

# **POPULATION EDUCATION & RURAL DEVELOPMENT**

**Unit-IV, Sem-II**

**Paper- IV**

**Rural Development Administration**

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## **Administration: Concept, Meaning, Objectives, Scope and functions**

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### **Concept:**

Administration refers to the process of running an organisation. This includes creating rules & regulations, making decisions, management of operations, creating organisation of staff/employees/people to direct activities towards achieving a common goal or objective

According to Simon, "Administration can be defined as the activities of groups cooperating to accomplish common goals" (**Simon, Smithburg, Thompson, 1950**).

### **Meaning:**

The word "Administer" derived from the Latin word – "ad + ministrare" means care for' or look after people to manage affairs.

The word 'administer' is derived from the Latin word *administere*, which means to care for or to look after people, to manage affairs. Administration may be defined as "group activity which involves cooperation and coordination for the purpose of achieving desired goals or objectives". Broadly speaking, the term administration appears to bear at least four different meanings or different senses depending upon the context in which it is used:

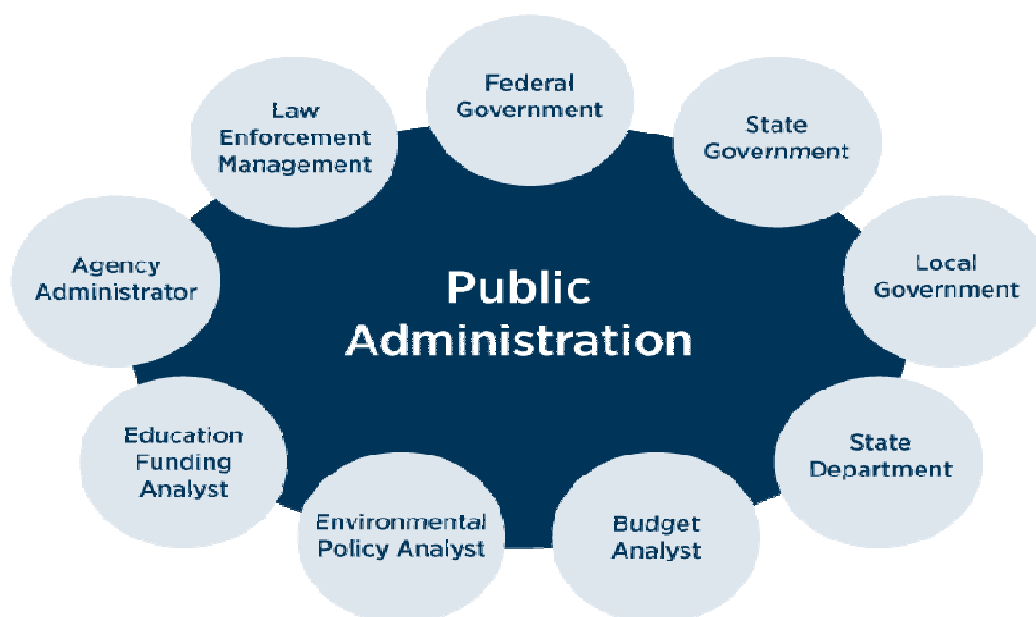
- As a Discipline: The name of a branch of learning or intellectual discipline as taught and studied in colleges and universities.
- As a Vocation: Type of work/trade or profession/occupation, especially one that involves knowledge and training in a branch of advance learning.

- As a Process: The sum total of activities undertaken to implement Public Policy or policies to produce some services or goods.
- As a Synonym for 'word' Executive or Government: Such other body of persons in supreme charge of affairs, for example, Manmohan Singh Administration, Bush Administration, etc.

“Administration is the organization & direction of human & material resources to achieve desired ends.” - **Pfiffner & Presthus.**

“Administration is the direction, coordination and control of many persons to achieve some purposes or objectives.” - **L.D. White**

- Make the policies of an organization
- It is a determinative function
- It is a top-level activity.
- It consists of owners who invest capital in and receive profits from an enterprise
- Its decisions are influenced by public opinion, government policies, social, and religious factors.
- Planning and organizing functions are involved in it.
- It needs administrative rather than technical abilities.



## **Nature of Administration:-**

- It is universal.
- It is holistic.
- It is continuous & ongoing process.
- It is goal oriented.
- It is social & human nature.
- It is dynamic.
- It is creative or innovative.

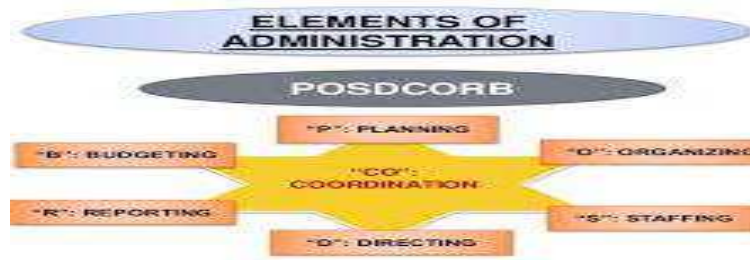
## **NATURE OF ADMINISTRATION**



## **Elements of Administration:-**

### **POSDCORB**

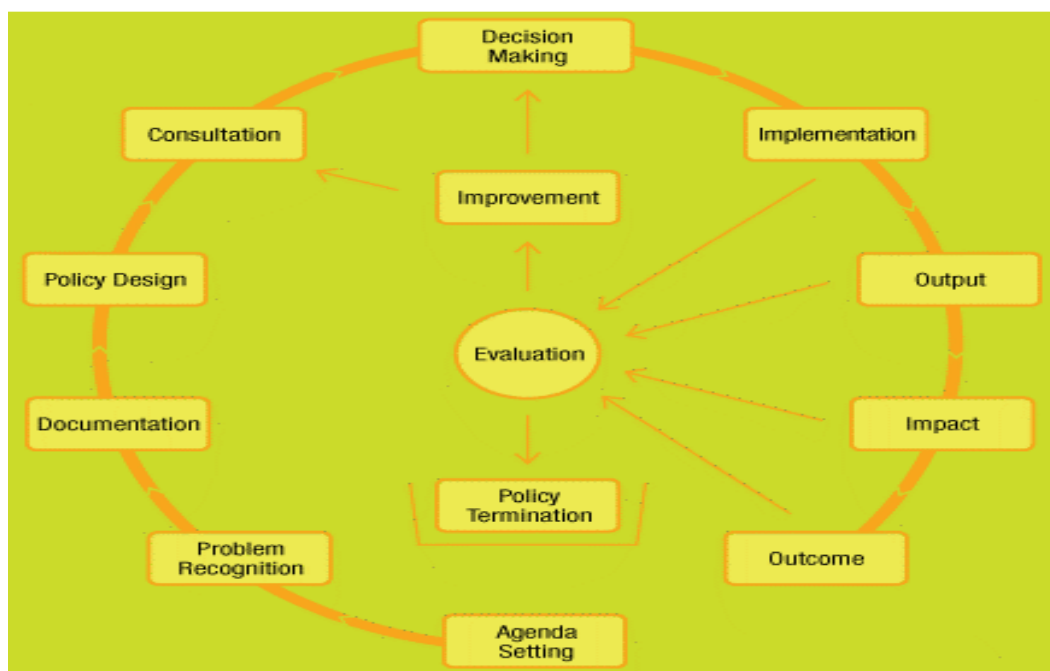
1. Planning.
2. Organizing.
3. Staffing.
4. Directing.
5. Co-ordinating.
6. Reporting.
7. Budgeting.



## Objectives:

According to Gerald Caiden, public administration has assumed the following crucial objectives in contemporary modern society:

- Preservation of polity
- Maintenance of stability and order
- Institutionalisation of Socio-Economic changes
- Management of large scale commercial services
- Ensuring growth and economic development
- Protection of the weaker sections of society
- Formation of public opinion
- Influencing Public policies.



*\*An other objectives of administration in India*

## **Scope of Administration:**

### **Scope of Public Administration as an activity:**

Broadly speaking, Public Administration embraces all the activities of the government. Hence as an activity the scope of public administration is no less than the scope of state activity. In the modern welfare state people expect many things – a wide variety of services and protection from the government. In this context public administration provides a number of welfare and social security services to the people. Besides, it has to manage government owned industries and regulate private industries. Public administration covers every area and activity within the ambit public policy. Thus, the scope of public administration is very wide in modern state.

### **Scope of Public Administration as a Discipline:**

The scope of public administration as a discipline, that is subject of studies, comprises of the following:

#### **The POSDCoRB view**

Several writers have defined the scope of public administration in varying terms. Gullick sums up the scope of the subject by the letters of the word POSDCoRB which denote: Planning, Organisation, Staffing, Directing, Co-ordinating reporting the Budgeting. Planning means the working out in broad outline the things to be done, the methods to be adopted to accomplish the purpose.

- Organisation means the establishment of the formal structure of authority through which the work is sub-divided, arranged, defined and coordinated.

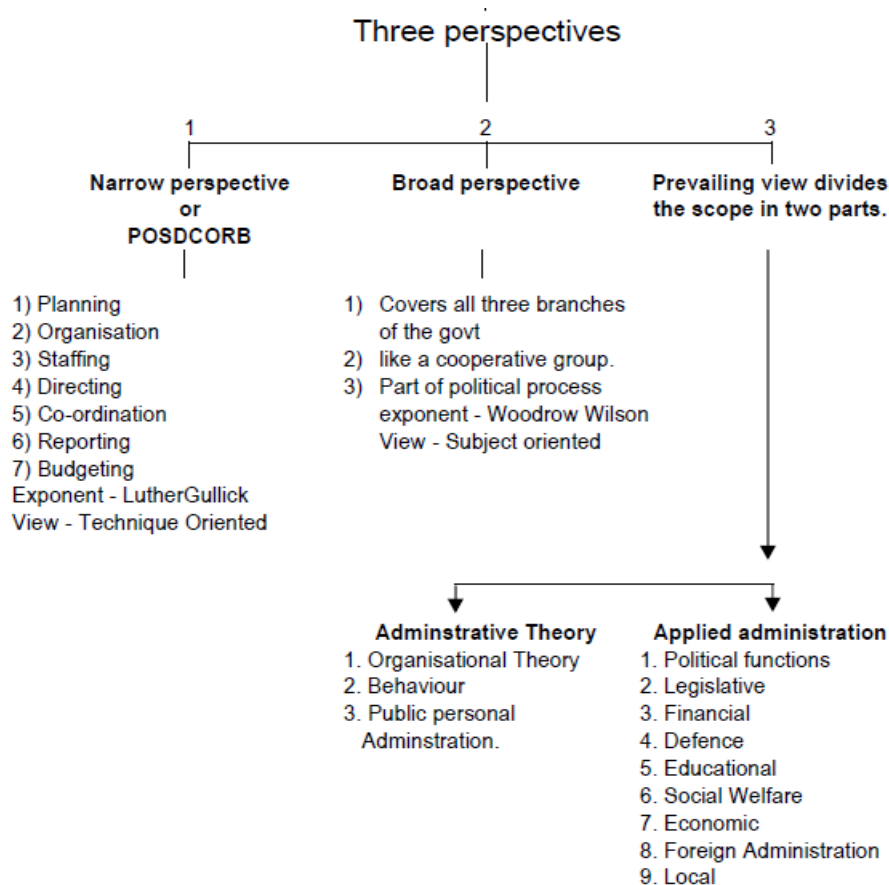
- Staffing means the recruitment and training of the personnel and their conditions of work.
- Directing means making decisions and issuing orders and instructions.
- Coordinating means inter-relating the work of various divisions, sections and other parts of the organisation.
- Reporting means informing the superiors within the agency to whom the executive is responsible about what is going on.
- Budgeting means fiscal planning, control and accounting.

### **The Subject Matter View:**

We all know that public administration deals not only with the processes but also with the substantive matters of administration, such as Defence, Law and Order, Education, Public Health, Agriculture, Public Works, Social Security, Justice, Welfare, etc. These services require not only POSDCoRB techniques but also have important specialised techniques of their own which are not covered by POSDCoRB techniques. For example, if you take Police Administration it has its own techniques in crime detection, maintenance of Law and Order, etc., which are much and more vital to efficient police work, than the formal principles of organisation, personnel management, coordination or finance and it is the same with other services too. Therefore, the study of public administration should deal with both the processes (that is POSDCoRB techniques and the substantive concerns). We conclude the scope of public administration with the statement of Lewis Meriam: "Public administration is an instrument with two blades like a pair of scissors. One blade may be knowledge of the field covered by POSDCoRB, the other blade is knowledge of the subject matter in which

these techniques are applied. Both blades must be good to make an effective tool”.

### Functions' of Administration:



Administration and the whole public sector are going through a radical change of their position in relation to economy while the elimination of ineffective and bureaucratically burdensome methods of direct interventions in the economic sphere from the totalitarian era does not mean any liquidation of the economic regulatory function of the State and the related tasks of public administration.

The principal changes result from the changing internal and external conditions of the development and functioning of economy, primarily from the needs to complete the market transformation of economy and from the international process of globalization of economic



relations. The consequence of this is the need to increase the potential and effectiveness of the State and public administration in respect of the implementation of the following tasks (as conclusions of international institutions also stress - see chapter 1):

- promotion of a rational development of economic proportions through macro-regulation,
- control of the privatization process of state-owned enterprises and public services, securing free competition and transparency in its implementation,
- securing an effective exercise of ownership rights of the State and other public entities,
- support of the private sector, especially of small and medium-sized enterprises, the development of effective cooperative relations between the public and private sectors,
- drafting and implementing effective sectoral policies, especially securing internal and external security, regional policy, transport policy, information and communication policy, environmental policy, education policy, social policy, employment policy and health care policy.
- A well-functioning public administration and public sector provide conditions for the prosperity of private enterprise by creating an optimum and rational infrastructure by means of modernizing communication networks, systems of information services for citizens and businesses, through providing professional assistance to territorial self-government authorities, through support to investments in public interest etc.

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## **Rural Development Administration: Structure and Functioning**

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### **Rural Development Administration:**

In India, the administration of rural development has been carried out by the Block Development Office, related government offices and "Panchayati Raj System". It also looks into the role of rural people in the administration of rural development mainly through participation in the Panchayati Raj System.

In India, the Panchayati Raj generally refers to the local self-government of villages in rural India as opposed to urban and suburban municipalities, this system was introduced by a constitutional amendment in 1992. Although it is based upon the historical panchayat system of the Indian subcontinent. The recommendation of LM Singhvi Committee (1986) was accepted. This Panchayati Raj system was formalized in 1992, following a study conducted by a number of Indian committees on various ways of implementing more decentralized administration. The modern Panchayati Raj and its Gram Panchayats are not to be confused with the extra-constitutional Khap Panchayats (or Caste Panchayats) found in northern India.

**Local Governments in Independent India**, since 1992, has been formalized under the panchayat raj system (rule by village committee), a three-tier system with elected bodies at the village, taluk and district levels. The modern system is based in part on traditional panchayat governance, in part on the vision of Mahatma Gandhi and in part by the work of various committees to harmonize the highly centralized Indian

governmental administration with a degree of local autonomy.<sup>[1]</sup> The result was intended to create greater participation in local government by people and more effective implementation of rural development programmes. Although, as of 2015, implementation in all of India is not complete the intention is for there to be a gram panchayat for each village or group of villages, a tahsil level council, and a zilla panchayat at the district level.

India has a chequered history of panchayati raj starting from the self-sufficient and self-governing village communities that endured the rise and fall of empires in the past, to the current highly structured system.

List of committees constituted for recommendations regarding Panchayati Raj in India:

Balwant Rai Mehta	1957
V.T. Krishnamachari	1960
Takhatmal Jain Study Group	1966
Ashok Mehta Committee	1978
G.V.K. Rao Committee	1985
Dr. L.M. Singhvi Committee	1986
P.K. Thungon Committee	1989
S. Mohinder Singh	2013

## **Structure:**

The basic structure of the PRIs is identical across the states of India, it is described via different nomenclatures in different states. Panchayats in every state has its own characteristics and even election procedures to these institutions are at variance.

A Zilla Panchayat is co terminus with the district. Each district has one Zilla Panchayat. Similarly Block Panchayats or Panchayat Samitis are co terminus with blocks of the said district.

A Block may have several villages within it, but Gram Panchayats are not necessarily co terminus with each village. Depending on the size of population (as a matter of fact, number of voters) a Gram is defined under the law with a specific geographical area, which may consist of a single village or a cluster of adjoining villages.

## **Members of Panchayats:**

### **A. Zilla Panchayat:**

Each block Panchayat under a ZP elects one/two/three members directly (depending on number of voters within it). Presidents of all the Block Panchayats are also ex-officio members of the ZP. In some states the Member of Legislative Assembly (MLA) and Member of Parliament (MP) of the district/constituency are also ex-officio members.

### **B. Block Panchayat:**

Each GP under a Block Panchayat elects one/two/three members directly to the Block Panchayat. GP pradhans are ex-officio members of the Block Panchayats.

### **C. Gram Panchayat:**

A Gram as defined under the Act (meaning a village or a cluster of villages) is divided into a minimum of five constituencies (again depending on the number of voters the Gram is having). From each of these constituencies one member is elected. Body of these elected members is called the Gram Panchayat. Size of the GPs varies widely from state to state. In states like West Bengal, Kerala etc. a GP has about 20000 people on an average, while in many other states it is around 3000 only.

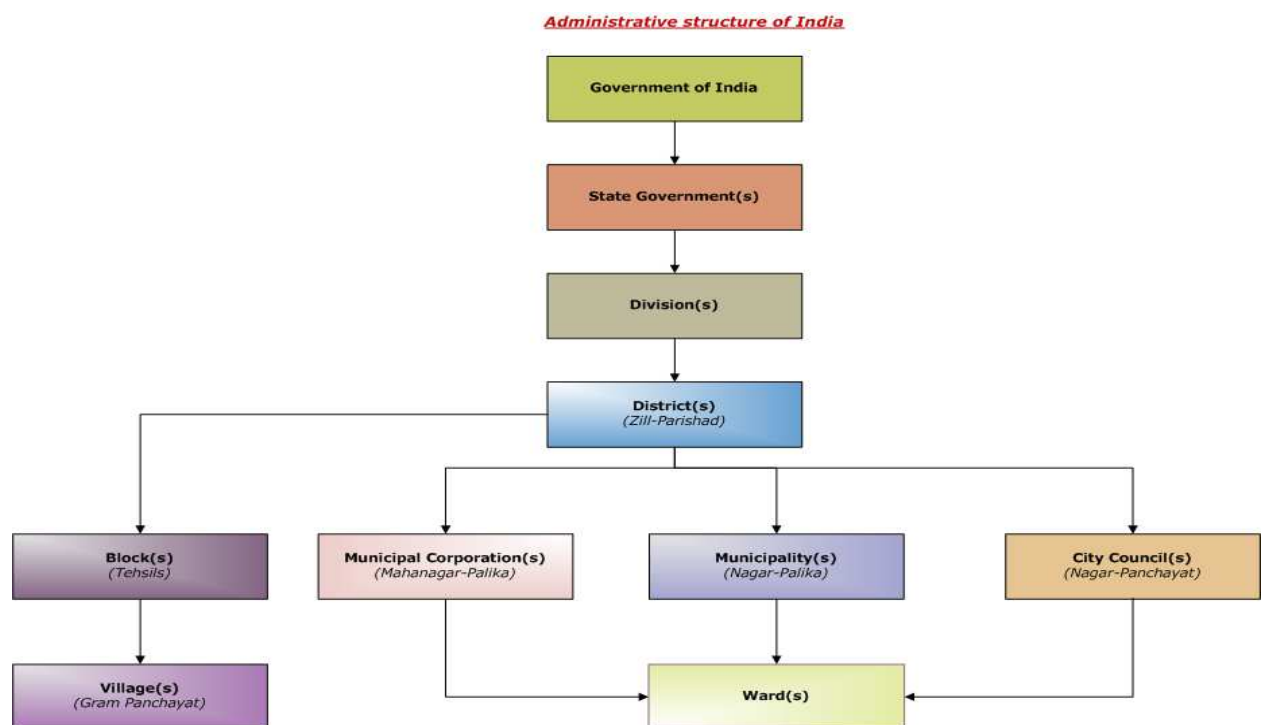
### **D. Gram Sabha:**

In most of the states, each constituency of the members of the Gram Panchayat is called the **Gram Sabha** and all the voters of the same constituency are members of this body. However, in some states this is called Ward Sabha/Palli Sabha etc. In West Bengal it is called Gram Sansad (village parliament). Gram Sabha in West Bengal has a different meaning. Here all the voters of the Gram Panchayat as a whole constitute the Gram Sabha.

Under the Constitution there can be only three tiers of the Panchayat. The Gram Sabha is not a tier of the PR system. It does not have any executive function and operates as a recommending body only.

Gram Sabhas hold meetings normally 2 to 4 times a year, but can meet as and when necessary. In some states dates of these meetings are fixed (Madhya Pradesh, Gujarat etc.) while in others dates are fixed by the Gram Panchayats. Issues to be discussed in the meetings can be wide ranging but the essential agenda should include: Annual Action

Plan and Budget, Annual Accounts and Annual report of the GP, selection of beneficiaries for different social service programmes (Indira Awas Yojana (IAY), Pension Schemes etc.), identification of schemes for preparation of Annual Plan for development programmes (e.g. MGNREGS) of GP, consideration of the Audit reports, analyses of GP's performance etc.



## Functioning:

- Provide essential services and facilities to the rural population and the planning and execution of the development programmes for the district.
- Supply improved seeds to farmers. Inform them of new techniques of training. Undertake construction of small-scale irrigation projects and percolation tanks. Maintain pastures and grazing lands.

- Set up and run schools in villages. Execute programmes for adult literacy. Run libraries.
- Start Primary Health Centres and hospitals in villages. Start vaccination drives against epidemics and family welfare campaigns.
- Construct bridges and roads.
- Execute plans for the development of the scheduled castes and tribes. Run ashramshalas for adivasi children. Set up free hostels for scheduled caste students.
- Encourage entrepreneurs to start small-scale industries like cottage industries, handicraft, agriculture produce processing mills, dairy farms, etc. Implement rural employment schemes.
- They even supply work for the poor people.(tribes,scheduled caste,lower caste)
- Provide employment.
- Works on Sanitation related issues
- Development of a cottage and small-scale industries, and the opening of cooperative societies
- Establishment of youth organisations in India