

M.A.PUBLIC ADMINISTRATION 2nd SEMESTER

PAPER-402(DEVELOPMENT ADMINISTRATION)

TOPIC-DEVELOPMENT ADMINISTRATION:INTERACTIONS AMONG BUREAUCRATS

UNIT-IV

What Is Development Administration?

Development administration is a dynamic concept which brings about socio-economic and politico-economic changes in society. Aiming towards development, it strives for change, growth, progress and overall development in every sphere of a country. It was first introduced by **Edward W. Weidner**.

Edward Weidner in new window defined development administration as “an action-oriented, goal-oriented administrative system”. In addition, he observed that development administration is the process of guiding an organization towards the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or another.

Different authors have also shared variant definitions of development administration, some are as follows:

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“Development administration is a carrier of innovating value. It embraces the array of new functions assumed by developing countries embarking on the path of modernization and industrialization. Development administration ordinarily involves establishment of machinery for planning, economic growth and mobilization and allocating resources to extend national income.”

G.F. Gont

“Development administration is that aspect of public administration in which the focus of attention is on organizing and administering public agencies in such a way as to stimulate and facilitate defined program of social and economic progress. It has the purpose of making change attractive and possible to the population generally.”

J.D. Montgomery

“Development administration means carrying out planned change in economy (agriculture, industry and capital), and to a lesser extent in the social service of the state (education and health).”

In all these definitions above, the following concepts can be pointedly observed:

It is a process to move towards higher position.

It is a perpetual and a dynamic process.

It is a joint effort for the achievement of determined goals.

It is a work-oriented and goal-oriented administration.

It is a significant instrument to solve the diverse problems of the third world.

It is not only the administration of development but also the development of administration.

It is an administrative machinery for a change and modernization of Third World (Opens in new window societies.)

According to the eminent author, Ramesh K. Arora, the term development administration has been used in two interrelated senses.

First, it refers to the administration of development programmes, to the methods used by large-scale organizations, notably governments, to implement policies and plans designed to meet their developmental objectives.

Second, it indirectly involves the strengthening of administrative capabilities. These two aspects of development administration, that is, the administration of development and the development of administration (or administrative development) are intertwined in most definitions of the term. The concepts support each other, as the development of administration is needed for the administration of development.

What's this?

In **Riggs's** opinion, 'development administration' (administration of development) and 'administrative development' (development of administration) have a chicken-and-egg kind of relationship. Superiority of one concept over the other cannot be established. — (Administrative Theory, Pardeep Sahni, Etakula Vayunandan)

The following are the characteristics of development administration:

Change-oriented

The distinctive feature of development administration is its central aim oriented towards socio-economic change. This is the dynamism with which development administration is distinguished from the conventional administration which is primarily oriented towards the maintenance of the status quo.

Result-oriented

Development administration is aimed at achieving result; for it strives to bring about rapid changes within a definite time schedule. Its performance is directly related to productivity, for example, increase in per capita income.

Client-oriented

Another positive objective of development administration is its commitment to meeting the needs of marginal farmers, landless agricultural labourers and rural artisans in developing countries. The socio-cultural and politico-economic progress of these sections forms the essential basis of the performance appraisal of development administration.

Citizen participation oriented

Development administration is devised and built-in with the principle of associative and participative system of administration. Here, people are significantly acknowledged. They are taken as active participants in the formulation and execution of developmental plans, policies and programmes and not merely as passive recipients of goods, services or benefits.

Commitment to fulfill public demands

Development administration is positively aimed at the fulfillment of public demands. Its consciousness of the civic services makes it committed to achieve certain dreams and aspirations of people because it understands the satisfaction of public wishes affects political and administrative development of a country.

Concerned with innovation

Development administration again stresses emphasis towards the replacement and/or improvement of existing governmental structures and norms with the ones that suit the changing political and social environment. In other words, development administration is one that is dynamic and progressive in thought and action.

Administration of industrial societies

Development administration is aimed at bringing changes to the society which is industrially and economically progressive. The industrial society fixes standards for administrative behaviour and performance of functions which become models for development administration. In such societies the methods of procedure and administrative organization take practical shape. Countries which have been industrialized can easily be developed in other walks of life. Thus the industrialization progress and development go hand-in-hand.

Effectiveness of coordination

Development implies increasing specialization and professionalization. Hence, the number of agencies and organizations involved in development tasks has considerably gone up. To meet the maximum benefit of this emergent administrative system, coordination between various administrative units and activities is essential.

Efficient administration

Development administration aims to bring efficiency in the practice of administration without which its aim of maximum development cannot be attained. If the aims of projects formulated for development administration are achieved within the time frame, then administrative efficiency is said to be attained. The development administration always strives to increase administrative efficiency through administrative development with the ultimate goal of avoiding wastage of time and resources.

Democratic values

Development administration aims to bring democratic values to the fore of administrative settings. Democratic values imply the feelings of responsibility and aims for public welfare and respect to the human values and rights. Since it is concerned with the efforts of public administration, public activities are undertaken with view to keeping public welfare and democratic values in place

The role of bureaucrats assumes particular significance in any country

involved in programme of extensive economic, political and social development. The

Administrative Reforms Commission in the opening paragraph of the 'Report on Personnel Administration' states: "Society depends for its progress and well-being, on the effective functioning of Government And Government whatever its type— democratic or otherwise will in the last analysis be as good as what its personnel make of it

the decades since World War II we have witnessed a tremendous drive for economic and social development by the majority of the countries. But 'development' has been synonymous with economic, social and political change in the countries of Africa, Asia, Latin America, the Caribbean and the South Pacific. These countries have mainly been described as less developed, underdeveloped or developing countries. But here one thing has been very conspicuously present and that is the lack of consensus regarding the meaning of development But whatever be the dispute regarding the meaning of 'development' it has been a common practice for all these newly independent nations of Asia and Africa to achieve development everywhere. Hence the term development administration has ushered in.

Development does not bring in westernization or modernization, but

introduces modern techniques, both technical and social, in pursuit of social objectives.

The concept of development administration is somewhat a new addition in the dictionary of public administration. It is synonymous with an action-oriented, goal-oriented, administrative system. Fred Riggs characterized development administration as an administrative problem in government reform. Development administration is actually that aspect of public administration that focuses on government-oriented change towards progressive, political, economic and social objectives.

The newly independent countries of Asia, Africa and Latin America have one major national goal i.e. change, a rapid change in a very short period of time. The major concern of development administration of these countries is—management of change. In any country involved in programme of extensive economic, political and social development and change, the role of bureaucracy assumes particular significance. Bureaucracy plays a crucial role in development administration of those countries. It has been entrusted with the enormous task of widespread development and change in every sphere.

The bureaucratic model that is most widely accepted even today by scholars and administrators alike is the classical or Weberian model portrayed by Max Weber in the early 20th century. This Weberian model of bureaucracy with its emphasis on neutrality, adherence to rules and procedures, division of duties etc. is not very much conducive with development administration, because Weber has described administrative system as a steady system where there has been no scope for change or development. But developmental situation requires risk-taking and achievement orientation. Here decision-making is somewhat innovative and situational rather than

long, calculative, departmental procedure.

Indian bureaucracy has been structured on the model of the British Civil service as a part of the colonial legacy. During pre-independence India, the British administration paid little attention to development of its colony. The function of the colonial Indian administration was regulatory one i.e. maintenance of law and order, and collection of revenues. After independence, a sea change has taken place in the administrative field with the change in the nature of the state. India has become a democratic state with its emphasis on welfare of its citizens. Bureaucracy has become the main custodian of welfare and well-being of its citizens.

India has been engaged in the gigantic programme of development since the inauguration of the development process through planning in 1952. She has so long been striving to remove the remnants of colonialism in order to gain self-sufficiency and to achieve the goal of equality and justice. The success of these tasks depends to a large extent on the performance of public administration. The strategy of planned economic growth and the consequent formulation and implementation of plan policies put a tremendous strain on the administrative system. The success of developmental plans and policies depends to a significant degree upon the effectiveness and capacity of public service.

India's development experience is embedded in a highly expanded role of the state. On Nehru's vision of planned development, the state occupied a pre-eminent position. The intervention of the state in economic and social development has become a part of the nation-building process. It is an agency that is instrumental in serving the society to provide public goods from which everyone would benefit. Prior to 1991-92 the state in India occupied commanding heights in the economy producing goods and services.

The faith in the ability of the state to manage the entire task of development was actually rooted in the perceived strength and efficiency of the bureaucracy that the British colonial rulers had left behind. It served its colonial masters well. It was hoped as a result that the nation-building process would be geared up properly.

Bureaucracy was entrusted with this function.

Structurally Indian bureaucracy does exhibit the widely accepted Weberian characteristics. But in the practical world Indian bureaucrats need to reconcile two different and contrary things—the Weberian characteristics and peculiar developmental situation in India with its change orientedness, responsiveness to the people's grievances, and bureaucratic initiative.

In India bureaucrats work both at the Union (national) and state levels and at each level they have to play different types of roles. These two sets of bureaucrats—at the union level and at the state level are recruited through separate selection procedures. They have to work under different circumstances also.

The present study is mainly concerned with the role played by West Bengal's state-level bureaucrats who are known as the West Bengal Civil Service (WBCS) officers, West Bengal Health Service (WBHS) officers etc.

West Bengal's development administration in the actual development field is managed by the WBCS officers who are entrusted with implementation of development projects. They are required to serve under the general supervision of the officers of Indian Administrative Service (IAS). Management of development in the district is a complicated politico-administrative task which has to be performed in conformity with the decision of the elected political leadership at the multi-level Panchayati Raj institutions and also the bureaucratic rules and regulations. The

mechanism of decision-making in development is not very clear and deserves close analysis.

The assumption of the present research is that there is some 'policy space' where the WBCS officers have some important role to play. But their contribution is not much recognized and publicly known. The problems they face in dealing with developmental projects and their relationship with the beneficiaries are the factors that need closer look as well.

In West Bengal the officers of the state civil services are affected by different types of problems. Among these, the much talked about problem is the relationship with the politicians. These field-level bureaucrats are really exposed to direct political pressures created by political leaders, political parties and village panchayats as well.

These bureaucrats act as the representatives of the state government in explaining and

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implementing different developmental projects launched by the state government and in doing so they have to interact with these political musclemen.

Another important problem is the relationship between bureaucrat and beneficiaries. Since independence, different central and state governments have been endeavouring to make themselves much more responsive to people's grievances and demands. These field-level bureaucrats have a major role in this vast network, because they are mostly, at least at the initial stage, are posted at different blocks of the remotest parts of the state. To an ordinary villager, a B.D.O. (Block Development Officer) is the highest administrative officer of the block who is expected to remedy all the problems of the village, because the ordinary villager cannot reach beyond that level. In recent time the idea of e-governance has become very popular and government has started using electronic media for dealing with popular demands. But

still these field-level bureaucrats are the major links for communication between the government and the beneficiaries.

Another major area of problem is the in-service relationship that exists between the state-level bureaucrats, on the one hand, and the IAS/WBCS Officers and technical experts and lower-level staff, on the other.

The present study has tried to find out the grievances and appreciation of the officers regarding their services. It seeks to throw some light on these major problem areas. Besides this, the researcher has tried to find out the personal grievances and satisfaction of the beneficiaries in respect of developmental projects and their impression regarding the bureaucrats.