

DEVELOPMENT ADMINISTRATION

VII. DEVELOPMENT AND ADMINISTRATION (III)



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DEVELOPMENT PLANNING

PLANNING IS AN ORGANIZED, CONSCIOUS AND CONTINUAL ATTEMPT TO SELECT THE BEST AVAILABLE ALTERNATIVES TO ACHIEVE SPECIFIC GOALS.

(ALBERT WATERSTON, 1965)

PLANNING IS THE APPLICATION OF SCIENTIFIC METHODS TO POLICY MAKING

(FALUDI, 1983)

PLANNING IS A PROCESS FOR DETERMINING APPROPRIATE FUTURE ACTION THROUGH A SEQUENCE OF CHOICES

(DAVIDOFF AND REINER, 1983)

ARGUMENTS AGAINST PLANNING

DEVELOPMENT PLANNING AND PUBLIC REGULATION, NO MORE APPROPRIATE, BECAUSE IT HINDERS CREATIVITY, PRIVATE INITIATIVE, BURDEN TO INOVATION, AND CREATE A HIGH COST ECONOMY



CLASSICAL LIBERAL

WHY PLANNING?

- ❑ REDUCING UNCERTAINTY
- ❑ INTEGRATING SOME RATIONAL METHODS AND TECHNOLOGIES INTO PROBLEM SOLVING PROCESS AND DECISION MAKING PROCESS

WHY PLANNING ?

- ❑ PROVIDING THE CHANCE AND BLUE PRINT TO CONTROL AND MONITOR THE PUBLIC EFFORTS FROM TIME TO TIME.
- ❑ INCREASING PARTICIPATION FROM THE PEOPLE ON DECISION MAKING, AT LEAST WIDENING THE HORIZON OF THE PUBLIC EXPONENTS.

OTHER REASONS

- ❑ MARKET FAILURE
- ❑ RESOURCE MOBILIZATION AND ALLOCATION
- ❑ ATTITUDINAL OR PSYCHOLOGICAL IMPACT
- ❑ FOREIGN AID ?

(TODARO, 2000)

THE ROLE OF PLANNERS

- ❑ WHAT IS OR SHOULD BE THE TOPIC OR FOCUS OF PLANNING?
- ❑ WHO DOES THE PLANNER WORK FOR?
- ❑ WHAT IS THE GOAL OF PLANNING?
(IS EQUITABLE DISTRIBUTION OF RESOURCES POSSIBLE?)
- ❑ HOW DO WE ACHIEVE OUR GOALS?
(IS RATIONAL DECISION MAKING POSSIBLE?)
- ❑ WHAT IS PRACTICAL EXPECTATIONS?

(LEW, 1996)

SOME PLANNING APPROACHES:

- 1) POLITICAL
- 2) TECHNOCRATIC
- 3) PARTICIPATIVE
- 4) TOP-DOWN
- 5) BOTTOM-UP

ELEMENTS OF PLANNING:

1. GOALS
2. PRIORITY AND TARGETS
3. TIME FRAME
4. CONSTRAINTS
5. CAPITAL AND RESOURCES, AND ITS ALLOCATIONS
6. IMPLEMENTATION POLICIES AND STRATEGIES
7. IMPLEMENTING AGENCIES AND HUMAN RESOURCES
8. MONITORING, EVALUATION AND CONTROL MECHANISM

PLANNING CRITERIA

1. COMPREHENSIVE AND INDICATIVE
2. CONTROL AND DIRECTING GOVERNMENT SPENDING IN ORDER TO STIMULATE THE PRIVATE INVESTMENT
3. STIMULATE MARKET MECHANISM
4. PEOPLE PARTICIPATION PROCESS
5. AFFIRMATIVE ACTION

TYPES OF PLANNING

1. RATIONAL PLANNING
 - SYNOPTIC PLANNING, COMPREHENSIVE PLANNING
 - BASIS FOR MOST PUBLIC PLANNING
2. INCREMENTAL PLANNING
3. ADVOCACY PLANNING
4. TRANSACTIVE PLANNING

RATIONAL PLANNING:

THE PROCESS:

1. IDENTIFY A PROBLEM
2. IDENTIFY A GOAL
3. COLLECT BACKGROUND DATA
4. IDENTIFY A MEANS OF ASSESSING ALTERNATIVE PLAN SCENARIOS
5. IDENTIFY ALTERNATIVE PLAN SCENARIOS CONSISTING OF POLICIES AND GUIDELINES TO ACHIEVE THE GOAL

6. ASSESS ALTERNATIVE PLAN SCENARIOS
7. SELECT THE PREFERRED ALTERNATIVE
8. IMPLEMENT THE PLAN
9. MONITOR, EVALUATE AND REVISE THE IMPLEMENTATION
10. IDENTIFY NEW PROBLEMS AND BEGIN THE PROCESS AGAIN

WEAKNESS IN ASSUMPTIONS

1. ASSUMES THAT PEOPLE BEHAVE RATIONALLY
 - THAT RATIONALITY IS A PART OF EVERYDAY LIFE
 - THAT PEOPLE AND EVENTS ARE PREDICTABILITY
2. ASSUMES UNLIMITED PROBLEM SOLVING CAPABILITIES AND PERFECT INFORMATION
 - COST OF INFORMATION COLLECTION IS AFFORDABLE
 - ABILITY TO IDENTIFY ALL ALTERNATIVES ('SYNOPTIC')

3. ASSUMES THAT ONLY FACTS EXIST

- NO VALUES (SUBJECTIVE BELIEF SYSTEMS)
- ALL VARIABLES EXIST WITHIN AN INTERCONNECTED AND CLOSED SYSTEM (NO UNFORESEEABLE VARIABLES)

4. ASSUMES A RATIONAL-DEDUCTIVE SEQUENCE OF EVENTS

- IF 'A' HAPPENS, THE 'B' WILL FOLLOW
- NO NEED FOR POLITICAL STRATEGIES
- NOT SUITED FOR CRISIS OR UNFORESEEN EVENTS

ALTHOUGH RATIONAL PLANNING IS OFTEN
CRITICIZED BUT IT STILL REMAINS THE MOST
COMMON APPROACH TO PLANNING

BECAUSE IT IS:
RATIONAL AND THEREFORE EASIER TO JUSTIFY

(LEW, 1996)

INCREMENTAL PLANNING

AN ALTERNATIVE THEORY THAT ACCEPTS MOST OBVIOUS SHORTCOMINGS OF RATIONAL PLANNING

DEVELOPED FROM THE PEACE CORPS IN THE 1960S

1. LIMITED TIME PERIODS/HORIZONS
2. POLITICAL DECISION MAKING
3. LIMITED AND IMPERFECT INFORMATION

4. LIMITED TIME AND MONEY FOR DATA COLLECTION
5. SOCIETAL VALUES ARE AS IMPORTANT AS FACTS
6. OPEN, RAPIDLY CHANGING SYSTEM; UNFORESEEABLE EVENTS
7. PLANNING IS DISJOINTED, INCREMENTAL AND SERIAL (SERIAL = ONE EVENT AFTER ANOTHER WITH NO GIANT STEPS)

ADVOCACY PLANNING

CAME OUT OF 1960S, CONSIDER AS AN
ADVERSARIAL APPROACH IN THE LEGAL PROFESSION

1. DEFENDING THE WEAK AGAINST THE STRONG
WEAK MEANS: THE POOR; DISENFRANCHISED;
ENVIRONMENTAL CAUSES
2. BLOCKING INSENSITIVE PLANNING
SUCH AS 'URBAN RENEWAL'

3. MAJOR TOOL: DEVELOPMENT OF 'PLURAL PLANS'
DIFFERENT PLANS FOR DIFFERENT SECTORS OF THE
COMMUNITY
4. CRITICIZED FOR BLOCKING EFFICIENT PLANNING
5. SOCIAL POLICY & ENVIRONMENTAL JUSTICE
BECAME IMPORTANT PLANNING ISSUES
6. SUSTAINABLE DEVELOPMENT
IS THE 'MAINSTREAMING' OF ADVOCACY ISSUES

TRANSACTIVE PLANNING

ALSO CALLED 'POST RATIONAL PLANNING'

A RESPONSE TO THE FAILURES OF ADVOCACY
PLANNING

BASED ON:

1. SOCIAL LEARNING THEORY
HOW DO SOCIETIES LEARN (AND CHANGE)
2. INTERPERSONAL INTERACTION
DIALOGUE AND MUTUAL LEARNING

KNOWLEDGE SHARED

PROCESS & PERSONAL KNOWLEDGE BECOME FUSED
THRU:

1. PERSONAL AND VERBAL INTERACTION
(DIALOGUE)
PUBLIC GOOD IS ACHIEVED
2. EFFORTS TO CREATE INTELLIGENT
INSTITUTIONS
INSTITUTIONS WHICH ARE SELF-LEARNING/
EDUCATING/ADAPTING

MUTUAL LEARNING PROCESS

PLANNER CONTRIBUTES "PROCESS" KNOWLEDGE

1. THEORY AND SCIENTIFIC METHODOLOGY
2. LARGER SOCIETAL PERSPECTIVE & CONCERNS

CLIENT CONTRIBUTES "PERSONAL" KNOWLEDGE

1. DIRECT PERSONAL EXPERIENCE
2. KNOWLEDGE OF LOCAL CONDITIONS AND NEEDS

BOTH ARE OF EQUAL VALUE AND IMPORTANCE

PLANNERS JOB:

1. FACILITATE SHARED UNDERSTANDING AMONG PEOPLE
 2. ENGAGE IN MUTUAL LEARNING WITH CLIENTS/PEOPLE
- BOTH REQUIRE 'DIALOGUE'

MAJOR CRITICISMS:

- VERY TIME CONSUMING AND DIFFICULT
- VERY PERSONAL & SUBJECTIVE

COMPARISON OF APPROACHES

Rational Planning

Audience
decision maker / power holder

View held by client
goal oriented / rational

View of self (planner)
rational analyst & technician

Methodology
science

Techniques
analytical

Data
objective & processed

Goal
one best solution

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Advocacy Planning Transactive Planning

a community group

goal oriented / rational

rational analyst

science & politics

analytical

objective & processed

solution perceived best
by client.
www.ginandjar.com

society / "the people"

experiential

catalyst / inventor & change
agent

dialogue & politics

process / synthesis

objective / processed &
subjective/personal

a working solution &
continuing process

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COMPARISON OF APPROACHES

View of change process
controlled / stability

View of future
comprehensive / time-driven

Worldview
elitist / structural efficiency

Problem environment
isolated (closed system)

Implementation
not planner's problem

Focus
the problem

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controlled / stability

partial / short term

benevolent / functional
efficiency

isolated (closed system)

not planner's problem

the problem & potential actors

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guided / responsive to change

evolutionary / long-term

participatory / structural &
functional efficiency

open system

part of solution process

the problem & potential actors

(LEW, 1996)

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MODELS FOR PLANNING

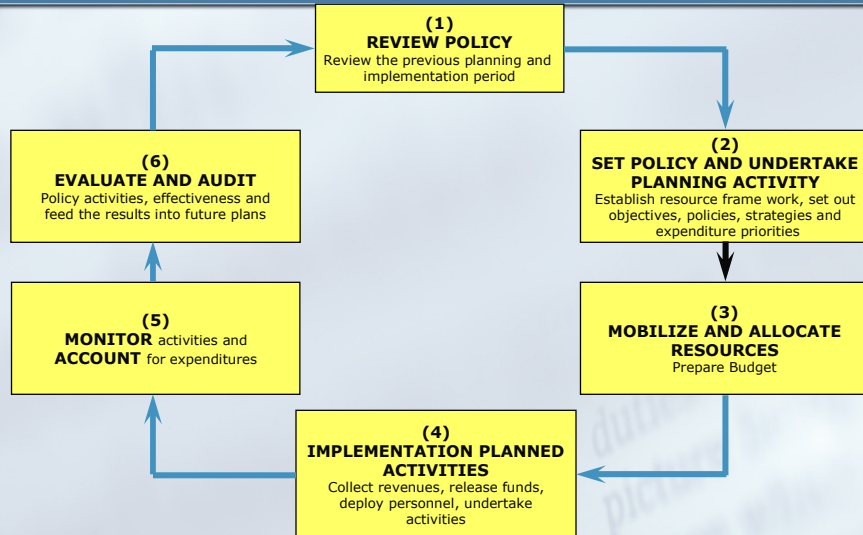
1. **AGGREGATE GROWTH MODELS:**
INVOLVING MACROECONOMIC ESTIMATES OF PLANNED OR REQUIRED CHANGES IN PRINCIPAL ECONOMIC VARIABLES
2. **MULTISECTOR INPUT-OUTPUT MODELS:**
WHICH ASCERTAIN THE PRODUCTION, RESOURCES, EMPLOYMENT, AND FOREIGN-EXCHANGE IMPLICATIONS OF A GIVEN SET OF FINAL DEMAND TARGETS WITHIN INTERINDUSTRY PRODUCT FLOWS
3. **DETAILED SELECTION OF SPECIFIC INVESTMENT WITHIN SECTOR:**
THROUGH THE TECHNIQUE OF PROJECT APPRAISAL AND SOCIAL COST-BENEFIT ANALYSIS

(TODARO, 2000)

SCOPE OF PLANNING

- AGGREGATE/NATIONAL
- REGIONAL
- SECTORAL
- PROJECT

ANNUAL PLANNING AND RESOURCE MANAGEMENT CYCLE



Source : World Bank, "Public Expenditure Management Handbook", 1998

GOOD PLAN

- * ECONOMICALLY EFFICIENT
- * POLITICALLY ACCEPTED
- * ADMINISTRATIVELY WORKABLE
- * IN ACCORDANCE WITH SOCIO-CULTURAL AND ETHICS

BUDGET AND BUDGETING

BUDGET IS AN ESTIMATION OF THE REVENUES AND EXPENSES OVER A SPECIFIED FUTURE PERIOD OF TIME

THE PURPOSE OF BUDGETING: CONTROL OVER PUBLIC MONEY AND ACCOUNTABILITY TO PUBLIC AUTHORITY

BUDGET'S ROLE

BUDGETS DIRECT EVERYTHING A GOVERNMENT DOES. THEIR PROCESSES ARBITRATE OVER THE ALLOCATION OF SCARCE RESOURCES AMONG THE COMPETING DEMANDS OF AGENCIES WHOSE BUSINESS IT IS TO SEE PUBLIC NEEDS FULFILLED

(XAVIER, 2001)

BUDGET IS A PLAN THAT SETS OUT:

1. THE OBJECTIVES AND STRATEGIES OF THE GOVERNMENT IN A BUDGET YEAR,
2. THE PROGRAMMES AND ACTIVITIES THAT WOULD BE CARRIED OUT TO EXECUTE THE STRATEGIES TO ACHIEVE THE OVERALL OBJECTIVES,
3. THE RESPECTIVE OBJECTIVES OF THESE PROGRAMMES AND ACTIVITIES THAT REFLECT THE DISAGGREGATION OF THE OVERALL OBJECTIVES OF GOVERNMENT

4. THE RESOURCES ALLOCATED ACROSS THESE PROGRAMMES AND ACTIVITIES,
5. THE REVENUES PROJECTED TO BE COLLECTED TO FINANCE THE EXPENDITURE IN CARRYING OUT THE PROGRAMMES AND ACTIVITIES,
6. PERFORMANCE TARGETS – IN TERM OF THE DELIVERY OF SERVICES IN THE RIGHT QUANTITY, QUALITY AND IN A TIMELY AND COST-EFFECTIVE FASHION – THAT WOULD NEED TO BE ACHIEVED TO MEETING THE SUB-OBJECTIVES AND, THEREBY, THE OVERALL OBJECTIVES OF THE GOVERNMENT

(XAVIER, 2001)

BUDGETING PRINCIPLES

- ❑ TRANSPARENCY AND ACCOUNTABILITY
- ❑ COMPREHENSIVENESS OF BUDGET
- ❑ PREDICTABILITY OF RESOURCES & POLICIES
- ❑ FLEXIBILITY
- ❑ CONTESTABILITY
- ❑ EXISTENCE AND SHARING OF INFORMATION

BUDGETING THEORIES

PPBS

PLANNING, PROGRAMMING, AND BUDGETING SYSTEMS

- ❑ DEVELOPED IN 1960s BY US DEPT OF DEFENSE
- ❑ BUDGETING BASED ON LONG-TERM PLANNING NEEDS

MBO

MANAGEMENT BY OBJECTIVE

- DETERMINING OBJECTIVES BASED ON OVERALL GOALS
- CLOSE COOPERATION BETWEEN A MANAGER AND HIS/HER SUBORDINATES

BUDGETING THEORIES

ZBB

ZERO BASED BUDGETING

- LARGER BUDGET BROKEN INTO SMALLER "DECISION PACKAGES"
- MANAGERS OF EACH DECISION PACKAGE JUSTIFIES ENTIRE BUDGET FROM SCRATCH EACH YEAR (ZERO-BASE)

BUDGETING FOR PERFORMANCE

LINKING:

- INPUTS,
- OUTPUTS, AND
- OUTCOMES

INPUT

CASH/ACCRUAL

OUTPUT

PERFORMANCE DATA/INDICATORS/STANDARDS
AUTHORITY
ACCOUNTABILITY

OUTCOME

CLEAR OBJECTIVES
INDICATORS
EVALUATION

CLASSIFICATION

FUNCTIONAL
PROGRAM
ORGANIZATIONAL

MULTI-YEAR

MTEF

MEDIUM TERM EXPENDITURE FRAMEWORK

- ❑ FISCAL TARGETS (WHAT IS AFFORDABLE)
- ❑ FORWARD ESTIMATES OF EXISTING POLICY
- ❑ INSTITUTIONAL MECHANISMS FOR MAKING THE TRADE-OFFS
- ❑ A FOCUS ON PERFORMANCE
- ❑ ENHANCED PREDICTABILITY

BUDGET CYCLE

- ❑ THE BUDGET CYCLE IS MADE UP OF THE MAJOR EVENTS OR STAGES IN MAKING DECISIONS ABOUT THE BUDGET, AND IMPLEMENTING AND ASSESSING THOSE DECISIONS.
- ❑ THE SPECIFIC CHARACTERISTICS OF THE BUDGET CYCLE DIFFER FROM COUNTRY TO COUNTRY. NONETHELESS, IN MOST COUNTRIES, THE BUDGET CYCLE IS LIKELY TO HAVE FOUR STAGES

STAGE 1

BUDGET FORMULATION

THE BUDGET PLAN IS PUT TOGETHER BY THE EXECUTIVE BRANCH OF GOVERNMENT

STAGE 2

BUDGET ENACTMENT

THE BUDGET PLAN MAY BE DEBATED, ALTERED, AND APPROVED BY THE LEGISLATIVE BRANCH OF GOVERNMENT

STAGE 3

BUDGET EXECUTION

THE POLICIES OF THE BUDGET ARE
CARRIED OUT BY THE GOVERNMENT

STAGE 4

BUDGET AUDITING AND ASSESSMENT

THE ACTUAL EXPENDITURES OF THE
BUDGET ARE ACCOUNTED FOR AND
ASSESSED FOR EFFECTIVENESS

FISCAL FUNCTIONS

1. ALLOCATION
2. DISTRIBUTION
3. STABILIZATION

ALLOCATION FUNCTION

THE PROVISION FOR SOCIAL GOODS, OR THE PROCESS BY WHICH TOTAL RESOURCE USE IS DIVIDED BETWEEN PRIVATE AND SOCIAL GOODS AND BY WHICH THE MIX OF SOCIAL GOODS IS CHOSEN

THIS PROVISION MAY BE TERMED THE ALLOCATION OF BUDGET POLICY

(MUSGRAVE AND MUSGRAVE, 1989)

DISTRIBUTION FUNCTION

ADJUSTMENT OF THE DISTRIBUTION OF INCOME AND WEALTH TO ENSURE CONFORMANCE WITH WHAT SOCIETY CONSIDERS A "FAIR" OR "JUST" STATE OF DISTRIBUTION.

(MUSGRAVE AND MUSGRAVE, 1989)

STABILIZATION FUNCTION

THE USE OF BUDGET POLICY AS A MEANS OF MAINTAINING HIGH EMPLOYMENT, A REASONABLE DEGREE OF PRICE LEVEL STABILITY, AND AN APPROPRIATE RATE OF ECONOMIC GROWTH, WITH ALLOWANCES FOR EFFECTS ON TRADE AND ON THE BALANCE OF PAYMENTS.

(MUSGRAVE AND MUSGRAVE, 1989)

INSTRUMENTS OF STABILIZATION FUNCTION

1. MONETARY INSTRUMENTS
 - CONTROL OVER MONEY
 - INTEREST RATE
 - CREDIT CONDITIONS
2. FISCAL INSTRUMENTS
 - GOVERNMENT SPENDING
 - THE AMOUNT AND TYPE OF TAXES

FISCAL-MONETARY MIX POLICY

TO INFLUENCE MACROECONOMIC ACTIVITY

1. TIGHT-MONETARY AND LOOSE-FISCAL POLICY WILL TEND TO ENCOURAGE CONSUMPTION AND RETARD INVESTMENT
2. EASY-MONETARY AND TIGHT-FISCAL POLICY WILL TEND TO DISCOURAGE CONSUMPTION AND ACCELERATE INVESTMENT

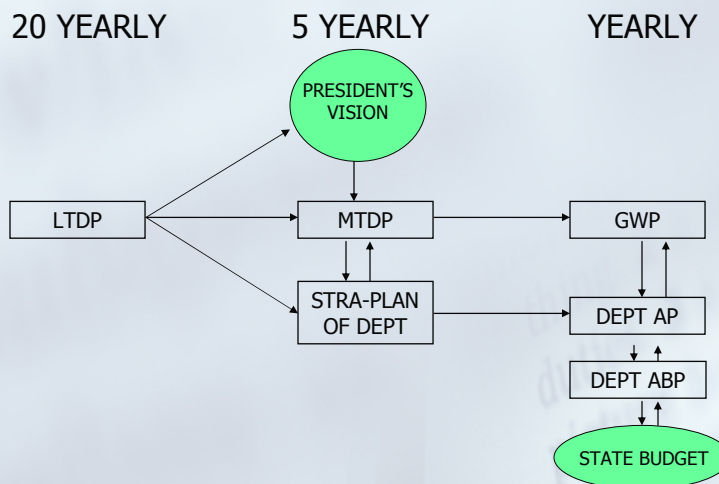
OBSTACLE TO BUDGET DECISION MAKING

1. LACK OF GOAL CLARITY
2. CONFUSION OF THE PUBLIC INTEREST WITH THAT OF A CUSTOMER, CLIENTELE GROUP, OR CONSTITUENCY
3. RIGID CONSERVATISM (IN THE SENSE OF STRICT ADHERENCE TO RULES, PROCEDURES, AND PAST PRACTICES)

4. THE TENDENCY TO OVERSIMPLIFY REALITY
5. "OVERQUANTIFICATION" AND TENDENCY TO DEEMPHASIZE OR IGNORE QUALITATIVE FACTORS
6. RELUCTANCE TO ENGAGE IN POLICY AND PROGRAM EVALUATION

(ROSENBLOOM AND KRAVCHUCK, 2005)

INDONESIA NATIONAL BUDGET SCHEME (SINCE 2005)

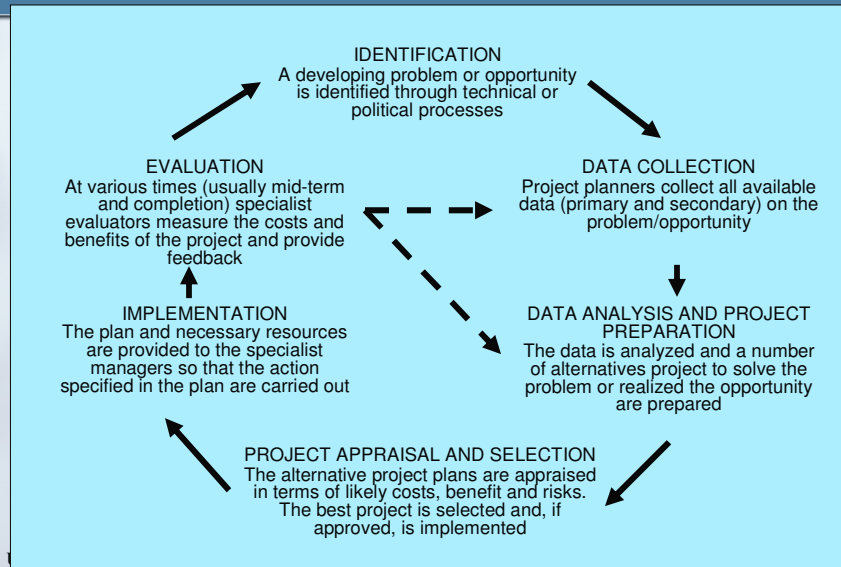


PROJECT PLANNING

- ❑ 'DURING THE 1960s AND 1970s PROJECTS BECAME THE PRIMARY MEANS THROUGH WHICH GOVERNMENTS OF DEVELOPING COUNTRIES TRANSLATED THEIR PLANS AND POLICIES INTO PROGRAMMES OF ACTION' (RONDINELLI, 1993).
- ❑ PROJECTS WERE SEEN AS THE 'CUTTING EDGE OF DEVELOPMENT' (GITTINGER, 1982), WHERE RESOURCES WERE CONVERTED INTO IMPROVED LIVELIHOODS AND ECONOMIC GROWTH.

- ❑ AT THE HEART OF SUCH METHODOLOGIES IS THE PROJECT CYCLE. THIS CONCEPTUALIZES PROJECTS AS LOGICAL SEQUENCE OF ACTIVITIES IN PURSUIT OF KNOWN OBJECTIVES.

THE CONVENTIONAL PROJECT CYCLE



- ❑ UNFORTUNATELY, THE RIGOUR THAT SUCH TECHNIQUES BRING TO PROJECT ANALYSIS HAS NOT ALWAYS REVEALED ITSELF IN TERMS OF PROJECT RESULTS. THE WORLD BANK (1988) HAS FOUND THAT SOME 51 PER CENT OF ITS RURAL DEVELOPMENT AREA PROJECTS, OVER THE PERIOD 1965 TO 1985, FAILED TO ACHIEVE THE BANK'S MINIMUM ACCEPTABLE RATE OF RETURN OF 10 PER CENT.

THE PROBLEMS

- JOHNSTON AND CLARK (1982) MAKE A POWERFUL CASE THAT THE CHALLENGES OF DEVELOPMENT, PARTICULARLY IN RURAL AREAS, ARE NOT 'WELL STRUCTURED' PROBLEMS, AS PROJECT PLANNING METHODOLOGIES ASSUME, BUT ARE ILL STRUCTURED' OR SIMPLY 'A MESS'.

Poor Data

- PROJECT PLANNING METHODOLOGIES DEMAND LARGE AMOUNTS OF RELIABLE DATA. IN MOST DEVELOPING COUNTRIES SUCH DATA IS NOT AVAILABLE AND SO PLANNERS HAVE TO MAKE ASSUMPTIONS.
- THERE IS A WIDESPREAD TENDENCY FOR SUCH ASSUMPTIONS, ABOUT YIELDS, COSTS, THE RATES AT WHICH PEOPLE WILL CHANGE THEIR BEHAVIOUR, TO BE OVER-OPTIMISTIC (PORTER ET AL., 1991).
- COMMONLY PROJECT PLANNERS HAVE COMPOUNDED THE PROBLEMS OF DATA NON-AVAILABILITY BY IGNORING THE INDIGENOUS KNOWLEDGE OF INTENDED BENEFICIARIES (CHAMBERS, 1983).

Uncertainty

- A CENTRAL FEATURE OF PROJECT ENVIRONMENTS IN DEVELOPING COUNTRIES IS UNCERTAINTY AND INSTABILITY. HOWEVER, CONVENTIONAL METHODOLOGIES MAKE LITTLE ALLOWANCE FOR THE IMPACT THAT A SUDDEN CHANGE IN PHYSICAL FACTORS (FOR EXAMPLE RAINFALL), ECONOMIC FACTORS (FOR EXAMPLE PRICES) OR SOCIAL FACTORS (FOR EXAMPLE THE LEVEL OF PUBLIC AWARENES) WILL HAVE ON A PROJECT'S EFFECTIVENESS.

Separation of planning from management

- PROJECT PLANNING METHODOLOGIES HAVE DISTINGUISHED THE PLANNERS OF PROJECTS FROM THE MANAGERS. THE FORMER HAVE BEEN SEEN AS HIGH-POWERED ANALYSTS, TECHNOCRATS WHOSE 'TOOLS BECAME THEIR POWER' (RONDINELLI, 1993). THE LATTER HAVE BEEN CLASSIFIED AS MERE IMPLEMENTORS WHO ONLY NEED TO FOLLOW THE PLAN.
- MORE IMPORTANTLY IT HAS LED TO AN UNDERESTIMATION OF THE CONTRIBUTION OF GOOD MANAGEMENT TO PROJECT PERFORMANCE AND OF THE COMPLEXITY OF CREATING MANAGEMENT CAPACITY.

Lack of beneficiary participation

- THE FAILURE OF CONVENTIONAL PROJECT PLANNING APPROACHES TO INVOLVE BENEFICIARIES IN PROJECT IDENTIFICATION, DATA GATHERING, DESIGN AND SELECTION HAS FOSTERED BENEFICIARY DEPENDENCY, DISCOURAGED FEELINGS OF LOCAL OWNERSHIP OF PROJECT ACTIVITIES AND SOMETIMES ALIENATED THE INTENDED BENEFICIARIES OF PROJECTS.

Projects and politics

- CONVENTIONAL PROJECT PLANNING METHODOLOGIES ARE BASED ON NORMATIVE ANALYTICAL FRAMEWORKS THAT IGNORE POLITICAL FACTORS (HULME, 1994A).
- THIS IS A CONSIDERABLE WEAKNESS GIVEN THE LARGE BODY OF EMPIRICAL EVIDENCE WHICH INDICATES THAT PROJECT IDENTIFICATION, PLANNING, SELECTION AND IMPLEMENTATION ARE HIGHLY POLITICAL PROCESSES IN WHICH AID AGENCIES, POLITICAL PARTIES, LOCAL ELITES, POLITICIANS, BUREAUCRATS AND OTHERS SEEK TO ACHIEVE OUTCOMES THAT MEET THEIR INDIVIDUAL, GROUP, ORGANIZATIONAL OR CLASS INTERESTS (*IBID*).

ALTERNATIVE APPROACHES TO PROJECT PLANNING

- ❑ THE SEARCH IS ON FOR APPROACHES THAT MAKE PROJECTS MORE EFFECTIVE, AND TWO FUNDAMENTALLY DIFFERENT RESPONSES CAN BE DISTINGUISHED.
- ❑ THE **FIRST** HAS BEEN TO REFINE EXISTING METHODOLOGIES SO THAT AS GAPS ARE REVEALED THEY ARE PLUGGED BY ADDITIONAL METHODS AND DISCIPLINES. THIS HAS BEEN THE APPROACH OF MOST INTERNATIONAL FINANCIAL AGENCIES AND DONORS.

- ❑ THE **SECOND** RESPONSE HAS BEEN MORE RADICAL AND PROPOSES THE REPLACEMENT OF THE CONVENTIONAL APPROACH TO PROJECT PLANNING.
- ❑ TWO DIFFERENT CONCEPTUAL BASES UNDERLIE SUCH PROPOSALS. ONE (ADAPTIVE ADMINISTRATION) HIGHLIGHTS THE ROLE OF PROJECT MANAGEMENT AND IMPLEMENTATION *VIS-A-VIS* PROJECT PLANNING (RONDINELLI, 1993).
- ❑ THE OTHER IS AN EMPOWERMENT CONCEPT SUCH AS THE *PARTICIPATORY RURAL APPRAISAL (PRA)*, WHICH EMPHASIZES THE ROLE OF COMMUNITY PARTICIPATION AT ALL STAGES OF THE PROJECT CYCLE (CHAMBERS, 1993 AND 1994; MASCHARENHAS, 1991).

ADAPTIVE ADMINISTRATION

- ❑ RONDINELLI (1993) HAS MADE AN IMPASSIONED PLEA FOR DEVELOPMENT PROJECTS TO BE CONCEPTUALIZED AS 'POLICY EXPERIMENTS' REQUIRING 'ADAPTIVE ADMINISTRATION'. HE ARGUES THAT AN EXPERIMENTAL APPROACH WHICH PLACES ELEMENTS OF PLANNING, IMPLEMENTATION AND MONITORING IN THE HANDS OF PROJECT MANAGERS, IS ESSENTIAL.
- ❑ THIS IS BECAUSE OF THE ENVIRONMENTS IN WHICH DEVELOPMENT PROJECTS OPERATE (LIMITED INFORMATION, HIGH RISK, UNCERTAINTY AND POLITICAL MANIPULATION) AND THE CAPACITIES THAT ARE REQUIRED TO BECOME EFFECTIVE IN SUCH ENVIRONMENTS (LEARNING, EXPERIMENTATION, CREATIVITY, ORGANIZATIONAL FLEXIBILITY AND ACCESS TO LOCAL KNOWLEDGE).

- ❑ SUCCESSFUL PILOT PROJECTS CAN FORM THE BASIS FOR 'DEMONSTRATION PROJECTS. . . TO SHOW THAT NEW TECHNOLOGIES, METHODS, OR PROGRAMMES ARE BETTER THAN TRADITIONAL ONES BECAUSE THEY INCREASE PRODUCTIVITY, LOWER PRODUCTION COSTS, RAISE INCOME OR DELIVER SOCIAL SERVICES MORE EFFICIENTLY' (*IBID.*, P. 139).
- ❑ SIMPLE BLUEPRINTS ARE INAPPROPRIATE AS THERE MUST BE CAREFUL CONSIDERATION OF HOW TO DEVELOP ADMINISTRATIVE CAPACITY FOR SERVICE DELIVERY, WHICH INSTITUTIONS SHOULD BE INVOLVED (BUREAUCRATIC OR PRIVATE SECTOR), AND HOW TO ENSURE FINANCIAL SUSTAINABILITY.

EMPOWERMENT

- ❑ FOR THE OTHER RADICAL CRITICS OF CONVENTIONAL APPROACHES TO PROJECT PLANNING, THE KEY THEMES OF ADAPTIVE ADMINISTRATION –EXPERIMENTATION, FLEXIBILITY, LEARNING AND CREATIVITY –ARE CRUCIAL, BUT THERE REMAINS TOO GREAT AN EMPHASIS ON THE ROLE OF EXTERNAL EXPERTS, BUREAUCRATS AND AID AGENCIES.
- ❑ INSTEAD, WHAT IS REQUIRED IS AN APPROACH THAT PERMITS MUCH GREATER BENEFICIARY INVOLVEMENT IN PROJECT IDENTIFICATION, SELECTION, DESIGN, IMPLEMENTATION AND EVALUATION.

- ❑ THIS ENSURES THAT LOCAL KNOWLEDGE IS UTILIZED, ACTIVITIES ARE CONSISTENT WITH LOCAL RESOURCE ENDOWMENTS (HUMAN, ORGANIZATIONAL, MATERIAL AND FINANCIAL) AND THAT THE PROJECT PROCESS CONTRIBUTES TO THE '**EMPOWERMENT**' OF DISADVANTAGED GROUPS.
- ❑ SUCH APPROACHES HAVE BEEN SPEARHEADED BY THE WORK OF A LARGE NUMBER OF LOCAL, NATIONAL AND INTERNATIONAL NGOs AS DESCRIBED BY ROBERT CHAMBERS (1993, AND 1994).
- ❑ WIDELY KNOWN APPROACH AS PARTICIPATORY RURAL APPRAISAL (PRA) INVOLVING **NGO** SOCIAL WORKERS.

CONCLUSION

- ❑ THE GREAT FAITH THAT WAS PLACED IN NATIONAL AND PROJECT PLANNING IN EARLIER TIMES HAS COLLAPSED. BUT THIS DOES NOT MEAN THAT PLANNING IS NO LONGER NEEDED. RATHER IT CALLS FOR NEW AND MORE EFFECTIVE WAYS TO PLAN THAT FULLY RECOGNIZE THAT PLANNING IS A REAL-WORLD, AND NOT AN IDEAL-WORLD, PRACTICE.
- ❑ THE APPROACHES USED FOR PLANNING MUST RECOGNIZE THAT KNOWLEDGE IS OFTEN LIMITED, INFORMATION ONLY PARTIALLY AVAILABLE, UNCERTAINTY AND RISK CONSIDERABLE, ANALYTICAL CAPACITY IS A SCARCE RESOURCE AND THAT PLANNING IS INHERENTLY A POLITICAL PROCESS.
- ❑ FOR NATIONAL PLANNING THIS MEANS THAT ATTEMPTS TO CONTROL THE NATIONAL ECONOMY, AS THOUGH IT WAS A WELL-UNDERSTOOD MACHINE, MUST BE PUT ASIDE.

- ❑ INSTEAD, THE FOCUS SHOULD BE ON MANAGING A LIMITED NUMBER OF MACROECONOMIC POLICIES EFFECTIVELY; PROGRAMMING PUBLIC INVESTMENT ON A MEDIUM-TERM VIEW TO ENSURE THAT THE ESSENTIAL PHYSICAL AND SOCIAL INFRASTRUCTURE (ON WHICH PRIVATE-SECTOR ACTIVITY IS DEPENDENT) IS DEVELOPED; AND, STRENGTHENING THE ANNUAL BUDGETARY PROCESS.
- ❑ A GREATER CONCERN WITH IMPLEMENTATION AND INTENDED BENEFICIARY PARTICIPATION IS LIKELY TO YIELD DIVIDENDS WELL BEYOND THOSE THAT WILL BE PRODUCED BY INCREASINGLY SOPHISTICATED BUT IRRELEVANT QUANTITATIVE ANALYSIS.
- ❑ IN AN UNCERTAIN AND RAPIDLY CHANGING WORLD 'ACTING OUT' APPROACHES TO SOCIETAL PROBLEM-SOLVING HAVE MUCH TO RECOMMEND (DESPITE THE INTELLECTUAL APPEAL THAT GROUPS OF TECHNICAL SPECIALISTS CAN 'THINK THROUGH' SUCH PROBLEMS).