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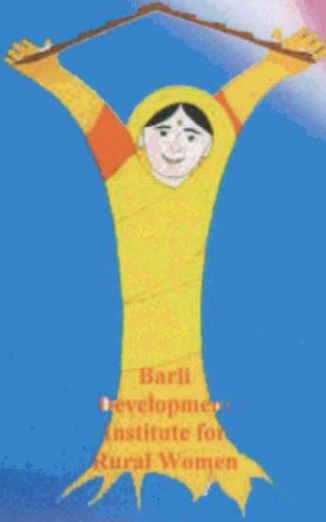
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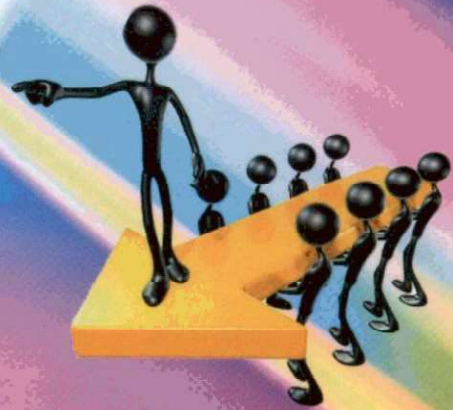
Muktagangothri, Mysuru - 570 006

M.A. (FINAL)

PUBLIC ADMINISTRATION



Barli
Development
Institute for
Rural Women



DEVELOPMENT ADMINISTRATION

(with special referance to India)

COURSE-9

BLOCK :1-7



KARNATAKA STATE OPEN UNIVERSITY
MUKTHAGANGOTRI, MYSORE - 570 006.

M.A. Public administration
(Final)
COURSE - 9
DEVELOPMENT ADMINISTRATION
(With Special Reference to India)

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Sri K.R. Jayaprakash Rao

Registrar
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Mysuru - 57006

**Developed by Academic Section, KSOU, Mysuru
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Printed and Published on behalf of Karnataka State Open University, Mysuru by

Registrar (Administration)

M.A. Public Administration (Final)

Course - 9

Block - I INTRODUCTION

Development Administration (with special Reference to India)

Development is a simple word which stands for growth. But in recent years it has acquired highly complex or technical meaning. This is so not only because the modern age is passing through a process of rapid growth, but also because the social sciences have gone deeper into sociological, psychological, economic, political and administration processes of development.

After the Second World War when colonialism ended and the nations in Asia and Africa became free, naturally they wanted to develop their countries. Development became their major concern. Who should bring about development and how became their major question. States and Governments in the new nations got involved in development efforts. They completely depend on Public Administration and these countries got involved in development. Development Administration was born in this context.

Block - II INTRODUCTION

This block consists of four units. Unit five deals with ecology and ecological dimension of Development Administration. Unit six deals with the Historical setting of Development Administration. Unit Seven deals with the social dimension of Development Administration and the Economic Dimension of Development Administration. Unit Eight deals with Political Dimension of Development of Administration.

Block - III INTRODUCTION

This block consists of four Units. Unit nine deals with Bureaucratic Structure And Development Administration - The Issue of Compatibility. Unit ten deals with Bureaucratic Problems in Development Generalist V/S Specialist and Committed Bureaucracy V/S Natural Bureaucracy. Unit eleven deals with Bureaucratic Corruption and development, the citizen Administration, Relationship and Development. Unit Twelve deals with Bureaucratic Response to Development.

Block - IV INTRODUCTION

This block consists of four Units. Unit Thirteen deals with Development and planning in India as well as its composition, power and functions. Unit Fourteen deals with machinery and process of planning at various levels National, state and local levels. Unit Fifteen deals with the problems of implementation and project Management. Unit sixteen deals with the impact of L.P.G on planning and Administration.

Block - V INTRODUCTION

This block contains four units. Unit 17 deals with organisational issues especially organisational principle and practices in Development Administration. Unit Eighteen deals with the role of local Government and special purpose agencies in development administration. Unit Nineteen deals with the roles of civil society and non governmental organisation in development administration. Unit twenty deals with financial administration for development and Traditional Financial Administration and changes in it for development.

Block - VI INTRODUCTION

This block contains four units. Unit Twenty One deals with Area Development Administration, along with it also deals with Regional Planning, meaning, importance, scope. Unit Twenty Two deals with Command Area Development - its powers, functions and composition - unit Twenty Three deals Rural Development Administration - 73rd Amendment and its impact and unit Twenty Four deals with Urban Development Administration - 74th Constitutional Amendment etc.

Block - VII INTRODUCTION

This block consists of four units. Unit twenty five deals with Industrial Development Administration and its role. Unit Twenty Six deals with science and technology of Development administration. Unit Twenty Seven deals with Tribal development administration and different policies of the Government. Unit Twenty eight deals with women Development administration and various policies and programmes undertaken by the state as well as central Government.

UNIT – 1 : DEVELOPMENT ADMINISTRATION : CONCEPT, MEANING AND IMPORTANCE

Structure

- 1.0 Objectives
- 1.1 Introduction
- 1.2 Concept of Development Administration
 - 1.2.1 Rise of the Concept : Context and Causes
 - 1.2.2 Stages in its Evolution
- 1.3 Meaning of Development Administration
 - 1.3.1 The Pioneers' Perception
 - 1.3.2 Other Explanations and Definitions
 - 1.3.3 In Short
- 1.4 Importance of Development Administration
- 1.5 Let Us Sum Up
- 1.6 Key Words
- 1.7 Some Useful Books
- 1.8 Answers to Check Your Progress Questions

1.0 OBJECTIVES

The objectives of this Unit 1 are to understand the following :

- The Concept of Development Administration.
- Its rise in terms of the context and causes.
- The stage in its Evolution.
- The meaning of Development Administration.
- The importance of Development Administration.

1.1 INTRODUCTION

After the Second World War when colonialism ended and the nations in Asia and Africa became free, naturally they wanted to develop their countries. Development became their major concern. Who? Should bring about development and how? Became the major questions. State and Governments in the new nations got involved in development efforts. They looked at their Public Administration for help. Public Administration in these countries got involved in development. Development Administration was born in this context.

The basic Philosophy underlying development administration has been active role of the state as public administration in the challenging task of creative planning and effective implementation of the all round national development in quick time. The development involvement of the state started changing the character and complexion of both the 'process' and 'discipline' of public administration.

As a 'process' public administration started changing its character from a status-quoist, colonial law and order administration to that of an agent of social change, reformation and national development. Its complexion started shifting from an elitist colonial bureaucracy to a welter of technocracy, bureaucracy and democracy at the service of the development process.

As a 'discipline', public administration at the end of the Second World War was suffering from a crisis of identity. As a subject, born and grown in the west, it lacked universality. Dominance of the Scientific Management approach over it had made the discipline of public administration as a worshipper of 'means'. Its advocacy of 'bureaucratic neutrality' had made it appear as escapist and perfunctory. On the whole, the discipline has a negative image and a crisis of identity had engulfed it. Its yearnings for "New" Public Administration were visible. The rise of development administration gave public administration a new identity. The 'goal'

and 'value' orientation of development administration provided public administration with a new positive philosophy and positive image. Its non-western or Third-world setting gave public administration a global context.

Since then, development administration studies, research, literature scholarship have expanded. Development administration first, emerged as 'a different approach' to public administration, grew a 'a sub-discipline' as has developed overtime to the level of 'a meta' or 'super-discipline' covering many other disciplinary areas beyond public administration.

Its unique 'development' focus makes development administration rich in purpose and vast in challenges and scope. Therefore, in this **Paper IV Development Administration (with special Reference to India)**. We will study a rich array of topics connected with development and its administration. In the first and introductory Block I we will discuss the concepts of development and development administration as well as the relation between development and administration in general. From Block II on wards the discussion is with special to India. In the Block II, we will discuss the "Ecology of Development Administration" i.e. the historical, social, economic and political dimensions of development both in terms of the "setting" that is, and the 'developments' that are desirable or desired. In the Block III and response government bureaucracy to development the nature of development planning in India with emphasis on planning process, machinery (i.e. organization) and implementation.

In Block V we will understand the organizational and financial administration aspects of development administration. In this context the increased role of local governments, special purpose agencies, civil society and N.G.O.s in development administration in India are discussed. Changes in financial administration in the context of development administration are also noted. The last two Blocks viz., VI and VII deal with different type of development administrations in India. In Block VI the focus is on understanding the different types of area or spatial development administration such as Regional Planning, Command Area, Rural Area and Urban Area Development Administration. In the last Block No. VII we will briefly discuss the Sectoral and Human development administration Programmes such as industrial development, Science and Technology Development, Tribal Development and Women Development administrations.

As far as this Unit No. 1, with which we are presently concerned, we will be discussing now onwards, first, the concept of development, second, its rise interms of context and causes, third, the stages in its evolution, fourth, the meaning of development administration and finally the importance of development administration.

1.2 CONCEPT OF DEVELOPMENT ADMINISTRATION

The term 'Development Administration' was first coined and used by an Indian scholar U.L. Goswami in 1955, in an article under the title "The Structure of Development Administration in India". Yet he cannot be called the father of development administration. He used in term only to refer to the rural community development administrative structure that was there then in India.

But, as a new development, a new approach or new branch of Public Administration it was conceived and used independently by Western Scholars. Though George Gant and Donald C. Stone are said to have begun using it late in 1950s, it was Edward Weidner who first conceived it as a new branch of public administration. He did this in an article entitled "Development Administration : A New Focus of Research" published in 1962. Following this it emerged as a separate field or branch of public administration in 1960s and 1970s.

1.2.1 Rise of The Concept : Context and Causes

The **Context** in which the concept and subject of development administration emerged were the Post-war period and the developments that followed. The end of the Second World war in 1945 brought many phenomenal changes in the world. The defeat of dictatorial states such as Germany, Japan and Italy increased the importance of democracy and freedom. Colonialism came to an end. New Nations emerged. The United Nations was established. Efforts to rebuild war-torn nations and to develop newly independent countries through national development plans, policies, plans and projects become the trend. To support these, international bilateral, multilateral aid and assistance programmes or 'foreign aid' programmes come into operation. Generally, the international relations, trade, co-operation and even competition increased. 'Cold War' i.e., the intense competition between the Western (Capitalist) and the Eastern (Communist) blocks of nations for an upper hand in international and world affairs emerged.

The **Causes** for the rise of development administration can be listed briefly as follows:

1. The desire and efforts of new nations for national development through state planned policies, programmes and projects.
2. The major role assigned to or assumed inevitably by the state or public administration in national development as the national private sector was weak and foreign enterprise was not blindly dependable.

3. The challenge faced by Public Administrative systems of these countries in designing development plans, policies, projects as well as development organizations and management and to generate and improve resources – human, financial and technical for development.
4. The growth of U.N sponsored programmes to aid in national development.
5. The development of bilateral and multilateral foreign-aid programmes to give financial, technical and administrative know-how and resources.
6. The rise of Cold-War and the consequent efforts by the western and communist countries in their pocket of influence.
7. The rise and role of the comparative Public Administration approach, movement and specifically of the CAG (The Comparative Administration Group) set up by the American Society for Public Administrations. The efforts of the CAG scholars to study public administration in developing countries lead them to conceive, develop and contribute to the development administration approach.

1.2.2 Stages in its Evolution

The development administration as a subject has had its ups and downs since it emerged in 1950s and 1960s. But, it is continuing and growing amidst new challenges. The stage in which it has evolved can be grouped conceptually, if not chronologically, into (A) The Pioneering Stage (B) The Stage of Criticism and Crises and (C) The continuing and Maturing Stage.

(A) The Pioneering Stage

After Goswami used the term first in 1955 and Weidner saw in it a “a new focus of research” in 1962, the subject of development administration had a fast growth in 1960s and 1970s. The pioneers who have contributed to its growth were Edward Weidner, Swerdlow, F.W. Figgs, Montgomery, Fainsod, Heaphy, Lapalambora, Braibanti, Panandikar, Milton Exman and many others.

Among them Edward Weidner identified it as a new approach and write books on **(1) Technical Assistance in Public Administration : The Case for Development Administration (1964)** and **(2) Development Administration in Asia (1970)**. Soon, Swerdlow and Riggs joined in founding the subject. Irwing Swerdlow wrote a book on **Development Administration : Concepts and Problems (1963)**. F.W. Riggs has written a

lot on (1) **Administration in Developing Countries ; The Theory of Prismatic Society (1964)**. (2) **The Idea of Development Administration : A Theoretical Essay (1966)** (3) **Frontiers of Development Administration (1970)** and (4) **The Prismatic Society Revisited (1973)**.

A host of other scholar joined gradually to contribute to the different dimensions of the subject of development administration. Fainsod contributed to the discussion on the 'Value dimensions'. Heaphy wrote about the 'Spatial dimensions'. Montgomers and Siffins have analysed the 'political dimensions'. Lapalombara, Braibanti and Panandikar contributed to the 'bureaucratic dimensions'. Katz, Swerdlow and Thompson have analysed the issues of 'administrative innovations'. Esman has emphasized the role of 'institutional building'. Waldo has deliberated on the temporal and the universal dimensions of development and development and administration. George F. Gant wrote a full fledged book **Development Administration: Concepts, Goals and Methods in 1979**.

(B) The Stage of Criticisms and Crises

The field of development administration has also come under criticisms and attack. W. Wood write an article "Development Administration : An Objection" in 1967. B.B. Schafer found a "Deadlock in Development Administration" in an essay in 1969. Dwivedi and Nef noted in "Development Theory and Administration : A Fence Around an Empty Lot ? in 1981 The Concept, Objectives, methodology, epistemology, nature and scope of development administration have all been attacked at times.

The development administration as a process itself has come under some crises after the rise of the neo-classical policies of liberalization, privatization and globalization. These have worshipped and expanded the role of the 'market' in development at the cost of the State and Public Administration.

(C) The continuing and Maturing Stage

Inspite of criticism and crises the process and subject of development administration have continued. The role of state and public administration in development can never be totally sacrificed at the alter of the market or private sector What has been happening is the adjustments and maturing required to cope with the requirements different stage of development on the development path. Development administration has these days come to accommodate an increased role for market, civic society, NGOs local governments in a process of participating development.

Development Administration has continued to grow and mature. There is continuing and growing literature on it. The U.N and its agencies, the various National Institutes, Associations and Journals on development, Public Administration and on development administration itself are contributing to it. Individual authors and governmental agencies have also not lagged behind.

1.3 MEANING OF DEVELOPMENT ADMINISTRATION

The meaning of the term 'development administration' had been notoriously vague and controversial for a long time. The meaning has expanded, evolved and improved overtime. Because of the 'vagueness' and vastness' of the term 'development' and the 'multiplicity' and 'newness' of challenges in administering it, just as in the story of the elephant and the blind men, various scholars who looked at it have emphasized their own partial views. This has resulted in too many definitions which have made the understanding of the meaning of development administration difficult. But, a patient look at the way its meaning has evolved will illuminate and enrich our understanding of its meaning. In this connection we will begin with the beginner's perception and trace the focal issues around which its meaning was explained and defined overtime.

1.3.1 The Pioneers' Perception

(a) Rural Development Administration

Goswami, the first to use the term development administration was referring to the rural development administration based on the community development scheme which was established after independence in India.

(b) Public Administration of Non-Communist Developing Countries

Some of the experts of the Technical Assistance Programme and the Comparative Public Administration Group used it to refer to the public administration of newly independent non-communist countries.

(c) Developing Administrative Systems of New Nations

Some of the early scholars looked at development administration as an administrative system not existing now, but was developing and was to be shaped up fully in future.

(d) Administration concerned with any development activity

Edward Weidner, who pioneered the development administration as a new approach

to public administration used it to refer to an administration connected with any development activity.

Among the above views, first Goswami's attempt was to refer to one area of national development. The second one which confined development administration only to the public administration in non-communist developing countries was also a narrow view neglecting national development programme and administration in other countries. The third one confining development administration that was yet to come in developing countries was very idealistic and unrealistic about the existing aspects of development administration. The fourth view also was too wide and vague.

1.3.2 Other Explanation and Definitions

- (a) Edward Weidner attempted to define development administration also as **“an action oriented and goal oriented administration”**. This was an inadequate explanation as all administrations including military administration have goals and actions to focus.
- (b) Merle Fainsod defined it as **“a carrier of innovating values It embrace the array of new functions assumed by developing countries embarking on the path of modernization and industrialization”**. The emphasis of Fainsod is on “values” and economic development. But all administrations have their own goals and values and not merely development administration.
- (c) To Montgomery development administration means administration **“Carrying out planned change in the economy And to a lesser extent in social services not usually associated with efforts to improve political capabilities”**. Here, the emphasis is mainly on planned economic change, only to a lesser extent on social and political change. But, development has political and social ramifications that cannot be neglected. After all, development is of the whole society or nation, carried out or directed by the political agency called public administration, and it neglects political and social change at its peril.
- (d) Pai Panaddikar, while he appreciated Montgomery's emphasis on planned change looked at it more holistically or comprehensively. According to Pai Panandikar **“Development Administration is mainly the administration of planned change”** and **“the essence of development administration is holistic change undertaken through integrated, organized and properly directed governments action”**. But, while this emphasis on planned holistic change is important, it should not be forgotten

that neither all development is planned nor all planning is for development only. Military uses planning to destroy.

- (e) In a similar vein we find Donald C. Stone. According to him **“Development Administration Is concerned primarily with the tasks and processes of formulating and implementing the four Ps” (viz., Plans, Policies, Programmes and Projects).**
- (f) But, while the administration of planned change or development is only one dimension of development administration another Corollary and Consequential and important dimension is ‘administrative development’ or development of administration itself. Definitions of development administration given by some scholars cover both these dimensions George Gant’s definition is one such. According to him **“Development administration is that aspect of public administration in which the focus of attention is on organizing and administering public agencies in such a way as to stimulate and facilitate defined programmes of social and economic progress. It involves the adaptation and the application of management skills directly to the developmental process”**. Similarly according to Jose Abueva **“Development Administration is the administration of development programmes ... including the programmes for improving the organization and management of the bureaucracy as a major instrument for national development”**.

The development of administration itself being very important many scholars have attempted to explain development administration from the angle of administrative development. Katz and Swerdlow called development administration as **“innovative administration”**. William J. Siffin termed development administration as a **“developmental design strategy”**. Milton J. Esman and many others have emphasized “institution – building” strategy in development administration. F.W. Riggs and R.K. Arora are among the leading scholars who emphasizes administrative development in development administration.

1.3.3 In Short

The above discussion on the meaning of development administration reveals that different definitional statements emphasis different aspects of development administration. Together, surely they enrich the meaning and our understanding of development administration.

But, there is still something lacking in the above definitions. Since the term ‘development’ is the first part of development administration, no definition or explanation of development

administration is complete without including a meaningful definition of the word 'development'. Indeed as Riggs points out "**The phrase (development administration) arises by simple analogy with such expressions as agricultural administration**" However, the meaning of 'agriculture' is clear in 'agricultural administration'. But, the meaning of 'development' is not clear in development administration. It is one of the most controversial of terms. While we will grapple with it in detail later it is necessary here to explain our understanding of development to make our definition of development administration complete and clear.

In most of the definitions given above the underlying assumption of development is in terms of "modernization", "westernization" and "industrialization". But this West-centered explanation of development has come under severe attack since the late 20th century. Today, more universalistic and humanistic understanding of development (of the Cocoyoe type which we will discuss later) has emerged. Also, development administration today has evolved much beyond the governmental action emphasized in mid 1950s and 1960s. Therefore, a good definition of development administration both as a process and study has to pull together all the various normative aspects of development, in terms of good explanations of development, all the planning concerns, holistic change orientation as well as administrative development dimensions. In view of this the definition of development administration given by this writer (myself) is as follows :

Development administration is (both) the public process (and its study) of the development of administration conducive to the administration of total national or societal development or holistic, desirable and JUST CHANGE, towards a more human and JUST CONDITION, through mainly state directed and mostly planned, but, not only governmental, public action.

1.4 IMPORTANCE OF DEVELOPMENT ADMINISTRATION

Development administration as a subject has a lot of both theoretical and practical importance. It has done a lot to improve on the one hand, the status of the discipline of public administration theoretically and on other, has contributed enormous and useful new knowledge and tools for development management especially in the Third world countries.

Theoretical Importance

Public Administration at the end of the Second World War was suffering from a crisis of identity. It was under a lot of push and pull by other disciplines like Political Science and

Management which were dominating it. Its, then recent, love affair with behavioral science methods had made it a socially irresponsible discipline due to its value-free approaches.

Development administration which emerged in this background made some important contributions to improve the discipline of public administration theoretically.

1. Its development focus helped public administration to improve its identity and relevance.
2. Its incrementalist and technical approaches to development helped to downsize the domination of both 'conservative' and 'revolutionary' politics over public administration.
3. It questioned the simply 'means' (efficiency and economy) concerns and the status-quoist tenor of the management science approach in public administration and injected a developmental 'goal' and 'social-change' orientation to public administration.
4. Its focus on the Third World nations brought to public administration an increased outreach and almost a universalist **locus standi**. The pioneers like Weidner, Esman and Waldo rightly saw in development administration, a "focus for global public administration".
5. Development administration, over the years, has come to provide a point of convergence to various other approaches as, Bureaucratic approach, management science approach, Organizational analysis approach, Policy Science approach and others got a refined goal of 'development' and a point of confluence.
6. Its characteristics of social relevance, integrating approach and universalistic concerns have even raised questions about the disciplinary status of development administration. Whether it should be treated as a 'sub-discipline' of public administration or as a 'super-discipline' beyond public administration and more are also questions that have emerged.

Practical Importance

Development administration approach has been of great practical relevance and use to nations especially the Third World countries.

1. Its 'development' focus has contributed to strengthening the desire and processes of national development and just social change.

2. Its 'development management' concerns have improved the efficiency, economy and effectiveness in development planning, project management and development organization and administration in general.

Check Your Progress – 1

Note: 1. Give your answer in the space given below.

2. Check your answers with those given at the end of the unit.

- 1. Explain the rise of development administration and discuss the contexts and causes which gave rise to it.**

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- 2. Trace the stages in the evolution of development administration.**

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- 3. Discuss the meaning of development administration.**

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- 4. Outline the importance of development administration.**

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1.5 LET US SUM UP

Development administration as a concept and new approach emerged in the post-war years i.e. after the second world war. Goswami, an Indian was the first to use the term in 1955. Edward Weidner was the first to identify it as a separated approach to public administration.

End of colonialism, the rise of new nation, their desire and move towards state planned development, the rise of foreign aid and Cold War were the causes and contexts in which it emerged. The Comparative Public Administration movement and its efforts and focus on the public administrate in the Third World countries played the role fo a midwife in the birth of development administration.

The development administration has evolved in various stages – heydays, days of crises and attack and of continuity and maturity. In essence it is an administration which is concerned with administration which is concerned with administration of development as well as development of administration. Its contribution to public administration has been both theoretical and practical.

1.6 KEY WORDS

Post-war period	-	Period after the end of the Second World War which took place between 1939-1945.
Cold-war	-	The intense competition between the Western (Capitalist and Eastern) Communist Blocks of nations for an upper hand in international trade and politics in the post-war years.
Foreign-aid	-	The aid and assistance given by outside countries for national development of new nations.
Chronologically	-	Interm of time
Pioneering stage	-	The early years
Planned change	-	National Development through State Planning
Innovative Administration	-	An administration continuously seeking new and better methods of administration
Locus standi	-	Place to stand/position

1.7 SOME USEFUL BOOK

- M. Umapathy** - *Development Administration Today : Super of Sub-discipline?*
- Mohit Bhattacharya** - *Public Administration and Planning*
- M.P. Sharma and B.L. Sadana** - *Public Administration in Theory and Practice*
- M. Lakshmikanth** - *Public Administration 3rd Edition*

1.8 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

Check Your Progress – 1

1. See Section – 1.2 and 1.2.1
2. See Section – 1.2.2
3. See Section – 1.3 and 1.3.3
4. See Section – 1.4

UNIT – 2 : NATURE AND SCOPE OF DEVELOPMENT ADMINISTRATION

Structure

- 2.0 Objectives
- 2.1 Introduction
- 2.2 Nature of Development Administration
 - 2.2.1 As a Process
 - 2.2.2 As a Discipline
- 2.3 Character of and Differences Between General Public Administration and Development Administration
- 2.4 The Scope of Development Administration
 - 2.4.1 Jurisdictions
 - 2.4.2 Concerns
 - 2.4.3 Methodology or Methods of Study
- 2.5 Let Us Sum Up
- 2.6 Key Words
- 2.7 Some Useful Books
- 2.8 Answers to Check Your Progress Questions

2.0 OBJECTIVES

The Objectives of this Unit No. 2 are to understand:

- The nature of development administration both as a process and discipline
- The characteristics of development administration and
- The scope of development administration.

2.1 INTRODUCTION

In this lesson we will elaborate on the nature and scope of development administration. By nature of a subject we refer to the distinguishing features or characteristics and the class or grasp it belongs to. By scope we mean the area jurisdictions, the methods and the nature of the content or concerns of a subject.

The high importance, the vagueness, the multiple and dynamic dimensions and the vast, intense, ideological and interest politics or conflicts and competitions, surrounding the focal aspect of 'development' in development administration, makes the discussion of the nature and scope of development administration complex, dynamic and controversial. But, understanding these, even vaguely, will help us to understand the subject of development administration better.

2.2 NATURE OF DEVELOPMENT ADMINISTRATION

Our discussion on the nature of development administration is done in three parts viz., (1) As a process (2) As a discipline and (3) The characters which distinguish development administration from traditional administration. Immediately, we will discuss its nature both as a process and discipline. Its Characteristics, we will study in the next sub section of this unit.

2.2.1 As a Process

Development administration as a Process is distinguished by its being a part of the public administrative process, societal development process, administrative development process, ecological process and the dynamic nature of the development administrative process.

(i) Part of Public Administrative Process

First, developmental administration is mainly a part of the public administrative process in society. It is found in all countries to the extent public administration is involved in defining developmental problems and in designing and implementing solutions to them. Since, this

involvement is more in the Third World countries, development administration was looked at be some as a process peculiar to these countries only. While practically this may look correct theoretically it is not correct. Theoretically, all public administrations are involved in development, though the extent and intensity may vary from one to the other. Any way the development administration is always a part of public administrative process.

(ii) Total Societal Development Process

The prime purpose of development administration is to promote better administration of total societal development. Though, its focus is mainly on economic development its involvement in social, psychological and even political development of society though on a lesser scale is unavoidable.

(iii) Administrative Development Process

Third, development administration as a process is concerned with as focusing on administrative development. To administer development, development of administration is unavoidable. Development involvement has led to an enormous expansion of public administration as well as extensive and intrinsic changes in public administration. It has changed the character of public administration from a conservative law and order oriented minimal administration to a pulsating progressive process with an outreach for wide and just social change. Therefore, improving the administration or administrative development is a distinguishing and eternal feature of development administration.

(iv) Ecological Process

Fourth, the development administration process is an ecological process in the sense, it is being shaped by and shaping its environment.

(v) Dynamic Process

Fifth, development administration is a dynamic process. Its nature and structure are determined first, by its goal and second by its environment. As goals and environment change and become more complex as sophisticated so does development administration. That explain the vast changes we have seen in development administration, for example in India, over years. What started as a mere rural development administration mainly dependent on bureaucratic governmental action, has today evolved, in India, into a highly technocratic, civil society, NGOs and non-Government nation based high tech development administration concerned with development of bio-tech, IT and other Service Sectors as well as more wide spread human development activities.

(vi) Characteristic Concerns

Sixth, development administration has its own characteral foci or focal characteristic concerns viz., (1) Goals (2) Change (3) Values (4) Planning (5) Governmental Plus Non-Governmental Action and (6) Citizen Participation.

2.2.2 As a Discipline

The disciplinary nature of development administration can be summarized as follows :

(i) Rooted in Public Administration

Development Administration emerged, as a part or a branch, from public administration. Indeed it is a grand child of public administration. Comparative Public Administration emerged at the end of the Second World War from Public Administration. Development administration came out later from comparative Public Administration studies. In stature it is a sub-discipline of public administration. But it has the potentialities to grow into a Super-discipline or meta discipline, beyond public administration, in course of time, due to it mega and multi-disciplinary concerns made necessary by the multi-dimensional and multi-disciplinary nature of the national development process.

(ii) Many Perspectives

Development administration has many perspectives or angles from which it is studied. Ecological perspective (F.W. Riggs), Systemic Perspectives (Riggs, Katz) Social Change Perspectives (Weidner, Montgomery, Swerdlow), Bureaucratic Perspectives (Lapalambora and Pai Panandikar), Spatial Perspectives (Heaphy) and partial or componential perspectives (of many other writers) are the important perspectives of development administration.

(ii) A Discipline in Flux

Development administration is a discipline in flux. The dynamics of development process varies the scope and nature of development administration. Questions about its concepts, methods and frontiers are always alive and controversial.

(iv) Disciplinary Foci of Development

The focal concerns of study of development administration are mainly (1) development theory or development ideology (2) development problem (3) development ecology (4) development policy (5) development planning (6) development bureaucracy

(7) development organization (8) development management and (9) development financial administration.

2.3 CHARACTER OF DEVELOPMENT ADMINISTRATION AND THE DIFFERENCE BETWEEN GENERAL PUBLIC ADMINISTRATION AND DEVELOPMENT ADMINISTRATION

Development administration has emerged out of public administration and it has its own distinguishing features or characters. General or Traditional public administration has been mainly regulatory in function. Its structure and style were designed for the purpose. Development administration has been indeed called as public administration with a difference. We present characteristics of both below to understand the similarities and mainly differences between the two.

Character of and Differences Between General Public Administration and Development Administration

General Public Administration	Development Administration
1. Foundation	1. Super structure
2. A political or neutral	2. Responsive and committed
3. Bureaucratic	3. Managerial
4. Limited Interest in Planning	4. Intensive and Extensive Interest in Development Planning
5. Regulatory and Status-Quo Oriented	5. Development and Change Oriented
6. Means Oriented	6. Goal Oriented
8. Status and Authority Oriented	8. Achievement Oriented
9. Hierarchy Oriented	9. Team Oriented
10. Secretive	10. Open
11. Authority Oriented	11. Citizen Oriented
12. Inward Looking	12. Outward looking and collaborating
13. Exclusive	13. Inclusive or Participatory
14. More Centralized	14. More Decentralized

15. Precedent Oriented	15. Innovation Oriented
16. Multi-functional General Bureaucratic Structure	16. Uni or Specialist suitably functional "adhocracy" or "contingency" model structures
17. Elitist or Class Bureaucracy dominated	17. Representative Bureaucracy, Technocracy and democracy dominated
18. As a discipline Uni-disciplinary or autonomous approach	18. Multi-disciplinary or inter-disciplinary or 'Meta' disciplinary Symbiotic Approach

The difference between the two however is not like white and black. The general or Regulatory administration and development administration are only two aspects of public administration. Both the ethos and approach of development administration is an improvement over and is more positive than that of the 'Regulatory' or 'General' public administration. Ultimately, the ethos and character of the whole of public administration of a nation. This will make the public administration truly 'public' and the entire public administration as development administration, as it ought to be.

2.3 THE SCOPE OF DEVELOPMENT ADMINISTRATION

The developmental goal and action orientation of development administration has made its scope very wide and controversial. Every 'development' programme will have its own ecological or geographical, social, economic, political, human psychological and cultural ramifications or implications. What is a 'development' programme and what is a 'maintenance' programme are controversial. Similarly, which country is involved in development and which country is not, is also a controversial question. In this background what is the scope of development administration becomes a million dollar question. In the light of these the scope of development administration both as a process and discipline has become wide and controversial. Below, you will find an attempt to grapple with its scope interms of its (a) Jurisdiction (b) Concerns and (c) Methodology.

(a) Jurisdiction

Jurisdiction of Development administration has been controversial. Attempts have been made to locate it in certain 'types' (non-colonial) or certain 'parts' (Development Departments) of public administration or in the public administration of "Certain Countries Only" (Third World Countries), or universally in all countries".

(i) Non-colonial Administration

Some early writers held that development administration was found only in non-colonial countries. This view assumes that all development activities arise only after independence and not during colonial period. It also assumes that all independent countries or non-colonial countries or administrations have become development administrations. Both these assumptions though generally and partly true are not completely true. Some development activities did exist in colonial countries too. But that was not sufficient to make their administration development administration. Their ethos was mainly one of colonial administration interested mainly in control and exploitation. The ethos of development administration is creative management and its purpose development of the nation or the people living in it.

(ii) Development Administration Departments

Some writers like Goswami and Tarloksingh saw development administration only in certain departments of administration (such as the Rural Development Department) which were involved in development activities. But, W. Wood pointed out, the bifurcation of public administration of a country, into developmental and non-developmental parts, is not only artificial but dangerous. Even the so called law and order and Revenue Departments termed as Regulatory and non-developmental administrations make their own contributions to development by maintaining law and order and collecting revenue needed to administer national development.

(iii) Administration of Third World Countries

Pioneers of development administration like Weidner and Swerdlow have used the term development administration to refer to the administrative system of Third World countries only. This was a practical stand in the context of comparative public administration studies and much more, the politics of foreign aid. But, theoretically it would not hold much water, since all countries and much more, the politics of foreign aid. But, theoretically it would not hold much water, since all countries and their administrations are both interested and involved in development.

(iv) Administrations of All Countries

Since all countries are interested and involved in development, though with varying extent, Waldo drew attention to the Universal Jurisdiction of development administration Waldo emphasis rightly the terms “developed” and “developing” are relative.

Therefore, regarding jurisdiction, we find that it is wrong theoretically to confine development administration only to administrations of non-colonial or Third World Countries or only to certain so called developmental Departments or parts of administration of a country. Theoretically, all countries are involved in development and therefore public administrations of all countries are development administrations. However, practically we should keep in mind that the term development administration is often used to refer to the administration in so called 'developing' or Third World Countries.

(b) Concerns

Development administration has various necessary concerns within its scope. These can be grouped into processed concerns Disciplinary concerns.

Processed Concerns

1. Goals

Goals and their achievement are the prime concerns of development administration. It was Weidner who defined development administration as a "goal-oriented and action-oriented administration". He felt the need to emphasize the 'goals', for a he saw it, "public administration has glorified the 'means' and forgotten the ends". The goal of social change that drives development administration makes it more positive and relevant than public administration.

2. Change

The traditional public administration was conservative, static and regulatory in approach. Development administration focuses a dynamic system 'change' of both society and of administration.

3. Values

The traditional public administration emphasized value-neutrality. As a human and social process administration, especially, public administration could not afford to be value-neutral. "New Public Administration" and "Development Administration" approaches corrected this. Fainsod termed "Development Administration as a carrier of innovative values". Development Administration as a carrier of innovative values". Development administration is intensely *concerned with and works for right or just values.*

4. Planning

Development administration is often defined as "administration of planned change". Development administration is intensely concerned with planning. Its interest in this begins with national development plans and goes to managerial planning at all levels.

5. Governmental Action Plus

Development administration believes in and began with the centrality of governmental action for development of the society. In the newly independent Third World Countries in the context of weak private enterprise, this was inevitable. But, the government as the most socially and morally responsible and accountable entrepreneur has to be in a commanding or directing position in national development always and everywhere. But, as a society develops, development administration becomes a participatory process with the Civil Society, Private Sector and Non-Governmental Organizations participating in it.

6. Citizen Participation

Development is essentially 'of the people' and 'for the people' and to be truly so, it has to be 'by the people'. Development administration succeeds by providing scope for people's participation. It has been a part of the development programmes right from the days of the community Development Programme of the early independent years in India. But the tragedy is that it is more on paper than in reality.

Disciplinary Concerns

Development administration as a discipline includes in scope the following concerns or aspects.

1. Developmental Problem

Development administration is essentially a process concerned with identifying, analyzing and solving developmental problems. Therefore, the developmental problem analysis is the first concern of the discipline of development administration.

2. Development Ecology

Every developmental problem crisis exists and operate in an environment. It has an 'ecological' i.e. a 'reciprocal' relationship and interaction with its environment. Development administration, therefore, has to study, analyze and provide solutions to development problems keeping in mind the social, economic, political and other environmental system around. F.W. Riggs has emphasized the ecological dimensions of development administration excellently.

3. Development Ideology

Development is a value-loaded process. The development ideology of a nation determine the value-parameters of development administration. This ideology is found in the constitution of a nation, in the ideology of the ruling party or parties, in the explicit and implicit policy

statements of governments and in the social, economic and political practices of the people. Development administration has not only to understand it, be committed to it and implement it, but has about help in shaping it right.

4. Development Policy

A development policy springs from the development ideology. It guides development action. Development administration has to study and help shape them well.

5. Development Planning

Planning is a primary requirement in development administration. Therefore development administration is intensely concerned with studying development planning, planning machines, process and the problems of plan implementation.

6. Development Bureaucracy

Development administration relies on government personnel or bureaucracy for development. Development administration has to study the relation between bureaucracy and development and help in designing a development suited bureaucracy.

7. Development Organization

The success of development administration is in designing a match between the development problem and the organization administering it. The problems of development organization draws a lot of attention of development administration as a discipline.

8. Development Management

'Development Management' is vastly different from the task of 'magisterial' or business administration or management. Development administration as a discipline has to concern itself with and tailor a management philosophy, principles, techniques and processes suitable for different development tasks.

9. Development Financial Administration

The Traditional financial administration in public administration has been mainly designed for control. Development financial administration has to be designed to promote autonomy and effectiveness. Therefore the area of financial administration has been undergoing and needs lots of changes to suit the needs of development administration.

C. Methodology or Methods of Study

Methods Development being a value-loaded process development administration was

initially more relying on normative methods and concerns of study. But, as it was realized gradually, that good normative prescriptions could emerge only on the basis of round empirical studies of existing development administrative structures and processes, empirical methods came to be emphasized and used in development administrative studies. Empirical descriptive method, case method and comparative methods of research have been used more and more.

Check Your Progress – 1

Note: 1. Give your answer in the space given below.

2. Check your answers with those given at the end of the unit.

1. Examine the Nature of Development Administration both as a process and discipline.

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2. Outline the character of development administration and the differences between general public administration and development administration.

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3. Discuss the scope of Development Administration.

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2.5 LET US SUM UP

Development administration which emerged from public administration in 1950s and 1960s has its own distinguishing nature, characteristics and scope.

As a 'process' the nature of development administration is characterized by it being part of (i) public administrative process (ii) total societal development process

(iii) administrative development process (iv) ecological process and (v) dynamic process. Its focal characteristic concerns are (i) Goals (2) Change (3) Value (4) Planning (5) Government Action Plus and (6) Citizen Participation.

As a discipline its nature consists in its (i) roots in public administrative (ii) many perspectives (iii) dynamic nature of the discipline and (iv) disciplinary focus.

In character, though development administration has grown as a super-structure over public administration it has developed its own distinguishing characters. Value orientation, goal orientation programme and action orientation, planning orientation, achievement orientation, management orientation, citizen orientation, decentralization, participatory and innovation orientations characterize it. Yet the difference between development administration and public administration is not into separate water light chambers. They are mutually supporting though ethos of development administration is much more positive and better.

The scope of development administration is very wide and controversial. In jurisdiction, though theoretically it is yet confined to the administration of Third World Countries. As a process its scope is wide with its Concerns of Goal, Change, Values, Planning, Governmental Action and more and citizen participation. As a discipline its scope focuses on the study of developmental problem, development ecology, development ideology, development policy, developmental planning, development bureaucracy, development organization, development management and development financial administration.

In methods of its study also it has a wide scope. It uses both normative and empirical methods of study.

2.6 KEY WORDS

Process	:	The ongoing design and working of development administration
Discipline	:	Development administration as an organized field of study.
Societal Development	:	National Development
Ecology	:	The study of reciprocal relationship of anything or system with its environment.
Flux	:	Change or dynamism
Foci	:	The central or focal point

Adhocracy	:	Temporary administrative system
Bureaucracy	:	The civil service
Methodology	:	The science studying methods of study or various methods of study

2.7 SOME USEFUL BOOKS

U. Umapathy	:	<i>Development Administration Today</i>
Arora .R.K	:	<i>Comparative Public Administration</i>
Heady, Ferrel	:	<i>Public Administration : A Comparative Perspective</i>
Verma .S.P and Sharma .S.K. eds	:	<i>Development Administration</i>
Gant, George F.	:	<i>Development Administration concepts, goals and methods</i>

2.8 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

Check Your Progress – 1

1. See Section – 2.2, 2.2.1 and 2.2.2
2. See Section – 2.3
3. See Section – 2.4 to 2.4.3

UNIT – 3 : THE CONCEPT AND DIFFERENT THEORIES OF DEVELOPMENT

Structure

- 3.0 Objectives
- 3.1 Introduction
- 3.2 The Concept of Development : The Term and its Meaning
- 3.3 Different Models, Approaches and Theories of Development
 - 3.3.1 Westernization or Modernization Model
 - 3.3.2 Different Western Approaches or Theories of Development
 - 3.3.3 Autonomous or Alternative Models of Development
 - 3.3.4 Contemporary Theories or Approaches to Development
- 3.4 Let Us Sum Up
- 3.5 Key Words
- 3.6 Some Useful Books
- 3.7 Answers to Check Your Progress Questions

3.0 OBJECTIVES

The objectives of this Unit No. 3 are

- to understand the concept of development
- to know its meaning and
- to know the different theories or approaches to development.

3.1 INTRODUCTION

The term 'development' is a magical one. It attracts everybody. It is one of the most debated words today. There is a lot of literature on it. It is dealt by a lot of subjects or disciplines such as philosophy, anthropology, sociology, economics, political science, psychology law and public administration. Knowing everything about it is neither possible nor necessary. As students of "development administration" it is necessary for us to understand briefly its meaning and different theories or approaches to development.

The term development came to be widely used after the Second World War. Nations started desiring, planning and working for "national development". Especially in The Third World Countries. National independence and backwardness made it necessary. Terms like national development, economic development, political development, social development and all round development became popular. National leaders and political organizations started talking about it. Democracy, election, freedom, media growth and academic development brought more and more people to discuss it. Branches of social science disciplines called 'Development Economics'. 'Development Administration' etc., got developed. Even degree courses in development and other studies and research institutes in development emerged.

All these happened, because, it was realized that national development was vital for national welfare and national empowerment. Similarly, it soon became clear that 'individual human development' was vital for individual empowerment, individual welfare and social justice. Varieties of development plans, programmes, projects and institutions (both governmental and non-governmental) for development came into existence. Demand for development from all sections of society increased. The importance of development for democracy, human rights and even international peace and order came to be emphasized. Indeed, the United Nations came out in 1986 to recognize 'the right to development'. It adopted a **Declaration on The Right To Development** in 1986. It recognized the right of nations and individuals for development. It emphasized the responsibility of state to take necessary measures for

development. India has ratified this declaration. India is Supreme Court in **Samata v/s The State of Andhra Pradesh (1977)**, took note of this and directed the state to take necessary measures.

In this background, in this lesson we will try to understand the concept of development. First, we will attempt to know the meaning. Second we will discuss the various theories or approaches to development. Since there theories are many and complicated, we will take a bird's eye view of them in a synoptic discussion.

3.2 THE CONCEPT OF DEVELOPMENT: THE TERM AND ITS MEANING

The Term

The term development emerged in the Post-war period. The context was the rise of new nations or the Third World Nations and their desire for national development. Soon the term became very popular. It came to be very widely used. It was used in many ways. Its usages were many and different. It became one of the most controversial terms in the post-war period. Disgusted and tired of these controversies some scholars even suggested that it is better to abandon this word. But, it was easier said than done. The desire for development is so natural to individuals, groups and nations that the use of the term development is continuously increasing. Development is today considered as not only good but as a necessary and inalienable right of man. The United Nations has recognized "Right to Development".

In this background its meaning has to be understood. This is especially so in our case as students of development administration. Understanding its meaning though difficult is not impossible.

Meaning

There are different meanings of the term development. For arriving at a correct or reasonable and comprehensive meaning of the term development we have to briefly survey its various usages and meanings such as (1) Dictionary Meaning (2) Partial Usages (3) General Usages (4) Neutral Usages (5) Humanistic and Universal Usages.

I. Dictionary Meaning

In dictionaries the term development is explained as "growth into fuller, higher or mature condition" or as "the process of bringing out the higher capabilities or potentialities from the lesser or lower ones." Thus, for example, development is possible

from a childhood to adulthood, from a seedling to a tree or from a calf to a cow". In other words it is treated as a term fit to explain organic growth processes.

2. Partial Usages

- (a) One scholar Robert Nisbet has tried to **limit its use to these organic processes**. He considers the **use of development in "social" fields as an "abuse"**.
- (b) Dayakrishna differs from Nisbet and allows its use in social fields also but to a limited extent. He would **permit its use in those social areas where cumulative continuity and directionality in a positive way is possible**. Thus, he would permit its use in 'economic development' but not in political development, nor in the fields of art, morality or religion or philosophy. However, the three characteristics of development he identifies are helpful in understanding the concept of development. According to him, first, **development is comparative** in character. It means when we are talking about development, we are either referring to two different stages of the same entity or the condition of two different entities. Second, the term **development is evaluative** in character. When we are talking of development, we are actually assessing the quantity and or quality of change or progress in the condition. Third, **development is an endless process**. It is an endless or non-stop movement in a particular direction considered better or desirable.
- (c) Early in the Post-war period the term 'development' meant only **"economic development"** or "economic growth". It aimed at increase in gross national product and in national and per-capita incomes.
- (d) To the sociologists, development has meant only **"social development"** – the transition from traditional social structures and cultures to modern ones.
- (e) Some political leaders and political scientists used the term development to refer mainly to **"political development"** in terms of 'Nation-Building', 'State-Building' and 'democracy or participation – building'.

3. General Usages

- (i) Gradually the term development has come to be used generally widely. It is now more confined to economic development. National development today includes economic development, social development, political development and in short the development of all aspects of the national and human life. Indeed it refers to **'round development'** of the nation.

- (ii) In the early decades of the discussion on development economic development dominated the discussion. It was explained in terms of 'economic growth' i.e. increase in national production and income. We will know about these things later while discussing the theories or approaches to development. Here, it is sufficient to point out that this emphasis led to deficient development. Neither the growth was wholesome nor was it inclusive and human. Therefore, later terms like **"HUMAN DEVELOPMENT"** and **"INCLUSIVE DEVELOPMENT"** have emerged. Human Development lays emphasis on the improvements in the "quality of life" in terms of the extent of people's share in actual consumption, health and education levels. Since 1990 U.N. has been producing annually a Human Development Reports based on a Human Development Index (H.D.I) of Nations. An inequality in development has been increasing the term "Inclusive Development" is also more in use. It refers to a development plan and process which brings development to more of the needy and marginalized people.
- (iii) Rejecting the end oriented explanations of development as growth into a higher, fuller and mature condition, Weidner defined development as **"a state of mind, a tendency, a direction, Rather than a fixed goal, it is a rate of change in a particular direction"**.
- (iv) Considering the above definition as vague Montgomery explains development as **"Planned Change"**. According to him development **"is an aspect of usage that is desirable, broadly predicted, or planned or atleast influenced by governmental action"**.
- (v) To the Western Educated Leaders of the new nations and to many western scholars development has generally meant becoming like a western nation, catching up with the west or **"Westernization"** or **"Modernization"**.

4. Neutral Usage

Rejecting the above meanings of development as value-loaded and ethnocentric F.W. Riggs attempted a neutral usage or explanation of the term development. Riggs defined development as **"a process of increasing autonomy (discretion) of social systems, made possible by rising level of diffraction"**.

This was an attempt of Riggs to take the discussion of development beyond national development to the level of development of any social system. In this definition Riggs is looking at development from the systems analysis and ecological angle. Here, he has attempted to

identify the specific changes in a system in relation to its environment which can be termed as development. He identified an increase in autonomy or discretion of a system free from its environmental constraints as development. Development in this sense is increase in the choice of a system. What brings development in the increasing level of 'diffraction' in a system. He has taken this term 'diffraction' from the "**Prism-Experiment**" in Physics. By diffraction he means the degree of **differentiation** or increase in variety through separation and specialization on the one hand and their meaningful and useful **integration**, on the other. Variety here refers to different types in functions, structures and cultures existing or operating in a society. Increase in them plus effective integration of their operation leads to development i.e. an increase in capability of social system to act in their environment to meet their problems successfully.

This attempt of F.W. Riggs was the boldest one to define development in a value neutral way. But, this was not a successful one. Dayakrishna, an Indian Professor of philosophy, engaged Riggs into a serious debate on this issue and convinced Riggs that increase in autonomy or discretion may lead to aggrandizement and exploitation. Convinced by this Riggs went on to distinguish development into positive and negative development bringing the values back into the development debate.

Development is too human a process to talk about it objectively. Value questions are involved here both implicitly and explicitly. An explicit attempt to discuss the value dimensions of development leads to both, a better understanding of development, as well as to better values in development. Indeed, most of the discussions old and new on development have been value-concerned. And, as inequities and injustices in the ongoing development processes get more and more exposed and understood, the yearning for more and more humanistic and universalistic understanding and quest for development have gained strength.

5. Humanistic and Universal Understanding

Attempts to look at and define development in a humanistic, i.e. human-centered, than the growth-centered and the vague nation-centered way have been there for a long time. J.S. Mill pleaded for reforms in liberalism to achieve it. Karl Marx advocated a revolution to achieve it. T.H. Green's plea for "positive-freedom" was to realize it. Fabianism, Democratic Socialism, Professor .H.J. Laski stood for it.

Since mid – 1960s with increasing gap between economic growth and social justice or economic development and human development, these efforts increased Max .F. Millikan's essay on "Equity versus Productivity in Economic Development" in 1966; the 'human economics' orientations the Economics discipline; the recommendation of various international

commissions and conference for growth with social justice; the UNDPs emphasis on Human Development indexing and Amarthaya Sen's focus on development as improvements in human capabilities and ultimately the U.N. Declaration on The Right to Development of 1986 capabilities are all some of the important contributions to this humanistic concerns in development.

Of these the following are some of the important statements are definitions worth mentioning

(i) **According to Dennis Goulet**

"Broadly viewed, development is the entire gamut of changes by which any social system, optimally attentive to the wishes of individuals and sub-systems comprising it, moves away from a condition of life widely perceived as unsatisfactory toward some condition regarded in some way as '**humanly better**'".

(ii) According to the "conference on the Development Perspectives for the 1980s" of the UNAPDC (United Nation's Asian and Pacific Development Centre, Kulaumpur) "**The essence of development lies in turning Homo-sapien into Homo-Taber, man the creator, man who transforms himself morally together with his material surroundings**".

(iii) Amartya Sen – the Nobel Prize Winning Economist and Philosopher – considers development as the process of enhancing the "capabilities", enlarging the "choices" and expanding the "freedoms" of all human beings.

(iv) **The U.N. Declaration on The Right to Development** in its Preamble recognizes that "**..... Development is a comprehensive economic, social, cultural and political process, which aims at the constant improvement of the well-being of the entire population and of all individuals on the basis of their active, free and meaningful participation in development and in the fair distribution of benefits resulting there from**".

(v) Mentioning the Gandhian (Mahatma Gandhian) concept of development will enrich our understanding of the concept. According to the Gandhian approach, development is **Sarvodaya** through **Antyodaya**. It means development of one and all in a complete way with priority for development of the weakest or the last amidst us.

In short

Development is 'JUST CHANGE' i.e. change of just-nature or just to one and all, particularly, the hindermost. Development protects the 'being' and promotes the 'becoming' of man.

Check Your Progress – 1

- Note: 1. Give your answer in the space given below.
2. Check your answers with those given at the end of the unit.

1. Write an essay on the concept and meaning of development.

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2. Write short notes on

(i) Neutral use of the term development

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(ii) Humanistic and Universal explanations of development.

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3.3 DIFFERENT MODELS, APPROACHES AND THEORIES OF DEVELOPMENT

Discussion on development has been very vast. It has produced many models approaches and theories of development. Conceptually these term ‘models’, ‘approaches’ and ‘theories’ can be distinguished. But as they are very near to each other, often, in practice, they are used synonymously. Here, also we use them synonymously.

There are various models, approaches and theories of development. They can be discussed under various classifications. Here, we are discussing them in the following order : (1) Westernization or Modernization Model of Development ; (2) Different Western Approaches or Theories of Development (3) Autonomous or Alternative Models of Development and (4) Contemporary Approaches or Theories of Development. The attempt here is only to familiarize the development administration student with these very briefly.

3.3.1 “Westernization” or “Modernization” Model

Third World Countries were all mostly colonies of the west. Immediately, after Independence, when they started on the development path, they naturally desired to develop themselves like the countries of the West. The Westernized elite and scholars of these countries as well as the western scholars and officials who came to assist the Third World Countries in development were all agreed on the “Westernization Model” of development.

By Westernization Model’ we mean, the path of progress which the Western Countries had taken during the last 200 to 300 years. This involved revolutionary transformation of those countries from ‘traditional’ to ‘modern’ conditions. The components of this ‘Westernization Model’ or the revolutionary changes which occurred in the West were mainly as follows **First**, there was an **intellectual revolution**, beginning with “renaissance”, which changed them from faith and religion-based societies to “Knowledge Societies” based on modern science. **Second** there was a **technological revolution**, beginning with “steam-engine”, which has ended today in the IT-BT revolution. **Third** it involved an “**economic revolution**”, beginning with “industrial revolution” and changing their economics from agricultural to post-industrial “new-economics”. **Fourth**, it involved a **political revolution** which changed them from feudal monarchies to modern “nation-states” and democracies. **Fifth**, there was a **social revolution** which transformed them from rural, feudal, religion and tradition dominated conservative and collectivist societies to modern urban, capitalist, secular, individualistic and free societies.

Here, two points need clarification. First, we use the terms “Westernization” and “Modernization” synonymously, as the attempts to differentiate between them have failed. Second, this Westernization or Modernization model includes both the “Capitalistic” and “Socialistic” models of the west, as these two were essentially only different paths to the same goal of modernization / based on big machines.

There are many criticisms against this Westernization model. First, it is based on an arrogant feeling that “the West is the Best for the Rest.” In other words it is a deterministic, Unilinear and an ethnocentric model. Second, it is attacked as a “neo-colonial model” which tries to keep the western control over the Third World. Third, this Westernization model has not succeeded in bringing about a sustainable and equitable development in the West. Fourth, the Westernization model has failed to meet the challenges of development in the Third World.

These criticisms, have lead to search for “alternative” models of development. There is a lot of literature on these alternative models including the “Gandhian-model”. But, none of

them have been neither easy to practice nor practiced independently. The Westernization model has been, on the other hand, continued to be attractive, popular and persisting workable. Its basis of science and technology, its mechanism of democracy, nation-state, secular and free society and free-enterprise contain enough dynamism and self-corrective mechanism to accommodate the different aspirations of different nations and of different times and crises. This adaptability has made this Westernization model not only to continue but also to be popular despite some of the weaknesses it has.

3.3.2 Different Western Approaches or Theories of Development

Western scholar were the first to contribute to the theories of growth and development. Western theories in this regard are many and can be grouped into (A) Economic Theories (B) Psychological Theory and (C) Contemporary Theories or Approaches. We proceed to understand them briefly.

(A) Economic Theories

(i) Classical Economic Theory of Development

Among the various theories of development theories of economic development came first. Though not explicitly, the economic theory of development first came from Adam Smith – the founder of modern or classical Economics – himself. In his book **An Enquiry into The Nature and Causes of Wealth of Nations** published in 1776 advocated the **laissez faire** or free market policy for economic development, identified (i) increase in population (ii) division of labour and (iii) capital accumulation as the three factors of economic growth and “self-interest” as the “invisible-hand” or motor that will contribute to the growth in the wealth and power of nations.

Other classical economists like J.S. Mill, Ricardo, Malthus and others who followed Adam Smith accepted the key role of capital and free market as basic to a sound and growing economy. These classical economists identified the role of various economic factors like land, labour, capital, entrepreneurship, costs, profit, interest, wages, rents, prices, savings and investments and their behavior in the market or capitalist economy. Their contribution to theories of economic development were more implicit than explicit. They championed the capitalistic system and its growth.

(ii) Marxist Theory of Economic Development

Karl Marx and his followers like Engels, Lenin and others known as Marxists, explained the capitalistic development as an exploitative system and process that will come to an end

under its own weight. According to the Marxist economic history, the human economy develops in five stages viz., (1) Primitive Communism (2) The Feudal Economy (3) The Capitalistic Economy (4) The Socialistic Economy and (5) The Communist Economy. Thus, Capitalistic Economy is indeed an inevitable stage that comes and goes. It goes because in it the dominating capitalistic class exploits the surplus value produced by the working class endlessly and increasingly. It resulting class war the ocean of poor working class would rise in big waves or revolution and end the capitalist system.

In the Socialist System there will be dictatorship of the working class running the economy. There will be nationalization of the economy and state planning and control over it. This was expected to result in better and balanced production, distribution and consumption. Later, when wealth, welfare and education would develop in abundance and spreads widely and equitably socialist economy would be replaced by the communist economy. This communist stage will be a "State-less", "Class-less" Society of prosperous, peaceful self-governing communities.

In the twentieth century, in the first-half, socialist economies were established and experimented in the Soviet Union, East European countries and in China. It resulted in rapid economic development of those countries. But, in its Second-half of the 20th century they collapsed especially in European Socialist World due to internal contradictions. They have all gone back to market-economy systems. Though China and some Latin-American countries continue to be Socialist Systems they have also moved towards changes which have made them to rely considerably on 'market' for economic management. Socialism in these countries are called as "Market-Socialism". Almost, there is nobody today, who is talking of moving towards the final stage of "Communism".

The Socialist experiment proved both the strength and limitations of state's role in development. Especially after the "Great Depression" in the capitalist economies during late 1920s and 1930s economists like J.M. Keynes advocated public interventions i.e. state interventions through public investment, public fiscal and monetary policies and even public sector programmes for micromanagement i.e. overall management of the economic development. Experiments like the American "New Deal", the British Welfare-State", French Planning and the social democratic experiments in the Scandinavian countries took place.

In the post-war period U.S.A and Europe was an economic boom. The newly independent Third World Countries desired economic development. The emphasis on economic

development. The emphasis on economic “growth” became dominant everywhere. Many growth theories of development emerged.

(iii) Growth Theories of Development

In the 1950s, economic growth interms of an increase in national output, or Gross Domestic Product (G.D.P) (Douglass North), Gross National Income (GNI) and Gross Per Capita Income (Simon Kuznets) was emphasized as development. A number of growth theories with sophisticated statistical and mathematical models were developed.

Growth theories dealt with the problem of improving the economies of both the developed and underdeveloped countries. Growth theories dealt with the problem of development only indirectly. Their direct and main concern was with economic growth. Development theory and development economics, of course, emerged simultaneously. It focused on development directly. Its concentration was on Third World Economies. It held development as growth plus change. Yet, it is the theories of growth which dominated in 1950s and 1960s.

The early growth theories were focused on the problems of economic growth in the developed economies. Joan Robinson advocated a strategy of capital accumulation and investment for growth. Robert Solow advented growth through technological changes. Harrod – Domar’s model was developed to deal with the problems of unemployment through a strategy of increased savings, investment and growth.

The problems of promoting development and growth in the Third World countries demanded definition of ‘Backwardness’ and then solutions or strategies to overcome them. Ragnar Nurkse came out with the theory of “vicious circle of poverty and low production” as the cause for backwardness. Rostow came out with the concept of “Traditional Society” i.e. a society of pre-Newtonism stagnant conditions found in the Third World Countries as the cause for their backwardness.

To bring growth and development in the Third World Countries Rosenstein and Rodan proposed a theory of “Big Push” in investment for launching development. Lebenstein’s theory of “critical minimum effort” for launching development, even through state investment, was a similar one. These growth theories as propounded by Harrod-Domor, Ragnar Nurkse, W.A. Lewis laid emphasis on promoting national policies of increasing savings and investment for growth. These economists also advocated a “theory of balanced growth” of different economic sectors, different regions and also between domestic and foreign sectors. Hirschman, Singer, Kindleberger, Paul Streeten and W.W. Rostow rejected this and advocated a “theory of

imbalanced growth” meaning a strategy of big investment and growth in one key sector of the economy which would pull other sectors on the path of development. Gunnar Myrdal’s theory of “cumulative causation” was also on similar lines.

Attempting to explain economic growth in a more comprehensive and systematic manner, W.W. Rostow – a leading growth theorist – came out with his famous theory of “Stages of Growth”. He identified five stages through which the economy of a country grows. These are :

1. The stage of “Traditional Society”
2. The Pre-take off stage
3. The Take-off stage
4. The Stage of Maturity
5. The Stage or Age of High Mass consumption

Among these stages the stage of Traditional Society is a stage of backwardness. In the Pre-Take off stage the society undergoes wide-ranging socio-economic changes and economic growth. In the third or “Take-off” stage the growth becomes a normal condition as the investment rate rises to 10% of the national income, industrial sector gets into high growth rate and social and political institutions necessary for economic growth are soundly in place. In the fourth or “Stage of Maturity” the economy would be in a self-sustaining and self-generating condition and starts moving beyond the industrial society. In the fifth and final stage there is an “age of high mass – consumption” since the society is affluent as well as consumption and welfare oriented.

Rostow’s above “theory of stages of economic growth” is a very attractive and clear insight into the process of economic growth. But many economists have criticized it as “generalizations” “lacking in empirical evidence”.

The growth theories of development dominated the 1950s and 1960s. But, by 1970s, lots of criticisms and frustrations developed against them. The first criticism. Was that it was not an equitable approach to development (Adelman, Morris and Chenery). It had produced extremes of richness and poverty. The incomes it increased for common man were merely statistical and not real incomes. The development it brought about was not at all widespread human development. But growth economists were not apologetic. They called this as “back-wash effects” (Myrdal) or part of the game of growth (Kaldor, Kuznets and Lewis). This is supposed to get corrected over-time. The Second major frustration against the “growth”

approach was its negative impact of degeneration of environment by over exploitation and degradation of nature and its resources. The resulting all round pollution, climate change had made life itself as non-sustainable in future (**Limits To Growth Report** of the Rome Club and **The World Development Report 1992 : Development and The Environment**).

iv. Diffusionist Theory of Development

Diffusionist Theory of Development calls for breaking the “vicious circle of poverty” and backwardness of the Third World countries by transfer of capital, technology and structures and cultures from the developed Western Countries to the underdeveloped Third World Countries, Edari has advocated this. Indeed, the Third World development is taking place considerably by this process. But, the post-colonial period there are limits to depending on the diffusionist process of development as it increases the dependency of the underdeveloped as to be developed.

v. Dependency Theory

The dependency theory is a fall-out of the diffusion theory. Gonder Frank has been the most famous advocate of this dependency theory. Dependency theory is indeed a critique of the above diffusionist theory of development as well as of the Westernization model of development.

The dependency theory emphasizes that in the process of west-lend and west-dependent development the Third World Countries are inevitably getting into a continued relationship of “Metropolitan- Satellite” type with the developed countries. In the colonial period it was a direct and open relationship of exploitation of the Third World by the colonial powers. After, Independence it is an indirect and subtle relationship of economic and cultural control by the Western developed countries. This is known as neo-colonialism. It is virtually supposed to be a “dependent” relationship making the “Independence” of these countries an illusion. Regarding development, this dependence and exploitation of the Satellite or Third World Nations leads only to what Gonder Frank calls “development of under development”.

The Dependency Theory is indeed a negative theory. Its value is its timely cautioning of the dangers lacking the process of westernization model of development. Third World Nations would be wise to use this to build only an “inter-dependent relationship” in development process than a “dependent” one. Neither, development nor international interdependence can be wished away today. Ofcourse, there are lots of inequalities and injustices in the existing international economic order which needs correction. This has resulted in the emergence of dreams and demands for a new international economic order or a new world order.

vi. New International Economic Order or New World Order approach

The national development efforts of the Third World Countries are taking place in an international context. Foreign aid, foreign trade plays an important role in modernizing or developing the Third World Countries. Many international economic exchange or cooperation programmes many international economic organizations and Trade agreements like the IMF (International Monetary Fund), World Bank, UNCTAD (The United Nations Conference on Trade and Development), UNDP (the United Nations Development Programme), GATT (General Agreement on Tariffs and Trade), WTO (World Trade Organization) have come into existence. Many Regional International Agreements and Organizations such as Asia Pacific Economic Cooperation, European Economic Union have also come into existence.

But, the way the international capitalist economic order has functioned in the post-war period has been mainly in the interest and favor of the “Developed Countries” than the developing countries. Developing Countries and facing seivour problem of international debt burden, exploitation by developed countries and their MNCs (Multinational Corporations).

In this context dreams and demands for a more just and ethical world economic order have emerged. The U.Ns call for NIEO (New International Economic Order), Brandt Commission Report, Jan Timbergen’s call for RIO (Reshaping the International Order), the writings of Mendlovitz Saul, Jhon Galtong, E.F. Schumacher, Rajni Kothari and others have all demanded a New World Economic Order. Some people refer to this as WOM (World Order Movement). But even though this kind of a dream and demands have been there since 1970s even after three decades there seems to be no real step in that direction.

(B) Psychological Theories or Approaches to Development

Apart from the above economic theories or approaches to development there were also some scholars who explained and argued that development is a function of certain type of psychology. David Mc Celland and Evarett Hagen, Kunkel, Inkeles and Smit have argued that more than economic factors what promotes development are certain types of individual psychology and social psychology. Individual psychology of achievement orientation, readiness to take risks adoptability or innovativeness are said to be psychological qualities necessary for development. Socially, it is a society and social psychology of modern man and modern institutions which is considered as useful to development.

3.3.3 “Autonomous” or “Alternative” models of Development

Dissatisfaction with the Western Capitalist and Communist models and dangers of dependence on the developed countries have lead some thinkers to look for “autonomous” or “alternative” models of development. Inayatullah, an Asian Scholar, questioned the usefulness of imported development models and pleaded for growing of development models native to the soil and local needs. Some “autonomous” and “alternative” development models were experimented in China, Yugoslavia and Tanzania. Such experiments have not been allowed to function as international isolation has not been possible. Our own Gandhian Model of development of Grama Rajya, Antyodaya and Sarvodaya is also a good example of an alternative and autonomous model. But, in Contemporary World, only partial experiments of with these models have been possible. Historical compulsions limit the latitude available in the development path.

3.3.4 Contemporary Theories or Approaches to Development

Contemporary Theories of development are those theories which are prevalent and more in circulation today. They are also not only more in circulation or more popular but also more relevant.

The earlier theories of development which we have discussed above, were dominant mainly in 1950s and 1960s. They were also basically economic growth oriented. They looked at development interms of increasing GNP (Gross National Product) and increasing Gross National and Per Capta incomes. They relied upon rapid industrialization and urbanization for these purposes. The processes of development based upon these earlier theories resulted in and were attacked or criticized for (1) endangering environment (2) resulting in inequitable development and (3) taking a very a narrow view of development interms of mere economic improvement.

Contemporary theories or approaches to development emerged to answer these criticisms and to remedy these situations. Contemporary theories or approaches to development are many. They can be grouped mainly into (1) Sustainable Development Approach (2) Equitable Development Approach and (3) Amartya Sen’s theory of development. We discuss them briefly below :

1. Sustainable Development Approach

The emphasis on mere economic growth for development dangerous both to the economy as well as human society in general. It endangers the economy itself by over-

exploitation of the earth's natural resources and by exhausting the resources for development in the future. It damage the very sustenance of human life and society by environmental degradation and all round pollution.

The **Limits To Growth Report** of the "Rome Club" of industrialists and economists drew attention to these in early 1970s. Since then, environmental concerns, awareness and issues have started becoming part of the development debate.

The sustainable development approach aims at balancing economic growth with environmental protection. The concept of "Sustainable Development" was made popular by the World Commission on the Environment and Development (1987). It defined sustainable development as a "development that meets the needs of the present generation without compromising the needs of future generations". It aims at not only a healthy present economic growth but preserving environment for future economic growth and for overall quality of human life on earth.

The Sustainable Development approach caution against over exploitation and degradation of natural environment and resources. These are caused by blind economic growth approach, reckless industrialization and urbanization, high consumption due to high population and high income as well as due to poverty. The results are pollution, climate change, health hazards and dangers to development on future.

Sustainable development has therefore given rise to new concepts like "natural capital", "environmental accounting", "environmental clearance", "common Property Resources and the Tragedy of the Commons", and "environment as a global public good".

Sustainable development approach has promoted both international and national awareness and efforts to protect the environment in the development process. World Bank, IMF, WTO, UNDP and The United Nations are all involved in this. This has produced the U.Ns Reports on "World Conservation Strategy", "Our Common Future", U.Ns conference on Environment and Development popularly known as the Rio Earth Summit in 1992 and the Kyoto Conference on "Climate Change" in 1997. At The National Level, National Environment Policies, Departments, Pollution Control Boards and Environment Protection Acts have come into existence. Yet, without a World Government the pleas of sustainable development are still not much needed. Environmental explosion continues to be a Bomb on which we are sitting.

Sustainable development issues are linked up with equitable development issues also. In the world poor countries and poor people are more in number and their efforts at

development would have wider toll on environment. Environmental protection demands equitable development.

2. Equitable Development Approach

An important criticism against the early theories of growth and development was that they had resulted in skewed or highly unequal development. Development approach based on economic growth had resulted in inequitable development. Indeed, Socialism and welfare states emerged in the first half of the 20th century as answers to such situations. But, the path of development pursued by the developing countries of the Third World in the Post-war period was mainly the capitalist and partly socialist mixed-economy approach to economic growth. This approach which dominated in 1950s and 1960s ended up with lots of inequality and inequity in the distribution of development among and within the nation of the world. In fact, in 1950 economists like Kaldor, Kuznets and Arthur Lewis considered inequality as necessary for growth in the Short Run. But, in 1960s economist Milikan recognized the need for “distributive Justice” { or “Social Justice” in the Third World Countries, yet, he said, that equity was not preferable at the cost of growth. Equity and equality were top happen only through the “Percolation” or “Trickle Down” theory of Hirschman.

By 1970s dissatisfaction with inequities in development had firmly entered the development debate. Concepts such as “redistributive growth” “distributive justice” and “social justice” became important slogans. Mehboob Ul Huq the Pakistani economist working with the UNDP wrote a “Note on the Strategy of Development” and advocated a “distributive strategy of economic growth” based on “increasing employment opportunities”. Such a strategy was considered as a “participative” or “inclusive” growth strategy that would be not only just but also more efficient in unhering economic development.

To promote equitable growth another strategy called the “Basic Human Needs” (BHN) strategy was also advocated. It called for direct investments to meet the basic needs of people lie food, clothing, shelter, health and education. This was expected to increase productivity, contribute to growth and to eliminate poverty in the short run itself. In other words, this was a strategy for economic development combined with human development.

In 1970s and 1980 human welfare and human development became the core focus of development. Attempts to measure them took place. In 1979 the Physical Quality of Life Index (PQLI) was developed by the Washington – based Overseas Development Council. PQLI is a composite index based on measuring (i) Life expectancy at the age of 1; (ii) infant mortality rate and (iii) literacy rate. Mehboob Ul Huq guided the UNDP to come out with the

Human Development Index (HDI). It measure human development by measuring progress in (i) life expectancy at birth (ii) adult literacy rate and (iii) per capita income. The first Human Development Report for the world was issued in 1990 and it is done since then every year. It measures and ranks countries in basic human development. The UNDP has strengthened, refined and buttressed this HDI by developing Gender Development Index (GDI) and Gender Empowerment Measures (GEM) in 1995 and the Human Poverty Index (HPI) in 1997. The gender indices helps to measure gender development and gender empowerment. The HPI i.e. Poverty Index measures poverty or deprivations in human development in nations.

The emergence of these measures have helped to hold mirror to inequities in nations and has lead to corrections and better moves towards better human development. Yet, in thee days of the domination of market over other institutions in governance, corrections are slow in pace and inadequate in quantity and quality. However, there are some sane voices which will not allow nations dragging their feet to rest in peace. Amartya Sen – the Nobel Prize Winning Economist Way, Development Philosopher, is the most heard voice today. A few words about Amartya Sen’s theory of development is in place here.

3. Amartya Sen’s Theory of Development

Amartya Sen’s contributions to the development theory are the more basic, important and valued among contemporary theories of development. Amartya Sen’s ideas on development are developed on the foundations on development laid by Lewis, John Rawls and Mehboob Ul Huq.

Amartiya Sen considers development as “freedom”. He indeed wrote a book **Development As Freedom** in 2000. He see the purpose of development “as a process of expanding the real freedoms that people enjoy”. Millions of people today are “Unfree”, due to “economic poverty, social deprivation, political tyranny or cultural authoritarianism”. Freedom is important in development for two reasons viz., (i) effective reason and (ii) evaluative reason. First, it is freedom that makes people to contribute freely, effectively and creatively to development. Second, it is only freedom which permits correct evaluation of the achievements of development or progress. According to Sen the quality of our life and development should be measured not by our wealth but by our freedom”.

Earlier in 1988 Amartya Sen Contributed his now famous “Capabilities Approach” to development. In his book **Commodities and Capabilities** which he wrote in this year 1998, he developed this approach.

According to Sen it is not the possession of commodities or their characteristics or types which leads to development, but it is the “capacity to function” of the individual or the “functionings” or the purposes for which he is able to use them that brings development. Development is not material possession or progress. It is his ability to exercise free choice i.e. freedom. There are so many “personal factors” such as health, gender or education, “environmental demands”, “social climate”, “community requirements” and “distribution of resources” with the family which affect his choice. Development demands viewing and ordering them all to promote right individual capabilities. This can be ensured not merely by increasing his income and wealth but by recurring him to his “entitlements” for health, education and good social and political order. Thus, Amartya Sen’s theory of development is a very comprehensive one demanding not merely economic growth but total transformation of individual and society.

Under the influence of all the above, the contemporary development theory is no more a theory of mere economic development. It is a theory that stands for total transformation, real freedom and full development of mankind as a whole. Various indices of human development including the HFI (Human Freedom Index) (1991), PFI (Political Freedom Index) (1992), the HDI (2002) including political and civil freedoms and the Declaration of the Right To Development (1986) have contributed in guiding nations and mankind on the path of development by holding mirrors to their achievements and indicating the future path they have to take.

Check Your Progress – 2

Note: 1. Give your answer in the space given below.

2. Check your answers with those given at the end of the unit.

1. Explain the “Westernization” model of development.

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2. Outline briefly the various Western Economic theories of development.

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3. Write Short Notes on

i. Marxist Theory of Economic Development

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ii. Growth Theories of Development

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iii. Rostow's stages of Growth Theory

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iv. Diffusionist Theory

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v. Dependency Theory

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vi. New World Order Approach

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vii. Psychological Approach to Development

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4. Discuss briefly the contemporary Theories of Development.

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5. Write Short Notes on

i. Sustainable Theory of Development

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ii. Equitable Theories of Development

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iii. Amartya Sen's Theory of Development

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3.4 LET US SUM UP

An attempt has been made in this lesson unit no. 3 to enable student of development administration to understand briefly the concept of development, its meaning and various theories.

We began this effort by indicating the importance of development concept in today's world in the introduction. Then we have examined the various meanings of the term development such as (i) dictionary meaning (ii) partial usages (iii) general usages (iv) neutral usage (v) humanistic and universal understandings.

Next, we have examined the various models or theories and approaches to development such as (1) the westernization model (2) the various western approaches to development (3) alternative and autonomous models of development and (4) the contemporary approaches to development.

Development today is no more understood in terms of mere economic development. It stands for total transformation of man and society towards real freedoms and capabilities.

3.5 SOME KEY WORDS

Third World	:	Countries which became Independent after the Second World War.
Human Development	:	Development that brings improvement in the quality of life of all the people and not merely economic growth.
Sustainable Development	:	A development process that safeguards the environment for the benefit of the present and future generations.
Equitable Development	:	A development process that allows common man to participate and benefit from development.
New World Order	:	A just world economic order that benefits all countries.
Autonomous Model	:	Country specific model of development.
Capabilities	:	Capacities of the individual for right use or application of commodities to enhance his freedom.

3.6 SOME USEFUL BOOKS

Umapathy .M	:	<i>Development Debate : The Missing Questions</i>
Sapru .R.K	:	<i>Development Administration</i>
Felix Raj et.al	:	<i>Contemporary Development Economics</i> , New Central Book, Kalcutta 2006.
UNDP	:	<i>Human Development Reports</i> : (since 1990 every year).

3.7 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

Check Your Progress – 1

1. See Section 3.2
2. See Section (i) 3.2.4
3. See Section (ii) 3.2.5

Check Your Progress – 2

1. See Section 3.3.1
2. See Section 3.3.2 (A)
3. See Section (i) 3.3.2 (A) (ii)
See Section (ii) 3.3.2 (A) (iii)
See Section (iii) 3.3.2 (A) (iii)
See Section (iv) 3.3.2 (A) (iv)
See Section (v) 3.3.2 (A) (v)
See Section (vi) 3.3.2 (A) (vi)
See Section (vii) 3.3.2 (B)
4. See Section 3.3.4
5. See Section (i) 3.3.4 (1)
See Section (ii) 3.3.4 (2)
See Section (iii) 3.3.4 (3)

UNIT – 4 : THE RELATION BETWEEN DEVELOPMENT AND ADMINISTRATION

Structure

- 4.0 Objectives
- 4.1 Introduction
- 4.2 The heritable and Eternal connection
- 4.3 In The Third World Countries
- 4.4 The Concept of “Administrative Development”
- 4.5 The Egg-Chicken Type of Relationship between Administration and Development
- 4.6 Development – not be Administration alone
- 4.7 Let Us Sum Up
- 4.8 Key Words
- 4.9 Some Useful Books
- 4.10 Answers to The Check Your Progress Questions

4.0 OBJECTIVES

The Objectives of this lesson no.4 are to understand,

- The connection between development and public administration,
- Especially in the Third World Countries,
- The concept of 'Administrative Development',
- The interdependence of administration and development, and
- The limits of the role of public administration in development.

4.1 INTRODUCTION

After they became independent, the new nations naturally desired national development. But, they had many limitations. As they were backward or underdeveloped nations, who should bring about development was a major questions. The Nation-state should undertake development was the natural answer that emerged. National governments of these countries and their public administrative systems got involved in the work of national development. As soon as this happened, it was soon found out that the public administration in these countries itself was underdeveloped. The first need was to develop the administration so that it may undertake administration of development in an abler way.

Efforts to develop the administration which started, were both internal and external. Internally, Committees and Commissions to reorganize and improve the administration started working in these countries. From outside, friendly foreign countries, mainly developed western nations, came forward to assist the Third World Countries in improving their administration. Foreign aid, to develop the administration came in the form of grants and technical know-how i.e. expert advice for administrative development.

It is in this background that the discipline of development administration emerged. Scholars and Officials who were involved in development administration coined the term "Administrative Development", wondered at the 'egg-chicken-type' of strong interrelationship that existed between public administration and national development in these countries and drew attention to the limits in the role of public administration in national development and the need to look beyond public administration to administer national development.

In this lesson we will discuss (1) the inevitable and eternal connection between national development and public administration; (2) the situation in the Third World Countries after

independence in this regard; (3) the meaning of the concept of “administrative development”; (4) the egg and chicken type of relationship that exists between the administration of development and development of administration and (5) finally, the limits to the role of public administration in national development and the need to look beyond.

4.2 THE INEVITABLE AND ETERNAL CONNECTION

National development is a huge and continuing exercise. Consciously or unconsciously all nations are involved in it. Within each nation every one participates in it. We participate through our economic and educational activities. All individuals and groups as well as all institutions – both public and private are involved in it.

The role of nation, state, government and public administration in nation development is unavoidable. All the economic and social policies of the state give direction to it. The fiscal, monetary, banking, industrial and commercial policies regulate it. Social Policies like health and education are involved in it. Much of the huge public administrative machinery is directly involved in administering these policies. In addition in many countries, we also find a host of public sector plans, programmes and projects as well as agencies dealing directly with many areas of the economic and social sector development.

The extent to which the state and administration are involved in national development may vary from nation to nation. In Communist States it is utmost, direct and huge. In an extremely liberal, laissez faire or neo-classical economic state it may be least. But it is always there in all states. The sovereign power of the state and the sovereign moral responsibility of the state make the role of the state and public administration in national development inevitable.

Even today, when the policies of liberalization, globalization and privatization are dominating and a big role is assigned to the market and private sectors in national development, the state has a huge role as a regulator as well as a participator in Public-Private-Partnership (PPP) projects. Especially when there is a market-crisis or run away inflation even the market looks to the state to help it out through public funds. This happened recently in the United States when the Federal Reserve funds were used to buttress the crashing Housing-loan market. Thus, the role of state and public administration in national development is both inevitable and eternal.

4.3 IN THE THIRD WORLD COUNTRIES

In the Third World Countries of the Post-war period, the relationship between national development and public administration came to be intense. Even as their backwardness and

their newly won independence brought the national development agenda to the fore, the underdevelopment of non-governmental institutions like market, private sector and civil society begged for a state and government dependent development agenda and a “mixed-economy” (Public and Private Sector both participating) policy.

In India, for example, as Prof. C.P. Bhabri, and eminent scholar on Indian Administration has observed:

- (1) “The Constitution of India clearly established a policy framework for a very activist and interventionist Indian State
- (2) “..... the political and administrative leadership of the Indian State believed that the state sector will occupy the commanding position in Indian economy and society”.
- (3) “The foundational period of 1947-1964 had established a very powerful regulatory administrative-bureaucratic state and for every activity of the state, bureaucratic agencies and organizations were established though out the country.”
- (4) “..... Before Independence, a convergence of ideas had emerged between the political classes and the industrial classes as clearly stated in what is known as Purushotamdas Thakurdas and others Report on ‘A Plan of Economic Development of India (1944)’. The leading Bombay-based capitalists supported the idea of planning for industrialization of the country.”

(The above quotations are taken from C.P. Bhabri “The India State : Journey from Intervention to Liberalization” in IJPA July – September 1997, Vol. XLIII, No.3, p. 296.)

In general, in the Third World Countries, when they started on their development journey in the Post-War period, their administrative systems were characterized by (1) administrative – underdevelopment or backwardness and (2) colonial nature. Before independence, the colonial rulers were ruling these countries not to develop but to exploit them. All developments, including administrative development, in these countries were incidental and minimal. Ofcourse, the administrative backwardness of these countries varied from country to country. Some countries like India, which were under the British control were considerably grown and well organized at the time of independence. Other Countries had administrative systems which were lot more backward.

Secondly, by nature the administrative systems of these countries were colonial in nature. The colonial administration was mainly regulatory in function and authoritarian in style.

Both these factors of administrative backwardness and colonial nature had, made the administrative systems of these countries inadequate or less suitable for development administration. Yet, they had to depend on the available administration and start their development efforts first. Secondly, and simultaneously they had to start and move towards the development of their administration or administrative development.

In the case of India, in addition to administrative backwardness and colonial nature there was a third factor which had weakened the administrative system. This was the factor of depletion or fall in the number of administrators, especially of the higher civil service like I.C.S Independence, lead to the resignation and quitting of Britishers serving in Administrative Services and the partition of the country took away a number of administrators to Pakistan. As Sriram Maheshwari points it out,

“Early in 1947, the civil service had a total membership of 932, but in August 1947, when the country won its Independence, the number slumped to 422” (Maheshwari : Public Administration in India (2000) p. 333).

It is in these challenging circumstances that the Third World Countries found the need for administrative reform or administrative development. Attention to administrative development developed both internally and externally. Internally, it took the form of and efforts at administrative reform and improvement. Externally, it took the form of foreign aid and assistance from developed countries in improving the administration of the Third World Countries.

Internally, in India, for example, efforts at administrative reforms or development started right from 1947. Since then a number of committees and commissions have worked and produced reports for this purpose. Among them R.A. Gopaldaswami Committee, A.D. Gorwala Committee, Paule H. Appleby's Report, various other committees on various aspects of Indian Administration, various pay commissions and above all the Administrative Reforms Commission (1966-1970) have played an important role. The ongoing Second Administrative Reforms Commission or Moily Commission (August 2005-) is continuing this work. In addition there are permanent agencies like the Department of Personnel, the various U.P.S.Cs and others to assist in administrative development. From all these internal efforts at administrative development what recommendations emerged and how much they have been implemented is another question. But, there is always a considerable gap between the recommended reforms and actual implementation is a much noted fact. Yet, it is also true, that Indian administration has also seen enormous changes, improvements or developments since Independence. Similar internal administrative development, more or less, also took place in other Third World Countries also.

Externally, administrative development has been helped by foreign aid for this purpose from the developed countries. In the post-war period, particularly between 1945-1963 the flow of foreign aid for this purpose was considerable. Between 1951 and 1962 foreign aid amounting to \$ 214,174,000 was spent on development of public administration in these countries. 7,107 persons were trained in public administration in nearly 80 countries. Institutions connected with public administration for study, training and research numbering altogether 75 were established.

Efforts at administrative development apart, the term administrative development apart, the term administrative development gained another type of attention. This was in the form of increased academic interest in understanding and explaining the concept of administrative development.

4.4 THE CONCEPT OF 'ADMINISTRATIVE DEVELOPMENT'

The concept of administrative development has also been controversial. In an early debate Leonard Binder emphasized "increase in size, in specialization and divisions of tasks and professionalisation of its personnel" of administration as administrative development. F.W. Riggs first emphasized "structural differentiation" as administrative development. Similarly Ralph Braibanti and Milton J. Esman underlined "institutional change" or "structural change". In addition the dimension of "behavioral changes", cannot be neglected. But the most important dimension in administrative development is "performance". Riggs and Esman have laid more emphasis on this aspect of administrative development.

In short, administrative development means an increase in size, specialization and professionalisation of administration, along with necessary structural or institutional and behavioral changes but, above all achievement of better performance of administration. After all the proof of the pudding is in eating. Administrative development must end in better administrative results.

4.5 THE EGG-CHICKEN TYPE OF RELATIONSHIP BETWEEN ADMINISTRATION AND DEVELOPMENT

The nature of the relationship between administration and developments is a cumulative relationship. If administration improves development also improves in terms of a better administration socio-economic development. If the socio-economic development improves it helps in administrative improvement by supplying better skills, training / education and other resources needed by administration.