

## Section III : Public Administration

### Introduction



Political Science and Public Administration share the same goal. Both seek to learn the political, social and economic dynamics of the society and apply that knowledge to benefit the good of all. Political science creates a policy, public administration implements it. The administration of national, state and local government institutions is called public administration.

What then is public administration? There are two aspects to public administration.

(i) One is a general aspect. It focuses on the following:

- Planning the outline of things to be done.
- Creating a structure of organisation to implement the decisions.
- Appointing people to do the work.
- Coordinating the work to ensure that it is done properly.
- Provide the finance to do the activity.

(ii) The second is a specialised aspect.

There are many specialised functions like maintaining law and order; providing education; ensuring public health; promoting agriculture; providing social security; etc. Each of these is a specialised activity requiring special skills. For example, public health requires doctors, law and order requires police. This is also the task of public administration.

When the administration of these activities is carried out by the government, we use the word public administration. In case of private companies or any non-governmental organisations, the word used would be private administration or business administration. Thus, a District Collector, Tehisldar, Block Development Officer, Police Officer, Anganwadi Worker, etc. would be examples of those who are part of public administration in India.

Public Administration as a discipline was born in the United States. Woodrow Wilson was the first to emphasise the need for the study of public administration as a subject. In India references to how the government should function and how to administer the countries have been in existence since ancient times. Some examples are Kautilya's Arthashastra, Chatrapati Shivaj Maharaj's Adnyapatra or in the system of administration introduced by the Mughals. The British introduced the Indian Civil Service and brought in an All India system of administration. Independent India has the Indian Administrative Service and also the State Administrative Service.

Today the government has become more complex. It undertakes various activities that go beyond the simple perspective of administration. The new approach to understand government activities is now called Public Policy. In developing countries like India, approach to Public Administration and Public Policy has 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 objective of development.

The two chapters in this section are as follows :

**Chapter VII : Public Administration** : This introduces the subject of public administration. It explains the relationship between political science and public administration. The chapter also goes into the scope of the subject of public administration and introduces the concept of public policy.

**Chapter VIII : Development Administration** : The traditional approach of public administration has been bound by rules and hierarchy. While this approach is not wrong, sometimes it creates delays and obstacles that are called 'red tape'. It is necessary to have innovation in planning and try to create a better society. This approach is called Development Administration. This chapter also focuses on the manner in which development administration is implemented in India.

In this chapter we will try to understand the meaning of public administration, the evolution of Public Administration, and its role, relevance and scope. We will also look at the administrative system in India.

Let us begin with few questions. What do we study in Political Science? What is administration? What is the difference between private and public administration?

Political Science studies the state and government. It studies politics at the local, state, national, and international levels. It studies how a society governs itself. Public Administration is a sub-discipline of Political Science. Public Administration, focuses on what we call “government in action”. Once decisions are taken through democratic methods they need to be implemented. This is done by the executive arm of the government and is known as public administration.

The government has three branches: the Legislature; Executive and Judiciary. The executive arm of the government is made up of two types of executives:

- (a) One, is Political Executives i.e. Ministers who are elected and
- (b) Second is Permanent Executives i.e. Bureaucrats who are recruited through open competitive exams like those conducted by the Union Public Service Commission (UPSC) or the Maharashtra Public Service Commission (MPSC), etc.

Administration is an activity found everywhere in everyday life. As a process, administration occurs in both public and private organisations. The term ‘administration’ means management of affairs, this can be in the public or private sector. Public administration as a subject studies the activity and the process of government.

### Defining Public Administration:

Public administration can be loosely defined as the organisation and management of human and material resources to fulfil the objectives laid down by the government.

Here are some definitions of public administration:

**Herbert Simon:** ‘By Public Administration is meant, in common usage, the activities of the executive branches of national, state and local governments.’

**Dwight Waldo:** ‘Public administration is the art and science of management as applied to the affairs of the State.’

**Luther Gulick and Lyndall Urwick :** ‘By Public Administration is meant the activities of the executive branches of the national, state and local governments.’

### Inter-relationship between Political Science and Public Administration

As we have already discussed above, Political Science studies the manner in which public policies and laws are made. It studies the role of the political parties and other organisations, various

governmental institutions like the Parliament, Election Commission, etc.. Public Administration basically implements these laws and public policies.

There are many specialised functions which governments have to perform like maintaining law and order; providing education; securing public health; promoting agriculture; providing social security, social welfare, sanitation, transport and communication facility etc. Each of these is a specialised activity requiring special skills. For instance, public health requires doctors, law and order requires trained police. When the administration of these activities is carried on by the government and its different organisations they fall into the domain of public administration. Thus a District Collector, Tehsildar, Block Development Officer, Police Officer, Anganwadi Worker, etc. are all part of the public administration in India. They assist the government in implementing various policies and programmes of the government. When some of the same functions mentioned above (like providing Education or Healthcare) are performed by private organisations (institutions/companies) or any non-governmental organisations the word used would be private administration or business administration.

**Public Administration broadly includes following:**

- Activities of the government especially, that of the executive branch.
- Management of public affairs and activities.
- Public welfare and well-being of the people.

## **Scope of Public Administration: Narrow and Broad**

The scope of public administration can be divided into two broad categories.

### **(i) Narrow Perspective**

In a narrow sense it focuses on those aspects of administration which are related with only the executive branch of the government. This view was given by Gullick and Urwick in their famous acronym POSDCORB. This view of the scope of public administration is limited to following things:

**P- Planning:** The first step in administration is planning where broad outline or a blueprint is prepared. This happens at all three levels : National, State and Local. For instance the NITI Aayog has adopted a bottom –up approach where planning begins at the grassroots level and then reaches at the top.



### **Do you know ?**

The National Institution for Transforming India, also called NITI Aayog, was formed via a resolution of the Union Cabinet on 1st January 2015. NITI Aayog is the premier policy ‘Think Tank’ of the Government of India, providing both directional and policy inputs. While designing strategic and long term policies and programmes for the Government of India, NITI Aayog also provides relevant technical advice to the Centre and States.

**O- Organisation:** The planned objectives and goals are achieved by establishing the formal structure of authority through which the work is arranged, defined and coordinated. For

example, All India Services, Central, State and Local Services.

**S- Staffing:** Human resources are the backbone of any administrative system. The personnel who actively engage in the process of administration are to be recruited and trained. It is also important to maintain favourable working conditions for them. For example, recruitment through UPSC and State PSC.



### Do you know ?

The Union Public Service Commission is India's central recruiting agency. It is responsible for appointments to and examinations for All India services and group A and group B of Central services.

The Maharashtra Public Service Commission is a body to recruit officers for the civil service in Maharashtra.

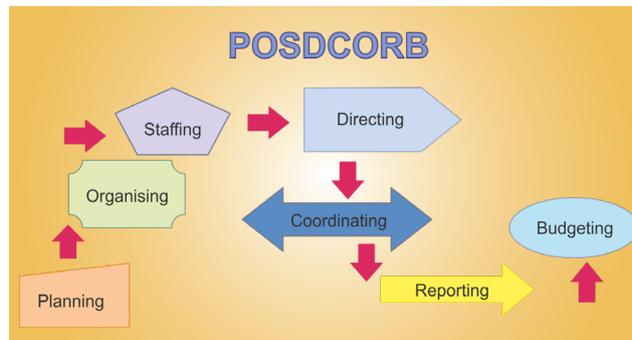
**D- Directing:** Administration is a continuous activity. Therefore making decisions and embodying them in specific and general orders and instructions is also necessary.

**CO-Co-ordination:** Administration is a complex and interrelated process and hence different parts of organisation such as branches, divisions, sections need to be co-ordinated. This helps in elimination of overlapping work and prevents conflict.

**R-Reporting:** Information related to the on-going or completed task and its reporting to higher authorities is a key aspect of administration. This ensures accountability and responsibility within administration.

**B-Budgeting:** Finance is a key aspect

of any activity. Therefore accounting, fiscal planning and its control are maintained through budgeting.



### Do this activity.

You want to organise a cricket match in your college. Students should form groups. Each group will do the following task:

**Group A:** Plan the event. Decide the dates, venue etc.

**Group B:** Decide who would take up various responsibilities for the sports match. Create small committees for each task that is to be done.

**Group C:** Coordinate with the college authorities (Teachers, Principal, Administrative staff).

**Group D:** Prepare a budget for this activity.

### (ii) Broad Perspective

In a wider sense (broader sense), public administration includes the activities of all the three branches of the government. This is quite different from the narrow or managerial view of public administration that focuses only on the activities of the executive branch of the government. The broader view of public administration involves the activities of legislature, executive as well as judiciary and their

inter-relationships. This broader view of public administration is seen as a cooperative group effort. It also focuses on formulation of policy and hence it is part of the larger political process.

In a wider sense, public administration is also engaged in collaborations and interactions with numerous private groups and individuals in providing basic services to the community. This would include specialised functions of the government such as defence, finance, education, health care etc. This means broader view of public administration is concerned with both, the techniques of administration such as POSDCORB and with other substantive matters of administration.

Austria which was concerned with the systematic management of governmental affairs.



### Do you know ?

Cameralism, refers to a system of “sciences” during the seventeenth and eighteenth centuries. It attempted to extend and improve administrative practices to serve the monarchs of Germany and Austria. The themes taken up by the cameralists are still relevant to public administration.



### Do you know ?

#### Corporate Social Responsibility (CSR)

Companies try to integrate social and environmental concerns in their business operations. CSR is not charity but a way to improve society. These activities include work like limiting pollution, disaster relief, clean water and educational programs in developing countries, etc.

#### Evolution of Public Administration

Since ancient times, various thinkers have contributed to the area of administrative thought and practice. Kautilya’s ‘Arthashastra’ is a text on administration in ancient India. Aristotle’s ‘Politics’ and Machiavelli’s ‘The Prince’ also are works on administration. However, credit for the systematic study of the discipline should be given to 18th century system of Cameralism in Germany and

Public Administration as an academic discipline was born in the United States. Woodrow Wilson was the first to emphasise the need for the study of public administration as a subject. His celebrated essay ‘The Study of Public Administration’ published in 1887 laid the foundation of the science of public administration. He was one of the first political leaders who emphasised the need to increase the efficiency of the government. Wilson argued that administration is the most obvious part of the government but the least discussed aspect of the government.

Today the subject matter of public administration has expanded to include areas like comparative public administration, development administration, new public administration, new public management, public policy and good governance. Public Policy is one of latest areas of study within the fold of public administration. In the contemporary times public administration is not merely about implementation but increasingly it is oriented towards policy making.

## Public Policy

Today the government has become more complex with increasing inter connectivity, technological innovations, forces of globalisation and challenges that arise because of all this. Thus government today undertakes various activities that go beyond what we call simple administration of activities in the public sphere. Today government is increasingly about making and implementing public policy for the welfare and well-being of people. The new approach to understand this aspect of government activities is called Public Policy.

Availability of electricity in rural areas is a major issue in India. So the task of the government is to provide electricity to these areas. The Government of India came up with a programme called Rajiv Gandhi Grameen Vidyutikaran Yojana. This is a Public Policy aiming to electrify rural hinterland of India. The Ayushman Bharat is another example of public policy. The aim is to provide universal access to good quality health care services without anyone having to face financial hardship.

Public policy can be understood in three steps:

- (i) **Policy Choice:** Citizens face several problems. Ministers, politicians, members of parliament, bureaucrats or other authorities decide on issues to be dealt with. Then various options are discussed about how to deal with those issues. For example, the issues may be of water supply to the city, or anti malaria programme. On the basis of this discussion a policy or a programme is decided.
- (ii) **Policy Output:** This stage is of actual

implementation of the policy. This determines the policy output.

- (iii) **Policy Impact:** The third is to understand the impact of the policy. This is the evaluation stage. The objectives of the policy are assessed to determine the impact of the policy.

Let us try to understand the process of public policy making and its implementation through this following example. The local government of your area is facing the problem of waste management or garbage disposal. The critical issue here is of hygiene and sanitation. The people's representatives (i.e. Municipal Corporators, Gram Panchayat, etc.), government officers (Ward officers) and local residents discuss this and decide upon a particular policy choice about garbage disposal. Suppose the decision was to segregate the waste at source and its separate collection and treatment. It will then formulate a plan about the method to implement the decision mentioned above. This falls into what we said earlier a Policy Choice. The second stage is to implement it i.e. Policy output. While implementing the decision government as well as non-government agencies can be involved in the task. The third stage is Policy Impact which tries to look at whether it has worked in the manner expected. This is the evaluation stage. It tries to understand the problems in implementation so that the work can be improved upon later.

### Do this.

Find out how waste management is done in your locality.

## Administrative System in India

Administration in India has been

influenced by the framework and institutions that British had created during their rule. However, even before the British, India had a structured administrative system. Kautilya's Arthashastra is a detailed text on administration during the reign of Chandragupta Maurya. The Gupta Dynasty, the Mughal rule and Chatrapati Shivaji Maharaj's contribution to the administrative system is equally important. The British introduced a centrally controlled administrative system in India. This was implemented through a series of important acts like Government of India Act of 1909, Government of India Act of 1919 and Government of India Act of 1935.



**Lal Bahadur Shastri National Academy of Administration, Mussoorie.**

After Independence India declared herself as Union of States with a federal structure. It opted for a parliamentary form of democracy. The Indian Administrative System is primarily guided by broad values and goals as mentioned in the Constitution of India. These values act as guiding posts for all the politicians, ministers, bureaucrats etc. who are involved in the process of administration. These values are Liberty, Equality, Justice,

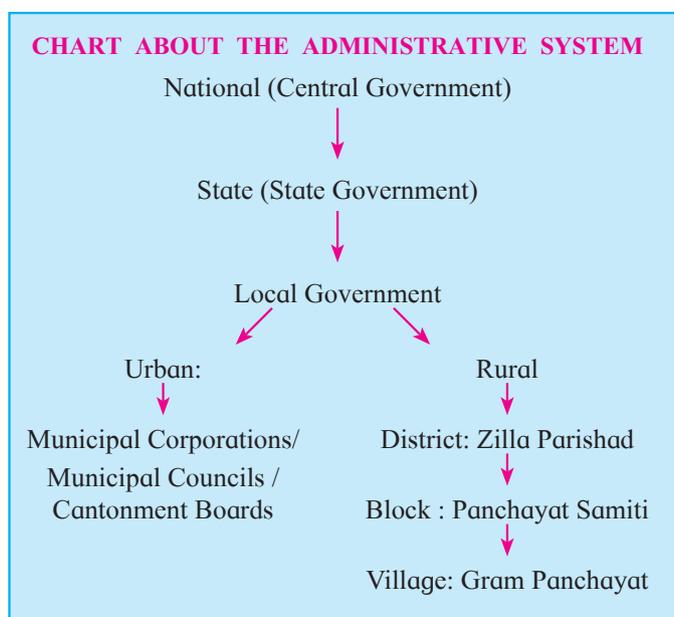
Fraternity and Secularism.

Let us try to first understand the broad framework of administration in India. Indian administration has to be understood at two levels:

(1) One is the three level administrative structures that India has as a federal system of government: National, State and local level.

(2) The second refers to the three arms of the government: Executive, Legislature and Judiciary. The executive consists of the Prime Minister and the Council of Ministers. These ministers look after the ministries. The task of the Legislature (Parliament in the Centre and

Assembly at the State level) is to pass laws and also to keep a watch on the work done by the executive. The task of the Judiciary is to interpret and adjudicate cases.





Mantralaya, Mumbai

### How does the administration function?

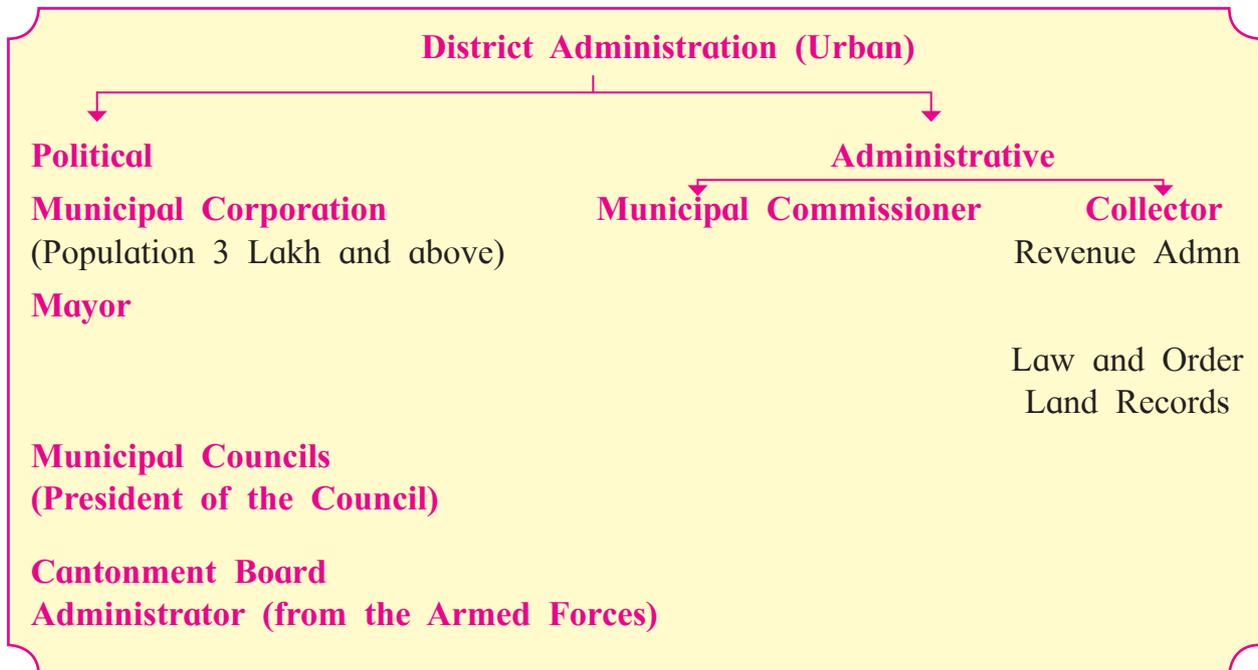
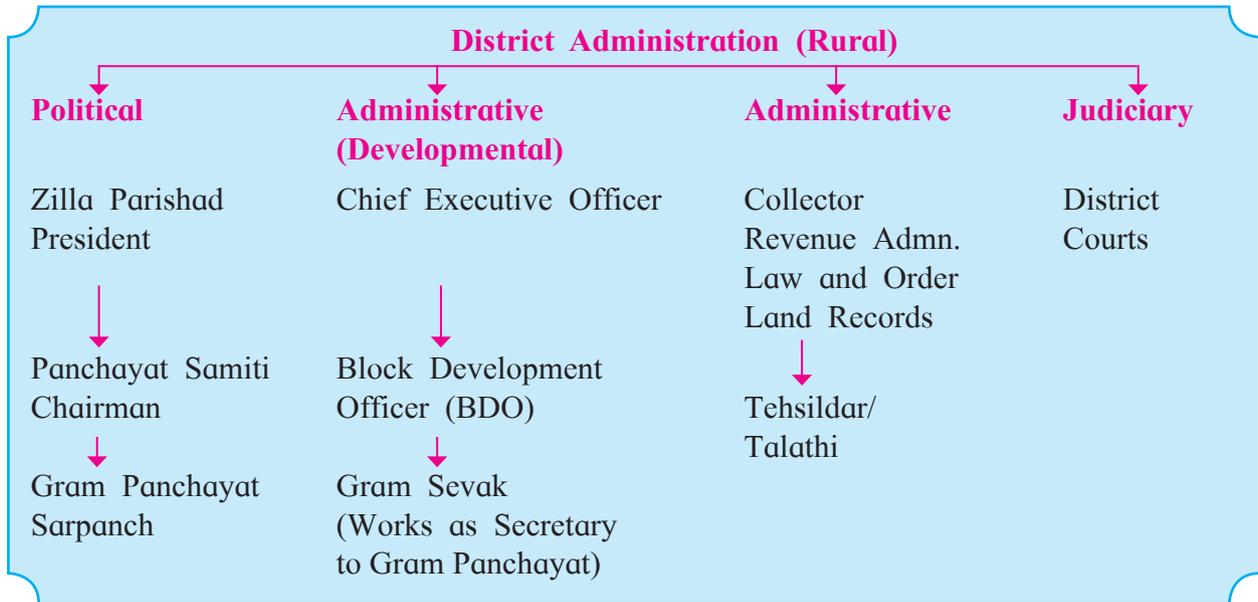
- (i) At the national level, the work of the Central Government is conducted by various ministries (departments). For example there are ministries of Agriculture, Health, Home, Defence, etc. Each ministry (or department) is headed by a minister. Below the minister is the bureaucracy or the administrative machinery. Besides the ministries there are such institutions like the Election Commission, Union Public Service Commission, National Commission for Backward Classes, NITI Aayog, etc. These also require administrators or a bureaucracy.
- (ii) At the state level also, there are various ministries and commissions that do the work of the government. Like the Central government, the ministries of the State are also headed by a minister and staffed by the bureaucracy.
- (iii) At the local level administration is of two types: urban and rural administration. At the district level the highest administrative officer is the Collector. In large cities, the Municipal

Commissioner is in charge of the Municipality or Municipal Corporation. In rural areas, at the level of the Tehsil the Tehsildar looks after the administration.

- (iv) There is a close link between the political leadership and the administrative machinery. The Ministers are in charge of the ministries and the departments at the national and the state levels. At the local level also the political leaders are closely linked to the administrative machinery. For example at the rural level, the President of the Zilla Parishad or the Chairperson of the Panchayat Samiti or the Sarpanch are in close contact with the administration. At the urban level, Municipal Corporation and the Municipal Council has elected members who are in contact with the administration.
- (v) The recruitment for all administrative posts at all levels is done through competitive examinations conducted by the government. At the central government level, the UPSC and Staff Selection Commission are the bodies that conduct these examinations. At the State level, the State Public Service Commissions conduct these examinations.
- (vi) The bureaucracy follows the principle of political neutrality. They owe allegiance to the constitution and not to any political party.

In the next chapters we will learn about Development Administration.

## Local Government Administration



**Do this :** Visit any government office near your school/college/home. It may be a Panchayat Office, the Zilla Parishad, Municipal Corporation or any other government office. Observe how the work is done. Talk to the people who have come to the office to do their work.

Discuss in the classroom your experience. Write a one page note on the experience.

**Please see the following websites for further information:**

**The Study of Administration: Woodrow Wilson**  
Source: Political Science Quarterly, Vol. 2, No. 2 (Jun., 1887), pp. 197-222  
Published by: The Academy of Political Science  
Stable URL: [Quarterly.http://www.jstor.org](http://www.jstor.org)  
Volume II, June, 1887. Number 2. Political Science Quarterly.  
[http://www.iupui.edu/~spea1/V502/Orosz/Units/Sections/u1s5/Woodrow\\_Wilson\\_Study\\_of\\_Administration\\_1887\\_jstor.pdf](http://www.iupui.edu/~spea1/V502/Orosz/Units/Sections/u1s5/Woodrow_Wilson_Study_of_Administration_1887_jstor.pdf)



## Exercise

### 1. (A) Choose the correct alternative and complete the following statements.

1. The backbone of any administrative system is ..... .  
(material resource, human resource, natural resource, geographic resource)
2. Gulick and ..... put forth the acronym POSDCORB.  
(Woodrow Wilson, Herbert Simon, Urwick, Dwight Waldo)

### (B) Identify the incorrect pair in every set, correct it and rewrite.

- (a) Kautilya - Arthashastra
- (b) Aristotle - The Politics
- (c) Machiavelli - Republic

### (C) State the appropriate concept for the given statement.

1. The systematic management of governmental affairs in 18th century Germany and Austria -
2. Efforts of companies to integrate social and environmental concerns -

### 2. State whether the following statements are true or false with reasons.

1. The first step in administration is staffing.
2. Public Administration as an academic discipline was born in India.

### 3. Explain the co-relation between the following.

1. Private administration and Public administration
2. Rural administration and Urban administration

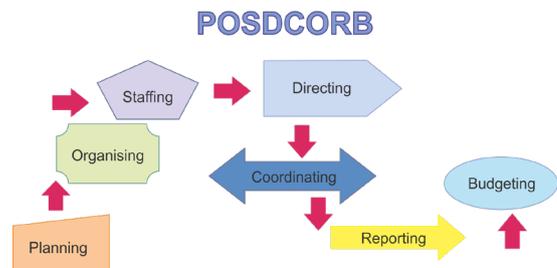
### 4. Answer the following.

1. Explain the functioning of the administration
2. Explain the steps in public policy making.

### 5. Answer the following in detail with reference to the given points.

1. Define public administration and explain its scope with reference to the following points.
  - (a) narrow perspective
  - (b) wider perspective

### 6. Observe the given image and write in brief about it.



### Activity:

Look at the latest Annual Report of the Ministry of Home, Government of India. Make a list of the main activities of the ministry.



## 8. Development Administration

In this chapter, we will 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 20<sup>th</sup> 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)

**Find out!**

Find out the names of any 4 Tribunals and their area of activity in the field of Indian Administration.

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.

**Do this.**

Identify some of the problems in your area. What measures need to be taken to resolve them? Discuss how to develop your area and suggest remedies.

**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 people was sought through the 73<sup>rd</sup> and 74<sup>th</sup> 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>



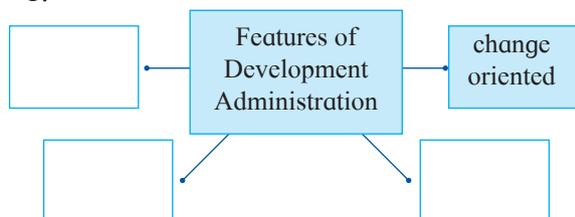
## Exercise

**1. (A) 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/maps.**

1.



**3. State whether the following statements are true or false with reasons.**

1. Change and growth oriented approach 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.**

Traditional public administration and development administration.

**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.