CHAPTER - I

THE CONCEPT OF DEVELOPMENT ADMINISTRATION

DEVELOPMENTAL AND NON-DEVELOPMENTAL ADMINISTRATION:

The development has been conceived in terms of a rapid economic and social growth and enhanced productivity, primarily for the common man in the remote village where real India exists.

There should not to be too much stress on developmental against non-developmental administration. There are many areas which are similar in both kinds of Administration and at the same time there are many issues which distinguish them from each other.

Development Administration and Non-Development Administration are similar as far as how rules, laws, policies and norms are concerned and implemented by government Organisations. They differ from each other so far as their complexity, Scope and objectives are concerned. The degree of innovation in developmental administration is greater than in non-developmental administration. The difference is seen in the mixes of developmental or non-developmental ecological setting in administrative department. The developmental process does not start only with the achievement of political freedom. It is widely believed that devel-
development administration is related only with the administration of developing countries. The concept of dichotomy that public administration is concerned of developing countries is highly misplaced. Such concept can only bring down the utility of the concept of development administration in its application to the comparative analysis of developed and developing countries. This is not necessarily to mean that the colonial rule was non-developmental and non-colonial governments are developmental. In India, before independence many developmental programmes were initiated by the Britishers. It may be possible that a country inspite of having self-rule finds itself unable to start developmental programmes. This would be incorrect to say that colonial rule is only concerned with the law and order administration, while public administration under self government is mainly developmental administration. "Many of the newly independent nations give top priority to the necessity for maintenance of law and order"(1)

In an administrative setup certain organisations are created specially for developmental purposes and they are treated as developmental; while others are treated as non developmental, such as, planning Commission, development banks etc are treated as developmental one, but other parts of administrative setup should not be considered as non developmental. This kind of separation between developmental and non developmental can create the problem
of low morale of officials who are lined up for performing non developmental activities.

So called non-developmental activities like maintenance of law and order and collection of taxes are also indirect processes of development because if there is a problem of maintenance of law and order no development can take place. Areas inhabited by hardened criminals are clear examples where developmental activity can not take place because the fruits of development are taken away by the criminals. In the same way if the collection of taxes is not up to the required demand then the finance for developmental activities would not be available. So it is clear that public peace as well as adequate machinery for tax collection should be considered essential for developmental activities.

Any difference between developmental and non developmental activity has not clearly been established so far. Only varying degrees of development orientation exists in different programmes.

As has been explained earlier that development administrator is often concerned with a high degree of innovation in administrative setup, this should not mean that other parts of administrative setup which don't require much innovation are purely non-developmental.

In practice, this kind of dichotomy does not take place, "nothing is either fully developmental or fully non-developmental us
ing the term hot or cold, even forgetting another category, viz. warm which can be used to describe variations in the temperature* \(^{(2)}\)

**Fall of Development Administration:**

Development Administration has been one of the major aspects of the study of public Administration in our times. It constitutes a vital part of the study of public administration, specially in developing countries, for it owes its genesis in the necessity of development of these countries. However, the intellectual antecedent of the concept of development administration lies with some western scholars, who, during the period following the world War II, advocated the necessity of a new development-oriented administration for effective implementation of developmental plans and programmes for overall socio-economic development of the underdeveloped Afro-Asian and Latin American countries. In order to ascertain such a view, the concept of development administration has come of age within a span of last three decades with what Caiden calls a distinct theory, ideology, politics and strategy of its own. \(^{(3)}\)

Different theorists have given different definitions of the concept of development administration. While Montgomery has defined development administration as "carrying out planned change in economy and to a lesser extent in the social services of the
states". According to Fred Riggs development administration stands for both administration of development and development of administration and there exists a "chicken and egg" type of relationship. Another scholar, Edward Weidner has said that development administration "as action oriented, goal-oriented administrative system".

Whatever be the appropriate definition of the development administration, it has been drawing a lot of attention of both theorists and practitioners of development phenomena in the context of upholding societal values in the developing nations. But very recently, it is being alleged on the part of some theorists that the concept of development administration is on decline. Such an allegation has, in fact, become a challenge to the existence of the concept of development administration. Let us, therefore, study the factors which are responsible for such a fall of development administration.

Factors Causing Decline:

Over-Reliance on Bureaucracy:

One of the most important factors responsible for fall of development administration is perhaps the over-reliance on and over-expectation from the role of bureaucracy. After achieving freedom from colonial domination, most of the developing countries began to institute their developmental policies for implementation
by the bureaucratic apparatus as it was thought to be the spearhead of the state administrative machinery. For such a purpose, measures like administrative reform in the structure of administration were adopted to harness it to cope with the prevailing light.

At the very beginning of the adoption of the concept of development administration, most of the Third World Countries were instituting it to assist planners and policy-makers engaged in the task of nation-building in these countries. Thus, development administration was concerned with transforming western administrative structure and methods to the developing nations under the influence of Weberian model of bureaucracy. But after a decade's experience, it was realised that both the Western concept of development and Weberian model of bureaucracy were totally inapplicable to the process of development of these countries. Thus, the emphasis of development administration shifted towards increasing the capability of bureaucracy with its all-pervasive influence over administration, that subsequently resulted in development of a never concept of bureaucracy which is often called, in the literature of development administration, 'committed bureaucracy' such a concept of committed bureaucracy once emerged as a very influential as well as a universal model for developing countries. Even in a developing country like India former premier Smt.
Indira Gandhi advocated for committed bureaucracy.

India, like some other developing nations, left no stone unturned to make her bureaucracy committed to the goal of nation-building. There was no deficiency in taking reform measures to change the authoritarian attitude, inherited from colonial rule of our bureaucracy. Yet four decades experience of the role of bureaucracy in administering development shows no worth-mentioning results. India's low ranking in UNDP's Human Development Index, on counts of poverty, illiteracy, ill health - specially in rural areas, where the so called committed bureaucrats were directly involved in implementing developmental programmes, experienced no worth mentioning betterment. Such observations of the role of bureaucracy in India as well as in most of other developing countries can but lead to the conclusion that the role and capability of bureaucracy has been hitherto over estimated.

**Faulty Planning Process**

Another major reason for the fall of development administration is adoption of faulty process of planning which often has led to over-planning and over administration. During the decades of 50s and 60s, the dominant paradigm of development was institution-building and planning. Most of the developing countries engaged in such process were functioning under expert advice to institute various developmental plans and programmes. Such proc-
esses were also supported by developmental economists of these countries to develop mobilisation of existing and new resources and cultivation of appropriate capabilities to have better growth and to achieve developmental goals. Thus, development administration, as defined by Weidner, become action-oriented and goal oriented system to realise definite programatic values.

After such an effort to harness development administration in India as well as in other developing countries, development still continues to be the most dominant issue, need for a decentralised, people-oriented development administration not withstanding. In fact, what development administration in these countries really lacks is existence of the necessary set of conditions. According to Henderson & Dwivedi this necessary set of conditions consists of social, economic, cultural and political changes. These include, an expanding economic base, a tax base professionally trained manpower, political legitimacy, cultural secularisation, and a superstructure capable of governing. They also say, "the absence of these qualities in turn presented another paradox : governing and managerial capabilities were most scarce when they were more needed in the underdeveloped nations."(2)

Corruption:

Besides these two major factors, spreading of corruption, both in administration and politics has contributed to the decline of
development administration. As a matter of fact, development administration developed no concept to check corruption as none can encompass the extent of corruption in a developing country. F.W. Riggs while visiting third world countries once tried to point out and focus on the prevailing traditional and semi-traditional practices in politics and administration of these countries which can but lead to a system getting engulfed with corruption. It is not correct to say that there is no measure to prevent administration from being corrupted. In fact, the responsibility lies with the whole system of socio-politico-economic reality. How can a few rule-bound bureaucrats keep the administration as well as government immune from corrupt practices when the whole system is indifferent to morality? The preventive measures against corruption, however, are enacted for civil servants only. No such measures exist for either politicians or other subordinate-level employes who hold no less influence over administration than the civil servants. The multi-crore rupees securities scam or Hawala point to the need to change the whole politico-administrative system instead of just targeting the bureaucrats for remedial action.

Following an assessment of politico administrative system of each of the Third World countries on the lines discussed above, one can easily hypothesise that the concept of development administration is bound to be on decline. But at the same time, it is
to be kept in mind that the fall or decline, however deep and dangerous it may be, does not nullify the resurgence or revival and development of development administration in the decades to come. Even after the disintegration of Soviet Union and fall of Socialist administration, development administration would continue to exist with all its ramifications.

**DEVELOPMENT ADMINISTRATION IN INDIA:**

Development administration in the Indian context is a network which start at central level and goes down to Block levels for the implementation and execution of social welfare programmes, primarily for the common man in the remote villages where real India exist. Most of the rural areas in India are the backward areas characterized by inclement climatic conditions, drought, the desert, reline and hilly areas with people having less employment opportunities low income and inadequate production to meet the bare minimum requirement of daily life. After independence Pt. Nehru embarked upon a programme of building a new India relying on a bureaucracy as an agency of change.

The success of every programme has to be judged from the point of view of administrative structure and the capacity to handle the various organisational methods smoothly. The staffing pattern and their recruitment and training therefore form an important aspect of developmental administration. The training of various functionaries who are involved in the execution of development programmes has always been identified as
vital to enable them to improve upon their competence and to recognise and respond to the changing problems and needs of the programmes. After the Introduction of Panchayati Raj in almost all the states, the need for training at various levels has become all the more important.

The administrative system of independent India has been inherited from the British Colonial system. Britisher had major intention to use the Indian resources as much as they could and very little care was given by them to develop administration of India solely for the sake of economic development and social changes. The British Administration was related with the maintenance of law and order and tax collection only. In Independent India we have often changed the boundaries of administration. After independence sphere of the functions of government has vastly changed from only being the guardian of law and order to a welfare state. Now, government's role has expanded for the welfare and well being of its citizens. This major shift in its aims became a turning point for the intervention of state into economic and social fields. For the transformation of the backward society, in underdeveloped countries, from abysmal social, political and economic conditions into a well developed country, required to be well planned in which the government itself has to be the main planner of developmental effort. The principal planner is to provide the incentives to the system for social changes and also to remove hurdles and eliminate imbalances which can effect the system in transition, red-tape, division of work, hierarchical arrangement of offices etc. are considered to be
the ills of bureaucracy and due to these deficiencies in the civil service, it brings down its role in the society. This criticism of bureaucracy shows its weakness to play an active role in development administration in India.

The principal planner, the government itself promotes and accelerates all developmental efforts. And these social and economic developmental activities in the country have acquired for the bureaucracy a new importance in the mission of nation building. Dwivedi and Jain have drawn attention to another dysfunctional aspect of development bureaucracy, their observation is that, "the central issue of development administration is no longer just one of manageability of the administrative structure. It is more fundamental one: the incompatibility between bureaucracy, as a form of institutionalised social control and development agency, capable of defining quality of life for populations." In this section the main focus is how to face the problem of socio-economic development by the administration. These challenges required proper attention to adopt a new environment and change the idea of maintenance of law and order only to the achievement of the targets to be accomplished rapidly with least waste and less failures. It has to undertake many social and economic functions for bringing about social and economic changes for nation building and improving living standards of the society. By bringing about this major change in its focus, the reputation of bureaucracy will ultimately change into development administration. Formerly the style of working of bureaucracy was based on colonial requirements but now, it is in the frame work of demo-
ocratic setup with active involvement of the people for whose welfare state exists. In recent times in India the basic issue which has come up is whether the bureaucracy and its functioning is inherited from colonial rule can respond to the changing values, aspirations and goals of society? In conclusion of this issue we can say that, "a more carefully organized and deliberately adopted bureaucratic structures and its working would possible be more flexible and capable of being positive towards the development requirements." The close system of impersonal operation of developmental programmes, the rigid acceptance to formal rules sticking to precedents and clinging to outdated procedure, must be replaced by forward looking, change oriented and result oriented system. Administration is permitted to take initiatives, responsibilities and innovations for development and social change.

The Business of the modern state is performed mostly by its administrative agencies. Paul Appleby said, "The heart of administration is the management of programmes designed to serve the general welfare." The welfare activities if the state administration takes place in all the corners of the country and developmental programmes related to bring about a total change not only in urban areas of the society but rural areas as well, specially in agricultural sector too. British Colonial ruler’s interests were to use India’s resources as much as possible and hardly bothering about developmental work. Their aim was to use bureaucracy for their own interests not as an instrument of economic and social change.
After attaining independence the functions of government machinery have changed. Instead of maintaining law and order alone, welfare and well-being of its citizens has become its primary function. Government started many programmes in post-independence period, bureaucracy was required to actively implement these programmes for removing the poverty, reducing unemployment and illiteracy. Many more schemes were launched but majority of them failed continuously, because the reasons for their failures were never identified. The tool of state which is called bureaucracy has been able to stall many programmes and actually become an obstacle in the way of developmental work. The last independence day message which Sardar Patel gave on 15 August 1950, said that, "Our Public life seems to be degenerating into a fun of stagnant water; our conscience is troubled with doubts and we despair about the possibilities of improvement. We donot seem to be profiting either from history or experience. We appear helplessly to be watching the side of time taking away the rich corn, leaving behind the bare and whitened stalks. We talk, while paramount need is that of action, we are critical of other peoples exertions but lack the will to contribute our own". 

The state has become the main apparatus of development of the society, while the bureaucracy is considered as basic tool of the state. After independence our political system has changed towards bureaucratic, while administrative system is turning more and more political. Ralph Waldo Emerson, has given a portrait of bureaucracy, "These tools, have some questionable properties. They are reagents, machinery
is aggressive, the weaver becomes the web, the machinest a machine."  

The broadening of state activity into economic and social developmental activities has acquired new importance in development administration for the task of nation building. For this process a national planning, heavy responsibilities exist with the administrators for bringing about welfare goals in a society.

"The functions occurring to the governmental bureaucracy thus goes beyond the traditional frame of reference of a laissez fair state."  

Many times questions are raised about the developmental work of bureaucracy as an agent of political, social & economic change. Laski observed that; "the characteristics of bureaucracy are its passion for routine administration, the sacrifice of flexibility in rules, delay in making decisions and a refusal to embark upon experiment."  

The modern development administration in India exercises many powers and functions for the welfare state and to change the economic life of the people. It is very essential that these powers should be exercised for development purposes for the common man in the remote villages where real India exists. "The manner in which this power of the official at various levels is exercised is an acid test of democracy, in practice the centre of power is Delhi and state capitals which will have to be deconcentrated to the villages."  

"Development or modernisation is a social process which can be influenced, in large measure, by human design. Activity related to development is normatively directed towards the overriding and interrelated goals of nation building and socio-economic progress." Thus there
is a developmental network which starts at central level and goes down to blocks level for the implementation and execution of social welfare programmes so far these programmes are implemental with considerable success. Development has a very wide field, in a country like India where there are many social problems, some how or the other, related with economic problems social welfare activities should be given high priority by bureaucracy. Central and state governments always try to develop more and more resources for developmental programmes and try to provide in-service training to bureaucracy to prepare them for any future problems.

A development service cadre was constituted under the rural development department in 1973. It consisted of [1] class I officers; planning officer, administrative officers, Deputy chief Executive Officers. [2] Class II officer Block Development officers. These officers were considered as state civil service cadre performing only development work in their respective areas. At the district and block levels. The development administration which has the power and prestige required for developmental work is used in the interests of masses. Not only these bureaucrats implement a host of programmes in the sphere of developmental jobs take family planning, adult education, Education of handicapped, health education, Controlling of diseases, providing medical relief etc., wherever needed, are called upon to make special arrangements for scheduled castes and scheduled tribes. In the context of administration of development programmes, it is necessary to maintain law and order subject to controls of
accountability to the people they serve. To fulfill their duty, the administration should be forward looking in the matters of decision making and solving problems of people. The administration should be in close touch with the masses by means of regular consultations, information and guidance. The administration-community relationship will develop a strong mutual trust and confidence in each other, hence, it will accelerate development programmes. Finally it is also necessary to make changes in the official's socio-personal, socio-administrative and socio-cultural relationships for changing his attitude towards his fellow beings, his subordinates and political leaders with whom he comes in contact so frequently. Development Administration working in an atmosphere of mutual trust and confidence will help in achieving targets for the development of the country.
DEVELOPMENT ADMINISTRATION IN DEVELOPED AND DEVELOPING COUNTRIES:

Now a days to classify the modern state into two broad categories on the basis of their development is a very common practice, that is developed and developing. The environment is a characteristic of a development and development is related with the nature of administration of that country. It is termed as developed and developing. In the category of more developed countries are countries of western Europe, North America, Scandinavia, Australia, New Zealand, Russia, Japan, Israel and now South Korea too. In these type of countries there is a high degree of task specialisation and each organ of administration has specialised purpose like agriculture, transport, defence, budgeting, personnel, planning etc. These countries also have well defined political structures i.e. political parties, elections, legislature, Chief executive, cabinet etc. These organs of government design rules and regulations and formulate policies and then administration is expected to implement them. The bureaucracies are very large having specialised sub units which get targets to attain. Actually they perform a wide range of governmental activity, they accept direction from rule making bodies of government, they are also considered as professionals. Its most important mission is to carry out the policies of political decision -making bodies. There is a clear line of demarcation between bureaucracy and other political
organs engaged in political process of the country. The political sys-
tem is stable and mature while the bureaucracy is well developed in
developed countries. The government activity enlarged on a wide
range of public and personnel affairs. Administration in these coun-
tries is legitimate and politically accountable and responsive. They
are recruited on the basis of merit and right orientation for efficiency
and public good. The developmental programmes have specific
sphere to perform in hierarchical structures and wide functions that
must be performed by development administration for their betterment
of community. There are countries which are referred to as developed,
while some others are called developing. Many names are given to
this class of countries, like less developed, emergent, transitional
expectant, under developed, but developing has found more support
because their present situation is not permanent and it may go into
the category of developed countries.²⁰ These types of countries are
mostly in Africa, South or Latin America, some Island nations, Asia
(except Japan and South Korea) and some countries in Europe also
come under this category."²¹

The difference between developed and developing countries ad-
ministration is quite striking. This is because of their difference in
culture, language, political climate, administrative setup, and histori-
cal background. The process of modernisation being undertaken in
developing countries differ from developed countries. The develop-
ing countries were mostly under colonial rule and they inherited their developmental administration from colonial administration, which was aimed only at the utilisation of their resources and maintaining law and order. Colonial rule obviously does not care about improvement of social and economic upliftment of the country they rule. The bureaucracies in developing countries which have not been under colonial rule show a different pattern. In these developing countries new civil service was developed, fresh in personnel, goals, structure and activities. They were made aware of new goals, like economic development, social and educational advancement, they were more politically oriented with a sense of responsibility, than the bureaucracies under colonial rule. So the administration of developing countries after independence, concentrated more on developmental programmes along with maintenance of law and order. With the ever growing activities of the government, developmental functions are of great importance in these countries. There are many government agencies which come forward to implement different developmental programmes. Their activities are coordinated to give effect to the governmental programmes. For example, in India, administration mainly plays a coordinating role in activities like food and civil supplies in a situation of general shortage of these commodities. The administration is supposed to exercise complete control over them. Apart from this, the developmental administration is also responsible for many
welfare programmes for the weaker sections of the society, like, programmes for the help of handicapped people, women and children, scheduled caste and schedule tribes etc. and they also through the election commission help to conduct the election of parliament and state assemblies. In the developing countries administration works at the gross root level and make the necessary plans for the rural areas by the institution of local self government.

Another area in which public bureaucracy in developing countries play a crucial role for the development and stability of democracy. Most of these countries lack a genuine commitment to democratic values and process despite the service they render to them. In some countries like India, Israel and Mexico, democracy ranks at an equal footing with economic development as a major goal. Bureaucracy, in most of these countries, is regarded as a major instrument of social change. It maintains services oriented to both, the rules and the ruled. In developing countries there are several types of administration, opted in different circumstances.

**Traditional Autocratic:**
Such as found in Saudi Arabia, Morocco, Paraguay etc. It is traditional in its style of ruling.

**Bureaucratic Elite:**
Thailand, Pakistan, Brazil, Sudan, Peru, Indonesia are a few example of this type. In these system political power is separated from
effective power and political participation by the people is very limited with political power being vested in the hands of civil and military bureaucracy.

**Dominant Party Mobilization:**

Such as Algeria, Bolivia, Egypt, Tanzania, Tunisia, Male etc. as some examples of the systems. In these countries the dominant party may be the only legal party which ensures its position by coercive techniques. The government follows certain ideology and there are mass demonstrations of loyalty to the government. There is a great stress on programmes for development and show of nationalism.

**Polyarchal Competitive:**

This type of administration is found in Philippines, Malaysia, Costa Rica, Greece etc. In these countries political participation exist on the lines of modern developed states, but they are often interrupted by military take over, though it might be temporary.
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