



School of Social Sciences  
Indira Gandhi National Open University

**BPAC-113**

# **DEVELOPMENT ADMINISTRATION**

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## **COURSE INTRODUCTION**

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The Course discusses the meaning and emergence of the concepts of development and development administration. This course comprises 6 blocks, with 10 units each discussing various facets of development administration. The First block namely 'Development Administration: An Introduction' highlights the concept of development and development administration, meaning and objectives of development administration. Besides it also distinguishes between the traditional public administration and development administration. The Second block namely 'Trends in Development Administration' discusses on contemporary approaches with respect to development management and new public service.

The Third block entitled 'Role of Various Agencies' focuses on the role of various agencies like political organisations and political parties, NITI Aayog, finance commission, local bodies, and voluntary associations and non-profit trusts/societies such as cooperatives, neighbourhood associations, and people's organisations – CBOs, youth task force, and SHGs. The Fourth block of the course 'Case Studies' discusses the case studies in development administration.

The Fifth block is on the 'Decentralisation: Administration of Development at Grassroots'. It brings out the various issues on administration of development at grassroots level. The Sixth block is titled 'Administrative Reforms'. It focuses on few important administrative reforms that shaped the development administration in India.



**BLOCK 1 DEVELOPMENT ADMINISTRATION: AN  
INTRODUCTION**

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# **UNIT 1 DEVELOPMENT ADMINISTRATION: AN INTRODUCTION**

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## **Structure**

- 1.0 Objectives
- 1.1 Introduction
- 1.2 Meaning of Development and Development Administration
  - 1.2.1 Concept of Development
  - 1.2.2 Development Administration: Meaning and Definition
- 1.3 Scope of Development Administration
- 1.4 Objectives of Development Administration
- 1.5 Features of Development Administration
- 1.6 Difference between Traditional Administration and Development Administration
- 1.7 Conclusion
- 1.8 References

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## **1.0 OBJECTIVES**

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After studying this Unit, you should be able to:

- Explain the concepts of Development and Development Administration;
- Trace the growth of Development Administration;
- Discuss the interrelationship between Development Administration and public Administration; and
- Explain the objectives, features and challenges of Development Administration and Administrative Development.

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## **1.1 INTRODUCTION**

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Development Administration is evolved as a branch of public administration and primarily concerned with government and administration of developing countries of Asia, Africa and Latin America which emerged after Second World War. It focuses to develop the activity of government to bring a change, especially in achieving the progressive

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objectives in the social, economic and political fields. Development administration put forward any social or political system and structure on the path of development. It is also concerned with well-organised, integrated and directed efforts of national government to bring about socio-economic progress, welfare and well-being of people at large.

The basic objective of Development Administration is to understand the administrative problem related to development, which in turn creates various impediments in the way of development. These impediments include poverty, illiteracy, population increase, resource crunch, environmental protection, food production, energy crisis, deterioration of human environment, absence of national unity, decrease in per capita income etc. These and more impediments collectively, when accumulated, put pressure and impact on the capacity and skill of administration and by which they become less effective. That is why development administration has become important and compulsory elements for the whole nation, so that they can act for social, economic, and political development of nation as such.

To understand development administration this Unit clearly discusses 'Administration' and 'Development', which is a wide-ranging term and further highlights various features of 'development administration' for success of development administration, and its usefulness to bring fruitful and satisfactory results by removing bottlenecks and impediments related to development.

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## **1.2 MEANING OF DEVELOPMENT AND DEVELOPMENT ADMINISTRATION**

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### **1.2.1 Concept of Development**

Development is an aspect of positive change in which emphasis is given to improve quality of life of people along with nations, civilisations and culture. It is concerned with multifaceted phenomena, which is participatory in nature and covers both quantitative and qualitative aspects of improvement. Actually, in 1950s and early 1960s, development is equated with economic growth, which deals with "basic needs approach" in terms of sustained increase in real per capita gross national income. Despite, its utility, success

and usefulness, has not brought its 'trickle down' effect. So, in late 1960s and early 1970s emphasis, is laid to cover the context of Human Development Index in a United Nations framework and, is changed to 'growth with redistribution' which covers the essential needs of self-reliance, empowerment, security, more equality of opportunity, promotion of employment, greater individual freedom, improvement in the carrying capacity, including health and nutrition, sanitation and shelter, education and water supply etc. Accordingly, development is an agent of socio-economic progress (transformation) and nation-building.

With diverse meaning of the term development, it is a very complex task to define it. It is a dynamic and changing concept and it has its origin in human civilisation and culture. It is a kind of liquid material that takes the shape of the utensils in which they are placed. It is now better to refer to various definitions given by different scholars. "Development never will be, and never can be, defined to universal satisfaction", states the Brandt Commission Report (1980). Many economists defined 'development' in terms of economic productivity; Sociologists use this term in the context of social transformation; some political thinkers include democratisation, political capacity, expanding and increasing the capacity of the government and political system in it and still others like administrators think of it in terms of developing administrative capacity and skills. Thus, development comprises of various dimensions of economic, political, administrative and social. Moving further, it is now necessary to understand development in a holistic framework.

According to Weidner (1970), development is a process of growth "in the direction of modernity and particularly in the direction of nation-building and socio-economic progress". In the words of T N Chaturvedi (1984) "Development is a multi-dimensional phenomena. It aims at economic development and productivity, socio-cultural transformation of people and social justice among different section of people". Hahn-Been Lee (1970) defines development in terms of both process and purpose "as a process of acquiring a sustained growth of a system's capability to cope with new, continuous changes toward the achievement of progressive political, economic and social objectives".

Fred W Riggs (1970) defines development as “rising level of autonomy or discretion, in the sense of ability to choose among alternatives, not, of course, in sense of caution or moderation”. He introduces the concept of development as “an increase in level of discretion of social system”. According to Dudley Seers (1969), development is “the realisation of the potential of human personality” and he further argued and suggested that this was best achieved through the “reduction of poverty, unemployment and inequality” and later realised necessity to include self-reliance and increased cultural independence. Further, Michael Todaro (1977) described development as a “multi-dimensional process involving changes in structures, attitudes, and institutions as well as the acceleration of economic growth, reduction of inequality, and eradication of absolute poverty”.

In brief, it is now clear that development is multi-dimensional process, which includes the social, economic, political, administrative and human elements in which we give utmost priority and importance to humanistic aspect in terms of improving the well-being of the people. Further holistic and detailed meaning of development is related with the expansion in the capacity, performance, suitability and eligibility of the economy and political system of every nation including democratisation, social correction, development, improvement and transformation. So, development is a complex process and development administration has been the cornerstone (base pillar) to fulfil these roles of development which is discussed in the sections ahead.

### **1.2.2 Development Administration: Meaning and Definition**

Development Administration is a change-driven, positive and moving perspective, which is functional for bringing socio-economic change in society. Development Administration is new approach, which emerged immediately after Second World War. It is concerned with government and administration of developing countries of Asia, Africa and Latin America. It has evolved as a branch of public administration. It focuses to develop the activity of government to bring a change, especially towards achieving progressive objective in the social, economic and political fields. Development Administration puts

forward any social or political system and structure on the path of development. It is also concerned with organised and managed efforts of national government to bring welfare and well-being of people. Many scholars have defined development administration in their own way:-

Merle Fainsod (1963) has defined Development Administration as “a carrier of innovative values.....It embraces the array of new functions assumed by developing countries embarking on the path of modernisation and industrialisation. Development Administration ordinarily involves the establishment of machinery for planning, economic growth and mobilising and allocating resources to expand national income”. According to Edward Weidner (1963), Development Administration is an “action oriented, goal- oriented administrative system.....guiding an organisation towards the achievement of progressive political, economic, and social activities”. Another exponent John Montgomery (1966), has defined it as “carrying out planned change in the economy (in agriculture or industry, or capital infrastructure supporting either of those), and, to a lesser extent, in the social services of the state(especially education and public health)”.

On the other hand, Fred W Riggs (1970), has defined Development Administration as “organised efforts to carry out programmes or projects thought by those involved to serve developmental objectives”. According to George F Gant (1979), Development administration denotes a “complex of agencies, management systems and the processes that a government establishes to achieve its developmental goals. Development administration has an innovative dimension, as it is flexible enough to design new methods, procedures, policies, which could save time, increase effectiveness and quality”. Further George Gant put forward characteristics of Development Administration by its purposes, its loyalties and its attitudes. The purpose of Development Administration is to stimulate and facilitate definite and defined programme to bring in socio-economic progress. The loyalty of development administration has to be accountable to the people at large and attitudes of Development Administration should be positive, persuasive and innovative.

So, it is now clear that if we take stock of Development Administration in an elaborative and detailed framework, then we find that it includes the aspect of total nation-building

based on and by following all processes, plans, policies, programmes and projects to achieve socio-economic progress and national goals. It is concerned with modernisation, institution-building, democratisation and establishment of just and equal social and political order so that benefits can show a trickledown effect. It is planned change to strengthen administrative capacity and to Administration of Development plans, policies, programmes and projects including improving/removing environmental, traditional and parochial cultural constraints. Accordingly, development administration is concerned with three major components namely: (a) prevalent enthusiasm, zeal and willingness to undertake development projects, (b) employing new forward moving techniques, and (c) suitable skill and capacity building to achieve various aims and objectives of development.

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### **1.3 SCOPE OF DEVELOPMENT ADMINISTRATION**

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As discussed above it is clear that 'Administration' and 'Development' is a wide-ranging term and 'Development Administration' being a part of both, is natural and its scope is wide. Like administration, scope of Development Administration is very wide, under which development related determination of economic, social and political policies and objectives, organisation of organised developmental activities, establishment of organisational structure for improvement and development and all the activities, including arrangements for administrative development system of means and tools necessary for the attainment of economic objectives, are included. Just as there is a difference in the definition of Development Administration, similarly there is a difference in the determination of its subject area and scope.

Both Fainsod and John D. Montgomery have analysed scope of Development Administration as planned economic development. Both relate development administration with economic development of country and observe that all kinds of economic development related activities are included in its scope.

Scholars with different views, like Lucien Pye, F. W. Riggs and Edward Weidner have, pointed towards the wide areas of Developmental Administration. They have stated that

the administrative process of fulfilling the political, economic and social objectives set by an appropriate officer or government is called Development Administration. According to them, scope of development administration is not limited only to economic development but social and political development are also included in its subject matter. Development Administration is related to all those programmes, schemes, purposes and organisation that work for the overall development and nation-building of the country. It is such a developmental and progressive process that fulfils the developmental goals of administration by using the new, modern, and up-to-date means, tools and abilities.

Accordingly, with the analysis of thinkers of both sides of the spectrum, we find that the area is determined by both in their own way. But it is so certain that both are unanimous in area, scope and subject matter of Development Administration and relate it with nation-building. Under the area of Development Administration, forms of work and efforts made for nation-building are implemented by public organisations and government administration. According to J N Khosla, Development Administration is a difficult administrative structure in which economic, social, political, and administrative means and powers are mixed for the fulfillment of objectives and goal.

In this context, it is need of the hour to understand that scope of Development Administration, which is expanding day by day in a positive direction to cover basic societal needs and welfare. It is related to achieving wide spectrum of goals, which is developmental in nature. It not only brings social, cultural, political, and economic changes, but also, purposeful planning and programming through active people's participation. For proper utilisation of natural resources and to achieve wide variety of developmental goals Development administration constantly interacts with environment. Lest us try to understand the complexion of development administration under the following heads:

**a) Treatment of economic problems and poverty alleviation**

Solution of economic problems like poverty, hunger, poor economic opportunities, systematic social deprivation and neglect of public services like clean water, housing, clothing and health is also possible under development administration. In this context, it is utmost important for development

administration to solve these problems for the smooth operation of the economy. Satisfaction of human needs is the basic objective of economic life in the context of limited resources. Economic resources are limited due to demand and alternative experiments, and on the other hand, there are different types of demands in society. George F. Gant, while defining Development Administration includes poverty alleviation as an important goal. Amartya Sen (1999), on the other hand in his book '*Development as a Freedom*' while highlighting aspects of capability approach also relates economic poverty and substantive freedom from capability perspective, as opposed to measuring it in terms of per capita income. He stressed on intrinsically important deprivations, which causes capability deprivation, that is, on real poverty, and on relations between low income and low capability. Therefore, an important concern of Development Administration is to use the limited resources according to human needs and social satisfaction, which can lead to smooth operation of economic system.

**b) Fulfillment of goals for increasing rational needs and opportunities**

The problem of rational use of limited resources and solution to the problem of meeting the eternal and endless needs also comes under the area and subject matter of Development Administration. It is in this context it is important to understand that development is not only limited to basic quantitative aspects of poverty alleviation and fulfillment of the physical needs only. In a contemporary perspective, it covers improvement in both quantitative and qualitative aspects of human life and dignity, empowerment and capacity building including important aspects of human development index like quality of life, education, health and human rights. Equality of opportunities and sufficient choices can only satisfy their life's basic necessary needs and aspirations. Amartya Sen (1999) says, 'Expansion of freedom is viewed, in this approach, both as the primary end and as the principal means of development. Development consists of the removal of various types of unfreedoms that leave people little choice and little opportunity of exercising their reasoning agency'.

**c) Development administration, political culture and ideology**

Political culture and ideology provide functioning and working efficiency and effectiveness for development administration guides and monitors implementation of various developmental policies and programmes. For that purpose, development administration performs duties or services as a steering wheel that govern society to firmly lay down and well-demarcate goals of political leaders and staff attached to the development process. It removes the barriers and lose ground between development necessities and administrative development.

**d) Nation-building, social welfare and traditional and parochial social structure**

Development Administration also covers the task of nation-building and social welfare. It needs to mould, reconstruct parochial social structure and relationship based on religion, kinship pattern, caste etc. in a globalised modern era. Therefore, it needs to focus more on democracy, industrialisation, promotion and development of technology, education, equity, social justice, job creation and other interlinked aspects of social welfare for national development. Social change is necessary and for this social traditional custom that impede the process of development needs to be converted and improved for the ever increasing task of nation-building.

**e) Implementation of development administrative policies**

The policies of development administration are of no use till they are followed or fill there is proper implementing system. In the field of administration, various administrative policies are followed to solve various problems arising in the field of recruitment, training, promotion, rules of conduct, classification, etc. It gives tangible form and right direction to development administration by creating certain fixed and positive policies of the government in this regard.

**f) Institution building, planning and programming**

Proper and suitable institutional framework is needed to implement developmental projects, planning and programming, so that it converts these into action to bring balanced growth, which is acceptable to society at large. For this it

is important to give prominence to proper assessment and utilisation of resources, firmness of plan precedence, appropriate formulation, fair implementation, suitable monitoring and reasonable evaluation of plans and project with efficiency, economy and effectiveness. Accordingly, various components of institutional framework need to be well-coordinated for effective development administration, with an aim to achieve maximum results with minimum costs and time.

**g) Development administration, ecology, and environment**

As we know administration works under the provisions of Constitution as well as political and legal framework. Moving further during 1960s, comparative analysis indicates that development administration is ecological in its nature. It needs to change in consonance with changing political, social, economic, and cultural scenario, because it cannot survive in a vacuum. It affects the environment around it and is in turn affected by it. No growth model and development scheme, no sophisticated technology and even the adoption of best technological assistance from foreign country can be planted on a developing system blindly. For that system has to be ready to receive changes. All such changes have to be suitable to its local conditions.

**h) Development administration is transboundary in its nature**

Development administration is transboundary in nature as it is not only limited to national level, but it also crosses the boundary. For proper developmental planning, strategy and adoption of technological know-how, we have to depend on the foreign countries for trade, necessary financial aid and technology. Therefore, development administration goes beyond the boundaries.

It is obvious from the above discussion that the area, scope and subject matter of the development administration is very wide and it includes all the schemes related to national development programmes, through which economic, social, political and administrative development of the country can take place. Not only this, the solution of

problems of production, consumption, exchange, distribution and revenue also comes under the area of development administration.

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## **1.4 OBJECTIVES OF DEVELOPMENT ADMINISTRATION**

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After having analysed the area, scope and subject matter of the Development Administration, we will now describe the objectives of Development Administration. Its basic objective is to understand the administrative problem related to development, which in turn creates various impediments in the way of development. These impediments include poverty, illiteracy, population increase, resource crunch, environmental deterioration, fall in food production, energy crisis, low living standards of middle class, absence of national unity, decrease in per capita income etc. These and many more impediments, when accumulated put pressure and impact on the capacity and skill of administration and by which they become less effective. That is why development administration has become important for the, social, economic and political development of nation as such. Despite various impediments, it is important to give emphasis and create such environmental situation for administrative institutions by implementing developmental programmes, which can bring fruitful and satisfactory results. The usefulness and success of Development Administration depends on the following objectives in mind:

- carrying out development-oriented goals through organised efforts, including regulatory administration of government.
- strengthening the administrative machinery, which would bring about socio-politico-economic development.
- developing, building and improving public administration systems in the direction of nation-building.
- establishing social justice through equitable distribution of benefits among masses.
- addressing equity and redistributive issues, with focus on the implementation problems.
- dealing with issues of Fundamental Rights, human rights and basic human needs

- strengthening and increasing the administrative capacity for development.
- administration of development plans, policies, programmes and projects including improving/removing environmental constraints.
- mobilising resources and their allocation for various development activities at a large-scale.
- increasing responsibility to carry out intended change in the direction of social, political and economic arenas.
- developing coordination among various functional units of developmental projects for proper and timely implementation.
- understanding the actual local problems by administrative officials so that they can formulate developmental policies and programmes according to needs and aspiration of local people.
- Facilitating dedicated administrative leadership to generate awareness, commitment, discipline and feeling of unity for success of economic planning and community development plan.
- Encouraging active and voluntary participation of people at large is for making developmental programmes functional.
- Bringing efficient, skilled, competent, trained bureaucracy to bring suitable new changes and transformation in society; and
- developing proper and amicable relationship between permanent executive and political executive for public policy formulation and implementation.

Though, development administration is necessary for developing country's development, modernisation, democratisation, socio-economic transformation and nation -building, but irony is that speed and pace of development is very slow. Traditional society, lack of education, unbalanced development, political instability, unskilled administration, absence of new technology in developing countries are primarily responsible for slow development. Therefore, usefulness and success of development administration depends on fulfilment of various objectives to bring fruitful and satisfactory results.

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## **1.5 FEATURES OF DEVELOPMENT ADMINISTRATION**

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After understanding the importance of objectives of development administration in bringing substantial results by removing bottlenecks and impediments related to development, it is now pertinent to know its various features. A number of scholars have defined Development Administration, but it is difficult to find its agreed definition. Though development administration is a new concept in the field of study of social sciences. Over the years its meaning has undergone a change with new developments and experiences. But even then, development administration not only highlights the problem but suggests and coordinates government in its solution. By providing solutions, development administration helps in national development. On the basis of analysis of various definitions, a number of features of Development Administration can be identified from the point of view of study, which are as under:

**a) Result and change-oriented**

To my mind, result orientedness is the first and more important features of Development Administration. People of any nation want immediate and rapid results. Development Administration at the same time wants to solve problems in a definite time-frame and for that it employs various welfare-oriented productive facilities related to increase in per capita income, education, health etc.

Textual meaning of development is also related to change. To bring that change, development administration acts as a base pillar. Its prime concern is to bring desirable, constructive, fruitful, effective, and intended planned change in the direction of nation-building and socio-economic progress. For development, this kind of nation-building and socio-economic change is utmost important. These changes can be possible by development administration process.

**b) Client and goal-oriented**

The purpose of administration is basically to serve the people at large and for this it is an utmost responsibility of administration to always do welfare-oriented work for them. People also monitor their various works. In this context, Development Administration's central concern is towards satisfying the basic needs of its client (people) and work

positively for the upliftment of poor and weaker sections of society. It is needed to be flexible and action-oriented in its approach for delivery and administration of community development programmes. For this purpose, development administration requires requisite capacity to mediate and respond to the substantive demands of the people and environmental challenges. Therefore, these clients are not the only functional responsibility of Development Administration, but due to the benefits that they derive, they actively participate in the public welfare programmes.

Another distinctive feature of Development Administration is its goal orientedness. It attempts to achieve targeted socio-economic goals of certain specific programmes to bring the desired results. Development Administration and its structure acts as an instrument of development process. For this, changes in the direction of modernity of administrative structure, its capacity to handle development-oriented activities and goals, required autonomy to apply rules and procedure with discretion to accelerating the way for economic, political, and social development are important.

#### **c) Progressive and plan-oriented**

Progressive development for achievement of socio-economic goals is also an important task of government in the developing world. This is being done by the instruments of development administration, which call for training and development of administration. This, in turn, forecasts new competencies in the context of changing technology and methods.

Development Administration is also concerned with intended planned change in the direction of nation-building and socio-economic progress. It includes strengthening administrative capacity and administering development plans, policies, programmes and projects including improving/removing environmental constraints. In developing countries, where human and material resources are scarce, governments are required to adopt development planning techniques as an invaluable aid in promoting social and economic development (Sapru, 1994). The identification of major functions to be carried out and their alignment are basic ingredients to development administration.

#### **d) Coordination and participation-oriented**

Development Administration is concerned with organised and coordinated efforts to carry out various developmental activities. These activities are channelised for building of human and material resources for development. Coordination is important to bring organised efforts, discipline among various administrative units and for proper monitoring and investigation. Accordingly, development administration decides, prioritises, and applies suitable and appropriate methods of control and coordination at different functional level. It is then we can expect proper implementation of various policies and programmes.

On the other hand, for the development of any society or nation, active and greater participation of people is very important to achieve development goals. Without their meaningful participation in the developmental process, it would be impossible to realise desired socio-economic progress. Proper participation of people can create an atmosphere for mutual cooperation, sacrifice, surrender, mercy, love and tolerance which are necessary conditions for development. Particularly for development administration it is important that people give effective cooperation in the implementation of government's developmental programmes. For this, administrative needs to create and promote conditions to facilitate greater and effective participation of people in the process of change and delivery of public goods and services. Their participation in public policy making, implementation, evaluation and monitoring with the purpose of benefitting them.

**e) Capacity building and Commitment- oriented**

Development Administration creates, enhances, and builds capacities as a means for achieving many developmental goals. The inherited administrative system needs to change to respond to accumulated and combined challenges. Therefore, it focuses on developing skills and improving knowledge of development-oriented administrators according to the needs and pressures of the masses.

It is also an important characteristic of development administration to do particular work with full commitment and enthusiasm. Bureaucracy is expected to be involved and always performing with full commitment toward their duties and responsibilities. It is expected to complete the projects in a given time and space. Commitment puts

development administration into developed form and expand ways for all-round development.

**f) Creativity and Innovativeness-oriented**

Creativity is an also an important feature of Development Administration. It is an ability and power to develop new ideas. Therefore, the techniques and means of doing new ways of doing things, are one of the essential requirements for development administration.

An important aspect of development administration is innovativeness. It means application and adoption of new ideas, structure, procedures, methods, policies, plans and programmes with the objective to achieving developmental goals to the maximum extent possible with minimum resources. Therefore, it promotes and carry out qualitative innovations to increase effectiveness.

**g) Environment and welfare-oriented**

Development Administration is a planned change to strengthen administrative capacity and improve/remove environmental constraints. For this, it actively needs to interact and respond to the demands and challenges arising from its environment. Fred W. Riggs has highlighted how changes in administration affects its environment and environmental changes have impacted various activities of administration. Development Administration requires to be responsive, accountable, and flexible enough to design new methods, procedures, and policies.

The main purpose of development administration is all-round development. When determined developmental goals and priorities are in consonance with all-round development and public welfare, then, we find a situation of development administration. This form of development administration is visible since State's objective is public welfare-orientedness.

**h) Time-bound accountability and social realities-oriented**

Time orientation is one of the important characteristics of Development Administration. It involves the completion of various welfare-oriented developmental programmes as quickly as possible. A definite timeframe is essential for development administration, as

fast development of society is possible only when it can bring meaningful and progressive socio-economic change in a least possible time. Therefore, all activities of development are done by keeping in mind the importance of time.

Development Administration requires to be accountable, responsive, dynamic, innovative, developmentally conscious and flexible enough to design and perform their developmental roles. A top-down and bottom-up flow of communication patterns and initiative are important features of accountable administration. Highly centralised public policy making is a major constraint, which we inherited from colonial administration. As we know that flexibility, creativity, positivity, persuasiveness, innovation, and adaptability is crucial in the planning of development activities. In turn, it requires committed, enthusiastic, dedicated, and motivated administration at various levels to accomplish progressive development goals.

Development Administration is also required to be in touch with social realities at local and grassroots levels. Due to heterogeneous differences between rural and urban areas, between various socio-economic, political and ethnic groups, development administration needs to in constant touch with rapidly growing, changing and shifting social realities.

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## **1.6 DIFFERENCE BETWEEN TRADITIONAL ADMINISTRATION AND DEVELOPMENT ADMINISTRATION**

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Many scholars like George Gant, Ferrel Heady and others have sought to conceptualise development administration as different from traditional administration. They explain that these two types of administration differ from each other in terms of purpose, structure and organisation, attitudes and behaviour, capabilities, techniques and methods. This is the implicit meaning of the observation of John Gunnel who says, "The increasing shift of development scenario requires increased diversification and specialisation of knowledge and skills and high level of managerial ability for integrative co-ordination. For quickening the pace of development, there is an additional need for a new breed of administrators of superior calibre and vision, with a passion for achieving results and of those who can take risks and introduce innovations. There is an increasing need to have

heightened sensitivity to the welfare of the poor sections and greater responsiveness to the political process." It follows that development administration has to have different features and should be based on different requisites than the traditional or law and order or general administration. The distinction between the traditional and Development Administration has been presented by S.P. Verma and S.K. Sharma as follows:

<b>Traditional Administration</b>	<b>Development Administration</b>
Regulatory Administration (routine operations)	Unpredictable new tasks or problems (rapidly changing environment)
Oriented towards efficiency and economy (emphasis on individual performance)	Oriented towards organisational growth and effectiveness in achievement of goals (emphasis on group performance and inter-group collaboration)
Task orientation and conformity to rules and procedures (Concern for security, playing safe, comfort status and power)	Relationship oriented with emphasis on high programme standards (willingness to take risks, encouraging innovation and change)
Sharp and elaborate hierarchical structure (strict and authoritative, climate of mistrust)	Structure shaped by requirements of goals (flexibility and continuously changing roles, mutual trust and confidence)
Centralised decision-making (past experience as the main guide to problem-solving)	Wide-sharing decision-making. (empirical approach to problem-solving and use of improved aids to decision-making)
Emphasis on maintaining status quo (resistance to organisation change)	Continuous organisation development in response to environmental demands (development of an organisation which is dynamic, adaptive and futuristic)

Traditional administration has been visualised as the one concerned with fulfilling all the legal requirements of governmental operations and maintenance of social stability. In the main, this type of administration confines itself to the maintenance of law and order, collection of revenues and regulation of national life in accordance with the statutory requirements. The assumption behind the differentiation between development administration and traditional administration is that administration in newly emergent nations must switch completely from law and order values to developmental values. Thus, the qualitative goals of Development Administration i.e., planning for the people, with people's support and co-operation distinguishes it from the quantitative goals of Public Administration i.e. implementing rules (Adapted from BDP, EPA-03 on Development Administration).

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## **1.7 CHALLENGES OF DEVELOPMENT ADMINISTRATION**

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Development Administration is an important element of every country's national development. Development can and never be uninterrupted, unrestrained, continuous, and incessant. Time, situation, culture, etc., are problematic for the pace of development and can bring various challenges in the functioning of development administration. Various problems arise because the developmental path, which the developing countries (new nations) have set to follow are new and, therefore, differ from traditional path. However, in the realisation of new developmental goals, new nations are faced with many problems and challenges. It is difficult to analyse and discuss all challenges of development administration. From the point of view of study and interpretation, a number of challenges of Development Administration can be identified, which are as under:

- Existence of traditional society,
- lack of education,
- political instability,
- unskilled and untrained administration,
- absence of new technology,
- lack of modern techniques of management,

- administrative and procedural delay,
- lack of enthusiasm, zeal and commitment in planning and implementation
- lack of sufficient discipline,
- lack of proper coordination and objective relationship between specialists and generalists,
- highly centralised public policy making,
- poor direction, training and guidance,
- adopting poor methods and forward moving vision in public policy making,
- mismanaged and poor organisation of public enterprises, government departments, boards and regulatory organisation and financial institutions,
- poor response of the people,
- existence of traditional attitudes, old customs, inappropriate languages and religious beliefs,
- lack of political support to development programmes; and
- dearth of finances and material resources etc.

#### **Activities**

1. Visit your nearby hospital and make a list of the development activities taking place there.
2. With the help of newsclips and write-ups, distinguish between traditional and development administration.

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## **1.8 CONCLUSION**

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It may be concluded that with above problems and challenges of development administration, it may not be in a position to move forward in a desired direction. As outward movement is not possible, rather accumulation of these diverse challenges

pushes it backward. If we actually want to move forward then we have to remove our old customs and traditions as, there is a need to bring suitable changes in the contemporary context. It is also important to understand the need to improve and strengthen the capabilities of administrators. Further, at the same time, we have to control unorganised society, turbulent environment, establish coordination and reconcile conflict of interest in human beings also. We also need to remove chaos, confusion and disorder in society by carrying out policies and programmes related to developmental goals of nation-building and socio-economic progress. Otherwise, development administration would remain in jeopardy.

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