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# UNIT 1 DEVELOPMENT ADMINISTRATION: MEANING, NATURE, SCOPE AND SIGNIFICANCE

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Development  
Administration: Meaning,  
Nature, Scope and  
Significance

## Structure

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## 1.0 OBJECTIVES

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After reading this unit, the learners should be able to:

- Understand the concept of development and development administration
- Highlight the attributes of development and development administration
- Explain the nature, scope and significance of development administration

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## 1.1 INTRODUCTION

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Development has to be holistic having its bearings on the polity and society. Each nation attempts to be on the path of development irrespective of the fact whether the nation is developed, underdeveloped, or developing. In order to know clearly about development administration, which is innovative, achievement oriented, and dynamic, it becomes important to be conversant with the concept of development because the meaning of “development” has a distinctive understanding in the literature on development administration.

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## 1.2 THE CONCEPT OF DEVELOPMENT

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Dictionary meaning of “development.” is teleological, that is, goal-focused. Development as the process is generally referred to as an attempt leading to growth into higher, fuller, and mature conditions. In contemporary parlance, development is interpreted to be a process of desirable changes in the achievement of a multiplicity of goals. For a political scientist, political development involves increase in the levels of political participation, greater progressivism and rationality in the legislative process, more progressive and effective judicial system and more effective political and administrative executive. It also assumes a mature media, independent election machinery, dynamic political parties and enlightened pressure groups. To an economist, on the other hand, development means a higher level of economic development and a greater concern for economic justice. Further, a sociologist looks at development as a process involving greater stratification of structures and a more forward-looking educational, health and other societal systems. Thus, the term development has a common philosophy despite variegated foci of contents.

Students of development administration view development as the dynamic change of a society from one state of being to another without positing a final mature condition. Development has been viewed as “state of mind, a tendency, a direction. Rather than a fixed goal, it is rate of change in a particular direction” (Riggs, 1970). Development is further seen as “an aspect of change that is desirable, broadly predicted or planned, or at least influenced by governmental action” (Montgomery, 1966). Moreover, development can be measured in terms of “performance” and output or in regard to “justice” and equality (Riggs, 1970). These different interpretations suggest that the concept of development, at least as it is found in the literature on development administration, is quite broad, value-based, and even elusive.

Fred Riggs has defined development as “a process of increasing autonomy (discretion) of social systems, made possible by rising level of diffraction” (Ibid). “Discretion,” Riggs has observed, “is the ability to choose among alternatives, while ‘diffraction’ refers to the degree of differentiation and integration in the social system” (Ibid). Riggs has considered diffraction as “the necessary and perhaps the sufficient condition for development, that is, for increased discretion” (Ibid).

The emphasis on “discretion” has enabled Riggs to view development as involving “the increased ability of human societies to shape their physical, human, and cultural environments” (Riggs, 1970). A developed system, then, is capable of changing its environment to a greater degree than an “underdeveloped” system (Ibid). Such capability may or may not be used to increase output, that is, a developed system could even have a low rate of output or growth (Ibid), although in empirical situations such a case might occur only rarely. Likewise, a change in environment, such as a technological innovation or foreign aid, liberalisation, globalisation or a change in climate might bring increase in output or growth of a system, even though the level of “discretion” of the system did not rise. In other words, there could be cases of “growth” without “development” (Ibid).

A social system, in the process of increasing its “discretion,” develops interdependence with other social systems, which are members of its “nexus” or role-set. The system is required to coordinate its actions with the other members of its role-set. Such interdependence of a system with other members of its role-set has been termed by Riggs as “heterogeny,” while the independence of a system in relation to other systems in its role-set is termed by him as “autogeny” (Ibid). Riggs has observed that development involves an increase in the degree of “discretion” of a social system, but a decrease in the degree of its “autogeny” (Ibid). This analytical bifurcation of the environment of a social system into something like the distant and the proximate environment would be difficult to operationalise, owing to the problem of defining the boundary of each in empirical situations. Despite such a problem, Riggs’s attempt is an important step in the direction of conceptualisation of development, and it probably has relevance to all types of social systems.

### **1.2.1 The Concept of Development Administration**

The Comparative Administration Group, in the early sixties, has had an overriding interest in the area of development administration (Esman, 1970). Nimrod Raphaeli has discerned two major “motivational concerns” in the literature in comparative public administration: (1) theory-construction and (2)

development administration. These two concerns are intertwined. Much theorising in comparative public administration has been related to development, while work in development administration has been concerned with, and contributes to, theory (Raphaeli, 1967). Thus, the development of theory and theory of development administration has moved together. This is understandable, since the field of comparative public administration is primarily concerned with the comparison of administrative systems of different nations at varying stages of development. It has been recognised that because of its central concern, the study of development administration could be the meeting ground for almost all the approaches in comparative public administration (Heaphey, 1968). This could be so, especially when the concept of development administration is considered broadly and not just restricted to the focus on what are popularly called “developing” nations. Interestingly, development administration can also be a meeting ground for portions of comparative public administration and the so-called “New” (American) Public Administration (Marini, 1971) that includes considerable elements of action and goal-orientation.

In the literature, the term “development administration’ has been used in two interrelate senses. First, it “refers to the administration of development programs, to the methods used by large-scale organisations, notably governments, to implement policies and plans designed to meet their developmental objectives (Riggs, 1970). Second, it, “by implication, rather than directly, involves the strengthening of administrative capabilities” (Ibid). These two aspects of development administration, that is, the administration of development and the development of administration are intertwined in most definitions of the term.

Edward Weidner has viewed development administration in government as “the processes of guiding an organisation toward the achievement of progressive political, economic, and social objectives that are authoritatively determined in one manner or another. Jose Abueva (Weidner, 1970), Inayatullah (Ibid), B.S. Khanna (Ibid) and Hahn-Been Lee Ibid have taken similar views. The major thrust of most of these definitions of development administration has been an “action-oriented, goal-oriented administrative system” (Ibid). Students of development administration have recognised that the administration of development and development of administration are functionally interrelated to each other. As Riggs has argued:

The reciprocal relatedness of these two sides (of development administration) involves a chicken and egg type of causation. Administration cannot normally be improved very much without changes in the environmental constraints (the infrastructure) that hamper its effectiveness; and the environment itself cannot be changed unless the administration of development programs is strengthened (Riggs, 1970).

Thus, in the study of development, governmental “capacity” must be taken into account. Generally, research on development administration considers the administrative system and changes within it as independent variables, while the developmental goals are treated as dependent variables (Weidner, 1970). Such a view has been emphasised by scholars like Fred Riggs, Edward Weidner, Joseph La Palombara, and Martin Landau.

Increasing the administrative capability to achieve developmental goals in an “efficient” manner is associated with the concept of planned development, which

is based on the desire to achieve particular results within a given period of time and with minimum of cost. Today, development administration is concerned with the formulation and implementation of the four p's – plans, policies, programmes, and projects (Stone, 1967). Associated developmental models have an underlying assumption that “there are noticeable differences between the states of a system at different time series; that the succession of these states implies the system is heading somewhere; and that there are orderly processes which explain how the system gets from its present state. (To wherever) it is going” (Chin, 1961). A detailed analysis of the models given by Weidner and Riggs is contained in Unit 2. Such directional change has been emphasised by several students as the main thrust of development administration. A scholar has identified that development administration has an “administration of planned change” (Panandiker, 1964). However, not all planning may be developmental, and not all development administration may be planned. Likewise, planned directional growth and “system change” may or may not move together (Weidner, op. cit).

The conceptualisation of development administration involves, as is observed by Saul Katz, problems associated with the construction of any goal—oriented model (Riggs, 1970). It is common knowledge that goal identification is “never simple, and in complex developmental change situations it can be very elusive and difficult. Formal and informal, stated and unstated, intended and unintended, planned and not planned—and goals of whom – these are a few of the dimensions that need to be taken into account (Weidner, op. cit). Lack of clarity on important aspects of goal-orientation sometimes causes confusion about the true nature of “development” administration.

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### **1.3 ATTRIBUTES OF DEVELOPMENT ADMINISTRATION**

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Let us now look at the essential characteristics of development administration as reflected in the literature on this theme.

#### **Change-Orientation**

Development Administration is change-oriented administration. Change involves the movement of system or a structure from one point to another. The reverse of ‘change’ could be status quo or inertia. Thus, a development administrative system would be dynamic and not ‘static’. There is an in-built philosophy of development administration that values change. The change is a strategy for increasing the coping ability of an administrative system in relation to its external environment as well as a mechanism to activate its internal structures. Lately, in the context of a New World Economic order involving globalisation and liberalisation, governance systems are expected to be transformational in character.

#### **Goal-Orientation**

As we have pointed out above. Development administration, as defined by Weidner, is a ‘goal-oriented’ administration. One might ask a simple question: Is an administrative system not necessarily goal-oriented? Do we not define administration as a collective human activity that is designed to achieve certain specific goals? Yes, it is true that all administrative systems per se are goal-oriented. Yet what distinguishes the general public administration from development administration is the dominant focus on goal-achievement in a more systematic manner. In other words, development administration is that aspect of

public administration, which is dominantly goal-oriented. And these goals, as Weidner points out, are progressive in nature. Thus, development administration is concerned with the achievement of progressive political, economic, social and cultural goals.

### **Progressivism**

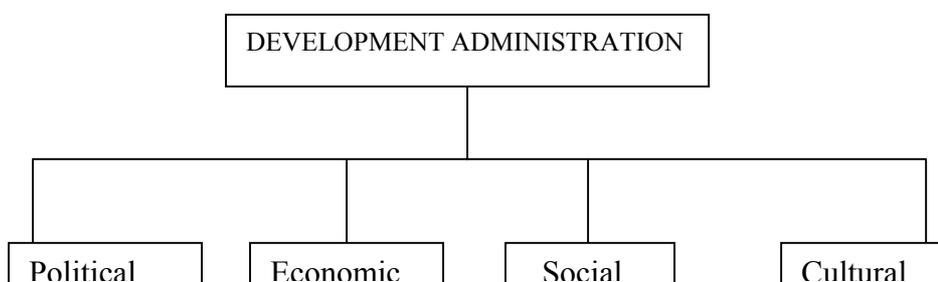
The element of ‘progressiveness’ of goals is an accepted feature of development administration. What is progressive for one society may not be so for another. Nevertheless, there appears to be a broad consensus on the nature of progressiveness of these goals in most of the countries, particularly those that are ‘developing’ societies.

In political systems, progressivism would imply greater participation of the people in governmental affairs. In a democratic system, participation could imply strengthening of the pressure groups, political parties, free voting in elections and greater respect for public opinion in governmental affairs. Increasing participation would involve greater share of the common man in the formulation and implementation of government policies, plans, programmes and projects. It is a very difficult goal to achieve, particularly by an administrative system. Nevertheless, it is expected of a development administrative system to create and promote such conditions that will facilitate greater participation of the people in the process of development.

In the economic sphere, a progressive approach would involve faster pace of economic development and a more equitable distribution of income and wealth. It would involve an approach of economic justice where opportunities to develop economically are equitably distributed to all sections of society.

In the socio-cultural sphere, a progressive approach would involve universalisation of education, promotion of health facilities for all sections of society, social justice based on equity, secularism and adequate opportunities to all social groups to promote their respective cultural distinctiveness. The emerging emphasis on “people-centred development” is a reflection of such new concerns.

Development Administration, thus, is, an administration designed to achieve progressive political, economic and socio-cultural goals. We can observe this from the following Figure.



### **Planning**

Planning is not a prerequisite to development administration, but it is the most helpful aid to the whole process of goal-oriented change. An Indian scholar, V.A. Pai Panandiker looks at development administration as administration of

“planned change”. It is true that planning is a strategy that facilitates maximum possible utilisation of human and material resource. And in poor countries, where such resources are scarce, planning gains a central importance. As a programme of action to achieve certain specified goals in a given period, planning helps in the maximum possible utilisation of time and other resources that make the whole process of development effective. Little wonder, almost all developing countries have adopted socio-economic planning as a strategy of development, and even the developed socialist countries continue to place great reliance on the mechanism of planned development. In the New Economic order, the stress on planning, however, seems to be waning. The likely shape of planning would be an indicative planning.

### **Innovation and Creativity**

Development administration is not dogmatic and traditional in its approach to problem solving. Instead, it stresses upon identification and adoption of new structures, method procedures, policies, plans, programmes and projects, which would help, achieve the developmental objectives with the greatest possible facilitations. Experimentation and adaptation are the hallmarks of developmental administration. In India, for instance, organisations such as District Rural Development Agency (DRDA) and Command Area Development Authority (CADA) and programmes such as Integrated Rural Development Programme (IRDP) are Tribal Area Development Programme (TADP) are examples of such innovations. Likewise, use of computers, district planning, national education policy, etc., are other instances of an on-going creative approach to the development process.

This creativity is not confined to the organisational level only. At the group and the individual levels as well, creativity in administration is feasible and its overall contribution to effectiveness of goal-oriented change can be immense. A development administrative system has the responsibility to create an organisational environment, which would be congenial to creativity and innovations.

### **Flexibility in Organisational Processes**

Generally, a bureaucratic administration is considered as a synonym of rule-oriented administration. While it is true that no bureaucracy or administration can function without an adequate set of rules, it is also true that a totally “rule-oriented” administration can fall in the trap of treating rules as ends rather than as means. Such a dogmatic approach can make an administrative system straight jacketed and inflexible and thus make it unfit for promoting development at a faster pace. Development-oriented administration requires an optimum flexibility of operations, which would allow an administrator the required autonomy to apply rules with discretion to certain unique and significantly distinctive administrative situations. Though accountability for any decision made shall remain with the administrator, yet he/she will be granted adequate leeway in using the set of rules to the advantage of the organisation and to the best of his ability and judgement. Yes, the risk is likely to remain of misuse of any discretionary powers, yet this little inevitable risk should not become an obstruction in the process of making a development administration optimally flexible in its functioning. Otherwise, the ideal notions of creativity and innovation will remain only myths.

## **Higher Level of Motivation**

Motivated personnel are the backbone of any organisation designed to achieve certain progressive goals. A development administrative system needs a set of highly motivated personnel at top, middle and lower levels. Such personnel should be committed to the progressive goals designed to be achieved and should have a high degree of enthusiasm and commitment to accomplish those goals. Their narrow vested interests or comforts should not deter them from acting in the highest interests of the organisation and the society.

What factors can motivate the personnel functioning in development administrative organisation? Essentially, the maxim of need-fulfilment will apply to any group of individuals entrusted with the responsibilities of achieving certain goals. For the developmental administrative personnel too, the bases of motivation will remain the same. Notwithstanding this commonality, it may be stressed that in a development administrative system, the personnel need to possess and demonstrate extra zeal, extra dedication and even perseverance to achieve lofty progressive goals of change. In case it is not possible to create such a cadre of motivated people, there is a likelihood of routinisation of administration resulting in only modest performance.

How to get a group of highly motivated people to guide and man development administrative organisations are a difficult question. Yet, a rigorous exercise in building individuals and groups in a planned manner through proper training can be attempted. Behavioural training for attitudinal change can be effectively employed for creating a new class of motivated individuals.

## **People-orientation**

A development administrative system is a client-oriented (in new parlance, 'customer-oriented') or a beneficiary-oriented administration. It aims at providing maximum benefits of its services and products to the very people for whom the organisation is designed. In other words, Development administration is "people-centred" administration, which accords primacy to the needs of its beneficiaries and tries to tune its policies, programmes and actions to these needs.

Here it may be appropriate to refer to a very important aspect of motivation that is pre-eminent in any service-oriented or beneficiary-oriented administration. It is called "extension" motivation, which means motivation to "help" people. Western motivation theorists such as Maslow, Herzberg and McClelland have not highlighted this particular type of motivation, but Indian social psychologists have been successful in identifying and highlighting this notable phenomenon. The assumption of extension motivation is that there is a desire in every human being to be of help to others. There are varying intensities of extension motivation among people, depending on their socialisation and orientations. It can be suggested without much risk of contradiction that in a beneficiary-orientated administration, existence of functionaries with a high degree of extension motivation will be a great asset in pushing that organisation towards its goal of responsiveness. No doubt, a development administrative organisation is a "responsive" organisation. It is responsive to the needs, wishes and aspirations of the people that it purports to serve. Responsiveness is a trait that would do well to any administrative system, but for a development administrative organisation, it is a fundamental prerequisite to its successful existence.

## **Participation**

We have discussed earlier that progressive political goals in a society will involve great participation of the people in governmental affairs. The notion of participation gains added importance in the actual functioning of a development administrative system. Development administration involves the participation of the people or the beneficiaries in the formulation and implementation of development programmes. In identifying goals, prescribing objectives, formulating plans, designing action strategies, implementing projects and evaluating performance, the role of the beneficiaries is of utmost importance. That is why the block level and district planning are gaining increasing importance in development administration in India. Not only participation helps in making policies and plans more realistic and down-to-earth, it also mobilises people's cooperation and support in implementing development programmes with minimum cost in terms of manpower, time and money.

Participation of the people in development programmes depends on three factors. These are:

- i) Ability to participate which in turn depends on their level of formal and informal education.
- ii) Willingness to participate which in turn depends on the socio-psychological framework of society, groups and individuals.
- iii) Opportunity provided to the people by the governmental organisations to participate. Their absence may cause low participation.

Participation has an important concomitant in decentralisation. A development administrative system effectively utilises the strategies of delegation and consultation and thus makes the administration "grass-root" oriented. People's willing cooperation is sought and mobilised by the governmental authorities and this cooperation and collaboration becomes a potent instrument for making the process of development administration successful.

## **Effective Integration**

Bringing together a host of groups and authorities for the achievement of common developmental goals would require a high degree of integrative capacity in an administrative organisation. Verily, development administration is characterised by a high degree of coordination or integration. And in case, the level of integration is low, the developmental output is likely to be adversely affected. In a development administrative situation, coordination is required to be affected at various levels, among different organisations and units among various positions and functionaries and among the resources available for the achievement of goals. Lack of coordination is bound to result into wastage of resources and mitigation of effectiveness.

As is well known, any developing society experiences a proliferation of structures to equip it to undertake specialised tasks. But what generally happens is that the level of specialisation of functions and structures increases. But a required level of coordination does not accompany this. This gap between specialisation and coordination is termed as "integration lag". Fred Riggs calls that society "Prismatic" where the level of integration (coordination) is less than that of differentiation (specialisation). In a Prismatic Society,  $I < D$  (I stands for "integration lag", D stands for Development)

## Coping Ability

A development administrative system is an “open” system. It receives inputs regularly from the environment and attempts to respond through its outputs, viz., decisions and actions. No doubt there is a continuing interaction between a system and its environment and this reciprocity of relationship is an important trait of development administration.

Every development administrative system functions in an environment, which has its set of sub-systems. For instance, there are the political, economic, social and cultural (including technological) environments in which development administration has to function. Obviously, the influences of these environments affect the nature of functioning and effectiveness of development administration. The political environment places demands for a change and provides direction of movement, the economic environment outlines the agenda of action of the administrative system and puts constraints of resources on it and the socio-cultural system creates the milieu in which the development administrative system has to operate.

It does not imply that development administration is only a dependent variable and lacks its own mechanism to influence the environment. Essentially, the process of development administration is interactional and therefore it would be a mistake on the part of theorists to present it only as a one-directional process.

One thing is clear in this context: Development administration has to respond to the demands and challenges arising from its environment. Sometimes these challenges are moderate and modest and thus do not strain the development administrative system. However, on occasion, the challenges are serious and test the coping ability of the administrative system. A development administrative system, therefore, continuously tries to enhance its coping capacity. This is done through a process of greater sensitivity and responsiveness to the environment and the capacity to strengthen its administrative structures, behaviour and process. This is what is known as “Administrative Development”. Development administration is goal-oriented, change-oriented, progressive, planned, innovative, flexible, motivational, client-oriented, participative, it is a highly integrated administrative system with substantial copying ability.

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## 1.4 NATURE OF DEVELOPMENT ADMINISTRATION

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### Issue of Developmental – Non-Developmental Dichotomy

Since all public organisations have at least some kinds of goals, they could, by virtue of having any goal-orientation, claim to come under the scope of development administration. This poses the problem of distinguishing between the developmental and the non-developmental public organisations. It has been recognised that development administration is generally similar to the “traditional” (apparently non-developmental) public administration in so far as it is concerned with how rules, policies, and norms are implemented by government organisations. On the other hand, it is contended that a developmental administrative system differs from a non-developmental one in its objectives, scope, complexity, and degree of innovation in its operation. In attempting to explain such differences, Irving Swerdlow has used examples of an urban renewal programme (apparently developmental) and the running of a city water department (apparently non-developmental). Swerdlow has remarked:

Perhaps the differences lies in the degree of difficulty encountered in executing these function, the amount of pioneering required, and the difficulties of finding adequate procedures for moving people who are unwilling to move, for reconciling conflicting interests in redesigning a section of the city, for establishing new relationships which involve major changes in how people and governmental agencies customarily do business. (Swerdlow, 1963)

In reference to Swerdlow's comment above, Wood has argued that in a developing country, operating an urban renewal programme and running a city water department might present the same degrees of difficulty in meeting the requirements of innovation, resources, public support, and inter-organisational support (Dube, 1964). In fact, running a city water department in an "emerging" nation might encounter greater problems than an urban renewal programme does in a developed country. Both types of programmes would be called "developmental" in a developing country.

A popular contention in developing nations appears to be that developmental processes start only after political freedom has been achieved. Thus, distinctions are generally made between a colonial and a non-colonial bureaucracy. Such distinctions generally overlook the fact that even in the colonial period, a country may have had developmental programmes and plans, such as in undivided India (contemporary India, Pakistan, Bangladesh) had in the early 1940s, and that it is equally plausible that a country with self-government may be unable to initiate programmes which could truly be called "developmental." Thus, it would be an over-generalisation to claim that a colonial administration is a "law and order" administration, while public administration under self-rule is a developmental administration. It has been well recognised that maintaining law and order, curbing communal violence and countering terrorism takes priority in most emergent nations, while the development efforts generally suffer due to a variety of factors.

Often within an administrative system, some organisations are termed or treated as developmental, while others are not. Indeed, there could be certain structures, such as developmental planning units and development banks, which seem by definition to relate particularly to development programmes. However, this does not imply that there exist any purely non-developmental agencies. When rigid distinction is made between developmental and non-developmental activities and some particular officials are designated as "development officials," there is a danger that the morale of other (non-developmental) officials could go down. Moreover, in allowing such a dichotomy to result in an emphasis on "new" institutions for development, planners may neglect the real adaptation of "existing" institutions to changing environmental conditions (Wood, 1967). It is worth recognising, for example, that the success of taxation, customs, excise, defence, law and order and intelligence organisations is fundamental to the success of developmental organisations and activities.

Contemporary India, Pakistan, Sri Lanka and Bangladesh have to apportion a large chunk of financial resources on internal and external security. And this is done at the cost of development. These countries could have scored a higher level of socio-economic development had they experienced a more stable and secure environment on their borders and on the domestic front.

Another factor contributing to an apparent developmental- non-developmental dichotomy is a conception or impression that development administration is

concerned solely with the administration in developing countries. In fact, it is almost impossible to find totally developmental in real-life situations, although most programmes in developing countries have acquired a developmental thrust. Indeed, in the literature on development administration, there has been a heavy emphasis on the study of bureaucracies in “developing” nations, and relatively little attention has been paid to bureaucracies in “developed” countries” except as this has been considered helpful in understanding the developing countries” (Riggs, 1970).

With the political, economic and socio-cultural systems of “developed” countries passing through a period of turbulence, it is imperative that developed nations also are increasingly focusing on the problems of managing multidimensional change and on the issue of enhancing the capabilities of administrative systems to respond appropriately and positively to the challenges of environmental transformations. In the contemporary western nations, continuing socio-economic and political development has thrown up new administrative problems. The security scenario in the United States following the attack on the World Trade Centre buildings on 11<sup>th</sup> September 2001 has altered dramatically. The State Department, the Pentagon, the National Security Council, The Federal Bureau of Investigation, the Central Intelligence Agency and other associated Organisations at the federal as well as the state levels are intensely engaged in coordinating and directing the internal as well as external security systems in the USA. Similar is the situation in all other countries of the West as well as the East that are encountering the threat of terrorism. And all these nations are facing to a varied extent tough challenges of strengthening security and overcoming the knotty problems of socio-economic development.

A focus on the developmental aspects of public administration was already discernible in American administrative theory even three decades ago (Marini, op. cit.). It is clear, then, that there could be no rigid dichotomy between the nature of administration in “developing” and “developed” societies, although it is fairly well recognised that the emerging nations have to face greater challenges of rapid societal change.

Some scholars have identified development administration with a high degree of innovation in administrative system, which in turn is expected to encourage innovations in non-administrative areas. Weidner has stressed that:

“... the problem of how to maximise the effectiveness of a bureaucracy so that it contributes to growth in the direction of modernity or nation-building and socio-economic progress is a problem of how to strengthen innovational forces in the bureaucracy.” (Weidner, op. cit)

It has been stressed that development administration, by its very nature, is innovative (Katz, 1965). However, this should not imply that there are some administrative systems, which lack innovation absolutely and, therefore, are entirely non-developmental. What this means essentially is that an administrative unit devoted to the attainment of developmental goals is likely to need greater innovation and creativity than the one engaged primarily in “routine” administrative activities.

In the present-day India, Pakistan, Bangladesh and Sri Lanka, increasing innovative systems are being employed to curb economic offences, cyber crimes, terrorism and insurgency. The devices adopted by the governance system in enhancing the capability of the internal security and the financial systems are

mind-boggling. In fact, latest developments in information technology are being employed to systematically update the “regulatory” (or the so-called ‘non-developmental’) administration. And, there is bound to be international cooperation in this realm in all the South Asian countries.

It should be clear, then, that neat distinctions between developmental and non-developmental administrations couldn’t be made. Too often a dichotomy, which makes sense in ideal-type terms, is assumed as paralleled by absolute differences, which are associated with specific concrete organisations. Like the politics–administration dichotomy, the error in making such distinctions lies in the attempt to dichotomise concretely where differences lie only in degree of emphasis--as with “warm” and “cold” water in that what is “developmental” in one setting might not be so regarded in another. Nothing is either fully developmental or non-developmental “except as thinking makes it so.” Nevertheless, as the term “development administration” is used in the literature, it refers to those administrative systems or organisations which are centrally concerned with the achievement of progressive socio-economic and political goals, and which are innovational in attitudes and operation. Furthermore, in general terms, administrative systems of all “developing” nations are considered to be engaged in the dynamics of development administration, though the “developed” nations cannot be kept outside the ambit of development administration.

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## **1.5 SCOPE OF DEVELOPMENT ADMINISTRATION**

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With the de-emphasis on the dichotomy between development administration and non-development administration, the scope of development administration as a discipline as well as a profession has increased enormously in recent years. The discipline or the study of development administration has focused on the progressive goals of administrative systems and thus have strengthened the ideological orientation of public administration. Values have taken a central place in the analysis of development administration. Second, these progressive goals are being studied in a very wide context involving political, economic, social, cultural and technological systems. Thus, the students of development administration are examining the variegated dimensions of political, economic, social, cultural and technological development in an objective manner. Third, development administration analysis is not confined to national boundaries and it transcends them and has rightly become cross-national and cross-cultural in its approach and orientation. Fourth, its expanding intellectual network has enveloped a number of branches of public administration that have their origin in a variety of functional administrative areas. For instance, areas such as industrial administration, agricultural administration, educational administration, health administration, and the continually growing intellectual network of development administration would encompass irrigation administration and social welfare administration. Thus, development administration, going beyond the issues of large-scale transformation in developing countries, helps in strengthening the empirical base of public administration as a discipline and thus makes it more ‘rigorous’. Its ideas and lessons can be fruitfully utilised for facilitating the process of all round development.

Little wonder, development administration, during the past four decades, has influenced the whole notion of governance at the national as well as the international levels. In South Asia, as in other regions of the Asia, Africa and Latin America, the concerns of holistic transformation of societies have penetrated into the philosophy and practices of governance. The interdependence

of political, economic, social, cultural and technological development has become a widely accepted truth. This has made the strategies of national transformation increasingly multi-faceted and ecological in orientation. Second, the administrative system being the crux of the governance system has become an integral component of any process of change. It is impossible to conceive of 'development' in any realm without first examining the requisite role of the administrative system. What lends sustainability to the process of development is a sound administrative system that provides vitality and viability to the change process.

Third, the process of nation building has become closely intertwined with the process of institution building as a result of the thrust of development administration. Whether it is urbanisation, rural transformation, educational development, health improvement, women welfare, childcare or technological growth, no organised development is possible without systematic planning, programming, coordinating, human resource management and administration of non-human resources. Thus, the dimension of effectiveness in the process of governance has taken a crucial place. Undoubtedly, this is the clear impact of the sprawling scope of development administration.

Fourth, development administration has paved the way for a new 'humane' administration. It has propelled the promotion of enterprising and inspiring leadership that generates a motivational climate and induces the best among the personnel forming the network of development organisations. This has led to the expansion in the scope of development administration.

And lastly, with the emergence of strong faith in the philosophy of liberalisation, globalisation, privatisation, and public-private partnership, the scope of development administration is transcending the public (government) systems and is influencing the functioning of even the emergent modified private sector that is learning the strategies of co-existing and co-functioning with the public system without in any way imbibing the dysfunctionalities of bureaucracies. In times to come, the scope of development administration is bound to further expand vertically as well as horizontally.

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## **1.6 SIGNIFICANCE OF DEVELOPMENT ADMINISTRATION**

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Development administration has emerged as the meeting point of empirical as well as normative concerns. That way, it is post-behavioural in character and is akin to the movement of New Public Administration. Some students of development administration are concerned primarily "with the normative questions, with the desirability of proposed courses of action, with prescriptions for the maximisation or optimisation of selected values," while others have a dominant interest in "empirical question, in the descriptions and analyses of existing practices and situations, and in the prediction of what is likely to happen under given sets of conditions" (Riggs, op. cit). These foci have been interdependent. Scholars interested in prescription generally seek help of empirically based knowledge, while students interested primarily in empirical studies often chose a subject of study for its probable policy relevance. The study of development administration has generally had a dominant normative concern with enhancement of administrative capabilities in "developing" nations particularly. Thus, it is natural to find an emphasis on various normative questions in the field.

All policy sciences must have a paramount concern with the question of values. Thus, development administration has been viewed as “an aspect of public administration that is centrally concerned with one of the many values men seek and which varies in the strength and kind of allegiance it commands country to country, group to group, and person to person” (Weidner, op. cit). This focus has provided the whole area of public administration with a programmatic goal or value orientation. Development administration studies both the process of selecting values and the ways in which they influence administration in various ecological settings (Heady, 1966).

Further, the concept of development administration helps in relating administrative means to administrative ends, and thus aids the process of selecting appropriate means for achievement of developmental goals in various cultural contexts. Such a developmental focus can subtly reflect the parochial bias of what Dwight Waldo has called “ethnocentrism” (Waldo, 1968). To guard against this, research must recognise the diversity of ecological settings in which development may occur. In addition, the study of development administration can assist the practitioners of public administration to identify conditions that maximise the rate of development in these various settings (Riggs, 1964).

While discussing the scope of development administration, it was made clear that this discipline, during the past four decades has brought a metamorphosis in the analysis and application of the governance systems across the world. It has stressed upon the role of administrative system in generating and sustaining change in its environment. Thus, the non-administrative obligations of the administrative system have magnified the status of bureaucracy as a key factor in changing the social order. In the analysis on development administration, the dynamism of administration is highlighted as a requisite to nation building. Further, the stress on goals and their achievement has helped development administration go beyond the parameters of the ‘goal-theory’. Development administrative theorists have highlighted that in a democratic society, a democratic administration can help, evolve and strengthen participatory philosophy and strategies. In this ambience emerge leaders who are visionary and motivational who, through goal-orientation and with an eye on future, create a motivational climate and an open communication system that facilitates the development of people-centred development. The whole structure of administrative systems creates a more effective climate for purposive action. An integration of goals by the administrative system through its mechanism of planning and programmes helps in the process of holistic development of social orders. This holistic approach, in turn, promotes a value-based transformation that gives central place to the premises of equity, justice, instrumental values and positive work culture.

An important contribution of development administration is in strengthening the “regulatory” administration through the generation of additional resources and the creation of a climate of stability and happiness that, in turn, lends credibility to the governance system.

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## **1.7 ACTIVITY**

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1. Discuss the concept and attributes of development administration.
2. Describe the nature of development administration.
3. What is the scope of development administration in your country? Discuss.

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## 1.8 CONCLUSION

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The above analysis underlines the growing impact of development administration on the broader governance systems. Although there are objections to this concept emanating from several intellectual quarters, the fact remains that the whole literature of public administration in the last four decades bears the imprint of development administration. As the World Economic Order continues to unfold itself, the nature and scope of development administration is bound to change further. This adaptability is an intrinsic vitality of development administration that would lend it sustainability.

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