

## CONCEPT OF DEVELOPMENT ADMINISTRATION

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### 2.1 Concept of Development Administration

Concept of development is not new but still it is in an incipient stage. Since civilization it has been growing in scope and substance, and the present nature of development greatly differs from that of the early period. Serious attempts have been made by scholars of different disciplines particularly after the Second World War to define the concept of development.

Brandt Commission report stated that Development could never be defined to universal satisfaction.<sup>1</sup> In the same note, Uphoff and Ilichman 1972 pointed that Development was in all probability one of the most depreciated terms in social science, literature and has been used more it has been understood.<sup>2</sup>

Many have defined it in terms of increase in national economy other defined it to include social improvement and still others in terms of increase in the capacity of the political system, and while there are others who make no distinction between development and modernization. , development is a complex phenomenon comprising many dimensions—social, political ,economic, administrative and so on Now there is trend to call as 'economic development', 'political development', 'social development', and soon. In the context of public administration, development is development administration and 'administrative development'. Then economic, political, social and administrative may be viewed as emerging from development without being development. So, while defining the concept of development, it is

necessary to take an integrated approach. The overall goal of development is therefore to increase the economic, political, and civil rights of all people across gender, ethnic groups, religions, races ,regions and countries.<sup>3</sup>

## **2.2 Facets of Development Administration**

Development is the centre of politics of the so called Third World countries and governments play a key role in national development.<sup>4</sup> Public administration is considered an important mechanism in this development process. Government uses its administrative authority to achieve national development task by formulating, organizing and implementing large-scale action programmes. To handle these complex activities of the government, instrument of development administration is employed.<sup>5</sup>

Development Administration is an instrumental means for defining, consolidating, and implementing national goals in developing countries.<sup>6</sup> The concept of development administration emerged shortly after the Second World War. The field of development administration can be talked about in various contexts but its applicability depends upon mainly the systems which affect it and in turn is affected by the systems.

The problem is that of goal-realization which can be linked to any setting of systems, for our sake of purpose to link development administration with the following contexts:

1. Political context
2. Economic context

### 3. Social context

#### **Political Context**

Administrative development refers to the proliferation and expansion of the bureaucratic organization as the main instrument for programme implementation. Bureaucracy is an important instrument for implementation of policies. Political parties, interest groups, legislature, judiciary, electorates have an important role to play in the political development. Though one cannot discard the role played by the political parties, interest groups, legislature, courts, electorates in the political development. Riggs felt that the basic requirement for better life for the world and the people of new nations and also expresses that political development will not be promoted on its own. There can be no public administration and economic growth with development of administration.<sup>7</sup>

Fainsod advocated that an improvement in the betterment of Development administration depends greatly on the quality and training of public servants who handle it. And also on socio-political environment which liberates their energies. Needless to emphasize that bureaucracy has much to determine in the success or failure of governmental plans. Now bureaucracy- is mainly referred to as 'rule of administrative officials'.<sup>8</sup>

Riggs, also comprehends it as a concrete organization composed of related roles that serve for a large social entity or system as agent. The persons assuming such roles are engaged in actions which are primarily administrative in function and as already stated the effectiveness of a government to a large extent depends upon the performance of its public servants. It is seen that in several states public servants while exercising political functions have misused their power.<sup>9</sup>

In many new states exercise of bureaucratic powers have been balanced by having another set and extra –bureaucratic institutions, comprising of an elected assembly, an electoral system and a party system .Riggs also affirms this view saying that for the effective making of any modern govt., There should be a balance of power between bureaucracy and political representatives or between politics and administration.

In the United States and Western politics, this balance is already there but in the developing countries an imbalance exists between the power of bureaucracy and the power of constitutive system i.e., legislature, political parties, bureaucracy and elected representatives.<sup>10</sup> Riggs also suggested that in these systems priority needed to be given to efforts to have a fair balance between either political and bureaucratic institutions In the political context of administration there is the need of strengthening and improving both the political as well as bureaucratic institutions. So that the developmental goals which the developing countries have set are not hampered from realization.<sup>11</sup> improved administrative practices and democratic values largely condition the success of administration of development in the developing democracies and therefore should go side by side. According to Pye three dimensions of equality, capacity and differentiation as syndrome to the development process .who also suggested that the problem of political development revolve around the relationships between the political culture, authoritative structures and the general political process.<sup>12</sup>

### **Economic Context**

In the economic context, development administration has much to do. Now the economic well-being of the bureaucrats depends upon what they get in lieu of their administrative functions in the form of

cash payments, or salaries, bonus, etc.

As a matter of fact salary system or cash payment has a strong bearing on administration of development. It provides not only living expenses and induces bureaucrats to work effectively but also contrary-wise it makes possible to control the administrators. To carry out developmental tasks there is thus a great need of the existence of an adequate economic base'.<sup>13</sup> Riggs also said that the economic production should be so high that it covers the consumption needs of primary producers also supports the no of public and private employees who are engaged in tertiary & secondary occupations.

One of the basic aims of development of a country is to increase the gross national product per capita. Now this depends upon heavily on economic development. On the other side, this level of economic growth and development in the country has to meet the expenses of bureaucratic organization and the proliferation of specialized government agencies. Thus in this way economic development not only conditions the creation of the kind and extent of bureaucracy if wishes but also provides effective economic control over the bureaucrats by which to assure greater efficiency and effectiveness in the administration. Precisely it may be said that a country which has a high level of economic production can build up a strong bureaucracy capable of carrying out programmes which enhance economic productivity and greatly contributes to developmental goals defined in terms of nation-building and socio-economic progress.<sup>14</sup> In the economic context of development administration, increase in national income enables the society to improve its administrative capabilities and thereby to contribute further to national development.

### **Social Context**

The development administration is oriented to the task of, sustaining improvement in social welfare. The provision of health services, housing, cultural amenities, education and a change in the status of women, protection of children and regulation of labor and improved status for workers, human rights, etc. come in the purview of social sector which have to be administered keeping in view the national goals. These goals are taken into account because of the pressures from the formal organizations. The new States have grown in large number. These formal organizations appear to have come up in the shape of western model such as political parties, public and private corporations, legislatures, trade unions, associations, etc. In the developing countries, these organizations have got normally vested interests and are often dominated by the persons who are either in the political parties or bureaucracy. These organizations appear to serve the interests of their leaders rather than of their members. In the developed system the argument is quite the reverse. Developing societies must develop such organizations as are capable of sustaining improvements in their organized activities.

The three dimensions of development political, social and economic are quite interrelated to each other in, their contexts of development administration.

The political context of development administration stresses the need of balance between politics and administration.

The economic context emphasizes rise in national income per capita and social context demands improvement in the well-being of the people which in the final analysis is the ultimate goal of development.

To judge a level of development of society features like as balanced polity,

organizational maturity, and the prevalence of a salary system in its bureaucracies. There are essential balanced polity, organizational maturity, and the prevalence of a salary system in its bureaucracies.<sup>15</sup>

### **2.3 Features of Development**

Development is a continuously changing concept. It is neither static nor uniform. Its nature constantly changes with the change of time. The nature of development as seen in the early 20th century greatly differs from that seen in the early 20th century. As such history of modern times is a history of national development.

1. Development is a multi-dimensional process. According to Palmer it is an overall process, with significant social, cultural, political and human as well as economic dimensions.<sup>16</sup> Its use seems to equal the more prosaic 'growth' or 'change' or 'transformation' and has become increasingly complex in its application. Economic, social, political, cultural, human administrative and so on are viewed as emerging from development without being development. Thus development has multi-dimensional aspects.

2. Development is a goal-oriented process. Development is equated with economic growth, social transformation and Nation building. National development is the major goal of most developing countries. This single goal subsumes myriads of goals, such as, economic and social progress, political modernization, nation-building, mobilization of human and natural resources, reducing the levels of unemployment and poverty, etc. The developing societies are goal-oriented societies sheading towards modernization.

3. Development as a growth is another common feature. All

countries, developing as well as developed are growing, expanding and advancing although the degree, size and substance of development differ from society to society. Again present societies are complex societies with high degree of interdependency between them.

<sup>4</sup>According to V.A.Pai Panandiker the essence of Development Administration is holistic change undertaken through integrated, organized and properly directed governmental action. Modern Development is characterized by technological innovations which altered the nature of development .due to spread of this has created a globally interdependent social system.<sup>17</sup>

5. The process of development also involves institutional and cultural changes. Political stability and maintenance of order and security is main feature of development. without these development cannot be achieved by developing countries.<sup>18</sup>

## **2.4 Types of Development Administration**

The concept of development administration has two major aspects. One aspect of it refers to 'development of administration'. This means to develop administration. It involves strengthening and improving administrative capabilities as a mean for achieving development goals. Administration of Development' having a key role in implementing the development programmes, projects and policies.

This may involve raising the standards of education, transforming social systems, improving Public health, raising national income, stabilizing political system, conserving national resources, improving communication system, constructing dams, power plants and undertaking many other developmental tasks of national importance.

These are two sides of one coin.<sup>19</sup> F.Riggs said that administration can be improved by changes on environmental constraints that hamper its effectiveness & with the strengthening of development programmes. Unless the administrative effectiveness of government is increased, the developmental objectives which a developing country may aspire for fulfillment cannot be achieved. The field of development administration covers both aspects first one the development of administration and second is administration of development.

Development of Administration concerns the nature of administrative capacity for development and methods of improving and increasing it. Administration of Development concerns the organization and management of various, development efforts.

**Development of Administration:** Development administration is concerned with increasing and improving the capabilities of the administrative system. The developmental goals are to be carried out successfully with efficiency and effectiveness. There is the need of increasing the capacity of those involved in developmental tasks. Development administration has to perform the functions of improving the education of, and imparting training to, the personal engaged in developmental goals. Although policy making, planning and budgeting are advisory functions of development administrators, yet they constitute a significant part of efforts to enhance administrative capacity for development. Administrative capability also involves the use of modern management techniques and other ways and means to identify individual objectives with developmental goals.

Improving and enhancing the administrative capabilities are directly related to achieving developmental goals. Katz says that as to achieve

development objectives, administration capability for development is required which has the capacity to mobilize ,allocate & combine the activities According to Katz “Administrative capability for development involves the ability to mobilize, allocate and combine the actions that are technically needed to achieve development objectives.”<sup>20</sup>

**Administration of Development:** Development administration concerns the administration of development which is further simplistically meant as administering development. This is identified with organizational development—government departments, public enterprises, regulatory agencies, public corporations, cooperative institutions, etc. The government machinery is responsible for achieving the broader socio-economic and political goals. Precisely development administration has two main functions one relates to realizing development goals and objectives and second is to improving and enhancing capabilities of those involved in development goals and objectives.

## **2.5 Elements of Development Administration**

It is necessary to take brief glance regarding the elements of development administration. The most important elements of development administration are given below.

**1.Planned and Coordinated Efforts-**Development administration in operational terms refers to organized efforts to carry out development programmes and projects in the direction of state-building and socio-economic progress. Planning and coordination have become important in organizing efforts. In developing countries, where

human and material resources are scarce, governments are required to adopt and adapt development planning techniques as an invaluable aid in promoting social and economic development. The identification of major functions to be carried out and their alignment are basic ingredients to development administration. A development administrative system decides on appropriate methods of coordination and control for different functions at different levels.

**2. Goal-oriented Administration-** Development administration is not just public administration in the sense of carrying out activities; it is a goal-oriented administration with emphasis on achieving social and economic goals.

A bureaucratic administration is regarded as a synonym of rule-bound and procedure-oriented administration. It offers resistance to change. On the contrary, the growth of development administration is vitally linked with its capacity to handle development activities of a complex nature. Development administration is expected to play its appropriate role in bringing about desired change by paving the way for economic, political, and social development. It is flexible in its operation. The administrative structures of the newly independent countries are now expected to operate as instrumentalities of the development process itself. A great deal of untapped knowledge and experience is available about the development of effective organization to plan and achieve development goals. Development-oriented administration has an optimum flexibility of operations which allows an administrator the required autonomy to apply rules with discretion to certain unique administrative situations.<sup>21</sup>

**3. Management Capacities-**Development administration involves creating and enhancing management capacities as a means for achieving development goals. The effect of decolonization on the social

structures of several of developing countries was the ascendance of a political and bureaucratic elite which had not been oriented to respond to popular pressures. Luke says that as a result colonial regimes have been built on doubtful foundations of legitimacy.<sup>22</sup> It should look obvious from the foregoing comments that the inherited system of administration needed a change so that it could respond to the combined challenges of economic and social change and state-building.

Indeed, the focus of development administration is on improving the skills and knowledge of development-oriented administrators so that they are able to respond to the growing needs of the people. A unique and specific function of development administrators is macro-management. Therefore, they need adequate development and training in it.

#### **4. Participation of people in modern techniques-**

Progressive realization of social and economic goals by developing countries has been considered an important task of governments of these countries. To achieve this objective, the instrument of development administration is employed. The element of progressiveness of goals is an accepted feature of development administration.

In political systems, progressivism would mean greater participation of the people in the development process. In development administration, progressivism implies training and development of administrators. Development-oriented administration' prepares administrators for the distant future. This requires a forecast of new competency in the wake of changing technology and methods. For example, environment protection requires that administrators be trained in the technical aspects of conservation of environment resources. Progressive realization of development goals by a developing economy would involve greater participation of the people. In a political democracy, participation implies

strengthening of the pressure for public opinion in government affairs. In a political democracy, participation would imply strengthening of the pressure for public opinion in government affairs. It is expected of a development administration machinery to create and promote such conditions that will facilitate greater participation of the people in the processes of economic and social change and in the delivery of public services. Participation by the people in the formulation, implementation, monitoring and evaluation of programmes and projects attuned to benefit them, is a distinct feature of development administration.

For participation to be meaningful and effective, people must be familiar with the problems to be addressed; they must be able to demonstrate their willingness and ability, and they must be afforded opportunities to have reasonable access to utilization of local resources. A development oriented administration effectively utilises the strategies of decentralization, delegation and consultation, and thus makes the administration grassroots oriented.

**5. Creativity and Innovativeness**-An important element in development administration is creativity. The term 'creativity' is often understood as the ability and power to develop new ideas. On the other hand, 'innovation' generally means application of these ideas. It means a new way of doing things. After goals are agreed upon and priorities determined, major innovation is needed if development is sought. Thus an important task of government is to promote and carry out innovation. Development administration as an instrumentality of government lays stress upon the adoption of new structures, procedures, policies, plans and programmes which would help achieve the developmental objectives with the greatest possible facilitation.

**6. Responsiveness and Accountability**-In the traditional

administrative system, administrators tend to be routine-minded, stagnant, and generally lacking in the enthusiasm and ability for innovation. Development administration requires an administrator who is dynamic, innovative, and development-conscious enough to perform his role in the administration for development. This is indeed a most decisive area in development administration.

Development administration is required to be responsive and accountable. A top-down/bottom-up flow of communications and initiative is recognized as the main element in accountable administrative capacity. The tendency for policy-making to be highly centralized in administrative structures is further recognized as a major constraint on attempts to nurture responsive and accountable administrative capacity.

Centralized administrative structures of the new states have their origins in the legacy of colonial administration. Innovation, creativity, adaptability and flexibility are crucial in the planning and administration of development activities. It is widely recognized that these requirements can be facilitated by a development-oriented administration. A development administrative system requires highly motivated personnel at all levels. Such personnel should be committed to the development goals and should have a high degree of enthusiasm to accomplish them. They need to possess and demonstrate their willingness, dedication and even perseverance to achieve the progressive goals of development.

**7. People centered Administration-** Development administration is essentially a people-centered administration. It aims at serving the people. Development programmes and projects which are drawn up by the planners and administrators aim at benefiting the people. The organization of delivery systems for the administration of programmes and projects of basic needs for the 'poorest of the people' is

a crucial test facing post-colonial administrative systems. The need for a flexible and action-oriented approach to the administration of community development is widely recognized. The field of development administration is expected to put in place the requisite capacity to mediate and respond to substantive demands from the people. It has to respond to the demands and challenges arising from its environment.

**8. Keeping in Touch with Social Realities-** In contrast to the traditional administration, development administration is required to keep in touch with realities, including grassroots situations, local problems, etc. In developing countries which are very heterogeneous, with large differences between cities and rural areas, between different ethnic and socio-economic groups, etc., development administrators are expected to be in constant touch with the rapidly shifting social realities. Weber believed that human society had progressed from a traditional, paternalistic administration to a formal rational bureaucratic system. The paternalistic administration did not differentiate between political and non-political roles. On the other hand administration is highly specialized in its structure as well as its role differentiation. <sup>23</sup>

## **2.6 Significance of Development Administration**

Developmental Administration is that branch of public administration which is concerned with the development of a country's economy and society. The System of development administration depends on the socio-political system existing in a country. The socio-political system of developed countries is quite different from the socio-

political system of underdeveloped countries. The socio-political system of a country depends on various factors. The most important of these is the basic objective for which a society stands. The system also depends on whether a country has adopted the capitalist system of economy or opted for a socialistic pattern. Development at administration further varies in countries which have taken to the communist system.

Developmental Role in Public Management- The developmental role of Public Management implies three different functions.

- A role of institution-building for sustaining and promoting an industrial revolution such as co-operative societies, limited companies, public corporations, departmental organizations for carrying on industrial, business and other public utility services for the people and for the regulation and equitable distribution of essential commodities, trade unions and other interest groups, political and other organizations based on national as against racial or regional loyalties etc.
- A role of manpower planning and development which requires the cultivation of technical, professional and managerial skill for running the industries and public administrative organizations. This involves establishing institutes of technology, science, trade and other commercial and industrial arts.
- The role of human development which would involve changes in the very attitudes and temperament of technological civilization.<sup>24</sup> It would be unfortunate if the importance of public management were not recognized by those responsible for national development or if public management bodies were not fully developed and made to contribute their utmost to the development of the developing countries. Improvements in the effectiveness of persons in developmental administration who man it and in the social and political environment

which liberates their energies are therefore, absolutely necessary. Effective operation of any modern government require an approximate balance of power between three major sets of governmental institutions like political bosses, development administrators and bureaucracy.

The field of study and action represented by developmental administration may be divided into the following areas though other classifications may also be thought of: Extension and community services, Programme management, Project management, Area development, Urban and rural administration, Personnel development and administration. This is by no means a complete list and leaves out, for instance, areas like the role of administration in guiding and regulating private activity labor administration, financial administration and others.

1. Extension and Community Services are best seen as a form of partnership between the government agencies which provide technical, Institutional or financial services and the people. Their significance comes from the fact that they are a substitute for a system based on government action alone and are rooted in the belief that It is the community at the local level which receives the services,, responds to them and in the process itself grows in initiative and responsibility. They imply community organizations of one kind or another at the base. The most difficult problem met within extension is that, within the limits of the resources available, benefits do not easily reach out to sections of the population who are in a situation of weakness, unable to contribute their own share or to claim what is due to them. Therefore, there is need both for first-hand investigation of social situations, for -better devices and instruments for dealing with social disabilities, psychological handicaps, and other bottlenecks and for more comprehensive social economic

policies.

2. Problems of Programs Management run right through the entire range of development in various sectors of the economy. They include questions of organization, personnel, delegation and attitudes in administration, but if one issue should be identified more sharply than any other, it is the critical role in programme management of planning for supplies and inputs. Invariably, though facts assert themselves in the due course, plans make mistakes in accepting commitments and targets in excess of supplies and inputs and other material resources which are in fact likely to be available. This failure in planning, itself a cause of much failure in implementation, may occur partly for lack of measurement and, systematic estimation, partly because pressures have a way of persuading and planners may be tempted to leave difficult choices to others.

Project management more specially the management of public enterprise, has become an altogether crucial area, because major projects account for a high proportion of new, investment and make demands on resources in men, materials and organization which are frequently underestimated. They call for decisions and procedures at the level of policy which would facilitate their preparation and execution and, at the same time, there must be efficiency, initiative and compactness in the organizations responsible for them. They are undoubtedly a major challenge to administrative and technical capacity to achieve development.

3. Area development is an extremely difficult field of administration and one for which most of the developing countries do not yet have sufficient experience. Generally assumed that the problems which arise

at the area level would be adequately dealt with by men and institutions on the spot. It is not realized that area development requires a clear frame of delegations and procedures within which, both at the state level and in district and blocks, each agency could act on its own, as well as in identification of the points at which its activities should be complementary to those of other agencies. Before development administration can make a success of area development, for more knowledge and understanding has to be brought to bear on problems at the local level. Local problems are best regarded as facets of difficult national problems, looked at in terms of given areas and communities. They demand no less expertise and knowledge from higher levels of administration and from universities and research institutions than problems at the state and national levels.

4. Municipal institutions in the urban areas first came into existence in the eighties of the last century, but they have not yet become effective means for involving urban communities in the solution of their own problems or for the efficient administration of social services. To serve their effective working in relation to civic life and development, there is need for a changed outlook toward urban problems and allocation of larger resources as for more intensive and systematic training. Development has become a major focus of administrative activity in the country today. There has been an increasing recognition in recent years in Parliament, in the Press, in academic questions and among the articulate interest groups of the need for gearing the administrative machinery to the new developmental tasks and responsibilities. The mounting failure in the implementation of schemes, plans and programmes the growing dissatisfaction of the citizens with the administration, the slowing down of the rates of economic growth, the soaring prices, frequent droughts and similar other disquieting developments in more recent times have lent a new urgency to the

problem of administrative recognition and reform. The Government has become more alive to the necessity of re-orienting and adapting the administrative organization and procedures to promote effective and fuller realization of development goals, policies and programmes.

5. Linking of Public and Private Services – Sectors- This aspect covers certain functions and activities concerning the promotion of development by non-governmental agencies and the citizens at large. The object of development administration not only to realize the developmental goals and programmes. It is equally its function to create general conditions of development in the society and bring an increased ability .in all national sectors for advancing the pace of all-round development. Development administration is concerned with the will to develop, the mobilization of existing and new resources and the cultivation of appropriate skills to achieve the developmental goals.

6. Political Economic and Socio-Cultural Development Administration- Our national goals of development have to be achieved with the close co-operation and participation of the people in the development effort. Even otherwise, at the present stage of our economic and administrative development there are limits to what can be attained through direct governmental action, and quite a large area of development has, of necessity to be left to the people's institutions and the voluntary efforts of the interest groups.<sup>25</sup>

One of the purposes of development administration obviously is to strengthen and expand the social and political infrastructure with the object of creating new resources for development, including the basic resources of the will to develop.

Development is a continuing process of formulating, reformulating and implementing of a set of related goals, plans,

programmes, activities and tasks for realizing the stated goals in a prescribed time sequence.

Functions of development administration may be divided into the following six categories:

1. Formulation of development goals and policies
2. Programme formulation and programme project management.
3. .Re-organization of administrative structures and procedures.
4. Evaluation of results
5. Ensuring people's participation in the development effort.
6. Promoting growth of social and political infrastructure. <sup>26</sup>

Economic development during the Five-Year Plans has thrown up innumerable administrative problems for Indian administration and a good many of these have been highlighted in the successive Plan documents and Plan appraisal reports. While each plan has called for some administrative changes, it has also demanded change in emphasis in dealing with problems of administrative reorganization created by the development process in general.

Developmental Goals Plans and Policies- Fundamental to the development process are development goals and policies. The formulation of these goals is primarily the responsibility of the Central and State Cabinets, assisted by the civil services. The chief agency for the formulation of developmental objectives and plans in India has been the Planning Commission. The Commission had so far the advantage of harnessing to itself the central stream of political and administrative

leadership. Obviously, several factors enter into the formulation of developmental goals and policies. These include the existing and potential, natural, financial and manpower resources; the level of domestic capital formation the available foreign aid; the stage of educational, scientific and technological progress; the nature and Influence of societal values etc. The aggregate growth target should ensure a broad based development which meets the objectives of equity and sustainability.

The Plan should also specify state specific growth and development targets which take into account the constraints operating in individual states. The rest of this approach is devoted to outlining measures that will become necessary for achieving the vision of doubling per capita incomes in the country by the end of the Eleventh Plan period, while keeping in mind the other important objectives stated in the Tenth Five year Plan.

Detailed planning of schemes and projects on the basis of more accurate statistical and economic data, appraisal of vast tasks of modernization in the direction of nation-building and socio-progress.

The whole world is caught up in the concept of development and development administration -there seems to be no escaping it. Features of development ,approaches ,concept of development administration and its progress gave theoretical approach to research .Development process at urban or city level is important .Now it is a global phenomenon .There is need to give importance and attention, to boost capacity for overall development at urban level.

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