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OF PLAN IMPLEMENTATION

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THE PROCESS OF ADMINISTRATIVE REFORM IN ECUADOR

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## I. INTRODUCTION

This paper is intended to provide a brief outline of the main stages in the process of administrative reform in Ecuador: the background situation, an initial period of intensive effort which culminated in the introduction of administrative planning, a second period in which the reform gathered momentum and the essential bases for future development were laid, and a third in which resistance stiffened and there was opposition from certain groups, resulting in a slowing down of the reform process; and, finally, a general description of the present situation.

## II. BACKGROUND

Until 1963 public administration in Ecuador suffered from many defects, the most important being:

- (a) A lack of planning;
- (b) A defective organizational structure;
- (c) A lack of co-ordination and supervision;
- (d) The duplication and overlapping of functions;
- (e) Unsuitable and pettifogging procedures.

The attempts made in the pre-1963 period to streamline and improve public administration can be summarized as follows:

(a) The School of Public Administration was established in 1958 as part of the Faculty of Economics of the Universidad Central, Quito;

(b) The Institute of Administrative Studies was established in 1961 to act as a research centre for the School of Public Administration and, through a system of fellowships, was attended almost exclusively by students from the School. Its main purpose was to provide the School's trainees with an opportunity to do practical work and undertake research on the present situation in Ecuador;

(c) The Department of Administrative Planning was established in 1961 as part of the National Board for Economic Planning and Co-ordination (Junta Nacional de Planificación y Coordinación Económica), mainly for the purpose of streamlining administration in the different areas of the public sector in Ecuador;

/(d) The

(d) The Central Organization and Methods Office was established in 1961 as part of the Budget Department, mainly for the purpose of advising the Ecuadorian Government on the establishment of administrative structures, practices and procedures that were technically advisable in order to ensure efficient public services and economy of operation;

(e) The Personnel Office of what was then the Treasury, and is now the Ministry of Finance, was strengthened by the recruitment of properly qualified personnel, with a view to introducing modern administrative techniques within its field of competence;

(f) The Budget Department began to apply the system of performance budgeting in 1962. Up to that point, the budget had merely listed income and expenditure, and did not, therefore, indicate what the Government was planning to do, but simply how much it was going to spend during the fiscal year;

(g) At the same time, a number of isolated studies of certain sectors, such as state supplies, were carried out by missions of working groups made up of experts from international agencies and national personnel.

This outline of the main features of the situation before the launching of an over-all programme of administrative reform reveals that there was already a desire to initiate the process of reform and that the institutions established and changes introduced paved the way for its subsequent application.

### III. THE PROCESS OF ADMINISTRATIVE REFORM

#### 1. Scope

In 1963 the National Planning Board submitted its over-all Economic and Social Development Plan, 1964-73 for consideration by the Government.

Chapter IV of volume I of this Plan is entitled "Organization for the Development Plan and Administrative Reform", the first part of which contains a general diagnosis of administrative problems in Ecuador, and the second, general recommendations on how to overcome them.

The National Planning Board's Department of Administrative Planning was responsible for drawing up the administrative reform programme, which covered all levels of the public sector in Ecuador.

#### /2. Application

## 2. Application

The administrative reform programme recommended the establishment of an agency that would be responsible for implementing the reform, from the standpoint of the three most important aspects of administration: budget management, personnel management and organization and methods. Section 3 (2) of the chapter IV referred to above calls this agency the "Technical Bureau of Administration" (Secretaría Técnica de Administración) and states:

"The implementation of an over-all development plan requires special central co-ordination for the planned development policy. This extremely important function, like economic planning, should be undertaken by a body closely linked with the Office of the President of the Republic.

"The agency in question would be responsible for providing the administrative elements required in development planning and plan implementation at the national level. This responsibility cannot be divided among the different Ministries, since the Government's over-all administrative programme goes beyond the field of competence of each individual Ministry, and close co-operation between them all is vital to the development process. Nor, in view of the type of activities to be undertaken, can it be entrusted to any existing government agency. This national agency would be created by combining three basic central offices in the field of administration into a single unit under one executive director, but with each office retaining the technical characteristics peculiar to its own field of action.

"The three offices making up this single advisory body to the Office of the President would be the National Civil Service Office, the National Budget Office and the National Organization and Methods Office.

"The Technical Bureau of Administration would be under a Technical Director, appointed by the President of the Republic, who would be the executive head of the agency and should be a man with a solid academic background in administrative studies, a marked capacity for leadership and a forceful personality.

/"The Technical

"The Technical Director would be responsible for the programmes of the three National Offices, which would be the nuclei of a vast national system of personnel and budget management and organization and methods, with departmental offices at the ministerial level. In addition, once regional development agencies have been established, they too would have advisory offices similar to those in the Ministries, which would in their turn act as centres for co-ordinating these functions in each region and would work in close co-operation with the National Offices.

"This would establish a broad-based administrative system of technical advisory services, which within a reasonable period of time would completely change the face of public administration in Ecuador.

"The functions to be undertaken by the Technical Bureau of Administration would be the sum of the functions of the central offices of which it is composed: the Civil Service, Budget, and Organization and Methods Offices."\*

#### IV. TECHNICAL BUREAU OF ADMINISTRATION

##### A. LEGAL BASIS

In due form and in accordance with the considerations contained in volume I Book Two of the Over-all Economic and Social Development Plan the Technical Bureau of Administration was established by Supreme Decree No. 240 of 19 August 1963.

##### B. ORGANIZATIONAL STRUCTURE

The Technical Bureau of Administration was made up of the three National Offices recommended; i.e. the Budget, Organization and Methods, and Personnel Offices (see annex I).

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\* Translator's note. Provisional Translation. The text is not available in English.



### 1. National Budget Office

This Office was established on the basis of the Budget Department, which had formerly operated within the Treasury. The main reasons for its transfer can be summarized as follows:

(a) In formulating its fiscal policy, the Executive needed direct advice from the central budget office;

(b) Since the central budget office was on the same footing as the ministerial offices, it was unable to exercise its functions of supervision, control and co-ordination independently, in such a way as to ensure their success.

### 2. National organization and methods office

The National Office was established on the basis of the Organization and Methods Office, which up to that point had been under the authority of the Budget Department of the Treasury.

The main reasons for its creation can be summarized as follows:

(a) In view of the fact that public administration in Ecuador was in a state of complete chaos, it was essential to seek ways of solving this serious problem;

(b) It was essential that the Executive should have somebody to advise it on the organization of the public sector;

(c) The Organization and Methods Office of the Budget Department was not at a high enough level to cover the whole of the public sector, its activities being confined within the functional framework of its parent Ministry.

### 3. National personnel office

This Office was created to meet the urgent need to introduce a personnel management system that would guarantee civil servants security of tenure and enjoyment of their rightful privileges.

The Plan referred to it as the "National Civil Service Office" and its main function was to administer legislation on the civil service and administrative careers. Attempts had been made to enact such legislation for many years, and an act had been passed in May 1952, but

/unfortunately it

unfortunately it remained in force for only a little over three months, and was repealed by Congress in the same year, after new elections had been held and there had been a change of government. This first attempt was succeeded by another in 1964, when new legislation, more complete than the first act and still in force today, was made law under a supreme decree.

#### C. FUNCTIONS

The Technical Bureau of Administration had three main responsibilities

- (1) To provide the administrative elements needed for development planning and plan implementation;
- (2) To translate the Over-all Development Plan into figures, by means of annual budgets;
- (3) To administer the legislation on the civil service and administrative careers, once approved and put into effect;
- (4) To undertake studies on the proper organization of public sector institutions in Ecuador.

#### D. CO-ORDINATION

The Technical Bureau of Administration was to work in close and continuous co-operation with the National Board for Economic Planning and Co-ordination, which was the central planning agency and also acted in an advisory capacity to the Government.

#### E. PERSONNEL

Most of the personnel recruited into the Technical Bureau of Administration were already qualified to ensure the successful fulfilment of its important functions of providing assistance and advice to the Executive.

Although the staff mainly consisted of graduates and students of the Faculty of Economics and Administrative Sciences and professionals working in these fields, it also included graduate professionals and students in other disciplines.

Annexes II and III provide detailed information in this regard.

## V. ECONOMIC AND ADMINISTRATIVE PLANNING OFFICES AT THE MINISTERIAL LEVEL

Administrative reform, in its broadest sense, could not be carried out from the central level alone, i.e., in this case, by the Technical Bureau of Administration. It was essential to strengthen the bases of the existing structure and, for this reason, the Plan provided for the establishment of high-level administrative advisory offices on economic and administrative planning in each Ministry or institution of national importance, since only at such a level was it possible to advise executives and administrative and technical units successfully.

### A. ADMINISTRATIVE REFORM

#### 1. Organizational structure

These economic and administrative planning offices were to be made up of the following units:

- (a) Economic planning;
- (b) Personnel;
- (c) Budget;
- (d) Organization and methods;
- (e) Statistical services.

The five units, as a whole, were to be directed by a chief.

#### 2. Functions

The functions of each unit can be summarized as follows:

(a) To prepare the sectoral programmes in accordance with the structure envisaged in the Over-all Plan;

(b) To apply the regulations laid down by the National Personnel Office and to administer, in accordance with those regulations, the Civil Service and Administrative Careers Act within its own field of competence;

/(c) To

(c) To administer the institution's budget, in accordance with the programmes and projects drawn up by the economic planning office in relation to national planning and approved by the executives of each institution;

(d) To identify the administrative problems hampering the implementation of the institution's projects and programmes and to suggest solutions;

(e) To gather data on the activities undertaken by the institution within its field of competence, classify them and process them provisionally, thus enabling the Central Statistical Office, which was part of the National Planning Board, to process and publish official statistics.

### 3. Co-ordination

These offices were to work in close and continuous co-operation with the National Planning Board and the Technical Bureau of Administration and act as an instrument of co-ordination between the institutions to which they were attached and the two central agencies, with a view to ensuring that individual policy decisions were in line with over-all planning.

### 4. Personnel

The staff recruited for these offices were carefully selected and their different specialities were similar to those of the staff of the Technical Bureau of Administration.

Chapter IV of the Plan, referring to the Technical and Administrative Planning Offices, states:

"The ministerial administrative advisory offices in the fields of personnel, budget, organization and methods, economic planning and statistics will base their activities on guidelines laid down by the central offices in each of these fields. Such co-ordination between the specialized central advisory offices and similar offices at the ministerial level would transform economic and administrative planning into a powerful, balanced mechanism, capable of converting an unintegrated group of public institutions into a homogeneous organization able to carry out development activities."

## 5. Comments

The above is a brief description of the machinery envisaged for carrying out the administrative reform.

At that point, at least the necessary bases for undertaking the difficult task of carrying out the reform had been established; it was accepted that government activities would develop outside their traditional framework; as a result of continuous and insistent efforts, the idea of planning was becoming widely accepted; it was expected that improvements in public administration could be achieved within the near future, and there was a great deal of optimism regarding the future. Such optimism was not unfounded, since the Central Government had accepted the Over-all Economic and Social Development Plan as the basis of its policy. Legislation establishing a central agency for carrying out the administrative reform had been enacted, and the agency was properly equipped and ready to launch the reform.

### B. IMPLEMENTATION OF THE ADMINISTRATIVE REFORM

#### 1. The take-off period

The Technical Bureau of Administration, aware of the need for immediate implementation of a complete administrative reform, began by placing particular emphasis on the preparation of legislation on the civil service and administrative careers, supported the introduction of programme and performance budgeting and launched a number of organization and methods studies in areas indicated by the reform programme, with a view to arriving at the best solutions within a reasonable period of time.

From that time on, the administrative reform gathered momentum, as a result of the following factors:

(a) Recognition by the public of the need to transform public administration;

(b) Firm support by the Government for the steps taken by the central executing agency;

/(c) Acceptance

(c) Acceptance by certain groups and sectors of the activities of the Technical Bureau of Administration;

(d) Support by the Press and the good start made by the public relations programmes;

(e) Acceptance, in most of the Ministries and other institutions, of the economic and administrative planning offices, which were more or less agencies of the central advisory offices;

(f) The vital contribution made by the Technical Bureau of Administration with the preparation of the Civil Service and Administrative Careers Bill, the National Budget and studies on the organization of various institutions;

(g) Public support for government policy up to that point.

## 2. Achievements

### (a) Budget

The application of performance budgeting to all government activities was finally introduced.

This without doubt represented a fundamental step forward in the administrative reform, since it made it possible to know what the Government was planning to do and not simply how much it was planning to spend.

Moreover, it was possible, in drawing up the budget, to take account of the views of the other National Offices. This co-ordination was very successful, since the budget thus incorporated three approaches that were independent of each other but subordinated to the same end.

It also meant that the institutions administered through the National Budget were obliged to streamline their internal organization and apply technical principles of personnel management.

### (b) Organization and methods

The main purpose of the work done in this field was to overhaul the structure of the whole public sector in Ecuador. To this end, studies of a number of Ministries were begun and the following development took place:

- The Ministry of Industries and Trade was organized on the basis of the Ministry of Economic Affairs and the Ministry of Trade and Banking.

Until that time only minimum attention had been given to such important sectors as industry and trade; there had been no special agency for the promotion and control of internal and external trade and industrial development policy had been established by the Central Government.

- A separate Ministry of Agriculture was established and an over-all study of the agricultural sector was completed.

Structural bases were laid for the development of crop and stock farming in Ecuador and suitable mechanisms were set up to improve the organization of the sector.

In addition, detailed studies were made of the organization, co-ordination and operation of national agricultural agencies.

- A study of the public sector was made, analysing all the institutions of which it was composed. This was undoubtedly a very valuable piece of research, which served to demonstrate the extent of the work undertaken in this field.

- A study was made of provincial administration. The provincial councils were studied in great detail, with a view to diagnosing their administrative and financial situation.

On the basis of this study, recommendations were formulated which, in general terms, were designed to strengthen and broaden the structure of the provincial agencies, to define their fields of competence, to avoid duplication of work and waste resources, to improve their administrative organization and, finally, to establish bases for the integration of regional development agencies.

- Studies were made of the municipalities of Quito, Guayaquil, Ibarra, Ambato, Quevedo, Manta, Sucre and Loja, and advisory services provided.

An attempt was made to modernize the administrative structure of these municipalities and, at the same time, bases were established for applying technical legislation on municipal government.

- The National Organization and Methods Office studies a draft bill defining the functions and organization of the National Fisheries Institute, which was to operate as a government agency. On completing the study, it prepared an alternative draft, which was accepted by the Executive.
- At the request of the Ministry of Finance, this same Office helped in the preparation of a bill establishing a port authority at Manta.
- A complete study was made of the State printing offices, containing recommendations on how to overcome the problems encountered by those offices and, consequently, by the public agencies using their services.

(c) Personnel

For the first time in Ecuador, technical systems were introduced for the classification of posts, recruitment and selection. This represented an important advance in job evaluation, which in the future would provide a basis for fixing wage levels in the National Budget.

The entry into force of the Civil Service and Administrative Careers Act also represented a reform of vital importance.

3. External advisory services

Once the Technical Bureau of Administration had entered into operation, advice on the development of its activities was provided by the United Nations and private firms such as J.L. Jacobs, and Collet and Clapp.

This collaboration proved fruitful and local technical staff made efficient use of the experience and knowledge of the advisers.

4. Comments

The Technical Bureau of Administration played an important role in modernizing administration in Ecuador. The achievements listed above merely reflect the most important aspects of the work of the central executing agency of the administrative reform in Ecuador.

/5. Period



### 5. Period of decline

The Technical Bureau of Administration continued to carry out its activities on a normal basis while it had support of the Central Government, i.e. until the beginning of 1966, when the Military Government's political power began to decline, until at the end of March 1966 it was overthrown and an interim Government took over, on the basis of an agreement between the different political groups and parties active in the country.

This Government abolished the Technical Bureau of Administration by Decree No. 125 of 22 April 1966, and this led to a decline in the reform.

### VI. POSSIBLE REASONS WHY THE TECHNICAL BUREAU OF ADMINISTRATION WAS ABOLISHED

The administrative reform had been proceeding at a good pace and had captured the interest of the public, which recognized that it was one of the activities that the Government had done most to promote. The reform became identified with the Military Government and consequently suffered the backlash of opposition to that Government. Once the Government supporting the reform had been overthrown, the opposition concentrated its fire on the central executing agency of the administrative reform.

The preamble to the decree abolishing the Technical Bureau of Administration states that there is an urgent need to reorganize the structure of the Technical Bureau of Administration, which was established to fulfil the objectives contained in the Over-all Development Plan.

It was on the basis of this statement that the new Government proceeded to abolish the Technical Bureau. As can be seen, no reasons were given and only the purpose of the agency being abolished was mentioned.

However, it is possible to identify some of the real reasons for its abolition and these are discussed below.

/1. Legal

### 1. Legal basis

As was explained earlier in the paper, the Technical Bureau was established under a supreme decree, issued by an unconstitutional government and, consequently, totally at variance with traditional legal principles.

It is essential to make clear that the decline and fall of this type of government generally produces negative results, since less attention is paid to the type of administration than to its origin.

This does not at all imply that the Technical Bureau was the brain child of that Government, but simply that circumstances determined that it was the Military Government which adopted and launched the Over-all Development Plan, and the programme of administrative reform in particular.

### 2. Line of action

Although the Technical Bureau was basically only fulfilling the functions for which it had been created, it might well be asserted that its management was clearly identified with the Government then in power, and that it was therefore to be expected that it would share its fate. So close was the connexion that it became an extremely powerful decision-making centre within the Government.

### 3. Public relations

When the Technical Bureau entered into operation, an attempt was made to publicize the nature of its functions, but this public relations activity was only carried on sporadically, and this jeopardized the Technical Bureau's programme, since the public was unaware of the reasons for its establishment and of the activities it was undertaking.

### 4. Organizational structure

One great deficiency in the structure of the Technical Bureau was that it could not assume full responsibility for the whole budget process, since the budgeting of income was still decentralized in the Ministry of Finance. There was thus a lack of cohesion in the budget process because of the absence of any real co-ordination machinery.

### /5. Opposition

#### 5. Opposition from certain groups and sectors

It is only natural that the introduction of new techniques into government activities should arouse opposition, particularly from the traditional, politically powerful groups which have formed part of the administration for many years and are intimately acquainted with each and every aspect of administration in their respective institutions.

This is quite common and natural, and in the circumstances described above it was only to be expected that obstacles would be placed in the way of applying the reform strategy.

The Technical Bureau of Administration, in view of its functions was to some extent a supervisory agency, since on the one hand it controlled the income of civil servants and would not permit the establishment of superfluous agencies or departments, and on the other it supervised public expenditure at all levels, which reduced the field of action of those groups by militating against the traditional framework of their activities.

#### 6. Personnel

The personnel recruited into the Technical Bureau of Administration had been carefully selected. Most of them were young professionals or technicians embarking upon their careers in the public sector, bearing heavy responsibilities from the outset and in many cases encountering obstacles, either because of their lack of professional experience or in the field of political relationships.

This situation was undoubtedly particularly difficult in an agency whose specific objectives and functions brought it into contact with top-level officials in public sector institutions. The same thing occurred in the executing agencies acting with the support of the central agency, which gradually acquired the power and authority appropriate to its position and functions.

#### /7. Urgency

7. Urgency of the reform

The fact that conditions favoured the implementation of the administrative reform led to an attempt to put through the greater part of the programme in the shortest possible time. The result was that the reform was rather general in nature, since there was neither sufficient time nor sufficient personnel to attend to all the details and ensure that they were properly implemented. Consequently, in many cases details were overlooked which were of great consequence for those affected by the reform.

8. Lack of co-ordination with the central planning agency

Deficiencies in co-ordination and communication between the two central advisory agencies are another possible reason why the Technical Bureau of Administration was abolished. Although the programme itself provided that economic and administrative planning should be properly co-ordinated, in practice this was not achieved, thus considerably impeding the operation of an integrated system.

9. Drain of national technical personnel

The departure of national technical personnel not only affected the normal progress of the Ecuadorian administrative reform programme, but was also a serious obstacle to economic and social development. A large proportion of the staff of the Technical Bureau of Administration was gradually absorbed by the different national economic sectors and also by foreign and international agencies, which clearly prejudiced the fulfilment of the functions that had been the Technical Bureau's responsibility.

## VII. PRESENT SITUATION OF THE ADMINISTRATIVE REFORM

Once the Technical Bureau had been abolished, its constituent offices were distributed as follows:

(a) The National Budget Office once more became a department of the Ministry of Finance, to which it had belonged before the establishment of the Technical Bureau. Its new structure included the units responsible for public credit, the budgeting of income and fiscal statistics, and subsequently the National Organization and Methods Office was also placed under its authority;

(b) The National Personnel and Organization and Methods Offices were placed under the General Secretariat of the Office of the President of the Republic, although their resources were much reduced, particularly in the case of Organization and Methods Office, which was most affected by the change;

(c) Under Decree No. 1237 of 13 October 1966, the National Organization and Methods Office was transferred to the Budget Department of the Ministry of Finance with all the functions ascribed to it by law since its establishment. It was, therefore, legally empowered to cover all the areas envisaged in the Development Plan.

The three offices have continued to fulfil their functions from their new position.

(a) The Budget Department has centralized the whole budget process, although it should be noted that the system of performance budgeting which had been introduced in 1962 and had become fairly well established, is now applied only in the first stage, i.e., in the preparation and presentation of the budget document. It is, however, the Department's objective to achieve full implementation of this system, which is recognized to be an efficient development instrument, but this cannot be done without fundamental changes in the public financial structure, and the whole question is under study by the Department.

/(b) The

(b) The Personnel Office is carrying out its functions as part of the General Secretariat of the Office of the President. It has been concerned with revising and updating the classification of posts, with the result that new categories have been included in the administrative careers system.

It should be noted that the work of classification and evaluation of posts was in relation not only to the Central Government, but also to municipalities and other national autonomous or decentralized agencies.

On the other hand, little has been done to apply the merit system.

(c) The Organization and Methods Office has been carrying out activities both within the field of competence of the Ministry of Finance and at the national level. In the first area, it has undertaken several studies on the improvement of various administrative formalities and procedures, and of the internal organizational structure. On the national plane, it has worked in such sectors as public health, in which a central body called the Ministry of Public Health has been set up in order to centralize the operation of the sector, on the basis of a number of different agencies that had been working in the same field but independently of each other. With the similar aim of improving public services, the Office has also been working in the education and government sectors. It is, in addition, carrying out studies on certain State enterprises, such as those relating to telecommunications, alcohol and supplies.

The programmes of the three offices are designed to continue the work of reform within their respective fields of competence, and each of these programmes has been established in accordance with the policies set forth in the Over-all Development Plan.

It should also be noted that the reform has undergone a similar process at the institutional level. The administrative and technical planning units have been retained in some agencies, but they no longer have sufficient power to carry out their functions.

/VIII. CONCLUSIONS

## VIII. CONCLUSIONS

1. Despite the obstacles, the implementation of the programme of administrative reform has been fairly satisfactory. A basis has been established for the continuation of the programme, with the survival of the functions which supply the reform with its driving force.

The introduction of modern administrative techniques has continued, but at a less intensive pace. The greatest opposition was to the central reform agency itself and not to its functions.

However, experience has shown that the reform was only able to achieve what it did by taking advantage of a particular political situation which made it possible to launch the reform immediately along simple lines. Most of the recommendations arising out of the studies made by the Technical Bureau of Administration were translated into bills which only required the acceptance and action of the Executive for their adoption and application.

2. The close identification of the central reform agency with the Government in power was extremely inadvisable. While an institution with functions like those of the Technical Bureau of Administration should not ignore political considerations - since it is responsible for the National Budget, which reflects political interests and government action -, it should not go beyond its advisory functions and transform itself into a centre of power. At all events, it seems that the only guarantee of stability for this type of institution is to strike a definite balance between technical and political action.

3. The Technical Bureau of Administration had no body in which technical and political criteria could be combined and in which decisions with political implications, particularly those relating to the administration of the National Budget, could be discussed. There is, therefore, a need to arrive at a broader and more realistic conception of the new functions which came into being as instruments for promoting economic and social development, as is the case with those relating to economic and administrative planning.

/4. Although

4. Although it is difficult to come to any definite conclusion on what the relationship should be between a high-level administrative agency and the Government it is advising, the agency should preferably be relatively independent, so that it is not closely identified with the Government and can carry out its functions as efficiently as possible, and should not be so closely linked that its activities are terminated with the fall of the Government.
5. The national budget, personnel and organization and methods offices are still attempting, from their new position, to keep the administrative reform going. However, there is a lack of co-ordination between the functions of the budget and organization and methods offices, on the one hand, and the personnel office, on the other.
6. The experience gained while the Technical Bureau was in existence is extremely valuable. Some of its technical personnel are still serving in the public sector, and they have a much more objective view of administrative problems and their political implications.
7. The administrative reform cannot be fully carried out unless it has sufficient backing from the political authorities and unless the executing agencies are at a high enough level and have sufficient authority to fulfil their functions.

#### IX. RECOMMENDATIONS

1. Due account must be taken of the experience so far acquired in the administrative reform, so that a strategy can be designed that will correct past mistakes.
2. The process of reform should be continued by strengthening its bases, i.e., by establishing, in all institutions advisory units in the different areas of the reform.
3. The necessary impetus for attaining the established targets must be provided by the authorities.
4. A systematic plan should be drawn up for providing information on the different areas covered by the reform.

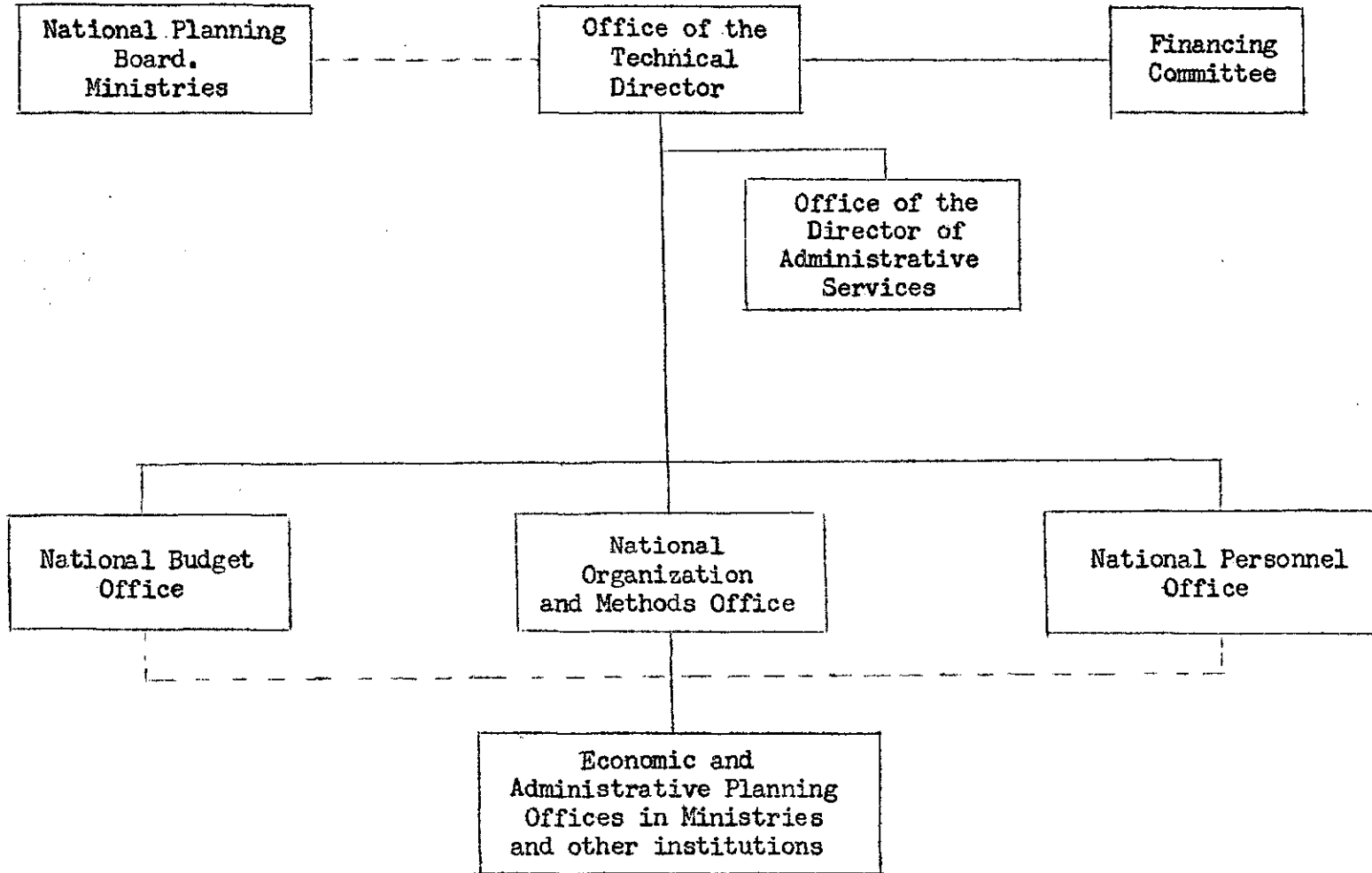
/5. Close



5. Close co-ordination should be established between the three functions and with the central planning agency.
6. Specific sectors should be chosen for a gradual and more detailed implementation of the recommendations.
7. The functions relating to budgeting, organization and methods and personnel management should have a certain amount of administrative and financial autonomy, and thought must be given to the necessity of integrating them at the same level of independence and authority.

Annex I

ORGANIZATIONAL CHART OF THE TECHNICAL BUREAU OF ADMINISTRATION



Annex II

BREAKDOWN OF STAFF BY SPECIALITY

No.	Description of post	Speciality
<u>National Personnel Office</u>		
1	National Director	Graduate in administration
2	Analysts (4)	Graduates in administration
1	Analyst (4)	Law graduate
1	Analyst (3)	Graduate in administration
1	Analyst (3)	Law graduate
2	Analysts (3)	Graduates in administration
1	Analyst (2)	Graduate in administration
1	Analyst (2)	Law graduate
1	Analyst (1)	Graduate in psychology
2	Analysts (1)	Students of psychology
2	Analysts (1)	Graduates in administration
1	Analyst (1)	Graduate in education
1	Analyst (1)	Law graduate
1	Analyst (1)	Lawyer
1	Assistant Analyst	Law graduate
2	Assistant Analysts	Graduates in administration
<u>National Budget Office</u>		
1	National Director	Economist
1	Deputy Director	Arquitect
1	Analyst (4)	Lawyer
4	Analysts (4)	Economists
1	Analyst (3)	Law graduate
3	Analysts (3)	Students of economics
1	Analyst (2)	Law student
1	Analyst (1)	Student of economics
1	Analyst (1)	Law student
3	Assistant Analysts	Students of economics
1	Assistant Analyst	Student of administration
1	Assistant Analyst	Student of economics
1	Assistant Analyst	Civil engineering
<u>National Organization and Methods Office</u>		
1	National Director	Graduate in administration
7	Analysts (4)	Graduates in administration
2	Analysts (3)	Graduates in administration
1	Analyst (2)	Graduate in administration
1	Analyst (1)	Student of economics
2	Analysts (1)	Graduates in administration
2	Assistant Analysts	Students of administration
1	Assistant Analyst	Law graduate
1	Assistant Analyst	Student of administration

Annex III

SUMMARY TABLE OF TECHNICAL PERSONNEL

Specialities	Number	Observations
Administration	27 <u>a/</u>	(a) Does not include personnel of administrative services
Economics	14 .	
Law	11 <u>b/</u>	(b) Does not include the Technical Secretary
Psychology	3 <u>c/</u>	(c) Does not include vacancies
Education	1	
Arquitecture	1	
Civil Engineering	1	
<u>Total</u>	<u>59</u>	