

PUBLIC ADMINISTRATION: CONCEPTS AND PRACTICE

V. DEVELOPMENT AND ADMINISTRATION (I)



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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.

- ❑ THE COLONIZED OFTEN HAD TO WAGE A BRUTAL STRUGGLE TO GAIN THEIR FREEDOM AND INDEPENDENCE. THE BRITISH AND THE FRENCH REGIMES WERE CENTRAL PILLARS OF THE COLONIAL SYSTEM OF THE TWENTIETH CENTURY, BUT NOT THE ONLY ONES, THERE WERE OTHERS SUCH AS THE PORTUGUESE AND THE DUTCH IN CASE OF INDONESIA.
- ❑ 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.

- ❑ THERE IS NO CONSENSUS ABOUT THE MEANING OF DEVELOPMENT. IT IS A CONTESTED CONCEPT AND THERE HAVE BEEN A NUMBER OF DEBATES TO CAPTURE ITS MEANING.
- ❑ UNTIL THE END OF THE 1960s THE MODERNIZATION PERSPECTIVE ON DEVELOPMENT HELD SWAY. DEVELOPMENT WAS SEEN AS AN EVOLUTIONARY PROCESS IN WHICH COUNTRIES PROGRESSED THROUGH AN IDENTIFIED SERIES OF STAGES TO BECOME MODERN.
- ❑ THE FUTURE FOR THE DEVELOPING COUNTRIES WAS ALREADY IN EXISTENCE AND COULD BE SEEN IN THE FORM OF THE ADVANCED WESTERN SOCIETIES, MOST ESPECIALLY THE USA (FOR EXAMPLE, MOORE, 1963).

- ❑ THE BROAD DEVELOPMENTAL INITIATIVES OF THE 1950s AND 1960s THAT DOMINATED INTELLECTUAL DEBATES AND INFLUENCED APPLIED PUBLIC POLICIES WERE OFTEN REFERRED TO AS *NATION BUILDING* OR MERELY *MODERNIZATION* POLICIES.
- ❑ THE CONCEPTS OF MODERNIZATION AND NATION BUILDING HAVE BEEN EQUATED WITH THE APPLICATION OF RATIONAL CONTROL OVER PEOPLE'S PHYSICAL AND SOCIAL ENVIRONMENTS (PYE 1962; BLACK 1967; MYRDAL 1968). TO ACHIEVE SUCH CONTROL, THE EFFECTIVE EMPLOYMENT OF ADVANCED TECHNOLOGY AND SCIENCE WAS CONSIDERED ESSENTIAL.

❑ 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.

- ❑ THIS IDEOLOGY OF DEVELOPMENT WAS AT ONCE OPTIMISTIC AND ETHNOCENTRIC. IT WAS OPTIMISTIC IN ASSUMING THAT 'PROBLEMS' OF UNDER-DEVELOPMENT SUCH AS POVERTY, INADEQUATE SOCIAL SERVICES AND LOW LEVELS OF INDUSTRIAL PRODUCTION WERE AMENABLE TO STRAIGHT FORWARD SOLUTION BY THE APPLICATION OF RATIONAL MANAGEMENT TECHNIQUES.
- ❑ IT WAS ETHNOCENTRIC IN THAT MODERNITY WAS PERCEIVED AS BEING WESTERN AND THAT WESTERN TECHNOLOGY, INSTITUTIONS, MODES OF PRODUCTION AND VALUES WERE BOTH SUPERIOR AND DESIRABLE.
- ❑ THE APPROACH WAS ALSO HEAVILY ORIENTED TO ECONOMIC GROWTH AS THE DRIVING FORCE. CHANGES IN SOCIAL AND POLITICAL INSTITUTIONS WOULD SIMULTANEOUSLY CONTRIBUTE TO ECONOMIC GROWTH AND BE INEVITABLE COMPANIONS TO AND OUTCOMES OF SUCH GROWTH.

- ❑ RESULTS DID NOT MATCH EXPECTATIONS. BY THE LATE 1960s, THERE WAS INCREASED POVERTY, GROWING INDEBTEDNESS, POLITICAL REPRESSION, ECONOMIC STAGNATION AND A HOST OF OTHER ILLS.
- ❑ DEVELOPMENT NEEDED RETHINKING, AND IT CAME BOTH IN LIBERAL REFORMULATIONS AND IN MORE DRAMATIC FORM THROUGH VARIOUS NEO-MARXIST INTERPRETATIONS.

- ❑ THE LIBERAL REFORMULATIONS QUESTIONED THE MEANING ATTACHED TO DEVELOPMENT AND PROPOSED NEW DEFINITIONS WHICH LESSENERED THE ROLE OF ECONOMIC GROWTH.
- ❑ AUTHENTIC DEVELOPMENT WAS SEEN AS PROGRESS TOWARDS A COMPLEX OF WELFARE GOALS SUCH AS THE ELIMINATION OF POVERTY, THE PROVISION OF EMPLOYMENT, THE REDUCTION OF INEQUALITY AND THE GUARANTEE OF HUMAN RIGHTS.
- ❑ THE CHANGED DEFINITION HAD PRACTICAL IMPLICATIONS SUMMED UP IN TERMINOLOGIES SUCH AS 'REDISTRIBUTION WITH GROWTH', IN POLICIES SUCH AS 'THE BASIC NEEDS APPROACH' AND IN PLANNING PACKAGES SUCH AS 'INTEGRATED RURAL DEVELOPMENT'.

- ❑ ONE GROUP, CALLED THE DEPENDENCY SCHOOL, ARGUED THAT THE GLOBAL ECONOMIC STRUCTURE WAS AN EXPLOITATIVE SYSTEM WHICH GENERATED AND MAINTAINED 'THE DEVELOPMENT OF UNDERDEVELOPMENT' IN NATIONS OF THE PERIPHERY (FOR EXAMPLE, FRANK, 1971; SWEEZY, 1982; WALLERSTEIN, 1979; AMIN, 1976).
- ❑ DEVELOPMENT COULD ONLY OCCUR THROUGH RADICAL SOLUTIONS WHICH ALTERED RELATIONSHIPS IN THE WORLD ECONOMY. SUGGESTED ACTIONS INCLUDED DEVELOPMENT PROGRAMMES WHICH EMPHASIZED SELF-SUFFICIENCY, SUBSTANTIAL EVEN TOTAL DE-LINKING FROM THE WORLD ECONOMY AND SOCIALIST REVOLUTION.

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).

DEVELOPMENT THEORIES

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

(TODARO, 2000)

THE LINEAR-STAGES PUBLIC THEORY

1. ROSTOW'S STAGES OF GROWTH
 - 1) THE TRADITIONAL SOCIETY
 - 2) THE PRE-CONDITION FOR TAKE OFF INTO SELF-SUSTAINING GROWTH
 - 3) THE TAKE OFF
 - 4) THE DRIVE TO MATURITY
 - 5) THE AGE OF HIGH MASS CONSUMPTION

- ❑ DURING THE 1960s AND EARLY 1970s, AN INFLUENTIAL ECONOMIC PERSPECTIVE DEFINED DEVELOPMENT IN TERMS OF *LINEAR STAGES OF GROWTH* (W. W. ROSTOW AND OTHERS), THAT IS, SUCCESSIVE STAGES THROUGH WHICH ALL COUNTRIES MUST PASS.
- ❑ ACCORDING TO THIS THEORY, COUNTRIES NEEDED ONLY TO DISCOVER THE PROPER MIX OF SAVINGS AND INVESTMENT TO ENABLE THEM TO "TAKE OFF" TOWARD THEIR CHERISHED DEVELOPMENTAL GOALS.
- ❑ THIS MECHANICAL SORT OF "ECONOMIC ENGINEERING" WAS TO BE REALIZED THROUGH NATIONAL PLANNING AND CAPITAL INVESTMENT.

2. THE HARROD-DOMAR GROWTH MODEL

$$\Delta Y/Y = s/k$$

THREE KINDS OF GROWTH:

- 1) WARRANTED GROWTH (THE RATE OF OUTPUT AT WHICH FIRMS FEEL THEY HAVE THE RIGHT LEVEL OF CAPITAL AND DO NOT WISH TO EXPAND OR DECREASE INVESTMENT)
- 2) NATURAL RATE OF GROWTH (CORRESPONDING TO GROWTH IN THE LABOR FORCE)
- 3) ACTUAL GROWTH (RESULTING FROM A CHANGE IN AGGREGATE OUTPUT).

STRUCTURAL-CHANGE MODELS

- ❑ THE LEWIS THEORY OF DEVELOPMENT
LEWIS TWO SECTOR MODEL (TRADITIONAL AND MODERN)
- ❑ STRUCTURAL CHANGE AND PATTERNS OF DEVELOPMENT
AGRICULTURE – INDUSTRY – CONSTRUCTION & SERVICES

THE INTERNATIONAL-DEPENDENCE REVOLUTION

1. THE NEOCOLONIAL DEPENDENCE MODEL
UNDERDEVELOPMENT IS SEEN AS AN EXTERNALLY INDUCED PHENOMENON
2. THE FALSE-PARADIGM MODEL
UNDERDEVELOPMENT IS CAUSED BY FAULTY AND INAPPROPRIATE ADVICE FROM INTERNATIONAL "EXPERT"
3. THE DUALISTIC-DEVELOPMENT THESIS
THE EXISTENCE AND PERSISTENCE OF INCREASING DIVERGENCES BETWEEN RICH AND POOR NATIONS AND RICH AND POOR PEOPLES ON VARIOUS LEVEL

THE NEW GROWTH THEORY

ENDOGENOUS GROWTH

SEEK TO EXPLAIN THE FACTORS THAT DETERMINE THE SIZE OF μ (THE RATE OF GROWTH OF GDP), THAT IS LEFT UNEXPLAINED AND EXOGENOUSLY DETERMINED IN THE SOLOW NEOCLASSICAL GROWTH EQUATION

$$Y = Ae^{\mu t} K^{\alpha} L^{1-\alpha}$$



$$Y = Ae^{\mu t} K$$

THE NEOCLASSICAL COUNTERREVOLUTION

1. FREE MARKETS, PUBLIC CHOICE, & MARKET FRIENDLY APPROACHES

PRIVATIZATIONS, GOVERNMENTS CAN DO NOTHING RIGHT, "NONSELECTIVE" INTERVENTIONS

2. TRADITIONAL NEOCLASSICAL GROWTH THEORY

OUTPUT GROWTH RESULTS FROM ONE OR MORE OF THREE FACTORS: INCREASES IN LABOR QUANTITY AND QUALITY, INCREASES IN CAPITAL, AND IMPROVEMENTS IN TECHNOLOGY

$$Y = Ae^{\mu t} K^{\alpha} L^{1-\alpha}$$

- 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).

- ❑ THE GROWING ECONOMIC POWERS OF THE WORLD BANK AND THE INTERNATIONAL MONETARY FUND (IMF) ARE MAJOR FORCES BEHIND SUCH MACROECONOMIC POLICIES, SANCTIONED BY LARGE INDUSTRIAL SYSTEMS, MAINLY THE UNITED STATES AND BRITAIN.

A RENEWED MEANING OF DEVELOPMENT

- ❑ HOWEVER, 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.

- ❑ IN THE 1980s, *DEVELOPMENT* REPLACED *MODERNIZATION* AND *NATION BUILDING* IN THE LITERATURE. BUT EVEN WITHOUT A UNIVERSALLY UNDERSTOOD MEANING FOR THE TERM *DEVELOPMENT* (HEADY 2001), IN MOST CONTEXTS, DEVELOPMENT DID NOT REQUIRE DISCARDING THE OLD OR SEVERING RELATIONS WITH THE TRADITIONAL.

- ❑ 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)

□ FROM ANOTHER PERSPECTIVE MILTON ESMAN (1991) SPECIFIED FIVE IMPORTANT DIMENSIONS OF DEVELOPMENT:

- 1) ECONOMIC GROWTH
- 2) EQUITY
- 3) CAPACITY (CULTIVATION OF SKILLS, INSTITUTIONS, AND INCENTIVES)
- 4) AUTHENTICITY (DISTINCTIVE QUALITIES OF EACH SOCIETY AS EXPRESSED IN ITS INSTITUTIONS AND PRACTICES)
- 5) EMPOWERMENT (EXPANDED OPPORTUNITIES FOR INDIVIDUALS AND COLLECTIVITIES TO PARTICIPATE IN ECONOMIC AND POLITICAL TRANSACTIONS).

□ JREISAT (2002) IDENTIFIES RENEWED DEVELOPMENT NORMS, AS:

- 1) GENUINE NATIONAL DEVELOPMENT IS BASED NOT ON A PRIORI ECONOMIC ASSUMPTIONS BUT ON EMPIRICAL UNDERSTANDING OF LOCAL POLITICAL, ADMINISTRATIVE, AND ECONOMIC REALITIES.
- 2) NATIONAL DEVELOPMENT IS A COLLECTIVE EFFORT THAT INVOLVES THE FULL CAPACITIES OF PRIVATE AND PUBLIC INSTITUTIONS, IN PARTNERSHIP.
- 3) SUSTAINABLE DEVELOPMENT IS NOT TOTALLY DEPENDENT ON CAPITAL INFUSION FROM EXTERNAL SOURCES, NOR IS IT LIMITED TO AN EXPORT-ORIENTED ECONOMY. DEVELOPMENT IS MORE DEPENDENT ON SELF-RELIANCE AND ON EMPLOYING PROCESSES THAT ADDRESS COMMUNITY NEEDS AND DEMANDS AND EMPLOY RELEVANT TECHNOLOGIES IN CREATIVE WAYS TO CAUSE AN OVERALL IMPROVEMENT OF PRODUCTIVITY.

- 4) THE DEVELOPMENT PROCESS IS QUALITATIVELY ENHANCED WHEN PUBLIC DECISIONS ARE TRANSPARENT AND WHEN THE ACCOUNTABILITY OF PUBLIC OFFICIALS AND INSTITUTIONS IS AFFIRMED.
- 5) APPLICATION OF SCIENTIFIC AND TECHNOLOGICAL METHODS TO ACHIEVE GROWTH AND INCREASE PRODUCTION IS UNAVOIDABLE.
- 6) THE PROCESS OF DEVELOPMENT FACES THE CONTINUING CHALLENGE OF TRANSFORMING INSTITUTIONS AND CULTURES TO EMBODY EFFICIENCY, ORDERLINESS, AND RATIONAL DECISION MAKING.

(SEE JREISAT,2002)

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.

CONCLUSION

Defining development today

- ❑ An economic component dealing with the creation of wealth and improved conditions of material life, equitably distributed;
- ❑ A social ingredient measured as well-being in health, education, housing and employment;
- ❑ A political dimension including such values as human rights, political freedom, enfranchisement, and some form of democracy;
- ❑ A cultural dimension in recognition of the fact that cultures confer identity and self-worth to people;
- ❑ The full-life paradigm, which refers to meaning systems, symbols, and beliefs concerning the ultimate meaning of life and history; and
- ❑ A commitment to ecologically sound and sustainable development so that the present generation does not undermine the position of future generations.

Source: Modified from Goulet, D. (1992) 'Development: Creator and Destroyer of Values', *World Development*, vol. 20(3), pp. 467-75.

(TURNER AND HULME, 1997)

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.

- ❑ THE NATIONAL DEVELOPMENT OF AN EMERGING NATION INEVITABLY INCARNATES PARTICULAR NEEDS AND DEMANDS THAT REQUIRE SPECIFIC ADMINISTRATIVE ABILITIES.
- ❑ THIS TYPE OF ADMINISTRATION OR MANAGEMENT, ADAPTED FOR THE PARTICULAR NEEDS OF DEVELOPING COUNTRIES, HAS BEEN REFERRED TO INTERCHANGEABLY AS DEVELOPMENT ADMINISTRATION OR DEVELOPMENT MANAGEMENT.
- ❑ BROADLY, DEVELOPMENT ADMINISTRATION IS AN INTEGRAL PART OF SOCIETAL DEVELOPMENT AND IS PROFOUNDLY INFLUENCED BY THE OVERALL POLITICAL, ECONOMIC, AND CULTURAL ATTRIBUTES OF THE SOCIETY.
- ❑ DEVELOPMENT ADMINISTRATION IS DIFFERENT FROM ADMINISTRATIVE DEVELOPMENT, WHICH COULD BE ANY ADMINISTRATION IN ANY SETTING SEEKING REFORM, CHANGE, OR IMPROVEMENT OF ITS CAPACITY.

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?

- ❑ "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.

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

(RIGGS, 1977)

□ 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.

- THE FUNCTION OF DEVELOPMENT ADMINISTRATION IS TO ASSURE THAT AN APPROPRIATELY CONGENIAL ENVIRONMENT AND EFFECTIVE ADMINISTRATION SUPPORT ARE PROVIDED FOR DELIVERY OF CAPITAL, MATERIALS, AND SERVICES WHERE NEEDED IN THE PRODUCTIVE PROCESS –WHETHER IN PUBLIC, PRIVATE, OR MIXED ECONOMIES.

(GANT, 1979)

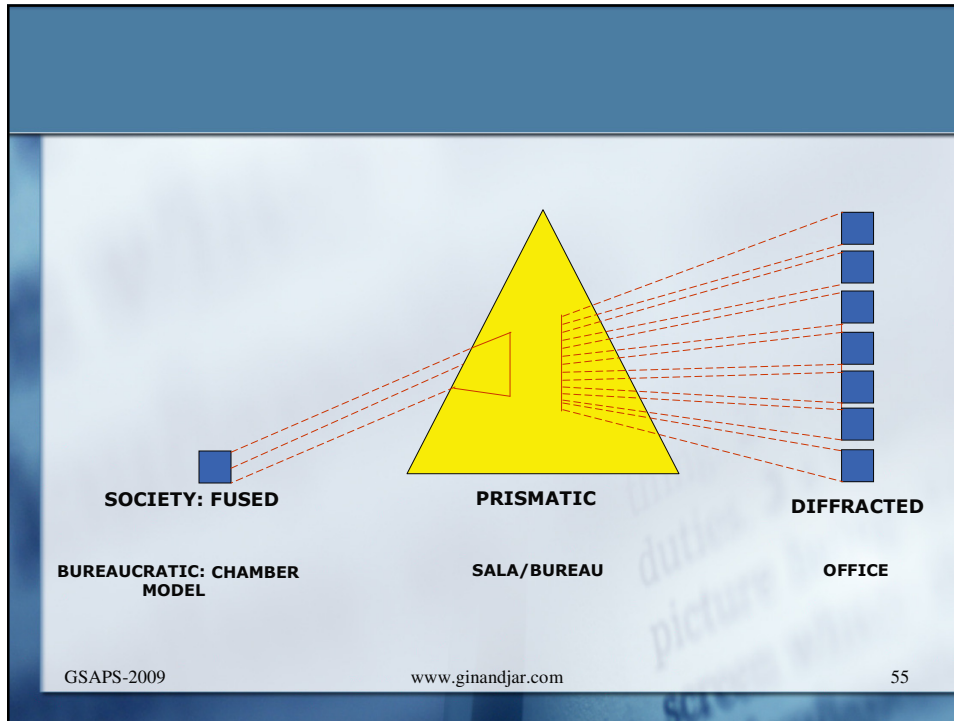
- SIX GROUPS OF NEEDED INPUTS:
 - 1) SKILLED MANPOWER,
 - 2) FINANCES,
 - 3) LOGISTICS (OR FACILITIES FOR THE PHYSICAL FLOW OF GOODS AND SERVICES),
 - 4) INFORMATION (FACILITIES FOR THE PHYSICAL TRANSMISSION OF DATA),
 - 5) PARTICIPATION (OF INDIVIDUALS AND GROUPS), AND
 - 6) LEGITIMATE POWER (TO ENFORCE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



- ❑ 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.
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- ❑ 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.

- ❑ IN ITS EARLY DAYS AT LEAST, IT REFLECTED THE OPTIMISM AND ETHNOCENTRICITY OF MODERNIZATION THEORY, THAT THERE WERE STRAIGHT FORWARD TECHNICAL SOLUTIONS FOR UNDERDEVELOPMENT AND THE WEST POSSESSED THEM.
- ❑ IT WAS ALSO PERCEIVED BY THE WESTERN GOVERNMENTS AND SOME OF ITS PRACTITIONERS AS AN INTEGRAL ELEMENT OF THE COLD WAR. DEVELOPMENT ADMINISTRATION WOULD WAGE AN UNARMED MANAGERIAL STRUGGLE AGAINST COMMUNISM IN THE UNDERDEVELOPED NATIONS BY ENGINEERING THE TRANSFORMATION TO CAPITALIST MODERNITY AND THE GOOD LIFE.
- ❑ DEVELOPMENT ADMINISTRATION WAS A WESTERN-LED MOVEMENT WITH FUNDS AND PERSONNEL FOR ITS STUDY AND PRACTICE COMING LARGELY FROM THE UNITED STATES SOURCES. SOME CHANNLED THROUGH MULTILATERAL ORGANIZATION SUCH AS IMF AND THE WORLD BANK.

- ❑ 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.

- ❑ THE CREATION AND USE OF THESE ABILITIES HAVE ALWAYS BEEN PRIMARY CHALLENGES OF DEVELOPMENT ADMINISTRATION. THE ABSENCE AND BREAKDOWN OF THESE ABILITIES HAVE OFTEN BEEN MAJOR FACTORS IN DEVELOPMENT ADMINISTRATION'S FAILURE TO MEET SATISFACTORY LEVELS OF PERFORMANCE.
- ❑ AS A RESULT, DEVELOPMENT ADMINISTRATION HAS NOT FARED WELL IN SOME CRITICAL AREAS, SUCH AS THE CONCEPTION OF AN INSPIRING, COMPATIBLE VISION AND MANAGING EFFECTIVELY TO ACHIEVE THIS VISION.

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

- ❑ 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.

- ❑ THE ATTACKS ON MODERNIZATION THEORY IN THE LATE 1960s AND 1970s WERE PARALLELED BY CHALLENGES TO DEVELOPMENT ADMINISTRATION.
- ❑ THE BLAME FOR POOR DEVELOPMENTAL PERFORMANCE WAS IN LARGE PART ATTRIBUTED TO A FAILURE OF DEVELOPMENT ADMINISTRATION, AND DEVELOPMENT EXPERTS AND INSTITUTIONS LOOKED FOR NEW SOLUTIONS.
- ❑ ACCORDING TO SIFFIN (1976) THERE WAS A SHIFT TOWARDS 'MORE COMPLEX AND MORE ECONOMICALLY ORIENTED PROBLEM PERSPECTIVES'. ALSO, PEOPLE BEGAN TO QUESTION THE ASSUMPTION THAT BIG GOVERNMENT WAS THE ROUTE TO DEVELOPMENT, A THEME WHICH GATHERED GREAT MOMENTUM AND POWER IN THE 1980s.

COMMON ATTRIBUTES OF ADMINISTRATIVE SYSTEMS OF DEVELOPING

| FRED RIGGS | FERREL HEADY | OTHERS |
|---------------|--------------------------------------|--|
| OVERLAP | IMITATIONS RATHER THAN IDIGENOUS | OVERSTAFFED PUBLIC ORGANIZATION |
| HETEROGENITY | DEFICIENCY OF SKILLS | UNDERPAID PUBLIC EMPLOYESS |
| FORMALISM | NONPRODUCTION-ORIENTED BUREAUCRACIES | LOW PRODUCTIVITY |
| DIFFUSSION | FORMALISM | LACK OF INNOVATIVE AND SKILLED PUBLIC MANAGERS |
| PARTICULARISM | AUTONOMY | EXCESSIVELY CENTRALIZED DECISION MAKING |
| ASCRPTION | | CORRUPTION THAT REGULARLY IMPEDES REFORM |
| | | ADMINISTRATIVE STRUCTURES THAT MIRROR THE POLITICAL CONTEX |

□ THOSE ATTRIBUTES DEFINED BY FRED RIGGS AS CHARACTERIZING TRANSITIONAL SYSTEMS SEEKING MODERNIZATION (1964):

- *OVERLAP AND HETEROGENEITY*. THE ADMINISTRATIVE SYSTEM IN A DEVELOPING COUNTRY GIVES AN ILLUSORY IMPRESSION OF AUTONOMY, WHEREAS IN FACT IT IS DEEPLY ENMESHED IN AND CROSS-INFLUENCED BY THE REMNANTS OF OLDER TRADITIONAL SOCIAL, ECONOMIC, RELIGIOUS, AND POLITICAL SYSTEMS. THUS, TO UNDERSTAND PUBLIC ADMINISTRATION IN A HETEROGENEOUS SOCIAL SYSTEM, ONE MUST ALSO STUDY "OVERLAPPING" INTERRELATIONSHIPS.
- *FORMALISM*. FORMS IN DEVELOPING COUNTRIES DO NOT ALWAYS REPRESENT REALITY. LAWS PASSED BY LEGISLATORS ARE NOT ENFORCED BY THE ADMINISTRATION, NECESSITATING MORE RULES, WHICH REMAIN AS FORMALISTIC AS THE PREVIOUS ONES.

- *DIFFUSION*. THIS IS AN ATTRIBUTE OF A LOW LEVEL OF DIFFERENTIATION (OR NO DIFFERENTIATION) OF ADMINISTRATIVE STRUCTURES AND FUNCTIONS: EVERYBODY IS DOING EVERYTHING. THE OPPOSITE OF DIFFUSION—AS USED BY RIGGS—IS DIFFRACTION, WHERE STRUCTURES OF THE SYSTEM ARE SPECIFIC AND PERFORM PARTICULAR FUNCTIONS. HERE, THE SYSTEM BECOMES DIFFERENTIATED, AND THE PROCESSES ARE UNIVERSAL AND ACHIEVEMENT-ORIENTED. THUS, DIFFUSION IS LOW DIFFERENTIATION—A CHARACTERISTIC OF UNDERDEVELOPMENT.
- *PARTICULARISM AND ASCRIPTION*. ADMINISTRATION IN DEVELOPING COUNTRIES TENDS TO, APPLY RULES VARIABLY ACCORDING TO FAMILY CONNECTIONS, WEALTH, AND INFLUENCE RATHER THAN UNIFORMLY ACCORDING TO A UNIVERSAL RULE.

□ A CLUSTER OF COMMON ADMINISTRATIVE PATTERNS TYPICAL OF ADMINISTRATION IN DEVELOPING COUNTRIES, ACCORDING TO HEADY (2001, 299-302):

- *IMITATION RATHER THAN DEVELOPMENT. OF INDIGENOUS PUBLIC ADMINISTRATION.* THIS REFERS TO THE CONSCIOUS EFFORT TO IMITATE SOME VERSION OF MODERN WESTERN BUREAUCRATIC ADMINISTRATION OR TO INTRODUCE IT INTO DEVELOPING COUNTRIES.
- *BUREAUCRACIES DEFICIENT IN SKILLED WORKERS NECESSARY FOR DEVELOPMENTAL PROGRAMS DESPITE HIGH LEVELS OF UNEMPLOYMENT.* BUREAUCRACIES IN DEVELOPING COUNTRIES FACE SHORTAGES OF TRAINED MANAGERS WITH TECHNICAL AND MANAGERIAL CAPABILITIES.
- *BUREAUCRACIES THAT ARE NOT PRODUCTION-ORIENTED.* MUCH OF THESE BUREAUCRACIES' ACTIVITIES ARE DIRECTED TOWARD THE REALIZATION OF GOALS OTHER THAN PROGRAM OBJECTIVES.

- *FORMALISM.* THERE ARE WIDESPREAD DISCREPANCIES BETWEEN FORM AND REALITY.
- *BUREAUCRACIES WITH GENEROUS AMOUNTS OF OPERATIONAL AUTONOMY.* THIS IS . THE RESULT OF SEVERAL FACTORS, INCLUDING A LACK OF TRANSPARENCY AND POOR INSTITUTIONAL CONTROL.

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.

- ❑ HOWEVER, BEING UP-TO-DATE IN GLOBAL MANAGEMENT TRENDS HAS BOTH ADVANTAGES AND PITFALLS. IT ALERTS PEOPLE TO THE BEWILDERING, EXCITING AND POTENTIALLY USEFUL RANGE OF OPTIONS AVAILABLE BUT IT ALSO OPENS UP DEVELOPING COUNTRIES TO EXPERIMENTS WITH TECHNIQUES AND PRACTICES WHICH ARE TOTALLY INAPPROPRIATE FOR THEIR PARTICULAR ENVIRONMENTS.
- ❑ THE STRONGEST VOICES ARE ALSO OFTEN THE RICHEST AND MOST POWERFUL WHICH MEANS THAT FLOWS OF IDEAS RUN THE RISK OF BEING OVERWHELMED BY **NORTH-SOUTH** FLOWS THUS LEADING TO THE LOSS OF SOME POTENTIALLY VALUABLE SOUTH-SOUTH FLOWS KNOWLEDGE AND EXPERIENCE.

- ❑ THE POST-MORTEM ON MODERNIZATION APPROACHES, THE SHOCK TREATMENT OF NEO-MARXIST THEORIZING, THE APPRECIATION OF INDIGENOUS SUCCESS STORIES AND THE NEO-CLASSICAL ASSAULT ON BIG GOVERNMENT HAD SERVED TO REVITALIZE RATHER THAN DESTROY DEVELOPMENT ADMINISTRATION.
- ❑ EVEN THE WORLD BANK RECOGNIZED THE IMPORTANCE OF ADMINISTRATION FOR DEVELOPMENT. ALTHOUGH NOT EVERYONE AGREED WITH THE BANK PRESCRIPTIONS (MURRAY, 1983).

ANOTHER APPROACH

- ❑ FORCEFULLY ADVOCATED BY DWIVEDI AND, NEF (1982) WAS THE SEARCH FOR ALTERNATIVE FORMS OF ORGANIZATIONAL APPROACH TO DEVELOPMENT. INSTEAD OF SIMPLY CRITICISING THE FAILURES, PEOPLE BEGAN TO LOOK AT THE SUCCESSES AND INNOVATIONS.
- ❑ RONDINELLI (1983) WAS KEEN TO IDENTIFY LESSONS FROM PAST EXPERIENCE THAT COULD ENHANCE DEVELOPMENT ADMINISTRATION IN THE FUTURE. HIS ANALYSIS INDICATED THAT THE MAIN REASON FOR POOR PAST PERFORMANCE IN THE PUBLIC SECTOR WAS THE FAILURE TO COPE WITH THE COMPLEXITY AND UNCERTAINTY OF ORGANIZATIONAL ENVIRONMENTS IN DEVELOPING COUNTRIES.

- ❑ 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)

- ISSUES SUCH AS PRIVATIZATION, THE EFFICACY OF THE MARKET, POPULAR PARTICIPATION AND THE ROLE OF NON-GOVERNMENTAL ORGANIZATIONS (NGOs) HAVE FORCED THEIR WAY ONTO THE DEVELOPMENT ADMINISTRATION AGENDA.
- BUREAUCRACY IS BUT ONE ASPECT, ALBEIT A MAJOR ONE, OF CONTEMPORARY DEVELOPMENT ADMINISTRATION. EVEN THE TERM *DEVELOPMENT ADMINISTRATION* IS UNFAVOURABLE IN SOME QUARTERS, PERHAPS BECAUSE OF ITS ASSOCIATION WITH BUREAUCRACY AND WITH AN EARLIER ERA OF FAILED PRESCRIPTIONS AND INTERVENTIONS, OR PERHAPS BECAUSE IT DOES NOT CONVEY THE INCREASED RANGE OF ISSUES UNDER CONSIDERATION.
- TERMS SUCH AS '*POLICY ANALYSIS*' AND '*MANAGEMENT*' ARE NOW OFTEN SUBSTITUTED FOR '*ADMINISTRATION*'.

- ❑ *'PUBLIC ACTION* IS A RECENT AND POPULAR CONCEPT WHICH TAKES A WIDER PERSPECTIVE THAN PUBLIC DELIVERY AND STATE INITIATIVE. IT ALSO INCORPORATES 'PARTICIPATION BY THE PUBLIC IN THE PROCESS OF SOCIAL CHANGE' (DREZE AND SEN, 1989).
- ❑ IT REPRESENTS A REDISCOVERY OF CIVIL SOCIETY AND THE ROLE THAT INSTITUTIONS IN THAT SPHERE CAN PLAY IN PROMOTING COLLECTIVE PRIVATE AND PUBLIC ENDS (MACKINTOSH, 1992).
- ❑ THE POPULAR NOTION OF '*GOVERNANCE*' ARISES FROM A QUITE DIFFERENT ANALYSIS BUT IN MANY RESPECTS FOLLOWS A SIMILAR LINE (WORLD BANK, 1992B; ADA, 1993). CONSIDERATION OF POWER AND POLITICS IS CENTRAL TO AN UNDERSTANDING OF THIS MODE OF ORGANIZING.
- ❑ ADMINISTRATION, MANAGEMENT AND POLICY-MAKING ARE HIGHLY POLITICAL ACTIVITIES WHICH INVOLVE CONFLICT, BARGAINING, COERCION AND COALITION-BUILDING AMONG GROUPS AND INDIVIDUALS BOTH INSIDE AND OUTSIDE THE FORMAL ORGANIZATION.

- ❑ 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 INCORPORATING 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.