector has to play a role of the commanding heights in the economy so as to fulfil the expectations and aspirations of the people. The introduction of Community Development Programme could well be termed as the beginning of development administration in India. The Programme was launched with the following objectives:

- To secure total development of the material and human possessions of rural areas.
- To develop local leadership and self-governing institutions,
- To raise the standard of living of the rural population through means of rapid augment in food and agricultural produce, and
- To bring latitudinal changes towards life in the rural people.

The assumption was that the overall development of the rural community needed, people’s participation supported through technical and other services. Moreover, there was also the realization that the troubles of rural development could be dealt with only in a holistic perspective rather than being tackled in an isolated manner.

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Thus we can summarise the functions of development administration as follows:

1. The capacity of an administrative system to take decisions in order to meet the ever increasing demands coming from the environment and with the objective of achieving larger political and socio-economic goals.
2. Increase in size, in specialisation and division of tasks and in the professionalization of its personnel.
3. A pattern of increasing effectiveness in the optimum utilisation of available means and further augmentation of the means, if necessary.
4. Increase in administrative capability and capacity.
5. Transformation of existing administrative mechanism into new machinery through modernizing the bureaucracy by external inducement, transfer of technology and training.
6. Replacement of initiative, practices etc. with those based on realist need.
7. Reducing the dependence on foreign experts by producing adequate trained manpower.
8. Promotion of development initiative.
9. Administrative reorganisation and rationalisation.
10. Making modernisation culturally related.
11. Removing or reducing bureaucratic immobility and widespread corruption.
12. Reorientation of established agencies, and the delegation of administrative powers to them.
13. Creation of administrators who can provide leadership in stimulating and supporting programmes of social and economic improvement.

Stop to Consider

Administration of Development

Development administration concerns the administration of development which is further simplistically meant as administering development. This is identified with organizational development—government departments, public enterprises, regulatory agencies, public corporations, cooperative institutions, etc. The government machinery is responsible for achieving the broader socio-economic and political goals. Precisely development administration has two main functions one relates to realizing

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development goals and objectives and second is to improving and enhancing capabilities of those involved in development goals and objectives.

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2.4 Techniques of Development Administration

We have already learnt that, Development administration in operational terms refers to organized efforts to carry out developmental programmes and projects in the direction of state-building and socio-economic progress. Planning and coordination have become important in organizing efforts. In developing countries, where human and material resources are scarce, governments are required to adopt and adapt development planning techniques as an aid in promoting social and economic development. The identification of major functions to be carried out and their alignment are basic ingredients to development administration. A development administrative system decides on appropriate methods of coordination and control for different functions at different levels.

The predominant concern of development administration is to design and administer such development programmes which meet the developmental objectives. It is the administration geared to the task of achieving certain clear-cut and specified objectives and goals expressed in operational terms. Thus development administration is defined as a process of action motivated by and oriented to the achievement of certain predetermined goals.

In the previous section we have discussed that, Development administration involves creating and enhancing management capacities as a means for achieving developmental goals. To achieve this goal development administration applied various techniques. Some of them are discussed below:

Regional Approaches

The first technique to development, especially rural development, was regional with emphasis on economic activities to be recognized in dissimilar sub-regions of the district. This approach is popularly recognized as Growth Centre Approach. The philosophy behind this approach is that the process of development in rural areas can be fostered through developing natural possessions; build up infrastructural facilities and social services, and foster the growth of towns and cities in a manner that would help the district to develop in a directed method. The assumption is that each village could not be provided with those facilities simultaneously because of financial limitations

and for causes of economic efficiency. This approach is also recognized as Induced Economic Growth Approach.

Area Development Approach

The area development technique focuses on two points: Development of optimum infrastructural facilities; and Spatial and functional integration for the development of an area. The purpose of these approaches was alleviation of rural poverty. In the last four decades, several area-based development programmes—Rigorous Agricultural District Programme, Drought Prone Area Programme, Command Area Development Programme, and Desert Development Programme—were prepared and implemented. Since agriculture plays a very significant role in the economy and in social life of the people, the area development strategy was measured essential. The Drought Prone Area Development Programme, was, for instance, envisaged in the seventh five year plan to augment productivity from dry land and arid areas. The feature of such an area is maximum concentration of the poor and the unemployed. Hence, their development called for the use of appropriate technology of development. The Drought Prone Area Development-Programme incorporated six major sectoral areas including fisheries, irrigation, forestry, horticulture. Likewise, Desert Development Programme was another area based programme aiming at:

- A forestation;
- Maximum exploitation and conservation of water possessions;
- Creation of water harvesting structures;
- Rural electrification; and Development of agriculture, horticulture and animal husbandry.

The Target-Group Approach

The next technique is Target-Group Approach or Beneficiary Oriented Approach. This may also be termed as people-centered approach. It was realized that economic growth model of development which laid emphasis on trickle down theory (which whispered that fruits of development will automatically reach to the people in rural areas. That is, the fruits will trickle down through themselves) was unsuitable to solve the troubles of poverty and unemployment. Hence, it was measured necessary to undertake such programmes and projects which deliberately and in a determined manner aimed at reduction in poverty and lead to distributive justice. The main principle came to be economic growth with social justice. With this objective in view a number of target-group oriented programmes were implemented.

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Minimum Needs Programme Approach

The earlier approaches ignored the social aspect of development. The main thrust of those approaches was on economic development or income and assets generation for the specific areas or target-groups. Though, it was realized lately that social development was equally significant. The provision of social services and basic necessities to improve excellence of life occupied rising attention of the planners and developers. This approach emphasizes investment in human beings. The objectives of this approach are:

- Establishment of a network of basic services and facilities of social consumption in all the areas up to nationally accepted norms, within a specified time-frame.
- Rising of the standards of living and reduction of the regional disparities in development.

The Minimum Needs Approach concentrates on basic needs of food, shelter, sanitation, health, education, drinking water and roads. The programme has fixed following priority areas: Elementary and adult education, health, rural water supply, rural roads, rural electrification, housing, environmental improvement of urban slums and nutrition.

Primary Health Care Approach based on equity, access and social justice is very vital philosophy of social development. The programme comprises (a) provision of curative, preventive and promotional health services, (b) control and eradication of major communicable diseases, (c) training of medical and para-medical personnel and (d) establishment of network of primary health services.

The People-Centered Approach

The main thrust of this approach is to treat the individual as an active participant in the development process, rather than viewing him merely as subject of development. The people-centered approach comprises human growth and well-being, equality, self-reliance and people's participation as its key elements. Likewise, the involvement of voluntary / non-government organizations is also becoming a significant part of development administration in India.

Communication

Communication has become a watch word for development. It assumed more importance because new ideas are introduced into a social system committed to bring in relation to the social change. In order to produce

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higher per capita income and stages of living through more modern production methods and improved social organizations, the patterns of communication acquire added significance. It would be hard to achieve developmental goals without an effective communication network. It is through the process of communication that transmission of information, decisions and directives in the middle of factors takes place and knowledge, opinions and attitudes are shaped or customized. In the words of Pfiffner and Presthus, “administration can be viewed as a configuration of communication patterns relating individuals and collectivities (groups) of varying sizes, shapes and degrees of cohesion and stability”. Though, communication, for the purposes of development administration, may mean mainly development of communication of messages related to all characteristics of developmental programmes. Moreover, communication, an integral component of development administration, is both vertical and horizontal in addition to being formal and informal or written and oral one. The process of communication promotes the elements of personalized relationship which is a significant plank of development administration.

Stop to Consider

Participatory Development

The concept of development administration is based on the premise that people have an immense capability to contribute to development. That is why a renewed stress is laid on the need to involve people more actively in all stages of development planning, implementation, controlling and evaluation. Participatory development implies development of the people through the people. The success of policies, programmes and projects depends to a larger degree on the success in obtaining more and more participation of the beneficiaries in development process.

Coordination

All policies and programmes are to a varying extent interrelated. Therefore, agriculture development also requires industrial development for the provision of fertilizer, pesticides, and mechanical implements; it requires educational development so that farmers may be able to read and benefit from new scientific knowledge; it also requires development of farmer’s health so that they may be able to work properly. Hence policies of agricultural development have to be drawn up so that they harmonies with other policies. Hence coordination of a high order is necessary. Coordination is needed at all stages as Mary Parker Follett has stressed. At the top stage it is sought to be brought in relation through the cabinet. All significant policies are

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reviewed through the cabinet. Here the ministers have an opportunity to look at the implications of other policies for those of their own department. Any inconsistency, gap or duplication is ironed out.

Check your progress

1. State five functions of development administration.
2. What do you mean by participatory development ?
3. Discuss the techniques of development administration.
4. What do you mean by coordination ?
5. Define Communication.

2.5 Summing Up

Thus from the above discussions we come to conclude that, Development administration is concerned with increasing and improving the capabilities of the administrative system. The developmental goals are to be carried out successfully with efficiency and effectiveness. There is the need of increasing the capacity of those involved in developmental tasks. Development administration has to perform the functions of improving the education of, and imparting training to, the personal engaged in developmental goals. Although policy making, planning and budgeting are advisory functions of development administrators, yet they constitute a significant part of efforts to enhance administrative capacity for development. Administrative capability also involves the use of modern management techniques and other ways and means to identify individual objectives with developmental goals.

2.6 References and Suggested Readings

1. Riggs, Fred W., ed., *Frontiers of Development Administration*, Duke University Press, North Carolina, 1970.
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3. Lee, Hahn Been, "The Role of Higher Civil Service under paid Social and Political
4. Change", in Weidner, ed., *Development Administration in Asia*, Duke University Press, North Carolina, 1970.

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Unit 3 :
Evolution and Causes of Growth

Unit Structure

- 3.1 Introduction
- 3.2 Objectives
- 3.3 Evolution of Development Administration
 - 3.3.1 Meaning
 - 3.3.2 Characteristics
 - 3.3.3 Difference between Traditional Administration and Development Administration
- 3.4 Politics of Development Administration
- 3.5 A Critique of Development Administration
- 3.6 Summing Up
- 3.7 References and Suggested Readings

3.1 Introduction

Development administration is a vibrant concept in the public administration discipline which aims at bringing about socio-economic and politico-economic changes in the society. It can be understood as a driving force for the speedy development in the post-colonial third world. Development administration is change oriented that deals with growth, progress and overall development in every sphere of the country. Therefore, development administration is the process of channelling an organization in achieving social, political and economic objectives. The essence of development administration is bringing about change via organized, integrated and accurately directed governmental action. With the introduction of development administration in the recent past, particularly from 1950s', the governments in almost all the developing post-colonial countries have shifted their attention in the direction of planned change and people's participation. In this unit, we aim at understanding and analyzing the concept of development administration, its evolution, characteristics, politics and changing dynamics so as to make a comprehensive account on the concept.

3.2 Objectives

Development administration is the sub-discipline of public administration.

In this unit, our prime objectives are

- To understand the concept of development administration
- To discuss about the origin and evolution of development administration
- To understand the characteristics of development administration
- To examine the politics and the changing nature of development administration

3.3 Evolution of Development Administration

The term “development administration” has been used particularly in the context of developing countries of the Asia, Africa and Latin America. The main purpose of initiating the process was “socio-economic progress” and “nation building” of the Third World Countries (Chakrabarty, 2012). But, its conceptual journey can be traced to the Western writings, particularly in Robert Dahl’s work where he comprehensively criticized public administration for its incapability to develop a comparative perspective.

In India, the evolution of development administration can be seen as an attempt to mitigate the unwanted problems of partition such as poverty, hunger, diseases along with economic underdevelopment of the newly independent nation. The term “development administration” was first used and analyzed by U.L Goswami, a civil servant, in his work “The Structure of Development Administration in India” (1955) in the context of ongoing community development programmes that was conducted in India (Sapru, 1998) for the development of its people. But, the actual conceptualization and elaboration of the concept were done by Western scholars.

The crucial contribution in the field of development administration came from the Comparative Administrative Group in United States of America which was formed in 1961 under the guidance of the American Society for Public Administration. As a response to inadequate technical assistance programme of the US Government in the developing countries, the members of the Comparative Administrative Group carried out some research works and seminars on the administrative inconveniences of some of the Third World nations. Their research clearly pointed out the inconveniences and inappropriateness in Western development models and concepts of public administration in dealing with the developing nations. This resulted in searching for a new administrative model that

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can meet the developmental requirements of the developing nations. As a result, the concept of development administration emerged.

SAQ:-

Question 1: Briefly discuss about the evolution of development administration. (80 words)

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3.3.1 Meaning

Development administration is concerned with the development activities of the third world nations. In order to understand the meaning of development administration in the third world nations, we need to deal deeply with certain definitions of development administration:

- a. According to Montgomery, development administration is “carrying planned change in the economy or capital infrastructure or to a lesser extent in the social services, especially health and education”.
- b. According to Merle Fainsod, “development administration ordinarily involves the establishment of machinery for planning economic growth, and mobilizing and allocating resources to expand national income”.
- c. Edward Weidner defines development administration as “an action-oriented, goal-oriented administrative system.....guiding an organization towards the achievement of progressive political, economic and social objectives”.
- d. According to Fred W. Riggs, development administration is “organized efforts to carry out programmes or projects thought by those involved to serve developmental objectives”.
- e. Donald C. Stone postulates that “development administration is concerned with achieving national development”.
- f. Bidyut Chakrabarty defines development administration as “the process of carrying out development programmes and projects in the direction of nation building and socioeconomic progress through an administrative organization”.

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From the above definitions we can understand that development administration is change oriented which talks about continuous social and economic progress with the help of an administrative organization. Therefore, the prime objective of development administration is to strengthen the administrative units so as to bring about socio-economic change and societal justice through equal and equitable distribution of resources among various social and economic groups. It talks about administrative modernization to suit the emerging needs and demands of the society.

Check Your Progress

Question 1: What is development administration? Define development administration.

3.3.2 Characteristics

As development administration is a modern concept built upon the cornerstone of substantive development of the third world countries, it has certain distinctive characteristics. Those can be discussed as follows-

- **Change oriented** - the central concern of development administration is to bring advantageous change in social and economic fields. It aims at bringing about planned change and development to congregate the nation's cultural, social and economic objectives. Development administration discusses the challenging issue of poverty, hunger, unemployment, malnutrition etc so as to bring forth the constructive and effective changing mechanism to reduce and mitigate these problems. After India's independence a Planning Commission was formulated which is now replaced by NITI Aayog, a think tank to bring about planned social and economic changes.
- **Goal oriented** - development administration is goal oriented in the sense that it is concerned with attaining certain programmed results for socioeconomic development of the nation through developing certain goals. As developing countries face certain critical problems such as agricultural underdevelopment, lack of human resource etc, therefore, development administration tries to deal continuously with developing certain goals such as agricultural growth with HYB seeds, industrial growth and human resource development.

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- **Client oriented** - Development administration is client oriented. It is concerned with “satisfying” the demands and needs of the clients. The primary concerns as clients have been put on the downtrodden sections of the society. Their upliftment is the prime motive of development administration and for that purpose, in India, SCs, STs, women and children along with other weaker sections of the society has been given prime importance through various policies. A number of developmental schemes have been initiated for uplifting these sections of the society such as community development program. In Panchayats and Municipalities some seats are reserved for the weaker sections of the society in order to ensure active participation of these clients in the local governance system.
- **Time oriented** - time orientation in development administration refers to the speedy and effective completion of developmental programmes within a stipulated time frame. In development administration goals are first placed then formulated and implemented within a specific time so that the weaker sections get these benefits quickly. Social and economic goals are crucial for bringing about significant policy implementation.
- **Citizen participation oriented** - citizen’s participation is one of the crucial aspects of development administration. It requires active participation of all the citizens to bring forth developmental tasks and desired socio-economic changes. In doing so bureaucracy plays an important role in bringing citizens so that they can actively participate in the developmental programmes. Here, the linkage between “public” and “administration” is essential to understand development administration. For that purpose, involvements of citizens in the Panchayati Raj Institutions have found transformed support in the development strategy of India.
- **Ecological orientated** - development administration is ecological oriented which signifies administration’s interaction with the environment. It responds to the demands it receives in the form of feedback from the social system. This system is linked in such a way that needs to be fulfilled by flexibility and responsiveness in administrative actions. In public administration, the ecological dimension starts with Fred W. Riggs.
- **Innovative** : Public administration is innovative. It is progressive in action because it talks about using new structures and applying innovative and effective methods in formulating new policies and

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postulate that both these types of administration are different from each other in terms of goal, purpose, attitudes and behaviours, capabilities, techniques and methods. The major differences between traditional administration and development administration can be discussed as follows:

Traditional Administration	Development Administration
1. It is primarily concerned with maintaining formal law and order, collection of revenues and regulation of national life.	1. It is concerned with processes rather than structures in response to environmental demands
2. Traditional administration is oriented to status quo.	2. Development administration is action oriented and change oriented.
3. It believes in centralized planning and decision making process.	3. It believes in progressive social and economic planning.
4. People and clients are less focused in traditional administration.	4. Development administration is more dynamic. It is client oriented and participatory in nature.
5. Traditional administration is rigid.	5. Development administration is flexible and open.
6. It is oriented towards economy and efficiency	6. It is oriented towards organizational goal and effectiveness through achieving certain goals.

These are some of the basic differences between traditional and development administration. These distinctions make a clear vision about both the concepts in formulating and executing policy goals. However, it would be futile if you ignore the interdependency of both the concepts. In fact the accomplishment of development administration is created by the routine law and order which is maintained by the traditional administration. Development administration has gained momentum in implementing various developmental and welfare schemes in the changing and growing complexities of the administration. But, as development administration is innovative and change oriented, therefore, traditional administration has to create the path of creative development and progress. Mohit Bhattacharya argues that “practically, the differentiation between development and non-development administration is highly artificial. In the practical world of administration, there is a lot of overlap and interdependence between the cognate arms of administration” (Bhattacharya, 2007).

Check Your Progress

1. Briefly point out the major differences between traditional administration and development administration.
2. Discuss the major characteristics of development administration.

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4.3 Politics of Development Administration

The word “development” has become the buzzword in the politics of the Third World nations during 1950s’. During that time, prime aim or goal was to modernize the administrative system. But, it didn’t talk about uprooting the existing systems and structures. Development is political in its nature depending upon the governmental action carried out by the living constitution of the country. Development, therefore, reflects a country’s political culture. Political culture also gets affected by the changes in the existing political regime, party politics and the government along with the personalities of political leaders. Therefore, administrative activities are closely interlinked or fused with politics of a country.

Together with that, it is crucial to understand that most of the developing countries borrowed their administrative structure from the Western administrative structure, but it didn’t look in to the context in which developing countries social and economic issues were inherited. Since, the context of heritage was completely different from the western societies, therefore, local customs, values and norms should have been adopted in the administrative structure of the developing countries. In these countries, bureaucracies continue to possess powers, roles and attitudes in a hierarchical structure which was practised during colonial period. In this regard, Haque argued that cultures of developing societies are different which can be characterized by ritualism, norms and values, caste structure, authority based on seniority etc (1997). Scholars like Martin Landau, Keith Henderson, David Hickson have vehemently attacked the “value free” administrative system as myth. They postulated that cultural values have an effective role in shaping the bureaucratic system and the state. These scholars also highlighted the ineffectiveness of the Western administrative system in catering to the needs and demands of the developing societies. Therefore, it would be futile to bring the Western administrative framework in these newly emerged developing countries administrative system.

Self Asking Question

Question 1: Can we understand development administration as value free? Briefly discuss about the politics of development administration. (80 words) :.....

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3.5 A Critique of Development Administration

The concept of development administration which is developed by the Comparative Administrative Group has been criticized for a variety of reasons. Some of the criticisms can be discussed as below:

- a. Scholars argued that those who are associated with the Comparative Administrative Group didn't represent a unified intellectual whole and they lack pragmatic consensus.
- b. Development administration has been criticized on ideological ground, because in developing countries the process of modernization and the emergence of development administration can be seen as an exported model from the Western nations.
- c. Critics argue that bureaucrats in the developing countries have weak incentives to deliver good service to its people and, thus, it has hampered the process of development administration.
- d. It is assumed that development administration contains authoritarian symptom where civil servants don't motivate the public to actively participate in the developmental programmes and policies.
- e. The primary administrative structures in developing societies are borrowed and elitist in nature. Thus, it ignores the indigenous tendency to the societal values and customs. However, there is also a huge gap between the proposals of the governments and their actual execution.
- f. It is argued that bureaucracy in the developing countries are status quo oriented and non productive. Here, bureaucrats are less committed to work.
- g. In development administration bureaucrats lack expertise, necessary skills and competence to carry out developmental tasks.

These are some of the criticism we can have in the development administration. These criticisms need to be addressed as critical issues so as to limits its negative attributes.

Check Your Progress

Question 1: what are the basic points on which development administration is being criticized by scholars?

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3.6 Summing Up

Development administration is a shift to modernization for developing the Third World along capitalist lines. It focuses on bureaucratic rationality which is client oriented and effective. However, during 1970s' developmental drive towards modernization started degrading in removing poverty and social inequality. There was a great debate on global North and the South. South represented poor third world countries which were unavoidably caught under the debt trap. It was realized that in the complex web of development only a determined political will with indigenous motives to the problem will justify its solution.

Despite drawbacks, development administration has constructed the change dynamism to explore the change in the administration of developing countries. It challenges the universal model of administration in favour of an indigenous model to cater to the basic needs of the developing societies.

3.7 References and Suggested Readings

1. Mohit Bhattacharya (2007). *Social Theory, Development Administration and Development Ethics*. New Delhi: Jawahar Publishers
2. Bidyut Chakrabarty and Prakash Chand (2012). *Public Administration in a Globalizing World: Theories and Practices*. New Delhi: Sage Publication
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4. O.P Dwivedi. (1997). *Development Administration: An Overview*, *Indian Journal of Public Administration*, xliii (3, July–September).
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Unit 4 :
Bureaucracy and Development Administration.

Unit Structure

- 4.1 Introduction
- 4.2 Objectives
- 4.3 Emergence of the Concept of Development Administration
- 4.4 Meaning of Development Administration
- 4.5 Ingredients of Development Administration
- 4.6 Functions of Development Administration
- 4.7 Role of Bureaucracy in Development Administration
- 4.8 Indian Scenario
- 4.9 Summing Up
- 4.10 Reference and Suggested Readings

4.1 Introduction:-

Development administration is an aspect of welfare administration and it gained popular currency among the new nations of Asia, Africa and Latin America which became progressively free and independent after the Second World War. These countries were under colonial rule for a long time and as a result, after independence these countries wanted to attain development. But as a result of long term colonial exploitation, these nations faced immense problems. But these newly independent countries took up new assignments of development so that these countries become capable of raising the standard of living of their people. It must be noted here that all forms of development like socio-economic and political, industrial and technological development is only possible through a highly efficient administrative system. If a country's administrative system is not efficient and is not manned by expert and efficient administrators, then, development is not possible. Thus, the concept of 'development administration' is very important in the field of Public Administration.

4.2 Objectives:-

This unit is designed to help you understand various aspects of the concept of 'Development Administration'. After reading this unit, you will be able to:

- Understand the meaning of the concept of development administration.

- Examine the role of bureaucrats in fulfilling and translating into reality the entire concept of development administration.
- Discuss various components of the concept of development administration.
- Analyse the pivotal role of bureaucrats in the administrative set-up of developing countries, in addition to their important role in developed countries.

4.3 Emergence of the concept of ‘development administration’:-

Scholars pertaining to the field of Public Administration are continuously engaged in search for the new concepts in order to understand and respond to the rapid changes occurring in the various administrative systems of the contemporary world, particularly the problems in the administrative systems of developing societies. It must be noted here that the American thinkers and scholars have contributed a lot in the enrichment of the concept of Development Administration. However, it was felt by the scholars at some later stage that all these interpretations were “non-ecological” and “static”, while they attempted to explain the newly emergent problems. As Fred Riggs has observed: “...have been non-ecological in so far as they failed to relate administrative behavior to its environment. They have been static in so far as they took the basic institutional patterns of social structures for granted, failing to examine the conditions which brought these patterns into existence, which maintained them, or which caused them to change.” Since the late nineteenth century, various reforms took place in the American administrative system but most of these reforms emphasized on the principles of economy and efficiency. Thus, emphasis was laid more on ‘means’ of administration rather than ‘goals’ of administration and infact, both the concepts of means and ends merged together thereby emphasizing on the dual concepts of economy and efficiency. As a result of this under emphasis on the study of goals in earlier administrative studies, Edward Weidner has laid emphasis on this aspect as is evident from his comment that Public administration has glorified the means and forgotten the ends. Good administration and good human relations have become ends in themselves, quite apart from the achievement of other values that they may or may not facilitate. Thus, with this very intention, the concept of development administration was introduced by Weidner and was stressed by Riggs among others. [Comparative Public Administration by R K Arora].

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4.4 Meaning of ‘Development Administration’:

Here, it is pertinent for us to examine the meaning of ‘Development Administration’. Firstly, we will have to understand the meaning of development. Students of development administration have viewed development as the dynamic change of a society from one state of being to another without reaching a final mature condition. Weidner calls it a process that is never ending and which is never complete. Thus he explains development as a state of mind, a tendency, a direction. Rather than a fixed goal, it is a rate of change in a particular direction. (Edward Weidner, *Development Administration: A New Focus for Research*). Some social scientists again explained development as the capacity of a social system to make decisions with autonomy, autonomy implying a relative freedom from the constraints of the environment as also the capacity to modify it. Milton Easman regarded development “as a social process which can be influenced in a large measure by human design. Activity related to development is normatively directed towards the overriding and interrelated goals of nation building and socio-economic progress”. Sharansky opined that development is a complicated concept. It is not a tangible commodity that a country either has or does not have. It refers to an aggregate of economic, social and political variables, each of which exists on a continuum ranging from less to more developed. [Advanced Public Administration (vol I) by R D Sharma].

Dr. J. N. Khosla, an eminent scholar of public administration (ex-director of the Indian Institute of Public Administration, New Delhi) has laid stress on the following three major areas of activity in Development Administration:-

- (1) It is an effort towards planned transformation of the economy, involving not only the sphere of administration but also politics and indeed society as a whole.
- (2) It is an effort for the synchronization of changes in all spheres of development. Special emphasis is placed on the political and social context of administration.
- (3) All the above mentioned areas imply political control of administration and the formulation of plans and policies. These are also meant to include citizens’ reaction to administrative action, their active participation in development efforts and the needs to change the administrators attitude. [Advanced Public Administration (vol I) by R D Sharma].

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Again, according to Ferrel Heady, development exists in societies:

- (a) That have relatively equal distribution of benefits,
- (b) That utilize modern technology,
- (c) That assign rewards according to personal achievement and not according to family, caste or tribal background,
- (d) That use specialists in economic and government roles, instead of generalists who must provide leadership in a full range of activities, and,
- (e) That have governmental units that can adjust to social or economic change and acquire “new capabilities to meet new demands”. [Advanced Public Administration (vol I) by R D Sharma].

It is pertinent to observe here that there exists disagreement among the social scientists regarding the characteristic features of development. According to some, development is all about the capacity to produce large amounts of tangible resources in relation to the size of population, which can be transformed into industrial output, agricultural produce, raw materials, gross national products and personal income. Again, there are others who do not focus much on material production but on the forms of social and economic organization. Here, we can discuss about the concept of change, where Lippit opines that change is any planned or unplanned alteration in the status quo in an organism, situation or process. This change may be planned or unplanned. Students and scholars belonging to the discipline of Public Administration are always concerned about the rapid socio-economic changes in the developing countries. Thus, development administration has been defined keeping in view the planned socio-economic changes there. It has been defined as carrying out planned change in the economy, in the agriculture or industry or in capital infra-structure and also in the social services of the state especially education and health.

Harry J. Friedman opined that development administration contains two elements, which are:-

- (1) The implementation of programmes designed to bring about modernity, and,
- (2) The changes within an administrative system which increase its capacity to implement such programmes. [Advanced Public Administration (vol I) by R D Sharma].

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Mohit Bhattacharya considers development administration as an administrative ideology of the developing countries.

Fred W. Riggs is very clear about the concept of development, when he said that development is a process of increasing autonomy (discretion) of social systems, made possible by rising level of diffraction. According to Riggs, 'discretion' is the ability to choose among the alternatives and 'diffraction' refers to the degree of differentiation and integration in a social system. Riggs has considered diffraction as the necessary and perhaps the sufficient condition for development. [Comparative Public Administration by R K Arora].

4.5 Ingredients of development Administration :

It has been contended by the scholars that there are certain ingredients which indicates the rate of growth and development in a particular country and an under-developed country can catch up with the developed countries, provided these ingredients are properly managed. These ingredients of development are like: technology, which implies sophisticated equipments and materials etc; improved means of transportation and communication; capital resources; industries and power; expertise, skill and administrative capabilities; land and water administration; natural resources administration; national will, integrity and character. However, certain preconditions need to be satisfied prior to development take place, which are like: import of sophisticated technology from the developed states so as to utilize properly the available human and material resources; higher degree of differentiation must be there i.e., there must be numerous professional and functional categories performing various tasks; there need to be proper communal harmony, cooperation and industrial peace; the system must be manned by those who are not corrupt but are of high calibre and integrity, honest and dedicated; also, there need to be political stability and absence of social and commercial conflict.

Fred W. Riggs has emphasized on the ingredient of 'discretion' and thus Riggs viewed development as involving the increased ability of human societies to shape their physical, human and cultural environments. Here, Riggs clearly explained the fact that a mere change in the environment might increase output or might lead to growth of a system but if the level of discretion in the system does not rise up, then that is just mere growth without development.

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Comparative Administration Group (CAG) has always contributed a lot in the enrichment of the concept of 'development administration'. Nimrod Raphaeli has discerned two major "motivational concerns" in the literature in comparative public administration as theory-construction and development administration, thereby making these two concerns intertwined. Edward Weidner has thus viewed development administration as the processes of guiding an organization towards the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or another. Thus, almost all the definitions of development administration has emphasized on the ingredients of development administration as being action-oriented and goal-oriented. [Comparative Public Administration by R K Arora].

Thus, from the above discussion, it is clear to us that development administration is mainly concerned with increasing the administrative capability of a system in an efficient manner and that too the emphasis is on achieving particular results within a definite time frame with minimum costs. Thus, it can be said that today development administration is concerned with the formulation and implementation of four Ps – plans, policies, programmes and projects. It must be noted here again that not all planning can be termed as developmental and also not all developmental administration may be planned.

It is true that almost all the organizations have some kind of goals, and so, there comes the problem of distinguishing between developmental and non-developmental administration. It is true that though both have certain rules and norms but developmental administration differs from non-developmental ones by virtue of its objectives, scope, innovativeness etc.

Stop to consider:-

The causes responsible for the growth of Development Administration

(1) Emergence of the newly independent countries of Asia, Africa and Latin America after World War II. These countries were making persistent efforts to bring about development but were confused regarding the approach to bring about development. Thus, the scholars from various parts of the world particularly the American scholars came forward with the concept of 'development administration', thereby increasing the literature of development administration.

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(2) The interest shown by the Comparative Administration Group (CAG) in the studies of developing nations and their administrative systems.

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4.6 Functions of Development Administration:-

It is very difficult to clearly spell out the functions of development administration, because many of the functions discharged under traditional administration may also come under the rubric of development administration. Higgins connects the developmental functions with that of law and order:- to provide a minimum of public order, to provide a minimum of essential services, to provide for common defence and for dealing with other governments, to afford means for resolving conflicts over public purposes etc. [Advanced Public Administration (vol I) by R D Sharma].

According to Easman, nation-building and socio-economic developments are the major political goals of a country under development administration and thus, every development administration must undertake some functions like:-

- (1) Achieving security against external aggression and ensuring internal order,
- (2) Establishing and maintaining consensus and the legitimacy of the regime,
- (3) Integrating diverse ethnic, religious, communal and regional elements into a national political community,
- (4) Development of modernizing skills and institutions,
- (5) Efficient management of facilities and services,
- (6) Activating participation in modernizing activities, especially in decision-making rules,
- (7) Achieving a secure position in the international community etc. [Advanced Public Administration (vol I) by R D Sharma].

4.7 Role of bureaucracy in development administration:-

From the above discussion, it is clear that the concept of 'development' indicates growth and directional change, and the whole concept gravitates around planned change which is derived from a purposeful decision to bring about improvements in a social system. It needs mention here that

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since development is a process of social change, it needs citizen's willing co-operation and participation in the process and cannot be brought about by mere use of force. Without citizen's participation in the process, it cannot be attained in the real sense of the term. Thus, development administration calls for a basic change in the outlook which entails a change from the typical traditional administration, where citizens were only receiver. Thus, involvement of the citizens in the process of change is a characteristic feature of development administration. Here, comes the most crucial role of bureaucracy because the bureaucracy is the principal tool or instrument to perform the developmental tasks. <<https://www.scribd.com/doc/59106767/Bureaucracy-and-Development-Administration>>

The concept of development administration emerged shortly after the Second World War and it became an instrumental means for defining, consolidating and implementing national goals in the developing countries. Bureaucracy has got a very vital role to play in the success or failure of developmental plans. In this context, we can cite Fainsod, who advocated that an improvement in the betterment of development administration depends greatly on the quality and training of public servants who handle it. Concept of development administration has economic, social, political implications. In the economic sphere, it indicates increase in the national income which enables the society to improve its administrative capabilities. The social aspect is that development administration is oriented in the task of initiating social welfare, where utmost stress is given on the health services, housing facilities, cultural amenities, educational facilities, protection of children and women, concern for human rights etc. <<https://www.cvs.edu.in/upload/chapter%202.pdf>>

The mid 1950s and 1960s saw the zenith phase in the growth of the concept of development administration because during that phase an attempt was made to establish "goal and target" oriented administration in place of traditional hierarchical and rigid administration. Different models of development emerged during that phase. During the colonial era, the western model of development was very popular but afterwards it was found that the western model was unable to tackle some of the problems faced by the newly emergent developing countries. As a result, many thinkers came with their interpretations of the concept. Thinkers like F W Riggs came up with empirical approach to solve the problem and emphasized on ecological perspective of developmental administration. <http://ijrar.com/upload_issue/ijrar_issue_407.pdf>

During British rule in India, the role of bureaucracy was mainly discharging regulatory functions because government was basically concerned about maintenance of peace and law and order. But after Indian independence, the role underwent a change because the negative concept of functions of the state got replaced by the concept of welfare state which aimed to improve the standard of living of the teeming millions of people. Also, five year plans were started with the intention of improving the condition of masses and to lay down the foundations of a socialist, democratic and equalitarian society. It was in this context that role of bureaucracy changed and it had to adjust with the changing circumstances and had to undertake the gigantic task of reconstructing Indian economy.

Development administration is innovative in nature. Thus, administrative system which is essentially devoted to attainment of developmental goals, there it need to show greater innovation and creativity as compared to one engaged primarily in the routine administrative activities. In addition, development administration had a dominant normative concern as well. In this context, it needs mention that the bureaucrats have energetically responded always to the demands and challenges posed by the administrative set-up. Max Weber's bureaucratic theory clearly highlighted the features of bureaucracy and regarded bureaucracy as phenomenally influential in the administrative system where it is characterized by the features of hierarchy, rules, specialization and impersonality.

With the coming of the concepts of liberalization, privatization and globalization, there came a transformation in the governance system as well. The concept of "Re-inventing government" was popularized by two American scholars David Osborne and Ted Gaebler in 1992 and also the concept of Good Governance came into limelight during that period. Here, we can highlight on some of the core axioms of the concept of 're-inventing government', which are like:-

- (1) Governments need to be reinvented, where it should become more entrepreneurial, thereby showing increasing concern for new ideas.
- (2) Government need to act as catalytic governments which would inspire and empower the community to run its own affairs effectively and smoothly.
- (3) The strict rule oriented public organizations should get transformed to a mission-driven government, where increasing stress will be given on result orientation.
- (4) Continuous innovation and reforms in governments.

- (5) Priority should be accorded to the needs of the customer or citizens by the government.
- (6) Need for making government more proactive and anticipatory rather than being only curative.
- (7) Promoting decentralized government where there will be emphasis on participation and team work, rather than a rigid hierarchical system.

Under these changed circumstances, bureaucrats need to change their role as motivators and facilitators of socio-economic transformation. We already know that the features of development administration are like change-orientation, goal-orientation, client-orientation, citizen-participation orientation, time-orientation, innovativeness, coping ability etc., where the bureaucrats need to play a pivotal role.

Let us now discuss about the salient features of good governance. The World Bank has identified some of the salient tenets of good governance:-

- (1) Political accountability and regular elections to legitimize the exercise of political power.
- (2) Freedom of association and participation by various religious, social, economic, cultural and professional groups in the process of governance.
- (3) An established framework based on the rule of law and independence of judiciary which can protect human rights and can secure social justice.
- (4) Bureaucratic accountability, openness and transparency in administration.
- (5) Freedom of information and expression which is needed for monitoring and evaluation of governmental performances.
- (6) A sound administrative system leading to efficiency and effectiveness and co-operation between the government and civil society organizations. (Peter Blunt, 1995) (Recent perspectives in public administration by R K Arora).

All these new developments have laid stress on the features of greater democratization and liberalization in the governmental process with an increased emphasis on accountability, rule of law, independent judiciary, right to information etc. Moreover, with the ushering in of the concept of 'New Public Management' (NPM), the important role of government in

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bringing about goal-directed progressive multi-dimensional development was re-emphasized.

Under this changed circumstances, the challenges encountered by the bureaucracy is enormous. The bureaucracy has to bear the brunt of these new tasks and therefore, it needs to be considerably strengthened both in terms of quality and quantity, so that it can attain all the capabilities for undertaking the programmes of development. Measures need to be taken for the enhancement of administrative capabilities at all the levels of government and all along the hierarchy and also stress must be laid on the need for experts and specialists acquiring administrative experience and training to enable them to function effectively and efficiently. Bureaucracy is under an inescapable obligation to inculcate a disposition towards work in the field so that it can bring about the desired results. This demands structural and procedural changes in public administration and attitudinal changes in the bureaucracy. (Public Administration by Avasthi and Maheshwari)

Thus, bureaucracy as a commune is expected to play a very vital and indispensable role in the accomplishment of the task of development. The contemporary bureaucracy at all levels of government is entrusted with the vital task of interpreting laws, making policies and promulgating decisions and also they are engaged in variety of other activities that have a direct linkage with the well-being of the citizens. It is well known to all of us that developmental programmes should not be premeditated by the centrally approved rigid norms but should be conditioned and accustomed to the varying socio-economic and agro-climatic conditions of different places. Also, development warrants coordination among the different departments of public administration and symbiosis between private and public administration. Here, bureaucracy needs to act as a dynamic force which follows the determination of the people as well as leads it. In this context, it must be mentioned that the bureaucrats have to gain the knowledge and skills which development needs. Commenting on the vital role and responsibility of bureaucrats in ushering in of the concept of development, T. N. Chaturvedi, himself a distinguished member of the IAS said “The Civil Service has to undergo radical structural, procedural and attitudinal changes if it has to serve as an effective instrument of change and progress in a developing society.” The progressive bureaucracy in the contemporary time, which is mainly responsible to translate into reality the whole concept of development, they should not be old-fashioned, rather, they should have progressive,

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innovative, reformist and revolutionary nature. <http://ijrar.com/upload_issue/ijrar_issue_486.pdf>

In 1950s, when international assistance for development began on a large scale, it was found that many of the recipient states was unable to utilize properly the aid that was given due to lack of capability to utilize the aid that was being given. It was then that importance was given to strengthening state capability through improvement of administration and thus, emphasis was given on the concept of development administration, different from that of traditional administration. The basic aim of development administration was to show concern for development as a whole rather than only law and order. Huge contribution was given in this field by the Comparative Administration Group (CAG) led by Fred W. Riggs. Financially supported by the Ford Foundation, CAG sponsored various research and conducted seminars and published books in this domain. The major thrust during that period was to strengthen bureaucracy by professionalizing it and changing its attitudes and behavior, so as to make them development oriented. It was because of the realization that the entire concept of development administration can be translated into reality only by an effective administration, more specifically effective and efficient bureaucracy. It was widely felt that only a technically-oriented, professionally competent, politically and ideologically neutral bureaucracy can translate into reality the entire edifice of the concept of development administration. It was realized that externally induced reform was not yielding any fruitful results and the ecological aspect of administration was stressed by Riggs himself. The role of bureaucracy in transforming a predatory state into a developmental one was emphasized and it was felt that the state can perform this task successfully when bureaucrats are insulated from the pulls and pressures of everyday politics. The concept of good governance became the key to the transformation of a predatory state into a developmental one. The first five-year plan (1951-56) had very clearly stated : From the maintenance of law and order and collection of revenue, the major emphasis now shifts to development of human and material resources and the elimination of poverty and want. . . .there is also a need for structural changes to raise the level of administration. Here, one thing needs to be noted that autonomy without concomitant accountability may lead to bureaucratic licence. Time and again, questions were raised about the rigidity and rule and procedure bound attitude of the bureaucracy. People often feel that the bureaucracy is unresponsive, insensitive and is neither transparent nor accountable. Thus, there is the

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need to reform bureaucracy, so that they can work freely and fearlessly to bring about development. Good governance is basic to any other reform and change in the society and thus reform is needed in the society as well as bureaucracy, so that it can bring success to the whole concept of development. ('Public Administration' edited by Bidyut Chakraborty and Mohit Bhattacharya).

Thus, from the above discussion, we can understand that most of the developing countries soon after their independence are engaged in the process of nation-building and are keen to bring about rapid socio-economic development. In this entire process of development, bureaucracy can contribute immensely by serving as an advisor, inventor and a decision-maker. It is because bureaucracy constitutes the mechanism through which the state realizes its purposes and only a high degree of bureaucratic competence can help in bringing about speedy developmental measures. <<https://www.owlgen.in/define-bureaucracy-what-is-the-role-of-bureaucracy-in-development>>

However, criticisms have been often leveled against the role played by bureaucrats. It was always expected that with due emphasis on rules and regulations, division of labour, hierarchy, rationality and neutrality, the bureaucrats can ensure smooth process of development. Infact, the bureaucrats supported industrialized developed nations to achieve their objectives and development. But, developing countries faces various challenges and in such an unstable environment, bureaucracy faces crisis sometimes. It is seen that much of the bureaucratic pursuit only directed towards activities rather than achievements of goals and less is done to fulfill the developmental programmes. It is known to you all that bureaucracy is that apparatus of government designed to implement the decisions. But, if the bureaucrats lack in efficiency and they cannot implement the policies effectively, then even the well intentioned policies will fail to yield any effective results. Thus, viewed in this light, we can very well understand the pivotal role of bureaucracy in bringing about development. The greater the capability and capacity of the bureaucrats to successfully implement developmental plans and programmes, the higher the developmental potential of that society. However, bureaucracy is not the only factor to bring about development but it is most assuredly a necessary condition. <https://www.brainyias.com/bureaucracy-and-development>.

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SAQ:-

Do you think that the bureaucrats have been able to discharge their responsibilities properly in the developing countries? Discuss. (80 words)

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4.8 Indian Scenario:-

Indian bureaucracy is not a development of post-independent era but it was there since centuries. However, bureaucracy in India underwent changes during different times. During the colonial rule, the main function entrusted to bureaucrats was to maintain law and order and collect revenue. The civil service of independent India was a continuation of the civil services under the colonial rule. However, after independence the actual moulding of the bureaucracy started. It was because India adopted the socialist philosophy and concept of welfare state, where bureaucracy was the real mechanism of government to implement and execute all its developmental policies. So, we can very well assume that the importance of bureaucracy grew to a large extent with the assumption of new functions and responsibilities. It was no longer performing only the police and revenue collecting duties but was also involved in a large number of developmental activities. The bureaucrats now needed to act as catalyst in the process of social and economic transformation. In this new era of governing system, bureaucrats are expected to be entrepreneurial and enterprising eager to get rid of red-tapism and hierarchical stigmas. Thus, what we see is that in the administrative system, bureaucracy has become indispensable because of its policy implementation roles. Both in policy making and its implementation, the role of bureaucracy is crucial and is of pivotal importance. In the domain of development administration, the whole developmental process is by and large governed by state planning. As a result, there is considerable expansion in the tasks of bureaucracy. However, bureaucracy has to encounter various problems and challenges while discharging developmental tasks. These are like, corruption, rivalries, violence, illiteracy, problem of transfer of personnel etc. It is true that if the administration fails in playing role skillfully and judiciously, then, the entire developmental effort is likely to get jeopardized. However, it must be noted here that as a result of increase in bureaucratic functions, the concept of neutrality and committed bureaucracy changed and there

emerged the concept of politicization of bureaucracy. With the adoption of a New Economic Policy in 1991, though situation changed a bit and it meant a reduced intervention of government in the economic sector, still, bureaucracy constituted the backbone of administrative system. Again, it is true that if liberalization and privatization is to be made a success, it needs commitment and determination on the part of bureaucracy who acts as an agent of change. Not only in developing nations but bureaucracy plays a crucial role in the operation of governmental system under any form of government. It should be noted here that the twentieth century witnessed remarkable changes in all facets of human life but correspondingly, there was not much relevant changes in the operational style of bureaucracy. It continued to be the same rigid and rule-bound, image that was given to us by Weber. But the entire socio-political and economic situation called for an overhauling of bureaucratic apparatus. It has been felt since the emergence of the concept of development administration, that the bureaucrats must have the following characteristic features:-

- (1) **Change-orientation** : It is this aspect of development administration which distinguishes it from regulatory or traditional administration. So, the bureaucrats need to show due concern for change and flexibility in administration.
- (2) **Result Orientation** : Development administration needs to be result oriented since within a definite time schedule, changes need to be brought in the society. Thus, due importance needs to be given to increase in per capita income, health services, welfare services etc., where, bureaucrats need to play the pivotal role.
- (3) **Commitment and Responsibility** : Development administration always has a concern for completing time bound programmes. Here again, bureaucracy is expected to be very much involved to perform their assigned tasks with commitment and responsibility.
- (4) **Client Orientation** : Development administration is client oriented i.e., it is positively oriented towards satisfying the needs of the people, which again implies a close relation between the public and administration.

Also, it is well known that all developmental programmes are goal-oriented and are prepared for a certain time period and must be completed within that stipulated time-frame. Infact, development administration have an obligation to serve the public in such a manner

which strengthens the integrity and processes of governance. Thus, what is needed is that the bureaucracy should not be too dogmatic, rather they must be flexible and amenable to new ideas and innovations. Bureaucracy is the bedrock of administration in independent India and so, the entire edifice of the concept of development administration depends on the skill, efficiency and expertise of the bureaucrats. [Public Administration in India (current perspectives) edited by C P Barthwal and Kumkum Kishore].

Check your progress:

1. Discuss briefly the concept of development administration, with special reference to the administration of developing countries.
2. Evaluate the contribution of Fred W. Riggs and Comparative Administration Group (CAG) in the enrichment of the concept of development administration.
3. Discuss the salient features of development administration and then explain the role of bureaucrats in the field of development administration.

4.9 Summing Up:-

In this unit, we have discussed in detail different parameters of the concept of development administration. We have tried to understand the concept of development administration, how it came into limelight and ultimately the pivotal role played by the bureaucracy in bringing about development. We have understood from the above discussion that bureaucrats need to play a very important role in ushering in of the concept of development administration. It is because all the developmental policies and programmes ultimately need to be implemented effectively by the able bodied bureaucrats. If the bureaucrats fail in their mission of efficiently implementing those developmental policies, then, the entire edifice of the concept of development administration faces challenges and crisis. That is why, it is believed that the bureaucrats by adhering strictly to norms, rules and regulations and by maintaining their neutrality, should perform and discharge their role honestly so as to initiate the process of development. However, we have discussed above how the administrative system has changed from time to time and various new developments took place. In this changed scenario, it really became very difficult for the bureaucrats to conform strictly to the concept of neutrality but they were automatically dragged within the political vortex. And this way, they were subjected to various criticisms, that bureaucrats

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are not playing their role efficiently. We have also seen from the above discussion that the developing countries, soon after their independence, have embarked upon ambitious plans for bringing about development. But since they were under colonial rule for a long period of time, they faced a host of problems and challenges after independence. At that critical juncture, bureaucrats were expected to play their role effectively to initiate development, which is quite a challenging task. However, various reforms committees were instituted from time to time which suggested remedial measures, as to how to improvise bureaucracy and their role. However, bureaucracy is not the only condition to bring about development, though the most necessary one. Many other factors need to be fulfilled so as to bring about development. We can sum up by saying that the developing countries must follow the essential criterias of development administration, so as to bring about development.

4.10 References and Suggested Readings

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Unit 5 :**Relevance of Development Administration in Developing Countries****Structure:**

Unit Structure

- 5.1 Introduction
- 5.2 Objectives
- 5.3 Relevance of development administration in developing countries
- 5.4 Changes and Challenges : A Critical Appraisal
- 5.5 India and Development Administration: achievement and challenges
- 5.6 Summing Up
- 5.7 References and Suggested Readings

5.1 Introduction:

The concept of development administration emerged in the post-Second World War period to deal with the newly emerging situation of those countries that achieved independence. Political scientists, scholars, and students of public administration have been searching for new concepts in order to understand the rapid change and to explain newly emerging phenomena or problems in the diverse administrative systems of the contemporary world, i.e. the 1950s.

After the Second World War, most of the Third World countries started achieving independence from the colonial powers. After the achievement of independence, there were two important requirements- one is building democratic institutions; second, achieving development. There are lots of defects and deficits in the Third World countries and those defects have to be removed. Therefore, the Western Countries, particularly United States of America, wanted to give some models, for example: liberal constitutions, elected representatives, representational institutions, periodic elections, elected head of the state and government, universal adult franchise, fundamental rights and so on and so forth. Along with these, the question of development came. These countries are poor and backward. The members of the Comparative Administrative Group undertook a research on the administrative problems of some of the Third World countries. Their research findings revealed that Western development models of public administration might not be appropriate or feasible in developing nations. This led to the search for a new administrative modal, a debate, discourse, a kind of

discipline, an approach which met the developmental needs of the developing nations. The concept of development administration is, therefore, a kind of project, an approach developed particularly in the post Second World War period with some objectives to help out the Third World and developing countries.

5.2 Objectives:

This unit will enable the students to understand a number of things. The objectives of the unit are-

1. to understand the meaning and administrative features of Developing countries
2. to analyze the relevance of development administration in developing countries
3. to understand the problems and challenges of development administration in developing countries
4. to understand the changes that occurs in developing world
5. to study India's perspective and achievement towards development administration

5.3 Relevance of development administration in developing countries

The term 'development administration' has exclusively been used in the context of developing nations of the Africa, Asia, and Latin America. The purpose of development administration is to stimulate and facilitate defined programmes of social and economic progress. Development administration also focuses on meeting the needs of special groups like farmers, responding to popular needs and demands, innovation, citizen participation in administration and policy implementation, fair relationship between bureaucracy and its environment etc.

These purposes are to apply policies and to conduct programmes of development specified by the people as a whole through evolving political systems of democratic decision-making. Bureaucracy must be accountable to the people. Its loyalty and accountability in development administration must be to the public and not to its own vested institutional interests nor to a non-public sovereign, like king, queen or empire. It encourages innovation and positive change. The pattern of development administration is outward reaching and not inward looking. From these objectives, we can assume that development administration plays a very important role in the Third World countries and Developing countries in its nation building projects.

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There are dichotomies within the political system of developing and underdeveloped countries. For example, we may find both presidential and parliamentary style of functioning in the Government of developing countries. There exist urban municipal areas with western style offices, as well as there exists rural panchayati raj institutions possessing traditional looks and outlooks. There exist both secular and theocratic outlook within a democratic framework of Developing countries. These kind of political dichotomies and heterogeneity in the environmental context, behavioral patterns and outputs of the developing countries are the one of the important key areas of development administration.

Development administration contributes to the survival of democracy. Democracy is not strong enough in developing countries to take root. Democratic values and virtues are relatively new to the people of many of these developing countries. They have no prior experience running democratic institutions. As a result, these countries require an administrative system that will assist democracy in surviving with stability, maintaining balance between the three branches of government, and motivation to function smoothly. The civil servants in these countries have a significant role to play in maintaining democratic order. They help their political executive in formulation of public policy. The ministers also seek advice from the secretaries or civil servants or bureaucrats and other government officers to find solutions to various problems. Once the ministers make policies, it is again the duty of the civil servants to implement these policies faithfully and honestly to realize their objectives. They have to play a crucial role in building up credibility and public faith in their bonafides.

Development administration lays emphasis on open system, which interacts with its environment. It receives a feedback from the system and responds to the demands upon it by the system. The changes in administrative structure affect its environment and changes in the environment also have its affect on administration. Therefore, there is a dependency between the systems and its environment.

Developing nations have faced lot of problems since their birth, for example- the challenges of poverty, unemployment, illiteracy, malnutrition, hunger and social backwardness. The main function of administration of developing countries is to bring a constructive and structural change in such areas. As we know, development administration is change oriented, that is, its central concern is to bring about desirable socio-economic changes. Its aim is to

¹Chakrabarty Bidyut and Prakash Chand, Public administration in a globalizing world: theories and practices, 2e. Sage India

bring about planned change to meet the nation's economic, social, and cultural objectives. After Independence, the Government of India set up the Planning Commission and formulated five-year plans to bring about planned socioeconomic changes.

Developing countries face a number of socioeconomic problems like high levels of unemployment, over population and low standards of health, lack of technological skills, inadequate growth in national income, lack of external resources, massive debt burden and balance of payment deficits, unfavourable balance of trade. It is development administration through which the goals of development, namely, social justice, industrial and agricultural growth, and modernization can be achieved. For example, agricultural development was the main goal of the Indian administration during the First Five Year Plan (1951–56).

Development administration is concerned to meet the need of its clients and to satisfy their demands. It is primarily concerned with the uplift of the poor and downtrodden sections of the society. In India, these sections are categorized as Scheduled Castes, Scheduled Tribes, women, Economically Weaker Sections and other backward classes. A number of developmental schemes and programmes are introduced in order to uplift these sections of the society. People are given active participation through these developmental programmes. The 73rd and 74th Amendment Acts have also reserved seats for the weaker sections of society in panchayati raj institutions and municipalities, in order to ensure their active participation in the local governance.

As development administration requires the active participation of the citizens in the developmental programmes, therefore, without people's cooperation and participation in the developmental activities, the desired socio-economic changes cannot be realized. So, bureaucracy must engage the citizens actively into the developmental schemes, plans and programmes. That is why the engagement of Panchayati Raj Institutions in planning and administration has found renewed support in the development strategy of India.

One of the important points is that development administration focuses on innovation, since it is concerned with socio-economic changes in achieving developmental goals. It is interested in identifying, analyzing, evaluating and applying new techniques, methods, structures, policies and programmes so that the goals and objectives of development are realized with minimum possible resources and time. In simple words, it lays emphasis on developing indigenous administrative means, methods, procedures, and techniques to

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meet various challenges posed by the demands emerging from the new environment upon the state. In case of India, India has innovated and experimented with many new policies, programmes, institutions, and procedures which can be regarded as indicators of development administration. India has introduced various developmental programmes and schemes like National Rural Employment Guarantee Act (NREGA), PM Jeevan Jyoti Bima Yojana (PMJJBY), PM Kaushal Vikas Yojna (PM Skill Development Scheme), Agnipath Scheme, Integrated Rural Development Programme (IRDP), Tribal development programmes, Garib Kalyan Rojgar Abhiyaan (Poor Welfare Employment Campaign Ayushman Bharat Pradhan Mantri Jan Arogya Yojana and so on). These programmes and schemes broadly aim at removal of poverty, unemployment, providing healthcare facilities, creation of job opportunities etc. Thus, development administration has to be innovative enough in order to achieve the predetermined objectives of development. It is dynamic in nature and progressive in thoughts and action.

Moreover, development administration is time oriented, meaning it is concerned for completion of its developmental plans and programmes within a specific time frame. Developmental objectives are set of projects, formulated and implemented to achieve the goals within a specific time limit. Since the socioeconomic targets have to be brought about as soon as possible, the time frame of all activities assume considerable significance in development administration. For example, India has introduced and formulated five-year plans to bring about planned socioeconomic changes. It also adopted and implemented long term and short term targets.

5.4 Changes and Challenges: A critical Appraisal

Development administration was introduced in the 1950s, with its emphasis on economic growth and increase in the production with a view to raise people's standard of living in the Third World and developing nations. It was presumed that with sufficient technical assistance and a new improved form of administrative system, developing countries would follow the industrial progress of the West. The task of developed countries was perceived as creation of external inducements to change through technical assistance and transfer of technology and institutions.

The members of the Comparative Administrative Group undertook a research on the administrative problems of some of the Third World countries. Their research findings revealed that Western development models of public administration were not enough to solve the problems of developing nations.

The administrative systems and practices of the developing nations needed alteration. The period of 1960s was also a period of a search for new concepts to development administration. Scholars sought to examine the relationships between administration and the social, political, economic, and cultural environment. A number of techniques and programmes were popularized during the 1960s, such as five-year planning, training, special reservation for political participation, personal administration etc. However, there were some absence in the Third World countries, for example-maintenance of law and order, political legitimacy, professionally trained manpower, scarcity of capable personnel to manage public affairs; innovations etc. With the centrality of authority and discretionary power, the bureaucracy found itself playing a role to advance its own interest. Inadequacies of the developmentalist paradigm of public administration of most of the developing countries to meet the urgent problems was another important problems of development administration. In the late 1960s and early 1970s, development administration started showing signs of exhaustion and failure. The development administration failed to remove poverty, social inequity, ignorance and real sense of political participation. Instead of becoming economically independent, the developing nations were increasingly caught in the unavoidable debt trap.

As development administration is based on state-led development projects, it leads to over bureaucratic control over individual human beings. The behaviour of civil servants is said to have poor citizen orientation and poorer commitments to work. Even they are politically non neutral. Bureaucratic power goes hand in hand with political power. In the case of development project, there are allegations of nepotism that means offices and its recruitments are superimposed on family or kinship. Political parties or leaders also in many cases appoint people of their choice in the administration. Therefore, the role of bureaucracy as the main tool of social change becomes questionable.

One of the important challenges faced by development administration is administrative corruption. The government allocates a huge sum of money for development perspectives and that money is spent through the administration. Corruption at the administrative level is often seen in developing countries. That means that money is not spent in a proper way.

Moreover, development administration has been evolved keeping in view the objective of people-oriented/ client-oriented development. But, people live in different communities- religious, ethnic, social racial groups as Riggs has observed. In such a situation, no general concepts or principles can

bring about the overall development of the people. This requires community-oriented and differentiated development policies.

Finally, the Comparative Administrative Group was disbanded in 1973, and its major journal, the Journal of Comparative Administration ceased to publish from 1974 (Sapru). However, research on development administration was continued. In the 1980s, with the growth of neo liberalism, there emerged a negative attitude towards the government and public sector. Most developing countries were forced to reduce the role of the public sector. They were asked to go in for structural adjustment programmes, which included that government of poor or underdeveloped or developing countries should adopt privatization of public-owned enterprises and liberalization of the economy and other liberalizing measures. The neoliberal model of development accords the government a minimal role. As development administration is a state led development project, therefore, neo liberal philosophy and New Public Management (NPM) has no place for development administration. Now importance has been given to economic liberalization, transfer of state-owned enterprises to the private sector, reduction in the size of state bureaucracies, contracting outwork, decentralization, and organizational pluralism etc. P.K. Dutta remarks that 'development administration which was conceived in term of an instrument, as a savior like God, for development of Third World countries, has failed to live up to the expectations' (Dutta 1991: 26)

Stop to Consider:-

Characteristics of administration in developing countries:-

Developing countries have certain basic features of administration like:-

- **Heterogeneity:** The administrative systems of developing countries are characterized by heterogeneity in economic, social and political aspects. As a result, there is social gap between its rural and urban sectors. Also, there is a good deal of differences from one place to another in such developing societies.
- **Overlapping:** It indicates that the economic, political, social and administrative systems cannot be differentiated from each other because all these aspects are intermingled with each other. In the traditional societies, there was very little differentiation and in a developed society, there is full differentiation of activities, which means there is total specialization. But in developing societies, there is overlapping of functions.
- **Formalism:** Another characteristic feature of developing society is that there is widespread discrepancy between form and reality.

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SAQ:-

Q. Development administration is goal-oriented administration. Discuss.

(60 words) :.....

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5.5 India and Development Administration: Achievement and Challenges

India got independence in 1947 after a long agitation against the British rule. After the achievement of independence, she inherited mountains of problems such as poverty, inequality, injustice, underdevelopment, illiteracy, unemployment, hunger, communal conflict etc. So, there were some important requirements- firstly, all round development by reducing poverty, eliminating age long inequality and injustice, eradication of illiteracy, controlling communalism tensions. Secondly, to build up democratic framework. Thirdly, nation building.

The first Prime Minister Jawaharlal Nehru wanted to modernize India as far as possible and to catch up with the western countries in terms of rapid economic progress. Nehru identified industrialization as driving force of modernity. Nehru wanted to enlarge the opportunities for the less privileged sections of the society.

Nehru gave more emphasize on planning. The Planning Commission was set up in 1950 by a cabinet resolution. It was an extra-constitutional body. India adopted several development schemes and projects for development of the people through five year plans. It was introduced to determine the mode of government expenditure and activity in all important development sectors like agriculture, education, industry and different planning. It is the most helpful instrument to the whole process of goal-oriented socio-economic change. V.A. Pai Panandiker, an Indian scholar looks at development administration as administration of “planned change”. It is true that planning is a strategy that facilitates maximum possible utilization of human and material resource.

Along with planning, India adopted several schemes and programmes to achieve developmental objectives with greatest possibilities. For example, India has introduced various development programmes and schemes like

²The term NPM was coined by Christopher Hood in 1991. It implies Competitive government, Mission-driven government, Customer-driven government, Decentralized government, Market-oriented government, Result-oriented government etc.

National Rural Employment Guarantee Act (NREGA), PM Jeevan Jyoti Bima Yojana (PMJJBY), PM Kaushal Vikas Yojna (PM Skill Development Scheme), Agnipath Scheme, Integrated Rural Development Programme (IRDP), Tribal development programmes, Garib Kalyan Rojgar Abhiyaan (Poor Welfare Employment Campaign, Ayushman Bharat Pradhan Mantri Jan Arogya Yojana and so on). Organizations like District Rural Development Agency (DRDA) and Command Area Development Authority (CADA) and programs such as Integrated Rural Development Program (IRDP), Tribal Area Development Program (TADP) etc. are created. India has also changed its planning in the new liberal globalized world.

Thus from above discussion, we know, development administration is “people-centered” administration, which accords primacy to the needs of its beneficiaries and tries to tune its policies, programs and actions to the needs of the people. With the changing of time, India introduced Public Interest Litigation, Lokpal and Lokayukta, Right to Information Act.

India has the Central Vigilance Commission and the Comptroller & Auditor General's Office, Chief vigilance officers of public sector units, compliance officers of private companies, representatives from industry associations, procurement experts and civil society representatives.

This reminds us of the fact that economic policies are bound to respond to the political aspirations of the common people in a democratic framework.

With the passage of time, India consolidated her place in the Global platform and now she is ranked among the fastest growing economies in the world. But, it must be mentioned that it has very keen on eradicating poverty, illiteracy, malnutrition, hunger etc. Though, development in terms of GDP and per capita income increases significantly, real human development is not taking place in its truest sense. Therefore, social movements have played a significant role towards redefining development programmes and socio economic agenda of the government. India has the highest bribery rate in Asia according to the Global Corruption Barometer published by Transparency International. Bribery in public services is still a problem in India. According to the Transparency International report, citizens are forced to seek alternative solutions to access basic services through networks of familiarity and petty corruption results is slow and complicated bureaucratic processes, unnecessary red tape, and unclear regulatory frameworks.

The report advises that both the national and state governments must streamline administrative processes for public services, put in place preventative measures to combat bribery and nepotism, and invest in user-friendly online platforms to deliver essential public services quickly and effectively. The government of India has to find solutions to all these problems

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and to ensure all round development committing due attention to social justice and equality.

Check Your Progress:-

Q. Discuss the need for development administration.

Q. Discuss the meaning and nature of development administration. Also discuss the relevance and characteristic features of development administration in the developing countries.

5.6 Summing Up

In conclusion, it can be concluded that it has played a very important role for the socio-economic development of developing and underdeveloped nations since the Second World War. In recent times, more emphasis has been placed on meeting the needs and aspirations of the people rather than to increase wealth by creating economic content. That is why issues like public interest, self-reliance, people's active participation, social justice, affirmative action and so on are becoming increasingly important in development administration.

Development administration in the twenty-first century is thus not only for the administration of developing countries or the Third World, but also for developed countries. This administration is determined by the socio-economic context, the needs of the people, political culture in each state.

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