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## **DEVELOPMENT ADMINISTRATION**

*By: Ambuz Kumar Tyagi*

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# QUESTION PAPER

(June – 2019)

(Solved)

## DEVELOPMENT ADMINISTRATION

Time: 3 Hours ]

[ Maximum Marks : 100

(Weightage 70%)

Note: Answer the questions as per the instructions given in each section.

### SECTION-I

Answer the following questions:

**Q. 1. Define Development Administration and discuss its features.**

Ans. Ref.: See Chapter-1, Page No. 2, Q. No. 1 and Page No. 4, Q. No. 4.

**Q. 2. What is Planning? Explain its need and process in India.**

Ans. Ref.: See Chapter-7, Page No. 35, Q. No. 1, 2 and Page No. 36, Q. No. 4.

**Q. 3. Define bureaucracy and examine its expanding role.**

Ans. Ref.: See Chapter-13, Page No. 62, 'Introduction' and 'Expanding Role of the State and Bureaucracy'.

**Q. 4. Explain the concept and functions of Development Corporation.**

Ans. Ref.: See Chapter-28, Page No. 130, 'Introduction', Page No.131, Q. No. 1, 'Functions of Development Corporations' and Page No. 131, Q. No. 4.

### SECTION-II

Answer the following questions:

**Q. 5. Describe the social and economic conditions of India during the British period.**

Ans. Ref.: See Chapter-5, Page No. 23, 'The Social and Economic Conditions of India during British Period' and Page No. 24, Q. No. 2 and 3.

**Q. 6. Examine the rationale and problems of District Planning.**

Ans. Ref.: See Chapter-11, Page No. 54, 'Rationale Behind District Planning' and Page No. 55, 'Problems of District Planning'.

**Q. 7. Throw light on the political heritage of Indian bureaucracy.**

Ans. Ref.: See Chapter-14, Page No. 67, 'Political Heritage', Page 68, 'Political Heritage' and Page No. 69, Q. No. 1.

**Q. 8. Analyse the relationship between political and permanent executive in policy formulation.**

Ans. Ref.: See Chapter-17, Page No. 82, 'Introduction' and 'Relationship in the course of Policy Formulation'.

**Q. 9. Define democratic decentralisation and highlight the major hindrances to it in India.**

Ans. Ref.: See Chapter-19, Page No. 92, 'Concept of Decentralisation', 'Democratic Decentralisation' and Page No. 93, 'Hindrances to Democratic Decentralisation'.

**Q. 10. Write a note on the prospects of Panchayati Raj in India.**

Ans. Ref.: See Chapter-22, Page No. 106, 'Prospects of Panchayati Raj Institutions' and Page No. 108, Q. No. 4 and 5.

**Q. 11. Define the concept of Voluntary Agencies and discuss its evolution in India.**

Ans. Ref.: See Chapter-23, Page No. 110, 'The Concept' and Page No.111-112, Q. No.1.

**Q. 12. Describe the meaning and features of Statutory Corporation and Government Company.**

Ans. Ref.: See Chapter-27, Page No. 128, Q. No. 1, (Statuary Corporation).

**Also Add: Government Company:** Government company is the new form of organisation. Which has become popular due to the merits of easy formation, flexibility in administration, freedom from governmental interference, etc. The

government company, according to Sec. 617 of the Companies Act is that in which not less than 51 per cent of the paid-up share capital is held by the Central government or State government or jointly, by the Central and state governments. This form of organisation can associate private enterprise-national or foreign. A government company is established by issue of an executive order. It does not need the approval of the Parliament or State Legislature.

The main features of the Government company are:

1. It is a body corporate created under the Companies Act. Like statutory corporation, it can own property, in its own name and enter into contracts.
2. It is governed by Memorandum of Association and Articles of Association which lay down the objectives of the company, and other rules governing its internal management.
3. A company is managed by a board and depending upon the extent to which private capital is participating in the enterprise, all the directors or majority of them are appointed by the government.
4. The personnel of a government company are not, civil servants and they are appointed by the company on terms and conditions different from that of government departments.

5. It enjoys financial autonomy. If it is fully owned by the government, it obtains funds from the government and otherwise from some private shareholders, revenues secured through sale of its goods and services. It is also not governed by accounting and audit procedures applicable to government departments.

6. A government company is far easier to form than a public corporation.

### SECTION-III

Answer the following questions:

**Q. 13. Write a note on Participatory Approach to Development Administration.**

**Ans. Ref.:** See Chapter-3, Page No. 14, Q. No. 6.

**Q. 14. "Mixed Economy is not a pure system." Comment.**

**Ans. Ref.:** See Chapter-6, Page No. 29, Q. No. 1.

**Q. 15. Discuss the concept of development.**

**Ans. Ref.:** See Chapter-8, Page No. 40, 'Introduction' and 'Concept of Development'.

**Q. 16. Suggest the ways for making bureaucracy more representative.**

**Ans. Ref.:** See Chapter-15, Page No. 75, Q. No. 4.

# Sample Preview of The Chapter

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# DEVELOPMENT ADMINISTRATION

## Development Administration: Concept and Meaning



### INTRODUCTION

Development administration stands for affirmative governmental action to bring out change. In recent times the governments in developing nations have strived to bring out development through proper planning and people's participation in it. The change in outlook had forced the researchers and public administration practitioners to reconceptualise the changed situation and fill the gap that had occurred in administrative theory. The shift from *Laissez faire* outlook towards welfare-oriented state actions had brought into forefront the limitations of the traditional theory of administration. Besides, performing the older regulatory functions which were mostly preventive, and coercive in nature, they now render various services to the people. Provision of modern amenities of life, education, health, employment and improved means of transportation are some of the important tasks of socio-economic transformation undertaken by government everywhere, specially in the developing countries of the Third World. The important task which rests with administration is to bring about required change in the structure and functioning of different administrative institutions. So, the development

administration becomes important both as an area of study and as a means to realise the goals.

### MEANING OF DEVELOPMENT ADMINISTRATION

There exists no uniform or universal definition of development administration. But we can trace certain basic features and characteristics of development administration that would be uniformly acceptable. To understand the concept fully it is required to know the meanings of administration of development and development of administration. State has an important role to play in bringing development through administration, so distinct kind of administration is required to adapt development. On the other hand administrative development stands for the enlargement of administrative capabilities and structural and behavioural change. However, these both are interrelated concepts. Both are interdependent and supportive to each other. It is difficult to establish the superiority of one concept over other.

### DIFFERENCE BETWEEN TRADITIONAL ADMINISTRATION AND DEVELOPMENT ADMINISTRATION

Efforts have been made to differentiate between development administration and traditional administration. This difference is established on the

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basis of purpose, structure, attitude, behaviour and capabilities and techniques. Traditional method is concerned more with the governmental operation and maintenance of social stability. Development Administration is concerned with attitudes and process instead of procedures and structures.

**GENESIS OF DEVELOPMENT ADMINISTRATION**

When British rule came to an end in India, there was a wide spread of unemployment, poverty, squalor, hunger and disease. India was lagging behind of every developmental parameter. At the same time private participation was not ready to contribute comprehensively in developmental task. So, it was left only with the state to shoulder the responsibility. In colonial terms the administration was essentially rule by bureaucracy with policy guidance from remote sources. Groups capable of competing for political influence or of imposing close controls over the bureaucracy were few, so that often it moves into a partial power vacuum. The role of bureaucracy was intended to change and closely related to the particular political system type in a developing country. The requirements of development were there not only at administrative front but at a comprehensive level including economic, social, cultural and political areas. The term '*Development Administration*' was in fact coined in this perspective in place of just '*Administration*'.

**FEATURES OF DEVELOPMENT ADMINISTRATION**

Development Administration have its distinct features which distinguish it from much '*Popular Administration*'. It includes '*chance orientation*' i.e. '*Administration* should be ready to adopt conducive changes with changing environment in society; '*goal-orientation*' i.e. '*Administration* should aim at fixed socio-economic and political developmental goals; '*Innovative Administration*' i.e. innovative ideas lead to speedy realisation of set goals so, '*Administration* should adopt innovative ideas; '*Client-oriented Administration*' i.e. '*Administration* should aim towards the upliftment of specifically targeted groups who are lagging far behind; '*participation-oriented Administration*' i.e. '*Administration* should not treat people just as subjects but provide them space to take active participation and add their thoughts to their own development; '*Effective coordination*' i.e. there should be an effective co-ordination between different units of administrative body; '*Ecological perspective*' i.e.

Administration should not behave in a closed manner but should get affected by environment and affect the environment in turn.

**SUMMARY**

Developmental goals and the urgency with which they are required need vigorous state action as the principle instrument of social transformation. The political authority with its immense power and resources assumes the position of pivotal importance in the developmental process of third world. It is thus required that administration should have the potential to give direction to the process of change and have the capacity to adapt itself to changes demanded or planned by the political authority and also initiate its own changes, if required; or we can say that public administration should undergo structural and attitudinal changes to develop the right type of vision and administrative skills for the success of developmental programmes. It is thus evident that to realize the goals of modern state and a modern society we require stable and cohesive polity and the strengthening of the authoritative structures of government. Such transformation would need its minimum professional and functional autonomy and its detachment from political roles, and the adoption of modern administrative practices.

**CHECK YOUR PROGRESS**

Q. 1. What is meant by the term '*Administrative Development*'?

Ans. '*Administrative Development*' is meant by the development of Administrative capabilities. It aims towards the adoption of structural and behavioural changes in Administrative operations. Administrative development is a pattern of increasing effectiveness in the utilisation of available means for achieving prescribed goals. It, therefore, involves both qualitative and quantitative changes in bureaucratic politics, programmes, procedures and methods of work, organisational structures and staffing patterns, number and quality of development personnel of different types and patterns of relations with clients of administration. The change in Administration should be of kind that it can bring about fundamental changes in economic, political and social spheres. There should also be a change in cultural environment of Administration. The colonial administrative culture is not suitable for the changed socio-political environment of developing world. There should be the capability to get adjusted

with the new changes. It also includes the improvement of tools and techniques for which technological changes should be induced in Administration. Administrative development should direct towards self-sufficiency and lesser dependence upon foreign support. It should be accompanied with delegation of power to ensure speedy performance and specialisation of administrative tasks. Administrative development also requires administrative changes and reforms. For administrative reforms, Caiden says "it is an essential ingredient of development in any country, irrespective of speed and direction of change. Administrative capacity becomes increasingly important in the implementation of new policies, plans and ideas. The improvements in administrative capacity may involve the removal of environmental obstacles, structural alternatives in traditional and innovatory institutions bureaucratically organised or otherwise. This would also necessitate changing individual and group attitudes and performance."

**Q. 2. Distinguish between traditional administration and development administration.**

**Ans.** Traditional and development administration differ from each other in terms of purpose, structure and organisation, attitude and behaviour, capabilities, techniques and methods. The key difference between traditional and development administration can be summed up as follows:

**Traditional Administration**

1. Traditional Administration is a kind of regulatory mechanism.
2. Traditional Administration emphasises on individual performance. It is efficiency and economy oriented.
3. Traditional Administration believes in following Rules and Regulations. It is more concerned with the security, safety, comfort, status and power.
4. Traditional Administration is bound with hierarchical structure. And there is always strict and authoritative environment of mistrust.
5. Traditional administration is centralised in nature. Its decision-making process and rights are highly centralised.
6. Traditional Administration aims towards maintaining the status quo. Any change in organisational structure is retarded.

**Development Administration**

1. Development Administration is concerned with new functions and problems and change accordingly.

2. Development Administration emphasises on group performance and mutual collaborations. It is managerial and developmental in nature. Its orientation is towards organisational goals and effectiveness in achievement of goals.

3. Development Administration shows willingness to take risks. It is concerned with relationship and emphasises on high standards for programmes.

4. Development Administration holds flexibility. It is organised around achievement of goals. It depends more on cooperation and trust.

5. Development Administration has decentralised way of decision-making. Empirical studies are held to solve the problems and improve aids of decision-making.

6. Development Administration aspires to bring about changes. There is always space for changes, according to need of environment.

Traditional Administration is thus concerned with the fulfilment of legality and maintenance of social stability. Its chief aim is maintenance of Law and Order and collection of revenues. Development Administration on the other hand aims at upbringing the developmental values. It aims towards planning for people with people's support and cooperation.

**Q. 3. Highlight the genesis of development administration.**

**Ans.** At the time when India gained independence, the problems of poverty, unemployment and population were present in severe condition. We were lagging behind in material and human resources development, our progress was nominal in industrial and agricultural fields. The private entrepreneur was also hesitating to shoulder the responsibility of development, in this situation it was all left with the government to deal with the situation.

At the first instance, it was thought that it would not be beneficial to follow western model for developing country like India, because there was a wide difference between their and ours social and economic structure. Our problems were also different from theirs. So, it was thought of to develop a kind of administrative system that would be suitable for the needs of our own. Development here was seen as an overall development, development in industrial, agricultural, technological, social, cultural and political fields. People's participation and support was another important ingredient in this big task. The ground and hard

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realities of third world called for the adoption and execution of new approaches of change. This realisation led to the emergence of the concept of development administration.

This change in approach gave a new meaning to the concept of development and administration. Now, development came to be defined as a holistic term including the elements of economics, societal, cultural and politics. Thus, it emerged as a process confined not only an economic development but an over all welfare activities. This changed the meaning of development and introduced a new thinking regarding the methods and techniques to be adopted for bringing about development. Now emphasis shifted or we can say included the human development and its participation in development along with mere infrastructural development. It was thus established that the administrative agenda should not be same in all the countries. Also administration in a given country can be understood and evaluated only in the light of its cultural and political setting. This was termed as environment or ecology of Public Administration.

So, the only and prime objective of development administration is to introduce modernisation through augmented socio-economic change qualitatively and quantitatively.

**Q. 4. Discuss any three features of Development Administration.**

**Ans.** There are certain features of development administration that distinguish it from traditional administration. Some important features are as follows:

**1. Innovative Administration:** Development administration introduced certain new governing structures and replaced certain old ones. This was all carried on in confirmation with changing political and social environment. Development administration is one that is dynamic and progressive in thought and action. It aspired to identify and apply new structures, methods, procedures, techniques, policies, planning projects and programmes so that the objectives and goals of development are achieved with minimum possible resources and time. In this direction we, in India have implemented various development programmes aiming at the comprehensive development of its people, some of them include—IRDP (Integrated Rural Development Programme); TRYSEM (Training Rural Youth for Self Employment); NREP (National Rural Employment Programme); DWACRA (Development of Women and Children in Rural Areas); tribal development programmes; and like that. For the same objective

several planning and implementation agencies have been established on District, Block and State levels. The development administration has to be innovative enough in order to realise the pre-determined objectives of development.

**2. Participation-oriented Administration:** It means that development administration allows the participation of people who are going to be affected by it. It makes it more responsive and accountable. Here, people do not merely act as passive recipients of benefits or goods and services but they take an active part in formulating and implementing the developmental plans, policies and programmes. In this direction centralised administrative system is considered to be inappropriate and requires the delegation of authority and responsibility to the local levels. It involves giving people an increasing share in the governance and management of developmental affairs of the government. This gives an active and responsive role to Panchayati Raj institutions in planning and administration.

**3. Ecological Perspective:** Environment of development administration is another important element of development administration. It shapes this environment, which includes the political, social and economic elements. Also in response, it gets affected by them. It is the environment which sets forth the operative parameters of development administration. It requires the qualities of being flexible and responsive towards administrative actions and methods. The changes in administration affect its environment and changes in environment also has its bearing on administration.

**OTHER IMPORTANT QUESTIONS**

**Q. 1. What should be the role of 'Bureaucracy' in Development Administration?**

**Ans.** Bureaucracy is an important arm of administration, so is of development administration. Bureaucracy to become an agent of change must have the potential to give direction and dynamism to the pace of change and have the capacity to adopt itself to changes demanded or planned by the political authority and also initiate its own changes, where needed. In other words, public administration should undergo structural and attitudinal changes to develop the right type of vision, change-orientedness and administrative skills for the success of developmental programmes. This brings us to the question of new far the existing