CHAPTER- I

Introduction

Development administration is an important concept in public administration. The main feature of development administration is to carry out development programmes and policies as per developmental goals of the society. Since Bureaucracy is the administrative agency entrusted with the responsibility, bureaucrats form the back-bone in the development of a society.

The term Bureaucracy is derived from the word bureau which is used in the early eighteenth century in Western Europe to refer not only to a writing desk, but to an office, or a workplace, where officials worked. The original French meaning of the word bureau was the baize used to cover desks. The Greek suffix kratia or kratos means "power" or "rule." Bureaucracy thus basically means office power or office rule, the rule of the officialdom. In the recent decades, Bureaucracy was used as a pejorative term, it was put under a critical eye by the public, but it was Max Weber, the German sociologist who gave the term ‘bureaucracy’ a whole new meaning, he emphasised the importance of bureaucracy as an administrative organisation for promoting clean, healthy and efficient public administration.

Max Weber defined bureaucracy in terms of its structural characteristics and depicted a kind of organisation which are characterised by a well-defined hierarchy of authority, division of labour based on functional specialisation, a system of rules covering the rights and duties of incumbents of various positions in the organisation, a system of procedures for dealing with work, impersonality of interpersonal relationships and selection of employment and promotion based on technical competence. Its behavioural characteristics are precision, objectivity and consistency.

The term ‘bureaucracy’ can be used as a collective word for a body of administrative officials. Bureaucracy is considered as the principal instrument for socio-economic development of the country. They are the prime agent to accelerate the developmental needs and for this task, it is important to lay emphasis on the administrative capability for development administration. Bureaucracy has to gear up and be a reliable agent for development of the society.

1.1. Administration: Administration can be defined as organized efforts that involve direction, co-ordination and control towards the realization of common goals and objectives. Administration and Management are at times used interchangeably, however, a controversy often arise because of the usage of these two terms.

Oliver Sheldon was the first to make a distinction between management and administration and he is of the view that administration is the function in industry concerned with the determination of the corporate policy, the coordination of finance, production and distribution. Management is the function concerned with the execution of policy set the limits set by administration. There are some who identified administration as a part of management. There are also others who make no distinction between management and administration. 4

Management can be classified into (a) administrative management which is concerned with laying down policies and determining goals, and (b) operative management which is concerned with implementation of the policies for the achievement of goals. 5 The administration is the top level of the organization with the decisive functions. They are responsible for determining the policies and objectives of the organization or the firm. Management, on the other hand is the middle level executive function. They implement the policies and objectives as decided by the administration. 6 It is difficult to demarcate


5. Ibid.

lines between managerial and administrative functions because the same sets of person perform these functions. The administrator also performs managerial functions. Administration determine the goals and objectives of the organization and management carry out those policies.

1.2. Personnel Administration: Personnel administration plays an important role for the achievement of the organizational goals and objectives. Personnel administration is the branch of public administration which deals with the management of the human resources in the organization through the application of systematic and scientific knowledge in order to develop the best potentialities of the employees for the attainment of the goals and objectives of the organization.

Personnel administration has to focus on various aspects of managing the personnel by adopting a sound recruitment system, posting, training, performance appraisal, promotions, employee’s welfare etc in order to get the best skills and performance out of its employees. So, a sound personnel administrative system is required for the efficient and effective functioning of any organization.

1.3. Development Administration: Development can be defined as a process of directed change towards some objectives which are accepted as desirable goals. It implies progressive improvements in the living conditions and quality of life, expanding choices, freedom and dignity which are enjoyed by the society and shared by its members. Development Administration emerged after the Second World War in the wake of the decolonization of Third World countries and was based on ‘modernization’ paradigm to develop these countries along the capitalist lines. Development administration is the process of carrying out development programmes and projects in the direction of nation-building and socio-economic progress through a developed administrative organization. It is through public organizations and their proper management that a developing country can carry development policy measures for the realization of its national goals.

Development administration lays stress on the improvement of skills and knowledge of ‘development-oriented administrators’ to make them a reliable agent for the development task of the country.

1.4. Research Problem: Bureaucracy plays an important role in development administration. However, over the years, the bureaucracy has been put under much scrutiny. It is increasingly recognized that much of the success of our development programmes depends upon the effective performance of bureaucracy. Therefore, bureaucracy is now considered to be the principal instrument of nation building and development. The present study is the first attempt to study the role of bureaucracy in development administration of Mizoram. Till date, no attempt has been made towards a study of bureaucracy in Mizoram. It is also the first attempt to trace the evolution of the different Administrative set-ups of Mizoram as well as Personnel administration of Mizoram. There has not been any attempt made in this area of studies before. Unavailability of adequate published materials and records is a major challenge in our study. Old records are not properly maintained especially for tracing the evolution of personnel administration in Mizoram. Therefore, we have to rely mostly on personal interviews and questionnaires from the serving and retired bureaucrats, political leaders, various functionaries from different government departments of Mizoram as well as from the NGOs.

1.5. Review of Literature: The role of bureaucracy in the context of development administration has attracted the attention of policy makers, researchers and writers. While going through the available literature in this field, we have come across some significant books and articles, some of which are reviewed below:

The book by S.L. Goel and Shalini Rajneesh (2002), Public Personnel Administration, Theory and Practice,\(^\text{10}\) deal with the various aspects of personnel administration in India. It also analyzes the personnel administration in developed and developing countries for the reform of personnel system.

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In *Development administration (Second Revised Edition)*\textsuperscript{11} by R.K.Sapru (1994), focus is made on public administration for development in developing countries and it highlights the strategies to overcome problems faced in this aspect. It deals with the concept and policies of development.

*Bureaucratic Culture in India*\textsuperscript{12} by Damyanti Bhatnagar (1989) highlight the perceptions of the functionaries about the functioning of bureaucracy, it shows that bureaucratic set-up in India is not a representative one, but rather more in favour of the upper and middle strata of the society.

*Training of Development Administrators*\textsuperscript{13}, Hari Mohan Mathur (1983), the book under review highlight the importance of training programmes to reduce the space between the leaders of society and the masses of the people, it points out how to achieve this goal and also provide designing programmes for development executives.

*Bureaucracy and Developmental Policies*\textsuperscript{14} by H.K. Asmeram, R.Hoppe and R.B. Jain (1992), the book under review provides an analysis to the socio-economic problems of developing countries and its solution lies with the bureaucracy as an instrument to provide the necessary change.

In a book by Nandita (2004), *Administrative Reforms, Initiatives and Impact*\textsuperscript{15} a study in the context of Rajasthan, the issues of goal-oriented administrative system have been discussed in the context of Rajasthan. The premises and impact of administrative reforms have been explained and factors influencing the success of reforms also have been outlined.


\textsuperscript{12} Damyanti Bhatnagar (1989), *Bureaucratic Culture in India,* Rawat Publication, Jaipur.


Personnel Administration in India, Retrospective Issues, Prospective Thoughts\textsuperscript{16} by Bata k.Dey (1991) focus on the retrospective scenario of the public personnel system in India. The book emphasised that the new civil service system has to be informed by result consciousness and achievement motivation.

The book by Taradatt (2002) Development Administration in an Indian State\textsuperscript{17} is a guidebook for the BDO. It represents the BDO as a new culture of administration expected to plan and coordinate the rural development efforts and they are one of the most important links between the people and the Government. The book focus on the development functionaries to the duties and responsibilities of development administration and the block development administration in Orissa state is taken as a basis.

Administrative Culture and Development\textsuperscript{18} by SN Singh (1997) analyse administrative culture and its relationship with the development process. The book identified that positive connection between administrative culture and the developmental process requires modification in the prevailing administrative culture to suit the developmental requirements.

In a book by Hari Mathur (1986), Administering development in the third world countries, constraints and choices\textsuperscript{19} deals with the administrative dimension of development. It also focuses on the administrative system and its inability to cope with developmental challenges. It also describes the method for meeting the requirements of people-centred development.

In a book edited by S. Bhatnagar and S.L. Goel (1992) Development Planning and Administration\textsuperscript{20}, A felicitation volume in honour of Professor B.S. Khanna is a collection

\textsuperscript{16} Bata k.Dey (1991), Personnel Administration in India, Retrospective Issues, Prospective Thoughts, Uppal publishing house, new delhi-110002.

\textsuperscript{17} Taradatt (2002), Development Administration in an Indian State, uppal publishing house, New delhi-110002.

\textsuperscript{18} SN Singh (1997), Administrative Culture and Development, Mittal publications, new delhi-110059.

\textsuperscript{19} Hari Mathur (1986), Administering development in the third world countries, constraints and choices, Sage publications,new delhi/Beverly hills/London.

\textsuperscript{20} S.Bhatnagar and S.L. Goel (1992), Development Planning and Administration, A felicitation volume in honour of Professor B.S. Khanna, F-159, Rajouri Garden, New Delhi-110027.
of essays which covers issues on development administration and development planning. It analyses the political system in general and development administration in particular and suggest remedial measures for development.

*Public Administration and Development Dynamics* \(^{21}\) is a book edited by N.venkateshwara (1996) it is a collection of papers, articles, excerpts, discussion notes which deals with the line between public administration and the dynamics of social and economic development.

The book under review, *Bureaucracy and Development in Meghalaya* \(^{22}\) by Debasish Bhattacharjee (1986) is an empirical study on the role of bureaucracy in development in the context of Meghalaya. It emphasises the interaction pattern of bureaucracy with its environment as well as some of its behavioural features.

*Role Perception of Administrators and Politicians: A study of Himachal Pradesh* \(^{23}\) is an article by Simmi Agnihotra and Sapna K. Sharma which focus on the relationship between politics and administration. It examines the role perception of politicians and administrators at the district level in Himachal Pradesh and it highlight that the administrators believed that superiors do not want to delegate authority; instead, they want more and more control in their hand so that they can maintain their superiority in the administrative system.

An article by Hariharan Ramachandran *Creating development administrator-Lessons from experience* \(^{24}\) highlights the importance of institutions that combines the concerns of

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development with administration that facilitate growth and development paradigm. It also highlights the importance of investing in governance.

In an article by Rakesh Hooja *Training in State Governments: What a model State ATI should be like* 25, the article focus on the importance of developing training infrastructure so that it is linked to the key transformational goals, strategies and processes of government. It suggested that a model ATI should ensure the adoption of a strategic, need-based, outcome-oriented, performance-enhancing and value-inculcating approach to training which is directly linked to the development needs of the state.

In an article *Second Administrative Reforms Commission on Personnel Administration- Need to implement recommendations* 26 by B.P. Mathur discuss the importance of the recommendations of the Second Administrative Reforms Commission.

After reviewing the aforesaid books and articles dealing with different aspects of the role of bureaucracy in development administration, we could collect background data and information which guided us in pursuing the present study on the role of bureaucracy in development administration in Mizoram.

**1.6. Scope of the Study:** Our study covers the bureaucracy in Mizoram with special reference to the Indian Administrative Service (IAS) and the Mizoram Civil Service (MCS). In order to have an in-depth study on bureaucracy in Mizoram, we have included the administrative settings of Mizoram and we traced its evolution from the British period till today. The study also covers personnel administration and again, we have traced the evolution of the personnel administration of Mizoram from the British period till today. We have also covered the theoretical implications of development administration with special reference to the State of Mizoram. The relationship between the Political and Non-Political executives is covered in our study including the area of their interactions. During our study, we have looked into the structure, functions, issues and challenges of bureaucracy and our study is confined to the State of Mizoram.


1.7. Objectives: The objectives of our study are:
- to examine the role played by bureaucracy in development administration with particular reference to the higher bureaucracy in Mizoram
- to study the organizational structure of bureaucracy and the administrative Behaviour
- to examine the relationship between the bureaucracy and political executive in development administration and
- to find out the extent of socio-economic development in Mizoram

1.8. Research Questions: The following research questions have been formulated for our present study:
   i) Is the development of Mizoram mainly dependent on the effective and positive role played by bureaucracy in the implementation of developmental programmes?
   ii) Is effective formulation and implementation of developmental programmes dependent upon the healthy relationship between the political and non-political executives?
   iii) Is there a conflict between the bureaucratic structure and the pace of development?

1.9. Methodology:

The research work is based on primary sources and secondary sources:

Research methods and techniques like observation, case histories, interview method, field work and questionnaire form the main tools of collections of primary data for the present study. A convenience-sampling method is used for selection of different Services and Grades as it the practical way of overcoming the difficulties of selecting different Services and Grades. As the study focuses on bureaucracy in Mizoram, we selected the Indian Administrative Service and the Mizoram Civil Service. However, care is taken, to the extent possible to see that Services and Grades included in the sample are representative of the focus population. As Mizoram being a newly created state, there is not much of documentary and published material on the functioning of bureaucracy in the state. Therefore we have spend considerable time at various departments of government to collect materials for the present study and to know their workings, practices and problems through interviews with the officials such as the Indian Administrative Service, the Mizoram Civil Service and the Political Executives. To obtain vital data, fieldwork is carried out and questionnaire is also prepared and handed out to the mentioned Services as well as the political leaders. Their
answers to the questionnaire form the basis of analytical study for the present research. All related Acts, Rules, Regulation, Records/Orders of the Government of India and the Government of Mizoram is consulted as well. The reliability and validity of the data collected is tested in accordance with statistical analysis and verification of the hypotheses as per the data collected and the information as gathered from the field study.

As a secondary source, the researcher comprehensively surveyed the existing literature on the role of bureaucracy in development administration. This exercise bring access to valuable academic commentaries on the subject in the form of books, journals, articles, and special issues of periodicals devoted to the subject of bureaucracy and socio-economic development.

1.10. Profile of the Respondents:

a) Profile of the bureaucrats: The study is confined to the Indian Administrative Service (IAS) and the Mizoram Civil Service (MCS). In the present study, we find that 36.58 p.c. of the respondents belong to the age group of 26 to 35 and another 36.58 p.c. also belongs to the age group of 36 to 50. About 24.39 p.c. belongs to the age group of 51 and above and 2.44 p.c. of the respondents belong to the age group of 18 to 25. About 81.71 p.c. of the respondents are Male and 18.29 p.c. are Female. About 53.66 p.c. of the respondents have rural background while 46.34 p.c. have urban background.

Regarding the educational qualification of the respondents, about 57.32 p.c. of the respondents are Graduates and 42.68 p.c. are Post Graduates. There are also respondents who hold other qualifications such as PG Diploma in Business Administration, Higher Diploma in Corporate Business Management, Forest Rangers Certificate, Diploma in Public Administration, and LLB.

With regard to the place of postings, about 78.05 p.c. of the respondents are posted in the State Capital, while 14.63 p.c. of the respondents are posted in the District, and 2.44 p.c. in the Sub-Division and 4.88 p.c. in the Block. Regarding the Length of Service of the respondents, about 48.78 p.c. of the respondents are in the service for more than 16 years, while 20.73 p.c. for 11 to 15 years, and 18.29 p.c. for 6 to 10 years and 12.20 p.c. for less than 5 years.
With regard to the income particulars of the respondents, about 34.15 p.c. of the respondents accounted ‘5 lakhs per annum or more’ to their income while another 34.15 p.c. accounted ‘3 lakhs Per Annum’ and 28.04 p.c. of the respondents accounted ‘4 Lakhs per annum’ and 3.66 p.c. accounted ‘2 Lakhs Per Annum.’

b) Profile of the political leaders: Regarding the educational qualifications of the respondents, about 56.75 p.c. of the respondents are Graduate, and 27.02 p.c. of the respondents have school education, and 16.82 p.c. are Post Graduate. All our respondents are in the age group of 51 and above and all our respondents are male and 70.27 p.c. of the respondents have a rural background and 29.72 p.c. of the respondents have an urban background. Regarding the income of our respondents, 89.19 p.c. of the respondents accounted 5 Lakhs per annum or more, and 8.11 p.c. accounted 4 lakhs per annum and 2.70 p.c. accounted 3 Lakhs per annum. All the respondents have political experiences for more than 16 years.

1.11. Chapterisation: The present study is divided into seven chapters. The first chapter deals with the major concepts, research problem, review of literature, scope of the study, objectives, research question, methodology, and chapterisation.

The second chapter traces the various administrative settings of Mizoram from the pre-British period till Mizoram attained statehood.

The third chapter covers the theoretical aspects of personnel administration and its implications. Structure, recruitment, training, promotion and conduct rules are studied. It also deals with the personnel administration of Mizoram under different administrative set-ups with particular reference to the Mizoram Civil Service (MCS).

Chapter four covers development administration and its implications. The study is narrowed down to Mizoram situation; the NLUP Implementing Board, Urban Development & Poverty Alleviation Department and Rural Development Department of the Government of Mizoram are studied.

Chapter five deal with the relationship between the political and the non-political
executives. Our study is narrowed down to Mizoram situation and the relationship between the political and non-political executives under different administrative settings of Mizoram is studied in the later part of the chapter.

In chapter six, an empirical study is made on development administration, the relationship between the political and non-political executives, bureaucratic structure of Mizoram, the functioning of bureaucracy as well as the dysfunctions and the issues and challenges therein.

In the last chapter, answers to our research questions, concluding remarks and suggestions are made on the role of bureaucracy in development administration in Mizoram for improvement and more effective performance towards the development needs of the state.

Bureaucracy plays an important role in development administration. However, over the years, the role of bureaucracy in development administration has been put under much scrutiny. The present study is the first attempt to study the role of bureaucracy in development administration of Mizoram. Till date, no attempt has been made towards a systematic study of bureaucracy in Mizoram. It is also the first attempt to trace the evolution of the different Administrative set-ups of Mizoram as well as Personnel administration of Mizoram. There has not been any attempt made in this area of studies before. In our study, the administrative structure of the bureaucracy is studied along with the organizational behavior, the relationship between the political executives and the non-political executives is examined and the issues and challenges of bureaucracy is addressed with particular reference to the Indian Administrative Service (IAS) and the Mizoram Civil Service (MCS).