

DEVELOPMENT ADMINISTRATION IN PUBLIC ADMINISTRATION

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ABSTRACT : Development administration is a recent branch of public administration. 'Development administration' is the expression that is used to indicate the intricacies of agencies, administrative systems and the processes of a government. Development administration, which is regarded as the public apparatus, was established in order to achieve the social and economic objectives of a nation. Hence, it reflects the 'Four P's' — policies, programmes, projects and purposes. It is portrayed by its purpose, its reliability and its outlook. The key purpose of development administration is to encourage and assist defined programmes of social and economic progress. Though development administration is unique in its nature, it is dependent on the stream of public administration. Besides looking into the maintenance of law and order in a country, it looks into the various other essential services provided by the state apparatus. Some of the services include education facilities, health centres, transportation and communication facilities and public utilities. The comprehensiveness and efficacy of these services sustain and reinforce the environment for development.

KEY WORDS : CHANGE, GOAL, COMMITMENT, DEVELOPMENT ADMINISTRATION, ADMINISTRATION.

REASERCH METHODOLOGY : This paper focused on qualitative methodology.

INTRODUCTION : Development is a widely participatory process of directed social change in society, intended to bring about both social and material advancement including great equality, freedom, and other valued qualities for the majority of the people. Development as a concept is a by-product of the comparative study of public administration in developing countries which are making efforts to attain self-generated economic growth. The term 'development administration' was first coined by U.L. Goswami, an Indian scholar. He used this term in his article entitled. The structure of Development Administration in India, published in 1955. However, it is George Gant, an American Scholar, who is regarded as the father of development administration. He too started using the term during the same period. His book 'Development Administration: Concepts, Goals and Methods' was first published in 1979.

Edward Wiedner is the foremost proponent of development administration. He is also the first to conceptually explain the definition of development administration.

According to Ferrel Heady, "George Gant himself is generally credited with having coined the term 'development administration' in the mid 1950s". Prabhat Datta, on the other hand, observes: "Though the term 'development administration' is claimed to have been coined by the Indian scholar, Goswami, development administration is essentially a western concept. The term was first used by Donald C. Stone."

EXPONENTS OF DEVELOPMENT ADMINISTRATION : Edward W. Weidner, Fred W. Riggs, Joseph La Polombara, John D. Montgomery, Ferrel Heady, Milton J. Esman, Albert Waterson, Lucian Pye, Merle Fainsod, Alfred Diamant, Irving Swerdlow, William J. Saffin, and Han been Lee have contributed to the popularization and growth of the concept of development administration in the field of public administration.

DFINITIONS: Some of the important definitions on development administration are as follows:

George Gant: 'Development Administration is that aspect of public administration in which the focus of attention is on organizing and administering public agencies in such a way to stimulate and facilitate defined programmes of social and economic progress. It has the purpose of making change attractive and possible'.

He further stated: 'Development administration denotes the complex web of agencies, management systems and processes, a government establishes to achieve the development goals. Development administration is the administration of policies, programmes and projects to serve development purposes.'

Donald Stone: 'Broadly, Development Administration is concerned with achieving national development.'

Merle Fainsod: 'Development administration is a carrier of innovating values. It embraces the array of new functions assumed by developing countries embarking on the path of modernization and industrialization. Development administration ordinarily involves the establishment of machinery for planning, economic growth and mobilizing and allocating resources to expand national income.'

Jose V. Abueva: 'Development Administration is the administration of development programmes in the economic, social and political spheres, including the programmes for improving the organization and management of the bureaucracy as a major instrument for national development.'

K. R. Hope: 'Development Administration in contextual and operational terms implies efficient organization and management of the development activities of a nation to attain the goals of development.'

Katz: 'Development administration' is generally similar to the traditional Concept of Development 'public administration' in its concern with how a government implements its rules, policies, and norms. It differs, however, in its objectives, scope, and complexity. Development administration is innovative, since it is concerned with the societal changes involved in achieving developmental objectives.' Then, in spite of his first sentence, he adds: 'It follows... that the administrative functions of decision, specification, communication and control may take different forms in development administration as compared with traditional public administration.'

Esman says of development administration '...central core is the role of governmental administration in inducing, guiding, and managing the interrelated processes of nation building, economic growth, and societal change.'

Prof. S. R. Maheswari: 'The administration of developmental programmes designed to promote nation-building and socio-economic development and the concomitant development of administrative practices and institutions necessary for the implementation of such programmes.'

EMERGENCE: Development administration emerged as a sub-field of public administration in the 1950s and 1960s. the factors which have contributed to this are :

1. Over-emphasis on the study of 'means' of administration and under-emphasis on the study of 'goals' of administration by the traditional public administration.
2. Emergence of newly independent developing countries in Asia, Africa, and Latin America due to the liquidation of colonialism and imperialism.
3. U.N. sponsored development schemes in the developing countries through multilateral technical aid and financial assistance.
4. Extension of American economic and technical assistance plans to newly emerged developing countries.
5. Setting –up of the Comparative Administration Group (CAG) in 1960 under the aegis of American Society for Public Administration.
6. Search for a new indigenous administrative model to meet the developmental needs of the developing countries, due to the failure of western model in these countries.

CHARACTERISTICS: The development administration has the following characteristics:

1. Change-orientation, that is, bringing about socio – economic change rather than maintenance of status – quo.
2. Goal – orientation, that is, achieving progress in social, economic, political and cultural goals (result – orientation).

3. Commitment, that is, high morale and motivation in work situation to achieve the developmental goals.
4. Client orientation, that is, meeting the needs of the specific target groups like small farmers, children and so on.
5. Temporal dimension, that is, completing development programmes within a time limit (time – orientation).
6. Citizen – participative orientation, that is, enlisting popular support and involvement in the formulation and implementation of development programmes.
7. Innovativeness , that is, replacing or improving the administrative structures, methods and procedures for the effective realization of developmental goals.
8. Ecological perspective, that is, interaction between developmental bureaucracy and its social, economic and political environment.
9. Effective coordination, that is, achieving coordination between the multiple specialized units and programmes involved in the developmental tasks (high degree of integration).
10. Responsiveness , that is, responding to popular needs and demands.

SCOPE OF DEVELOPMENT ADMINISTRATION: Developmental administration, as said earlier, is the administration of development and development of administration. Thus , it encompasses all such activities of the government which are initiated to accelerate the national development in the economic, social and political fields as well as administrative development. To Riggs , the scope of developmental administration exceeds all those areas in which a government makes efforts to carry out programmes designed to reshape its physical , human and cultural environment and also the struggle to enlarge a government's capacity to engage in such programmes.

To briefly describe, the scope of developmental administration includes the following areas:

1. **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 organization, provide active participation to make the operational services successful. The developmental administration is based on the realization that community participation in the task of national development is a sine qua non. Thus, developmental 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.

2. **Programme planning.** After the formulation of comprehensive social and economic policies, another main task of developmental 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 developmental administration is due to faulty programme planning either on account of lack of measurement and systematic estimation of available resources or political pressures.

3. **Project Management.** Another area of developmental administration is project management. The present trend is towards high cost projects whether in the field of irrigation, power or energy, environmental pollution, production of goods etc. The Tehri Dam Project, Karnal Refinery Project, Cavery Project, are some such examples.

4. **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.

5. **Personnel Development.** It is also the responsibility of developmental 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 developmental administration to organize training programmes and carry out research in the various aspects of management like policy-formulation, decision-making, co-ordination , supervision , directing etc.

DEVELOPMENT ADMINISTRATION VS TRADITIONAL ADMINISTRATION : The emergence of development administration had led certain scholars to make a distinction between development and traditional administration. However, some scholars are a bit apprehensive about making a distinction between the two. The reason is that if we make a distinction between the two, then the government servants working under the system of traditional administration will be labelled as unsuitable employees and will be regarded as men of orthodox attitudes. Moreover, the term development is not correctly analysed in its association with the prevailing governmental machinery. The other word for traditional administration is general administration. The distinction between the two can be made on the following lines:

- * Traditional administration did not respond to the demands of socio-economic development, especially in colonies such as Thailand and Ethiopia. They were not expected to be quick to respond to legislature or other representatives of the people. Development administration responds to the socio-economic and political needs of the people.
- * Traditional administration is a creation of industrial revolution, whereas development administration is a product of post-colonial and post World War II.
- * Development administration has more emphasis on approachable administration in contrast to traditional administration.
- * Development administration has more rigorous and all-encompassing interest in planning, whereas traditional administration has partial concern in planning.
- * Traditional administration is supervisory and status quo-oriented, while development administration is evolving and change oriented.
- * Development administration is much more revolutionary and innovative than traditional administration.
- * Traditional administration focusses on chain of command-oriented structure, whereas development administration lays emphasis on group orientation.
- * Development administration is more evolved, whereas traditional administration is more consolidated. The bureaucracies were highly centralized. The authority was concentrated at the centre level only. The top officials did not like to share their power with their juniors.
- * Development administration is vigorous in nature, while traditional administration is not.
- * Traditional administration is limited, while development administration is participatory and involved in its nature.
- * Traditional administration is more inner looking, while development administration is outer looking.

APPROACHES OF DEVELOPMENT ADMINISTRATION : The various approaches of development can be categorized under two major headings, i.e., Initial Approaches and Modern approaches.

1. Initial approaches: The scholars who supported the development theory during the era of the 1950s and the 1960s view the term in the western context. They believed that the developing countries and under developing countries had to progress in a western way. The promoters of this approach have confidence that the Western developed societies have attained administrative proficiencies that are transferable to underdeveloped or developing countries. The supporters of this approach were of the view that if the bureaucratic changes can be brought about then the political development will be achieved more easily. If such a change is accomplished, then the political and economic development can proceed more rapidly. According to them, the indicator for the development is Gross National Product through which the development of the Third World countries can be measured. The following approaches fall under this ambit:

Economic approach: According to this approach, the underdeveloped countries should save more and invest it as a capital. Economic progress is possible only through the process of industrialization. The promoters of this approach are Keynes, J.S. Mill and Adam Smith, among others.

Diffusion approach: According to this approach, the third world countries tried to embrace capital, technology and social structure from westernized countries. Hence, development is explained in terms of diffusion. It was propounded by R.S. Edari and E. M. Rogers. In the work, 'Diffusion of Innovations', Rogers

defines diffusion as the process by which an innovation is communicated through certain channels over time among the members of a social system. He also emphasized industrialization for development.

Psychosomatic approach: This approach laid emphasis on individual personality mannerisms like accomplishment-enthusiasm and change orientation. The chief exponents of this theory are David McClelland, Everett Hagen and Inkeles. Hence, this approach emphasizes governmental reforms in administrative structural arrangements, personnel NOTES Self-Instructional Material 29 Various Approaches to the Study of Development Administration management, administrative organization and tax and revenue collection.

2. Modern approaches: During the 1970s and 1980s, the development theorists laid emphasis on context-based approaches to development. There is no single concrete theory of development.

It looks into the following features:

- Widespread involvement, information sharing
- Independence and objectivity in development
- Restrictive growth of population
- Greater equality in dissemination of development aids.

CRITICISM OF DEVELOPMENT ADMINISTRATION : Criticism against development administration is varied. Some of the important ones are as follows:

i. It tends to disrupt public administration as a homogeneous discipline. There is an artificial differentiation between development and non-development administration. There is a lot of overlapping and interdependence between the cognate arms of administration.

ii. It only scrutinizes the role of bureaucracy in the Third World countries. The development list has over-exaggerated the role of bureaucrats and tends to forget other forms of public management. Hence, this despotic approach of the bureaucrats will not stimulate the individuals to vigorously participate in fulfilling the plan programmes.

iii. Development administration just serves the ideological purpose of covering the true nature of the Third World Countries.

iv. Development administration has been found to be feeble and inefficiently equipped to lookout for evolving challenges. Decision-making procedures and professional methods followed are slow and infuriating to those people who are affected by them. Corruption is severe and defies solution. Political intrusion in administrative paperwork is another aspect constraining the socioeconomic growth of the developing countries.

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