Development Administration has been one of the major aspects of the study of public administration specially in developing 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 development 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 five decades.

However there should not be too much stress on development against non-developmental administration. The strict compartmentalisation between the two is very difficult if not impossible. There are several activities which are common in both. However, there are many issues
which distinguish them from each other. They are similar as far as how rules, laws, policies and norms are concerned and implemented by government organizations they differ from each other so far a their complexity, scope, objectives are concerned. The degree of innovation in developmental administration is greater than in non-developmental administration.

In an administrative set-up certain organizations are created specially for developmental purpose and they are treated as developmental, while others are treated as non-developmental, such as Planning Commission, development bank etc. are treated as developmental one, but other parts of administrative set-up should not be considered as non-developmental. So called non-developmental activities like maintenance of law and order and collection of taxes are indirect processes of development because if there is a problem of law and order no development can take place. Similarly if collection of taxes is not up to the required demand then the finance for developmental activities would not be available. So it can
be safely said that there are some activities which appears to be non-developmental but in fact in long-term these activities are complementary to the developmental works and maintenance of law and order is one of such activities of the government.

The administrative system of independent India has been inherited from the British Colonial system. Britishers 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 for the sake of economic development and social changes. They were more interested in maintenance of law and order and tax collection. However, after the independence sphere of the functions of government have vitally changed from 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 under developed
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 development efforts.

The shift in the nature and duties of the government has also brought about a fundamental change in the role of bureaucracy. It has now acquired new importance in the mission of nation building. Formerly the style of working of bureaucracy was based on colonial requirement but now it is in the framework of democratic setup with active involvement of the peoples for whose welfare state exists. Britisher's aim was to use bureaucracy in their own interests, and not as an instrument of economic and social change. Now the state has become the main apparatus of development of society, while the bureaucracy is considered as basic tool of the state.

Undoubtedly the developmental administration has attracted wider attentions of both theorists and practitioners of development phenomena in the context of upholding societal values in the developing nation. But very re-
cently it is being alleged that on the part of some theorists that the concept of development administration is on decline. They have given several reasons for such a fall of development administration. Among these factors, the over reliance on bureaucracy, faulty planning process and corruption are some important ones to take note.

Bureaucracy has emerged as a dominant feature of the contemporary world. Whether public or private organization and whether developed or developing country, bureaucracy is playing significant role. However the tendency towards bureaucratization has been greater in the realm of governance. What is more interesting that whether we live under the most totalitarian despotism or in the most liberal democracy, we are governed to a great extent by a bureaucracy of some kind. Inspite of its wider use there is no consensus among scholars regarding the definition of the bureaucracy. Several academicians have used the term in different manner. It is used variously to identify an institution or a caste, a mode of operation an ideology, a view of
viewing and organizing society, a way of life, a social category etc. The term has caused so much of controversy and confusion that some scholars are of the opinion that the only reasonable approach is to avoid the use of term bureaucracy while pursuing research in the area in which it has been employed.

Since the rise of bureaucracy in the modern state system, its growing strong hold over power and its increasing control over the lives of the citizens, most of thinkers and social scientists have viewed it from different angles. Saint Simon had viewed bureaucracy as officials who governed in their own interest rather than in the interest of the governed. Marxists thinkers regard it a bourgeois phenomenon. Marx did not believe that the state represents the general interest of the society. Likewise bureaucracy is not universal estate, it is particular closed society within the state serving its own, not the general interest. Marx opine that it is through bureaucracy the ruling class express its power. It fulfills the function of contributing to the consolidation of class
differences, and of supporting the power of ruling class. However, Marx was not in favour of taking over control of the bureaucracy, as earlier revolution had done, by the proletariat but he favoured that the proletariat must smash the institution.

Lenin, another important marxist has observed that the bureaucracy and standing army are a parasite on the body of bourgian society- a parasite created by the inherent antagonism, a parasite which chokes all its pores of life. He perceived it as an organically tied with the capitalist state. Although Lenin supported the idea of smash of bureaucracy but he was hopeful that after the rule of proletariat is established, some administrative apparatus would still be needed to manage the socialist society.

Max Weber a German sociologist who began the systematic study of bureaucracy, used the term bureaucracy to designate a quite specific kind of administrative organization. His thought of bureaucracy as a collective term for a body of officials, a definite and distinct group
whose influence can be seen in all kinds of large organizations, state, church, political parties, trade unions, business enterprises, universities etc. He asserted that modern bureaucratic organization as a form of apparatus was suigeneris. Weber disagreed with Marx and Lenin on the point that bureaucracy being tied to capitalism will disappear when the latter is overthrown by a socialist revolution. He insists that bureaucracy is an independent entity and it will survive whether the society is capitalist or socialist. He believed that not only is bureaucracy indispensable but its influence is inescapable.

In India the civil services established in the pre-independence era was meant merely to serve the foreign masters. Its primary task was preservation of law and order and collection of revenues. But later on when the country attained independence and constitutional set-up was ushered in, and the citizens rights were established, the civil services had to undergo a great change in response to new compulsions and needs. It had to shoul-
nder new responsibilities and undertake task covering wide spectrum of activities from formulation of policies to implementation. To meet the new role, the civil services had to acquire new knowledge and skills and altogether a new temper and attitude and capability to handle the complex problems.

When India achieved independence it had in fact provided an opportunity for ushering in a new era of clean and modern administration. But unfortunately, the new leaders of India strangely enough, did not make conscious effort to bring major changes in the administrative system to achieve and subserve the democratic goals. The kind of administration we require should have been honest, clean, responsible, objective and dynamic and should be capable of inspiring confidence and trust among people. We are a developing society we have still a long way to go. But the question is that at the early stage of development, when the administration is so weak, flabby and corrupt, how can make any credible progress as a nation? How can we make the people feel
that they are part and parcel of the government? These questions can not be easily answered. But solutions have to be found any way if we have to meet new challenges arising out of complex situations. In recent time in India basic issue which has come up, is whether the bureaucracy and its functioning which is inherited from colonial rule can respond to the changing values aspirations and goals of society?

The upliftment of the scheduled castes and scheduled tribes in sphere of educationally, economically, and socially the developmental programmes in India in general and in U.P. in particular have assumed important proportions not only in programmes content but also in the depth of approach to the problems of development of individual villages in group and community setting. The identified goals of these development projects focus on standard of living for the entire population particularly scheduled castes, and scheduled tribes, the under privileged sections, women and minorities. Provisions of education, health, housing and social security are some
of the targeted objectives of these programmes which include Jawahar Rozgar Yojna (JRY), Indira Awas Yojna (IAY), Employment Assurance Scheme (EAS), million wells schemes (MSW), Integrated Rural Development Programme (IRDP), Ganga Kalyan Yojna (GKY), Development of women and children in Rural Areas (DWCRA), Training of Rural Youth for self employment (TRYSEM), Drought prone area Programme (DPAP), Desert Development Programmes (DDP), National Social Assistance Programme (NSAP), National Family Benefit Scheme, Rural Water Supply and sanitation, Land Reforms etc.

These developmental programmes have been implemented both by central government and state governments, so the masses of the nation particularly SC, ST and underprivileged section of society can improve their living standard and can participate in the nation building on a whole without having feeling of being alienated or discriminated. Again unless we take the whole nation together the dream of overall development of India cannot be realised. We must also ensure the participation
of all sections of society in the process of nation building.

For the implementation of developmental projects and to achieve desired results of these programmes we first need an army of dedicated and professionally trained personnel. The recruitment of the suitable personnel is the most fundamental to the personnel administration. In the olden days, when public administration was a small and simple affair, there was no such problem in regard to the selection of personnel. The recruitment of employees needed was performed by the king himself. But when the government began to play the vital role and it became a welfare state, gradually the problem of selection of personnel started. Then need to devise a scientific method of recruitment was earnestly felt so that at less cost and in a short time a capable team of employees could be procured.

As the labour market become tighter and tighter and scarcity of talent in many specialized fields more and more evident, the problem of recruitment become more
complicated and difficult. Proper selection and placement of new employees is a prerequisite for the development of an effective working force in any organization. The main aim should be to ensure as far as possible that employees are engaged in jobs where they have a fair chance of being successful and at the same time well adjusted to their work and its surrounding circumstances. A faulty recruitment policy inflicts a permanent weakness and liability on the administration.

Plainly speaking, recruitment is the process of exhausting all the sources for finding prospective employees. It is the process of finding suitable employees and stimulating them to apply for jobs in the organization. Negatively the recruitment aims at eliminating the persons not duly qualified for the positions. Positively, a sound recruitment policy strives to maximize the mobilization of skills and talents so as to place the right man on the right job. Marshall E. Dimock has aptly observed it is securing the right people for particular jobs and take the form of advertising for large groups of
employees or training taking out a highly skilled individuals for special work. Initial recruitment of the right person for each job is most essential to ensure good administration. No amount of in-service training or reorientation programme of job rotation can set right the initial mistake of picking up a wrong man.

The perspective of development specially in a large agrarian economy like India lies not only in hastening the process of technology innovation and its adaptation in industry but in a more wholesome approach which in the present context would involve the assimilation of our rural subsystem to the urban mainstream. Such a process it is believed would essentially involve a change in the structural pattern of our society and shift our personal obligation from market determined priorities to socially determined basic needs.

India launched her massive programmes of socio-economic development in 1952 with a view to lift her teeming millions from the scourge of poverty, unemployment, illiteracy, ignorance and disease and to give them dig-
nified human life. Community development movement in-
augurated in October 1952 laid special emphasis on the
development of the local community as distinguished from
the development of the country as a whole. However, the
empirical studies show that “the grand Community De-
velopment Programme conceived as a people’s, pro-
grammes failed to take off because it degenerated into
a government programme designed and executed solely
by official without people’s involvement”.

The District officer is the principal coordinator of the
development programmes of the district. Most of the
functions in the field of developmental programmes are
technical in nature. In order to accomplish the coordi-
nation of field operations, the District Officer must gain
personal knowledge of local conditions and the functions
of each field agency and an intimate acquaintance with
the field supervisors and be prepared to acknowledge
himself as a leader of his equals. No doubt with his ex-
perience he plays a dominant role in the realization of
the objectives of the development programmes.
As stated earlier we can not realize the set goals of development programmes unless we manage to recruit trained professional to execute them. So far as professionalism is concerned it includes two main attributes—skills in one's job as a result of training and sustained experience, and the fundamental knowledge and deep familiarity with a subject that enable a man to move with ease among its concepts. Professionalism has of late become a fashionable term, almost a byword in the parlance of public personnel administration. In the raising debate of the day, the slogan among the public services seems now to be professionalise or perish.

Opinion of the scholars on professionalism may broadly be divided into three schools - the definition school, the evolutionary school and the revisionist school. Each of these schools has given a new dimension to the concept of professionalism. According to definitional school, a profession is an occupation based upon specialized intellectual study and training, the purpose of which is to supply skilled service or advice to
others. The scholars of evolutionary school believe that whenever an occupational group begin to emphasize the application of scientific knowledge in the interest of the clients, the group is said to be professionalised. The advocate of revisionist school have concentrated on components of profession. They conclude the examination of the characteristics of professionalism by noting the divergence between the development of knowledge in the abstract and application of such knowledge to individual in a work situation.

It is now generally believed that the public services of yesterday, their structure, procedure, personnel, recruiting policy etc. are going to be generally inadequate, and will in reality, be thrown out of gear, to cope with the administrative excellence of tomorrow. Indeed, meeting the future challenges squarely enough will be an impossible exercise for status quoistic service with only traditional or conventional skills available with them. It would surely need a new commitment, a pervasive and permeative ethos, and sharper tools and equipments.
In India though the commanding heights of administration are still by and large the governments preserves, wind of change has started blowing over the administrative landscape and some signs of professional cum specialist dent are also evident. But still professionalism has not completely been injected into the veins of Indian administration and remains sporadic in character. It still has not been introduced as apart of design or conscious plan or a long-term policy. While it is not suggested that there should immediately be a total blood transfusion after emptying all the old bottles, the need for adequate doses of professionalism is inescapable and, hence requires to be straight way recognized and acted upon.

In order to meet the challenges of development we should evolve a comprehensive training policy which should outline the scope of all training activities, approaches to training needs, assessment of the priorities and financing arrangements, the role and functions of different categories of training institutions and mechanism for coordinating their works, linkage of training to ca-
reer planning and development and guidelines for the monitoring and evaluation of training. A comprehensive and coherent training policy must become an integral part of the government’s personnel function and must be so implemented.

Undoubtedly after the independence the successive government in India laid much emphasis on the training but it has failed to find desired results due to various reasons. It is well known fact that training has been frequently done for the wrong reasons and in the wrong ways, Sometimes it is given as a reward for ones services in a particular department, but without any pre-training as to how the training given is proposed to be utilized after the trainee’s return from the course. Despite numerous pronouncements at regular intervals that training programmes must be related to a process of systematic career development, the training agencies either at the level of the central government or state governments have not been able to achieve their coordination. Interestingly some officers apply for training sim-
ply to escape from the hard work or responsibilities of job, or to avoid transfer to a hard station. And most of the training opportunities are generally utilized by the senior level official with the result that many of the middle level officials, who are crucial players in the political process, virtually have no in-service training throughout their career.

Furthermore those who are responsible for providing leadership to training activities have often treated their function as a discrete event rather than an overall programme of organizational improvement or relating to actual work environments. A rigorous evaluation of training programmes in the context of organizational and environmental framework has been lacking in most of the training efforts. Coupled with that has been the absence of systematic monitoring and follow up of the effects of training on one's career development or performance on the job. A piecemeal approach to training would only lead to a massive waste of resources and a lack of coordination in their use, creating an atmosphere of frustration and cynicism.
The functions which a civil servant has to perform in developing society often demand skills for which a formal university education at a young age, however broad based can scarcely be adequate nor can they possibly be acquired through experience alone. In a world of growing professionalism and fast changing technology, those who run the country must update their knowledge periodically and be familiar with the trends of current thought, developments in the technological field and applications of new concepts and approach to solution of problems in important areas of public administration. If the pace of development is to be quicked and the country is not be left behind others, a proper training of the personnel who execute and implement the developmental programmes of the government is necessary.

The training for public servants in development administration should aim at inculcate a general educational and questioning approach rather than teaching technical skills. Viewed thus, what a public servant would seem to need is a general administration training rather than
professionalised training. Only those who have to handle specific development project should have professionalism. Specialized training may be provided separately for meeting the needs of individual departments.

A general reaction to professionalism which is often expressed is that they are theoretical and academic and of no relevance to the professional requirements of the participants. This reactions to professionalism is generally expected among generalists whose experience and interest have developed among different lines eg. some in the field of rural development and employment programmes, some in land reform and others in tax administration or small scale industry.

However, the experience of many developing nations as of India during the past five decades suggests that the development of a modernizing nation is extraordinary difficult and requires highly skilled human resources. A developing nation in particular requires a highly qualified and trained public servants who can cope with the challenges of development and facilitate the delicate
process of making policies, decisions and manage the complex activities to implement them.

In India after independence, in order to meet the requirements of a new government that training became an integral part of the personnel policies of the government. Almost all the reports on administrative reforms from Gorwala Report (1953) to the reports of Administrative Reform Commission (1960-72) and many others have invariably emphasized the need for a systematic and coherent training a career development of public services. As a result of these attempts, there has been a proliferation in the number of training institutions and the number of employees receiving training in various technical and generalized aspects of public administration.

However, despite the above facts it is indeed a very debatable issue in India, whether the efforts at training have produced any substantial results and led to any better management of plans or policies. While it is difficult to argue that massive investment in training programmes have led to significant improvements in the ca-
pability of administration to respond to the challenges of development, it can however be maintained that the absence of such training facilities would have certainly led to a greater failure of development efforts. It should also be realized that training can neither be a solution to all administrative ills. It cannot also fulfill the gaps created by defective administrative structures, cumbersome rules and procedures and inadequate resources.

Current status of training suggests that a wide gap still exists between various measures recommended for strengthening the training machinery for development and the extent to which they are practiced. More than the training centres, the state governments hold the key to furnishing training functions. The gap appears to be the weakest link on account of administrative and organisational issues. If it is narrowed by affirmative action by respective government, training for development will receive a magnetic boost. A perspective training should be prepared in every state for all developmental personnel at various level of development administration.