
Development Administration :Relevance in changing World order

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Abstract

Concept of development administration is of specific interest for the 3rd world countries but area of development administration can not be limited to 3rd world countries only as Development is continuous and universal process. The concept of planning has occupied the centre stage in the development administration. Even though the concept of planning was given importance in the traditional administration but with the introduction of planned development, The concept of planning has occupied the centre stage in the development administration. Development to be meaningful should be off holistic perspective - take care of past , Present and should take care of human being in totality.

Keywords:- policy orientation, planned change, reciprocal, authoritatively.

Introduction

The concept of Development Administration has been the centre of scholarly interest in the domain of Public Administration for the last few decades. The factor behind this interest is the fact that socio-economic development has been the basic point of involvement for almost all the developing countries. After Second World War, states all over the world took upon themselves the responsibility of being agents of change. This has a profound impact on the entire field of Public Administration. "Indeed the very focus on and concern with development administration has compelled the development of a system of thought integrating complex socio-economic and political system, operating in hitherto forbidden areas for Public Administration."¹

"The most striking lesson arising out of the experience of most of the developing countries has been that national development is essentially an integrated process of change, that it is not possible to bring about any significant change either in the structure or behaviour of economic, social, political and administrative institutions, without bringing about a shift in the character and attitude of the various participating elements. In other words, the essence of development administration is holistic change undertaken, organised and properly directed governmental action."²

Traditionally, Public Administration was concerned with relatively simple and identifiable tasks. With the shift of administrative concern towards development, compelled the scholars and researchers for a serious rethinking. So we witness a plethora of studies trying to conceptualise development administration. Some scholars like Caiden, Swerdlow, George Gant, Tarlok singh, J.N. Khosala and V. Jagannadham view development administration as a sub area of Public Administration. While there are other scholars like Montgomery, Edward Weidner, Fred W. riggs and Pai Panandiker, who regard it as a distinct concept. Bernard Schafler attributed the origin of the term 'Development Administration' to V.L. Goswami who first used the term in a very narrow sense to refer to the administration of Community Development Programmes in India. Goswami's aim in using the 'development administration' was to distinguish the administration of community development programmes from the regular district administration, which dealt with such routine matter as regulation and revenue. However, the credit for popularising the term 'development administration' in the comparative Public

Administration should go to Edward Weidner, because of his seminal paper “Development Administration: A New Focus of Research”³, which appeared in 1962. In this paper, Weidner, identifies several different meanings of development administration, viz.,

1. “administrative development, or the changes and growth that takes place in Public Administration in any country.”
2. “the problem of public administration in less developed countries.”
3. “the changes in an administrative system that are necessary for the modernisation of a backward country.”
4. “the administration of economic development programme; and
5. “all internal and domestic services of government.”

Weidner defines development administration as the process of guiding an organisation towards the achievement of progressive political, economic and social objectives that are determined authoritatively in one manner or another.”³ However, this definition of Weidner is vague as it does not elaborate as to what the ‘process’ or ‘progressive political, economic and social objectives mean.

Another important aspect of Weidner paper is his distinction between development administration as a process and development administration as a focus of research.

According to Weidner, “The difference is that the latter has a orientation, a particular kind of policy orientation, as contrasted to the former where development administration is viewed as just another fertile field for collecting research data.”

Since the publication of Weidner’s pioneering article, the term “development administration” has become very popular among students of comparative Public Administration.

For Fred W. Riggs, the father of sub-discipline of Development Administration, the term development administration has two aspects and both these aspects are inter-related.

First, it “refers to the administration of development programmes, to the method used by large-scale organisations, notably governments, to implement policies and plans designed to meet their developmental objectives.”⁴

Second, it, “by implication, rather than directly, involves the strengthening of administrative capabilities.”⁵

These two aspects of development administration, i.e., the administration of development, and development of administration is combined in most of the definitions of the term

Jose Abueva has viewed development administration as “the administration of development programmes in the economic, social and political spheres, including programmes for improving the organisation and management of bureaucracy as a major instrument for national development.”⁶

Inayatullah has defined development administration as, “the complex of organisational arrangements for the achievement of actions through public authority in pursuance of (i) socio-economic goals, and (ii) nation-building.”⁷

B.S. Khanna has regarded development administration as “an administration geared to the task of economic, social and political development, which has been induced by an increasing tempo, momentum and diversity emanating from the elite and groups of people.”⁸

Hahn-Been Lee has defined development administration as “the problem involved in so managing a government or an agency thereof that it acquires an increasing capability to adopt to and act upon new and continuing social changes with a view to achieving a sustained growth in political, economic and social fields.”⁹

Ho Nguyen-Duy Xaen considers development administration to mean “the administration of development programmes, that is, programmes designed to achieve nation building objectives and to promote socio-economic progress.”

The common feature of all these definitions is that they are describing an “action-oriented, goal-oriented administrative system.”¹⁰

Students of development administration have recognised that the administration of development and development are functionally inter-related to each other. As Riggs has argued, “The reciprocal relatedness of these two sides (of development administration) involves a chicken and egg type of causation. The administration cannot normally be improved very much without changes in environmental constraints (the infrastructure) that hampers its effectiveness and the environment itself cannot be changed unless the administration of development programmes is strengthened.”¹¹

Thus, in the study of comparative public administration ‘governmental’ capacity must be taken into account. Administration is the forerunner of change in environment. However, the administration itself cannot be very effective “unless due to its effort” environmental development takes place. Administration is an organic part of environment and even though it is catalyst of change in environment. Development of both (environment and administration) occurs in a symbiotic manner and both derive nourishment out of each other.

Montgomery thinks that the Western concept of Public Administration and the Western type of bureaucracy cannot be introduced into the administrative system of developing countries without regard to their appropriateness or feasibility. Montgomery defines development administration “as carrying out planned change in economy (or in agriculture or industry or the capital infrastructure supporting either of these) and a lesser extent in the social services of the state.”¹²

Emphasis of Montgomery is on planning for development. In the similar view Pai Panandiker writes, “development administration principally means administration of planned change. Essentially development administration refers to the structure, organisation and organisational behaviour necessary for the implementation of schemes and the programmes of socio-economic and political change undertaken by the governments of developing nations.”¹³

Concept of planning is based on the desire to achieve development goals within a given period of time and with minimum of cost. For proper implementation of planning it is essential that administration should have the requisite efficiency. So, we agree with Edward, Weidner, a pioneer in the field that development administration is “an action-oriented, goal-oriented administrative system.”¹⁴

Concept of planning had an important place even in traditional public administration particularly in works of Luther-Gullick and Henry Fayol. At present, with the implementation of planned development programmes in every sphere of life, e.g., society, economy, policy it has acquired a magnified proportion. Donald C. Stone writes, “Today development administration is concerned with the formulation and implementation of four plans, policies, programmes and projects.”¹⁵

One major focus of the comparative administration group, as identified by Milton Esman has been the process of development planning.

However, not all planning may be developmental and not all development administration may be planned. It has been recognised that planning, like any other ‘rational’ action may have unintended as well as intended consequences. As development deals with human being, there always remains some area that cannot be taken under rational calculation of development planning.

A very essential part of planning is goal identification for attaining, which whole system works. Samuel Katz has observed in this context, "It is difficult to define goals for development action. It may be that existing goals are not being met or not expected to be met in the future, or more often there may be just anticipated objectives based upon observations of conditions somewhere else, e.g., where a developing nation attempts to emulate developed nations."¹⁶

Weidner opines that goal identification is "never simple and in complex developmental change situation, it can be very elusive and difficult, formal and informal, stated and un-stated, intended and unintended, planned and not planned and goals of whom there are a few of the dimensions that need to be taken into account."¹⁷

FEATURES OF DEVELOPMENT ADMINISTRATION

According to Pai Panandiker, development administration is marked by four defining features. They are:

1. It is change-oriented.
2. Result or goal-oriented.
3. citizen participation oriented, and
4. commitment to work oriented.¹⁸

He further says that "the essence of development administration today lies in its capacity to bring about congruence between the programmes designed to change the structure and behaviour of various institutions, to develop an acceptance for change, and finally to conduct the various activities in the manner which can sustain and support the change objectives. The most fundamental problem then is how to bring about the successful implementation of the various change objectives."¹⁹

Externally induced changes are not an effective method of bringing about transformation. This has probably been the reason for the failure of many programmes initiated by bureaucracy.

In India, the civil services has been traditionally looked upon as an instrument of coercion, compelling the citizen to perform certain duties especially for paying state dues and taxes, for maintaining proper social discipline and for laws and order. The propensities and attitudes of the civil service have been more of political dominance than of promotion of social change or even of social welfare except in a narrow sense. These propensities are sharply in conflict with the relationship inherent in a democracy between the ultimate maestro, viz., the people and the officials.

As a result of these historical reasons, the civil service has been often found to be a very poor vehicle for initiating and communicating developmental objectives and for persuading the masses.

It is precisely due to this reason that the democratisation of administration is considered essential. For success of development programmes, it is essential that masses should not be fearful of bureaucracy that they may feel the administrative set up to be extension of their community network.

PEOPLES' PARTICIPATION

Despite various limitations of political institutions at the village, block and district level, there has been marked shift in the attitude of rural community of the nation. Increasingly, it is the citizen who has chosen the governmental machinery for better and timely services whether it is for the supply of agricultural inputs or new technology. It has also been noticed that there is an increasingly greater popular desire in rural India today to participate in local political contests. It is often with a view to extract real benefits from the administrative system. Effective people's participation or empowerment is imperative today for successful development. 73rd amendment of Indian Constitution is milestone in this regard. Real devolution of administrative power to local political bodies has occurred.

The question today is how much successful has been this devolution and are people today equipped to be real partners in administrative power?

But one factor is unquestionable that the development administration in context of our particular system has to be conceived in term of democratic process.

SOCIAL JUSTICE

Another key factor here is the socio-political institutions and their roles.

Social justice is a very important ingredient of development. A society in which social justice lacks, would be disintegrated and divided and no development can take place in that condition. If fruits of development do not reach to the lowest strata of society, growth would be lop-sided social justice is acutely required in Indian conditions where society is divided into haves and have-nots due to centuries of social deprivation.

Very extensive effort has been made in Indian Constitution to provide social justice to socially deprived class (women, children, backward castes, scheduled castes and scheduled tribes) through protective discrimination in Fundamental Rights.

In Directive Principles of State Policy (articles 35-51), directives have provided to the state to move in direction of welfare state. States have been expected in India to strive for social, economic and political justice.

In India most of the bureaucrat's hail from middle- and higher-middle class, owners of property with guarantee of security of tenure and salary, corrupted along with politicians' hand in glove to acquire more property. This acquisition of the bureaucrats not only inhibits the emergence of an egalitarian society and divert development funds for the benefits of their class. This acquired bureaucratic and inherited attitude act detrimental to the development efforts.

For the success of development administration, it is required that the fruits of development should reach to the target people. Development would be feasible only if socially deprived classes get social justice.

ENVIRONMENTAL CONSCIOUSNESS

Environmental problems are important, as the absence of their solutions would be more horrible. Unless environmental issues are not addressed today, the coming generation may not find earth worth living. We have inherited our planet from our forefathers and we have the moral duty to transfer it safely to our progenitors. Only if we perform this duty, development can be sustained.

Due to reckless exploitation of our natural resources that are finite, they are reaching their dead end. Reszak says, "My purpose is to suggest that the environmental anguish of the Earth has entered our lives as a radical transformation of human identity. The need of the planet and the need of the person has become one, and together they have begun to act upon the central institution of our society with a fact that is profoundly subversive, but which carries the promise of cultural revival."

The quality of soil is deteriorating resulting in loss of good amount of agricultural land. Recurring floods have their own impact, deforestation, rise in riverbed, inadequate and improper drainage, loss of men and property. Low-lying lands are being transformed into dumping grounds and they become the breeding places for pests and water pollution causes numerous diseases, sewage, industrial effluents and agricultural run off are some of the water pollutants. With the growth of industrialisation, there have emerged pollutants relating to poisonous chemicals, smoky atmosphere, harmful acids and other health hazards such as carbon monoxide, hydrocarbons, oxides and Nitrogens. Our growing population is putting pressure on land, leading to deforestation. Deforestation is causing

havoc to ecological balance extinction of wild life, loss of wild life heritage and ultimately dwindling of several species.

Problem in India is that here nearly 50 percent of people is illiterate and it does not know the implications of environmental hazards. So we need an administration, which is more sensitive and activist towards this problem.

These are the four points on which we would like to concentrate our focus of research. These are the most glaring problems with which the development administration of India has to cope. So these four points would be focus of our research work.

At this stage, we would like to formulate four hypotheses on the basis of which findings of our research would be tested:

- ☞ Administrative set up has been efficient and effective in implementing development programmes.
- ☞ There is effective participation of people in development programmes.
- ☞ Development administration has been successful in providing social justice to the deprived class and in ameliorating their poverty.
- ☞ Administration has been sensitive about creating environmental consciousness among masses.

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