

ADMINISTRATIVE CAPABILITY FOR DEVELOPMENT

INTRODUCTION

The 'development' of developing countries has been a subject of important international discussions.¹ It is an issue which has drawn the attention of the international community to the twin problems of 'nation-building' and 'socio-economic development'. National development has been the goal and centre of politics of the developing countries. Governments in these countries have long realised that effective public administration systems are essential to the achievement of national development objectives. Public administration is regarded as an important mechanism in this development process. Government uses its administrative authority in achieving national development tasks by formulating, organising and implementing large-scale action programmes. It is through public organisations and their proper functioning that developing countries can translate their political will into concrete policy measures and put them into operation for the achievement of national goals. A

1. The United Nations General Assembly has adopted a number of resolutions on the general theme of 'national development'. Declaration on the Establishment of a New International Economic Order, Charter of Economic Rights and Duties of States, and International Development Strategies for the First, Second and Third United Nations Development Decades are outstanding examples of international decisions concerning national development generally. There have also been international conferences and measures in specific fields such as population, environment, energy, science and technology, food and trade, etc.

public administration system in a developing country plays an instrumental role in three ways:

- (i) It helps in programming, planning and policy-making;
- (ii) It is responsible for implementing programmes, plans and policies; and
- (iii) It keeps citizens informed of government plans and policies.

Thus it would be wrong to underestimate the importance a public administration system in a developing country in its development effort.

To meet this challenge, three propositions should receive widespread recognition:

- (i) The government of a developing country should play a central role in promoting social and economic development;
- (ii) To fulfil this role, there is a need for expansion of administrative capabilities at all levels of government; and
- (iii) Public administration must itself adapt to changing circumstances if it is to be a mechanism of the development process.

Here an attempt is made to deal with the second proposition, that is, administrative capability for an administrative system of a developing country. An important component of development administration is administrative capability which is one of the scarcest of resources in developing countries. In the socio-economic development of a developing country and even in the social transformation of society, administrative capability has much to contribute. It is becoming not only a crucial but also a major factor in the success or failure of development efforts. It is a limiting factor in the achievement of national development goals. With the significant increase in the complexity and magnitude of government functions after World War II, the need for administrative capability to solve complex operational problems and to aid in the implementation of development plans, programmes and projects, has been felt to a much greater extent. The increase in the level of knowledge and skills in the appraisal of administrative capability is, therefore, important especially for countries which aspire for modernity. To quote from a United Nations publication: "Sound appraisal of administrative capability is essential for sound development plans."² That is why national leaders, planners, policy-makers, administrators and other technicians in recent years have recognised the need to evaluate and

2. United Nations, *Appraising Administrative Capability for Development* (New York: United Nations, 1968), Preface.

improve the administrative capabilities so that the intended results are achieved. It has been emphasised that "public administration must be recreated, renewed, revitalised to produce the changes and achievements in the transformation of societies. This necessitates a different kind and magnitude of administrative capability."³ It is, therefore, useful to understand its nature, take steps to create and improve it, and conserve its use for national development.

The term 'development administration' is understood as development of administrators, which is further simplistically meant as enhancing the administrative capacity for development. However, this is not enough. A new meaning has been added to the concept of 'development administration'. The emerging problem in developing countries is how to combine skills and bring them to bear more effectively on action development programmes which will develop their economy, sustain improvement in their social systems and increase the capacity of their political systems. This is the essence of development administration. The basic assumption towards development administration is the focus of attention on the building and improvement of a public administration system as part of the totality of efforts for national development. The term covers both the development of administration and the administration of development. The former refers to strengthening and improving the administrative capabilities of those involved in development efforts; the latter is identified with organisational development. By development of administration is meant improvement of the administrative capability for development. Administrative capability is the capacity of the administrative arm to achieve the desired objectives. Katz says: "Administrative capability for development involves the ability to mobilize, allocate and combine the actions that are technically needed to achieve development objectives."⁴ A publication of the United Nations defines 'administrative capability' as "capacity to obtain intended results by means of organization."⁵ In the context of administrative capability for development, we may refer to it as *the ability or capacity of the administrative system to achieve the development objectives of a country.*

3. United Nations, *Public Administration in the Second United Nations Development Decade: Report of Second Meeting of Experts*, 16–26 January 1971 (New York: United Nations, 1970), p. 4.

4. Saul M. Katz, "A Methodological Note on Appraising Administrative Capability for Development", in *Appraising Administrative for Development*, op. cit., pp. 99–100.

5. United Nations, *Enhancing Capabilities for Administrative Reform in Developing Countries* (New York: United Nations, 1983), p. 1.

APPRAISING PERFORMANCE

Like economic development, which can be measured in terms of increase in gross national product per capita, can administrative capacity be measured?

Economic development means increase in output (O) in terms of gross national product per capita which may be expressed as $O = (O/I) \times I$. Here I stands for inputs, and O/I for productivity or efficiency. Similarly, administrative capability means the capacity of the administrative arm to achieve desired objectives. This can be explained by mobilising inputs (I) and increase their productivity (O/I). In an organisation the administrative capability can be measured by the performance of the personnel in achieving its objectives. At the public sector level or in a government department, administrative capability can be measured by mobilisation of inputs (I) to produce output (O). Inasmuch as one can determine GNP or deal with income distribution factors, one can also make an assessment of administrative performance. In the measurement of administrative capability, three indications can be formulated: inputs, outputs, and productivity.

In an organisation I includes persons assisted by physical inputs and management technology (office and other necessary tools), and O is the production of goods and services as to output. Performance (O/I), therefore, depends on how a public administration system or a public unit is organised, how work is divided and coordinated and what management technology or methodology is used. In fact, in an organisation, it is persons, material resources and management technology that determine its performance.

It is in terms of performance that administrative capability can be appraised. Norman Uphoff suggests four kinds of 'performance', namely, Efficiency (Organisation), Effectiveness (Linkages), Innovation (Planning), and Efficacy (Feedback).⁶ According to him, these performances relate to the process of transforming inputs into outcomes. He says: "Efficiency relates to the conversion of inputs into outputs, with special attention to how the inputs are used. Effectiveness relates to the production of outputs which 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 desired outcomes. Efficacy deals with

6. Norman Uphoff, "An Analytical Model of Process and Performance for Developing Indicators of Administrative Capability", *Philippine Journal of Public Administration*, Vol. XVII, No. 3, July 1973, pp. 372-79.

their achievement but in extra bureaucratic ways, especially involving inputs from the public so that the outputs of administration indeed 'match up' with public needs."⁷

As already said, in an organisation it is the 'human input' that determines its output. Basically, an organisation constitutes an administrative machinery which is designed to achieve specific goals with the help of management technology. In it, a person cannot perform the functions assigned to him well without adequate physical inputs of office: pen, paper, telephone, etc. Thus, the human inputs as well as the physical inputs are important variables that determine the organisation performance. According to the Classical School of Public Administration, performance means 'efficiency'. Frederick Taylor, Henri Fayol, Max Weber, Luther Gullick and Lyndall Urwick concentrated their attention on 'productivity' or 'efficiency'. The idea of efficiency provided a unifying theme in the work of these pioneers.⁸ The Classical School of Administrative Thought focused its attention on efficiency and profitability. These increase when the ratio of output to input is higher, or output remains constant with a decrease in input. This output/input ratio may be in the form of profitability, productivity or efficiency. Thus, 'profitability' may be expressed in monetary terms; 'productivity' in terms of contribution of labour and capital to produce goods and services; and 'efficiency' in terms of technical efficiency in the sense of increase in output. As such, the classical approach defined the performance of an administrative system as the ratio of output to input (O/I). Max Weber emphasised the use of 'formal bureaucratic organisation' for increasing efficiency. He hailed bureaucracy as "capable of attaining the highest degree of efficiency".⁹

In brief, the Classical School of Public Administration wanted to achieve efficiency through a formal organisation. The task of public administration was to improve and raise performance, expressed in terms of efficiency, to the highest level. Administration was entirely responsible for implementing a system where outputs are maximised by efficient tools of work.

Since World War II, many nations have emerged as independent countries and it has become necessary that development of these

7. Ibid., p. 373.

8. Bertram M. Gross, *The Managing of Organization* (London: Free Press of Glencoe, 1964), Vol. 1, pp. 119-48.

9. A. M. Henderson and T. Parsons, (trs.), *From Max Weber: The Theory of Social and Economic Organization* (London: Free Press, 1947), p. 337.

countries, popularly known as "Third World Countries", should be carried out by their governments. Development or modernisation has become the goal of the governments of the developing countries. Since government and its administrative arm play a key role in effecting national development, there is a strong need for improving the capabilities of those upon whom depends the performance of a country. Thus, the scope of public administration has widened to include development administration as well. The administrative arm of government is presently not only concerned with the implementation of policies and decisions but it is also associated with the making of them. It is called upon to play an active role in planning and programming. Hence, the issue of administrative capability. Administrative capability has to be examined from the standpoint of goals of the country concerned. In an individual organisation, performance must also be linked with goals.

Thus there are mainly four indicators of performance, namely, productivity, efficiency, profitability, and effectiveness. We use "effectiveness" to denote the degree of fulfilment of the objectives. The factor of effectiveness determining performance is, to a considerable degree, influenced by the objectives of an organisation. It relates to the production of output in a given period of time. Thus effectiveness may be appraised by the units of service rendered in a specific period. This involves cost-benefit analysis, that is, the cost of the inputs and the benefits of the output. As such, in measuring effectiveness one needs to take into account not only the indirect costs but also the indirect benefits and negative consequences of the output. Though it is difficult to convert human life, social security and other social operations into monetary terms, yet money as a medium may be used for adding all relevant items together on the input side as well as on the output side. Yet, it is a complicated problem to determine the efficiency and effectiveness of an administrative system in precise and quantitative terms. However, one can still determine whether the administrative system has the capability to perform well in the sense of achieving the desired objectives in a given time period.

It is of critical importance to appraise performance as a whole taking into consideration the organisational objectives and the administrative efforts involved in achieving those objectives. Performance in a broad sense has the following aspects:

1. Inputs in the form of human and material resources (costs involved).
2. Methods (management technology) involved in mobilising and utilising inputs to produce outputs.

3. Outputs in the form of goods and services produced (e.g., number of cases handled) which can be measured in terms of quantity and quality.
4. Beneficial and harmful effects of both inputs and outputs in terms of cost-benefit analysis (e.g., ecological, political, economic, social or other factors).
5. Outcomes (Output/Input) of the activities involved which may be expressed in terms of profitability.

Thus, in the appraisal of performance as a whole, these five indicators may take the form of an evaluation of the administrative capability of an administrative system. Administrative capability can be appraised when the administrative system is actually performing well in the sense of achieving intended results effectively and efficiently. The administrative capability of an organisational unit or system includes the capacity to deal with the complex tasks of the organisation including decision-making, planning, programming, projecting, coordinating, budgeting, executing, supervising, directing and controlling. A few measures have been taken to establish and maintain transactional linkages with organisations so that the objectives are achieved. To bring about measures, "many countries recognize the desirability of promoting feedback, cross-fertilization and mutual reinforcement of ideas and improvements among central public administration institutions and processes and their sectoral and programme counterparts. Unless those in general public administration improvement activities are able to receive information on management problems in different sectors and programmes, and in turn disseminate ideas and improvements to them, their contribution to administration for development is likely to remain limited."¹⁰

ENHANCING CAPABILITIES FOR ADMINISTRATIVE DEVELOPMENT

What constitutes administrative capability and how it can be enhanced is the crux of the problem. As already said, socio-economic progress and national development are the major goals of the Third World countries.

10. United Nations, *Public Administration and Finance for Development* (New York: United Nations, 1975), pp. 57-58.

Yet these goals cannot be achieved without adequate administrative capabilities. These countries lack administrative capability very much at all levels. They are greatly concerned about their overall public administration capabilities as well as management capabilities for sectoral and programme administration. However, it is one of the most scarce resources in the developing countries. It is, therefore, important to take adequate measures to improve administrative capabilities for more efficient planning and implementation of development programmes and projects for the delivery of goods and services. In order to enhance administrative capability, which is very essential for the success of development programmes and projects, programmes of training, civil service reforms, reorganisation and procedural changes must necessarily divert the time and energy of 'high quality' personnel from other activities. Administrative capabilities, like any other plan, requires, therefore, investments for using scarce resources.

Joseph LaPalombara suggests two highly generalised strategies, namely, political support and education for increasing administrative capacity. Unless the administrators secure the support of political leadership, little can be done to increase or improve administrative capacity. LaPalombara states: "Where upper-level bureaucrats are not also the central political leaders of the society, it is doubtful (although not impossible) that they will develop the attributes of guardians. In any case, effecting administrative change in such situations absolutely requires that such a goal be accorded high priority by the political leadership."¹¹ Proper education and good training greatly improve the skill of the administrators. It is an integral part of the strategy for improving administrative capacity. Personnel in the organisation need to be developed to achieve its objectives and to develop a sense of responsibility towards these objectives. The objectives of the organisation require a change in the personality of an administrator. His skills and knowledge on the job can be enhanced by imparting training extensively in the respective fields.¹²

Apart from creating a positive attitude in the employees in the field of action, a programme of research and development is needed with a view

11. Joseph LaPalombara, "Alternative Strategies for Developing Administrative Capabilities in Emerging Nations", in Fred W. Riggs (ed.), *Frontiers of Development Administration* (Durham: Duke University Press, 1970), p. 193.
12. India, Administrative Reforms Commission, *Report on Personnel Administration* (New Delhi: Manager of Publications, 1969), p. 62.

to bringing about continuing administrative reforms. The capacity of the administrative arm can be increased by the following ingredients:

- (i) Political support for administrative reforms;
- (ii) Effective administrative leadership attuned to programme development and implementation;
- (iii) Adequate resources, both human and physical; and
- (iv) These three factors or a combination of one or two determine administrative capabilities at all government levels.

ORGANISATIONAL ARRANGEMENTS AND PLANNING STRATEGIES

In the following paragraphs, an attempt is made to deal with institutional and organisational arrangements which may be necessary for the improvement of administrative capabilities for development.

1. Reform Organisation or Commission

Like economic planning or health planning, a government should focus adequate attention on administrative planning strategy. Its emphasis should be on investing administrative capacity. Its objectives should be to aid the chief executive and heads of departments and other agencies in their development planning, programme budgeting and policy execution. Since the factor of administrative capability is involved in the entire process of formulating, executing and evaluating development programmes and plans, it is useful to institutionalise an administrative reform unit which should receive continuous support at all levels. The primary function of this unit should be to develop an effective organisation administrative or management system. Secondly, administrative planning strategy should be charged with the duty of pre-service and in-service training programmes and of producing persons with the needed capabilities and motivations.

Basic to the enhancement of capabilities is the creation of a Reform Organisation or Commission at the national level. This is not just a matter of establishing organisational structures with the available organisation and development techniques; it involves fulfilling behavioural requirements, such as providing leadership, commitment, team spirit, coordination and innovative values. It should be charged to carry out a specific reform programme for creating administrative capabilities. It should

ensure objectivity and impartiality with respect to the planning for administrative capabilities. The experience of such a Reform Commission shows that at the head of any national system for administrative reform it is desirable to have some kind of deliberative body to finalise and make recommendations at government policy-making levels. A number of ingredients for successful planning, coordination and implementation of plans for administrative capabilities are fairly evident. The first is the leadership and coordinative capacity, which may be provided by appointing a minister of cabinet rank or the head of the civil service; second, representation of key civil service ministries and national training institutes; and, third, an efficiently and effectively staffed administrative reform unit or secretariat.

Political support is essential in order to facilitate the formulation, adoption and implementation of reforms and also to ensure adequate financial resources for its operation. In any systematic planning of reform implementation there is the felt need to establish better coordinative and participative linkages with the agencies affected by the reform in order to have access to the information needed to plan, provide a feedback means and ensure implementation of the reform. Linkages with the budget office, planning ministry, central personnel agency and central auditing agency, are necessary in order to ensure implementation of plans for enhancement of administrative capabilities.

2. Organisational Change

As far as the structure of the organisation affecting its performance is concerned, it is composed of human as well as physical resources. An analysis of these resources is important in any appraisal of performance of administrative capability. Persons constitute the principal resources of an organisational unit. Such questions as the quantity and quality of persons, their roles in terms of job descriptions, their training qualifications and their participation in policy-making and planning which affect the performance of an administrative system or unit are very important. Effective administrative management of an organisational unit calls for a combination of dynamic policy and programme leadership and competent managerial direction under a professional man who plans, directs and improves the work of the unit. Questions relating to physical resources, such as office equipment supplies, telephones, and tools of communication, transport, housing and office space, have far-reaching effects on the performance of an administrative system. The administrative capability of

an organisation, particularly in a developing economy, is very much constrained by the physical resources which it possesses or lacks.

In the national development of a country, the strengthening of the central government for expediting the political, economic or social change is essential in most cases. However, at a certain stage, where there is a complexity of development functions, the central government must take steps to decentralise the authority and delegate powers to lower levels of government—state and local—and autonomous bodies like the Public Enterprise Corporation Board, etc. In fact, the ability to delegate authority with confidence and without losing control constitutes an important factor in the development of administrative capability. In administrative development, there is also the felt need to have the reorganisation or reconstruction of existing organisations, abolition of ineffective units and building of new institutions. Donald Stone calls for “revamping administrative structures, processes and managerial practices and a large amount of pre-service and in-service training, with both concentrated on development administration for total social benefit.”¹³

3. Political Support

Unless the administrators secure the support of political leadership little can be done to enhance administrative capability. Political support is necessary in order to facilitate the formulation, adoption and implementation of plans and programmes for enhancing administrative capabilities, and also to ensure adequate financial resources for their operation. The head of the reform organisational unit must have the confidence of the party in power or groups and have direct access to the highest policy-makers. Legislative support will also be necessary.

4. Training

The strengthening of administrative staff, administrative improvement skills and capabilities by means of training may be undertaken in a number of ways. The members of the staff who are most likely to benefit from such training include those who can play general and leadership roles in the initiation and implementation of administrative improvement programmes. This may require a high level of pre-entry training, a few

13. Donald C. Stone, “Removing Administrative and Planning Constraints to Development” *Journal of Administrative Overseas*, Vol. XII, No. 1, January 1973, p. 12.

years of experience at a higher level in the public service and an aptitude for creating new ideas for participation in the challenging process of change. Training must be intended to increase the knowledge of the participants to make them aware of modern administrative techniques, appropriate assignment of duties and more effective utilisation of resources and to teach them how to improve the organisational structure. Public administration research and training institutions have an important role to play in the planning of administrative capabilities. The main assets are relative objectivity, technical expertise and academic orientation.

5. Recruitment

On the recruitment side, the basic knowledge and skills considered as minimum qualifications may include: (i) a general knowledge of the country's constitution, and of the government and its administrative system; (ii) the ability to identify and analyse administrative problems; (iii) the ability to find solutions to administrative problems; and (iv) the ability to come out with new ideas.

Another important organisational requirement is that the conditions and terms of employment should be such as to attract and retain staff of the right calibre. The development of their professional capabilities presents a new challenge that requires an objective outlook and the modification of restrictive civil service regulations and policies.

6. Job Description and Staffing

In the public sector, most jobs remain undescribed. The design of effective job description for enhancement of capabilities depends on the existence of clearly defined goals. The tasks of the reform unit staff may include (i) scrutiny of specific phases of departmental operations, including study of functions, staffing patterns, work methods and procedures; (ii) planning and implementation of training programme relevant to enhance capabilities for administrative reforms; and (iii) preparation of operational manuals.

In addition to the above tasks, which are largely related to the general administrative work, there is the need for planning the staffing requirements. These can be realistically undertaken after areas of methods of work have been established.

7. Building Capable, Motivated Staff

As discussed in the previous pages, the experience of successful countries suggests that capable and motivated civil servants are the "lifeblood of an effective state". They can promote economic growth and reduce poverty. They can provide sound policy inputs and deliver critical public goods and services at the reduced cost. A capable and dedicated staff is needed to inject energy into the public sector. However, motivating, and attracting capable civil servants require long-term career rewards, adequate pay, and mechanisms to instill an *esprit de corps*. To enhance administrative capability and nurture effective bureaucracy, a developing democracy like ours needs to focus on three issues.

(1) Merit-based Recruitment and Promotion System

As already emphasised, good performance in the public service calls for a meritocracy of the civil service.¹⁴ Meritocracy helps bring in capable staff. In many South-East Asian countries, such as Korea, India and Japan, a national civil service entrance examination uses tough standards to attract capable applicants. In others, academic performance is the criterion. Offering rewards for meritorious long-term service have gained wide recognition in many civil service systems of developed countries. In Korea, for example, promotion is based on a formula that combines seniority with merit-based components. Where promotions are personalised or politicised, civil servants worry more about pleasing their bosses or influencing politicians.

Meritocracy has not yet gained ground in many developing countries. Instead the state has often become a massive source of jobs, with recruitment based on political considerations rather than merit. At the root, merit-based personnel rules are circumvented and staff are recruited or promoted on the basis of patronage and casteism.

For example, in the Philippines, political appointments have resulted in lower bureaucratic capability. Now the government has been undertaking reforms to introduce greater meritocracy in its civil service. Of course, political appointments can be quite extensive in developed countries, such as the United States, as well. However countries with weak institutions and inadequate controls are better off relying on more transparent and competitive mechanisms.

14. Ed Campos and Hilton L. Root, *The Key to the Asian Miracle* (Washington: Brookings, 1996).

Even in countries where meritocracy has been installed, bureaucratic capability may suffer from rampant political interference. In India, for instance, senior civil servants are transferred frequently (the average tenure of field officers in some states can be as low as eight months). Partly as a result, the once-legendary Indian Civil Service is no longer perceived as a carrier of development. A public bureaucracy of developing country should fulfil two basic performance criteria—efficiency and instrumentality. A developing country's bureaucracy should not only be efficient but also instrumental in achieving national objectives. To be efficient, the bureaucracy should make effective use of resources in meeting public policy objectives. To be instrumental, it should serve as an agent responding promptly to public policy objectives.

Meritocracy recruitment is of two types: mandarin system and open recruitment system.

(i) *Mandarin System*: Mandarin system is a hierarchical system with close-entry to promising candidates at the outset of their careers. Mandarin or corps-career system is found in such countries as France, Japan, Germany and Singapore.¹⁵ Japan's Tokyo University produces that country's administrative elite, most of whom have a legal or generalist education, possibly supplemented with in-service technical training.

(ii) *Open Recruitment System*: Open recruitment system (found in US, New Zealand, Australia) is a more flexible, decentralised and increasingly market-driven approach to civil service recruitment. The US system, for instance, in contrast to the mandarin system, permits entry at any point in the hierarchy, without age limitation. (In this it is difficult to maintain professional standards and *esprit de corps*.)

(2) Adequate Compensation

Government employment becomes more attractive if civil servants are highly paid. Evidence suggests that civil servants are paid less than their private sector counterparts. For example, in the Philippines public pay averages twenty-five per cent of private wages and eleven per cent in Somalia. On the other hand, public sector salaries in Singapore average one hundred and fourteen per cent of those in the private sector. The gap is widening in several developing countries. Low level of remuneration for senior officials makes it harder to attract and retain them at the vital senior levels.

15. Barbara Nunberg, *Managing the Civil Service: Reform Lessons from Advanced Industrialized Countries* (Washington: World Bank, 1995), WB Discussion paper No. 204.

With a view to raising public sector salaries, and by the need to correct aggregate fiscal imbalances, some countries have embarked on initiatives to reduce employment, decompress the wage structure, and raise average pay in the civil service. These efforts have met with mixed results.

(3) *Instilling Esprit de Corps*

Commitment to attain organisation's objectives is an important element of the bureaucratic capability. This calls for instilling *esprit de corps* through round relationships between management and employees. A healthy *esprit de corps* encourages closer identification with an organisation's goals, reduces the costs of making people play by the rules, and nurtures internal partnerships and loyalty. A few of today's civil services are said to do so, including those in Chile, France, Germany, Japan, Korea, and the United Kingdom. Singapore's civil service is now well-known for its coherence and sense of purpose, even though these characteristics barely existed in early 1960s.

The country's politico-administrative leadership and its continuous efforts to involve the civil service with its described values help strengthen the bond among civil servants.

CONCLUSION

Sound appraisal of administrative capability is very essential for increasing administrative capability not only for development planning but also for implementing development programmes and projects. As such, appraisal should be an integral part of the larger effort to change, revitalise and improve the public administration systems of the Third World countries.

During the 1980s, development suffered serious setbacks as most developing countries experienced external debt crises, slow growth of output and inadequate mobilisation of domestic resources. Many countries have been called upon to underline structural adjustment measures with a view to rehabilitating their economies and restoring conditions for accelerated recovery and development. In some cases, these measures have threatened hard-won social progress. A conscious effort will be necessary in the years ahead to sustain economic development without further sacrifices in social progress.

In the first decade of 21st century, public administration systems in the developing countries will need to be revitalised to cope with the changing needs. Public administration capabilities must be created

commensurate with their present and future needs. For this developing countries must adopt more specific national objectives for improvement of public management in the light of the role entrusted to it in national development. The focus of attention should be on strengthening of public management for the formulation and implementation of policies attuned made to national development. In bringing about improvements in public management, the focus should be on:

- (1) Exploitation of available manpower and financial resources;
- (2) Improvement in the processes of plans and policies; and
- (3) Implementation of policies or plans with efficiency and effectiveness.

These objectives aiming at the improvement of public administration have to be accompanied by adoption of necessary programme measures such as:

- (i) Improving the organisation of plan implementation—public enterprises, public services, regulatory agencies;
- (ii) Restructuring machinery of government;
- (iii) Identifying, developing and implementing development programmes and projects;
- (iv) Strengthening, national planning and other advisory bodies;
- (v) Institutionalising of planning at local, regional and state levels;
- (vi) Modernising systems of government budgeting and financial management, including tax administration, and development of financial institution; and
- (vii) Using appropriate modern management technology and techniques.

The adoption of these programme measures will increase public administration capabilities which may further help achieve the national goals of developing countries.

The strategies for realising the aforesaid objectives and measures may include renewing future capability requirements, making public administration and finance an integral part of socio-economic development, and active participation and involvement of local communities and other social institutions in the development efforts.