

# **DEVELOPMENT ADMINISTRATION : AN OVER-VIEW**

**Radhakrishnan Saprú**

---

## **INTRODUCTION**

Development administration emerged in the beginning of 1960s about the time when public administration had reached its zenith<sup>1</sup>. But since the mid 1960s, the label 'development administration' has acquired a growing popularity in developing countries, although it is not entirely clear what that label means<sup>2</sup>. One source of this trend is the view that it is the new name given by the scholars of public administration, especially American to the developing countries so that through this the Governments of these countries could carry out development programmes and projects. As one article indicates it : "The emerging problem is how to combine skills which exist in these (developing) countries and bring them to bear more effectively in action programs which will accelerate economic growth, expand social well-being, and improve public services. This.... is the essence of development administration."<sup>3</sup> "In the developing countries of Asia, Africa and Latin America, the need of development administration has been well recognized as a means of implementing policies and plans directed towards nation-building and socio-economic progress<sup>4</sup>. The basic assumption towards 'development administration' is the "focus of attention on the building and improvement of a public administration system as part of the total effort of national development."<sup>5</sup>

### **Development Administration and Public Administration**

The expansion of the study of public administration towards 'development administration' is simply that something is more needed. The concept of development administration is a widely recognized concept these days and it has significantly stimulated the interest of scholars, not only of public administration but also of social sciences. It is being attended to heavily in the developing countries with a view to orienting it to development aspects (programmes and projects related to socio-politico-economic progress) of administration. It does not imply that development administration is subservient to public administration. Development

administration is as much important as the public administration is. The former refers to organized efforts to carry out development-oriented goals, the latter to the general or regulatory administration of the government. To quote Shou-Sheng Hsueh, "development administration is essentially a public administration to maintain the general activity of the government as a going concern. On the other hand, development administration, as the expression implies, lays emphasis on that role of public administration which is to develop the activity of the government, especially in the economic, political and social fields."<sup>6</sup> Thus Hsueh does not draw a clear line between the developmental and the general activities of the administration.

The conventional public administration is concerned with maintenance of law and order, collection of revenue and application of rules, policies, etc. But it differs from development administration in its objective and scope. First, development administration is a goal-oriented administration which is geared to the objectives of nation-building and socio-economic progress. Second, it lays emphasis on increasing the administrative capacity for development. The first may be referred to as 'administration of development' and second as 'development of administration'. Thus development administration has a wide scope of activities than the one public administration has. Saul M. Katz observes: "No longer is it limited to the maintenance of law and order, the provision of some limited public services, and the collection of taxes; rather it is specifically involved in the mobilization of resources and their allocation to a great variety of development activities, on a massive scale"<sup>7</sup>

It follows from Katz's views that development administration is charged with the increasing responsibility of carrying out planned change in the economic, social and political fields. However, while making a distinction between development administration and public administration, their respective importance should not be lost sight of. Tarlok Singh, in the context of development administration in India, agrees: "The character of the prevailing structure of general administration has a decisive influence on the strength and weakness of development administration. This is because of links which subsist between general and development administration"<sup>8</sup>. The objective of development administration is the attainment of development goals. It is the word 'development' that is important that draws a line of demarcation between the two - public administration and development administration.

Since the Second World War the functions of the government have increased in size and number. But with this, serious imbalance has emerged between the hopes of the people and realities and between the needs of development and their fulfilment. This has resulted in set-back of national development. In order to carry out the growing functions of the government, the administrative system, which until recently had only been looking after the general and regulatory

administration, needs to be developed, adapted or expanded. Apparently, this involves not only expansion, improvement or even basic reorganization of administrative system but also enhancement of the capabilities of administrators to orient them to the tasks of national development. This type of administrative system is currently termed as 'development administration'. It is an interdisciplinary subject of response to the development needs of developing countries.

Before the 1960s in the government organizations there was emphasis on attaining economy and efficiency, but with the expansion in the functions of government to cope with complex problems and urgent demands of national development, many administrative reforms now recognize that economic and efficient management is not enough. The administrative machinery must be geared to the pursuit of new development goals. Bryant very aptly remarks : "with the awakening issues of human rights and basic human needs, and a changing international order, development administration can and must address equity and redistributive issues with a focus on the implementation problems that these issues raise"<sup>9</sup>.

### **Meaning of Development Administration**

To study development administration, it is necessary to have some sort of working definition of the subject. A number of scholars of public administration and related disciplines have attempted to define the concept of development administration.

According to Edward W. Weidner, "development administration is concerned with maximizing innovation for development"<sup>10</sup> 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."<sup>11</sup> In the same voice, John Montgomery defines the development administration as "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)."<sup>12</sup>

To Inayatullah development administration is "the complex of organizational arrangements for the achievement of action through public authority in pursuance of (1) socio-economic goals and (2) nation-building. It presupposes policies, plans and programs with a distinct development bias as well as a bureaucracy which consciously and continually seeks to modernize itself to meet the demands of planned change."<sup>13</sup>

Fred W. Riggs defines development administration as "organized efforts to carry out programs or projects thought by those involved to serve developmental objectives."<sup>14</sup> Further placing an emphasis on administration of development and development of administration, Riggs observes that "development

administration refers not only to a government's efforts to carry out programs designed to reshape its physical, human, and cultural environment, but also to the struggle to enlarge a government's capacity to engage in such programs".<sup>16</sup>

Going through the various definitions, it is found that the primary objective of development administration is to strengthen the administrative machinery which would bring about socio-politico-economic development. In brief development administration is the process of carrying out development programmes and projects in the direction of nation-building and socio-economic progress through an administrative organization. It is through public as well as non-public organizations and their proper management that a developing country can carry development policy measures for the realization of national goals.

### **Two Facets of Development Administration**

The concept of development administration has two major facets. One facet of it refers to 'development of administration'. By this we mean to develop administrators. It involves strengthening and improving administrative capabilities as a means for achieving development goals. The other facet of it is 'administration of development'. According to this interpretation, we expect development administration (administrative organization) to act as an instrument in the implementation of 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.

Development of administration and administration of development are thus two facets of the concept of 'development administration'. These are two sides of one coin. In this context, Fred W. Riggs very aptly remarks : "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 programs is strengthened".<sup>16</sup> Unless the administrative effectiveness of government is increased, the developmental objectives which a developing country may aspire for fulfilment cannot be realised.

Thus the subject of development administration covers both the development of administration (measures to increase the administrative capabilities) and administration of development (administration as a mechanism of national development).

## Functions of Development Administration

The nature and functions of development administration vary among developing countries depending upon their economic and political systems. Nevertheless, there is a convergence of experience about the increasing role of the Government in managing national development. This puts development administration as the process of carrying out development programmes and projects in the direction of nation-building and socio-economic progress through public organizations. Thus, the principal function of development administration is to carry out development programmes and projects attuned to the developmental objectives of nation-building and socio-economic progress and to strengthen the government's capacity to engage in such programmes and projects.

J.N. Khosla divides the functions of development administration into the following six categories :

- "1. Formulation of development goals and policies,
2. Programme formulation and programme/project management;
3. Reorganization of administrative structures and procedures;
4. Evaluation of results;
5. People's participation in the developmental effort;
6. Promotion growth of social and political infrastructure"<sup>17</sup>

We may, however, broadly divide the functions of development administration into two categories :

1. Functions concerned with development of administration, and
2. Functions concerned with administration of development

### 1. Development of Administration

In this sphere, development administration is concerned with increasing and improving the capabilities of the administrative system. Clearly if the developmental goals are to be carried out successfully with efficiency and effectiveness, there is the concomitant need of increasing the capacity of those involved in developmental tasks. Apparently development administration has to perform the functions of improving the education of, and imparting training to, the personnel 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. Thus improving and enhancing the administrative capabilities are directly related to achieving developmental goals. Katz says, "Administrative capability for development involves the ability to mobilize, allocate and combine the actions that are technically needed to achieve development objectives"<sup>18</sup>.

## 2. Administration of Development

The second category of development administration is the administration of development which is further simplistically meant as administering development. This is identified with organizational developments—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.

To summarize development administration has two main functions; one relates to realizing development goals and objectives, the other to improving and enhancing capabilities of those involved in development goals and objectives.

### Problems in Development Administration

Problems in the practice of development administration of developing countries are mostly inherent and therefore can be traced to the concern of general administration. However, for our purpose we should not wholly blame the general administration, for the development goals which the new nations have set for realization are new and, therefore, differ from those of traditional goals. However, in the achievement of development goals, developing countries are faced with many problems. Some of them are as follows : Lack of experienced administrators as well as highly developed technocrats in specialized fields; lack of modern management techniques; poor methods adopted in policy-making, planning and budgeting; procedural delays; lack of sufficient discipline and commitment to plans and programmes implementation; poor direction, coordination and relationships between the generalists and specialists; poor organization of public enterprises, government departments, boards and regulatory agencies and financial institutions; existence of traditional attitudes, old customs, inappropriate language, and religious beliefs; poor response of the people and lack of political support to the development programmes and projects; and finally poor finances and material resources.

It may be concluded that the basic problem of development administration is how to convert the traditional administrators into modern administrators and how to improve and strengthen the capabilities of administrators who man the development administration so that it carries out the programmes and projects attuned to developmental goals of nation-building and socio-economic progress.

### Dimensions of Development Administration

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 purpose we propose to link development administration with the following contexts :

1. Political context
2. Economic context
3. Social context.

### 1. Political Context

In the political context, much of the discussion of administrative development refers to the proliferation and expansion of the bureaucratic organisation as the main instrument for programme implementation. Though one cannot discard the role played by the political parties, interest groups, legislature, courts, electorates in the political development which Riggs says "is itself a fundamental requisite for a better life, for the world and the people of the new nations, and that progress in public administration and economic growth will not automatically promote political development."<sup>19</sup> However, it may be pointed out as Fainsod asserts that "improvements in the effectiveness of development administration ultimately depend on the quality and training of the public servants who man it and on a social and political environment which liberates their energies."<sup>20</sup> Needless to emphasise 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'. To Riggs, it is "a concrete organization, composed of hierarchically related roles, serving formally as agent for a larger social entity or system."<sup>21</sup> 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. These public servants in many new states have tended to exercise political functions and in so doing they abuse their power. Though in many new States the exercise of bureaucratic power is balanced by the "countervailing power of a set of extra-bureaucratic institutions, consisting essentially of an elected assembly, an electoral system, and a party system". And Riggs affirms this view "that the effective operation of any modern government requires an approximate balance of power between these two major sets of governmental institutions."<sup>22</sup> To maintain a between the two Riggs suggests that a "strong 'constitutive system' might exercise substantial power and improve effective control over bureaucracy."<sup>23</sup> He opines that the basic thrust of public policy should be formed through the 'constitutive system' and the "relative power of it (constitutive system) may be ascertained by its ability to determine the choice of incumbents for the cabinet-level top-most positions in the bureaucracy."<sup>24</sup> In this way a balance of power between the politics and administration can be maintained. 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. Riggs suggests, "In these systems (developing countries) priority needs to be given to efforts to achieve balance, either by strengthening the constitutive

system, i.e., legislature, parties and elected politicians) or the bureaucracy, depending on which of these key institutions is relatively less powerful."<sup>25</sup>

In conclusion we may say that 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 realisation. 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.

## 2. Economic Context

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 contrariwise 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'. Riggs says, "The level of economic production must be high enough to cover not only the consumption needs of primary producers but also to support an army of employees, both public and private, who engage in secondary and tertiary occupations."<sup>26</sup> 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 which in turn is determined by the factors of industrial production, both agricultural and non-agricultural, human and natural resources, capital, etc. On the other side, this level of economic growth and development in the country has to meet the expenses of bureaucratic organisation and the proliferation of specialised government agencies. Thus in this way economic development not only conditions the creation of the kind and extent of bureaucracy it wishes but also provides effective economic control over the bureaucrats by which to assure greater efficiency and effectiveness in the administration.

In conclusion 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. Riggs says, "But where the economy has not reached a sufficiently high level, a quasi-salary mode of organizing the bureaucracy brings about the mining of resources and the spread of a parasitical class of sinecurists who reduce productivity and hence diminish the range of free choice for their society, thereby contributing to economic regression and political breakdown."<sup>27</sup> Therefore, 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.

### 3. Social Context

In the social context, development administration has much to do. 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 labour 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 organisations which in the new States have grown in large number. These formal organisations 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 organisations have got normally vested interests and are often dominated by the persons who are either in the political parties or bureaucracy. These organisations appear to serve the interests of their leaders rather than of their members. In the developed system the argument is quite the reverse. Here organisations enhance the interests of their own members and mobilise the skills and energies of members for coordinated action to tend to control the surrounding environment. They contribute much to further development. But in countries which lack effective organisations, development seems to be impeded in its planned action. Developing societies must develop such organisations as are capable of sustaining improvements in their organised activities.

In brief it may be stated that 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 emphasises 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. Riggs concludes, "Suffice it to say that one way of judging the level of development of a society or social system may be the degree to which it exhibits the characteristics of balanced polity, organizational maturity, and the prevalence of a salary system in its bureaucracies."<sup>28</sup>

### A Critical Evaluation

The growing concern for the development of developing countries led the scholars especially American to turn to development administration. A seminar on Development Administration was held at the East-West Center, University of

Hawaii, during June 13–July 15, 1966. In this seminar six Asians and six Americans participated and made valuable contribution to the applied discipline of public administration. In the early 1960s the subject of development administration was a great concern to scholars in the United States because of the many universities and the availability of vast resources. Apart from this American scholars had extensive experiences in developing countries on technical assistance, teaching, and research assignments. American leadership in development administration may in part be attributed to the generous sponsorship of several organizations like the East–West Center (at the University of Hawaii), the Comparative Administrative Group of the American Society for Public Administration, the Ford Foundation, etc. These were the organizations that had taken much interest in development administration. The Institute of Advanced Projects of the East–West Center has been most actively interested and involved in development administration since 1962 in which groups of scholars and administrators from Asia and the United States participate. The creation of the Centre at the University “undoubtedly helped propagate the idea of developmental norms.”<sup>29</sup> The comparative Administrative Group which emerged in 1960 focussed attention on “administrative development” and “development administration”. The Ford Foundation to the American Society for Public Administration (ASPA) also allocated substantial portion of its resources to enhance development administration for funding conferences, seminars, committees and publications.<sup>30</sup> These three organizations (the East–West Center, the CAG and the Ford Foundation) have had the expansion of concerns for development administration.

In the hands of American scholars, development for developing countries became the centre of politics in the early 1960s. The students of Public Administration in America looked at the problem of development from the administrative standpoint. As Donald C. Stone observes in an article : “the primary obstacles to development are administrative rather than economic.... Countries generally lack the administrative capability for implementing plans and programs”.<sup>31</sup>

With the publications of a number of books on “Development Administration”, especially ‘Political and Administrative Development’ edited by Ralph Braibanti; ‘Frontiers of Development Administration’, edited by Fred W. Riggs; ‘Development Administration in Asia’, edited by Edward W. Weidner; ‘Temporal Dimensions of Development Administration’, edited by Dwight Waldo and ‘Spatial Dimensions of Development Administration’ edited by James J. Heaphey,<sup>32</sup> it becomes obvious that Americans have multidimensional interest in the cause of development of developing countries, be it social, economic or political. In an article,<sup>33</sup> Garth N. Jones supports the concept of technical assistance in Public Administration and feels that it should be the future of Americans in overseas programmes. The United States of America spent well over \$ 200 million in exporting “elusive” concept and high technology of public administration.<sup>34</sup> In spite of the

fact that many an American institution and professional lived almost a generation, they failed to deal with the major problem of world-wide poverty. Jones aptly remarks :

"It is a sad commentary that six per cent of the world's population enjoys 35 per cent or more of the world's goods, that its poverty level is higher than the salary of most of high level public officials elsewhere; that the nation has such wealth that it spends several times more taking care of its pets—dogs, cats, horses, birds, fish, you name it—than on the hungry masses that constitute over two-thirds of the world population".<sup>35</sup>

The development administration experts of 1960s and 1970s were not good saviours. Although over the last 20 years progress is evidenced in the developing countries, yet much of it occurred outside the fields of public administration. This fact is found in the writings of the Comparative Administration Group. Their thinking and writing represent incremental development of the 1930 POSDCORB-base. The 1970s professionals of the United States gave not much importance to the basic problems of the day such as poverty, environmental protection, population explosion and food production. Esman writes that government elites of the less developed countries of Asia, Africa and Latin America increasingly recognize that "development efforts of the past two decades, many of which have produced impressive rates of aggregate economic growth, have yielded little or no benefit to the majority of their citizens, especially those in rural areas, and that this failure is pregnant both with human misery and political danger".<sup>36</sup> This fact was evidenced at the 1975 National Conference of the American Society of Public Administration chaired by Martin Clapp. It is true that the development administration was adopted as a strategic perspective and was given academic orientation towards development action,<sup>37</sup> it also came to mean that the development administration required increasing control by the Government over resources and human beings. As Alfred Diamant concludes : "A great many students of the politics of the new states have identified that primary need of these states to be acquiring the capacity to marshal men and resources by an elite."<sup>38</sup> To him administrative development and development administration have meant increased state control and manipulation of human beings. However, Brian Loveman alleges that these euphemisms contained authoritarian assumptions which were inconsistent with the liberal democratic values. He writes : "By the 1970s administrative development and development administration had become euphemisms for autocratic, frequently military, rule that, admittedly, sometimes induced industrialization, modernization, and even economic growth. But this occurred at a great cost in the welfare of the rural and urban poor and a substantial erosion if not deletion of the political freedoms associated with liberal democracy."<sup>39</sup> To this Riggs suggests that a strong "constitutive system" may

exercise considerable power and impose effective control over the bureaucracy.<sup>40</sup> At this Brian Loveman holds guilty Riggs of supporting bureaucratic power and authoritarianism when he says, "But the fragile distinction between politics and administration, or 'constitutive system' and 'bureaucracy' did nothing to reconcile the underlying incompatibility between a government ever more capable of shaping the physical, human and cultural environments, and the fundamental values of individual liberty and limits upon state authority and power—the cornerstone of liberal democracy."<sup>41</sup> He referred to Brazil, Iran and South Korea, for examples, which became the show-cases of development administration. Loveman writes :

"These nations achieved very high economic growth rates, rapid industrialization, and modernization—accompanied by expansion of the capabilities of the state apparatus to 'reshape' the human environment, especially through terror, institutionalized torture, and repression of the opposition in a style (if not on a magnitude) to leave Stalin no room for envy. Economic growth, instead of bringing increased welfare and democratization, intensified inequalities, made the poorest even poorer, and concentrated power in the hands of the administrative elites that 'administrative development' and 'development administration' sought to establish."<sup>42</sup>

Unlike Riggs, Loveman does not want to impose effective control over the bureaucracy. "Any concern for constraints on bureaucratic authority had to be subordinated to the need to create effective administrative instruments." Esman speaks of professionalization of bureaucracy with the objective of improving its performance rather than of surrounding it with controls to attune it to developmental goals. Esman writes : ".....the emphasis on control of bureaucracy, in the context of most of the developing countries is a misplaced priority, one that might seriously retard their rate of progress. We ought to be much more concerned with increasing the capacity of the bureaucracy to perform, and this we see as a function of greatly enhanced professional capability and operational autonomy rather than further controls."<sup>43</sup>

### Conclusion

In the developing countries, national development is the major task with emphasis on nation-building and socio-economic progress. Chi-Yuen Wu very aptly remarks : "No item now on the agenda of the world should be assigned a higher priority than development. Permanent peace would be impossible until the problem of underdevelopment and maldevelopment is solved.... Human happiness, hunger and starvation, population explosion, energy crisis, deterioration of the human environment, extension of our frontier, space and deep sea exploration, etc., are all parts of the problem of development or modernization in a broad sense."<sup>44</sup> Once

development is recognized as the centre of politics, the functions of Government grow not only in size, magnitude and importance but also in complexity because many undertakings and issues relating to development can only be handled by the Government or with its support. Public Administration has an important asset in achieving the task of national development. By identifying the role of public administration and improving administrative capabilities, the task becomes easy. One United Nations publication concludes : "It would be disastrous if the importance of public administration were not recognized by those responsible for national development or if public administration were not fully developed and made to contribute its utmost to the development of the developing countries."<sup>46</sup>

The study of development administration has been recognized to focus its attention to the continuing problems of developing countries relating to development. Yet the study does not appear to be sufficiently developed to meet this challenge. Caiden aptly remarks in an article : "It seems that after killing many myths in the field and experimenting with a variety of models, development administration has in recent years lost its impetus without making any significant intellectual breakthrough or coming to proper grips with the complexities of the subject."<sup>48</sup> Similarly Springer also notes that "development administration is starved for theories which will guide the pooling of empirical knowledge, orient new research, and recommend administrative policy. Need and opportunity beckon, performance falls short."<sup>47</sup> Apparently, the study of development administration oriented to developmental goals of nation-building and socio-economic progress does fail to fulfil its promises. Development administration is a subject of much importance but at the same time it is too complicated to be easily handled by Americans. They are impatient people and like the Britishers they want to leave behind footprints. They are not well familiar with the culture of the developing countries in which they found themselves. Their theory for development is not grounded upon empirical and research insights. Moreover, American scholars gave too much attention to the administrative reform and less to political reform. Political reform must precede the administrative reform and the two cannot be separated if goals of development are to be achieved. It is true that nations cannot develop without bureaucratic organizations, but at the same time bureaucracy is damned. How to make the administrative state accountable and responsible is the crux of the problem at hand in developing countries.

The field of development administration now has lost its horizon in the hands of American scholars. Meanwhile it is observed that they are becoming parochial in the study of public administration as they pay little attention to what is happening in their counterparts. American scholars are not presently interested to expound the best theory of development administration. They are now much more concerned with the study of 'Public Administration', and of its subfield, the

study of American Public Administration.<sup>48</sup> American scholars are now lost in national introspection and are engaged in their own task of national reconstruction. The field of development administration has now become the concern of the United Nations and its related agencies.

The later part of the 1970s has focussed its attention on improving and revitalising the public administration and finance systems of developing countries in the face of changing and generally growing demands on them. This is true both of the traditional and developmental activities of public administration. Public administration has an important assest in efforts to achieve national development. It is an integral part of the development process and has a significant role to play in this task. It would be mistake if the importance of public administration were not fully recognized by those involved in national development. As public administration is a part of the larger web of social and political institutions of country, it is important on the part of national authorities and administrators to look upon public administration the main instrument for bringing about development, be it social, economic or political.

## FOOTNOTES

1. Jong S. Jun, "Renewing the Study of Comparative Administration : Some Reflections on the Current Possibilities", in *Public Administration Review*, Vol. 36, No. 6 (Nov./Dec. 1976), p. 647.
2. The first book on 'development administration' was edited by Irving Swerdlow entitled "Development Administration : Concepts and Problems" (Syracuse, N.Y., Syracuse University Press, 1963).
3. Milton J. Esman and John D. Montgomery, "Systems Approaches to Technical Cooperation : The Role of Development Administration" in *Public Administration Review*, Vol. 29, No. 5 (Sep./Oct. 1969), p. 508.
4. Milton J. Esman defines 'socio-economic progress', as the "sustained and widely diffused improvement in material and social welfare", and 'nation-building' as "the deliberate fashioning of an integrated political community within fixed geographic boundaries in which the nation-state is the prominent political institution". See Montgomery and Siffin (eds.), *Approaches to Development : Politics, Administration and Change* (New York, McGraw-Hill, 1966), pp.59-60.
5. *Development Administration : Current Approaches and Trends in Public Administration for National Development* (United Nations Publication, Sales No. E. 76. II. H.I), p.3.

6. Shou-Sheng Hsueh, "Technical Co-operation in Development Administration in South and South-East Asia," in Edward W. Weidner (ed.), *Development Administration in Asia* (Durham, NC: Duke University Press, 1970), p. 340.
7. Saul M. Katz, "Exploring a Systems Approach to Development Administration in F.W. Riggs (ed.), *Frontiers of Development Administration* (Durham, NC, Duke University Press, 1970), p. 120.
8. Tarlok Singh, "Administration for Development", in V.A. Pai Panandikar (ed.), *Development Administration in India* (New Delhi Macmillan, 1974), p. 6.
9. Coralie Bryant, "Development Administration : Where should We go from here?", in Sudesh Kumar Sharma (ed.), *Dynamics of Development : An International Perspective* (Delhi, Concept, 1978), Vol. 2, p. 215.
10. Edward W. Weidner, "Development and Innovational Roles", in Weidner (ed.), *op. cit.*, p. 399.
11. *Ibid.*
12. John Montgomery, "A Royal Invitation : Variations on Three Classic Themes," in Montgomery and William Siffin (eds.), *Approaches to Development : Politics, Administration and Change* (New York), McGraw-Hill, 1966), p. 259.
13. Inayatullah, "Local Administration in a Developing Country-The Pakistan Case", in Weidner (ed.), *op. cit.*, p. 278.
14. Riggs, "The Context of Development Administration", in Riggs (ed.), *Frontiers of Development Administration*, *op. cit.*, p. 73.
15. *Ibid.*, p. 75.
16. Riggs, "The Idea of Development Administration" in Weidner (ed.), *op. cit.*, pp. 32-33.
17. J.N. Khosla, "Research in Development Administration" in Pai Panandikar (ed.), *op. cit.*, pp. 219-220.
18. Saul M. Katz, "A Methodological Note on Appraising Administrative Capability for Development", in *Appraising Administrative Capability for Development* (United Nations Publication, Sales No. E.69. II H. 2), pp. 99-100.
19. Fred W. Riggs, "Bureaucrats and Political Development : A Paradoxical View", in Joseph La Palombara (ed.), *Bureaucracy and Political Development* (Princeton, N.J., Princeton University Press, 1963), p. 167.
20. Merle Fainsod, "The Structure of Development Administration" in Irving Swerdlow (ed.), *Development Administration : Concepts and Problems* (Syracuse, Syracuse University Press, 1963), p. 23.
21. Fred W. Riggs, "Administrative Development : An Elusive Concept", in Montgomery and Siffin (eds.), *op. cit.*, p. 227.

22. Riggs, "The context of Development Administration", in Riggs (ed.) *Frontiers of Development Administration*, *op. cit.*, p. 80.
23. Fred W. Riggs, "The Structure of government and Administrative Reform", in Ralph Braibanti (ed.), *Political and Administrative Development* (Durham, N.C., Duke University Press, 1969) p. 244.
24. Riggs, "The Context of Development Administration", *op. cit.*, p. 80.
25. *Ibid.*, p. 82.
26. *Ibid.*, p. 84.
27. *Ibid.*, pp. 86-87.
28. *Ibid.*, p. 95.
29. Amara Rakasataya, "Preparing Administrators for National Development : Thailand Experience", in Hahn-Been Lee and Abelardo G. Samonte (eds.), *Administrative Reforms in Asia* (Manila, Philippines, Eastern Regional Organization for Public Administration, 1970), p. 220.
30. Two grants totalling \$ 500,000 to support field studies overseas were made by the Ford Foundation in the American Society for Public Administration.
31. Donald C. Stone, "Government Machinery Necessary for Development", in M. Kriesberg (ed.), *Public Administration in Developing Countries* (Washington, D.C., The Brookings Institution, 1965), p. 53.
32. These four books were published by the Duke University Press between 1969 and 1971.
33. Garth N. Jones, "Failure of Technical Assistance in Public Administration Abroad : A Personal Note", in *Journal of Comparative Administration*, Vol. 2, May 1970, pp. 5-51.
34. Between 1955 and 1963, U.S. aid for public administration had totalled \$ 187 million. From the year 1967 emphasis for technical assistance declined from \$ 18 million to 11.4 million in 1970 and \$ 9.8 million in 1972 (See Siffin, *op. cit.*, p. 66).
35. Garth N. Jones, "Frontiersmen in Search for the 'Lost Horizon' The State of Development Administration in the 1960 s" in *Public Administration Review*, Vol. 36, No. 1 (January-February 1976), p. 100.
36. Milton J. Esman, "Development Administration and Constituency Organization", in *Public Administration Review*, Vol. 38, No. 2 (March/April 1978), p. 166.
37. William Siffin, "Development Administration as a Strategic Perspective", in *The Interregional Seminar on major Administrative Reforms in Developing Countries* (25 October-2 November, 1971), Vol. III (U.N. Publication Sales No. E/F/S. 72. II. H. 7), p. 160.



38. Alfred Diamant, "The Temporal Dimension in Models of Administration and Organization", in Dwight Waldo (ed.), *Temporal Dimensions of Development Administration*, *op. cit.*, pp. 131-132.
39. Brian Loveman, "The Comparative Administration Group, Development Administration and Antidevelopment", in *Public Administration Review*, Vol. 36, No. 6 (November-December 1976), p. 619.
40. Fred W. Riggs, "The Structures of Government and Administrative Reform", in Ralph Braibanti (ed.), *Political and Administrative Development* (Durham, N.C., Duke University Press, 1969), p. 244.
41. Loveman, *op. cit.*, p. 618.
42. *Ibid.*, p. 619.
43. Milton J. Esman, "CAG and the Study of Public Administration" in Riggs, (ed.) *Frontiers of Development Administration*, *op. cit.*, p. 62.
44. Chi-Yuen Wu, "The Nature of Modern Development : Challenge of Underdevelopment and Maldevelopment", in Sudesh Kumar Sharma (ed.), *Dynamics of Development*, *op. cit.*, Vol. I, p.1.
45. Development Administration : Current Approaches and Trends, *op. cit.*, p. 189.
46. Gerald E. Caiden, "International Consultants and Development Administration", in *International Review of Administrative Sciences*, Vol. XLII-1976, No. 1, p.5.
47. J. Fred Springer, "Empirical Theory and Development Administration : Prologues and Promise", in *Public Administration Review*, Vol. 36, No. 6 (November-December 1976), p. 636.
48. Fred W. Riggs, "The Group and the Movement : Notes on Comparative and Development Administration", in *Public Administration Review*, Vol. 36, N.6, (Nov./Dec. 1976), p. 652.