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ADMINISTRATIVE CAPABILITY IN DEVELOPING COUNTRIES

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ABSTRACT

The developing countries require an administrative revolution in support of revolutionary changes in the economic and social fields. Public administrations must be recreated, renewed and revitalized to produce the changes and achievements required in the transformation of societies. This necessitates different kind and magnitude of administrative capability. The challenge and the task ahead is to devise and install administrative systems that can actually accelerate development and enable developing countries to make effective use of their resources. Dysfunctional and incapable administrative structures, Systems and practices must be replaced. Nothing less than dynamic organizations, resourceful management and streamlined



administrative process will suffice. A new concentration on achieving goals and the ability to solve complex operational problems becomes indispensable. The administration for development thus requires a commitment and capability of implementing plans, programmes and projects. It must remove obstacles to action, mobilize manpower, materials and equipment, for example, erect a new facility, deliver a service, operate a programme and it must do all these effectively with speed.

KEYWORDS:Developing Countries , administrative revolution , dynamic organizations,

resourceful management.

INTRODUCTION:

Most of the developing countries are involved in major societal changes. They want to achieve a secure place in the international community, to protect themselves against outside aggression. To preserve domestic order, to increase the rate of economic growth and to provide both psychological and material security. To meet these demands, the administration has to play a key role in the modernizing process. Administration has to play a key role in the modernizing success or failure of development effort. There was time

not long ago. When development planning gave no place to the administrative factor or when proposals for new development projects and programmes were considered only in terms of technical and' economical feasibility, with no recognition being given to the importance of administrative feasibility. Since the end the World War II. Administrative modernization has been increasingly recognized as an integral part of the development process. The ability to assume new tasks to cope with complexity, to solve novel problems. The modernization of resources depends on the administrative capacity based on increased professionalization, bureaucratization, modernization and administrative talent.

As the past experience shows, no great achievement could have been attained without substantial administrative capacity. Even in the

most favorable conditions. Rich resources, Self-sufficiency, austerity and self-sacrifice for investment, high literacy and so on, a number of societies failed to achieve their full potential or even make substantial success towards that because they lacked the necessary administrative capacity. Whether it is the building of large cities, building& and public works or balanced exploitation of natural resources and producing and distributing other resources, a well-developed administrative system is essential.

ADMINISTRATIVE CAPABILITY DEFINED

In simple words, administrative capability means the ability of the organizations to carry out the required tasks in order to achieve the desired goals. In a UN publication, administrative capability is defined as the management capacity of government or of the public sector as a whole, or the administrative capability of specific organizations or sets of organization, or the administrative feasibility of specific development projects or programmes. In any of these categories, administrative capacity is major and crucial factor in the success or failure of development efforts.

According to Katz, "Administrative capability for development involves the ability to mobilize, allocate and combine the actions that are technically needed to achieve development objectives."

Administrative capability is scarce as it involves programmes of training, civil service reform, reorganization and procedural changes in addition to activities, which necessarily divert the time energy of high quality personnel from other activities.

Public administration must be recreated, revitalized to produce the change and achievements in the transformation of societies. This necessitates a different kind and magnitude of administrative capability. It must show adequate capacity to set the major objectives of government, to ensure their consistency, to define the constraints within which the objectives are to be sought and determined and the basic organizational framework operate. Such is a policy-making machinery and part to be played by each of the major components of the government.

MEASURING ADMINISTRATIVE CAPABILITY

According to the orthodox school of economic development and public administration, both the concepts, that of development and that of administrative capacity for development may defined in concrete terms. To them, development means economic development, and economic development means increase in national product per capita. The classical model of economic development may be expressed as O/I , and O/I in which O designates output (gross national production), I inputs and O/I productivity or efficiency, Economic development means increase in O (especially increase in O per capita). This is mainly achieved through productively (O/I) and through inputs (I). Administrative capability means the ability to mobilize inputs and increase their productivity or efficiency. All this can be measured in quantitative terms. For the country as a whole, the administrative capability, for development is measured by the performance of the administrative arm of the government in achieving maximum output, or the highest possible national product or national product per capita through mobilization and the most efficient (or most productive) use of inputs (or resources), For an individual organization or project, the administrative capacity is similarly measured by the mobilization and utilization of inputs to produce output.

The above concept explained by the orthodox school is not sufficient and must be supplemented by other concepts. One of the most significant changes that has occurred since the World War II is the broadening of scope of both development and public administration. Development has become far broader than economic growth. The function of public administration goes far beyond the implementation of policy. Among the additional functions of the administrative arm of the government are its participation in decision-making at the policy level (i.e., policy-making) and its active role in forecasting, projecting and planning especially in the field of economic development.

In the light of the above changes in the concepts of administrative capability and performance, the gross national product can no longer be treated as synonymous with output. The performance of an organizational system or unit must be linked with objectives. The administrative capability has to be examined from the

perspective of management by objectives. In other words, it is necessary to use another indicator of performance effectiveness. By effectiveness is meant the degree of objective achievement or goal-achievement. Using effectiveness as an indicator, one treats administrative capability as the ability to achieve goals or objectives. Now combining all the aspects of performance, it can be said that administrative capability can be measured in terms of productivity, efficiency, effectiveness and profitability. In this sense, administrative capability means the ability to mobilize inputs and increase productivity or efficiency.

According to Norman Uphoff administrative capability involves efficiency related to the conversion of inputs and outputs, with special attention as to how the inputs are used. Effectiveness relates to the production as to how the inputs are intended to yield certain desired outcomes. Innovation can relate to the whole process, but its key function is to get more outputs that achieve the desired outcomes. Efficiency deals with their achievement, but in extra-bureaucratic ways, especially involving inputs from the public so that the output of administration indeed matches-up with public needs.

The principal values or objectives associated respectively with these four performances are rationalization, impact, adaptation and responsiveness, while the respective activities associated with them are: organization within the bureaucracy, bureaucratic linkages to the environment, planning activities to alter the administrative process itself and mechanism for providing feedback from the public.

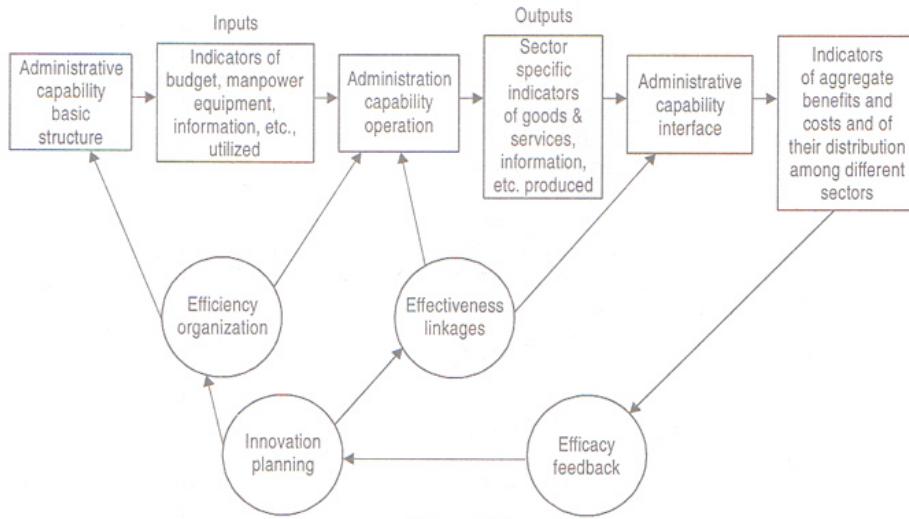
These four kinds of performances can be viewed with respect to two dimensions (as shown in Figure1):

1.The locus of administrative activity whether activity occurs primarily internally within the bureaucracy or externally outside its confines and instead in interaction with the public.

		Locus of activity	
		Internal (within administration)	External (with public)
		(a) Efficiency rationalization organization Organization and Methods	(b) Effectiveness impact or outreach linkages delivery system and interface
Focus of attention		(c) Innovation adaptation and problem-solving planning	(d) Efficacy Responsiveness feedback Participation
Internal (In the administration)	External (Outside the administration)		

2.The focus of administrative attention whether the concern is primarily with the bureaucracy internally and how it functions, or externally with regard to the impact achieved in public realm.

These four performances relate to the process of transforming inputs into outcomes as shown in Figure 1.2.



In the above sense, performance includes the following things:

- a) The acquisition of inputs by an organization or a system from its environment and the Costs involved;
- b) The ways in which work is organized, the methods that are used and the costs involved in transforming inputs into outputs;
- c) The quantity and quality of the output, which must be appraised in relation to the goals and objects of the system or organization;
- d) The various effects, both beneficial and harmful, of the output, as well as the use of the inputs; and
- e) The side effects and the ultimate outcome of the activities involved.

The measurement or appraisal of performance is, therefore, a multi-dimensional and highly complicated problem. It is often not possible to deal with efficiency and effectiveness in precise and quantitative terms. But one can still determine, in general terms, whether an administrative system is actually performing well in the sense of what it is supposed to be doing effectively and efficiently, and whether it has the capability to perform. Still the appraisal is considered to be an integral part of the larger effort change, motivate and improve the administration of the development system. The appraisal should be a continuing activity, that is, a part of a system improvement strategy of successive approximations, the first approximation involving appraisal based on the best activity, that is, a part of a system. The appraisal should be a continuing activity, that is, part of system improvement strategy of successive approximations, the first approximation involving appraisal based on the best available information and knowledge and using to design immediate improvement action within existing environmental constraints, at the same time, taking steps to improve appraisal and design and modify constraints; the second approximation. Following from the first, and using new information and knowledge to improve appraisals and to design better action within the new somewhat modified environment, correcting mistakes made in the first approximation and so on.

The performance of the administration in the above-discussed manner relates to the implementation of policies. As indicated earlier, public administration is today much broader than the above classical concept. Public administration has an increasingly important advisory role to play in policy making, and since the public administration system in the government provides such technical advice of specialists and on the experience of generalists, their advice has been given more and more weight by the political leaders. In fact, the way in which public administrators collect the data necessary for policy decisions, analyse the problems involved and present the pros and cons of selected policy alternatives, has a significant influence on the final policy decisions. Also public policies are implemented by public administrators. The way in which they put a policy into operation and the interpretation which they give to specific provisions in a policy may have far reaching policy implications. An appraisal of administrative capability under the prevailing condition of uncertainty and rapid change should definitely include an evaluation of the capability to render appropriate advice on major policies, make

projections and undertake development planning.

ENHANCING ADMINISTRATIVE CAPABILITY

The work and the responsibilities of the Civil Service have changed profoundly during the 20th century, especially during and since the Second World War. First, much more sophisticated techniques are currently needed to match the increasingly complex problems with which government are faced. Hence, the Civil Service must draw on a widening range of professional skills. Secondly, the increasingly rapid pace of change has brought an unprecedented urgency into public administration, resulting in stresses and strains within the service, to which the younger Civil Servants have adopted better than their older colleagues. Thirdly, the work of the Civil Service is changing in kind; a far higher proportion of the duties have come to be run things or to be responsible for preserving the public interest in running things as a result, the qualities, sometimes called the managerial ones have become more necessary to supplement and sometimes to supersede, those associated with the other tasks and methods.

To enhance the above capacity of public administration, the following functions must be performed by the administrators:

- a)The administrators must clearly know the basic values in the form of goal. They should assist policy makers in avoiding ambiguities and unclear points as far as possible. They should know who is to give interpretations of the executive or the unclear elements the court, the legislature, the executive or the government servants, They should know what objectives are well within the achievement.
- b)Administrators must adopt a scientific approach and utilize a rationality model as far as possible. Social costs and social benefits must be taken into account while evaluating the overall performance. This can be done by the latest sociological parameters of measurement and through cost benefit analysis. At the same time, the administrators must recognize that for certain policies, cost and benefit do not enter into the picture. In other words, public administrators must recognize the political nature of policy making.
- c)Constant monitoring and examination of administrative performance must be carried out.
- d)Planning, in the sense of foresight, is essential to the improvement of government machinery. Ultimately, the goal any administrative reform programmer is the actual adoption of new mode of operation and of new agricultural structure. Forecasting of the future setting of public administration includes the political, economic and social environment and the probable availability of resources available to administration, as well as to its reforms or improvements.
- e)Development of alternative plans for innovations and reforms.
- f)Decision to proceed on the best feasible plan.
- g)In view of the multiplicity and complexity of both the organizations and objectives. Special attention should be paid to the co-ordination of objectives, policies and implementation. Inconsistencies of contradictions, wherever existing, should be checked.
- h)The human element is no less important. All training programmes for improving managerial competence.
- i)The element is no less important. All developing countries which are facing the challenge of accelerating socio-economic development depend critically on the capability, motivation and performance of the personnel in the public services. Thus, there should be a streamlined personnel system.
- j)Finally, there should be constant attempts at administrative reforms. An important factor influencing the efficiency and effectiveness of a public administrative system is organization (usually in the form of administrative machinery), and methods (management technology and procedures), commonly known as O&M. In every country, whether it is new or long-established, whether it is underdeveloped or highly developed, any programme can only succeed if it is supported by machinery and methods established under sound principles of public administration and adapted to the circumstances of the country concerned.

REQUIREMENTS OF NEW BUREAUCRACIES

Hahn-Been Lee, in a study of Asian bureaucracies finds them inadequate for the new task of managing the great transformation, which the Asian countries are undertaking. He suggests some requirements of the new

bureaucracies needed in Asia.

First, the new bureaucracies must quickly absorb at all echelons new indigenous talents who espouse more positive attitudes and actions regarding the country's modernization. Asian bureaucracies have the tendency to overrate their expertise and underrate the quality of their peers in their institutions such as industry, the military, the universities and the press. Adequate and timely injection of talents and energies from these organizations at all levels of the bureaucracy, high, middle and low, may avert some unexpected wholesale breakdowns of the bureaucracy at moments of violent social upheavals.

Second, recruitment procedures must be radically changed to facilitate the lateral entry of more broadly-oriented new blood from other sectors of the society. The monolithic method of recruiting candidates for the higher civil service at very young ages on the basis of some outmoded examination system, and then closing the channels of later inflow is at one obsolete and inappropriate to the conditions and requirements of the Asian countries under transformation.

Third, bureaucratic roles and initiatives in technical and developmental fields such as agriculture, health, education, and industrial promotion, urban and regional development should enjoy greater priority and regard than those in the traditional order maintenance fields such as internal security, financial and personnel management and ceremonious activities of the state. It must be recognized that such a shifting of priority and regard has delicate but far-reaching implications on the deep-rooted structure like bureaucracy requires some cumulative snow-ball effect of subtle, but concrete shifts and changes.

Fourth, organizations promoting special developmental programmes should be encouraged to emerge and grow. In some cases, some units might be created in addition to, and deliberate overlap with more conventional bureaucratic structures. This may sound unorthodox, but is often necessary. The conventional doctrine of economy and efficiency has too often been used as pretext for discouraging innovation and retaining existing bureaucratic privileges. There are many examples demonstrating the effectiveness of new organization becoming the initial haven of the much needed outside talents and serving as the launching pad for key developmental projects. The apparent diseconomy of overlap at the initial period would be more than compensated by the beneficial injection of new bureaucracy in response to social demand. Often such drastic steps are justified for the internal transformation and ultimately the very survival of the bureaucracy.

To conclude, it can be said the task of socio-economic development and of reform and reconstruction is of great magnitudes and requires large scale organizational efforts in all countries. It necessitates continuous attempts to improve the administrative capability of the vast administrative system. Harnessing the administration for the task of societal transformation has not been successfully accomplished in various new and developing countries. This is an enterprise yet to be undertaken with success, it requires a dedicated political and administrative leadership, streamlined administrative machinery; constant reforms, appraisal and feedback.

The multipurpose and multifunctional programmes and projects are the most important fields of development and performance in them provides the touchstone of administrative capabilities.

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