

ADMINISTRATIVE MANAGEMENT FOR DEVELOPMENT : A READER

Edited By : Yves Chapel. International Institute of Administrative Sciences : Brussels, 1977. 220 pages.

Interest in analyzing the role of public administration in overall development process in developing nations seems to have been growing. Studies appear to emphasize that not only is it necessary but is compulsory that in these nations a new administrative framework structurally and functionally attuned to development needs must be created if attempts at development are to be successfully realized. This new administrative framework is generally called development administration and is differentiated from already existing, traditional, so-called maintenance oriented administrative environment.

Transition from existing administrative structure to a structure oriented toward development end is not easy, however. In this process, developing nations face many areas of difficulty. Analyses of these difficulties and issues faced and some possible ways of dealing with these difficulties have been subject to many studies, theoretical as well as empirical in nature. This present study, **Administrative Management for Development**, can be considered a new contribution to this field of interest.

The study, which is a collection of extracts from already published material put together by Yves Chapel, singles out for areas significant in the administrative management for development.

First area, subject matter of the Chapter I, is the **Institutional Framework** in which three questions are selected to be of prime importance : Distribution of duties and responsibilities among the central, regional, and local authorities; Organization of planning; and Improving the administration to ensure development.

The issue of distribution of duties and responsibilities among the central, regional and local administrative units is related to the classical problem of degree of centralization or decentralization. It has been suggested that a balanced distribution is a prerequisite if these units are to contribute to development efforts meaningfully. In many cases "there is a tendency to expect too much of the local authorities without providing them with necessary means." The extracts emphasize that efforts for reaching a balanced distribution in terms of duties and responsibilities among the administrative units must accompany efforts for a rational meaningful sharing of "means".

Planning is a fundamental aspect of development administration. It can be said that success of development efforts, at the macro as well as micro levels, to a large extent, dependent upon organization of planning which involves formulation, execution, evaluation and dealing with issues faced throughout. Extracts collected around this particular issue suggest certain helpful hints such as obtaining support of political leaders and society for the plan, encouraging and seeking participation of regional and local authorities in formulation; establishing effective communication and co-ordination between operating offices and planning agencies; training personnel for knowledge and skills needed ... etc.

It is well established that public administration systems in developing nations are not "adequately and appropriately equipped" to undertake development efforts. "Their systems tend to lag behind national development needs". Serious steps have to be taken to improve them with a view of the role which is guiding and managing development. The extracts elaborate on what areas and directions can be singled out as significant to re-orient public administration systems toward development. A United Nations study seems to be representative for this purpose: "... public administration systems must develop capabilities for collecting and processing information, analyzing and developing policies, formulating programmes and operational policies, implementing programmes and projects, and evaluating results...". They "must develop capabilities to perform allocative, facilitative, production, entrepreneurial and regulatory functions" which brings into focus "the need for a variety of competence in organizational systems, personnel procedures, and interrelationships among various components and processes of administration".

Taking into consideration what has been pointed out under the general title of The Institutional Framework, the reader seems to be emphasizing that in order for public administration systems in developing countries to discharge their responsibilities for development adequately, they should; a) undertake serious efforts to distribute duties, responsibilities, and particularly **means** for development among administrative units rationally, b) undertake structural and functional changes in their systems with a view of development, and c) organize their activities within a general framework of a national development plan, and see to it that it is well formulated and implemented.

The second chapter, titled **The Personnel Problems**, discusses the significance of Human Factor in development from various pers-

pectives. Arguments by means of extracts have been organized around the following two problem areas.

— What kind of personnel developing nations need in order to successfully pursue their development plans, and what knowledge and abilities they should possess to carry out their duties and responsibilities adequately.

— How these nations are going to arrange their conditions at the macro and micro levels not to have any shortage of talent in the desired fields.

In tackling with these areas, among others, particularly the necessity of formulating manpower planning and human resources programs; reorientation of general education to development needs and in-service training - development efforts, reforming personnel systems... are emphasized, some difficulties faced are cited, some experiments in various countries are analyzed.

To progress economically and socially suitable economic and financial management is needed. The subject matter of chapter III is **Economic and Financial Aspects** in administrative management for development. It has been suggested at the outset that planning, budgeting, and socio-economic development are interconnected with each other and the strength of this connection has been increasing. Acceptance and implementation of planning in development process brings about drastic changes in the budgetary practices and necessitates reorientation and further development of finance infrastructures in these countries. Accordingly, utilization of new techniques and processes furthers the need for technical and professional skill and organization.

Emphasizing the need to provide incentives for development for private and public sector enterprises, several forms of these incentives have been analyzed pro's and con's of these forms have been discussed. (Granting tax relief, allowing accelerated depreciation, granting an investment holiday.....)

The last chapter, Chapter V, is devoted to **the Public Works Sector**, which provides "the physical infrastructure, facilities and services essential to social and economic development". How to best formulate and implement public works development programs and the related issues constitute the subject matter of this chapter. Particular attention has been given to the following problem areas: **The Problems of Human Settlement** which resulted from a lack of urban planning to distribute the space for living, working, transportation and recreation rationally and provide rapidly enough housing, water, sewage disposal, education and other amenities of

urban life; **The Territorial Problems** arising from the lack of proper design, planning, control and management of land and water in non-urban continental areas, and; **The Global Problems** which include "the increase in carbon dioxide, particulate matter, and various toxic and radioactive materials in the atmosphere which could have long-term deleterious effects" and must be controlled.

Needed human, material, and financial resources, techniques and methods and processes in dealing with these problems; creation of new and adoption of old organizational structures to these ends, have been concentrated on. The responsibility of developed, industrial nations in creating and deepening global problems have generally been ignored.

IN THE FINAL ANALYSIS it can be said that : The book intended to provide the reader with some recent information concerning issues in the administrative management of development. In this it was successful and can be recommended for the students of development administration or development management.

This critic thinks, however, that time has come to direct our attention to putting these separately treated issues and suggestions into some meaningful contextual framework. Bulk of the studies give the impression as if these issues were independent of each other although many of them originated from and largely affected by, the macro ingredients of the systems- socio-economic and political - which have been very little questioned. As is the case with this reader many others take the systems in developing countries with their socio-economic and political aspects as given, "ought to be"s or "ought to be done"s in relation to administrative management for development purposes are elaborated without due emphasis on the concomitant, in some cases prerequisite, "ought to be"s or "ought to be done"s in the other parts of the systems, which would enable the new attempts to survive and to become institutionalized.

Utilization of Systems Perspective should now be seriously emphasized as a means in reaching meaningful framework which would relate even the smallest micro-level issues with each other and with the macro-level socio-economic and political ingredients, thus enabling the reader to understand the complexity and dynamism involved and think about the issues and their possible solutions more realistically.

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