



JOURNAL ARTICLE 98: DEVELOPMENT ADMINISTRATION

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ABSTRACT

Development administration, an important sub – field of public administration which has gained in prominence due to the emergence of newly independent developing countries in Asia, Africa and the Middle East, and Latin America, owing to the liquidation of

colonialism and imperialism; has strikingly significant characteristics that will be examined in this article.

KEYWORDS: development administration, public administration, striking characteristics, developing countries, and sub – field.

1. INTRODUCTION

The term development administration was first coined by U.L. Goswami an Indian scholar. He used this term in his article entitled The structure of development administration in India, published in 1955. However, it is George Gant, an American scholar, who is regarded as the father of development administration. He too started using the term the same period. His book Development administration: concepts, goals and methods first published in 1979, is most significant. Edward W. Weidner, Fred W. Riggs, Joseph La Polombara, John Montogomentry, Ferrel Heady, Milton J. Esman, Albert Waterson, Lusian Pye, Merle Fainsod, Alfred Diamant, Irving Swerdlow, William J. Saffin, and Han been Lee have contributed to the popularization and growth of the concept of development administration in the field of public administration. Edward Weidner is the foremost proponent of development administration. He is also the first to conceptually explain the definition of development administration.

According to Ferrel Heady, George Gant himself is generally credited with having coined the term development administration in the mid 1950s. Probhat Datta, on the other hand, observes: Though the term Development administration is claimed to have been coined by the Indian Scholar, Goswami, development administration is essentially a western concept. The term was first used by Donald C. Stone.

2. PURPOSE OF THE ARTICLE

The purpose of this article is to define development administration; outline its development and to show its characteristics as a sub field of public administration.

3. DEVELOPMENTAL ADMINISTRATION AS A SUB FIELD OF STUDY

3.1 Emergence of development administration

Development administration emerged as a sub – field of public administration in the 1950s and 1960s. The factors which have contributed to this are.

- a. over – emphasis on the study of means of administration and under – emphasis on the study of goals of administration by the traditions public administration
- b. Emergence of newly independent developing countries in Asia, Africa, and Latin America owing to the liquidation of colonialism and imperialism.
- c. U.N. sponsored development schemes in the developing countries through multilateral technical aid and financial assistance.
- d. Extension of American economic and technical assistance plans to newly emerged developing countries.
- e. Setting – up of the comparative administration group (CAG) in 1969 under the aegis of the American society for public administration.
- f. Search for a new indigenous administrative model to meet the developmental needs of the developing countries, due to the failure of western model in these countries.

3.2 Definitions

A number of authors have defined development administration as shown below.

George Gant: Development administration is that aspect of public administration in which the focus of attention is on organising and administering public agencies in such a way as to stimulate and facilitate possible. He further observed: Development administration denotes the complex web of agencies, management systems and processes, a government establishes to achieve the development goals. Development administration is the administration of

policies, programmes and projects to serve development purposes. According to him, the development administration is characterized by its purposes (socio-economic progress), its loyalties (accountable to the people), and its attitudes (positive, persuasive and innovative approach).

Donald C. Stone: Broadly, development administration is concerned with achieving national development. The goals, values and strategies of change may vary but there always are generic processes through which agreement on the goals is reached and plans, policies, programmes and projects (4Ps) are formulated and implemented. Development administration, therefore, is concerned primarily with the tasks and processes of formulating and implementing the four Ps in respect to whatever mixture of goals and objectives may be politically determined.

Irving Swedlow; Development administration is administration in poor countries. He identified two inter-related tasks in development administration – institution building and planning.

Han been Lee: Development administration is concerned with the problems involved in managing a government or an agency thereof so that it acquires an increasing capabilities to adapt to act upon new and continuing social changes with a view to achieve a sustained growth in political, economic and social fields.

Merle Fainsod: Development administration is a carrier of involving values. It embraces the array of new functions assumed by developing countries embarking in the path of modernization and industrialization. Development administration ordinarily involves the establishment of machinery for planning, economic growth and mobilizing and allocating resources to expand national income.

John D. Montgomery: Development administration connoted carrying out planned change in the economy (in agriculture or industry, or the capital infrastructure supporting either of these) and, to a lesser extent, in the social services of the state (especially education and public health).

Martin Landau: Development administration is the engineering of social change.

Pai Panandiker: Development administration is mainly the administration of planned change. He further observed: The essence of development administration is holistic change undertaken through integrated, organized and properly directed governmental action.

Jose Abueva: Development administration is the administration of development programmes in the economic, social and political spheres, including the programmes for

improving the organisation and management of the bureaucracy as a major instrument for national development.

B. S. Khanna; Development administration is an administration geared to the tasks of economic, social and political development, which has been induced by an increasing tempo, momentum and diversity emanating from the elite and groups of people.

Inayatullah; Development administration is the complex of organizational arrangements for the achievement of an action through public authority in pursuance of (i) socio-economic goals and (ii) nation –building.

K. R. Hope: Development administration is the contextual and operational terms implies efficient organisation and management of the development activities of a nation to attain the goals of development.

B. B. Schaffer: Development administration is about development programmes, policies and projects in those conditions in which there are usually wide and new demands and in which there are peculiarly low capacities and severe obstacles in meeting them.

Harry J. Friedman: Development administration means the implementation of programmes designed to bring about modernity (that is, socio –economic progress and nation building), the changes within the administrative system which increase its capacity to implement the programmes.

3.3 Contributions of specific leading scholars

Two leading scholars are Edward Weidner and F. Riggs. Their contributions are briefly stated as follows.

3.3.3 Contribution of Weidner

Edward Weidner criticized the traditional administrative theory for its overemphasis on the means of administering in the possible manner, and under emphasis on the study of goals (ends). In this context, he commented, public administration has glorified the means and forgotten the ends. Good administration and good human relations have become ends in themselves, quite apart from the achievement of other values that they may or may not facilitate. It was to fill such a critical gap in the traditional administrative theory that he introduced the concept of development administration. He defined development administration as an action – oriented, goal-oriented administrative system. He has viewed development administration in government as the process of guiding an organisation toward the achievement of progressive political, economic, and social objectives that are

authoritatively determined in one manner or another. To him, development administration is concerned with maximizing innovation for development. He defines innovation for development as the process of planned or intended change in the direction of modernity or nation – building and socio-economic change. He stressed that the problem of how to maximize the effectiveness of a bureaucracy so that it contributes to growth in the direction of modernity or nation –building and socio-economic progress is a problem of how to strengthen innovational forces in the bureaucracy.

3.3.2 Contribution of Fred. W. Riggs.

F. W. Riggs made a significant contribution to the field of development administration. He defined development administration as organized efforts to carry out programmes or projects thought by those involved to serve developmental objectives. He identified two sides of development administration, viz. administration of development and development of administration (administrative development). He defined the former as the administration of development programmes, to the methods used by large – scale organisations, notably government, to implement policies and plans designed to meet their developmental objectives, and the latter as the strengthening of administrative capabilities. He observed that, development administration refers not only to a government's effort to carry out programmes designed to reshape its physical, human, and cultural environment, but also to the struggle to enlarge a government's capacity to engage in such progress. Stressing upon their close interaction, Riggs remarked, the reciprocal relatedness of these two sides involves a chicken and egg type of causation. Administration cannot normally be improved very much without changes in the environmental constraints (the infrastructure) that hamper its effectiveness; and the environment itself cannot be changed unless the administration of developmental programmes is strengthened.

3.3.3 Specific characteristics of developmental administration

The development administration has the following distinct characteristics:

- a. **Change-orientation**, that is, bringing about socio – economic change rather than maintenance of status –quo.
- b. **Goal-orientation**, that is achieving progress in social, economic, political and cultural goals (result-orientation).
- c. **Commitment**, that is, high morale and motivation in work situation to achieve the developmental goals.

- d. **Client orientation**, that is meeting the needs of the specific target groups like small farmers, children and so on.
- e. **Temporal dimension**, that is, completing development programmes within a time limit (time-orientation).
- f. **Citizens-participative orientation**, that is, enlisting popular support and involvement in the formulation and implementation of development programmes.
- g. **Innovativeness**, that is, replacing or improving the administrative structures, methods and procedures for the effective realization of developmental goals.
- h. **Ecological perspective**, that is, interaction between developmental bureaucracy and its social, economic and political environment.
- i. **Effective coordination**, that is, achieving coordination between the multiple specialized units and programmes involved in the developmental tasks (high degree of integration).
- j. **Responsiveness**, that is, responding to popular needs and demands.

3.3.4 Development versus Traditional administration

Some scholars have sought to conceptualize development administration as distinct from traditional administration (non – developmental administration or general administration or regulatory administration). According to them, development administration is public administration with a difference. They stated that both differ from each other in various respects. These differences are summarized below in Table 1.3,

Table of comparison between.

Development administration	Traditional administration
1. It is change-oriented.	1. It is status quo-oriented
2. It is dynamic and flexible.	2. It is hierarchical and rigid
3. It emphasis on effectiveness in goal-achievement.	3. It emphasizes on economy and efficiency
4. Its objectives are complex and multiple	4. Its objectives are simple
5. It is concerned with new tasks	5. It is concerned with routine operations
6. It believes in decentralization	6. It believes in centralization
7. It relies heavily on planning	7. It does not rely as much on planning
8. It is creative and innovative	8. It resists organizational change
9. It practices democratic and participative style of administration	9. It practices authoritative and reactive style of administration
10. Its scope of operations is very wide	10. Its scope of operations is limited.
11. It has temporal dimension	11. It has no time-orientation
12. It is outward looking	12. It is inward looking

From the above table, the characteristics of development administration differ in significant ways from the characteristics of traditional administration. However, it needs to be appreciated that with the gaining of independence by Asian, African and Latin American countries, developmental administration has gained in prominence as it is most relevant to these countries.

4. SUMMARY

Leading scholars such as F.W. Riggs, Edward Weidner and Ferrel Heady, amongst others, have made immense contributions to developmental administration. However, it needs to be emphasized here that both development administration and traditional administration are complementary to each other. One cannot sustain in the absence of another. Hence, the distinction between the two is unrealistic, untenable and over-simplistic. Moreover, as rightly observed by Ramesh K. Arora that the impression that development administration is concerned solely with the administration of developing countries can only reduce the utility of the concept of development administration in its application to the comparative analysis of developed and developing countries.

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Profiles of contributors and photographs



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