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DEVELOPMENT OF THE PERSONNEL AND RESEARCH ESSENTIAL TO IMPLEMENTATION
OF DEVELOPMENT PLANS, PROGRAMS, AND PROJECTS

by

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This paper focuses on a specific, remedial deficiency in Latin America which impedes the achievement of social and economic goals. This is the lack of managerial personnel and operationally implemental research, both of which are necessary to formulate and carry out development plans, policies, programs, and projects. The aim of the paper is to provide a brief self-appraisal and guide for action in designing practical manpower development and research programs to create administrative capability.

Five deficiencies to be overcome

In my assessments of the reasons development is so slow and disappointing, I find five principal causes. The primary reasons are political and administrative. Economic problems and shortages in natural resources, although important, are much less of a handicap than political and administrative capability. The five specific causes are:

1. Lack of popular based political leadership which provides stability, legitimized methods for transferal of political power, effective government services, a commitment to social justice, and support for an effective administrative system.

2. Failure to develop effective organization, administrative processes, and methods capable of handling the new array of tasks entailed in managed social and economic development.

3. Deficiencies (and injustice) in taxation policies, methods of allocating resources, budgeting, and fiscal accountability.

4. The non-functional or non-operational character of development plans and programs because they seldom incorporate the specific policies, organizations, procedures, and commitments of resources, research and personnel requirements indispensable to their implementation.

5. Inadequate development of manpower and research (a consequence of #4) to formulate and implement plans, programs, and projects.

This paper concentrates on means of overcoming the fifth deficiency.

/Indispensability of

Indispensability of operational personnel and knowledge

Obviously no country can carry out even limited programs and projects unless they are competently designed and staffed with trained persons. Yet government is conducted as though knowledge is self-revealing and professional competence is self-generating.

For example, the United States has adopted many noteworthy policies and programs to ameliorate social, economic, and environmental conditions. Many of these efforts have not achieved their potential, and some had floundered. In a recent letter to the Director of the U.S. Bureau of the Budget (now retitled Office of Management and Budget) I pointed out two reasons:

"The first is the lack of professionally adequate policy and administrative planning together with organized and sustained measures to guide implementation. The second is the apparent assumption that anybody currently in the labor market is qualified to staff such efforts. It would almost appear that well-intentioned policies and programs are deemed to be self-implementing, and that administrative knowledge is intuitive. A sufficient number of successful exceptions illustrate the validity of this point".

The exceptions referred to include areas of fantastic achievement such as aerospace, agriculture, medicine, nuclear energy, and defense. In each of these fields the President recommended and the Congress approved large sums for educational development, in-service training, fellowships, institutional and individual research, and construction of related university facilities. My statement to the Budget Director argued that it was equally essential to incorporate in social and economic programs a substantial component of education and research to assure that qualified personnel and operating knowledge would be available to implement them.

This same proposition would seem applicable to every country in Latin America. To attain this vital element of administrative capability three kinds of analysis and action are required: (1) manpower planning, (2) research planning, and (3) organization of an educational and research system to fulfill priority needs. Let us consider each.

/Manpower planning

Manpower planning

Each country's system of manpower planning, or a separate system, should provide a clear projection of availabilities and requirements for different categories of administrative personnel.

Every country requires many categories or kinds of persons to create administrative capability: administrative generalists; national development planners; budgeting and programming experts; administrative management and systems staff; sectoral administrators in such fields as public works, agriculture, education, health, welfare, industrial development, police, posts and telegraph, transportation, etc.; project developers, managers, and evaluators; city planners, urban developers, and administrators; community development and rural action personnel; managers of cooperatives; managerial staff for public enterprises; formulators and implementors of foreign policy; police officials; personnel experts; tax, finance officers, and accountants; instructors and researchers for schools and institutes of public administration and other educational programs to train the above persons and carry out research.

Most manpower surveys have been confined to traditional categories of personnel familiar to statisticians and labor economists and have shed relatively little light on the requirements of government even the private sector for administrative personnel. For example, it is essential to know how many and what kind of administrators and supporting staff with a greater or lesser degree of administrative competence will be needed in national, regional, and local public works agencies, not merely the number of engineers and other technical personnel.

This need is not yet sufficiently recognized in Latin America. Until the character, scope, and size of the personnel problem is clearly defined and acknowledged, education to provide essential administrative competences will lag.

Research planning

Likewise some staff agency under a country's chief executive must identify administrative research needs and make funds available to government agencies, universities, and other research institutions to produce operational knowledge and inputs to the administrative systems.

/In surveying

In surveying and compiling priority research requirements, the purposes and uses of research should be clearly defined. This analysis must determine the general scope and amount of research needed

- to provide information about local, regional, and national government, development problems and needs, and enterprise operations essential in the daily conduct as well as planning of public activity
- to produce basic concepts, theories, and principles of application as an increment to the total fund of useful knowledge.
- to collect and analyze data, develop and test possible solutions, and arrive at effective decisions in respect to design and implementation of specific programs, projects, or activities
- to facilitate comparative study so that a country, agency, or unit of government may benefit from knowledge of how others are handling and solving similar problems
- to prepare textbooks, case studies, simulations, and other kinds of teaching material
- to provide students and instructors with operational knowledge, research skills, and a scientific outlook.

Politicians, administrators, and university personnel all need to recognize that administrative problems must be solved by scientific research efforts just as agricultural, medical, engineering, and similar technical matters. This calls for the identification and dissemination of subjects, issues, difficulties, and problems that need investigation. Each department and agency in the country should contribute its assessment of needs. The end result should be a comprehensive research plan which set forth the broad dimensions of administrative research to be conducted, priorities, the institutions to be used or created to undertake research, and the funds required.

Developing the educational program

On the basis of its manpower and research plans, a country can determine the kinds of educational programs to be incorporated into a national plan to develop the administrative capabilities essential for efficient public service and achievement of rapid economic and social development.

/Several types

Several types of educational instruments can make substantial contributions. These include

- incorporation in the curricula of secondary schools and universities from which government personnel is recruited, those social science and other subjects which provide broad background in the economic, social, political, governmental, and technical problems which societies face
- initiation of undergraduate and postgraduate public administration programs to channel professionally educated personnel directly into the mainstream at appropriate grades of administrative responsibility in the country's public services at national, regional, and local levels
- inclusion in the curricula of such professional schools as engineering, agriculture, law, and business administration of courses which feature development and other administrative problems and public sector applications in the specialized field
- utilization of a special pre-entry course of a few weeks to a year or two for persons recruited into the public service
- enrollment in in-service training programs of shorter or longer duration of all government employees who need greater knowledge and skills to plan and administer development efforts and public services; such programs may be conducted by universities, by general or specialized institutes or schools, by departmental training units, or on an ad hoc basis with expert assistance
- assignment of personnel at pre-entry or in-service stages to academic or non-academic programs in relevant public and development administration fields conducted in other countries or by regional and international organizations

(Several regional institutions are especially designed for this purpose, viz: Escola Interamericana de Administración Pública in Río; Instituto Centroamericano de Administração Pública in San José; Centro Interamericano de Capacitación en Administración Pública in Buenos Aires; and the Latin American Institute for Economic and Social Planning in Santiago.)

/- conduct of

- conduct of conferences and seminars for senior personnel and political executives, normally with the help of a school or institute of administration.

In developing its plan of action each country will need to determine the advantages and disadvantages of each of the above methods and the combination which best serves its own needs. The one indispensable requirement is the establishment of at least one prestigious and effective school or institute of public administration (or whatever title is most suitable), either within a university or independently, to engage in an appropriate combination of degree and short-term training, research, publications, and advisory services. Regional schools may serve several countries in some of these respects.

The International Institute of Administrative Sciences (IIAS) with headquarters in Brussels has issued symposia and handbooks to guide such developments. These have been sponsored by the IIAS Association of Schools and Institutes of Administration. Every such school and center in Latin America would find it advantageous to affiliate in this collaborative effort as a participating member.

Fields of education

In formulating educational and training programs, decisions must be made as to the fields or specializations to be covered and whether by degree or non-degree curricula.

The following checklist, developed from an analysis of programs conducted in Latin America and other parts of the world, shows a considerable range of possibilities. It is drawn from the Handbook on Organizing Schools and Institutes of Administration, prepared for the U.S. Agency for International Development. Copies can be secured from USAID missions or the Graduate School of Public and International Affairs, University of Pittsburgh, which prepared the Handbook with the help of experts from Latin America and other continents.

a) General administration - focused on the preparation of administrative generalists for central government agencies and for general administrative responsibilities in all branches of government and enterprise.

/b) Development

b) Development planning and programming - for positions at national and regional levels, both centrally and in departments, entailing extensive background in social and economic development and in the processes of formulating, implementing, and coordinating development plans, programs, and projects.

c) Municipal planning, development, and administration - for general administrative responsibilities in local governments, notably municipalities, and in national and regional agencies concerned with urban problems and functions.

d) Rural community development - administration of community development in rural areas and small settlements, including rural local government, and for regional and national agencies concerned with rural development.

e) Administration of cooperatives - featuring the training of staff to foster and supervise cooperative programs, including the training of managers for cooperatives.

f) International administration - to provide a nuclear staff for foreign ministries, foreign services, other ministries involved with international problems, and international agencies. Such organizations require persons grounded in administration, in methods of formulation and conduct of foreign policy and programs, and in the role and processes of international organizations.

g) Business administration - to meet the managerial requirements of private business establishments and public enterprises. In small countries especially, there are advantages to be gained from including business enterprise and public administration training in the same center.

h) Special managerial and auxiliary services, such as

- administrative management or organization and methods services
- planning, programming, and budgeting
- finance and accounting
- tax or revenue administration
- personnel administration
- procurement and supply

/i) Sectoral

i) Sectoral fields - functional administrators, executive staff, program managers, and administrative specialists in

- public works and environmental administration
- public health and hospitals
- public welfare
- education - including universities
- agriculture
- transportation
- posts and communications
- trade, industry, and commerce
- police
- etc.

The manpower survey should assess requirements in each of these fields. The program for fulfilling these requirements should be reflected in the country's development plans and annual budget programs.

Decisions must also be made as to time of activation, what fields should be covered by the same center, whether the field should be developed by a professional school or institute attached to a university, or by an independent center administered by the government. The tendency is to proliferate training centers for each field, whereas most could be better served if grouped into one or more comprehensive schools or institutes of public administration/development/service.

Role of universities

In these decisions a major question is the potential role which a country's university or universities may play. Is it feasible to create a responsive professional school of public administration within university constraints which carries out non-degree executive training, research, and advisory services?

As in medicine, engineering, or law, the normal place to develop a multidisciplinary and academically recognized professional school is in a university. However, most universities lack the flexibility, innovative spirit, and administrative capability to organize and conduct a new school

/or center

or center of this kind. The result is that very few prestigious university schools or institutes of public administration exist in Latin America. The reasons are varied:

- Public officials do not see the value of such a school
 - Conventional university leaders and faculty bodies are generally unaware that such education is needed or is worthy of university support
 - University professors resist embarkation into new fields out of ignorance, fear that they will have less resources for their own fields, or lack of concern about public service (history is replete with cases of early resistance to the introduction of curricula in science, engineering, medicine, and business administration)
 - In countries where lawyers have dominated the civil service, the thesis is propagated that the study of law is the only proper preparation for a government administrator. (This notion is especially popular among lawyers.)
 - Most university public administration programs have been narrowly conceived and starved for funds, thus contributing to low public esteem
 - Many political scientists view public administration as a subfield of political science and suppress efforts to establish a multidisciplinary professional school. (Like early notions that medicine is a subfield of biology or anatomy, and business administration is a dependency of economics.)
 - Few academically qualified instructors are available to staff such schools, because universities in Latin America and throughout the world have not established doctoral programs to prepare instructors to teach practitioners. This is a worldwide handicap.
- If such obstacles can be overcome and a school of public administration

launched with sufficient autonomy and support to meet significantly the educational and research needs of the country, it will make an enormous contribution to administrative capability for development. Establishment

/of such

of such a school within a comprehensive university enables cooperative programs with schools of engineering, agriculture, business, medicine, law, education, etc., notably in preparing administrators for sectoral fields and in collaborative research.

By conditioning the allocation of government funds to the university upon the submission of university proposals for incorporation in the country's development programs, the creation of an effective school may be assured. If this isn't feasible and the university is inhospitable, a comprehensive school or institute will need to be established independently and granted degree awarding authority.

Distinction between the disciplines and professions

Education and research in public administration has been handicapped in Latin America, as elsewhere, by failure to distinguish between the character and function of a profession such as public administration, business administration, and law, and the role of such disciplines as economics, political science, sociology, and history. While public administration is not an easily defined profession with standards of achievement like engineering or medicine, it has a growing body of literature and an applied or operational purpose. It entails multi-disciplinary inputs, a problem-solving focus, clinical elements, and other teaching and research characteristics of a profession.

The study and practice of public administration requires the interrelating of normative goals, the substantive aspects or technology of functions being implemented, and theory and process of administrative behavior and action, analytical methods, and the environment in which administration takes place. It is desirable for a public administrator to have a grounding in the scope, methods, and contribution of the social sciences to this objective. However, the basic purpose of the social sciences is to develop knowledge and educate persons capable of teaching and research in social science fields, and in serving in posts in which their special competence is required. Many develop different and broader interests and move into other fields, including administration.

/In this

In this context it is clear that schools of public administration should benefit by and contribute to the work of faculties of political science, economics, sociology, and other disciplines, but on no account should be subordinate to them or dominated by anyone discipline.

Administration of research

A country must resolve three questions about the conduct of administrative research if it is to contribute effectively to the formulation and implementation of development plans, programs, and projects. First, is the resolution of what investigations and studies should be made; second, the means of financing such projects; and third, the assignment of responsibilities for their actual conduct.

Some problems calling for research are of great breadth, as for example: how can national development planning and implementation best be organized to encourage effective program development and execution in ministries while maintaining essential priorities, meshing, and coordination of operations? Or how can functions and responsibilities be divided between national, regional, and local government to achieve maximum decentralization and local initiative while retaining sufficient central control to maintain nation-wide standards and effective performance?

A myriad of more limited problems likewise demand study. For example, what method of personnel classification is most appropriate to the recruitment and development of an effective civil service? What are the advantages or disadvantages of PPBS, and what kind of systems would be applicable to central, regional, and local governments, and to public enterprises? In what ways can project management be improved to reduce costs and shorten the period of execution?

To assure availability and continuity of funds for administrative research, it is essential to make provision for them in the country's comprehensive development plan and annual budget programs, as it does for agriculture, health, and the physical sciences. Supplementary to this ongoing research base is the incorporation in the budget of every new program or long-term project of a sufficient research and training component to assure that the endeavor will be well designed, organized, staffed, and managed.

/Several options

Several options are available in determining who should conduct the research. Should responsibility be assigned to (a) universities, (b) government agencies, (c) separate research institutes or centers (which may also engage in training and advisory services), or (d) to private enterprise? Some "in-house" research capability is essential in every government agency, if it is to be able to define and assign projects and make good use of the results. In any event most research should be closely related to operations. Schools and institutes of public administration, community development, local government or urban affairs, administrative science, however titled, within or without a university, offer the best single instrument for assignment of research projects and funds.

If a university is flexible and responsive to public needs, it provides the best setting for multidisciplinary research and educational thrusts.

The point is often made that only in a comprehensive university is there assembled, or is it feasible to assemble, the fields of knowledge and competences necessary to study and solve complex problems. However, if these advantages cannot be obtained in an existing university as now constituted, some other institutional arrangement will be necessary. The merits of alternative possibilities as well as guidelines for planning and carrying out research and educational programs are set forth in the Handbook, "Organizing Schools and Institutes of Administration".

Concluding comment

These issues need to be examined in depth with much sharing of experience. ECLA's Meeting of Experts on Administrative Capability for Development provides an ideal occasion to do this, and to formulate recommendations applicable to Latin America.

Drawing a lesson from other fields, it is clear that schools and institutes within and among countries must work more effectively with both national governments and international agencies. If the IIAS, U.N. Public Administration Division, ECLA, OAS, IDB, and other regional

/institutions like

institutions like IIAF and the Latin American Institute for Economic and Social Planning pooled their common interests, much progress could be made. As chairman of the IIAS Association of Schools and Institutes of Administration, I shall be glad to support and assist in any such effort.

In the absence of greater understanding throughout government of the necessity for underpinning development efforts with adequate educational and research resources, vital programs and projects will continue to falter. Responsibility for action centers in a country's chief executive and in his department and agency heads. Three organs have critical roles: (1) the development planning office, (2) the budget office, and (3) the personnel (civil service) office. Unless these are convinced and programs are incorporated in development plans and annual budgets, nothing will happen. Hopefully, the Meeting of Experts will develop a good strategy to bring this to pass.

