

# Development Administration in India After Independence

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**Abstract :** *There is a close link between administration and culture of a country. The culture, provides an operational framework for administration. The administration, it is said, - is affected by the political leadership guides it and the developmental policies that it implements. It cannot easily or rapidly break away from the compulsion of historical legacy or the resources of the economy or the behavior patterns in society. However, it does not imply that cultural system of a country is static. Rather, both the cultural and administrative systems can change each other. The commitment of administration to the ideology of development and change can definitely usher in cultural change. For that purpose it should also be able to prepare suitable plans, programmes and projects keeping in view their feasibility, operationality and desirability. Development administration should serve as a steering wheel that directs society to pre-determined goals according to the will and skills of the leaders and personnel engaged in the development process. It removes the lag between development requirements and administrative development.*

*Development administration further involves the tasks of nation-building and social wielding. It is concerned, not merely with the function of creation or expansion of growth structures, (institution/agencies established to achieve development) but also to mold social behavior or reconstruct social structures. Many a countries of the third world tend to get affected by traditional and parochial set of social relationships based on kinship, caste, religion and region. These parochial structures need to be broken and an era of modernization is to be inducted into the society putting an end to the patronizing approaches of a traditional culture. Hence, the focus of development administration is on expediting the process of industrialisation, urbanisation, education and democracy. It is a recognized proposition that developmental policies should identify and strengthen the strategic growth factors. The aims of development have to be economic growth, technological advancement, equity, justice, removal of unemployment and other social and economic problems. ! The social customs or traditions that hamper the development process have to be modified or done away with. The task of nation-building can only be successful if development activities bring about social change.*

**Key Words:** *Development , Administration , Decentralization, Governance*

## Development Administration

**Introduction :** 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.

Edward Weidner defined it as “The process of guiding an organisation toward the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or the other”, i.e. Edward Weidner thinks that development administration deals with achievement of social goals as determined by government on behalf of its population. Merle Fair soul regarded development administration as “a carrier of innovating values, it embraces the way of the new functions assumed by developing countries embarking on the path of modernizations and industrialization. Development administration involves the establishment of machinery for planning economic growth and mobilising and allocating resources to expand national income”.

F.W 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. As a concept, he 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)

## ***Significance of the study***

The spectrum of development programmes, the central theme of development administration, is very wide ranging from provision of industrial and infrastructural development programmes to programmes relating to development of agriculture, health, education, communication, social services and social reconstruction (e.g. community development, family planning etc.). Thus development administration covers a whole gamut of the multifaceted tasks of administration and management of development programmes. It may also be mentioned here that the principle of politics-administration dichotomy cannot be accepted for the purpose of development administration as the formulation of policies and programmes about development are intractably related to their, administration. Otherwise, for unsound and vague policies and, programmes, the implementing machinery should not be held responsible. The fact, however, is that the people blame administration for its imperfections in or incompetence of administration in implementation of a programme. The source of failure can be policies and plans, administration, management, leaders or people or all taken together. Development administration is an effort at homogenizing all these institutions/agencies engaged with the tasks of development into a unified system.

## **Methodology**

The research methodology used in this study takes historical exploratory qualitative approach. Data are collected from multiple sources of evidence to understand Globalization and Development Administration, in addition to books and journals we relied on different websites and professional magazines knowledge of Globalization and Development Administration.

## **Objectives of the study.**

- Identify the several stages from 1950 till date through which the
- development administration has evolved and grown
- Explain the role of several techniques, strategies and structure in
- development administration;
- Discuss the several approaches to development as adopted in India;
- Understand the evolution of development administration as a discipline
- as well as a process;
- Highlight the scope of development administration; and
- Discuss the meaning of development administration.

## ***Area Development Approach***

The area development approach 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. The major thrust of the planning was 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. Keeping in view the vital and crucial role to be played through public sector in industrialization and modernization, the state monopolized in the areas of atomic energy, defense, railways, airways, iron and steel, minerals, coal, ship building, air craft, electricity, etc. Even the Industrial Policy Resolutions of 1948, 1956, and 1978 clearly stated that the industries of basic and strategic significance and also those dealing with public

utility services would be in the public sector. The state also aimed at providing fiscal and supportive events to certain other industries to be set up in private.

## ***Impact of Development administration***

- Growth of National Income
- Reduction of in excellence of income and in excellence in the
- ownership of means of production.
- Prevention of concentration of wealth in a few hands.
- Reduction in unemployment and removal of poverty.
- Provision of basic human needs.

- Conservation of ecology and environment protection.
- Self-reliance of the national economy.

### ***Importance steps In Development Administration in India***

**The Planning Commission:**For the formulation, implementation, and administration of plans, the central cabinet adopted a resolution on March 15, 1950 to set up the Planning Commission with the following characteristics of its organizational set up. The Planning Commission performs diversity of functions covering the whole economy of the nation. It is concerned with the issue of financial

possessions, international economics, development policies, socio-economic research, labor, employment and manpower, plan co-ordination, monitoring and evaluation, rural development, village and small industries, education, rural energy, social welfare and nutrition, communication and information, health and family welfare.

**The Committee on Plan Projects:**In order to properly gear up the developmental activities through plan projects, a committee on Plan Projects was created in 1956. It comprises the Home Minister (as chairman), and the Finance Minister, Deputy Chairman of the Planning Commission, and two Chief Ministers to be nominated through the Prime Minister. The functions of this committee are: To organize investigation, including inspection of significant projects, both at the Centre and States through specially selected teams. To initiate studies aiming at evolving appropriate form of organization,

methods, procedures and techniques for economical and efficient execution of projects.

To implement the recommendations made in reports submitted to it. To perform such other functions as may be assigned to it through the National Development Council for the promotion of efficient implementation of the plan. The committee, though, is not in subsistence since 1970 as a separate institution.

### ***Land Reforms in Independent India***

**The Objectives of Land Reforms:**One of the major troubles before the country at the time of Independence was unequal concentration of land ownership in the hands of few and prevailing circumstances of semi-feudalism. As stated earlier, the Country had a SEMI-fatalistic Structure of society having wealth concentration in few hands. To do absent with this unequal sharing of wealth, the Poverty Alleviation became the priority item on the national agenda. It was whispered to be achieved through Land Reforms on a quantitative and qualitative level.

**The Land Reforms Events:**The land reforms objectives were sought to be achieved through the following events:

- Abolition of zamindari system Tenancy reforms
- Imposition of land ceiling and re-sharing of surplus land Consolidation of land holdings.

There were several intermediaries like Zamindar, Jagirdar, etc. flanked by the state and the tiller of the land. This resulted not only in concentration of land in the hands of a few persons, but also in the neglect of agriculture and consequently decline in production adding more to the poverty of the peasantry. In other words “Land to the Tiller” became an accepted policy. Hence, several state governments passed Zamindari Abolition Acts in the early fifties. This measure gave ownership rights in land to in relation to the 20 million cultivators. Likewise, system of tenancy was also a source of exploitation of the poor peasantry in the village through the landlords. Hence Tenancy Reforms also aimed at extending the policy of land to the tiller. The

Tenancy Reforms Acts provided for: regulation of rent; and security rights. Though, the tenancy reforms have been ineffective because of lacunae in the tenancy acts, absence of proper records of land, lack of effective administrative machinery and interaction of lease, labour and credit market.

The land ceiling was also imposed in several states through legislation. Though, there was no uniformity either in case of the limit or approach. For instance, the ceiling was 4 hectares in Gujarat as against 136 hectares in Rajasthan. It should be stated here that the objective of fixing the highest limit of the size of holdings was to eliminate inequalities in the ownership of land.

These reforms, though, proved ineffective to achieve the objective again because of legal flaws, manipulation of law, loose definition of the term and too several exemptions from the application of land ceiling laws.

**The Community Development Programme:**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:

1. To secure total development of the material and human possessions of rural areas.
2. To develop local leadership and self-governing institutions,



- 3.To raise the standard of living of the rural population through means of rapid augment in food and agricultural produce, and
- 3.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.

**The Institutional Arrangements:** The CDP sheltered to begin with, 53 projects with wide ranging programmes for agricultural development beside with the development of animal husbandry, rural industries, health, housing, education and communication in rural areas. The Programme was administered in stages at 5 stages—National, State, District, Block and Village. The unit of operation was the village and the block was taken as the main development unit. The Block Development Officer (BDO) was the chief executive officer who was to be assisted through seven extension officers who were experts in each of the following areas of rural development:

Agriculture;  
Animal husbandry;  
Rural industry;  
Public works;  
Social education;  
Co-operative; and  
Panchayats.

There were 10 village stage workers (re-designated in several states now as village development officers) in each block. 10 villages were put under the charge of one VLW or VDO. The district collector and the development commissioners were made the executive heads of the CDP at the District and State stages respectively. At the national stage separate wing recognized as community projects administration wing under the chairmanship of the Prime Minister was created. A separate Ministry of Community Development was shaped in 1957.

#### **The Democratic Decentralization in India**

**The Structure of Panchayati Raj:**The Balwant Rai Mehta Committee had a dissimilar thought " in view when it suggested a three-tier system of Panchayati Raj with freedom to the states to structure the system in line with their socio-political environment. One could see now that the thinking of Balwant Rai Mehta did not get the positive response and amounted to lack of uniformity in the implementation of the scheme. In Jammu and Kashmir, for instance, only Village Panchayats were recognized while in Orissa Village Panchayats and samitis were recognized. Though, there is no variation in case of the highest tier, i.e. the Zilla Parishad of the Panchayati Raj. Even there, the structure of Panchayati Raj comprises Zilla Parishad at the district stage, Panchayat Samiti at the block stage and Gram Panchayat at the stage of the village. Balwant Rai Mehta suggested that the „Block“ was to be the unit of planning and development with supervisory and controlling role left to the Zilla Parishad. Again, there is no uniformity in this regard. For instance in Maharashtra, Zilla Parishad is vested with planning and developmental functions rather than Panchayat Samiti. The arguments advanced in favour of assigning these functions to the Zilla Parishad, in the middle of others, were as follow: District is the stable and easily manageable unit; District traditionally has been recognized as the administrative unit And The technical manpower is already accessible at that stage.After that to the Zilla Parishad is the Panchayat Samiti at the block stage. The village pradhans or sarpanches are the members of this significant body separately from the co-opted and ex-officio members. There is reservation of seats for women, scheduled castes and scheduled tribes. In some states, the MLAs and M.Ps of the area are also the members. The chairman of the Samiti is elected through the village pradhans (Presidents of Gram Panchayat). The basic unit of the Panchayati Raj is the village panchayat. This body is directly elected through the people of the village and ensures more direct involvement of development programmes. The civic and development functions are entrusted to the Panchayats in approximately all the states. At the village stage, there is another body called the Gram Sabha. It is constituted as an instrument of popular participation. The gram sabha considers the accounts and approves the proposals for taxation and plans for development submitted through the gram panchayat. Though, the gram sabha enjoys these powers only in theory. The Sabha hardly meets and it has proved quite ineffective.

#### **Administrative Development in India**

The development of administration is an integral part of development administration. It is now well recognized that development goals cannot be achieved in the absence of a very capable and competent administrators. They (the administrators) have to cope with the emerging intricate challenges with a dissimilar approach. Development administration does not stop at merely formulation of plans and programmes for development, the crux of development

is the implementation of development plans and policies. Hence there is a need to build up administrative capabilities and capacities to deliver the goods. Administrative development refers to the behavior necessary for the formulation and execution of schemes and programmes and projects aiming at change and underlying the understanding in the belief that administration should be responsive to the needs and aspirations of the people. The civil services have to undergo behavioral and latitudinal change, besides the changes in the structures, procedures and methods or work so as to fit into the need of a developing country like India. It was with this view that Central government and several state governments appointed several committees and commissions to suggest events to improve administrative capacities and capabilities. The well-recognized in the middle of them were: N. Gopal Swamy Ayyangar Committee (1949), A.D. Gorwala (1951), and reports submitted through Paul H. Appleby in 1953 and 1956. The Appleby Report made significant recommendations concerning work procedures recruitment, training etc. The Estimates Committee of the first Lok Sabha also suggested changes in administrative machinery of the Central Government through its reports presented in 1950-51 and 1953-54.

## Conclusion

Ushering development in the developing and under-developed countries, the concept of development administration appeared. Besides, the success in dealing with the effects of depression and Second World War, the Marshal Plan for the reconstruction of Western Europe, and the process of decolonization provided the requisite background amounting to the coining of the theory of development administration. It was an Indian scholar, Goswami who used the concept for the first time in 1955. Later on good number of scholars all in excess of the world has contributed to its enrichment. Classical economists' view on development has been the significant basis of the development theory in the 1950s with emphasis on augment in the GNP or per capita income. The economic growth model based on the Keynesian economic approach (macro-economic approach) which paved the method to development thinking sought to transform the ascription, particularistic and functionally diffused underdeveloped societies into the one having modernization-achievement orientation, universalism and functional specificity.

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