

PUBLIC ADMINISTRATION: CONCEPTS AND PRACTICE

VI. DEVELOPMENT AND ADMINISTRATION (II)



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2009

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ADMINISTRATIVE DEVELOPMENT

- ❑ THE DECADES SINCE THE END OF WORLD WAR TWO HAVE WITNESSED AN UNRIVALLED DRIVE FOR ECONOMIC AND SOCIAL DEVELOPMENT BY THE MAJORITY OF THE WORLD'S NATIONS. THE LEADERS OF THESE COUNTRIES (OFTEN REFERRED TO AS THE THIRD WORLD) HAVE EXHORTED THEIR CITIZENS TO STRIVE FOR DEVELOPMENT AND HAVE FORMULATED POLICIES AND IMPLEMENTED PROGRAMMES TOWARDS THIS END.
- ❑ HOWEVER, THE ACHIEVEMENT OF DEVELOPMENT GOALS IN A SHORT TIME HAS PROVED ELUSIVE FOR ALL EXCEPT A SMALL NUMBER OF 'TIGERS' IN EAST ASIA. MANY PROCESSES AND FACTORS HAVE BEEN IDENTIFIED AS CONTRIBUTING TO THE DIFFERING LEVELS OF ACHIEVEMENT, AND PROMINENT AMONGST THESE HAS BEEN THE ARGUMENT THAT PUBLIC SECTOR ORGANIZATIONS HAVE OFTEN PERFORMED POORLY.

- ❑ THEY HAVE FAILED TO PROVIDE SOUND ADVICE ON POLICY, HAVE TAKEN ON INAPPROPRIATE ROLES AND HAVE BEEN BOTH INEFFICIENT AND CORRUPT. LESS COMMONLY HEARD BUT OF EQUAL SIGNIFICANCE IS THE ARGUMENT THAT COUNTRIES THAT HAVE EXPERIENCED RAPID SUSTAINED DEVELOPMENT –SOUTH KOREA, TAIWAN, SINGAPORE, THAILAND AND MALAYSIA—HAVE HAD EFFECTIVE PUBLIC SECTOR ORGANIZATIONS.
- ❑ IT SEEMS THAT ALL ARE AGREED ON THE PROPOSITION THAT THE NATURE AND PERFORMANCE OF PUBLIC SECTOR ORGANIZATIONS ARE CRITICAL ELEMENTS IN DETERMINING DEVELOPMENTAL SUCCESS.

- ❑ THERE IS AMPLE EVIDENCE OF DYSFUNCTIONAL BUREAUCRACIES AVIDLY DEVOURING SCARCE RESOURCES BUT FAILING TO PRODUCE ANTICIPATED OUTCOMES.
- ❑ IT IS NOT DIFFICULT TO FIND POLICIES THAT SERVE TO KEEP ILLEGITIMATE GOVERNMENTS IN OFFICE RATHER THAN ATTENDING TO THE BUSINESS OF STRENGTHENING THE ECONOMY AND IMPROVING WELFARE FOR THE POOR.
- ❑ THERE HAS BEEN CONSIDERABLE CRITICISM OF OFFICIAL AID AGENCIES THAT GIVE OR LEND MONEY FOR PROJECTS THAT BRING LIMITED GAINS TO TARGET POPULATIONS.

- ❑ THERE ARE INSTANCES WHERE IMPROVEMENTS HAVE PROVED UNSUSTAINABLE DUE TO LACK OF BUDGETARY FORESIGHT, EXCESSIVE RELIANCE ON THE SO-CALLED EXPERTS AND PREOCCUPATION WITH PRESTIGE RATHER THAN WITH SOLID BUT UNSPECTACULAR GAINS.
- ❑ MANY INITIATIVES HAVE FOUNDERED ON POOR MANAGEMENT, INAPPROPRIATE PLAN-NING AND AN UNWILLINGNESS TO INVOLVE THE BENEFICIARIES IN THE ORGANIZATION OF CHANGES THAT WILL AFFECT THEIR LIVES.

THE MAIN THEMES OF ADMINISTRATIVE DEVELOPMENT

- ❑ **FIRST**, THE ORGANIZATIONAL ASPECTS OF DEVELOPMENT CANNOT BE REDUCED TO A TECHNICAL FIX.
- ❑ THUS, ADMINISTRATIVE DEVELOPMENT AND INNOVATION ARE NOT SIMPLY A MATTER OF INSTALLING SOME PIECE OF MANAGERIAL TECHNOLOGY WHICH HAS PROVED EFFECTIVE ELSEWHERE.
- ❑ MANAGEMENT SYSTEMS, ADMINISTRATIVE TECHNIQUES AND ORGANIZATIONAL DESIGNS ARE NOT NEUTRAL VALUE-FREE PHENOMENA.

- ❑ **THE SECOND THEME** CONCERNS THE IMPORTANCE OF ORGANIZATIONAL ENVIRONMENTS, THAT ENVELOPE OF FACTORS AND FORCES IN WHICH ORGANIZATIONS OPERATE.
- ❑ ORGANIZATIONS ARE NOT CLOSED TECHNICAL SYSTEMS. THEY ARE NECESSARILY INVOLVED IN MULTIPLE RELATIONSHIPS WITH OTHER ORGANIZATIONS AND INDIVIDUALS. COMPLEX WEBS OF RELATIONSHIPS ARE THUS WOVEN AND HAVE PROFOUND EFFECTS ON THE OPERATION OF ORGANIZATIONS.
- ❑ NATIONAL CULTURE MAY BE A KEY DETERMINANT OF THE WAY IN WHICH ACTIVITIES ARE CONDUCTED AND MAY INFLUENCE OPERATIONAL NORMS AND PRACTICES AS MUCH AS THE PUBLIC SERVICE MANUAL OF PROCEDURES.

- ❑ AND THE INFLUENCE IS UNLIKELY TO BE ONE WAY. ORGANIZATIONS ARE NOT SIMPLY ACTED UPON BUT CAN ALSO INFLUENCE THEIR ENVIRONMENTS. THE WHOLE PURPOSE OF DEVELOPMENT, AND ORGANIZATIONS THAT ARE THERE TO PROMOTE IT, IS IN FACT TO ALTER ENVIRONMENTS IN WAYS THAT ARE BENEFICIAL TO TARGET POPULATIONS.
- ❑ **THE THIRD THEME** EMPHASIZES ONE ASPECT OF THE ADMINISTRATIVE ENVIRONMENT, THAT IS THE IMPORTANCE OF POLITICAL CONSIDERATIONS IN ADMINISTRATIVE ANALYSIS AND PRACTICE.
- ❑ ORGANIZATIONAL ACTION TAKES PLACE IN POLITICAL CONTEXTS. POWER AND AUTHORITY PERMEATE RELATION-SHIPS BETWEEN ORGANIZATIONAL MEMBERS AND BETWEEN THESE PERSONS AND THOSE IN THE EXTERNAL ENVIRONMENT.

- ❑ **THE FOURTH THEME** FLOWS FROM THE ORGANIZATIONAL ENVIRONMENTAL ISSUES. IT IS THAT ORGANIZATIONAL IMPROVEMENT IS NOT A PANACEA FOR DEVELOPMENT. DEVELOPMENT IS MULTI-FACETED AND SUCCESS OR FAILURE ARE BASED ON MORE THAN ORGANIZATIONAL DESIGN, ADMINISTRATIVE REFORM OR HUMAN RESOURCE MANAGEMENT.
- ❑ SUCH ITEMS HAVE A STRONG BEARING ON WHETHER DEVELOPMENTAL PROGRESS WILL OCCUR BUT THEY ARE NEVER THE SOLE DETERMINANTS, ADMINISTRATION WORKS ONLY IN CONJUNCTION WITH OTHER FACTORS OF CHANGE.
- ❑ FURTHERMORE, PUBLIC SECTOR ORGANIZATIONS CAN BE UTILIZED TO OPPRESS OR TO DEFEND THE PRIVILEGES OF CERTAIN CLASSES AND GROUPS IN SOCIETY. THEY ARE NOT INNATELY BENIGN BUT MUST BE DIRECTED TOWARDS THE ATTAINMENT OF DEVELOPMENTAL GOALS.

ADMINISTRATIVE REFORM

A USEFUL WORKING DEFINITION OF ADMINISTRATIVE REFORM IS THE *INDUCED, PERMANENT IMPROVEMENT IN ADMINISTRATION.*

(WALLIS, 1993)

- ❑ THE WORD 'INDUCED' INDICATES A FORM OF ADMINISTRATIVE CHANGE WHICH IS DELIBERATELY BROUGHT ABOUT, NOT ONE WHICH JUST HAPPENS BY ACCIDENT OR WITHOUT THE MAKING OF ANY CONSCIOUS EFFORT.
- ❑ THE WORD 'PERMANENT' CARRIES THE CONNOTATION THAT THE CHANGES INTRODUCED WILL BE LONG-TERM, NOT JUST TEMPORARY.
- ❑ SIMPLY PUT TO IMPROVE MEANS 'TO MAKE BETTER'.

- ❑ THERE ARE A RANGE OF OTHER DEFINITIONS FOR ADMINISTRATIVE REFORM-NOT SURPRISING SINCE SO MANY DIVERSE ACTIVITIES HAVE BEEN PROGRESSIVELY INCORPORATED UNDER THIS LABEL.
- ❑ SOME DEFINITIONS EMPHASIZE THE OUTCOMES OF ADMINISTRATIVE REFORM BY IDENTIFYING IT AS THE MEANS 'TO MAKE THE ADMINISTRATIVE SYSTEM A MORE EFFECTIVE INSTRUMENT FOR SOCIAL CHANGE, A BETTER INSTRUMENT TO BRING ABOUT POLITICAL EQUALITY, SOCIAL JUSTICE AND ECONOMIC GROWTH' (SAMONTÉ, 1970)
- ❑ OTHER WRITERS FOCUS ON PROCESS. KHAN (1981), FOR EXAMPLE, SEES REFORM IN TERMS OF CHANGING ESTABLISHED BUREAUCRATIC PRACTICES, BEHAVIOURS AND STRUCTURES.

- ❑ AUTHORS SUCH AS QUAH (1976) AND JREISAT (1988) INCORPORATE BOTH VIEWS BY LINKING THE PROCESSUAL CHANGES TO THE PRODUCTION OF A MORE EFFECTIVE AND EFFICIENT BUREAUCRACY.
- ❑ DESPITE THE DIFFERENCES THERE ARE SOME COMMON ELEMENTS IN THE VARIOUS DEFINITIONS. **FIRST**, ADMINISTRATIVE REFORM IS ABOUT DELIBERATE PLANNED CHANGE TO PUBLIC BUREAUCRACIES. **SECOND**, IT IS SYNONYMOUS WITH INNOVATION. **THIRD**, IMPROVEMENTS IN PUBLIC SERVICE EFFICIENCY AND EFFECTIVENESS ARE THE INTENDED OUTCOMES OF THE REFORM PROCESS. **FOURTH**, THE URGENCY OF REFORM IS JUSTIFIED BY THE NEED TO COPE WITH THE UNCERTAINTIES AND RAPID CHANGES TAKING PLACE IN THE ORGANIZATIONAL ENVIRONMENT (DE GUZMAN AND REFORMA, 1992),

- ❑ THE FOCUS IS ON THE NATIONAL ADMINISTRATIVE SYSTEM AS THE UNIT OF ANALYSIS AND IT TENDS TO CONCENTRATE ON **BUREAUCRACY** AS A NATIONAL INSTITUTION AS WELL AS THE BUREAUCRACY'S RELATIONS WITH THE ENVIRONMENT, PARTICULARLY THE POLITICAL AUTHORITY AND THE PEOPLE AS REPRESENTED AMONG OTHERS BY THE CIVIL SOCIETY.

- ❑ THE MEANING OF 'REFORM' IS QUITE DISTINCT FROM THE IDEA OF 'REVOLUTION', WHICH IMPLIES THE TOTAL OVERTHROW OF OLD STRUCTURES AND SYSTEM, AND THEIR REPLACEMENT BY NEW ONES.

THE DIFFICULTIES

- ❑ LACK OF AWARENESS OF HOW BAD THE ADMINISTRATION'S PERFORMANCES IS, OR HOW IMPROVEMENTS MIGHT BE UNDERTAKEN.
- ❑ THE CHANGE INVOLVED IN ADMINISTRATIVE REFORM MAY MEET CONSIDERABLE RESISTANCE. BUREAUCRACIES THEMSELVES TEND TO DISLIKE CHANGE, ESPECIALLY WHEN THEIR OWN INTEREST ARE AT STAKE.
- ❑ PROPOSALS FOR CHANGE MAY BE TOO VAGUE OR CONFUSED TO BE EASILY PUT INTO PRACTISE.

- ❑ THOSE WHO ARE RESPONSIBLE FOR IMPLEMENTATION MAY HAVE VERY LITTLE UNDERSTANDING OF WHAT IS SUPPOSED TO BE HAPPENING OR OF WHAT HAS BEEN PROPOSED
- ❑ WHAT MAY WORK IN ONE SITUATION MAY BE QUITE UNWORKABLE IN ANOTHER.

- ❑ COUNTRIES MAY FIND THAT THEY NEED MORE TECHNICIANS BUT DISCOVER THAT THE UNIVERSITIES CONTINUE TO PRODUCE MORE LAWYERS AND HUMANISTICALLY ORIENTED PERSONS WHO THEN TURN TO THE ONLY SORT OF EMPLOYMENT THEY KNOW ABOUT-GOVERNMENT JOBS IN THE TRADITIONAL MINISTRIES, CALLING CHIEFLY FOR CLERICAL SKILLS.

- ❑ THESE MORE TRADITIONALLY ORIENTED GROUPS WANT TO HOLD ON TO THEIR EXISTING POSITIONS AND RESIST EFFORTS BY THE MODERNIZING ELITE TO TRANSFORM THEM. THEY MAY EVEN TURN INTO AN ANTIMODERN ELITE USING, HOWEVER, MODERN METHODS, TO PUSH NONMODERN DEMANDS.

REFORM AGENDAS:

- INSTITUTIONAL BUILDING.
- INSTITUTIONAL EMPOWERMENT.
- SKILL AND PROFESSIONAL DEVELOPMENT --> CAPACITY BUILDING.
- DECENTRALIZATION.
- DEBUREAUCRATIZATION.
- PRIVATIZATION.

ADMINISTRATIVE REFORM STRATEGIES

RESTRUCTURING

- MANY OF THE STRATEGIES AND TECHNIQUES THAT COMPRISE ADMINISTRATIVE REFORM CAN BE CLASSIFIED AS RESTRUCTURING. ELIMINATING RED TAPE, DOWNSIZING, DECENTRALIZING AUTHORITY AND IMPROVING ORGANIZATIONAL RESPONSIVENESS TO CLIENTS ARE A FEW OF THESE RESTRUCTURING DEVICES. DRAWING FROM ORGANIZATION THEORY, THE RATIONALE OF RESTRUCTURING IS THAT THE STRUCTURE OF ORGANIZATIONS CAN BE DESIGNED TO IMPROVE ORGANIZATIONAL EFFECTIVENESS AND EFFICIENCY.

PARTICIPATION

- ❑ A PERVERSIVE FEATURE OF PUBLIC ADMINISTRATION IN THE THIRD WORLD IS ITS EMPHASIS ON MANAGEMENT OF THE PUBLIC. THE PUBLIC HAVE LITTLE INFLUENCE OVER THAT MANAGEMENT. BUREAUCRATIC CULTURES AND STRUCTURES EMPHASIZE CENTRALIZED TOP-DOWN DECISION MAKING, A RELATIVE AUTONOMY IN DETERMINING WHO GETS WHAT SERVICES AND AN ASSUMPTION OF TECHNOLOGICAL SUPERIORITY.
- ❑ INDIVIDUALS, GROUPS AND ORGANIZATIONS IN SOCIETY HAVE OFTEN HAD LITTLE OR NO INPUT INTO DECIDING WHAT SERVICES THEY RECEIVE AND LITTLE INFLUENCE OVER THEIR QUALITY. PARALLELLING THIS LONG-DIAGNOSED PROBLEM HAVE BEEN CONTINUOUS CALLS FOR PARTICIPATION BY THE PUBLIC IN SHAPING THE ACTIVITIES OF PUBLIC BUREAUCRACIES SO THAT THEY PROVIDE SERVICES THAT ARE BOTH REQUIRED AND DESIRED.

HUMAN RESOURCE ISSUES

- ❑ AN ORGANIZATION'S MOST VALUABLE RESOURCES ARE ITS STAFF. THEY PERFORM THE TASKS, COORDINATE THEM, ORGANIZE THE INPUTS AND PRODUCE THE OUTPUTS. WITHOUT THEM THERE WOULD BE NO ORGANIZATION. IT IS NOT SURPRISING, THEREFORE, THAT ATTENTION TO MATTERS OF HUMAN RESOURCE DEVELOPMENT (HRD) AND HUMAN RESOURCE MANAGEMENT (HRM) ARE OF GREAT CONCERN TO REFORMERS AIMING FOR GREATER EFFICIENCY AND EFFECTIVENESS IN STATE BUREAUCRACIES.

The World Bank's civil service reform programme

- Installing in civil services personnel information and management systems, more tightly linked to payrolls, and including clear and appropriate career development schemes;
- Staff audits to determine what personnel is on hand;
- Improved training systems;
- Revision, usually meaning simplification, of the legal framework governing the civil service; and
- Getting the right people into the administration, partly by stronger to attract and retain them, partly by changing objectives and procedures in an effort to make the work situation more challenging and rewarding.

Source: Nunberg, B and Ellis, J. (1990) 'Civil Service Reform and the World Bank', Policy Research and External Affairs Working Papers, No. 422, World Bank.

ACCOUNTABILITY

- ACCOUNTABILITY IS A COMPLEX CONCEPT. ITS ATTAINMENT IS A LEADING OBJECTIVE OF MOST PUBLIC SECTOR REFORMS AND INVOLVES MUCH MORE THAN SIMPLY TACKLING CORRUPTION. IT IS 'THE DRIVING FORCE THAT GENERATES THE PRESSURE FOR KEY ACTORS INVOLVED TO BE RESPONSIBLE FOR AND TO ENSURE GOOD PUBLIC SERVICE PERFORMANCE' (PAUL, 1991).

PUBLIC-PRIVATE MIXES

- COOPERATION OF PUBLIC AND PRIVATE ORGANIZATIONS IN THE FIELD OF SOCIAL WELFARE IS ANOTHER TECHNIQUE OF ADMINISTRATIVE REFORM.

- SUCH COLLABORATIVE INITIATIVES INVOLVING BOTH PUBLIC AND PRIVATE INSTITUTIONS, AND NON-GOVERNMENTAL ORGANIZATIONS, APPEAR TO PRESENT GOVERNMENTS WITH OPPORTUNITIES TO GIVE THEIR CITIZENS IMPROVED ACCESS TO SERVICES. ALSO, THE COMPETITION IN SUCH SERVICE PROVISION ARRANGEMENTS SHOULD WORK TO ENCOURAGE QUALITY INSTITUTIONS.

IN CONCLUSION

- ❑ THE PROGRAM OF ADMINISTRATIVE REFORM SHOULD BE AS BROAD AS POSSIBLE, SPREADING INTO AS MANY INTERSTICES OF THE SOCIAL ORDER AS IS POSSIBLE.
- ❑ ATTENTION SHOULD BE GIVEN TO STRENGTHENING INSTITUTIONS THAT MIGHT ULTIMATELY RESTRAIN BUREAUCRATIC EXCESS. THE QUALITY OF LEGISLATIVE OVERSIGHT AND JUDICIAL SCRUTINY OF BUREAUCRATIC BEHAVIOR ARE IMPORTANT ELEMENTS.
- ❑ THE ROLE OF PUBLIC SCRUTINY IS ALSO IMPORTANT, SUCH AS PLAYED BY THE MEDIA AND CIVIL SOCIETY.

- ❑ THE REFORMER'S TASK IS TO IDENTIFY CORRECTLY THE PROBLEMS AND SUPPLY ANSWERS WHICH ARE FEASIBLE BOTH TECHNICALLY AND POLITICALLY. THE REFORMS NEED TO ADDRESS THE FIT BETWEEN ORGANIZATIONS AND ENVIRONMENT.
- ❑ ORGANIZATIONAL ENVIRONMENTS IN THE DEVELOPING WORLD ARE UNCERTAIN AND TURBULENT. THIS MEANS THAT REFORM WILL BE PERMANENTLY ON THE AGENDA BUT VARYING IN INTENSITY ACCORDING TO THE DEGREE OF TURBULENCE, THE FUNDING AVAILABLE AND THE LEVEL OF FAITH IN THIS FORM OF ORGANIZATIONAL ENGINEERING.

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.

THE ARGUMENTS FOR POLITICAL DEVELOPMENT

- ❑ POLITICAL DEVELOPMENT IS THE PROCESS OF STIMULATING THE POLITICAL SYSTEM AND ACTIVATING ITS INSTITUTIONS TO ACQUIRE *INCREASED CAPACITY TO SATISFY OLD AND NEW TYPES OF GOALS AND DEMANDS*.
- ❑ THIS MEANS THE ABILITY TO CREATE ORGANIZATIONAL CONFIGURATIONS WITHIN THE ADMINISTRATIVE AND THE POLITICAL SYSTEMS TO HANDLE WHATEVER DEMANDS ARE PLACED ON THEM (HEADY 2001; DIAMANT 1966).
- ❑ THE ADVANTAGE OF VIEWING POLITICAL DEVELOPMENT IN TERMS OF *STATE CAPACITY FOR AUTONOMOUS ACTION* IS THAT IT FREES THE DISCUSSION FROM THE PERPETUAL COMPULSION TO TRANSFORM TRADITIONAL SYSTEMS INTO WESTERN-STYLE DEMOCRACIES.

- ❑ THE EXPERIENCES OF DEVELOPING COUNTRIES DURING THE PAST FIVE DECADES INDICATE THAT GOVERNANCE PROBLEMS TEND TO BE MORE RELENTLESS FOR A VARIETY OF REASONS, NOT THE LEAST OF WHICH IS THAT ADEPT LEADERSHIP IN THESE COUNTRIES HAS BEEN IN SHORT SUPPLY.
- ❑ WHATEVER VARIATION IS ADOPTED, HOWEVER, IT HAS TO PROVIDE MORE EFFECTIVE GOVERNANCE THROUGH IMPROVED PROCESSES, SUCH AS DEVISING NEW LINKAGES WITH THE PUBLIC, BUILDING VIABLE INSTITUTIONS, INCREASING THE TRANSPARENCY OF DECISION MAKING, OR UPGRADING THE METHODS FOR HOLDING PUBLIC OFFICIALS ACCOUNTABLE.
- ❑ THE CRITERION OF EVALUATION THEN BECOMES NOT HOW SIMILAR TO WESTERN PRACTICES GOVERNING IS BUT HOW EFFECTIVE IT IS IN ACHIEVING NATIONAL NEEDS AND OBJECTIVES.

- ❑ 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.

- ❑ NELSON CONCLUDED, "PARTICIPATION IS SIMPLY THE EFFORTS OF ORDINARY PEOPLE IN ANY TYPE OF POLITICAL SYSTEM TO INFLUENCE THE ACTIONS OF THEIR RULERS, AND SOMETIMES TO CHANGE THEIR RULERS" (1987).
- ❑ IN CONTRAST TO EARLY ECONOMIC DEVELOPMENT THAT ADVOCATED THE CREATION AND DISTRIBUTION OF WEALTH RATHER THAN ITS AGGREGATION, POLITICAL DEVELOPMENT OFTEN APPEARED MORE CONCERNED WITH THE AGGREGATION OF POWER TO ACHIEVE POLITICAL ORDER AND STABILITY, DEMOCRATIC OR OTHERWISE (HUNTINGTON 1987).

- ❑ A CURRENT, OPTIMISTIC VIEW IS COUNTING ON THE REEMERGENCE SINCE THE 1980s OF DEMOCRATIC INSTITUTIONS IN MOST COUNTRIES (BAAKLINI 2001).
- ❑ REALISTICALLY, THIS PERSPECTIVE ACKNOWLEDGES THE FACT THAT NEWLY ESTABLISHED DEMOCRACIES STILL FACE MANY FORMIDABLE CHALLENGES TO THEIR ABILITY TO PLACE THEIR ADMINISTRATIVE INSTITUTIONS UNDER APPROPRIATE AND EFFECTIVE DEMOCRATIC CONTROLS.

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.

- ❑ 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.
- ❑ MANY LEGISLATURES IN DEVELOPING COUNTRIES SIMPLY LACK COMPETENCE.

- ❑ **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.**

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.**

- ❑ *BUT WHAT ARE THE ESSENTIAL INGREDIENTS OF THE IDEOLOGY THAT FURTHERS DEVELOPMENT?*
- ❑ THIS IDEOLOGY MUST PROVIDE A UTOPIAN IMAGE OF A SOCIAL ORDER IN WHICH IT WILL BE POSSIBLE FOR MEN NOT ONLY TO LIVE MORE COMFORTABLY BUT TO ATTAIN GREATER DIGNITY AND PERSONAL WORTH. THIS DIGNITY HOWEVER, IS A COLLECTIVE, NOT AN INDIVIDUAL, MATTER.

- ❑ 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 LEADERS SEEK TO HAVE IT PREVAIL OVER THE ENTIRE SOCIETY, MOBILIZING RESOURCES, URGING THE PEOPLE ON TO NEW TASKS, TRYING TO BREAK THE OLD MOLDS, WHILE UTILIZING THE OFTEN STILL VIGOROUS TRADITIONAL CHANNELS *FOR ITS PURPOSES*.

- ❑ 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.

- ❑ IT FOLLOWS DIRECTLY THAT THE EXISTENCE OF, AND DEMANDS FOR DEVOTION TO, AN IDEOLOGY OF DEVELOPMENT ARE CENTRAL FEATURES OF A DEVELOPMENTAL MOVEMENT REGIME. THEREFORE, DEMANDS OF LOYALTY WILL BE MADE ON THE BUREAUCRACY IN THE NAME OF THE IDEOLOGY.
- ❑ BUT THERE IS ALSO A PARADOXICAL FEATURE. TO THE EXTENT THAT THIS IDEOLOGY IS DIFFUSE AND OFTEN NO MORE THAN A LOOSE COLLECTION OF PRESCRIPTIONS AND PROPOSALS DRAWN FROM A VARIETY OF, AND AT TIMES CONTRADICTORY, SOURCES, IT BECOMES DIFFICULT TO SPECIFY WHAT THE IDEOLOGY IS AND WHAT THE BUREAUCRACY IS EXPECTED TO DO IN ITS NAME.

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

GOAL 1 ERADICATE EXTREME POVERTY & HUNGER

- ❑ TARGET
HALVE, BETWEEN 1990 AND 2015, THE PROPORTION OF PEOPLE WHOSE INCOME IS LESS THAN \$1 A DAY
- ❑ TARGET
HALVE, BETWEEN 1990 AND 2015, THE PROPORTION OF PEOPLE WHO SUFFER FROM HUNGER

GOAL 2 ACHIEVE UNIVERSAL PRIMARY EDUCATION

□ TARGET

ENSURE THAT, BY 2015, CHILDREN EVERYWHERE, BOYS AND GIRLS ALIKE, WILL BE ABLE TO COMPLETE A FULL COURSE OF PRIMARY SCHOOLING

GOAL 3 PROMOTE GENDER EQUALITY AND EMPOWER WOMEN

□ TARGET

ELIMINATE GENDER DISPARITY IN PRIMARY AND SECONDARY EDUCATION, PREFERABLY BY 2005, AND IN ALL LEVELS OF EDUCATION NO LATER THAN 2015

GOAL 4 REDUCE CHILD MORTALITY

□ TARGET

REDUCE BY TWO THIRDS, BETWEEN 1990 AND 2015, THE UNDER-FIVE MORTALITY RATE

GOAL 5 IMPROVE MATERNAL HEALTH

□ TARGET

REDUCE BY THREE QUARTERS, BETWEEN 1990 AND 2015, THE MATERNAL MORTALITY RATIO

GOAL 6 COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES

- ❑ **TARGET**
HAVE HALTED BY 2015 AND BEGUN TO REVERSE THE SPREAD OF HIV/AIDS
- ❑ **TARGET**
HAVE HALTED BY 2015 AND BEGUN TO REVERSE THE INCIDENCE OF MALARIA AND OTHER MAJOR DISEASES

GOAL 7 ENSURE ENVIRONMENTAL SUSTAINABILITY

- ❑ **TARGET**
INTEGRATE THE PRINCIPLES OF SUSTAINABLE DEVELOPMENT INTO COUNTRY POLICIES AND PROGRAMMES AND REVERSE THE LOSS OF ENVIRONMENTAL RESOURCES
- ❑ **TARGET**
HALVE, BY 2015, THE PROPORTION OF PEOPLE WITHOUT SUSTAINABLE ACCESS TO SAFE DRINKING WATER AND BASIC SANITATION

GOAL 8 DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT

- ❑ TARGET
ADDRESS THE SPECIAL NEEDS OF THE LEAST DEVELOPED COUNTRIES, LANDLOCKED COUNTRIES AND SMALL ISLAND DEVELOPING STATES
- ❑ TARGET
DEVELOP FURTHER AN OPEN, RULE-BASED, PREDICTABLE, NON-DISCRIMINATORY TRADING AND FINANCIAL SYSTEM

- ❑ TARGET
DEAL COMPREHENSIVELY WITH DEVELOPING COUNTRIES' DEBT
- ❑ TARGET
IN COOPERATION WITH DEVELOPING COUNTRIES, DEVELOP AND IMPLEMENT STRATEGIES FOR DECENT AND PRODUCTIVE WORK FOR YOUTH
- ❑ TARGET
IN COOPERATION WITH PHARMACEUTICAL COMPANIES, PROVIDE ACCESS TO AFFORDABLE ESSENTIAL DRUGS IN DEVELOPING COUNTRIES
- ❑ TARGET
IN COOPERATION WITH PRIVATE SECTOR, MAKE AVAILABLE THE BENEFITS OF NEW TECHNOLOGIES, ESPECIALLY INFORMATION AND COMMUNICATIONS