

نظريات متداولة في تطور الادارة

د ٠ فيصل السالم

٢ - الابداع والاصلاح الاداري ٠

٣ - تطور الادارة والمستقبل ٠

وينتهي بنا المطاف الى توافق عام بين غالبية المفكرين بان تطور الادارة يجب ان يتمشى او يسبقه تطور في العوامل البيئية الاخرى كالطور السياسي ، والاقتصادي ، والاجتماعي ٠ اي بمعنى آخر يجب ان نسرع بالعدالة الاجتماعية والمساواة ٠

يدور هذا النقاش حول سؤال جذري في علم الادارة : هل يجب ان تطور الادارة بآية طريقة كانت ٠ ام يجب ان نأخذ بعين الاعتبار العوامل البيئية الاخرى في دراساتها للأوضاع في البلاد النامية ؟

ويتناول البحث في هذا المجال آراء وتعاليق اهم الكتاب في هذا المضمار أخذا بعين الاعتبار الجوانب الآتية :

١ - بعض المشاكل في الادارة العامة في البلاد النامية ٠

THEORETICAL CONCEPTUALIZATION ON ADMINISTRATIVE DEVELOPMENT

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Administrative development should not be confused with development administration, of which it is only one part. The concern here is to study the issue of whether administration development per se should take place or whether the other ecological dimensions should take precedent in developing countries. This exploration may be best achieved through a presentation of :

- 1 - some problems of public administration in developing countries ;
- 2 - administrative innovation and reform; and
- 3 - administrative development and the future.

Problems of Public Administration in Developing Countries

Ideas of public administration and bureaucratic systems in developing countries must not be limited to the ideal Weberian legal-rational model. Levy reflects such a perspective in nothing that the

presence of bureaucratic systems is not universal among relatively nonmodernized societies. This is one of the characteristic differences between relatively modernized and relatively nonmodernized societies. (1)

Perhaps, contemporary needs in developing societies call for another idealistic model: «a development bureaucracy» designed for «social

development.» (2) In other words, transaction between the organization and the environment may be primarily concerned with development and not necessarily with efficiency. In calling for a development bureaucracy, Thompson has observed that :

Administrative practice and principles of the West have derived from preoccupation with control and therefore have little value for development administration in under developed countries where the need is for an adaptive administration, one that can incorporate constant change. However, adaptive administrative principles can be derived from the researches and theories of the behavioral sciences, and these should become the administrative objectives of development administrators. Illustrative of such objectives are the following: an innovative atmosphere; the operationalizing and sharing of goals; the combining of planning (thinking) and acting (doing); the minimization of parochialism; the diffusion of influence; the increasing of toleration of interdependence; and the avoidance of bureaupathology. (3)

Riggs indicated that the term «development administration» generally has a dual meaning :

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1 — Marion J. Levy, Jr., **Modernization**, p. 115.

2 — Berton H. Kaplan, «Notes on a Non-Weberian Model of Bureaucracy: The Case of Development Bureaucracy, **ASQ** 13, 3 (December 1968) p. 479.

3 — Victor A. Thompson, «Administrative Objectives for Development Administration **ASQ** 9 (June 1964), p. 91.

First, development administration refers to the administration of development programs, to the methods used by large-scale organizations, notably governments, to implement policies and plans designed to meet their development objective... A second meaning associated with the term development administration, by implication rather than directly, involves the strengthening of administrative capabilities. (1)

It would perhaps clarify the matter if one refers to the first meaning as «development administration» and to the second meaning as «administrative development.» This discussion is concerned with the second meaning — the issue of administrative development in developing countries and related problems.

Administrative development in developing countries has generally been defined as «a pattern of increasing effectiveness in the utilization of available means to achieve prescribed goals». (2) It therefore involves

both qualitative and quantitative changes in bureaucratic policies, programmes, procedures and methods of work, organizational structures and staffing patterns, number and quality of development personnel of different types and patterns of relations with clients of administration, (3)

Similarly, Binder includes «increases in size, in specialization and division of tasks, and in the professionalization of its personnel» as attributes of administrative development (4).

In terms of our perspective, administrative development must be perceived in a broader sense—as an essential ingredient of political development. Braibanti assumes that «bureaucratic systems of developing states must be view-

ed in the context of such issues of political modernization.» (5) Similarly, Riggs comments :

Clearly the increasing complexity and size of bureaucracy should not, by itself, be equated with administrative development. Rather, administrative development occurs only if we find a bureaucracy becoming increasingly responsible for the implementation of policies formulated by institutions outside the bureaucracy. In this sense, administrative development is a counter-part of political development, a corollary to the institutionalization of rulemaking institutions capable of imposing accountability on public officials. (6)

The issue of administrative development in developing countries has generated substantial debate among students of development administration. In general terms, this debate has revolved around two problematic issues :

- 1 - bureaucratic political domination, and 2 - the perennial problem of corruption. Let us first allude to the general problems of public administration in developing countries and then focus on those two major issues.

Problems of public administration in developing countries are not so mysterious when one considers the ecological context of deprivation, due mainly to mass poverty and obsolete methods of production. (7) For most among these problems one would include :

- 1 - **Limitations of history**; Sharma notes that colonial rule has left a legacy of colonial administration, such as

Aloofness from the masses, status and class consciousness vis-a-vis the public as well as within the service, lack of

1 — Fred W. Riggs, «Introduction», in *Frontiers*, p. 6. on the issue of administrative development in developing countries and related problems.

2 — John D. Montgomery, «A Royal Invitation: Variation on Three Classic Themes», in *Approaches*, p. 230.

3 — J. N. Khosla, «Development Administration New Dimensions», *IJPA* 13, 1 (1967), pp. 20-21.

4 — Leonard Binder, Iran: *Political Development in a Changing Society* (Berkeley: Univ. of Calif. Press, 1962), p. 57.

5 — Ralph Braibanti, «Administrative Reform in the Context of Political Growth», in *Frontiers*, p. 241.

6 — Fred W. Riggs, «Administrative Development: An Elusive Concept», in *Approaches*, pp. 252-253.

7 — Eugene Staley, *The Future of Underdeveloped Countries* (New York: Harper and Row, 1961), p. 125.

development-orientation, strict adherence to rules precedence and procedure, lack of confidence and lack of spirit of innovation (1).

Furthermore, Braibanti notes that this legacy has endured for nearly two decades after independence and has shown a remarkable quality of resilience. In none of the states has there been a sharp break with the past, despite political denunciations of the administrative system established under British rule. (2)

- 2 - **Structural and organizational problems**, such obstacles «range from problems in the creation of new organizations for performing emerging functions, to rationalization of existing structures for achieving better results.» (3) Wescott points out some of these problems of organization and methods:

Inadequate attention to middle and lower level administrative problems, excessive centralization of authority and control, insufficient middle level personnel, inadequate contact between managers and subordinate employees, excessive paper processing, need for greater responsiveness to the citizen's needs, unnecessary secrecy, superfluous committees and meetings, inconsistencies of promotions, lack of incentive and initiative, inattention to production standards and quality standards, etc. (4)

- 3 - **Operational problems**; such problems generally involve «confusion over functions and responsibilities of different units, duplication of work, lack of coordination, excessive centralization, and generally inadequate organizational arrangements for

administration of various functions. (5) Excessive centralization has been particularly problematic. A United Nations handbook on Public Administration with special reference to developing countries states that,

developing countries almost without exception are faced with the problem of excessive centralization. There is undue concentration of work at the senior levels, in the ministers' offices and undue concentration of authority at the centre of government, in the capital city. (6)

A similar observation was offered by Professor Stene on the dysfunctions of over-centralization :

the effects of a high degree of centralism in government go far beyond the politico-philosophic issues of personal liberty, self determination, checks and balances or presidential control. The system affects the efficiency of governmental services, the public attitudes toward government, the attitudes and morale of government personnel, and in the long run the very preservation of the democratic state and its basic institutions. It affects unfavorably the legislative process as well as the functioning of local governments and the central administration. (7)

- 4 - **Personnel Problems**; public service personnel need knowledge and skills for implementing programs of economic and social development. The importance of competent personnel cannot be over-emphasized in this respect. Fainsod comments :

1 — Keshav C. Sharma, «Development Planning and Development Administration», IRAS 33, 2 (1967), p. 125.
 2 — Ralph Braibanti, (ed) **Asian Bureaucratic Systems**, p. 643.
 3 — Kenneth J. Rothwell, «The Scope of Management and Administration Problems in Development», in **Administrative Issues** p. 13.
 4 — I.B. Westcott, «Government Organization and Methods in Developing Countries», in **Development Administration**, pp. 44-65.
 5 — Rothwell, *op. cit.*
 6 — United Nations, Department of Economic and Social Affairs, **A Handbook of Public Administration** (New York, 1961) p. 7.
 7 — Edwin O. Stene, et al., **Public Administration in the Philippines** (Manila, Philippines: Bureau of Printing, 1955), p. 57.

Experienced administrators are scarce, and those who are available at the time when the development effort is launched have been trained with a narrow and restricted view of their functions. Few have the background or the experience needed to shoulder the complex responsibilities which development tasks impose. Technical specialists are lacking in crucial fields, and domestic training facilities do not ordinarily exist. (1)

5 - **Procedural and Attitudinal problems;**

Sharma summarizes these problems by noting that there is,

strict adherence to rules and regulations, resort to too much paper work, lack of discretion, through proper channel mentality, lead to unnecessary delay which has far-reaching repercussions.... The emphasis is placed on reducing everything to written word. (2)

Consequently, Heady notes that in the Philippines,

In agency after agency much delay in the processing of work and accumulation of backlogs turn out upon scrutiny to be due very much to cumbersome, unnecessary and outmoded procedural requirements... reputations are built up on the basis of how much paper work flows through a man's office (or accumulates on his desk) rather than how much of the agency programme is actually being accomplished. (3)

The problem of shifting of responsibility is observed by Sharp in the United Arab Republic. He notes that public service there is cluttered with special committees and councils for a variety of purposes.... [which] reflect a desire to sidetrack

knotty problems, or to remove the onus for difficult decisions from a single official to a group... (4)

6 - **Problems of selection and recruitment.**

Selection and recruitment are the keys to a viable public service. Career services based on merit is a distant objective in many developing countries. Since in many countries, «the concept of full-time government employment is unknown in practice» it is no wonder that members of «the public service suffer from lack of motivation and low morale.» (5)

7 - **Problem of corruption.** Rothwell comments :

Corruption is widespread, along with favoritism, nepotism, and jobbery. Many public services are used as welfare agencies to provide employment for educated members of society, who otherwise might become a source of political trouble. These services are overstaffed with the wrong kind of functionary and hence administrative reform measures are frequently stalemated by political decisions. (6)

8 - **Problem of bureaucratic political domination.**

In most developing societies «there is an imbalance between recognized administrative tradition and a still inchoate political process». (7) Consequently, «Nation-building in the new countries has encountered serious difficulties over the problem of establishing open politics outside of the sphere of administrative operations.» (8)

Of all the above problems, the most prevalent are the problems of political domination by the bureaucracy and the issue of bureaucratic corruption. The literature of debate on

1 — Merle Fainsod, «The Structure of Development Administration», in **Development Administration**, pp. 3-4.

2 — Sharma, *op. cit.*, p. 127.

3 — Terrel Heady, «The Philippine Administrative System: A fusion of East and West», **Towards**, pp. 266-267.

4 — Walter R. Sharp, «Bureaucracy and Politics: Egyptian Model, in **Towards**, p. 165.

5 — Rothwell, *op. cit.*

6 — *Ibid.*

7 — Lucien W. Pye, «The Political Context of National Development», in **Development Administration**, p. 31.

8 — *Ibid.*, p. 33.

bureaucratic political domination has been extensive. This issue is a matter of great concern for establishing proper guidelines as to whether the bureaucracy should be allowed to continue its domination or whether other dimensions should take precedent. Heady notes a certain consensus among students of development administration in that,

the political role of bureaucracies is unusually prominent in non-Western countries as compared with the norm in Western political systems, with the consequence that these bureaucracies often crucially affect political development in the emerging countries (1).

The dominant role of bureaucracy is particularly heavy in the «business of political decision-making as well as in the process of carrying out decisions that have already been arrived at outside the bureaucracy». (2)

The reasons for bureaucratic domination are many and varied but can be easily discerned in temporal and ecological terms. In temporal terms, bureaucracies were the first structures to be set up by the colonial powers and hence monopolized all the activity of government.

Braibanti notes that «except for India, most new states have inherited asymmetrical political systems in which administration was paramount.» (3) Furthermore, the higher bureaucracies have been characterized by an exaggerated elitist quality. In other words, a general characteristic of these bureaucracies is the multi-functionality of their role. Eisenstadt in this regard states that «in most of these areas there exist not one but usually two or three bureaucracies-or, at least, different layers of bureau-

cratic organization and structure.» (4) A similar observation was suggested by Grassmuck concerning the Near East and North Africa. (5) Riggs suggests the «prismatic» attributes of society as leading to a «Sala» administrative behavior. (6) Diamant attempts to study the situation by focusing on the relation between bureaucratic performance and the nature of authority in the political system. (7) Part of the reason for bureaucratic domination may be found in the attitude of the people toward the bureaucracy. Braibanti finds that the bureaucracy carried greater prestige than any other profession. Hence, «an ambitious mother's aspiration for her son was not that he enter politics, law, medicine, or teaching, but rather he enter the higher civil service.» (8) A similar conclusion was offered by Kaufman in noting that,

administrators in underdeveloped countries whose governments are attempting to industrialize enjoy unusually great influence... Administrative careers are often more highly prized and respected than political or business careers, and the weakness of political, commercial, and industrial institutions often puts administrators in the strongest position in the political process. (9)

The overwhelming consensus among students of development administration is that the bureaucracy in low-income countries is unduly monopolizing other dimensions of development; the problem remains, what is to be done? Heady attempted a poll of attitudes on this point. The central issue is,

whether, in countries where the bureau-

1 — Ferrel Heady, «Bureaucracies in Developing Countries.» in *Frontiers*, p. 460.

2 — *Ibid.*, p. 461.

3 — Heady, *op. cit.*, p. 462.

4 — S.N. Eisenstadt «Problems of Emerging Bureaucracies in Developing Areas and New States» in Henry A. Landsberger, (ed.), *Comparative Perspectives on Formal Organizations* (Boston: Little, Brown and Company, 1970), p. 216.

5 — George Grassmuck, «Polity, Bureaucracy, and Interest Groups in the Near East and North Africa.» *CAG* (Bloomington, Ind.: International Development Research Center, 1965), p. 10.

6 — Fred W. Riggs, *Administration*.

7 — Alfred Diamant, «Bureaucracy in Developmental Movement Regimes.» in *Frontiers*, p. 488. Diamant seems to ignore the fact that many low-income countries lack «developmental movement regimes.»

8 — Braibanti, *op. cit.*, p. 168.

9 — Herbert Kaufman, «Administration: Function.» *IESS* 1 (1968), p. 65.

cracy is relatively dominant, it is desirable to support a further strengthening of the bureaucracy's political power by upgrading its administrative performance capacity, and if so, under what circumstances this should be done. (1)

Most of these opinions are classified by Heady under the following headings:

a- **Standard Technical Assistance Approach.**

This approach assumes that administrative development is ipso facto necessary and that it should be carried out everywhere and as soon as possible, regardless of the nature of the political regime in which it functions. In essence, bureaucratic development is treated here as a precondition to political development. One may include under this school Merle Fainsod, Herbert A. Emmerich, Bernard L. Gladioux, Saul M. Katz, Jay B. Westcott, Albert Waterston, A.H. Hanson, and Eugene C. Lee.

b- **Balanced Social Growth Approach.** This approach stresses apprehension about consequences of further strengthening the power of the bureaucracy. One may list the following students under this approach: Fred W. Riggs, Henry F. Goodnow, Lucian W. Pye, S.N. Eisenstadt, and Joseph LaPalombara. Specifically, Riggs notes that as the bureaucracy gains in political dominance, it actually leads to negative development. (2) Hence, balanced growth calls for the curtailment of bureaucratic expansion while enhancing other dimensions of development. La Palombara, who had earlier opposed the strengthening of bureaucracies that tend to dominate, has recently become more flexible. La Palombara calls for a country «profile analysis» that might offer «alternative strategies» in order to increase administ-

trative capacity. (3) Riggs dismisses such possibilities, in that the

idea of alternative is, of course, often a myth in the sense that the proffered choices are not real, they presuppose a capacity to choose between fundamentally different courses of action... Thus the less developed a society, the less able it is to choose between alternatives. The concept of alternatives, in so far as it has relevance, is relevant to the most developed social system but scarcely applicable to the least developed. (4)

c- **Unbalanced Social Growth Approach.**

While this approach is similar to the first on what should be done, the underlying rationale is different. The rationale being advocated is that the demands placed on the public administrative apparatus are so urgent and critical, they demand immediate strengthening of bureaucratic capability.

Ralph Braibanti and Milton J. Esman advocate this approach. Braibanti seems to be equivocal on this issue. He calls for «a strategy which increases administrative capability rapidly. This should be done irrespective of politicization but not without concern for the effects of aggravated imbalance. (5) Esman is more emphatic :

Those who ascribe the deficiencies of bureaucracy primarily to premature growth and self-serving political roles look for opportunities both to retard its growth and to surround it with controls... I prefer a strategy which places higher priority on building its capabilities than containing its abuses. (6)

d- **Political Context Approach.** This approach advocates enhancing or retarding bureaucratic power depending on the po-

1 — Heady, *op. cit.*, p. 464.

2 — Fred W. Riggs «Bureaucratic Politics in Comparative Perspective», in *Frontiers*, p. 375.

3 — Joseph La Palombara, «Strategies for Developing Administrative Capabilities», in *Frontiers*, p. 191.

4 — Fred W. Riggs, «The Myth of Alternatives: Underlying Assumptions about Administrative Development», in *Administrative Issues*, p. 135.

5 — Ralph Braibanti, «Administrative Reform in the Context of Political Growth», in *Frontiers*, p. 245.

6 — Milton J. Esman, *CAG and the Study of Public Administration*, in *Frontiers*, pp. 62-63.

litical configuration of the society. Perhaps LaPalombara's «alternative strategies» may be included under this heading. Weidner is the advocate of this approach. He decries the neglect of the political context by the technical assistance programs in public administration. Nonetheless, he acknowledges that «those responsible for technical assistance programs cannot wait for political systems, of whatever form, to mature before extending help.» (1) Weidner tends to ignore the fact that a corrupt bureaucracy may be dysfunctional to the whole process. Heady would come closer to the position of Weidner in concluding that «bureaucratic upgrading is apt to be beneficial rather than disadvantageous, and that developing countries should be reticent rather than assertive in their efforts to guide political growth in the new states...» (2)

The debate on bureaucratic political domination continues, and typically without much empirical application. Perhaps the test lies in the ability of the social system to withstand crises. A social system perspective is in turn an ecological one. As Riggs concludes,

one of the fundamental reasons why public administration works so badly in many of the new and developing countries is neither because they have refused to adopt Western institutions nor because they have inappropriately borrowed them, but rather because underlying ecological factors have made it very difficult for these institutions to

Perform effectively. (3)

The debate over the problem of bureaucratic corruption is also extensive. Riggs has noted that most of the developing states are experiencing «the heavy weight of bureaucratic power.» (4) This weight is crucial since in

«transitional societies, the civil bureaucracy almost always assumes major responsibility for whatever is or not being done for social, economic, and political modernization» (5).

Debate over bureaucratic corruption may be traced back to Wang An Shih (A.D. — 1021-1086) and to Ibn Khaldun (A.D. 1332-1406). However, only recently have there been systematic efforts of studying the phenomenon. Part of the problem of investigation lies in the inherent nature of corruption. It is simply value ridden. The Santhanam Committee of India has concluded that «increase in complaints, investigations, department proceedings, and punishment may mean more intensified fight against corruption than an increase in it.» (6)

Theoretically speaking, the problem of corruption seems to be two fold; one is

a- distinguishing it from other forms of social and administrative behavior such as criminal actions and maladministration with which it may be confused; and b- conceptual variations in different cultural contexts. (7)

In terms of the former, students of corruption list such characteristics as,

secrecy, the involvement of more than one person, an element of mutual obligation and mutual benefit which need not always be pecuniary and the subordination of the common interest to specific interest. (8)

Specifically in terms of bureaucratic corruption, Tilman offers a similar, though also imprecise, explanation. He notes that administrative corruption

can take place only in an environment where formal government policy supports a modern bureaucratic system... where some bureaucrats are not above becoming involved in formally unsanc-

1 — Edward Weidner, *Technical Assistance*, p. 166.

2 — Heady, *op. cit.*, p. 483.

3 — Riggs, «The Myth of Alternatives», *op. cit.* p. 145.

4 — Riggs, *Administration*, p. 222.

5 — Y. Mansoor Marican «Corruption and Violence», *PJPA* 15, 1 (January 1971), p. 22.

6 — India, Government of Ministry of Home Affairs, *Report of the Committee on Prevention of Corruption* (New Delhi, 1964), p. 14.

7 — Marican, *op. cit.*, p. 23.

8 — *Ibid.*

tioned transactions... and where there is at least the attempt to carry out these unsanctioned transactions in relative secrecy. (1)

Berger notes that in «Egypt corruption means primarily the acceptance of small bribes by civil servants in return for some administrative favor, or improper appointment to and promotion in the government service itself.» (2) A similar definition is stated by Wertheim; «we call corrupt a public servant who accepts gifts bestowed by a private person with the object of inducing him to give special consideration to the interests of the donor.» (3)

In terms of treating corruption as simply variations in different cultural context, Wraith and Simpkins argue that corruption is ubiquitous. They note that throughout «the fabric of public life in newly independent States runs the scarlet thread of bribery and corruption. This is admitted by everybody; very little can ever be proved about it.» (4) Others such as Bayley and Weiner find that corruption, as a concept varies from culture to culture. (5)

Bayley notes, however, that there is a general consensus among the elites of the world to which form of behavior may be clearly

noted as corrupt. He argues that while corruption may have harmful effects, it does have beneficial effects as an «accommodating device.»

Most of the authors such as Braibanti (6) and Wraith and Simpkins tend to condemn corruption as a dysfunctional phenomena. Some authors, however, tend to take a «cost-benefit» analysis-point of view on this aspect. (7) Such authors as Nye, Bayley, Huntington, (8) Leff (9) and Scott (10) tend to stress the positive aspects of corruption without much empirical validation. Specifically, they see an inverse relationship between corruption and political violence. Heidenheimer dismisses these conclusions as having «overstated the case» (11). He notes that the «fact that corruption makes people pay several times over for the same services will naturally lead to a lack of support for the political system» and consequently «to the extent that government feels less able to count upon the cooperation and support of the people it may tend to utilize more coercion which in turn may lead to an increase in violence.» (12) One can only agree with a similar conclusion by Marican that «in most of the newly independent states, corruption and

- 1 -- Robert O. Tilman, «Emergence of Black-Market Bureaucracy: Administration, Development, and Corruption in the New States» *PAR* 28, 5 (September — October 1968), p. 438.
- 2 -- Morroe Berger, *Bureaucracy and Society in Modern Egypt. A Study of the Higher Civil Service* (New York : Russell and Russell, 1969) p. 123.
- 3 -- W.F. Wertheim, «Sociological Aspects of Corruption in Southeast Asia,» in Reinhard Bendix (ed.), *State and Society* (Boston, Mass.; Little, Brown and Company, 1968), p. 563.
- 4 -- Ronald Wraith and Edgar Simpkins, *Corruption in Developing Countries* (London: George Allen and Unwin Ltd., 1963), p. 11. The authors then suggest an «ecological» solution. *Ibid.*, p. 208.
- 5 -- David H. Bayley, «The Effects of Corruption in a Developing Nation,» in Amitai Etzioni, (ed.), *A Sociological Reader on Complex Organizations* New York: Holt, Rinehart and Winston, Inc., 1969, pp. 463-479; and Myron Weiner, *The Politics of Scarcity: Public Pressure and Political Response in India* (Chicago: The Univ. of Chicago: Press, 1962).
- 6 -- Ralph Braibanti, «Reflections on Bureaucratic Corruption,» *PAL* 60 (Winter 1962), pp. 357-372.
- 7 -- J.S. Nye, «Corruption and Political Development: A Cost-Benefit Analysis,» in Arnold J. Heidenheimer (ed.), *Political Corruption: Readings in Comparative Analysis* (New York, Holt, Rinehart and Winston, Inc., 1970), u. 564.
- 8 -- Samuel P. Huntington, *Political Order*, p. 64.
- 9 -- Nathaniel H. Leff, «Economic Development Through Bureaucratic Corruption,» in Heidenheimer, *op. cit.*
- 10 -- James C. Scott «An Essay on the Political Functions of Corruption,» *ASP* 5, 3 (1967), p. 509.
- 11 -- Heidenheimer, *op. cit.*, p. 482.
- 12 -- *Ibid.*, p. 485.

political violence seem to be positively correlated and not mutually exclusive. (1)

Within the context of development administration, should the bureaucracy be further enhanced or should the other ecological dimensions be first developed? Is it feasible to strengthen bureaucratic domination irrespective of other dimensions? Most of the students of development administration concede that «a feasible strategy for any developing country would be to concentrate, to begin with, only on selected programmes of economic, social and political development». (2) Pye tends to stress the political priority of development in that «most transitional societies will realize more effective administration only if they broaden and more explicitly organize the non-bureaucratic components of the political process.» (3) One would tend to agree with Riggs that the «most important means to improve lopment.» p. 41.

administrative performance-apart from the economic and social constraints is surely, to improve the effectiveness of the operation of constitutive systems.» (4)

Administrative Innovation and Reform

Much of the discussion on administrative development is centered around innovation and reform. While both concepts are not necessarily mutually inclusive, they generally tend to complement each other. Innovation as defined by Thompson involves the generation, acceptance and application of new ideas, processes and services. The ideal of such phenomena must be «adaptation.» (5) Kieloch takes a wider perception on the «roots of innova-

tion». He notes that the process might involve innovation by transfer, by adaptation, by invention or by a combination of existing solutions. (6)

An innovative atmosphere is by definition facilitated by

... a group administrative effort dominated by a professional outlook.. program or subject matter uncertainty accompanied by personal security... a non-hierarchical climate, especially a non-hierarchical communication structure, and by loose organization in general ... and innovative responsiveness is a function of both personality factors and cognitive or ability factors and can be influenced by appropriate training programs. (7)

Some of the problems that tend to inhibit innovation include the general unwillingness of administrators to assume risk, the problem of multiple clearance channels, the lack of information, resistance by vested interests and the resultant crippling compromises (8). Put differently, one may conclude with Milne, that the «obstacles to effective administration in developing countries are mainly cultural.» (9)

Another fashionable term in bureaucratic parlance is administrative reform, which aims at

changing of operating policies, programmes and procedures ... increasing the administrative effectiveness ... raising the level of staff performance, and ... anticipating outside criticism and threat. (10)

Definitions of administrative reform are gen-

1 — Marican, *op. cit.*, p. 30.

2 — I.N. Khosla, *op. cit.* p. 27.

3 — Pye, «The Political Context of National Deve.

4 — Riggs, «The Myth of Alternatives: Underlying Assumptions about Administrative Development,» pp. 145-146.

5 — Victor A. Thompson, «Administrative Objectives for Development Administration,» *ASQ* 9 (June 1964), p. 93.

6 — Edward A. Kieloch, «Innovation in Administration and Economic Development,» *IJPA* 12, 3 (July-September 1966), p. 600

7 — Thompson, *op. cit.*, pp. 94-95.

8 — Kieloch, *op. cit.*, pp. 602-603.

9 — R.S. Milne, «Mechanistic and Organic Models of Public Administration in Developing Countries,» *ASQ* (March 1970), p. 64.

10 — Bata K. Dey, «Administrative Reform—a Perspective Analysis,» *IJPA* 17, 3 (July-September 1971), p. 575.

erally inadequate since «Administrative reform is not desired for itself; it is only a function of ultimate ends.» (1) Dror defines it as the «directed change of the main features of an administrative system.» (2) Caiden defines it as «the artificial inducement of administrative transformation against resistance.» (3) Perhaps, the generality of both definitions leads one to place the notion of reform closer to that of innovation. In fact Dror refers to changes of «either ... of at least medium comprehensiveness plus high innovativeness, or ... of high comprehensiveness plus at least medium innovativeness.» (4) Caiden also stressed the process of innovation and creativity. (5)

Most students of administrative development reject attempts at setting up general principles for reform. Instead, they call for adapting reform efforts to the particular needs of a case. Still, some students have attempted the setting up of such principles. (6) Much of the debate revolved around structural (mechanic-formal) versus behavioral (organic-informal) strategies of reform.

A general consensus is that a «strategy of mixed structural-behavioral character is increasingly advocated as an alternative to administrative reform.» (7) Perhaps the key to the necessity for administrative reform lies in situations whether «administrative change is insufficient to keep an administration abreast of developments and performance gaps appear» (8).

As in the case of innovation, administrative reform must be perceived widely as part of societal reform. Birkhead stresses the point that administrative reform can only be effective when related to political, economic and social development. (9) Caiden exaggerates in going as far as to declare that «Homo sapiens was a born reformer.» (10) Such assumptions have not been sufficiently tested and perhaps this is the main weakness of the theoretical conceptualizations on administrative development. Riggs has constantly called for such descriptive — explanatory conceptualizations. He notes that :

The doctrines of administrative reform which are widely advocated these days by experts and practitioners alike appear to take for granted the pre-existence of a balanced polity, namely a government which already contains a balanced elected assembly, a balanced party system, a balanced constitutive system, a compensated bureaucracy, an accountable but serious chief executive, a balance between government and public. Any or all of these balances may be missing, and if they are, then measures of administrative reform designed to work in a balanced polity may well react paradoxically. (11)

It has been stressed time and again that in developing countries administrative reform is highly unlikely in the foreseeable future. (12) In

- 1 — Gerald Caiden, «Administrative Reform,» *IRAS* 34, 4 (1968) p. 348.
- 2 — Yehezkel Dror, «Strategies for Administrative Reform» *DC* 2, 2 (1970 - 1971), pp. 19-35.
- 3 — Gerald Caiden, *Administrative Reform* (Chicago: Aldine Publishing Co., 1969), p. 65.
- 4 — Dror, *op. cit.*, p. 29.
- 5 — Caiden, «Administrative Reform,» p. 351.
- 6 — See Moshe Weiss, «Some Suggestions for Improving Development Administration,» *IRAS* 32, 3 (1966), p. 193-196; and Saul M. Katz, «A Model for Educating Development Administrators,» *PAR* 28, 6 (November - December 1968), pp. 530-538.
- 7 — Arne F. Leemans, «Aspects of Administrative Change and Reform,» in *Administrative Issues*, p. 126.
- 8 — Caiden, «Administrative Reform,» p. 350.
- 9 — G.C. Birkhead (ed.), *Administrative Problems in Pakistan* (New York : Syracuse University, Press, 1966).
- 10 — Caiden, *Administrative Reform*, p. 347.
- 11 — Fred W. Riggs, «Administrative Reform as a Problem of Dynamic Balancing,» *PJPA* 14, 2 (April 1970), p. 128.
- 12 — Leemans, *op. cit.*, p. 122.

fact, Caiden observes a «high tolerance of maladministration» and consolidation of political power. (1) Similar conclusions were reached by Groves, Lee, Montgomery, Braibanti, and Pye among others. (2) Under such an imbalanced state of affairs, the countervailing goals of equality and capacity are problematic. Hence, in Riggsian terms «we are taking about the need to increase equality or social justice.» (3) Such a process calls for an ecological attitude and reason where «the strengthening of extra-bureaucratic institutions in many countries may be the most necessary and effective strategy to achieve administrative reform.» (4)

In terms of the Arab countries as well as other developing countries, political, economic, and social development are generally lacking. In their case, these ecological dimensions of development have not been seriously pursued, and consequently, there has been a marked increase in violence. In Riggsian terms, in countries where there is «a low level of legitimacy coupled with a low level of creditability the situation is ripe for revolution.» (5)

Administrative Development and the Future

Public administration in general and development administration in particular are closely linked with «increasing the capacity of the state to produce goods and services to meet income changing and expanding demands.» (6) Such a developmental process is urgently «linked with time management in the public

sector.» (7) In essence, development administration is a futurist action — oriented phenomena since

a sense of the future is incorporated in most purposive human, organizational, or political behavior. It is inherent in any means-ends chain and in most conceivable forms of decision-making from the severely rational to the rorty incremental. (8)

The decades of the sixties and the seventies have been witnessing a great proliferation of organizations and agencies that have been attempting to anticipate or to design the future. (9) Perhaps such concerted efforts are a reflection of the trend toward «the conquest of the future,» (10) in «a time of revolution.» (11) The challenges ahead actually call for a relevant «philosophy of public administration»,¹² where one «should take as a first order of business the development of a 'public philosophy', the development of a distinctively public point of view.» (13) This philosophy is centered on the

concern for human welfare, for the maintenance and improvement of the human condition, for the improvement in the quality of life, and for the development of a more human civilization. (14)

What then are the present and future priorities and trends, assuming that public administration is essentially developmental? Pro-

1 -- Caiden, *Administrative Reform*, p. 132.

2 -- Leemans, *op. cit.*, pp. 122-130.

3 -- Riggs, «Administrative Reform,» p. 106.

4 -- *Ibid.*, 135.

5 -- Riggs, «Bureaucratic Politics in Comparative Perspective,» in *Frontiers*, p. 402.

6 -- Warren F. Ilchman, «New time in old Clocks,» in *Temporal*, p. 136.

7 -- *Ibid.*, p. 167.

8 -- Edwin A. Bock, «The Last Colonialism,» in *Temporal*, p. 266.

9 -- Paul T. David, «The Study of the Future,» *PAR* 28 (1968), pp. 187-193.

10 -- Bock, *op. cit.*, p. 280.

11 -- Dwight Waldo, «Public Administration in a Time of Revolution,» *PAR* 4 (July - August 1968), pp. 362-368.

12 -- Gerald E. Caiden, *Dynamics*, p. 283.

13 -- Dwight Waldo, «Scope of the Theory of Public Administration» in James C. Charlesworth (ed.), *Theory and Practice of Public Administration*, Monograph 8, American Academy of Political and Social Science, 1968, p. 26. (emphasis included.)

14 -- P. Gordon, «A Decisive Direction for a New Public Administration Some Basic Considerations,» Berkeley: Graduate School of Public Affairs, Univ. of California, Spring, 1969, p. 2.

blems of universal modernization are rapidly becoming similar although there is variation in the «level of modernization.» (1)

Some of the broad challenges ahead include the following :

- 1- **The role of government will continue to expand and direct overall process of development.**
- 2- **Government activities will be increasingly complexed and specialized.**
- 3- **The need for planning, coordination and control will be greater.**
- 4- **Administrative attempts at dominating the political process is expected to continue. This result is mainly due to technical expertise and various other interpretations.**
- 5- **Managerial orientations and techniques will play a crucial role in speeding up the process of development.** Chi-Yuen Wu notes that defects in the development strategies of many low-income countries were mainly due to the fact that:

1- not sufficient attention was paid to administration and management. As a result, development plans failed to include plans for developing the administrative and management capability to implement the plans.

2- those responsible for development often failed to understand that modern technology includes not only technology in the narrow or purely technical sense, but also management technology. (2)

- 6- **Further integration between the technical and the human aspects of institutions is needed so as to mobilize support for organizational objectives and enhance human energies and potential in their pursuit.** Organizational development constitutes one such effort.
- 7- **Human well-being will continue to be the central concern of public administration.** Formal channels of citizen participation are vital in this regard; decentralization is also imperative.
- 8- **Change, especially in terms of rapid pro-**

liferation of knowledge in natural and human dimensions, will be the focus of scholarly attention. Hence, public administrators will increasingly become more change-oriented and development-oriented.

- 9- **The role of administrative reform and management improvement will be greatly stressed.**
- 10- **Personnel training and management is crucial to the whole process of development administration.**

In short, administrative development involves building the capabilities of human beings and of social institutions and reforming well-established practices — which means that time and sustained energies are needed to effect deliberate progress. (3)

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