

PUBLIC ADMINISTRATION: CONCEPTS AND PRACTICE

IV. DEVELOPMENT AND ADMINISTRATION (I)



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2010**

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UNDERSTANDING DEVELOPMENT

- ❑ MORE THAN 75 PERCENT OF THE HUMAN RACE LIVE IN THE DEVELOPING COUNTRIES. ABOUT 35 PERCENT LIVE IN TWO DEVELOPING COUNTRIES: CHINA AND INDIA.
- ❑ BY THE END OF WORLD WAR II, FEWER THAN FIFTY COUNTRIES HAD CLAIMED INDEPENDENCE. THE REST OF THE WORLD WAS RULED BY COLONIAL STATES WHO ENDEAVOURED TO PROLONG AN OUTMODED IMPERIALIST ORDER.
- ❑ TODAY, MORE THAN 180 COUNTRIES CLAIM INDEPENDENCE AND MEMBERSHIP IN THE UNITED NATIONS.

- ❑ THE DEMISE OF COLONIALISM INSTIGATED THE GREATEST STRUCTURAL ADJUSTMENTS OF GOVERNMENTS IN MODERN HISTORY.
- ❑ ONE AFTER ANOTHER, AS NATIONS DECLARED THEMSELVES FREE OF IMPERIAL HEGEMONY, THEY ALSO PROCLAIMED VARIOUS PLANS FOR COMPREHENSIVE SOCIETAL CHANGE, EVEN WHEN THEIR LEADERS WERE UNCERTAIN OF THE TYPE OF POLITICAL, ECONOMIC, AND ORGANIZATIONAL STRUCTURES THEY WERE FORGING FOR THEIR SOCIETIES.

- ❑ INDEPENDENCE REQUIRED SUBSTANTIVE ADJUSTMENTS IN ALL ASPECTS OF LIFE. IN A SPIRAL, RISING EXPECTATIONS FED ESCALATING DEMANDS BY CITIZENS FOR IMPROVED STANDARDS OF LIVING. THESE DEMANDS COULD NOT BE MET WITHOUT CONSIDERABLE INVESTMENTS IN NATIONAL DEVELOPMENT.
- ❑ THE STATE WAS THE VEHICLE OF CHOICE FOR INITIATING AND COORDINATING ALL ELEMENTS OF THE COMPREHENSIVE DEVELOPMENT PLANS. THESE PLANS WERE MOSTLY CONCEIVED AS BLUEPRINTS TO GUIDE ACTIVITIES AND MAINTAIN FOCUS AS THE STATE IMPLEMENTED DEVELOPMENTAL POLICIES.

❑ THESE PERSPECTIVES ARE PREMISED ON:

- 1) ACCEPTANCE OF THE NATION-STATE AS THE PRIME UNIT OF THE POLITY,
- 2) COMMITMENT TO ECONOMIC GROWTH AND JUSTICE IN PUBLIC AFFAIRS, AND
- 3) RECOGNITION THAT IMPLEMENTATION OF SOCIETAL CHANGE IS MOST EFFECTIVE WHEN ADMINISTERED BY INSTITUTIONS THAT HAVE THE CAPACITY TO LEARN FROM AND ADAPT TO ADVANCEMENTS IN HUMAN KNOWLEDGE.

DEVELOPMENT THEORIES

- ❑ THE LINEAR-STAGES THEORY
- ❑ STRUCTURAL-CHANGE MODELS
- ❑ THE INTERNATIONAL-DEPENDENCE REVOLUTION
- ❑ THE NEW GROWTH THEORY
- ❑ THE NEOCLASSICAL COUNTERREVOLUTION

(TODARO, 2000)

DEVELOPMENT STRATEGIES

- ❑ THE CHOICE OF A STRATEGY FOR DEVELOPMENT IMPLEMENTATION IS BASED ON A SELECTION OF ECONOMIC ASSUMPTIONS AND PERSPECTIVES, ASSOCIATED WITH CONFIRMED ECONOMIC THINKING UNDER COMPARABLE CONDITIONS.
- ❑ A CREDIBLE STRATEGY SPECIFIES THE DEGREE OF RELIANCE ON INTERNAL OR EXTERNAL RESOURCES, LAYS OUT THE DETAILS OF COMMITMENT TO LEGITIMATE VALUES OF EQUITY, AND TAKES INTO ACCOUNT EXISTING AND POTENTIAL ADMINISTRATIVE CAPACITIES.

- ❑ BUT CONCEPTS AND THEORIES OF ECONOMIC GROWTH STILL DIFFER ON WHAT CAUSES GROWTH AND ON WHAT METHODS SHOULD BE USED IN MEASURING ITS RESULTS.
- ❑ AND THIS REALITY ALONE CONSTITUTES A FORMIDABLE BARRIER TO STRATEGIES OF DEVELOPMENT IMPLEMENTATION IN DEVELOPING COUNTRIES.

- ❑ AN ECONOMIC THEORY WITH A SIGNIFICANT IMPACT ON DEVELOPMENT ECONOMICS IS JOHN MAYNARD KEYNES'S *GENERAL THEORY OF EMPLOYMENT, INTEREST, AND MONEY* (1936).

- ❑ KEYNESIAN ECONOMICS DOMINATED THE CONTEMPORARY SCENE IN MANY COUNTRIES OF THE WEST. KEYNES'S IDEAS, PROVIDED THE INTELLECTUAL BACKBONE OF MANY OF THE POLICIES THAT BECAME PART OF THE NEW DEAL PROGRAMS OF THE ROOSEVELT ADMINISTRATION.
- ❑ HIS IDEA OF RELYING ON THE STATE AS THE PRINCIPAL FORCE IN ACHIEVING ECONOMIC GROWTH (ALONG WITH FULL EMPLOYMENT AND PRICE AND WAGE STABILITY) SERVED AS IT RATIONALE FOR STATE ECONOMIC ACTIVISM.

- ❑ CONSISTENT WITH KEYNESIAN ECONOMICS, GOVERNMENTS OF DEVELOPING COUNTRIES ESTABLISHED THE POLICY FRAMEWORK FOR DEVELOPMENT, ENFORCED INVESTMENT PRIORITIES, REGULATED, OPERATED MAJOR ENTERPRISES, AND PROVIDED A WIDE RANGE OF ESSENTIAL PUBLIC SERVICES, FROM EDUCATION TO TRANSPORTATION (ESMAN 1991, 7).

- ❑ IN THE POST-WAR PERIOD THE NEOCLASSICAL COUNTERMOVEMENT IN ECONOMIC THINKING, HAS BEEN GAINING SOME GROUND. IT FEATURES BASIC "STRUCTURAL ADJUSTMENTS" TO FREE THE MARKET, PRIVATIZE PUBLIC CORPORATIONS, AND DISMANTLE PUBLIC OWNERSHIP OF PRODUCTION MEANS AND PROPERTY. IT REJECTS CENTRAL PLANNING AND THE REGULATION OF ECONOMIC ACTIVITIES (TODARO 1989, 82).

- ❑ IN ESSENCE, THIS ECONOMIC PERSPECTIVE SEEKS TO MINIMIZE THE ROLE OF THE STATE IN THE ECONOMY BY DOWNSIZING GOVERNMENT. ALSO, IT ADVOCATES DEREGULATION AND THE PRIVATIZING OF PUBLIC ENTERPRISES AND ALL POSSIBLE STATE FUNCTIONS. ULTIMATE FAITH IS PLACED IN MARKET INCENTIVES, WHICH ARE TRUSTED TO PRODUCE GREATER EFFICIENCIES AND BETTER UTILIZATION OF RESOURCES TO ACHIEVE GROWTH OF THE ECONOMY (ESMAN. 1991, 9).

1950 – 1960's

DEVELOPMENT = MODERNIZATION



NATION BUILDING

||

WESTERNIZATION

SOCIAL AND
PHYSICAL
CONTROL OF
SOCIETY

SCIENCE AND
TECHNOLOGY



BY END 1960's DEVELOPMENT FAILURES

LIBERAL REFORMULATION

DEPENDENCY THEORY



WASHINGTON
CONSENSUS



RADICAL SOLUTION



SELF SUFFICIENCY

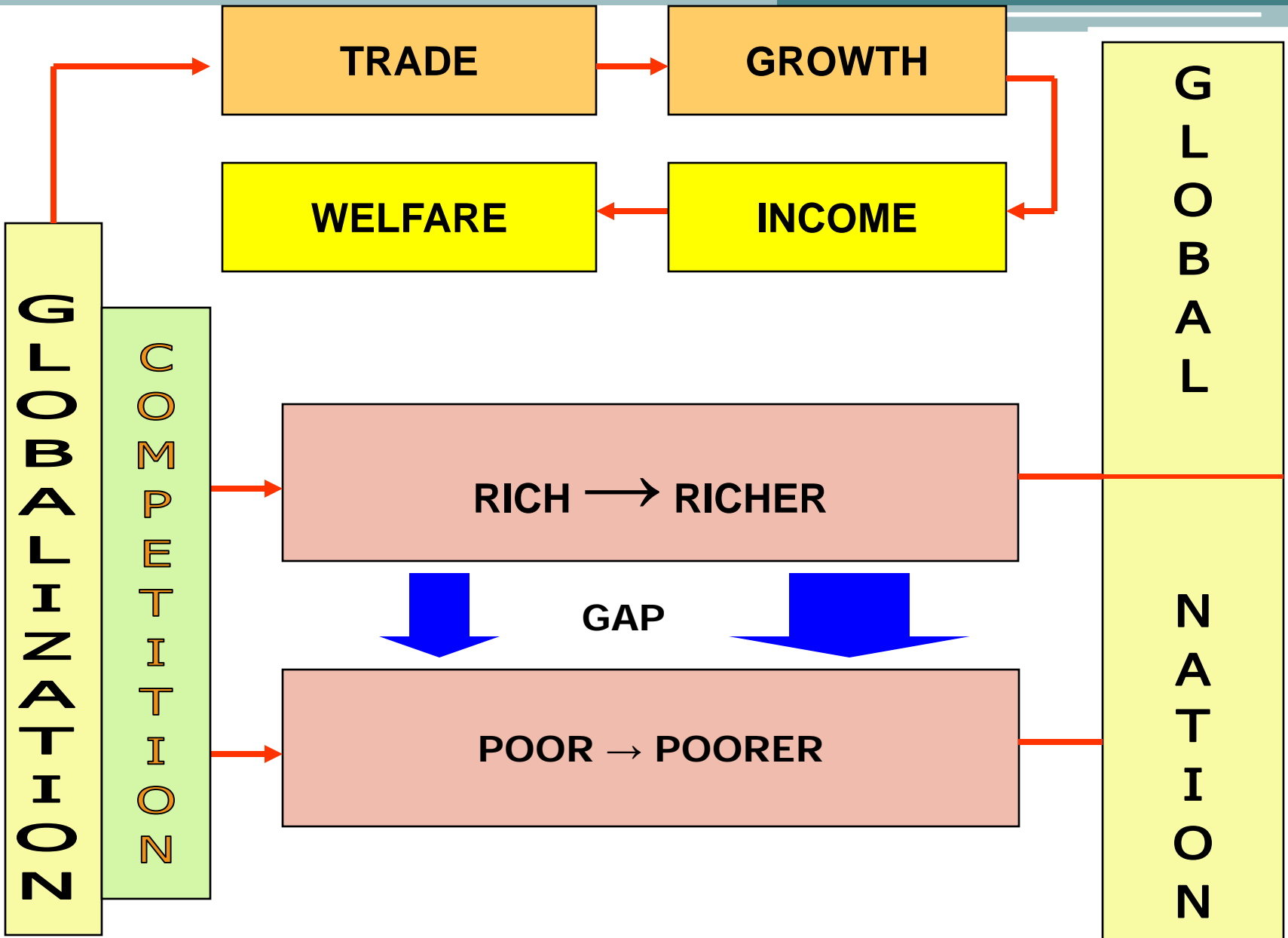


SELF RELIANCE



REDISTRIBUTION WITH GROWTH

- BASIC NEED APPROACH
- PEOPLE CENTERED



A RENEWED MEANING OF DEVELOPMENT

- ❑ HISTORY INDICATES THAT ECONOMIC COMPETITION HAS NEVER BEEN PERFECT OR FAIR AND THAT GOVERNMENT ACTION OFTEN OCCURRED EXACTLY AS A RESULT OF "MARKET FAILURES" THAT REQUIRED GOVERNMENT INTERVENTION TO IMPROVE EFFICIENCY (MENDEZ 1992, 13) OR ATTAIN SOCIAL JUSTICE
- ❑ MOREOVER, THE PRIVATE SECTOR IN MANY DEVELOPING SYSTEMS HAS BEEN ILL PREPARED TO ASSUME ITS RESPONSIBILITIES AS ENVISIONED IN THE RESTRUCTURING AND PRIVATIZATION SCHEMES.

- ❑ DEVELOPMENT EVOLVED TO DENOTE A PROCESS OF RENEWAL THROUGH REFINEMENT AND REFORM, A PROCESS THAT ENCOMPASSED MATERIAL, BEHAVIORAL, AND SYMBOLIC ASSETS OF THE SOCIETY. IT WAS HELD, HOWEVER, THAT IF THIS NATIONAL DEVELOPMENT WAS TO ENDURE, IT HAD TO BE **SELF-RELIANT**, NOT DEPENDENT ON FOREIGN SOURCES FOR SUPPORT AND SUSTENANCE.

- ❑ EVIDENCE CONSISTENTLY INDICATES THAT WHAT MATTERS IS HOW DEVELOPMENT IS MANAGED AND HOW ITS BENEFITS AND OUTCOMES ARE DISTRIBUTED AMONG PEOPLE (UNDP 1995). TODAY, THE **WHAT** AND THE **HOW** OF DEVELOPMENT ARE REGULARLY ACCOMPANIED BY A QUESTION ABOUT **WHO** BENEFITS BY IT.

ACCORDING TO STIGLITZ (1998) STRATEGY OF DEVELOPMENT SHOULD INCLUDE:

1. PUBLIC SECTOR DEVELOPMENT
2. PRIVATE SECTOR DEVELOPMENT
3. COMMUNITY DEVELOPMENT
4. FAMILY DEVELOPMENT
5. INDIVIDUAL DEVELOPMENT

WITH PRIORITY ON:

1. EDUCATION
2. HEALTH
3. INFRASTRUCTURE
4. KNOWLEDGE
5. CAPACITY BUILDING

(STIGLITZ,1998)

HE SAYS THAT DEVELOPMENT SHOULD:

1. RAISE THE GDP PER CAPITA;
2. RAISE STANDARD OF HEALTH AND LITERACY;
3. REDUCE POVERTY; WHILE
4. SUSTAINING THE ENVIRONMENT.

(STIGLITZ,1998)

DEVELOPMENT INDICATORS

- ❑ DEVELOPMENT IS MULTIDIMENSIONAL AND RESISTS ATTEMPTS TO MEASURE IT THROUGH A SINGLE FACTOR. THE USUAL RELIANCE ON PER CAPITA GROSS DOMESTIC PRODUCT (GDP) ALONE IS INSUFFICIENT TO MEASURE ECONOMIC DEVELOPMENT FOR MANY REASONS. AS AMARTYA SEN NOTED IN A “PROFILE” IN THE NEW YORK TIMES OF JANUARY 9, 1994, PER CAPITA GDP “CAN EASILY OVERSTATE OR UNDERSTATE POVERTY AND MISLEAD POLICYMAKERS.”

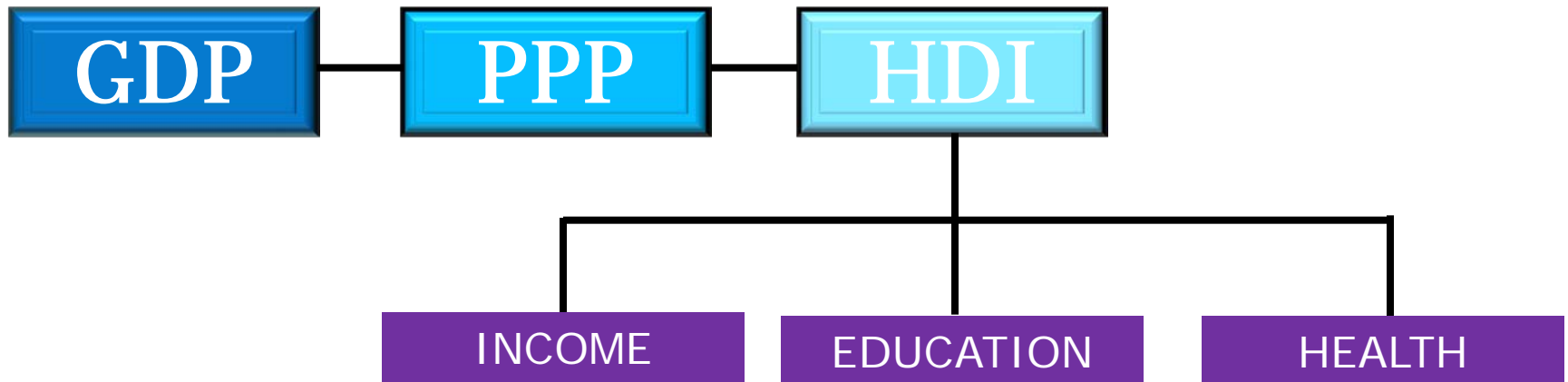
- ❑ AS A MEASURE, GDP DOES NOT ADJUST FOR THE SOCIAL COSTS OF PRODUCTIVITY, EITHER (CRIME, URBAN SPRAWL, OR SAFETY HAZARDS). ANOTHER IMPORTANT LIMITATION OF GDP IS THAT IT DOES NOT EVEN ATTEMPT TO ACCOUNT FOR THE ECOLOGICAL COSTS OF DEVELOPMENT, SUCH AS DAMAGE TO THE ENVIRONMENT.

□ NONETHELESS, PER CAPITA GDP OR THE MORE RECENT USAGE OF PPP, CONTINUES TO BE WIDELY USED IN CLASSIFYING COUNTRIES INTO CATEGORIES OF HIGH, MEDIUM, OR LOW INCOME, AS IN THE WORLD BANK ANNUAL REPORTS. THUS, ALTHOUGH THE MOST INFLUENTIAL INDICATOR OF ECONOMIC GROWTH IS NARROW—EVEN DEFICIENT—BUT REMAINS THE MOST PREVALENT FOR MEASURING STANDARDS OF LIVING IN A SOCIETY.

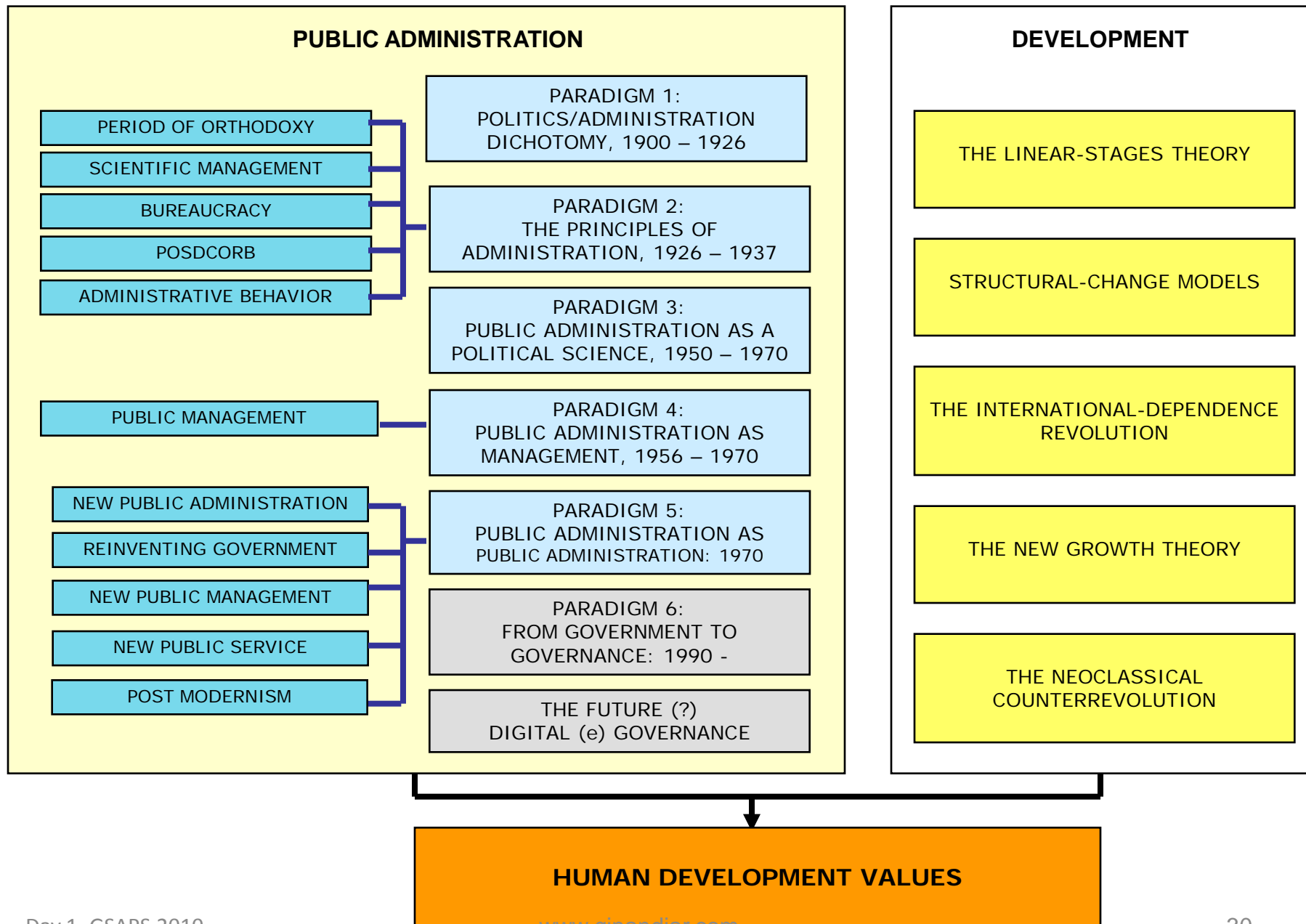
- ❑ IN ORDER TO OBTAIN A MORE BALANCED AND COMPREHENSIVE COVERAGE, AN INDEX THAT COMBINES SEVERAL INDICATORS PROMISES GREATER RELIABILITY. A FULL SET OF INDICATORS THAT MEASURE ECONOMIC, SOCIAL, POLITICAL, AND CULTURAL DIMENSIONS OF DEVELOPMENT HAS PROVED TO BE A USEFUL INSTRUMENT, EVEN IF IN PRACTICE USING TOO MANY INDICATORS IS DIFFICULT AND COSTLY TO MANAGE.

- ❑ THE KEY IS TO GROUP SIGNIFICANT INDICATORS IN AN INDEX SUCH AS THE UNITED NATIONS DEVELOPMENT PROGRAM'S (UNDP's) **HUMAN DEVELOPMENT INDEX (HDI)**, PRODUCED ANNUALLY SINCE 1990. THIS INDEX COMBINES DATA ON INDICATORS IN EDUCATION (ADULT LITERACY RATE), HEALTH (LIFE EXPECTANCY AT BIRTH), AND PER CAPITA GDP TO DEFINE AND MEASURE PROGRESS IN HUMAN DEVELOPMENT.

DEVELOPMENT INDICATORS

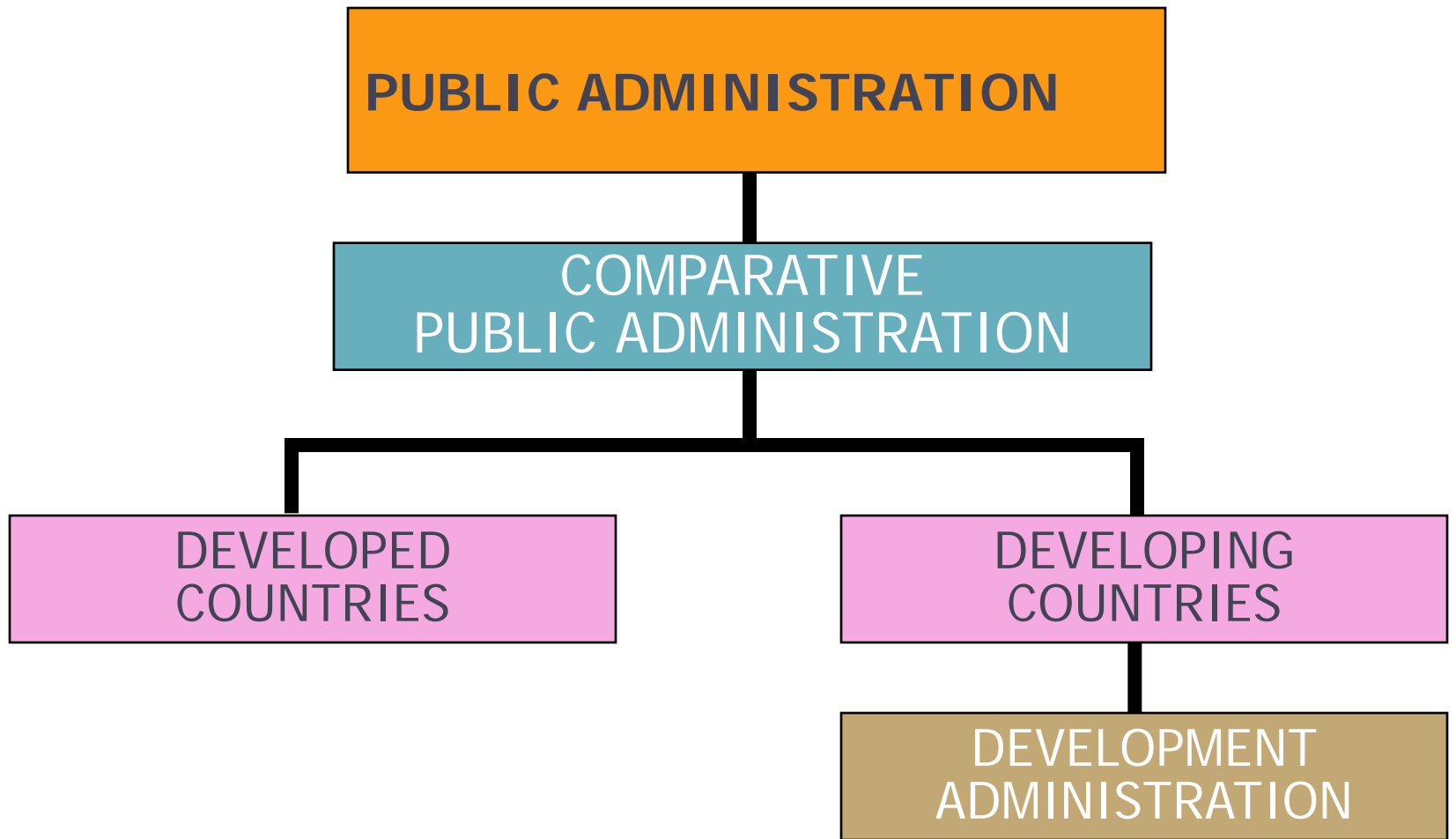


PUBLIC ADMINISTRATION AND DEVELOPMENT CONVERGENCES



DEVELOPMENT ADMINISTRATION

- ❑ AS DAHL AND WALDO POINTED OUT, CULTURAL FACTORS COULD MAKE PUBLIC ADMINISTRATIONS ON ONE PART OF THE GLOBE QUITE A DIFFERENT ANIMAL FROM PUBLIC ADMINISTRATION ON ANOTHER PART.
- ❑ THE MOVEMENT GAVE RISE TO A SEMIAUTONOMOUS SUBFIELD OF COMPARATIVE PUBLIC ADMINISTRATION IN WHICH DEVELOPMENT ADMINISTRATION CONCENTRATES ON THE DEVELOPING NATIONS.



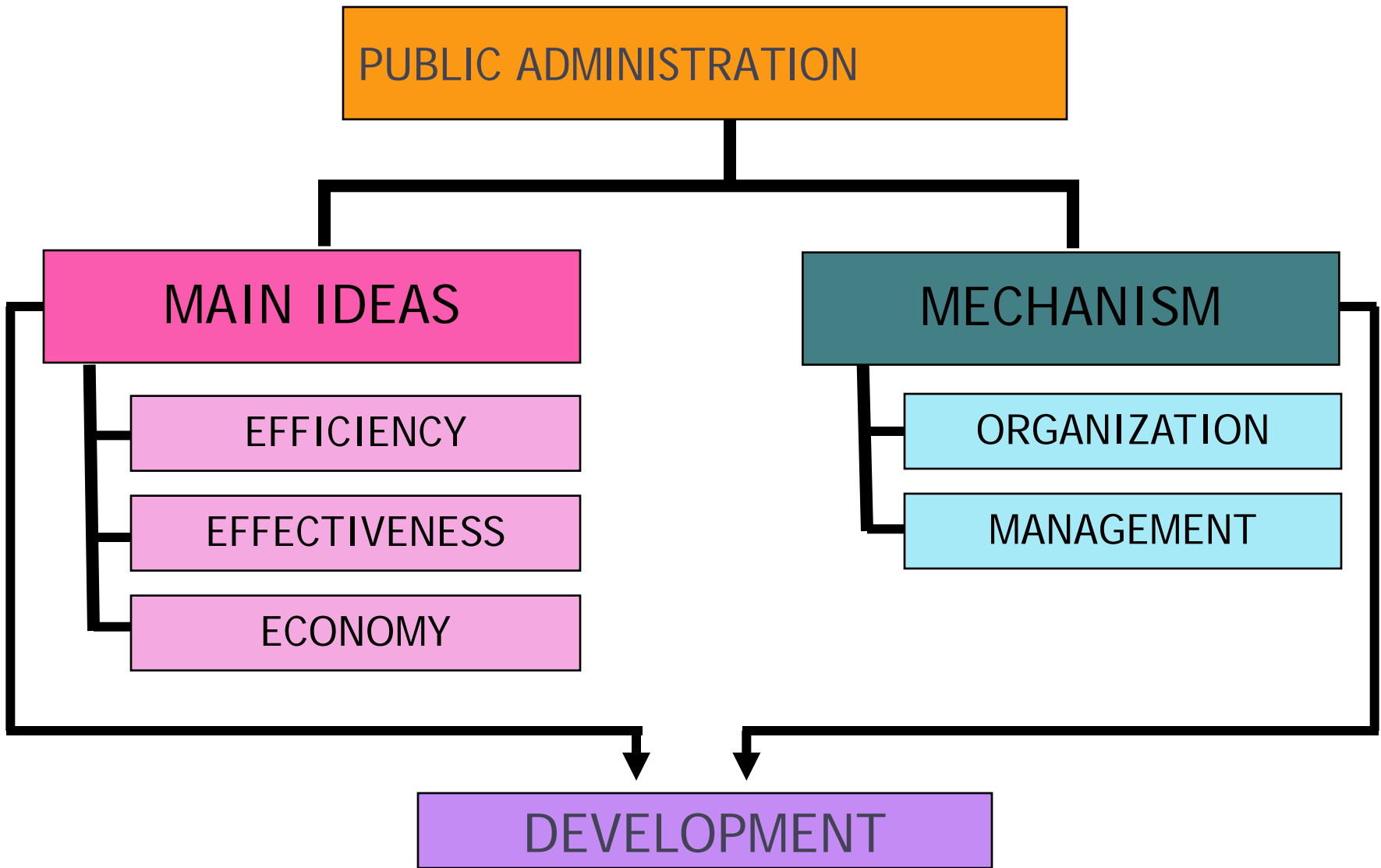
□ DEVELOPMENT ADMINISTRATION IS THE NAME OFTEN GIVEN TO THE WAY A COUNTRY'S GOVERNMENT ACTS TO FULFILL ITS ROLE IN ACHIEVING DEVELOPMENT.

(RIGGS, 1977)

- ❑ “DEVELOPMENT ADMINISTRATION” IS GENERALLY SIMILAR TO THE TRADITIONAL “PUBLIC ADMINISTRATION” IN ITS CONCERN WITH HOW A GOVERNMENT IMPLEMENTS ITS RULES, POLICIES, AND NORMS.
- ❑ IT DIFFERS, HOWEVER, IN ITS OBJECTIVES, SCOPE, AND COMPLEXITY.
- ❑ DEVELOPMENT ADMINISTRATION IS MORE INNOVATIVE, SINCE IT IS CONCERNED WITH THE SOCIETAL CHANGES INVOLVED IN ACHIEVING DEVELOPMENTAL OBJECTIVES.

THE OBJECTIVE OF DEVELOPMENT ADMINISTRATION

- ❑ THE CONCERN OF DEVELOPMENT ADMINISTRATION IS HOW CAN THE IDEAS AND MECHANISMS OF PUBLIC ADMINISTRATION BE USED AS INSTRUMENTS OF SOCIAL AND ECONOMIC DEVELOPMENT?



□ THE THREE AREAS OF CONCERN :

1. HOW PURPOSEFULLY TO GUIDE GOVERNMENT ACTION TOWARD DEVELOPMENT OBJECTIVES;
2. HOW ACTUALLY TO TAKE ACCOUNT OF THE MANY AND COMPLEX INTERDEPENDENCIES OF SOCIETAL CHANGE; AND
3. HOW TO INSURE THAT GOVERNMENTAL ADMINISTRATION IS DYNAMIC AND INNOVATIVE.

- ❑ SIX GROUPS OF NEEDED INPUTS:
 - 1) SKILLED MANPOWER,
 - 2) FINANCES,
 - 3) LOGISTICS (OR FACILITIES FOR THE PHYSICAL FLOW OF GOODS AND SERVICES),
 - 4) INFORMATION (FACILITIES FOR THE PHYSICAL TRANSMISSION OF DATA),
 - 5) PARTICIPATION (OF INDIVIDUALS AND GROUPS), AND
 - 6) LEGITIMATE POWER (TO ENFORCE DECISIONS).

- ❑ THESE SIX INPUTS TOGETHER COMPOSE THE CONTENT OF DEVELOPMENT ACTION.

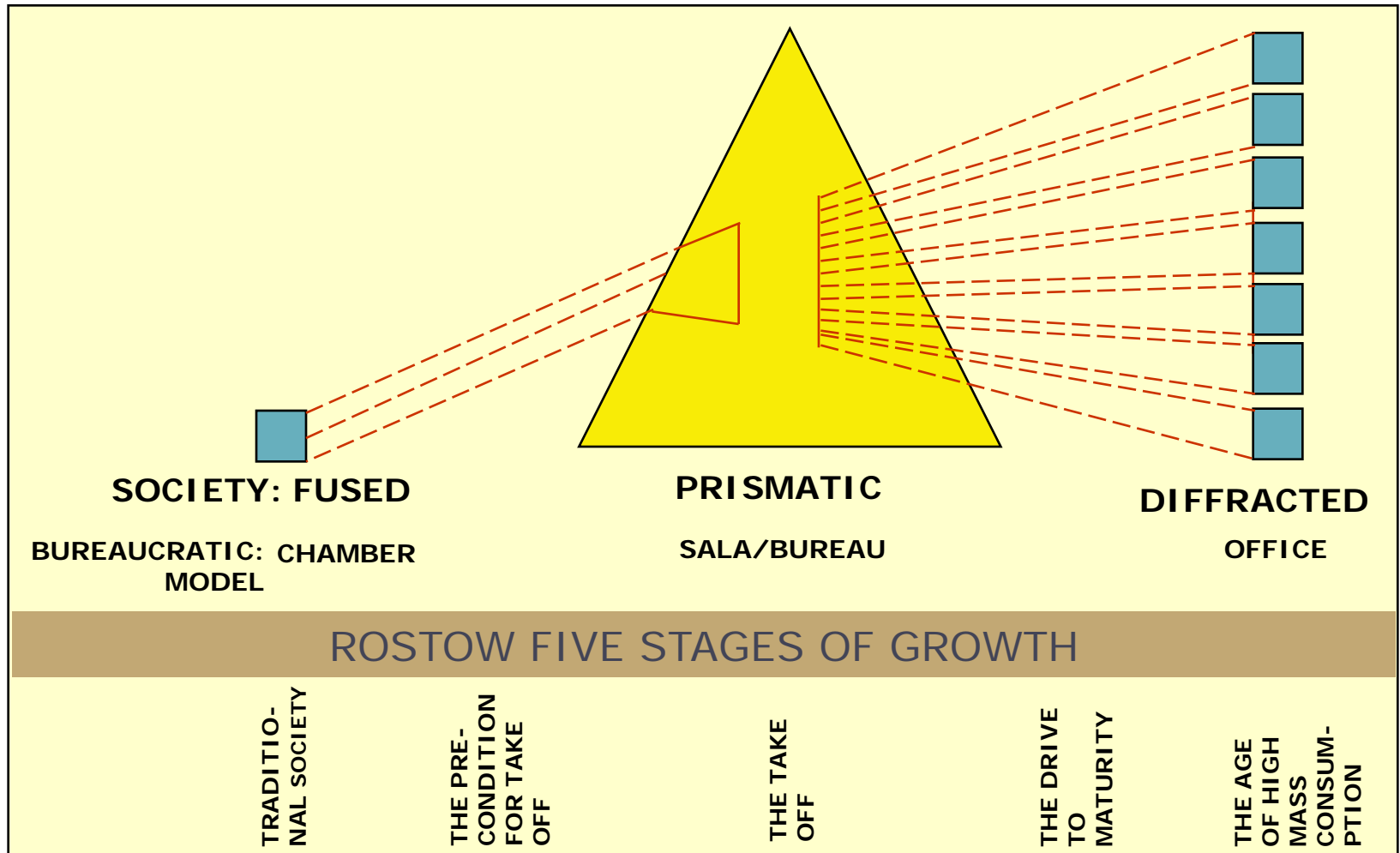
MODELS OF DEVELOPMENT ADMINISTRATION

- ❑ THERE IS A LACK OF CONSENSUS ON WHAT IS CHARACTERISTIC OF THE ADMINISTRATIVE SITUATION IN TRANSITIONAL SOCIETIES, ON POSSIBLE STAGES OR SEQUENCES IN THE PROCESS OF ADMINISTRATIVE TRANSFORMATION, ON RELATIONSHIPS BETWEEN ADMINISTRATIVE CHANGE AND CORRESPONDING PROCESSES OF POLITICAL, ECONOMIC, AND CULTURAL DEVELOPMENT.
- ❑ THERE IS EVEN DISAGREEMENT ON THE RELATION BETWEEN ADMINISTRATION AND CULTURE—WHETHER ADMINISTRATIVE BEHAVIOR IS UNIQUELY DETERMINED BY PARTICULAR CULTURES OR CORRESPONDS TO GENERAL LEVELS OF SOCIO-POLITICAL INTEGRATION" (RIGGS).

- ❑ IN ADMINISTRATION IN DEVELOPING COUNTRIES (1964), RIGGS PRESENTED THE CONCEPT OF "PRISMATIC SOCIETY" TO EXPLAIN THE UNIQUE CONDITIONS AND THE DYNAMICS OF POLITICS AND ADMINISTRATION IN DEVELOPING COUNTRIES.

- ❑ AS AN ALTERNATIVE MODEL FOR CONCEPTUALIZING DEVELOPING COUNTRIES, RIGGS OFFERED HIS "PRISMATIC MODEL", BASED ON THE METAPHOR OF A PRISM. WHEN WHITE LIGHT (THAT IS, LIGHT MADE UP OF ALL VISIBLE WAVELENGTHS) PASSES THROUGH A PRISM, IT IS DIFFRACTED, BROKEN INTO A VARIETY OF COLORS—A RAINBOW.
- ❑ SIMILARLY, RIGGS CONTENDED, SOCIETIES IN THE PROCESS OF DEVELOPMENT MOVE FROM A FUSED MODE, IN WHICH LITTLE OR NO DIFFERENTIATION EXISTS, TO A DIFFRACTED CONDITION IN WHICH THERE IS A HIGH DEGREE OF FUNCTIONAL SPECIALIZATION.

RIGG'S PRISMATIC MODEL



- ❑ IN ADMINISTRATIVE TERMS, THIS MEANS A CHANGE FROM A SITUATION IN WHICH A FEW STRUCTURES PERFORM A VARIETY OF FUNCTIONS, AS IN VERY UNDERDEVELOPED CONDITIONS, TO ONE IN WHICH MANY SPECIFIC STRUCTURES PERFORM SPECIFIC FUNCTIONS, AS IN HIGHLY DEVELOPED SOCIETIES LIKE THE INDUSTRIAL COUNTRIES OF THE WEST.
- ❑ WHEN THE SYSTEM BEGINS TO ASSIGN SPECIFIC FUNCTIONS TO SPECIFIC STRUCTURES, THEN IT IS EVOLVING INTO A HIGHER MODE OF DIFFERENTIATION. THIS PHASE IS ALSO REFERRED TO AS TRANSITIONAL TO THE ULTIMATE POSITION OF A COMPLETE DIFFERENTIATION.

- ❑ MOST DEVELOPING SOCIETIES, HOWEVER, BELONG TO THIS INTERMEDIATE, TRANSITIONAL POSITION, BETWEEN THE FUSED AND THE DIFFRACTED. THIS IS WHAT RIGGS CALLS “THE PRISMATIC MODEL”. THUS, DURING THIS TRANSITION, SOCIETIES CONTINUOUSLY SEEK TO ATTAIN A HIGHER LEVEL OF DIFFERENTIATION AND TO ACQUIRE HIGHER LEVELS OF SPECIALIZATION AMONG THEIR ORGANIZATIONS AND WORKFORCES.

- ❑ OTHER RELATED VARIABLES, ACCORDING TO RIGGS (1964, 31), ARE UNIVERSALISM AND ACHIEVEMENT, WHICH RANK HIGH IN THE DIFFRACTED (DIFFERENTIATED) SYSTEMS. IN CONTRAST, A FUSED MODEL IS HIGH IN PARTICULARISM AND ASCRIPTION. THE PRISMATIC MODEL COVERS THOSE STATES AT INTERMEDIATE PHASES ON THE CONTINUUM.

THE RISE AND FALL OF DEVELOPMENT ADMINISTRATION

- ❑ WITH THE INVENTION OF DEVELOPMENT BY THE WESTERN NATIONS IN THE IMMEDIATE POST-WAR PERIOD AND ITS ADOPTION AS STATE IDEOLOGY BY THE GOVERNMENTS AND EMERGING ELITES OF THE POORER NATIONS, THE QUESTION AROSE AS TO HOW THE PROMISED SOCIAL TRANSFORMATION WAS TO BE ACHIEVED.
- ❑ 'THE PRIMARY OBSTACLES TO DEVELOPMENT ARE ADMINISTRATIVE RATHER THAN ECONOMIC', DECLARED DONALD STONE (1965). OTHERS AGREED AND DEVELOPMENT ADMINISTRATION WAS CREATED TO PLAY A MAJOR ROLE IN FACILITATING DEVELOPMENT.

- ❑ **MANY DEVELOPING COUNTRIES FACE AN ONGOING NEED TO BUILD INSTITUTIONS AND ORGANIZATIONS ABLE TO OVERCOME TRADITIONAL BARRIERS TO THE EFFECTIVE IMPLEMENTATION OF DEVELOPMENTAL POLICIES.**

- ❑ DEVELOPMENT ADMINISTRATION REPRESENTED THE PRACTICAL APPLICATION OF MODERNIZATION THEORY. ITS PROMOTERS SAW IT AS 'A MIDWIFE FOR WESTERN DEVELOPMENT-CREATING STABLE AND ORDERLY CHANGE' (DWIVEDI AND NEF, 1982). IT WAS A FORM OF SOCIAL ENGINEERING IMPORTED FROM THE WEST AND EMBODYING FAITH IN THE APPLICATION OF RATIONAL SCIENTIFIC PRINCIPLES AND THE EFFICACY OF KEYNESIAN WELFARE ECONOMICS.

- ❑ HOWEVER UNABLE TO ATTAIN A TIMELY CORRECTION OF ITS DEFICIENCIES OR TO LEARN FROM ITS FAILURES, DEVELOPMENT ADMINISTRATION LARGELY REMAINS BURDENED BY A COMBINATION OF INHERITED STRUCTURES AND BEHAVIORS AND DEEPLY INTERNALIZED LOCAL CULTURAL PATTERNS.
- ❑ THIS COMBINATION OF LEGACIES HAS HAD THE EFFECT OF IMPEDING PERFORMANCE AND WASTING BADLY NEEDED INSTITUTIONAL ENERGIES ON OTHER THAN PRODUCTIVE ENDEAVORS TO ACCOMPLISH DEVELOPMENTAL MANDATES.

- ❑ IN UTILIZING MODERN TECHNIQUES, DEVELOPMENT ADMINISTRATION, ALSO SEEMS TO LAG BEHIND THE PRIVATE SECTOR IN LEVERAGING TECHNOLOGY TO IMPROVE INTERNAL OPERATIONS AND TO ENHANCE THE OVERALL EFFECTIVENESS OF DEVELOPMENT ORGANIZATIONS.

REVIVAL OF DEVELOPMENT ADMINISTRATION

- ❑ THE MOST IMPORTANT DIFFERENCE BETWEEN ADMINISTRATION IN DEVELOPING COUNTRIES AND IN THE WEST WAS BEING INCREASINGLY IDENTIFIED AS THAT ENVELOPE OF FACTORS AND FORCES WHICH WE COLLECTIVELY CALL THE ORGANIZATIONAL ENVIRONMENT.
- ❑ WHETHER IT WAS THE SOCIAL CLASS CONTEXT, THE INFLUENCE OF THE WORLD BANK, THE TYPE OF REGIME, THE NATURE OF THE POLICY-MAKING PROCESS OR SIMPLY THE PREVAILING CULTURE, THE CENTRALITY OF THE ENVIRONMENT FOR UNDERSTANDING ADMINISTRATIVE ACTION AND PARALYSIS WAS BECOMING FIRMLY ESTABLISHED.

- ❑ THE NEO-CLASSICAL ECONOMISTS HAD MEANWHILE GAINED CONSIDERABLE INFLUENCE IN POLICY CIRCLES AND WERE ALSO POINTING TO INEFFICIENCY AND INEFFECTIVENESS IN THE PUBLIC SECTOR.
- ❑ BIG GOVERNMENT HAD NOT BEEN EFFECTIVE GOVERNMENT AND IT WAS TIME THE PRINCIPALS OF THE MARKET WERE ALLOWED TO OPERATE. REDUCING THE SIZE OF THE STATE AND RESTRICTING THE OPERATION OF THE STATE WOULD BRING CONSIDERABLE SAVINGS.

- ❑ PROGRAMMES TO INCREASE BUREAUCRATIC CAPACITY AND EFFICIENCY AND TO ENCOURAGE PRIVATE SECTOR GROWTH THROUGH MARKET MECHANISMS WOULD THEN ENSURE THAT DEVELOPMENT WOULD TAKE PLACE.
- ❑ THE OLD DISTINCTION BETWEEN PUBLIC SECTOR AND PRIVATE SECTOR MANAGEMENT BECAME BLURRED. THE DISSEMINATION OF THIS MODEL TO DEVELOPING COUNTRIES WAS UNDERTAKEN BY ENTHUSIASTIC WESTERN ADVOCATES AND MULTILATERAL FINANCIAL INSTITUTIONS SUCH AS THE WORLD BANK AND IMF.

- ❑ IN THE LATE 1980s DEVELOPMENT ADMINISTRATION WAS EMERGING FROM SELF-CRITICISM AND DOUBT AND WAS ACQUIRING A NEW LEASE OF LIFE.
- ❑ MILTON ESMAN (1988) DECLARED THAT DEVELOPMENT ADMINISTRATION HAS NOT ONLY SURVIVED THE LIMITATIONS OF ITS FOUNDERS, BUT IT HAS SUCCESSFULLY ADAPTED TO A MUCH MORE REALISTIC SET OF EXPECTATIONS ABOUT THE PROCESS OF DEVELOPMENT AND THE POTENTIALITIES OF THE PUBLIC SECTOR.
- ❑ DEVELOPMENT ADMINISTRATION, ACCORDING TO SUCH WRITERS, HAD MATURED BUT IT WAS STILL DYNAMIC.

- ❑ *SO HOW DO WE CHARACTERIZE THE CONTEMPORARY PRACTICE OF DEVELOPMENT ADMINISTRATION?*
- ❑ DEVELOPMENT ADMINISTRATION REMAINS HEAVILY BUT NOT EXCLUSIVELY FOCUSED ON PUBLIC ADMINISTRATION. IT IS NO LONGER PREMISED ON THE NOTION OF BIG GOVERNMENT; THIS IS IN PART DUE TO DISAPPOINTING RESULTS OF OFFICIAL DEVELOPMENT INTERVENTIONS AND TO THE SHORTAGE OF FINANCIAL RESOURCES.

- SUSTAINED INSTITUTIONAL DEVELOPMENT REQUIRES CERTAIN CONDITIONS. THESE REQUISITES HAVE INCREASINGLY BECOME MORE SPECIFIC:
 - 1) TAPPING STAKEHOLDERS' SUPPORT,
 - 2) PROMOTING ONGOING STRATEGIC PLANNING,
 - 3) ENGAGING IN MARKETING, AND
 - 4) REDUCING DEPENDENCY THROUGH THE USE OF LOCAL RESOURCES.

(GOLDSMITH 1992, 586)

- ❑ BOTH MACRO AND MICRO POLITICAL PROCESSES ARE CENTRAL CONCERNS IN THE PRACTICE AND ANALYSIS OF DEVELOPMENT ADMINISTRATION.
- ❑ FURTHERMORE, AS WE HAVE IDENTIFIED DEVELOPMENT ADMINISTRATION AS AN INSTRUMENTALITY OF DEVELOPMENT, ITS PRACTITIONERS MUST BE INTIMATELY CONCERNED WITH THE GOALS OF DEVELOPMENT.

- ❑ **WHETHER IN ANALYSIS OR PRACTICE THERE IS NO VALUE NEUTRALITY. ALL VIEWS AND ACTIONS HAVE SOME POLITICAL MEANING, ESPECIALLY IF DEVELOPMENT SHOULD BE ORIENTED TO THE POOR, MOSTLY DEFINED BY THE POOR AND INCOPORATING A STRONG ELEMENT OF GRASSROOTS KNOWLEDGE AND WISDOM.**

- ❑ FINALLY, DEVELOPMENT ADMINISTRATION (OR POLICY OR MANAGEMENT) APPLIES TO A HUGE NUMBER OF PEOPLE IN A LARGE NUMBER OF COUNTRIES. THE COUNTRIES VARY ENORMOUSLY WHEN MEASURED BY STATISTICAL INDICATORS OF DEVELOPMENT OR IN TERMS OF CULTURE AND HISTORY. EVEN WITHIN NATIONS, HOWEVER SMALL IN POPULATION TERMS, THERE CAN BE GREAT REGIONAL DIFFERENTIATION.
- ❑ COLLECTIVE TITLES SUCH AS THIRD WORLD OR THE SOUTH GIVE AN IMPRESSION OF SIMILARITY TO A DISPARATE GROUP OF COUNTRIES. DIVERSITY IS WHAT DEVELOPMENT ADMINISTRATION MUST ADDRESS.

POLITICAL DEVELOPMENT

- ❑ IT IS COMMONLY RECOGNIZED THAT ADMINISTRATION TAKES PLACE IN VARIOUS SETTINGS; AND PUBLIC ADMINISTRATION OPERATES IN A POLITICAL ONE. IN SOCIETIES WITH LOW DIFFERENTIATION AMONG LEGITIMATE FUNCTIONS AND RESPONSIBILITIES, THERE IS OFTEN FREE OVERLAPPING, MEDDLING, AND MUTUAL ACCOMMODATIONS BETWEEN ADMINISTRATIVE AND POLITICAL STRUCTURES.

- ❑ **THUS, DESPITE RECOGNITION OF THE MANY DISTINCTIVE OPERATIONAL COMPONENTS OF POLITICS AND ADMINISTRATION, THEY REMAIN CLOSELY ASSOCIATED. BY THE SAME TOKEN, THEY ARE AS TANGLED IN THE DESIGN AS THEY ARE ACCOUNTABLE FOR THE OUTCOMES OF NATIONAL DEVELOPMENT ACTIVITIES.**

- ❑ IT IS COMMON KNOWLEDGE THAT IN MANY DEVELOPING COUNTRIES, POLITICAL LEADERS HAVE KEPT A VERY TIGHT REIN ON ALL POWERS OF THE STATE, PARTICULARLY THOSE RELATED TO PUBLIC FUNDS AND POLITICAL-MILITARY CONTROL.

- ❑ THE POLITICAL FEATURES OF THE STATE ALSO GAVE THE ADMINISTRATIVE PROCESS MANY OF ITS INFAMOUS ATTRIBUTES: HIGHLY CENTRALIZED, BESET BY NEPOTISM AND POLITICAL PATRONAGE, AND BURDENED BY ITS OWN WEIGHT OF SWELLED RANKS OF ILL-TRAINED PUBLIC EMPLOYEES (JREISAT 1997A). UNDER THESE POLITICAL FORMS AND PROCESSES, PROFESSIONAL MANAGEMENT WITH POLITICALLY-NEUTRAL COMPETENCE IS HARD TO SUSTAIN.

- ❑ INESCAPABLY, THEN, ADMINISTRATIVE REFORM HAS BECOME CONTINGENT ON THE ATTITUDES OF THE POLITICAL LEADERSHIP AND THE DEGREE OF ITS SUPPORT FOR REFORM. ALSO, THE MAGNITUDE OF CHANGE AND ITS OPENNESS TO CITIZEN PARTICIPATION ARE CRUCIAL FACTORS FOR SUCCESS.

- ❑ SUCH OBJECTIVES MUST INCLUDE FREEING CITIZENS NOT ONLY FROM HUNGER, DISEASE AND, IGNORANCE BUT ALSO FROM POLITICAL OPPRESSION AND PROTECTING THE ENVIRONMENT. INVARIABLY, AUTHENTIC POLITICAL DEVELOPMENT REQUIRES THE SYSTEM BE GENUINELY INDEPENDENT OF EXTERNAL HEGEMONY AND TUTELAGE IN ORDER TO DERIVE DECISIONS FROM LOCAL NEEDS AND INTERESTS.

**□ CLOSELY ASSOCIATED WITH
POLITICAL DEVELOPMENT IS
POLITICAL PARTICIPATION.**

CRUCIAL CHALLENGES REMAIN:

- ❑ POLITICAL CORRUPTION STRETCHES OUT TO INCLUDE POLITICIANS AND LEGISLATURES, WHO ARE VIEWED AS BEING PREOCCUPIED WITH SELF-SERVING, NARROW INTERESTS RATHER THAN WITH THE GENERAL PUBLIC INTEREST. THE PUBLIC DISTRUSTS THE POLITICAL PROCESS.**
- ❑ MANY LEGISLATURES HAVE ONLY A POOR ABILITY TO UNDERTAKE ANY EFFECTIVE OVERSIGHT OF BUREAUCRACY OR TO INITIATE STRATEGIC PUBLIC POLICIES.**

- ❑ THE PUBLIC AND THE BUREAUCRACY KNOW THAT THE LEGISLATIVE BODIES IN THEIR COUNTRIES ARE RARELY FREELY ELECTED, AND THUS THE MORAL AUTHORITY OF THESE BODIES IS ALSO UNDERMINED.
- ❑ MANY LEGISLATURES IN DEVELOPING COUNTRIES SIMPLY LACK COMPETENCE.

- ❑ THE REDEFINITION OF THE ROLE OF THE PRIVATE SECTOR IN SOCIETY AND GLOBALIZATION OF THE ECONOMY PLACE BUREAUCRACIES IN MANY DEVELOPING COUNTRIES IN DIFFICULT POSITIONS. TRYING TO ADJUST TO THEIR NEWLY REDEFINED ROLES AND TO IMPLEMENT REFORMULATED PUBLIC POLICIES, BUREAUCRACIES FACE A GREAT DEAL OF UNCERTAINTY AND A LACK OF POLITICAL SUPPORT.

- ❑ THUS, IT IS NOT SURPRISING THAT CITIZENS OF MANY DEVELOPING COUNTRIES SEEM TO PLACE PRIMARY BLAME FOR THEIR ECONOMIC AND SOCIAL PROBLEMS ON THEIR POLITICIANS AND LEGISLATURES. THEY HAVE CONSISTENTLY SHOWN A HIGH DEGREE OF DISSATISFACTION WITH LEGISLATIVE POLITICS. THEY CONCLUDE THAT BUREAUCRATIC INFLUENCE IS LARGELY A RESULT OF POLITICAL WEAKNESS RATHER THAN A CAUSE OF IT.
- ❑ HENCE THE IMPORTANCE OF POLITICAL DEVELOPMENT OR REFORM

BUREAUCRACY AND POLITICS

- ❑ ONE OF THE MOST IMPORTANT AND PERSISTING CHALLENGES OF MODERN GOVERNMENT IS HOW TO RECONCILE THE DEMANDS OF DEMOCRACY WITH THE IMPERATIVES OF BUREAUCRACY.
- ❑ BUREAUCRACIES ARE HIERARCHICAL INSTITUTIONS THAT CAN PROVIDE THE CAPACITY AND EXPERTISE TO ACCOMPLISH COMPLEX SOCIAL TASKS, BUT THEY ARE FREQUENTLY CHARACTERIZED, AS UNDEMOCRATIC AND EVEN THREATENING TO DEMOCRACY.
- ❑ DEMOCRACIES ARE SYSTEMS OF GOVERNMENT THAT ARE BASED, DIRECTLY OR INDIRECTLY, ON THE PRINCIPLE OF POPULAR CONTROL.

- ❑ THEY ATTEND IN DIFFERING MEASURES TO PRINCIPLES OF MAJORITY RULE AND DEFERENCE TO THE PERSPECTIVES OF INTENSE INTERESTS AMONG THE PUBLIC. BUT AS SUCH, THEY NEED NOT NECESSARILY SHOW KEEN ATTENTION TO THE VALUES OF EFFICIENCY, EFFECTIVENESS, OR SPECIALIZED EXPERTISE.
- ❑ BUREAUCRACY MAY BE THOUGHT OF AS GOVERNMENT'S TOOL TO EXERCISE COERCION AS AN INSTRUMENT FOR PRODUCTIVE ACTION. AS INSTITUTIONAL FORMS DESIGNED TO EMPHASIZE DIFFERENT VALUES, BUREAUCRACY AND DEMOCRACY SIT IN AN UNEASY RELATIONSHIP WITH EACH OTHER.

Regime bureaucracy interactions

**Power Distribution
in Society**

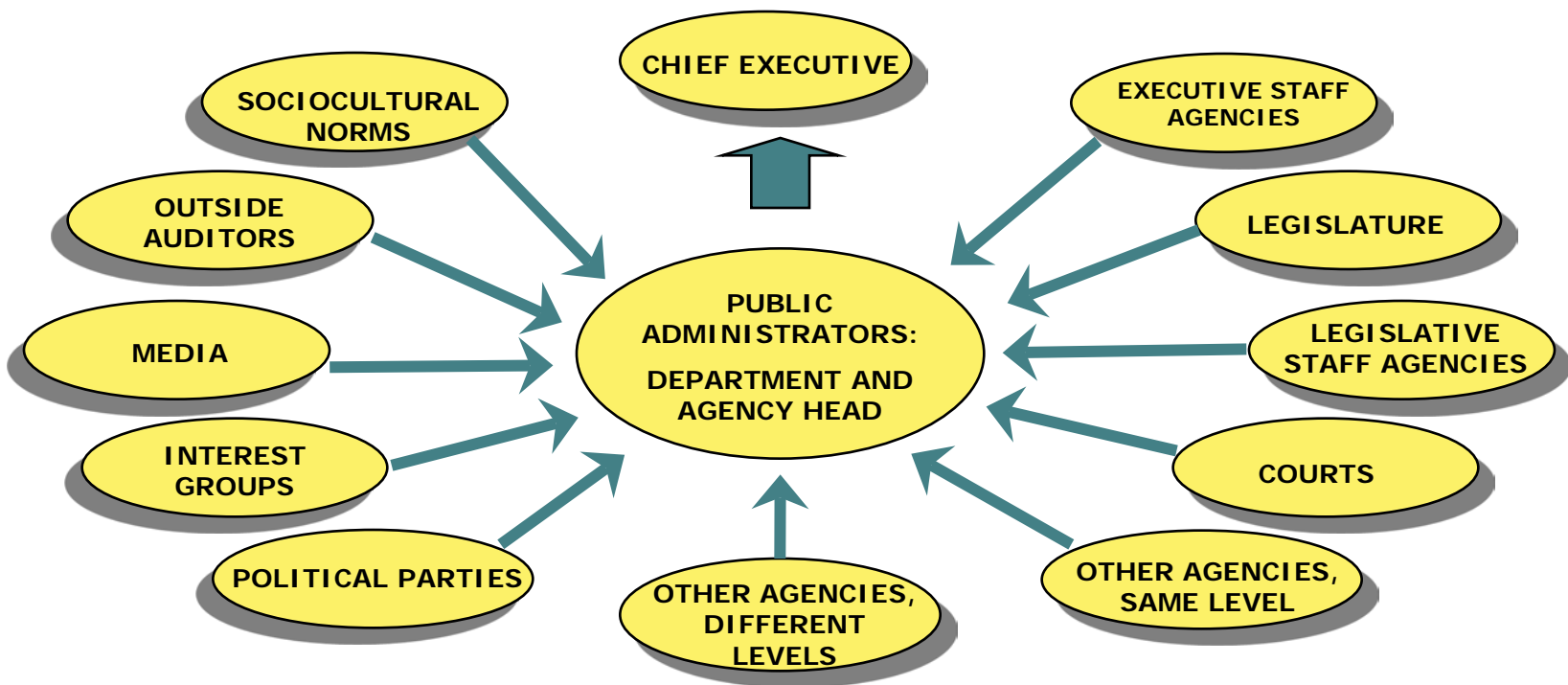
**Power Distribution
in Government**

	<i>Executive ascendant</i> 1	<i>Executive sublated</i> 2
Democracy	Democratic political regime controls bureaucracy	Bureaucracy dominates democratic political regime
Authoritarianism	3 Bureaucracy subordination to authoritarian political regime	4 Authoritarian political regime shares power with Bureaucracy

Sources: modified from Cariño, L.V. (1992) Bureaucracy for Democracy (Quezon City: University of Philippines Press).

(TURNER AND HULME, 1997)

PUBLIC ADMINISTRATION IN A DEMOCRACY



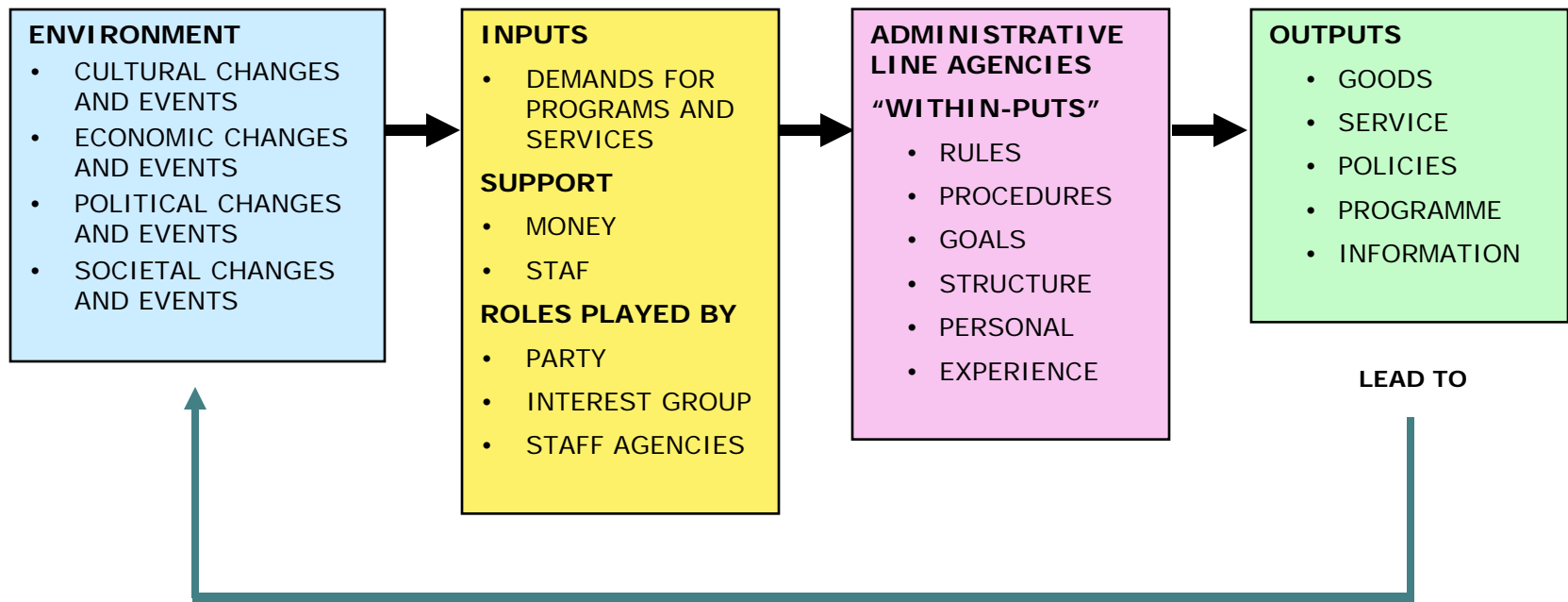
(ROSENBLOOM, KRAVCHUCK, 2005)

Democracy

Bureaucracy

Transactional cost

PUBLIC ADMINISTRATION IN A DEMOCRATIC POLITICAL SYSTEM: THE CONVERSION PROCESS



(ROSENBLOOM, KRAVCHUCK, 2005)

THE IDEOLOGY OF DEVELOPMENT

- ❑ MODERNIZING NATIONS MUST PAINT AN EXAGGERATED PICTURE OF THE GLORIOUS FUTURE IF MAN ARE TO BE INSPIRED TO SACRIFICE FOR GOALS THEY MAY NEVER ATTAIN. TO MAKE THE LEAP FROM A PREINDUSTRIAL PAST TO AN INDUSTRIAL PRESENT REQUIRES A UTOPIAN DREAM.
- ❑ IT IS FOR THIS THAT MAN WILL MAKE A SUPREME SACRIFICE, WILL POSTPONE OR INHIBIT THEIR EXPECTATIONS IN ORDER THAT THEIR CHILDREN MAY LIVE MORE COMFORTABLY AND WITH GREATER DIGNITY.

- ❑ MAN DOES NOT CONSTRUCT AN IDEOLOGY IN A VACUUM. IT IS NO ACCIDENT THAT UTOPIAN MODEL-BUILDERS HAVE RELIED UPON THE PAST—JUST AS MARX AND ENGELS LOOKED BACK UPON PRELITERATE SOCIETY AS AN INSPIRATION FOR THEIR IMAGE OF A CLASSLESS SOCIAL ORDER.
- ❑ AS NATIONS STRIVE TO BREAK THEIR TIES WITH THE PREINDUSTRIAL PAST THEIR MEMBERS COME TO GLORIFY VARIOUS ELEMENTS (EITHER FACTUAL OR FICTIONALIZED) OF AN EARLIER HERITAGE.

- ❑ EVEN UNDER CONDITIONS OF LESS THAN RAPID CHANGE, DEVELOPING SOCIETIES DELVE INTO THEIR PAST IN ORDER TO PROVIDE THE POPULACE WITH A SENSE OF WHO THEY ARE AND WHAT THEIR PAST ACCOMPLISHMENTS WERE.

- ❑ THE POSITIVE DIMENSION OF THE IDEOLOGY THAT DEFINES THE GOALS OF THE FUTURE TENDS TO BE AMORPHOUS: THE GOALS ARE NEVER SET FORTH IN DETAIL. THIS VAGUENESS HAS CERTAIN ADVANTAGES, FOR IT PERMITS THE LEADERSHIP TO ADAPT THE UTOPIAN IMAGE TO CHANGING CIRCUMSTANCES
- ❑ IN INDONESIA THE GOALS ARE IMBEDDED IN **PANCASILA** (THE FIVE GUIDING PRINCIPLES), AND THE DEVELOPMENT STRATEGY WAS NAMED THE TRILOGY OF DEVELOPMENT:
 1. STABILITY
 2. GROWTH
 3. EQUITY

- ❑ TO EFFECT MASSIVE CHANGES DEMANDS THAT THE VARIOUS ORGANIZATIONS REINFORCE ONE ANOTHER IN PUSHING FORWARD THE NEW DEVELOPMENT IDEOLOGY.
- ❑ THIS POSITIVE DIMENSION STANDS IN CONTRAST TO NEGATIVE ASPECTS OF THE IDEOLOGY NEGATIVE VALUES, WHICH ARE AN ESSENTIAL INGREDIENT OF ALL SOCIAL MOVEMENTS; ARE MORE CONCRETE AND SPECIFIC THAN POSITIVE ONES. THE REASON IS THAT MAN CAN MORE READILY DETERMINE WHAT HE IS AGAINST THEN WHAT HE IS FOR.

- ❑ IT IS EASIER FOR MEN TO AGREE UPON WHAT THEY DISLIKE THAN UPON WHAT THEY LIKE. CONSEQUENTLY, NATIONALISM IN DEVELOPING SOCIETIES THRIVES UPON THE NEGATION OF OUTSIDERS.
- ❑ IN THE PROCESS, THESE NEGATIVE VALUES HAVE ALSO DISTRACTED ATTENTION FROM THE DISCREPANCIES AND CONTRADICTIONS WITHIN THE SOCIAL ORDER.

THE UN MILLENNIUM DEVELOPMENT GOALS

MDGs: NEW INTERNATIONAL DEVELOPMENT IDEOLOGY

- ❑ “WE WILL SPARE NO EFFORTS TO FREE OUR FELLOW MEN, WOMAN AND CHILDREN FROM THE OBJECT AND DEHUMANIZING CONDITIONS OF EXTREME POVERTY, TO WHICH MORE THAN A BILLION OF THEM ARE CURRENTLY SUBJECTED. WE ARE COMMITTED TO MAKING THE RIGHT TO DEVELOPMENT A REALITY FOR EVERYONE AND TO FREEING THE ENTIRE HUMAN RACE FROM WANT.”

(MILLENIUM DECLARATION, 2000)

- ❑ THE *MILLENNIUM DEVELOPMENT GOALS* (MDG) WERE DERIVED FROM THE UNITED NATIONS MILLENNIUM DECLARATION, ADOPTED BY 189 NATIONS IN 2000. MOST OF THE GOALS AND TARGETS WERE SET TO BE ACHIEVED BY THE YEAR 2015 ON THE BASIS OF THE GLOBAL SITUATION DURING THE 1990s.

Millennium Development Goals

- GOAL 1:** Eradicate extreme poverty and hunger
- GOAL 2:** Achieve universal primary education
- GOAL 3:** Promote gender equality and empower women
- GOAL 4:** Reduce child mortality
- GOAL 5:** Improve maternal health
- GOAL 6:** Combat HIV/AIDS, malaria and other diseases
- GOAL 7:** Ensure environmental sustainability
- GOAL 8:** Develop a global partnership for development

PUBLIC ADMINISTRATION: CONCEPTS AND PRACTICE

Midterm Class Seminar
GSAPS Waseda University
February 2010

The class will discuss the issues raised in these books during the mid-term class seminar:

- 1) Mark Turner dan David Hulme, 1997, **Governance, Administration & Development: *Making the State Work***. Kumarian Press Inc, USA.
- 2) Dennis A. Rondinelli dan G. Shabbir Cheema, 2003, **Reinventing Government for the Twenty-First Century: *State Capacity in a Globalizing Society***. Kumarian Press Inc, USA.

Each student will be assigned to undertake a critical review on one chapter of either book.