Module 8

Development administration

Introduction

The concept of development administration has been almost exclusively used with reference to the developing countries of Africa, Asia, Middle East and Latin America (Dwivedi, 1999; Heady 1996). The concept describes the processes of establishing an effective public administrative system that could consistently and pragmatically deliver goods and services to the citizens in developing nations in an efficient and equitable manner (Adamolekun, 1999a; Turner & Hulme, 1997).

According to Weidner (1970), development administration in government is "the processes of guiding an organisation toward the achievement of progressive political, economic and social objectives that are authoritatively determined in one manner or another. It is the management approach adapted for the particular needs of developing nations." Development administration is an integral part of societal development and is profoundly influenced by the overall political, economic and cultural attributes of the society. (Jreisat, 2002). It deals with the concepts of consumption, production and distribution as the principle determinant task. In the literature, the term development administration has been used in two interrelated senses. First, it refers to the administration of development programmes, to the methods used by large-scale organisations (notably governments) to implement policies and plans designed to meet their developmental objectives (Dwivedi, 1999; Esman, 1991; Riggs, 1970). Second, it involves (by implication, rather than directly) the strengthening of administrative capabilities.

From a broad perspective, the role of the state was seen as correcting and rebuilding economic process. The focus now is on a new administrative dynamic that will help to galvanise a production revolution in developing countries. This administrative dynamic is also expected to positively affect both the industrial and agricultural sectors with the objective of minimising problems of unsustainable production systems. From this perspective, development administration cannot be divorced from either political economy or a theory of development.

According to Olowu (1999) and Esman (1991), development administration is closely tied to foreign aid and the Western formula for development planning. Stone (1966) (cited in Wood, 1966) and Heady (1996) contend that development administration is the blending of all the elements and resources (human and physical) in a concerted effort to achieve agreed goals. It is the continuous cycle of formulating, evaluating and implementing interrelated plans, policies, programmes, projects, activities and other measures to reach established development objectives in a scheduled time sequence. Sachs (2008) contends that sustainable development will not break the bank. The key is to make the right choices

in our public investments and to find ways to harness, and channel, market forces.

It is interesting to note the characteristics of development administration as presented by Stone (1966) (cited in Wood, 1996) and Dwivedi (1999). They stressed the formal and technical aspects of government functions. Therefore, development goals are assumed to be agreed upon by both developing and Western industrial countries' public administrators (Jreisat, 2002; Esman, 1991). The role and influence of the administrators of developing nations closely depends upon two concepts of the state:

1. The new doctrine of democratic planning

2. The old doctrine of economic liberalism

Module outcomes

Upon completion of this module, you will be able to:

Outcomes

- *Define* development administration.

- *Demonstrate* an understanding of the factors that could foster good governance and an appropriate development administration environment in a developing country.

- *Discuss* the premise that the current crisis of development administration is a consequence of the inability to incorporate non-western development experiences into the prevailing conceptual mode of most developing countries.

- *Demonstrate* a good knowledge of the core premises of development administration from the 1950s to the 1990s, including any differences.

- *Explain* the major challenges facing development administration.

- *Demonstrate* how public administration (in most developing countries) could be enhanced to reflect a human needs-centred and sustainable public management system in the near future.

- *Explain* how training in development administration may help public administrators in developing countries be more responsive to citizens.

Trends in development administration 1950 to 1990

The attainment of a pragmatic and efficient development administration system continues to be a very important goal for several countries. It is interesting to observe that almost all developing nations in Africa, Asia, Caribbean and Central and South America wish to promote economic development. According to Handelman (2009) and Jreisat (2009), economic growth (and a reasonably equitable income distribution) will offer an improved living standard and, presumably, increase the citizens' support for a ruling political party and public administrators. Further economic growth could also provide added tax revenue, thereby enhancing government administrative capacity. Esman (1991) contends that economic development (if well managed) could augment a country's:

- civil service,
- citizens' social welfare,
- education,
- diplomatic influence,
- international prestige, and
- health care.

The administration of development and development of administration are functionally interrelated to each other.

What are the strategies for sustainable development?

What should the role of the national government be in stimulating and regulating economic development?

In several countries the strategy was to leave most economic development activities in the hands of the private sector and to not centralise control over the economy. Somehow, in the 1950s, governments in most developing nations often owned strategically important enterprises and invested in industries that failed to attract sufficient domestic private capital. Toward the end of this decade and prior to the privatisation of state enterprises, many of the airlines, armament factories, electric power plants, railways, telephone, petroleum companies, mines and steel mills were government-owned (Adamolekun, 1999a; Dwivedi, 1999).

One reason for this type of economic development approach was the nationalisation policy adopted by developing nations. Secondly, an action (that became a predicament), is the fact that after taking over control of the public corporations the national governments often provided the private sector industries with cheaper, subsidised transportation, power and other needed resources (Weatherby et al., 2009).

As a result of the inefficient economic development approach adopted in the 1960s, domestic industries received excessive protection and trade

and fiscal policies were designed to promote industrialisation that often harmed agricultural exports. The spill over effect was the income gap widened between urban and rural populations and between skilled and unskilled workers. Since public managerial capacity represents what is often the scarce and critical factor in economic development, the ability to design and sustain purposeful collective action, public administration skills and management institutions needs to be identified and enhanced in developing countries. According to Cox, Buck and Morgan (2011), Swerdlow (1963) and Dwivedi (1999), five major themes can be derived from the concept of development administration during these time periods:

1. Development could only be attained by modernisation.

2. The predominant feature of development is economic development, the latter defined in terms of growth.

3. Quantitative change or economic change would produce a critical mass, leading to qualitative change.

4. The process of development, historically, entails the movement of societies between a traditional agrarian stage of underdevelopment and that of development after the take-off stage (industrial).

5. Development also emphasises harmony through stable and orderly change.

The 1960s was a decade of general prosperity and pervasive intellectual optimism throughout the world. During this period administrative and military modernisation was closely related to developments, but the expected administrative paradise did not materialise (Dwivedi, 1999).

The 1970s was a significant wake-up call. There became a concern about the inadequacies of the development trend of public administration to cope with the urgent managerial capacity problems (Heady, 1996; Jreisat, 2009). The crisis of development administration became one of identity and purpose with seemingly devastating effects on the entire field of public administration. Dwivedi (1999) and Riggs (1970) pointed out that after the economic growth of the 1960s development administration plunged into the depths of an intellectual professional depression. This catastrophic decline in development administration practices could no longer be overlooked. The 1970s also saw an increased contradiction between market economies and market politics. This contradiction served to undermine some of the once-persistent civic traditions of Western pluralism (Weatherby et al., 2009; Esman, 1991).

By the 1980s, development administration could not be separated from either political economy or a theory of development. The field began to gain a place between development and modernisation. Heady (1996) contended that the function of development and administration in the early 1980s became chiefly that of a midwife for Western development. This was a new paradigm for Western industrialised countries. The onus was placed on Western industrialised countries to produce an external inducement, which was thought necessary to promote such change in development administration.

The 1990s saw a major improvement in the field of development administration. The dynamics of administrative culture and ethical issues remained a predicament for the public sector. There was also some improvement in public institutions' infrastructure in many countries (Dwivedi, 1999). This period also witnessed a series of bureaucracy-bashings due to administrative inadequacy. Political leaders and unsatisfied citizens called for reforms. This call led to the restructuring of administrative organisations, for example, the creation of new agencies and the use of control mechanisms to co-ordinate the functions of public administration in several countries.

This was the era when the idea of the new public management (NPM) and shared governance concepts started to manifest themselves fully. Further calls were made to cut the scope of the government through privatisation and contracting out. Many countries' public administration systems were decentralised and deregulated. Decentralisation became the rule of the day. Some authors have called what happened in the 1990s an era of de-bureaucratisation (Shafritz, Russell & Borick, 2011; Cox et al., 2011).

Activity 8.1

Activity

1. Explain the trends in development administration between the 1950s and 1980s.

2. Describe the nature of development administration in the 1990s. What were the major outcomes and concepts of development administration in this period?

3. Discuss the concept of development administration.

Characteristics of development administration

The development administration concept has gained momentum in several developing countries (Jreisat, 2009). There has been great stress on transforming the structures, processes and behavioural patterns of the administrative system (Shafritz et al., 2011). This is what has been termed "administrative development", which focuses on enhancing the capabilities of administrative systems to help achieve progressive political, economic and socio-cultural goals that it is expected (and designed) to achieve (Weatherby et al., 2009; Adamolekun, 1999b).

In this section we will examine the essential characteristics of development administration as reflected in the literature. Figure 8.1 shows the relationship between the social, economic, cultural, political goals and development administration.
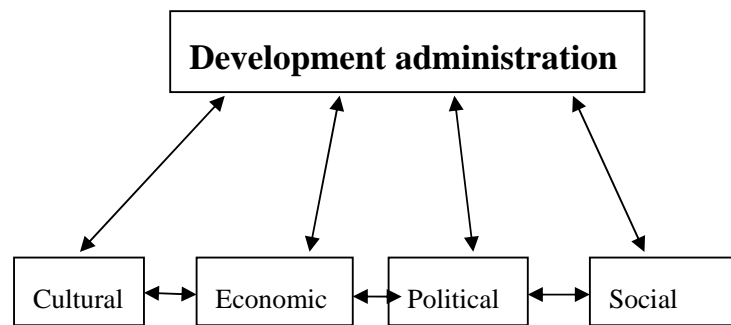
Fig. 8.1 Relationships between development administration and development goals

Source: Dibie (2009)

Coping ability

A development administrative system is an "open" system. It receives inputs regularly from the environment and attempts to respond through its outputs, decisions and actions. No doubt there is a continuing interaction between a system and its environment and this reciprocity is an important trait of development administration.

The political environment places demands for change and provides direction of movement; the economic environment outlines the agenda of action of the administrative system and puts constraints of resources on it; the socio-cultural system creates the milieu in which the development administrative system has to operate (Cox et al., 2011; Rapley, 1996). To that end, development administration has to respond to the demands and challenges arising from its environment. A development administrative system, therefore, continually tries to enhance its coping capacity. This could be done through greater sensitivity and responsiveness to the environment and the capacity to strengthen its administrative structures, behaviour and process. This is what is known as "administrative development". In order to achieve the goals of development administration, we must return to the structure of democracy as modified by the values of shared governance outlined earlier.

Goal-orientation

Goal-oriented leaders are capable of influencing other public administrators because of their competence, conformity to norms and status. Goal-oriented public administrators could influence and independently foster a relationship to galvanise any particular innovation (Starling, 2011). Development administration, as defined by Turner and Hulme (1997) and Weidner (1970), is "goal-oriented". Yet what distinguishes the general public administration from development administration is the dominant focus on goal-achievement in a more systematic manner. In other words, development administration is that aspect of public administration, which is predominantly goal-oriented. And these goals, as Weidner (1970) points out, are progressive in nature.

Development administration is concerned with the achievement of progressive political, economic, social and cultural goals.

Innovation and creativity

Innovativeness is a public manager's propensity to adopt innovations earlier than other members of their social groups. The adoption may be categorised as:

- innovation,
- early adoption,
- early majority, and
- latter majority.

(Jreisat, 2009 ; Henry, 2010)

In order for development administration goals to be effectively implemented, public managers are more likely than most (in the political system) to use a broad variety of sources of information, be cosmopolitan in orientation, have higher levels of administrative participation, have higher status and be more innovative (Cox et al., 2011; Rapley, 1996).

Development administration should stress identification and adoption of new structures, methods, procedures, policies, plans, programmes and projects, which would help achieve developmental objectives with the greatest possible ease. The use of computers, district planning, national education policy, and so on, are other instances of an ongoing creative approach to this process. It is paramount for a development administrative system to foster the responsibility to create an organisational environment, which would aid creativity and innovation.

Change-orientation

Change in government policies and processes are the product of (and the exercise of) leadership (Yukl, 2011). According to Cox et al. (2011), leadership in government ministry or departments is essential to the change process, whether it is in fostering instability or envisioning the future as a starting point for cultural transformation.

Development administration requires visionary public managers to help government departments or ministries follow an unknown path of change, and innovation is not an easy task (Yukl, 2011). It takes a manager of insight and courage. Development administration is change-oriented. Change involves the movement of a system or a structure from one point to another (Hellman, 2009). A development administrative system would be dynamic and not static. There is an inbuilt philosophy of development administration that values change. The change is a strategy for increasing the coping ability of an administrative system in relation to its external environment as well as a mechanism to activate its internal structures (Bovaird & Loffler, 2009). Lately, in the context of a New World Economic order involving globalisation and liberalisation, governance systems are expected to be transformational in character.

Planning

Strategic management is a way of maximising the effectiveness of any change effort. The careful analysis of present and future conditions contributes to planning change by a more careful delineation of the operations and strategies for change that will result in the achievement of the goals sought (Shaftriz et al., 2011; Staring, 2011). Planning is not a prerequisite for development administration, but it is the most helpful aid to the whole process of goal-oriented change. According to Cox et al (2011) and Lehne (2006), development administration could be perceived as administration of "planned change". It is true that planning is a strategy that facilitates maximum possible utilisation of human and material resource (Jreisat, 2009). Several developing countries have adopted socio-economic planning as a strategy of development, and even the developed socialist countries continue to place great reliance on the mechanism of planned development.

Higher level of motivation

The field of organisational behaviour teaches us that motivation and other intrinsic and extrinsic factors could be more important than physical factors in the productivity process. Maslow (cited in Cox et al., 2011) contends that satisfaction of a more basic need is a prerequisite for the individual to be motivated to satisfy a higher need. Motivated personnel are the backbone of any organisation designed to achieve certain progressive goals. The development administrative system in all developing countries needs a set of highly motivated personnel at top, middle and lower levels. Such personnel should be committed to the progressive goals designed to be achieved and should have a high degree of enthusiasm and commitment to accomplish those goals. This is because gratification through the attainment of goals is the basic process for determining a shift to their needs and therefore positive goals for the society and nation (Dibie, 2008b; Cox et al., 2011).

It could be stressed that in a development administrative system, the personnel need to have and demonstrate extra zeal, dedication and even perseverance to achieve lofty progressive goals of change. Behavioural training for attitudinal change can be effectively used for this to occur.

Progressive

A country could be classified as progressive if there are values that promote consensus building (Hyden, 2006). The consensus process recognises that many heads are better than one, not simply because there are more sources of knowledge and more perspectives on reality, but because qualitative superior problems-definition can arise from such a structure. All parties gain from relationships in which assessment of the situation and the processes of working out solutions are shared by all, and could lead to substantial progress in the country (Dibie, 2008b). The element of "progressiveness" of goals is an accepted feature of development administration (Dwivedi, 1999).

What is progressive for one society may not be so for another. Nevertheless, there appears to be a broad consensus on the nature of progressiveness of these goals in most countries, particularly those that

are developing societies. It is a very difficult goal to achieve, particularly by an administrative system. Nevertheless, it is expected that a development administrative system to create and promote such conditions will facilitate greater participation of the people in the process of development. In the economic sphere, a progressive approach would involve a faster pace of economic development and a more equitable distribution of income and wealth (Nafziger, 2006). It involves an approach to economic justice where opportunities to develop economically are equitably distributed to all sections of society. In the socio-cultural sphere, a progressive approach would involve universal education, promotion of health facilities for all sections of society, social justice based on equity, secularism and adequate opportunities to all social groups to promote their respective cultural distinctiveness (Lehne, 2006). The emerging emphasis on "people-centred development" is a reflection of such new concerns. Development administration, therefore, is a system designed to achieve progressive political, economic and socio-cultural goals.

Flexibility in organisational processes

Bureaucracy can be made more democratic, even though the two represent fundamentally different structures (Dibie, 2008a). Flexibility and consensus-building makes sense as a technique of public management. But it also makes sense as a tool for effective decision-making.

Often the challenge confronting government is as much how to understand a problem, as it is one of developing the possible solution to the problem. A bureaucratic administration is considered as a synonym of rule-oriented administration (Rosenbloom, Kravchuk & Clerkin, 2009). While no bureaucracy or administration can function without an adequate set of rules, a totally "rule-oriented" administration can fall in to the trap of treating rules as ends rather than as means. Such a dogmatic approach can make an administrative system straight-jacketed and inflexible and make it unfit for promoting development at a faster pace (LeMay, 2006).

Development-oriented administration requires an optimum flexibility of operations, which would allow an administrator the necessary autonomy to apply rules with discretion to certain unique and significantly distinctive administrative situations. According to Starling (2011) and Henry (2010) accountability for any decision made should remain with the administrator, yet they will be granted adequate leeway in using the set of rules to the advantage of the government and to the best of their ability and judgement. While the risk is likely to remain of misuse of any discretionary powers, this should not obstruct the process of making a development administration more flexible in its functioning. In that regard, the ideal notions of creativity and innovation will remain only a myth. The effectiveness of flexibility (and of consensus) is in helping development administrators to understand problems more than in the determination of solution.

People-orientation

There is no real dignity in a freedom or people-orientation of expression unless that freedom includes the responsibility of the government to listen. According to Cox et al.(2011) and LeMay (2006), no freedom is more evocative of democratic government than the liberty to present public policy problems and proposals to government. It is this freedom that energises and gives meaning to other freedoms.

A development administrative system should be client-oriented (in new parlance, "customer-oriented") or a "beneficiary-oriented" administration (Handelman, 2009). Development administration should be aimed at providing maximum benefits of its services and products to the very people for whom the organisation is designed. In other words, development administration is "people-centric", which gives primacy to the needs of its beneficiaries and tries to tune its policies, programmes and actions to these needs (Rondinelli, 1983; Stillman, 2010). A development administrative organisation is "responsive" to the needs, wishes and aspirations of the people that it purports to serve (Turner & Hulme, 1997; Weatherby et al., 2009). Responsiveness is a trait that would do well in any administrative system, but for a development administrative organisation, it is a fundamental prerequisite to its successful existence.

Participation

The effectiveness of a democracy that cannot convince its citizens of their responsibilities is questionable. This is also true for the government that denies the need for a responsible citizenry by taking policy influence and control out of their hands (Cox et al., 2011; Shafritz et al., 2011). It is not enough to evoke public opinion. Citizens cannot be passive participants in decision-making.

From this perspective, development administration involves participation of the people (or beneficiaries) in formulating and implementing development programmes. In identifying goals, prescribing objectives, formulating plans, designing action strategies, implementing projects and evaluating performance, the role of the beneficiaries is of utmost importance. It should be noted that participation helps make policies and plans more realistic and down-to-earth. Participation also mobilises people's co-operation and support in implementing development programmes with minimum cost in terms of manpower, time and money (LeMay, 2006). According to Rosenbloom et al. (2009, pp. 50–77), participation of the people in development programmes depends on three factors.

1. The ability to participate, which, in turn, depends on their level of formal and informal education.

2. The willingness to participate, which, in turn, depends on the socio-psychological framework of society, groups and individuals.

3. The opportunity provided to the people by governmental organisations to participate. Absence of opportunity may cause low participation.

Participation has an important concomitant in decentralisation (Ott, 1989). A development administrative system effectively uses the strategies of delegation and consultation and thus makes the administration "grass-roots" oriented. People's willing cooperation is sought and mobilised by the governmental authorities and this co-operation and collaboration becomes a potent instrument for making the process of development administration successful.

Effective Integration

Development management roles should be designed to challenge and reward people of administrative calibre who are likely to be available for competitive recruitment and career development. Development management is a social enterprise that should benefit from excellent leadership in the public sector. These benefits must also be integrated and matched by efforts that evoke similar leadership in non-governmental organisations (NGOs) dispersed throughout a country (Dibie, 2008b; Weatherby et al., 2009).

Development administration is characterised by a high degree of co-ordination or integration. If the level of integration is low, the developmental output is likely to be adversely affected. In a development administrative situation, co-ordination needs to be in place at various levels, among different organisations and units, various positions, functionaries and among the resources available for the achievement of those goals (Cox et al., 2011). Lack of co-ordination is bound to result in wastage of resources and mitigation of effectiveness. In the past three decades many developing societies have experienced a proliferation of structures to equip them in undertaking specialised tasks. What generally happens is that the level of specialisation of functions and structures increases. But a required level of co-ordination does not accompany this. Riggs (1970) calls that type of society "prismatic" where the level of integration (co-ordination) is less than that of differentiation (specialisation).

Finally, development administration is:

- goal-oriented,
- change-oriented,
- progressive,
- planned,
- innovative,
- flexible,
- motivational,
- client-oriented, and
- participative.

It is a highly integrated administrative system with substantial copying ability.

To retain the support of the citizens, political leaders and public administrators have to replace anti-colonial ideology with the economic advantages that modern society could bring. Independence means not only freedom, but also jobs, schools and hospitals.

Nowadays, the national government offers people increasingly less security, economic wellbeing, opportunities for education, or basic health care. It is losing much of its purpose. Citizens and communities are taking these tasks upon themselves, forming their own vigilante squads, creating their own mutual-aid funds, and so forth. In short, they turn their backs on national governments. This further undermines the governments' ability to play an effective role in development.

Activity 8.2

Activity

1. State **six** characteristics of development administration. Why are these characteristics important in the sustainable development process in your country?

2. Elaborate on the major features of development administration in the developed nations. What are some of the characteristics of these developed countries that are being used by your country's administration?

3. What improvements would you suggest to bring about a developing country's administration?

Challenges facing development administration

The administration of several developing countries has faced fiscal and monetary crises in the past three decades. This problem could be linked to the international political economy system. The fiscal and monetary predicaments have affected (in various degrees) other developing plans. Premchand (1990) and Nafziger (2006) contend that most developing countries are predominantly agricultural societies. Sixty to 70 per cent of the labour force in these countries is in agriculture, compared with less than 10 per cent in high-income countries. Only 10 per cent of the labour force in developing countries is in industry compared with 30 to 35 per cent in developed and high-income countries (Nafziger, 2006; Hyden, 2009). This is because labour productivity is higher in industry than in agriculture. The share of output in industry for developing countries is higher, and the share of output in agriculture is lower than labour force shares.

Another challenge is the fact that the population density of developing countries is up to three times that of developed countries. In addition, population growth in developing countries is about 1.9 per cent a year compared with 0.3 per cent in developed nations (United Nations Human Development Index, 2009). This rapid growth rate has contributed to an increase in the labour force and urban unemployment rates. The growth in population has made it impossible for the government to fiscally provide goods and services to all its citizens. Adult literacy is yet another

predicament facing developing nations. Sixty per cent of the population of developing nations cannot read and write compared with 73 per cent who can in developed nations (Weatherby et al., 2009). Most developing countries have high rates of illiteracy and a shortage of experienced and skilled teachers, technicians, managers, scientists and engineers. According to the United Nations Human Development report (2009), literacy rates are expected to increase, particularly in developing countries, because of the expansion in primary enrolment rates. One major problem that tends to surface in the development process in poor countries is that almost all poor countries across the world had experienced Western colonialism or political domination in the past.

Dependency theory scholars such as Furtado (1970) and Frank (1969) contend that countries became underdeveloped through integration into (not isolation from) the international capitalist system. In this respect, increased productivity and new consumption patterns resulting from capitalism in the poor countries of Africa, Asia, Caribbean, and Latin America benefited a small ruling class and its allies.

Although Frank (1969) argued that the development of the poor African, Asian and Latin American countries will be stimulated by indiscriminately transferring capital, institutions and values from developed countries, the onus falls on their public administration institutions to distribute (or redistribute) that capital. A major challenge to this school of thought is that most developing countries do not have enough trained public administrators to handle or implement such policies. Further, at policy level, efforts to reduce expenditures have not been successful because every time programme expenditures are reduced, they seem to increase more than previously, in a short time. When efforts to reduce expenditures have been made, the burden of adjustment has been uneven and appears to have fallen mostly on capital expenditure. Operational and maintenance spending for completed projects has also suffered extensively in several developing nations. A major problem with this issue is that the efforts of public administrators seem to have run out of steam and need renewed energy.

As a result of a failure to reckon with economic uncertainty, budgets in several developing nations are now frequently submitted much later in the fiscal year. Most developing nations are still struggling with the fact that market mechanisms are better than traditional politics in defining appropriate policy options and in establishing the means and methods of policy (Dye, 2011; Lehne, 2006). Although most developing countries still have weak budgetary systems, a good number of them (in the past two decades — countries such as Ghana, Malawi, Tanzania and Uganda) have embarked on budgetary reform. These reforms include the introduction of medium-term expenditure planning and zero-based budgeting approaches.

Another set of challenges to development administration is the growing influence of religion and traditional values in politics and administration. In the past three decades religion has emerged as a force to be reckoned with in many countries in Asia, Africa and Latin America. In some countries the demand for fundamentalism and the role of religion are accommodated within the needs of development administration. One

other challenge is in the political factors in managing the public sector. Development administration tends to assume the Western values which stipulate the separation of politics from administration. The failure of the primary constitutional institutions requires the emergence of the bureaucracy as a fourth branch with co-equal authority and responsibility. But this has not been the case in several developing countries. These countries' leaders must be mindful that development issues are political because they deal with the authoritative allocation of values in the context of limited (and sometimes) fast-diminishing resources (Dye, 2011). In developing countries, public sector management cannot remain purely within the domain of the so-called value-free administration (Dwivedi, 1999; Handelman, 2009). What such countries need is a new style of development administration and management that blends political, economic, administrative, cultural and religious forces to produce the desired result. Despite the demise of the politics-administration dichotomy, the debate over the conflict between politics and bureaucracy continues in several developing countries.

Nations in South and Central America, Africa and Asia have not been able to successfully adjust to the developing trends of the twenty-first century. The past two decades of politics and development have demonstrated some trends. The trends are:

1. poor standards, and

2. overwhelming corruption.

Although the administrative apparatus is functioning, and statecraft has not become completely contaminated by sectarian and similar insidious forces, development measures are at their lowest in several countries (Weatherby et al., 2009; Hyden, 2009).

The challenges facing both the political leaders and public administrators of developing countries are numerous. In order to achieve the development objectives of basic human needs as well as social justice, removal of poverty, and self-reliance with very limited resources, developing countries have to explore ways of being self-reliant. Developing countries could buy new technology from developed nations. However, developing countries must learn how to use their own resources (or comparative advantage effectively) rather than seeking help for everything from Western industrial countries. In order to adequately address these challenges, developing countries require a cadre of professionally trained and dedicated public administrators. These public administrators must also observe the highest ethical standards (Dibie, 2008b; LeMay, 2006; Cox et al., 2011). They also need politicians who can stand against the forces of corruption politics and unscrupulous commercial and business interests. The goal of a just politician or public administrator should be service before self.

Activity 8.3

Activity

1. What are some of the challenges facing development administration in developing countries?

2. Why has it been difficult to overcome these major obstacles in the development process?

3. What can be done to address the challenges discussed above?

4. Do you think developing nations should continue to depend on the Western industrialised countries for aid? If not, why not?

Factors that could foster good governance and development administration

A number of formidable obstacles within the African, Asian and Latin American regions would have to be overcome for sustainable development to take place. Some scholars have argued that there is no mechanical relationship between democracy, good governance and economic development (Nafziger, 2006; Lehne, 2006; Sachs, 2005; Weatherby et al., 2009; Yukl, 2011). However, it is clear from this analysis that good governance cannot be justified solely on the basis of economic success that it fosters. Dibie (2009a) contends that to be humanly and socially acceptable, good governance ought to aim at promoting democratic development processes in all developing nations. First, the majority of citizens must have to grasp the seriousness of the environmental degradation that is occurring and come to feel that it is in their own interest to reverse it (Steele et al., 2003). Secondly, the people in developing countries must become fully aware of the extent to which their respective governments have been catering to special interests and mobilise their efforts to neutralise distorting foreign and domestic influences (Dibie, 2008b; Steel, Clinton & Lovrich, 2003). According to Sachs (2005) the G8 (economic forum of leading wealthy nations) will never champion the end of poverty if the poverty-stricken are silent. Therefore, it is time for the world's democracies in nations such as Brazil, India, Nigeria, Senegal, South Africa and several other poorer countries to unite to see the call to action.

Some development administration scholars have argued that the major instruments of governance are:

- accountability and transparency of public leaders,
- electoral legitimacy,
- rule of law,
- development-oriented leadership, and

- freedom of expression and association.
  - o (Onimode, 2004; Hyden, 2006; Collins, 2000; Olowu and Sako, 2003; Obiyan 2005)

These scholars contend that a nation would achieve sustainable development when it applies the necessary development administration tools that would propel its public management activities towards shared governance.

Development-oriented and highly ethical leadership

Research and theories on leadership argue that effective leaders empower others to participate in the process of interpreting events, solving problems and making sustainable decisions. The underdevelopment crisis and the frequent ethnic and political conflict phenomenon of several developing nations are due in large part to poor leadership (Yukl, 2011; Hyden, 2006; Umeh & Andranovich, 2005; Obiyan, 2005).

All political and senior administrative leaders in Africa can do many things to encourage tolerance and appreciation of diversity in all sectors. Many scholars contend that the development crisis in most developing countries (since independence, for example), is a result of poor leadership style (Adamolekun, 1999a ; van Klinken, 2003; Huxtable, 1998). Rather than serving their people, leaders are served by their subjects. Leadership should not be based on a one-way social contract. An ideal and democratic leader is one who serves his or her people. According to Yukl (2011), the most effective proactive leadership tactics are rational persuasion, consultation, collaboration and inspirational appeals. All leaders in developing countries should share the responsibility for improving diversity and ensuring equal opportunity.

In the twenty-first century, developing nations need development-oriented leaders. Leaders should be committed to the development of the entire society over which they rule. Development-oriented leaders should be prepared to serve the people and ensure the formulation and implementation of policies aimed at enhancing the quality of life for all. Developing nations need ethical leaders with the following characteristics:

Leaders who are honest:

- respect the rule of law and the due process,

- are not deceptive, and

- tell the truth with a balance of openness and candour while monitoring what is appropriate to disclose in a particular situation.

Leaders who can build community:

- take into account purposes of everyone in the group,

- are attentive to the interests of the community and culture, and

- do not force others or ignore intentions of others.

Leaders who show justice:

- adhere to the principles of equitable distributive justice;

- serve as mentors and treat all subordinates with equal manners; and

- are considerate and provide clear, reasonable, moral values for situations, grounds that warrant differential treatment.

Leaders who respect others:

- treat other people's values and decisions with respect;

- allow others to be themselves with creative wants and desires;

- approach others with a sense of unconditional worth and value individual differences; and

- listen closely to subordinates, are empathic, and are tolerant of opposing viewpoints.

Leaders who serve others:

- promote the duty to help others pursue their own legitimate interests and goals;

- are stewards of the nation's vision — they clarify, nurture, and integrate the vision for all citizens and elected institution members; and

- are ethically responsible and make decisions that are beneficial to their followers' welfare.

(Dibie, 2007).

A good example of high-quality leadership and management of public resources is the avoidance of the "Dutch disease" in the management of the windfall from a nation's major natural resources. The term originated after the discovery of natural gas in the North Sea off Holland. Dutch disease is the phenomenon whereby a nation's economy becomes dependent on one export product (Nafziger, 2006). Developing nations' leaders need to diversify their economies and public practices to the extent that the citizens would benefit from such ventures. Developing nations' leaders should realise that the psychological empowerment of citizens involves a combination of meaningful work, high self-efficacy, self-determination and ability to influence relevant development needs.

Rule of law

One very important democratic instrument that has been weak in most African countries is the rule of law. Law may be defined as the principles, rules and regulations affecting human behaviour as established and enforced by government (Shafritz et al., 2011; Starling, 2011). The political history of most developing countries reveals how the laws of several nations in the continent were undermined by the political, administrative, military and police leaders (Hyden, 2009; Weatherby et al. 2009).

Most political evils of developing nations' political systems (such as corruption, disrespect for the rule of law, discrimination, disrespect and

abuse of human rights, the proliferation of clientele-oriented leadership, and decision-making based on ethnicity) are common problems of poor, weak and fragile democracies (Onimode, 2004; Ayittey, 2005). Further, the predictability of the judiciary is not yet a reality in many developing nations' governments (Weatherby et al., 2009; Olowu, 1999; Huxtable, 1998). For example, the governments and one-party states in several African nations do not respect judicial decisions (especially Nigeria, Democratic Republic of Congo, Zimbabwe and the Sudan). In several other developing nations, political executives still undermine the independence of the judiciary through patronage appointments. The judicial and court systems are characterised by weak enforcement capacity due to a shortage of professional staff, poor physical infrastructure and inadequate funds (Handelman, 2009; Balogun & Mutahaba, 1999; Collins, 2000).

Several scholars contend that the rule of law should be underpinned by an independent court system and a predictable legal framework that helps to ensure settlement of conflicts between the state and individuals on one hand and among individuals or groups on the other. (Kalu, 2009; Adamolekun, 1999a ; Balogun & Mutahaba, 1999; Collins, 2000; Kiggundu, 1989). The effective implementation of the rule of law would help ensure respect for property rights and contracts. Developing nations should be developed into becoming law-based nations where the government and individuals cannot be above the law. The law should respect persons, and strengthening judicial institutions should be a priority if developing nations want to strive for sustainable development in the twenty-first century.

Building administrative capacity

Capacity in government is the process of identifying and developing the management skills necessary to address policy problems, and the process of attracting, absorbing and managing financial, human and information resources and operating programmes effectively, including evaluating programme outcomes to guide future activities (Dibie, 2009a; Collins, 2000; Oluwo, 1999; Rondinelli, 1983; van Klinken, 2003).
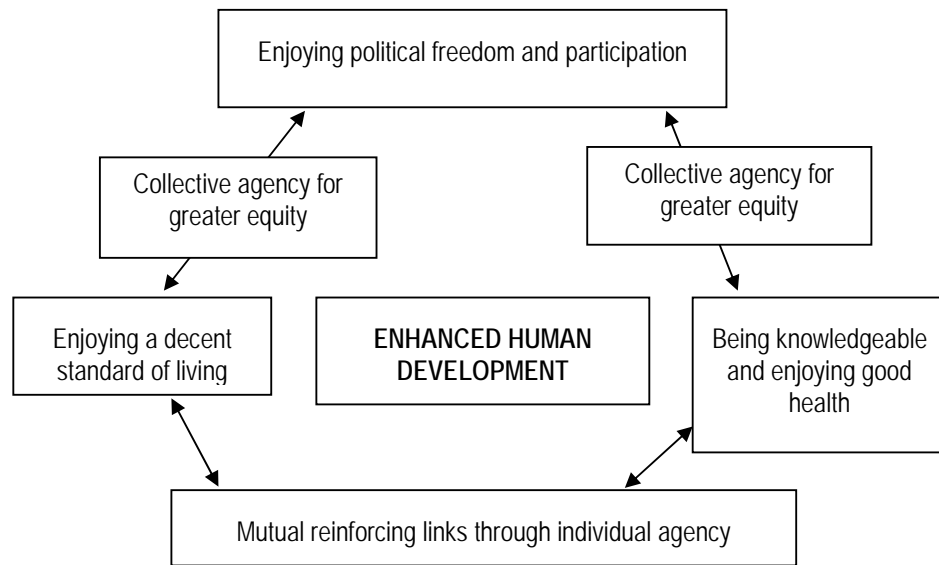
Figure 8.2 — Shows a description of how to reinforce capabilities

Source: Dibie (2009a)

The specific skills necessary to accomplish these varied management tasks are neither easily identified nor routinely implemented. In effect, it is important not only to look at the particular agency, but also to look more broadly at the system within which the agency functions. The present quota system for hiring staff in government institutions is a means of promoting mediocrity. Developing countries should eliminate their quota systems and start to hire the best-qualified employees for public jobs. This is very important for a nation to effectively build administrative capacity that is needed for sustainable development.

It should be noted that the identification of management skills depends upon the specific functions required of the managers, that is, the skills depend upon the job at hand. Managerial roles tend to have internal and external dimensions, such as meeting standard operating responsibilities as well as developing and implementing strategies. Although the internal dimension is often the topic of interest (that is, how are management decisions made), the external dimensions often raise the most difficult managerial questions.

This can easily be seen in questions of concern to development administrators (practitioners) and scholars, such as:

- How will development plans be put into practice or implemented?

- How are communities to be mobilised?

- How is development to be implemented?

According to Rondinelli (1983) and Esman (1991), the presence (or absence) of needed skills at appropriate levels could affect the type of development that could take place in any nation. The question of capacity often explains the non-implementability of several development

programmes that could foster human growth (Yukl, 2011; Umeh & Andranovich, 2005).

Environmental awareness

In several developing nations, managing the environment and local resources is not a matter of solving technical problems; it is a way of looking for sustainable solutions (Kraft, 2004; Wright & Boorse, 2011; Withgott & Brennan, 2008). While targeted investments in health, education and infrastructure can unlock the trap of extreme poverty, the continuing environmental degradation at local, regional and planetary level threatens the long-term sustainability of all the social gains of developing nations (Sachs, 2005).

According to Sachs (2005, 2008), there are ways to confront these environmental challenges without destroying prosperity. For example, by building smart power plants that capture and dispose of their carbon emissions and by increasing use of renewable energy sources — there are many technical solutions. The main impediments (in most developing countries) are the political and motivational will of both the government and the people. In fact, much of what happens in several developing nations will depend on the choices and activities of thousands of farming households and women in rural communities. As developed countries invest in ending extreme poverty, they must face the ongoing challenge of investing in global sustainability of the world ecosystem (Sachs, 2005; Withgott & Brennan, 2009).

Environmental resources constitute the major means of rural people's food production problems. Environmental resources ultimately need to be managed by local, small-scale collaborative efforts linked to large-scale planning and regulatory functions (Withgott & Brennan, 2008). If the governments in developing countries want to achieve their sustainable development goals, there must be a fit between their ecological objectives with regional and rural civil societies' concern of how to manage their business. The government and people must realise that, in the twenty-first century, environmental concerns constitute a social construct through which all human beings organise their work, rights, responsibilities and relationships.

Understanding ecological issues will enable governments to find more effective and equitable ways of managing natural resources for building productive rural livelihood systems and sustainable development (Kraft, 2004; Steel et al., 2003). Developing nations' governments must work with NGOs, which are interested in the protection of the environment, to effectively put pressure on the international community to treat their forests and natural resources with respect and dignity.

It is common knowledge that when impoverished households are more productive on their farm, they face less pressure to cut down nearby forests in search of farmland. In the same manner, when their children have higher probability of survival, they have fewer incentives to maintain very high fertility rates, which have the attendant downside of rapid population growth (Sachs, 2005). On the other hand, even when extreme poverty ends, the environmental degradation related to industrial pollution and long-term climate change associated with massive use of

fossil fuels will have to be addressed among developed countries responsible for the emissions (Withgott & Brennan, 2008; Sachs, 2005).

Governments and NGOs could bargain for environmentally friendly international trade policies, as well as setting enforceable monitoring and punitive measures for violators of biodiversity and environmental protection laws for the landscape, wildlife and atmosphere in the country. It is true that nations can find solutions to the twenty-first century's most pressing global problems, such as hunger, poverty and the environment, as long as they think of themselves as a single group or entity and not as a collection of competing nation-states. Several scholars contend that by overcoming cynicism, ending the misguided view of the world as an enduring struggle of "us versus them" and instead seeking global solutions, human beings actually have the power to save the world for all, today and in the future. Whether the people of the world end up fighting one another or plan to work together to confront common threats, the faith of all human beings, including our commonwealth, is in our hands (Sachs, 2008; Withgott & Brennan, 2008; Steel et al., 2003; Kraft, 2004).

Women empowerment

In any nation, men and women contribute to the development process. As in most Western industrialised countries, developing nations must recognise equity, equality and empowerment of women as the necessary prerequisites for women's ability to enjoy the right to the highest attainable standard of sexual and reproductive health. Women should be encouraged to be equal partners to men in the development process.

Developing nations would be able to strive towards achieving sustainable development if they could anchor the effective mobilisation of women in politics and governance. The fact is that placing women in political positions and leadership in governance constitutes but a piece of what is representative democracy.

In the twenty-first century, developing nations that advance or promote gender equality are likely to achieve stable, continuous development. No development process will be totally beneficial to a nation if it does not involve women. Women in developing nations must also seek increasing opportunities to work in solidarity at national, regional and international levels to demand their rights. Developing nations' women should realise that the degree of success that they will experience in curtailing any opposition from men (and in averting gender stereotype in their nation) is dependent on their ability to enlist men as allies (Dibie, 2009a). There should be a mutual understanding that both women and men have the obligation or rights to participate in the labour market regardless of gender and domestic responsibilities.

Citizen participation

Development as a process of increasing people's capacity to determine their future means that people need to be included in the process; that is, they need to participate. Inclusiveness is an attitude of openness to the perceptions and feelings of others, and a concern for what difference a project makes to people's lives; it is also an awareness of the contributions that others can bring to an activity (Rogers, Kazi & Boyd,

2008; Oluwo, 1999; Bryant & White, 1982). Popular participation is an important dimension in the administration of public services.

Within the context of development administration, participation (that is, participation by the poor and deprived, not with lobbying or manipulation by well-organised and influential interests) involves the relationship between career administrators and the public interest. Participation in the more active sense involves exerting influence on administrative behaviour and on the outputs of official action. That is, greater participation by the poor and deprived would mean their greater influence on decisions and programmes relating to their welfare. Hence, there is a need to distinguish genuine participation, which implies real influence, from symbolic, manipulated (or controlled participation) which is intended to ratify (rather than influence) official behaviour (van Klinken, 2003; Esman, 1991; Olowu & Sako, 2003; Obiyan, 2005).

Decentralisation

Decentralisation of political and administrative authority is often thought of as a necessary institutional arrangement for the maximisation of public welfare, including the actual empowerment of local government to create and undertake programmes for community betterment (Weatherby et al., 2009; van Klinken, 2003). Overall, decentralisation can be seen as a way of increasing the effectiveness of development activities by making them more relevant and responsive to local needs and conditions, allowing greater flexibility in their implementation and providing a means of co-ordinating the various agencies involved at the regional or local levels (Cox et al., 2011; Balogun & Mutahaba, 1999).

The size of most developing nations is too large to be managed by weak, inefficient leaders and inadequately trained public administrators. As a result, the division of these nations into smaller, more decentralised political systems is but one of the possible solutions to ethnic and religious conflict in the continent (Handelman, 2009; Collins, 2000; Huxtable, 1998). Nigeria, Sudan, Ethiopia and Democratic Republic of Congo are good candidates. Such smaller and more locally oriented polities would produce pragmatic, efficient, effective, shared governance and improved lives for the citizens. It is paramount that all developing nations look for better, more efficient ways to deliver goods and services to their citizens.

The more decentralised local governments are and the more regional governments can make their own policies (as well as develop their growth strategies), the more relevant they can become in helping NGOs meet their objectives (Hyden, 2009; Acharya, 2002; van Klinken, 2003). Decentralisation in the governance process in the African, Asian and Latin American regions could make NGOs and local governments develop a stronger partnership as well as see each other as major stakeholders in the sustainable development process.

Social transformation

The sustainable development process must take into consideration local understanding of the workings of culture, society and nature (Boorse & Wright, 2011; Withgott & Brennan, 2008; Kraft, 2004). These factors are

important because there is an inseparable relationship between the material and the spiritual worlds of local people. The sustainable development process must be guided by local understanding of complex linkages between natural, spiritual, social, cultural, political and economic forces of society (Rogers et al., 2008).The emotional and spiritual wellbeing of the individual and the social group forms the solid rock of any development process. Social transformation is only possible if it proceeds from a development of the inner self and spiritual values of the citizens of a nation. Therefore, there is also the need to redefine both individual and corporate responsibilities to families, communities, state or regional governments, nation-state and global citizenry.

The practice of diverting public resources for the personal benefit of public servants and their political patrons, while taxing the citizens and undermining the rule of law should be discouraged. On one hand, diverting the resources of government to purchase foreign properties and to hold big parties constitutes a waste or mismanagement of resources. On the other, wasting public funds to purchase cars and properties that are of no use to the economy and people should constitute a crime.

Primitive accumulation of wealth (at the expense of basic infrastructure for all citizens) is also a crime to humanity. People should be educated on how to demand transparency of government transactions, especially financial. Empowered by self-organisation, public opinion can help to hold public servants to acceptable standards of behaviour (Dibie & Gadzekpo, 2003). The control of bureaucratic abuses that are endemic in several developing nations requires combined pressures and sanctions from above and below. Efforts to control such abuses can be strengthened by journalism which is free and courageous enough to expose and attack instances of corruption and waste of public resources (Esman, 1991; Thin, 2002; Patel & Wilson, 2004). Severe punishment for violating the rule of law is also paramount in all African, Asian and Latin American regions. Mutual interdependence is another vital linkage that should promote indigenousness as well as attest to the importance of community responsibility. This factor is also important in the promotion of state, national and international responsibilities.

Responsiveness, transparency and accountability

Another major problem confronting developing countries is the lack of accountability and transparency. Transparency is the process of decision-making that is open to public view and can be perceived as being free of interference from special interest groups or individuals at the top of government. Lack of accountability and transparency breeds corruption, in the sense of abuse of public office for private or personal gain. The literature on development administration suggests that the extent to which the public can affect organisational change is contingent on whether they are allies or offer votes (Dibie, 2008b).

Governments in developing nations should make efforts to control endemic bureaucratic abuses. Efforts to eradicate this pervasive bureaucratic abuse are continuously challenging to development administration. This is because such unethical practices entail the demoralisation of public services, the failure of discipline, the waste of

resources and the consequent alienation of the public or the citizens (Esman, 1991; Yukl, 2011).

It should be noted that cultural and social behaviours that tend to influence or affect professional practices should not be used as a medium for encouraging unethical behaviour. The fact that these behaviours are inherent in the culture of these nations only confirms that most countries' political leaders and public administrators are perpetually corrupt and cannot contribute to economic and social development. Dibie and Gadzekpo (2003) contend that a conscious and principled public management with a pragmatic legal system can limit these abuses, but only if it is prepared to confront them directly.

Some of the strategies available to enforcing accountability include:

- The public should have access to government information.

- Journalists' print and electronic media should play a critical role of watchdog on the conduct of government business. One positive result should be the seriousness with which privately owned media perform the role of public watchdog, serving as citizens' allies in holding governments accountable.

- The media should try to achieve accountability through investigative journalism.

- The media should also educate the citizens as to their right to organise public protest against corrupt political leaders and senior administrators.

- Civil society groups should also be able to mobilise and confront public leaders who are corrupt.

- Public officials should treat citizens with fairness and impartiality.

- Respect for the rule of law and an independent judiciary constitute key mechanisms for enforcing accountability.

- Elected assemblies (such as the legislatures or parliaments) should play a major role in both the enactment and enforcement of anti-corruption policies.

Equity and justice

Sustainable development includes equitable distributional issues. To the extent that only a small segment of the population benefits from the outcome of economic development, growth has not occurred (Nafziger, 2006; DesJardin, 2011).

On a broader scale, development is a normative concept implying that ensuring more equity in access and benefits is a value in itself (Rogers et al., 2008; Onimode, 2004; Bryant & White, 1982). A normative dimension of development administration focuses on social justice demands, especially in a context of severe scarcity. It demands that resources and efforts must be concentrated on improving the life-chances of those groups in society not particularly well-placed to help everybody in the nation. Accordingly, the Brandt Commission echoed by Withgot

and Brennan (2009) in contending that development is more than the passage from poor to rich, from a traditional rural economy to a sophisticated urban one. It carries with it the idea not only of economic betterment, but also of greater human dignity, security, justice and equity (Ayittey, 2005; Dibie, 2008a; Hyden, 2009; Sanwick & Sanwick, 2009).

Improved performance in public management

One of the major development predicaments facing most African nations is poor performance of the public sector. The management of the public sector is characterised by over-extended responsibilities (Starling, 2011). Several developing nations inherited the idea of the national and regional governments as the engine of growth from their former colonial rulers. Under this arrangement of public management style the domination of the economy by the national government became necessary (Weatherby et al., 2009; Hyden, 2009; Starling, 2011). A modern approach for correcting this colonial system of state domination of the economy is called new public management (NPM). NPM seeks to apply market principles to governmental administration, with an emphasis on competition, contracting and customer orientation. It also emphasises merit-based recruitment, promotion and increased autonomy for managers (Denhardt & Denhardt, 2009).

Yukl (2011) argued that the talents required to manage a developing economy are not equally distributed among all managers, but they could be encouraged and rewarded in several developing nations. Therefore, solid public management education should be required by all public servants to help sensitise those who are in middle and senior positions in government to help them cultivate the requisite political and managerial skills. The role of developing nations' governments, like their NGO counterparts, is to continually reinforce such positive and ethical behaviour with appropriate incentives and rewards in order to stimulate its continuity. According to Esman (1991) and Dibie (2003), development administration is a social enterprise that benefits from excellent leadership in the public sector; however, this must be matched by efforts that evoke similar leadership in NGOs dispersed throughout the African, Asian and Latin American regions.

Public sector re-orientation

The dynamics between weak accountability and corruption among public leaders appears to be very strong in several developing nations. Corrupt practice in the public sector has severe consequences for the entire government administration system, as well as the structures, functions and processes of public management. In order for developing nations to achieve sustainable development, corruption needs to be eradicated in the public sector (Denhardt & Denhardt, 2009; Olowu & Sako, 2003; Huxtable, 1998). Government reforms or re-orientation in the future should consider the following measures:

- a reduction in the role of the state in national economic management,

- an enhanced role for sub-national governments,

- a new public-private balance in respect to the production and provision of goods and services,

- promoting private and public savings,

- making efforts aimed at achieving improved performance in public management,

- providing adequate infrastructure (water, electricity, transportation, health care system, education and communication) for public and private agencies,

- providing necessary skills through general education and specialised training,

- reducing monopolies and oligopolies as well as maintaining and expanding social and economic infrastructure,

- managing new technology as well as investigating the development of potential techniques through scientific and market research,

- providing adequate and appropriate salary for all public administrators,

- regular payment of salary and wages to all government employees, and

- seeking out and assisting entrepreneurs.

Professional public administrators' cadres (within developing nations' governments) can, however, be stimulated (and be assisted by) NGOs in the development and diffusion of ethical attitudes, skills and institutions that are conducive to effective managerial behaviour (DesJardins, 2011). Developing nations' public administrators must be exposed to the impact of globalisation and what it means to be servant leaders.

Public leaders must listen to subordinates and citizens, learn about their needs and aspirations, and be willing to share in their pain and frustration. Public leaders must stand for what is good and right, even when it is not in the financial interest of their government (Yukl, 2011). Ethical public leaders must be willing to empower subordinates instead of using power to dominate them. When this happens and more trust is developed, such a subordinate might aspire to become an ethical and servant leader themselves in the future. The outcome will be more public administrators in developing nations who serve as moral agents in the society and government.

Economic development strategy

In the twenty-first century developing countries need to establish clear economic development strategies. Strategies in this respect involve taking necessary action in order to contribute to the achievement of their respective sustainable development goals (Rogers et al., 2008). National and regional governments should be able to establish strategies as well as implement them based on the options and resources available. According to Cox et al. (2011) and Dale (2003), strategic dimensions and issues that

are crucial in attaining sustainable development in several African countries must include:

- Building quality basic infrastructure such as: water supply, electricity, good roads and transportation systems that all citizens could benefit from and have access to.

- Building quality jobs for the current population — the major idea in the economic and employment strategy is to build employment for (and with) the current population in both rural and urban communities.

- Achieving local economic stability — sustainable development will only be successful in developing nations if the towns and communities have a specific approach to meet all the needs of business (such as land, finance, labour, infrastructure and technical assistance in addition to labour).

- Building a diverse economic and employment base — regardless of whether the nation is high (or low)-tech oriented, it must develop a broad base to provide continuing employment opportunities for residents.

Freedom of expression and association

Freedom of expression requires independence for the press and other news media so that the people's right to participate in shared governance is backed by the right to know. The constitutions of several developing nations at independence often had a provision for freedom of expression and association. In practice, however, most developing nations do not respect their citizens' freedom of expression.

The frequency of ethnic and religious conflict and authoritarian one-party systems that characterise several African, Asian and Latin American nations makes it difficult for public policies to be obeyed by political leaders. As a result, freedom of the press has been severely curtailed, with government as sole proprietors of both the print and electronic media. In some developing nations where private ownership of the media has been allowed, journalists are often harassed and publishing houses shut down from time to time (Weatherby et al., 2009; Hyden, 2009; van Klinken, 2003).

Freedom of expression should be associated with democratic practice. In the twenty-first century, developing nations' futures could be argued to belong to democracy at all levels of government. African, Asian and Latin American people must promote the advancement of ethical, legal and political values based on dialogue and the free exchange of ideas and culture. In order to achieve sustainable development, there is the need for the media, NGOs and civil society organisations to play an active role in the social, political and economic sphere of these nations. NGOs, community-based organisations, the private sector and civil society organisations should become invaluable partners of government in the provision of goods, social services, the development and maintenance of local infrastructure and the mobilisation of macro-credit for financing development projects. The media should be given the freedom to

communicate this view of the development processes as well as create more awareness.

Electoral legitimacy

Electoral fraud is not the best way to promote or achieve democracy. Politicians in the African, Asian and Latin American regions must realise that there are no half democracies. A country is either democratic or non-democratic, and that with democracy a nation could achieve non-negotiable demands or human dignity and development (Rapley, 1996; Hyden, 2006). Democracy is a political system that protects, encourages and defends the rights and privileges of its citizens. The frequency of ethnic and political conflicts is a major reason for the collapse of countries such as:

- Angola
- Burundi
- Mexico
- Indonesia
- Malaysia
- Democratic Republic of Congo
- Liberia
- Sierra Leone
- Nigeria
- Rwanda
- Somalia
- Kenya
- Cote d'Ivoire
- Sudan

The frequency of conflicts is also a critical factor in the under-development of developing nations. One solution to civil war, civil strife, ethnic conflict and religious unrest in these nations is electoral legitimacy.

Electoral legitimacy can be derived from periodic open, competitive, free and fair elections that provide to the elected political executive a mandate to govern (Adamolekun, 1999a; Balogun & Mutahaba, 1999; Hyden, 2009; Olowu & Sako, 2003). Peace, in addition to the credibility of governments' policies, should be based on electoral legitimacy (Cox et al., 2011). This could help developing nations' leaders ensure that political executives are able to pay serious attention to tackling the problem of under-development, including the nurturing of development administration capacity as an instrument for achieving sustainable development.

Sustainable and human-needs-centred public management

Development administration has emerged as the meeting point of empirical (as well as) normative concerns. In that respect, it is post-behavioural in character and is akin to the movement of NPM (Cox et al., 2011; Dwivedi, 1999).

Some scholars of development administration are concerned primarily with the normative questions, the desirability of proposed courses of action, prescriptions for the maximisation or optimisation of selected values (Adamolekun, 1999b; Hyden, 2009; Handelman, 2009). Others have a dominant interest in empirical questions, in the descriptions and analysis of existing practices and situations, and in the prediction of what is likely to happen under a given sets of conditions (Weatherby et al., 2009; Riggs, 1970; Dwivedi, 1999; Esman, 1991). These studies have been interdependent. Scholars interested in prescription generally seek the help of empirically-based knowledge, while students interested primarily in empirical studies often choose a subject for its probable policy relevance. The study of development administration has generally had a dominant normative concern with enhancement of administrative capabilities in "developing" nations particularly (Patel & Wilson, 2004). It is natural to find an emphasis on various normative questions in the field.

A renewed emphasis on developmental ethics, especially as they affect the obligations of public managers, appears as a theme in much literature. All policy sciences must have a paramount concern with values. Development administration has been viewed as "an aspect of public administration that is centrally concerned with one of the many values men seek and which varies in the strength and kind of allegiance it commands country to country, group to group, and person to person" (Rogers et al., 2008; Hyden, 2006; Weidner, 1970). This focus has provided the whole area of public administration with a programmatic goal or value orientation. Development administration studies both the process of selecting values and the ways they influence administration in various ecological settings (Heady, 1996; Obiyan, 2005).

The concept of development administration helps in relating administrative means to administrative ends, and therefore aids the process of selecting appropriate means for achievement of developmental goals in various cultural contexts (Rogers et al., 2008; Weatherby et al., 2009). Such a developmental focus can subtly reflect the parochial bias of what Waldo (1968) has called "ethnocentrism". To guard against this, research must recognise the diversity of ecological settings in which development may occur. In addition, the study of development administration can assist the practitioners of public administration to identify conditions that maximise the rate of development in these various settings (Kalu, 2009; Riggs, 1964).

Development involves societal transformation in social, political and cultural (as well as) economic life. It implies modernisation, secularisation, industrialisation and urbanisation but not necessarily Westernisation (Dibie, 2009b). What seems to be needed to fulfill these expectations is good leadership, sound politics, high skills and additional capital. Generous assistance with high-level skills and additional capital could be made available from such international agencies such as the United Nations and the World Bank as well as wealthier industrialised countries around the world (Dibie, 2008a; Esman, 1991; Weatherby et al., 2009).

While discussing the scope of development administration, it was made clear that this discipline, during the past four decades, has brought a metamorphosis to the analysis and application of governance systems. It has stressed the role of administrative systems in generating and sustaining change in its environment. The non-administrative obligations of the administrative system have magnified the status of bureaucracy as a key factor in changing the social order. In the analysis on development administration, the dynamism of administration is highlighted as a requisite to nation building.

Further, the stress on goals and their achievement has helped development administration go beyond the parameters of the "goal-theory". Development administrative theorists have highlighted that in a democratic society; a democratic administration can help, evolve and strengthen participatory philosophy and strategies (Cox et al., 2011). In this ambience, visionary and motivated leaders emerge who, through goal-orientation and with an eye on the future, create a motivational climate and an open communication system that facilitates the development of people-centred development (Handelman, 2009). The whole structure of administrative systems creates a more effective climate for purposeful action. An integration of goals by the administrative system through its mechanism of planning and programmes helps in the process of holistic development of social orders. This approach, in turn, promotes a value-based transformation that gives central place to the premises of equity, justice, instrumental values and positive work culture (DesJardin, 2011).

An important contribution of development administration is in strengthening the "regulatory" administration through the generation of additional resources and the creation of a climate of stability and happiness that, in turn, lends credibility to the governance system. Since public managerial capacities represent what is often the scarce and critical factor in development, the ability to design and sustain purposeful collective action, managerial skills and public management institutions need to be identified, enhanced and released in every sector of the societies in developing nations.

Finally, development administrators have an important role to play in the achievable goals of their respective countries, and worldwide. According to Sachs (2008), the major four goals include:

1. sustainable systems of energy, land and resource use that avert the most dangerous trend of climate change, species extinction and destruction of ecosystems;

2. stabilisation of the world population at eight billion or below by 2050, through a voluntary reduction of fertility rates, rather than the current trajectory of more than 9 billion by mid-twenty-first century;

3. the end of extreme poverty by 2025, and improved economic security within the developed countries as well; and

4. a new approach to global problem-solving based on co-operation among nations and the dynamism and creativity of the non-governmental sectors.

There is no shortage of examples on how nations of the world could attain these four goals, only a shortage of political will and stamina to effectively implement them. It is, therefore, clear that the administration of development is a radically different function from the maintenance of law and the conduct of routines. Development is concerned with producing change. The machinery of government must be designed to administer change or develop administration.

Module summary

Summary

This module has examined the scope of development administration.

We discussed the growing impact of development administration on the broader governance systems. Although there are objections to this concept emanating from several intellectual quarters, the fact remains that the whole literature of public administration in the last four decades bears the imprint of development administration. As the world economic order continues to unfold, the nature and scope of development administration is bound to change further. This adaptability is an intrinsic vitality of development administration that lends it sustainability.

Appropriate organisation and administration are used interchangeably as a machinery of government to achieve development. When applied to the field of nation-building, they are increasingly being reflected in a new administrative science or discipline called "development planning and administration". Development administration pertains to policies, organisations and processes particularly adapted to the initiation and implementation of development objectives (Jreisat, 2002; Dwivedi, 1999; Esman, 1991). It is therefore very clear that the administration of development is a radically different function from the maintenance of law and the conduct of routines (Dibie, 2009a). Development is concerned with producing change. The functions of government must be designed to administer change. All countries are expected to be developing (or in transition between) the agrarian and the industrial poles. In some developing countries, the new administrative environment now emphasises public-private partnership and market-friendly strategies. Those development public administrators who remain in strictly government services would need to re-orient themselves towards a more market-friendly role.

The concept of sustainable development stipulates a social consciousness that recognises the need to protect the resources base while also meeting the present needs of the people. The success of sustainable development is dependent upon the input of decision makers, ecologists, economists and public administrators. The concept combines resource management with production, creation of sufficient jobs and food security, fair access to products, opportunity and equal distribution of resources between gender and generations. The obligation for public administrators in developing countries is to translate worthy objectives into administrative actions while using a people-centred outlook to treat citizens fairly and impartially.

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Activity feedback

Feedback

Activity 8.1

1. In the 1950s governments in most developing nations often owned strategically important enterprises and invested in industries that failed to attract sufficient domestic private capital. Through the 1950s and prior to the privatisation of state enterprises, many of the airlines, armament factories, electric power plants, railroads, telephone, petroleum companies, mines, and steel mills were government owned. The decade of the 1960s was a period of general prosperity and also one of pervasive intellectual optimism throughout the world. The situation in the 1970s was a significant wake-up call. There became a concern about the inadequacies of the development trend of public administration to cope with urgent managerial capacity problems. By the 1980s, development administration could not be separated from either political economy or a theory of development. The field began to gain a place between development and modernisation. Development and administration in the early 1980s became chiefly that of a midwife for Western development.

2. The 1990s experienced a major improvement in the field of development administration. The dynamics of administrative culture and ethical issues, however, remained a predicament for the public sector. The 1990s was the era when the idea of the new public management (NPM) and shared governance concepts started to manifest itself fully.

3. The concept of development administration describes the processes of establishing an effective public administrative system that could consistently and pragmatically deliver goods and services to the citizens in an efficient and equitable manner in developing nations. The attributes of development administration includes the continuous cycle of formulating, evaluating and implementing interrelated plans, policies, programmes, projects, activities and other measures to reach established development objectives in a scheduled time sequence

Activity 8.2

1. **Example:**

   Innovation and creativity, goal orientation, coping ability, people-orientation, flexibility in organisation processes, higher level of motivation, planning and effective integration.

2. **Example:**

   Goal orientation, innovation and creativity, change-orientation, planning and effective implementation, rule of law and high

ethical values. Development administration is goal-oriented, progressive, planned, innovative, flexible, motivational, client-oriented and participative; it is a highly integrated administrative system with substantial copying ability.

3. What could bring about a good public administration system in a developing country will involve the following:

   a) The national government must affect the facet of corporate operations.

   b) The way firm assemble capital must be defined by the national government statute and production decisions must be made with regard to public environmental and energy policies.

   c) Marketing practices, accounting rules, employee relations policies, equal opportunity procedures, and occupational health and safety standards should all be within the realm of government.

   d) Good judicial system including the effective rule of law, good law enforcement system, and nobody should be above the law.

   e) Good education system, good transportation system and roads, good health system, good electricity system.

   f) Highly trained public administrators.

   g) The adoption of good technology policies as well planning so that economic development policies are implemented simultaneously with environmental policies.

Activity 8.3

1. The fiscal and monetary predicaments, poor standards, overwhelming corruption, growing influence of religion and traditional values in politics and administration, struggling with the fact that market mechanisms are superior to traditional politics in defining appropriate policy. Population density of developing countries is two to three times that of developed countries.

2. No effective rule of law, corruption, inability to eradicate poverty, lack of competent public administrators.

3. Eradicate corruption, train competent public administrators, adopt effective rule of law and eradicate poverty.

4. Yes, to some extent. Developing countries could buy new technology from developed nations. However, in order to achieve the development objectives of basic human needs as well as social justice, removal of poverty and self-reliance with very limited resources, developing countries have to explore ways of being self-reliant. Developing countries must learn how to use their own resources (or comparative advantage effectively) rather than seeking help for everything from Western industrial countries. In

order to adequately address these challenges, developing countries require a cadre of professionally trained and dedicated public administrators.