In this chapter, we will to look at development administration, its evolution, meaning and scope as well as development administration in India.

Let us begin with a few questions. What is development? Why is development administration necessary? What is the meaning and significance of development administration?

Development is a very complex term. Nonetheless, in simple terms, it means growth, change, improvement or progress. When we are able to improve from one stage to the next stage it is called development. This change and improvement is in all areas including economic, social and cultural. It concerns the life of ordinary people, how they can live a better life. In the previous chapter, we studied about public administration which primarily is concerned with 'government in action'. It focuses on studying the activities of the legislative, executive and judicial branches of the government. When public administration studies government in action for growth or development, it becomes development administration.

Evolution and Meaning

You may have read about the concept of Welfare State. A welfare state is when the State plays a key role in the promotion of economic and social wellbeing of its citizens. Such a state usually takes care of the basic needs of its citizens like food, shelter, clothing, education and health.

The concept of welfare state dominated the idea of development during the early part of the 20th century. This had an impact on the traditional concept of public administration. It now focused on bringing change through unified, organised and properly directed governmental action and not merely performance of routine functions of the government.

In the period after the Second World War several countries of Asia and Africa became independent. Nation building was one of the great concerns before such newly independent countries. They did not want the governments to do only routine administrative work. These countries were keen to initiate the process of development. These countries had complex, heterogenous societies and their economies were struggling. The various aid programmes that were provided by the developed world did not help these countries to develop. It was necessary for these countries to adopt new approaches to face the challenges of economic and social inequality, hunger and poverty, etc. This realisation led to the emergence of the concept of development administration.

The government in these countries was to become an agent of change and development. The socio-political circumstances in these emerging states necessitated redefining and reorientation of the idea of development. Development was conceived from holistic perspective, focusing on not only economic growth but also on social change, political

development and cultural progress. Accordingly, governments took on several important tasks in these countries such as centralised economic planning, the preparation and execution of development programmes and projects, the promotion and management of industrial growth, and meeting the basic needs of citizens through the provision of social services, economic opportunities and other social welfare programmes. Governments in most of the developing nations focused on development by means of planned change and people's participation. Thus, development administration as an area of study and as a means to realise developmental goals assumed increasing importance.

Definitions

Edward Weidner: defined it as "The process of guiding an organisation toward the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or the other".

Merle Fairsoul: defined development administration as "a carrier of innovating values, it embraces the way of the new functions assumed by developing countries embarking on the path of modernisation and industrialisation".

The traditional approach to public administration has been bound by rules and hierarchy. While this approach is not wrong, sometimes it creates delays and obstacles that are generally called 'red tape'. It is necessary to have innovation in planning to create a better society. This approach that is change and growth oriented is called Development Administration.

Do you know?

In government administration when official rules and procedures create unnecessary delays in the work it is called 'red tape'. Discuss your various experiences about 'red tape'.

In order to understand the changes that Development Administration has brought in, it is necessary to understand traditional public administration. Traditionally, the study of public administration would cover the following main areas:

(i) Organisation of the governmental machinery: This would include the structure, various departments, ministries and related organisations of the government. (Examples: The structure of the ministry that includes the Secretaries and other officials; various boards and commissions like the UPSC, Election Commission, etc.)

(ii) Management of different tasks: The focus is on the leadership, planning and coordination between various departments. (Examples: the National Institution for Transforming India (NITI Aayog).

(iii) Personnel Administration: This refers to the recruitment process, the training, and other related activities. (Example: How recruitment is done in India through UPSC or State Civil Service Commissions, the training facilities, issues dealing with promotion, salary, pensions, etc.)

(iv) Financial Administration: The focus here is on the process of making the budget, financial committees of the parliament and audit. (Example: How the Parliament controls the expenditure, committees like the Public Accounts Committee, Estimates Committee, etc.)

(v) Administrative law: On the basis of the laws passed by the Parliament rules are framed. There are also tribunals for resolving disputes. (Example: Tribunals like the Income Tax Appellate Tribunal)

The above mentioned traditional functions of public administration are important functions in developing countries. However, the developing countries have some unique problems of development. They are post-colonial countries. They are trying to create their own independent approach to development. Such an approach is based on aspects of economic and social justice and political modernisation. It also requires the adaptation of new technologies. Therefore it is necessary to make changes in the traditional approaches to public administration. This type of administration is focused more on setting development goals and achieving them through the medium of administration.

In developing countries like India approach to Public Administration and Public Policy has also undergone some changes. The focus is on issues of development. The framework used for this is called 'Development Administration'.

Development Administration focuses on the socio-political and socio-economic development of the country. Its stress is on the projects, programmes and policies that are aimed at securing the objectives of development.

Development Administration has mainly two important aspects:

(i) Administration of Development: The first task is of setting goals of development. The second is to try to achieve them.

(ii) Development of Administration: The existing system of administration needs to be improved so as to be able to achieve the goals of development.

Development Administration

The main features of development administration are as follows :

(i) **Change oriented:** The traditional administration is essentially pro-stability and prefers the status quo. Development administration seeks to bring about change and tries to reorient towards developmental goals. In the post-world war period when various nations became independent in Asia and Africa, the biggest task before their governments was to promote the process of development. They desired progress in all spheres such as economic, social and political. For this to materialise the governments had to focus on transformations, innovations and development.

In post-independent India, fighting poverty, hunger and economic backwardness was the biggest challenge before the government. Hence, the government did not only focus on traditional sector of economy i.e. agriculture but deliberately chose to develop industries, dams and hydro-electric projects with public sector investment. These projects were referred to as Temples of Modern India by Pandit Jawaharlal Nehru.

Examples of Indian Industrialisation:

Bhakra-Nangal Dam

Bhilai Steel Plant

(ii) **Output-oriented:** Development Administration aims to achieve certain outcomes and results for which it sets out clear-cut norms of performance. These are usually quantitative norms. If change orientation is one of the goals of development administration, then to make it happen certain targets need to be set. This enables the administrative units to produce the desired output. The focus on targets pushes the administration to produce desired results. For instance, when government sets the target that the economy of the country has to grow at the rate of 8 to 10 percent per annum, it is trying to set some reasonable and feasible goals to be achieved.

(iii) **Citizen participation:** Development being a process of social and economic change, it is important that people participate actively in it. If the process of development is cut off from the grassroots then it eventually fails to materialise the objectives it has set. This necessitates peoples' participation in the process of planning, implementation and its eventual evaluation.

In a diverse society like India people's participation is necessary. In India the needs, requirements and choices of people may vary vastly according to regions. Indian government had introduced a Community Development Programme in 1952 followed by National Extension Service in 1953. The focus was to promote development in the rural and remote areas. The experience of these programmes helped the government to focus on rural India. The purpose of participation of the rural and urban people was sought through the 73rd and 74th Constitutional Amendment Act.

Do you know ?

The 73rd Amendment Act of 1992 gave constitutional status to the panchayati raj institutions. The act is a significant landmark in the evolution of grassroot democratic institutions in the country. The 74th Amendment Act of 1992 gave constitutional status to the municipalities. The act aims at strengthening the urban governments so that they function effectively as units of local government.

(iv) **Public Commitment :** Development Administration requires a firm commitment, a sense of involvement and concern on the part of civil servants or the bureaucracy. The process and path of development is filled with challenges and that can create hurdles in the implementation of the programmes. Therefore, the bureaucracy needs to have a sense of belongingness, commitment and spirit to work for national growth to achieve developmental objectives.

Development Administration in India

Development administration is change-oriented. It is anti-status quo. Every development function has a goal to be achieved. For example, economic development has the goal to improve the quality of life. It includes rise in per capita income, literacy rate, life expectancy and reduction in poverty rates, etc. For these goals to be achieved planning, organisation and optimum utilisation of resources is required. Planning aids in deciding the resources required for achieving the goal, and also sets target to achieve them in a time bound manner.

Discuss : What are the different remedies to eradicate poverty in India?

India's journey began as a newly independent poor and underdeveloped nation. Our main goal was to regain past glory and prosperity. Post-independent India was struggling to rise from the ill effects of brutal colonial exploitation. India needed to take some important decisions regarding the development model that we as a nation would like to follow.

India's goals of development since independence have been as follows:

(i) **Modernisation of the economy:** The main focus was industrialisation. Industrialisation provided employment. It would increase the quantum of employment for maximum utilisation of manpower. This would modernise the economy and increase the national income.

(ii) **Land Reforms:** When India became independent the ownership of agricultural land was mainly concentrated in the hands of a few landowners. To solve this issue land reforms were initiated.

(iii) **Agriculture:** There was a focus on the use of high yielding seeds (hybrid seeds) to increase agricultural production. This would help the development of the relatively backward regions and reduce rural poverty.

(iv) **Self-reliance:** India had become independent from colonial rule. Therefore, it wanted to be independent from foreign domination. India accepted foreign aid for its industrial development but it did not want to be dependent on foreign capital.

(v) **Socialist pattern with social justice:** The concept of socialist pattern of economy was based on the concept of welfare state. The purpose was the mitigation of inequalities of income and wealth. The State would take the lead in providing various welfare services to the public. Planning was an important part of this strategy. India created the Planning Commission whose goal was to improve the standard of living of the people by efficient exploitation of the resources of the country, increasing production and offering opportunities to all for employment in the service of the community.

NITI Aayog

The Planning Commission was developed as an apex planning body. India after independence also adopted the tool of Five Year planning which identified short term and long term goals of development. The Five Year Plans have focussed on various issues including agriculture; irrigation; power projects; industrialisation; removal of poverty; food production; nutrition; social security; etc.

In the 1990s India adopted the new economic policy that focused on economic liberalisation. In this new setup there was a need to change the approach to planning. In 2014 the Planning Commission was replaced by the NITI Aayog. India moved away from centralised planning to a decentralised planning. The NITI Aayog proposes grassroots planning where in the planning should be built right from the village, block and district levels and these should be harmonised with planning at the state level. National planning should be the consolidation of state-level plans along with the planning infrastructure and
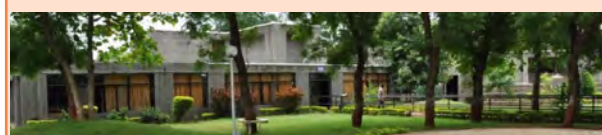
service requirements for the country as a whole worked out at the union level.

NITI Aayog

Find out!

Who are the Chairperson and the Members of the National Institution for Transforming India (NITI) Aayog?

Yashwantrao Chavan Academy of Development Administration (YASHADA) Pune is a training institute having a dual role : as an Administrative Training Institute and a State Institute of Rural Development.

Development Programmes

One of the important ways to implement the concept of development administration is to prepare specific plans and programmes aimed at development. Here are a few examples of programmes initiated by the Government of India that are a part of development administration in India:

(i) **1952 :** Community Development Programme (CDP): To promote overall development of rural areas and people's participation.

(ii)   **1966-67 :** Green Revolution: To increase agricultural production.

(iii)   **1975 :** Command Area Development Programme: (CADP) For better utilisation of irrigational capacities

(iv)   **1975 :** Twenty Point Programme (TPP): For poverty eradication and an overall objective of raising the standard of living

(v)   **1980 :** Integrated Rural Development Programme : IRDP : For overall development of rural poor

(vi)   **1989 :** Jawahar Rozgar Yojna (JRY): To provide employment to rural unemployed.

(vii)   **1995 :** Mid-day Meal Scheme: Nutrition to students in primary schools to improve enrolment, retention and attendance.

(viii)   **2000 :** Pradhan Mantri Gram Sadak Yojna: Connect all villages with nearest pukka road.

(ix)   **2005 :** Jawaharlal Nehru National Urban Renewal Mission: (JNNURM) To improve urban infrastructure.

(x)   **2005 :** The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA): It is an Indian labour law and social security measure that aims to guarantee the 'right to work'.

(xi)   **2009 :** Aadhaar: The Unique Identification Authority of India (UIDAI) was created with the objective to issue Unique Identification numbers (UID), named as ''Aadhaar'', to all residents of India . It became a statutory authority established under the provisions of the Aadhaar (Targeted Delivery of Financial and Other Subsidies, Benefits and Services) Act, 2016

(xii)   **2014 :** Pradhan Mantri Jan Dhan Yojana (PMJDY): Financial inclusion and access to financial services for all households in the country is the main objective.

(xiii)   **2014 :** Swachh Bharat Abhiyan: The main objective is to fulfil Mahatma Gandhi's dream of a clean and hygienic India.

(xiv)   **2017:** Udaan Scheme: The main objective is encouraging girls for higher technical education and aims to provide a platform that empowers girl students and provides them with better learning opportunities.

Do you know ?

Maharashtra State Open Schooling Board (2017) provides formal education for those who are not part of regular educational stream to such individuals who are physically challenged, artists, sports people, house wives, workers, those who are extra-ordinary talented, etc.

These programmes have tried to provide help to the socially and economically marginalised sections of the population. These programmes can succeed only with the active participation of both, the bureaucracy and the citizens. Today, the citizens have become more active in the process of governance. One of the reasons for this active participation is the increasing awareness of the people due to the information technology revolution.

Please see the following websites for further information:

An Overview of the Sustainable Development Goals
NITI Aayog (National Institution for Transforming India), Government of India
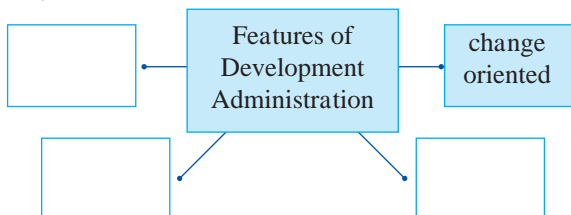http://www.niti.gov.in/content/overview-sustainable-development-goals

Exercise

1. State the appropriate concept for the given statement.
1. State that promotes economic and social well being of its citizens -
2. Unnecessary delays in administrative work is called -

2. Complete the concept map.
1.

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[        ] —— Features of —— change
             Development     oriented
             Administration
[        ]                  [        ]
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3. State whether the following statements are true or false with reasons.
1. Change and growth oriented aproach is called Development Administration.
2. In post-independent India, government deliberately invested in public sector.

3. The 73rd amendment act gave constitutional status to municipalities.

4. Explain the co-relation between the following.
Planning Commission and NITI Aayog

5. Answer the following.
1. Discuss any 4 areas of study in traditional public administration.
2. Write in brief about NITI Aayog.

6. Express your opinion of the following.
Citizen participation is necessary in development administration.

Activity :
Take up any one development programme and study it. Find out how it has been implemented. Discuss this in class.