

Development Administration: A Conceptual Understanding

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Abstract

Development administration has evolved as a branch of public administration and is primarily concerned with the governments and administration of developing countries of Asia, Africa and Latin America which emerged after the second world war. It focuses on developing the activities of governments to bring change especially towards achieving progression in social, economic and political fields. Development administration actually puts 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 governments to bring socio-economic progress, welfare and well-being of people at large. To understand development administration, this paper discusses both 'Administration' and 'Development' which are wide-ranging terms and highlights that the scope of 'development administration' is equally wide. After having analyzed the scope and subject matter of development administration, the objective of development administration is described here. The basic objective of development administration is to understand the administrative problems 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, decrease of middle class, absence of national unity, decrease in per capita income etc. Further this paper also indicates various features for success of development administration and its usefulness to bring fruitful and satisfactory results by removing bottlenecks and impediments related to development.

Keywords: *Development, Administration, Coordination, Capacity building, Accountability, Innovativeness, Social welfare, Nation building, Ecology and Environment*

Introduction

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 aspect of improvement. Actually, in 1950s and early 1960s development is equated with economic growth, which deals with the 'basic needs approach' in terms of sustained increase in real per capita gross national income. Despite, its utility, success and usefulness, it has not brought its 'trickle down' effect. So, in late 1960s and early 1970s, emphasis was 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. Different scholars approach it differently. "Development never will be, and never can be, defined to universal satisfaction", states the Brandt Commission Report (p. 48). 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 skill. Thus, development comprises of various dimensions of economic, political, administrative and social aspects. Moving further, it is now necessary to understand development in a holistic framework

According to Weidner, development is a process of growth "in the direction of modernity and particularly in the direction of nation-building and socio-

economic progress” (p. 8). According to T. N. Chaturvedi (1984), development is a “multi side phenomena” which aims at several aspects such as economic development, productivity, socio-cultural transformation and social justice. Hahn-Been Lee 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” (p. 108). Fred W Riggs 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” (p. 27). He introduces the concept of development as “an increase in level of discretion of social system”. For Dudley Seers, development is “the realisation of the potential of human personality” and further argued and suggested that this was best achieved through the “reduction of poverty, unemployment and inequality” and later realised the necessity to include self-reliance and increased cultural independence (pp. 2-6). Furthermore, Michael Todaro described development as a multi-dimensional process involving changes in structures, attitudes, and institutions as well as the acceleration of economic growth, the reduction of inequality, and eradication of absolute poverty (p. 96). In brief, it is now clear that development is a multi-dimensional process, which includes, the element of social, economic, political, administrative and human in which we give utmost priority and importance to the humanistic aspect in terms of improving the well-being of the people. Further holistic and detailed meaning of development is related to the expansion in the capacity, performance, suitability and eligibility of the economic 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 corner stone to fulfil these roles of development which is discussed in the following paragraphs.

Development Administration: Meaning and Definition

Development administration is a positive change driven and moving perspective, which is functional for bringing socio-economic change in society. Development administration was a new approach which emerged immediately after the second world war. It is concerned with government and administration of developing countries of Asia, Africa and Latin America. It evolved as a branch of public administration. Its focus was to develop the

activity of the government to bring change especially towards achieving a progressive objective in the social, economic and political fields. Development administration actually put forward any social or political system and structure on the path of development. It is also concerned with organised and managed efforts of national governments to bring welfare and well-being of people. Many scholars have defined development administration in different ways:- Merle Fainsod, defined development administration as

a carrier of innovative values...t 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.(p. 2)

According to Edward Weidner, development administration is an “action oriented, goal oriented administrative system... guiding an organisation towards the achievement of progressive political, economic, and social activities” (p. 399). Another exponent, John Montgomery, defines 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)” (p. 259). On the other hand, Fred W Riggs, defines development administration as “organised efforts to carry out programs or projects thought by those involved to serve developmental objectives” (p. 75). According to George F Gant, 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” (pp. 20-21). Furthermore, 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 programs to bring 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

elaborate 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 for socio-economic progress and to achieve national goals. It is concerned with modernisation, institution building, democratisation and establishment of just and equal social and political order so that benefits can bring a trickle down effect. It is a planned change to strengthen administrative capacity and 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 do development, (b) employing new forward moving techniques, and (c) suitable skill and capacity building to achieve various aims and objectives of development.

Scope of Development Administration

As discussed above, it is clear that 'Administration' and 'Development' is a wide-ranging term and 'development administration' being a part of both, it is natural that its scope is too wide. Like administration, the scope of development administration is very wide, under which development related determinants of economic, social and political policies and objectives, organization of organized developmental activities, establishment of organizational 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 the scope of development administration as planned economic development. Both of them relate development administration with economic development of country and said that all kinds of economic development related activities are included in its scope. Scholars with different views, like Lucien Pye, F.W. Riggs and Weidner, pointed towards the wider 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 the 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 organizations 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 classes we find that the area is determined by both of them in its own way. But both are unanimous that area, scope and subject matter of development administration is related with nation-building. Under the area of development administration, forms of work and efforts made for nation-building are implemented by public organizations 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 combined for the fulfilment of objectives and goal.

In this context, it is the need of the hour to understand that the scope of development administration is expanding day to day in a positive direction to cover societal basic needs and welfare. It is related to achieving a wide spectrum of goals which is developmental in nature. It not only, brings social, cultural, political and economic changes but also, adjuvating purposeful planning and programming through active people's participation. For proper utilisation of natural resources and also to achieve a wide variety of developmental goals, development administration constantly interacts with the environment. A brief scope under the following headings is given for the convenience of studies on the basis of subject matter related deliberations of developmental administration.

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 important and the utmost duty of developmental 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 included poverty alleviation as an important goal. Amartya Sen, on the other hand in his book *Development as a Freedom* (1999) 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 and that can lead to smooth operation of economic system.

Fulfilments of Goals for Rational Increasing 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 important to understand that development is not only limited to basic quantitative aspect of poverty alleviation and meeting 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 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. (p.xii)

i. Development administration, political culture and Ideology

Political culture and ideology provides functioning and working efficiency and effectiveness for development administration. It guides and monitors implementation of various developmental policies and programmes. For that purpose, development administration performs duties or services as a steering wheel that governs society to firmly laid down and well demarcated goals of political leaders and staff attached in the development process. It removes the

barriers and lose grounds between development necessities and administrative development.

ii. 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, development administration needs to focus more on democracy, industrialisation, promotion and development of technology, education, equity, social justice, job creation and other interlinked aspect of social welfare for nation development. Social change is necessary and for this social traditional customs that impede the process of development needs to be converted and improved for ever increasing task of nation-building.

iii. Implementation of development administrative policies

There is no importance in the policies of development administration till it is followed or 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.

iv. 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 the proper assessment and utilisation of resources, firmness of plan precedence, appropriate formulation, fair implementation, suitable monitoring and reasonable evaluation of plan and project with efficiency, economy and effectiveness. Accordingly, various components of institutional framework needs to be well coordinated for effective development administration with an aim to achieve maximum results with minimum cost and time.

v. Development administration, ecology and environment

As we know administration works under the provision of the constitution as

well as the political and legal framework. Moving further during 1960s, a 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.

vi. Development administration is transboundary in its nature

Development administration is transboundary in nature as it is not only limited to the national level but it also crosses the boundary. For proper developmental planning, strategy and adoption 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 development administration is very wide and includes all the schemes related to national development programs, through which economic, social, political and administrative development of the country can be done. Not only this, the solution to problems of production, consumption, exchange, distribution and revenue also comes under the area of development administration.

Objectives of Development Administration

After having analysed the area, scope and subject matter of development administration, the objective of development administration is described here. The basic objective of development administration is to understand the administrative problems related to development which in turn creates various impediments in the way of development. These impediments include poverty, illiteracy, population increase, resources crunch, environmental protection, food production, energy crisis, deterioration of human environment, decrease of middle class, 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. 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 objective in mind-

- Carrying out development-oriented goal 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 system 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 right, 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 on large scale.
- Increasing responsibility to carry out intended change in the direction of social, political and economic arena.
- Developing coordination among various functional units of developmental projects for proper and timely implementation.
- Knowing the actual local problem by administration so that they can formulate developmental policies and programmes according to needs and aspiration of local people.
- Dedicated administrative leadership is necessary to generate awareness, commitment, discipline and feeling of unity for success of

economic planning and community development plan.

- Active and voluntary participation of people at large is necessary for developmental programmes functional.
- Efficient, skilled, competent, trained bureaucracy is necessary to bring suitable new changes and transformation in society.
- 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 the 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 is primarily responsible for slow development. Therefore, usefulness and success of development administration depends on fulfilment of various objectives to bring fruitful and satisfactory results.

Features of Development Administration

As we can understand 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 a commonly agreed upon 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 the 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 is as under:

i. Result and change oriented

To my mind, result oriented is the first and most important feature 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, and effective, 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.

ii. Client and goal oriented

Administration basically serves the people at large and for this it is the utmost responsibility of administration to engage with welfare-oriented work for them. People also monitor their various efforts. 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 programs. 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 only the functional responsibility of development administration but due to getting benefits they actively participate in the public welfare programmes.

Another distinctive feature of development administration is that it is goal oriented. It implies achievement of targeted socio-economic goals of certain specific programmes to bring 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, requires autonomy to apply rules and procedure with discretion to accelerate the way for economic, political, and social development.

iii. 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 implies 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 strengthens administrative capacity and strengthens administration of 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 adapt and adopt development planning techniques as an invaluable aid in promoting social and economic development (Sapru, p. 126). The identification of major functions to be carried out and their alignments are basic ingredients of development administration.

iv. Coordination and participation oriented

Development administration is actually concerned with organised and coordinated efforts to carry out various developmental activities. These activities are channelized for building of human and material resources for development. Coordination is important to bring organised efforts, discipline among various administrative units and also for proper monitoring and investigation. Accordingly, development administration decides, priorities, and applies suitable and appropriate methods of control and coordination at different functional levels. 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. People's proper participation can create an atmosphere for mutual cooperation, sacrifice, surrender, mercy, love and toleration which is a necessary condition for development. Particularly for development administration it is important that people give effective cooperation in the implementation of governments' developmental programs. For this the administration 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 is with the purpose of benefitting them.

v. Capacity building and commitment oriented

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

It is also important characteristics of development administration to do particular work with full commitment and enthusiasm. Bureaucracy is expected to involved and perform always with full commitment toward their duties and responsibilities. It is expected to complete the projects in a given time and space. Commitment actually put development administration into developed form and expand ways for all round development.

v. Creativity and innovativeness oriented

Creativity is also an important feature of development administration. It is an ability and power to develop new ideas. Therefore, it is the techniques and new and novel ways of doing things, which is 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 programs with the objective to achieve developmental goals to the maximum extent possible with minimum resources. The refore, development administration promotes and carries out qualitative innovation to increase effectiveness.

vi. Environment and welfare oriented

Development administration is 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. Developmental goals and priorities should bein consonance with all-round development and public welfare. This form of

development administration is visible since state's objective is public welfare oriented.

vii. Time bound accountability and orientation to social realities

Time orientation is one of the important characteristics of development administration. It involves completion of various welfare oriented developmental programme as quickly as possible. A definite time frame is very essential for development administration, as fast development of society is possible only when it can bring meaningful and progressive socio-economic change in the least possible time. Therefore, all activities of development by development administration is done keeping in mind the importance of time.

Development administration should be accountable, responsive, dynamic, innovative, development-conscious and flexible enough to design and perform their developmental roles. A top-down and bottom-up flow of communication pattern and initiative is an important feature of accountable administration. Highly centralised public policy making is a major constraint which we inherited from colonial administration. Flexibility, creativity, positivity, persuasiveness, innovation and adaptability is crucial in planning of development activities. In turn it actually requires committed, enthusiastic, dedicated, and motivated administration at various levels to accomplish progressive development goals. Development administration should be in touch with social realities at the local and grass root level. Due to heterogenous 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.

Challenges of Development Administration

Development administration is an important element of every country's national development. Development can and never be uninterrupted, unrestrained, continuous, incessant, but time, situation, culture, change in humanity 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 the 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 for interpretation, a number of challenges of development administration can be identified which is 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 specialist and generalist
- 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 at large
- Existence of traditional attitudes, old customs, inappropriate languages and religious belief
- Poor response of people and lack of political support to development programmes
- Lack of finances and material resources etc.

Conclusion

It may be concluded that with above problems and challenges of development administration, we 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 and there is need to bring suitable changes according to the need of the hour. It is also needed to understand how to improve and strengthen the capabilities of administrators. Furthermore, at the same time, we have to control unorganised society, turbulent environment, establish coordination and reconcile human beings also. It is also imperative 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 existence of development administration is in dilemma.

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