CHAPTER I

PROBLEM AND METHODOLOGY
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Development is a process of social transformation. In a welfare state, the phenomenon is activated by Governmental Authorities. The interaction between development and Administration is a complex process, particularly in the historical background of a farmer colony. The three key concepts for the study are development, Administration and the combined phrase Development Administration.

Development: Development means 'directed social change' which involves social transformation. This social transformation includes structural differentiation of the institutions in the society along with the changing pattern of their interdependence i.e. performance. The term development in its empirical denotation relates to new activities ushered by the Administration which are distinct from 'maintenance activities'.

Administration: Along with the growth of the society the political and administrative systems emerged as two different institutions their performance also changed over a period of time. Now after independence of India the administration no longer means maintenance of law and order only, but is to be seen as helpful agency in growth. Administration is a set of critical structures and processes serving as intermediaries between the people and the leaders.
Development Administration: Development is a wider social phenomenon involving some structural alterations in social arrangements. Administration is a means to usher in the determined action for development. The focus of development administration is to relate different administrative roles, practices, organisational arrangements and procedures to maximise the development objectives. Development Administration is the process of guiding and organisation towards the achievement of objectives involving welfare and growth of a specified area. The Development Administration is best reflected in the programmes of community development. For the present study the administration at the district level and below is taken up which includes district and block development officers and the village level worker.

The district acts as the crucial stage in the link of village to the nation for directing national and State level policies (Iqbal Narain, 1970). The present study covers the developmental activities carried out at the village, the block and the district level. Sociological interest lies in locating the groups involved in the development processes. Three groups are identified: - the administrators, the leaders and the villagers. The present study covers the developmental activities carried out at the village, the block and the district level. Differences in socio-economic, cultural milieu are taken into account by covering two states.
Uttar Pradesh and Tamil Nadu. Detailed observations have been conducted in four villages in one block each in the two states.

Development becomes problematic for the administrator because it needs administrative reorganisation, re-orientation and training. The administrator has to change his role from that of the 'executive' to that of an 'extension' agent i.e., from bureaucratic to social change initiator. For the leaders it is problematic because they have to re-orient themselves as social planners. They have to mediate between the administrators and the villagers. So they need the knowledge of both sectors and have to understand the consequences of developmental activities and to find ways of tackling them. For the people it is a problem because their traditional and cultural factors and values have to be changed. The villagers has to enter into a new cultural milieu to operate.

Development is 'directed change' in social system which is positively oriented (F.W. Riggs, 1960). Administration is described as determined action taken in pursuit of conscious purpose (F. Marx, 1963). Bureaucratic organisation need has been stressed for the attainment of the goals in industrial society by max Weber (1947). Bureaucracy is seen as dynamic in nature, it adjust and modify itself according to the environmental surrounding situations (Peter M. Blau, 1955). In India being a democratic welfare nation, Nation-building process
Administration is the process of guiding an organisation towards the achievement of developmental objective. The purpose of development administration is to strengthen Governmental activities to produce development.

The term development administration in its empirical denotation relates to new activities ushered in by the administration for the welfare and growth of the people. In case of India, the community development programme and Panchayati Raj can be seen as instrumentalities for the introduction of many important changes in rural administration in India. Though these community development and Panchayati Raj has tried to establish a network of both official and non-official levels operating at the grassroots for implementation of programmes for rural development. Development involves not only structural differentiation but also a changing pattern of inter-dependence among institutions-performance. The importance and need for role differentiation and division of labour has been explained by E. Durkheim (1933). Administration is a set of critical structures and processes serving as intermediaries between citizens and leaders. Thus development is a social phenomenon and administration a means to bring in determined action for development. The administrative structure plays a crucial link between the polity and society.
That is why the study concentrates on the administrators, the leaders and the people. A brief overview of significant contributions to the literature relating to the theme may be brought forward now. The importance of studying the developmental aspects from sociological point of view is indicated in Kalman Kulcsar, 1975; Francois Perroux, 1960. Talcott Parsons presented it in the pattern variables (1972). The others view can be considered from the origin of Parsons model. For Parsons, the idea of social differentiation is a basic sector in development. Social differentiation involves structural differentiation and their interdependence. Political and administrative systems emerged as structurally differentiated institutions and their interdependence and interaction refers to be a teamwork or reciprocal cooperation in relation to social performance. Daniel Lerner presented his own model while studying the development in the Middle East. If certain qualitative changes in the structure and performance of social systems occur in a directed manner then these may be called as development.

Development is a social transformation (Milton J. Esman, 1966). The introduction of changes are essential for development (Mario Frieso, 1966). In sociological contexts we read of social change but so far at least we find few social scientists willing to identify any particular kind of 'social change' as 'development' (P.W. Riggs, 1960). If development is paralleled with social change
then many social scientists' approaches can be marked as the study of development (H. Spencer, H. Maine, E. Durkheim, F. Tonnies, P. Sorokin). F. Peroux says development is a process which involves the individual as a whole and society as a whole.

The social change study of F.G. Bailey is about the Orissa state. He took two villages to analyse the development in a comparative perspective (1963). M.N. Srinivas stressed the importance of establishment of new institutions and developing communications besides other factors.

M.S. Gore while studying the social development located four things as important-economic planning, social services welfare services and population policy. But later on he equalized the term development for modernization. He has taken up the national communities concept of E.H. Carr for the study of development. The way J.L. palombora studied development brings the concept very near to modernization. Development involves in a gradual separation of institutionally distinct spheres, the differentiation of separate structures for wide variety of functions that must be performed in any society (1963). Eisenstadt viewed the increase in the number of institutions with specialised functions as the indication of modernization (1971). If we consider development in the modernization context the following studies are having relevance.
converted to christianity. Members of a family professing different religions i.e. Hinduism and Christianity are also not uncommon. During marriage and other ceremonies they do not engaged Brahmins priests. Their caste interest is served and safe guarded by an institution called "Mahami". Like jains of Meerut, the businessman of this community readily render assistance to other members of the community when they are in peril. In general, it is an energetic and progressive community. They were the largest community with 13.59% of population in 1921 in district.

Maravars constitute another important caste in the district. They are known as Thevars. They are of the same family as the kallars of madurai and Tami jore. Puckle states "They are a very fine race of men, active and athletic, with a greater degree of manliness than any other race in southern India. They took a prominent part in the wars of the last century and held their own successfully against the Mohammedan Government". Quite a few of the Zamindars in the district were of maravars. In the early days of British rule the southern part of Madurai and all Tirunelveli was known as maravar country. In the troubled times of British rule, they emerged as open free booters but later confine themselves to Kavalgars or village watch men and it became their caste occupation
The study of S.P. Aiyar dealt with modernization in the context of Indian Development against the background of traditional Indian society (1973). Ratna Dutta has taken parson's view point as the base and in its context analysed, how much important role the values are playing in the development of society, i.e. modernization (1971). Yogendra Singh has given analytical treatment for modernity and tradition in "modernization of Indian Tradition" and illustrated the uses of the method in the empirical study on teachers in Jaipur (1973). The development phenomenon is of such a nature which has to be studied with intervals as well as for different parts of the country (I.C.S.S.R., Vol. I, 1974). Modernity includes the directed and non-directed social changes. The present study concentrating on the directed social change.

Administration : Administration is concerned with means to the achievement of prescribed ends (F. Heady, 1966). Administration has been described as determined the action taken in pursuit of conscious purpose (F. Marx, 1963). Most of the efforts to define administration in general add the element of cooperative human effort towards reaching some goal or goals accepted by those engaged in the endeavour (J. D. Montgomery, 1966). In the context of studies in Meerut districts of Uttar Pradesh Shantikothari and Ramashray Roy viewed administration as a set of structures and processes
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serves as intermediaries between citizens and leaders,
between consumer, producer and planners (1969).

Development Administration: Administration is
classified into two: i) Public Administration ii) Develop-
ment Administration. Public administration, the simplest
definition is that it consists in the management of men and
materials in the service of the state. Development
Administration is public administration with special purpose.
The focus of development administration is to relate
different administrative roles, practices, organizational
arrangements and procedures to maximising the developmental
objects (Edward W. Weidner, 1966). Development administration
is the processes of guiding an organization toward the
achievement of development objective. The relevance of
social science to development administration as shown by
M. Frieiro (1966). The purpose of development administration
is to strengthen governmental activity to produce development.
To produce structural change in society it relies on the
social sciences. In India introduction of changes such as
community development programme and Panchayati Raj are the
instrumentalities for the introduction of many important
changes in rural administration in India (P.R. Dubhashi, 1970).
These two form the substance of the study of the changing
patterns of rural development administration.
Developmental activities at village level are introduced through Panchayati Raj institution which was launched in order to improve the living standards in the rural areas and to enable the rural population to participate voluntarily and actively in that effort (P.R. Dubhashi, 1970). A country of our size and complexity needs to be approached in such a manner that the diverse elements in society can seek a self identity and commonality to work together and bring about a desirable change in the country side (B.P. Singh, 1969). The study focuses attention on the district level and pay special attention to village level. The importance of the study of village has been stressed by C.Jacobson(1973). S.C. Dube studied how policies formulated at the national level and how it percolates down to village but focus attention of his study is at the village level (1958). V.M. Sirsikar studied the rural elite in a developing society and local level leadership he left out the administrators group (1970). Shanthikotheari and R. Roy study of politicians and administrators at the distt. level does not include the people. Very few social scientist have dealt with development but the studies have remained either incomplete or more informative than analytical (F.W. Riggs 1960).
The present study is a comparison of two states studied from village to the district through block level. The level for a study can differ. R. Bendix studied the development taking the nation as a unit (1969). Same is the case with L. Pye's study of development. The study conducted by Paul R. Brass on factional politics is a state level study (1966). Development administration how it is a problem for the three groups involved in the process is stated clearly in few studies (S.C. Dube, 1958; H.J. Pandya, 1975). The significant of the present phenomenon can be understood properly by tracing its historical past (E.H. Carr, 1968). Development administration can not function in a cultural vacuum. So historical context of the area also taken care off. There are studies which covered longer span of the study like R.K. Mukherjees (1957) rural Bengal of British India’s history. Kathleen Gough (1969) traced the arrival of different castes in village Kumbapet in Tamil Nadu from 1780 onwards. B.R. Chauhan (1967) found it useful to scan the development of Rajasthan village from 1810 to 1960. Addition to the Governmental organizations there are other organizations like voluntary association of youth clubs, women clubs, sugar mill, fertilizer factories also serve in bringing out development in rural areas. The voluntary association forms the link between the traditional to modernity changes of the society (T.K. Gommen, 1975).
Developmental activities are chalked out at the national level and percolates down. The environmental factors like external connection of district level to the wider social system is also taken care off in this study.

The Key Questions and Methodology:

The present study focuses its attention on the interrelations among the three major groups—the administrators, the village leaders and the villagers—involved in developmental activities and observe the same from the grass—roots village level through the block to the district level. The principal questions that guide the study are, how for the historical experiences of the two states relevant to present day development administration? How does the development administration work in the two states especially in carrying out the developmental directives of the central and the state? and how the local structure respond to them? What are the similarities and differences? What can be possible explanations?

The present study compares development administration in two districts Meerut and Tirunelveli drawn from Uttar Pradesh and Tamil Nadu respectively. Comparative method has long been considered as appropriate for studying variations. E. Durkheim insisted that the units in comparative method must be similar. He analysed the sociological causes and rates of suicide among different social groups (1995). Later max Weber used in his study of the growth of capital—
istic tendency among different religious communities (1930). R. Bendix has studied the Indian society in comparison with others in nation building and citizenship, 1958 and in the process concentrated on the emergence of community development as a major factor. The comparative level of studies can differ. Paul R. Brass studied the factional politics with five districts of a state (1966). V. A. Pai and Pandikar et al., studied the administrative performance of two places from two different states in Development Bureaucracy 1981. McKim Marriott's study about caste ranking relates to five regions, M.J. Shepperson's study of political conflict in 10 villages are few examples (1955, 1965). Y. Atal studied changing frontiers of caste in two villages of Chittorgarh and Sagar districts of Rajasthan and Madhya Pradesh. This study tries to understand the interaction between development administration and the people's response in two districts of two states of India with different cultural and historical experiences.

This study taken into account the developments ushered in through administration from the village through the block to the district level. This study encompasses the three groups -- the leaders, the administrators and the villages. The two way communication flow from the top downwards and vice-versa is observed. The study
covers the development at three levels the district, the block and the village and scans the nature of communication generated in the process.

The study is conducted at district levels in two states of India: Uttar Pradesh and Tamil Nadu. The districts where some development has occurred one each from Uttar Pradesh and Tamil Nadu were taken up for the study, Meerut district from Uttar Pradesh and Tirunelveli district from Tamil Nadu. Objective indicators like rate of literacy, electricity, organizational structures like cooperative societies, bank branches, technological involvement in agriculture and irrigation are taken into consideration while making the selection of the districts. As the linkages from the district to the village pass through the block, one block from each of the two districts, Mawana for Meerut and Srivilliputhur for Tirunelveli are chosen for the study. In the selection of the block the following factors are taken into account: level of educational facilities availability, electricity, organizational structures, distance from district headquarters, irrigational facilities besides others. This is a study of development processes which are carried out at the village level for the people. To assess the developmental activities functioning at the grass roots level, two villages from each block are selected. Nilona and Rawti from Mawana; Siruthondanallur
and Kottarakurichi from Srivaikuntam are selected. The villages are selected where sufficient development had occured. Villages where more community facilities exist and significant development measures have been adopted by the people are taken up for study. Records at the block level for all the villages of the block were processed and the villages which are having the following facilities have been chosen for the study: infrastructural facilities like school, agricultural cooperative society, hospital, communication facilities like post office, link road, electricity, the mechanization of forming like number of pump sets, tractors, fertilizer consumption and crop pattern are taken into account at the time of selection.

The groups under study are identified as follows: The administrators include the official at the three level: the district collector, district level technical department heads and allied agencies, district level officials, the block development officer, the technical officials at the block level and the village level worker. There are 48 development departments exist at the district level out of it significant thirteen departments and agencies officials are interviewed. The leaders include the president of Zila Parisad, Block Pramukh and The Panchayat President. The election for Zila Parisad
in Meerut district is not held for long time and panchayat elections in Tirunelveli was not held for sixteen years hence influentials were included in the leaders group. At the grass root level sociometric technique and positional approach are adopted. For the villagers group people from three categories of large, small and landless farmers are drawn in to the sample for interviews. The cooperative society's register though classified the members in the above mentioned three categories in reality it was not found true. A few members had expired years ago still continue in records as members and their sons use the membership commonly. On many occasions the classification is not held valid. Many large farmers for the purpose of record shown only partial land holding to become members in the small farmers category. Hence ten percent of the sample of membership number in each category is taken for study on the basis of availability and the classified later. The sample includes the respondents like beneficiaries and non beneficiaries of different developmental programmes like loan for milk animals, fertilizers, seeds, pumps sets and others.

A combination of techniques are used in collection of data from the two districts and their region under reference. They are 1) data from secondary sources like office records, historical records, Government hand outs and
publications ii) Focused and open interviews with the three groups involved in the developmental processes to assess their inter-relations and the coordination about the developmental programmes, iii) Observation to understand the significance of the data collected, iv) Case studies for understanding the actual processes of development with specific examples.

The study has been carried over a span of seven years. The secondary sources data has been gathered in the beginning and testified the feasibility studies are conducted in both the districts. In Tirunelveli district Tamil Nadu the Divisional development Officer and Panchayat Union Officer of pala-yamkottai are interviewed. In Meerut district of U.P. the block development officer of Rajpura block was interviewed and Chotti Hasanpur village was visited and interviews were held with the village level worker and with the villagers. All the people met in this regard responded keenly and co-operated well.

However after processing relevant data for the districts Mawana block for Meerut and Srivaikuntam for Tirunelveli are selected for study. The investigator belongs to one state and acquired a fair working knowledge of the other by living in the district for four years before he undertook the work. This experience helped a lot in understanding the significance of events involved in this study.
Given the criteria for selection of universe the socio-economic characteristics of it follows in the next chapter. The study has been organized in six chapters. In the second chapter the socio-economic milieu of the universe under examination are outlined. The people and salient features of the universe are portrayed. The third chapter is mainly concerned with the developmental history of the two districts with respect to irrigation crops, economy, education and health. Administration and its growth into Development administration is followed by district level administrative pattern and its working in the two districts and the blocks are given in the fourth chapter. The similarities and differences of the districts are also presented in it. The fifth chapter portrays the development achieved in the two districts since independence and gives an account of development processes at the grass roots. The significance and complexities of development processes are explained through appropriate case studies. Finally the sixth chapter put forth the principal questions guided the study with probable explanations for them.