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REPORT OF THE MEETING OF EXPERTS ON ADMINISTRATIVE  
CAPABILITY FOR DEVELOPMENT

(Santiago, Chile, 16-20 November 1970)

BIBLIOTECA NACIONES UNIDAS MEXICO



#### A. ATTENDANCE AND ORGANIZATION OF WORK

1. The Meeting of Experts on Administrative Capability for Development, which was convened and financed by the Economic Commission for Latin America (ECLA) and organized by the ECLA Public Administration Unit, was held at Santiago, Chile, from 16 to 20 November 1970.
2. The Meeting was attended by experts in public administration and also by economists, sociologists, political scientists and other specialists from the Latin American region and from outside it, who participated in their personal capacity and not as representatives of Governments or agencies (the attendance list appears in annex I).
3. Mr. Carlos Quintana, Executive Secretary of ECLA, in opening the Meeting, spoke of the importance of its objectives for the development of Latin America.
4. Mr. Hugo Zunino, Dean of the Faculty of Economic Sciences of the University of Chile, was elected Chairman of the Meeting, and Mr. Marcos Kaplán, Research Professor at the Latin American School of Political Science and Public Administration (FLACSO), Vice-Chairman. Mr. Ricardo Luna, Chief of the ECLA Public Administration Unit, acted as Co-ordinator of the Meeting.
5. The following agenda was adopted:
  - I. Basic considerations on administrative capability for development;
  - II. General diagnosis of administrative capability for development in Latin America;
  - III. Advisable strategies or measures for strengthening administrative capability for development in Latin America.
6. Discussions were based on fifteen documents prepared by national and international experts (A list of the documents appears in annex II). A discussion guide mainly based on these documents was distributed at the  
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beginning of the Meeting containing questions on each of the agenda items (the discussion guide is reproduced in annex III).

7. After the introduction of each item and the presentation of the respective documents, a general discussion was held with a view to developing conclusions on the questions raised in the discussion guide. A summary of the discussions, with the relevant conclusions, is given below.

## B. ACCOUNT OF PROCEEDINGS AND CONCLUSIONS

### I. BASIC CONSIDERATIONS ON ADMINISTRATIVE CAPABILITY FOR DEVELOPMENT

8. There were three issues underlying statements and discussions on this item: first, a problem of definition which was reflected in efforts to define the concept of administrative capability for development; secondly, a desire to go beyond the purely technical confines of the problem by relating it to the wider social context which affects administration and is affected by it; and, thirdly, the identification of obstacles and limitations to administrative capability for development.

9. As to the nature of administrative capability for development, a number of its components were identified in the course of discussions, and two basic positions emerged which, while not necessarily conflicting with each other, differ in their emphasis.

10. One school of thought viewed administrative capability for development as a variable dependent on the social process that either endeavours to bring about change by promoting administrative capability or limits and restricts administrative capability as a means of preserving the status quo. The proponents of this position considered public administration to be a reflection of the national and international society of which the administrative system is a part.

11. The other position which emerged in the course of the debate was that administrative capability for development was a relatively autonomous variable that acts upon the social system by producing or promoting change.

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Those who adopted this position considered that obstacles are due to shortcomings in various technical fields, and in procedures and methods, which make it impossible to carry out the new tasks involved in administration for development.

12. Both side agreed, however, that administrative capability for development involves the ability of public agencies to modify the socio-economic environment, and not simply to adapt to it; i.e., it involves the ability to create organizations with a new approach and direct processes of change rather than the ability to survive despite the demands and restrictions of its environment.

13. The relationship between administrative capability for development and the social context was considered from a number of standpoints:

(a) in terms of its integration with the planning process; (b) in relation to prevailing social and political conditions and the process of change; and (c) in terms of its links with the problems of economic dependence.

14. Generally speaking, emphasis was placed on the role of the political and institutional factors affecting and to some extent determining administrative capability for development. Special importance in this connexion was attached to the question of the basic standards for change, and discussions on this point led almost automatically to a questioning of the wisdom of a non-critical search for formal rationality in administrative systems, not because the importance of the rational system had decreased, but because it was necessary to evaluate critically and even question (a) the objectives for which rational structures were used; and (b) the operability of such structures if they were not in harmony with the values set by preceding administrative behaviour. Stress was placed on the importance of examining the values, attitudes and behaviour existing in society and in the bureaucracy, as a basis for evaluating the feasibility of administrative rationalization.

15. A distinction was made between: (a) administrative systems which, when improved, simply become more efficient servants of interests that subordinate development to the preservation of their own prerogatives and privileges; and (b) administrative systems which need to be improved in

/order to

order to break down obsolete and antiquated structures that stand in the way of economic and social development.

16. In this context, the concept of development takes on a connotation that goes far beyond the traditional concept of an increase in the gross product of a society, since it also includes the need to bring about qualitative and structural changes and to ensure the advancement and integration into society of all the marginal social groups to enable them to develop their potential as human beings and participate in society in a genuinely democratic way. It was also stated that development should change the conditions which have brought about a situation of economic, political and cultural dependence on the highly developed countries. In a word, administrative capability for development cannot be viewed in isolation from under-development itself or from efforts to promote development.

17. Special emphasis was placed on the need to make administrative reform an integral part of the planning process, since otherwise the implementation of development plans would simply be an utopian dream. In this connexion, it was stated that there should be closer contacts between planning offices and administrative bodies to obtain the data in the field required for evaluating administrative capability for development and designing strategies for increasing it. If properly developed, this kind of integration would enable planning in large measure to give content to the administration and enable the administration in turn to provide planning with the practical means for action.

18. In discussions on the obstacles to administrative capability for development, mention was made of the existence of shortcomings or conflicts at the different levels of the planning process that affect administrative structures in various ways. The reasons for these obstacles relate to formal, structural and behavioural factors.

19. As regards the formal problems affecting administrative capability, emphasis was placed on the lack of agreement in many cases between the objectives established at the political level and the specific activities engaged in at the implementation level, which distorts and limits the possibilities of carrying through a cohesive development policy. The

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lack of an ideology for development and of a clear political will to bring about change were also mentioned as being serious obstacles to administrative capability.

20. With respect to structural factors, mention was made of the role of political stability and lack of continuity, the inadequacy of the information and communications media, the shortage of material, financial and technological resources, and the need for training human resources.

21. Special consideration was given to the role of knowledge and information. There was complete agreement on the need to use an interdisciplinary approach in order to integrate all the wide diversity of data required to ensure a better understanding of the problems of under-development and a more accurate evaluation of the alternatives available for change. In this connexion, mention was made of the current and potential contribution of the social sciences as regards theories, concepts, methodology and information, and of the role of academic institutions and professional schools as regards applying multidisciplinary concepts and techniques to specific fields and to development policies and programmes and their implementation.

22. Lastly, regarding the behavioural factors determining and hindering administrative capability for development, special reference was made to the isolation of the administrator, the depoliticization of his role owing to successive frustrations as a result of the lack of political continuity, the lack of political leadership, and resistance to change contrasted with social aspirations and expectations that have not found political expression.

/II. GENERAL

## II. GENERAL DIAGNOSIS OF ADMINISTRATIVE CAPABILITY FOR DEVELOPMENT IN LATIN AMERICA

23. Discussions on this item took up the problem generally attributed to the public administration in the countries of the region and mentioned in some of the documents submitted to the Meeting. Frequent reference was made, inter alia, to structural and functional problems, staff problems and problems relating to public sector financing.

24. It was recognized that, despite the many administrative reforms before and after the introduction of planning, administrative capability remained weak in Latin America. Many arguments were put forward to explain this situation, some of which are described below.

25. Administrative reforms before the introduction of planning had very limited objectives not directly related to development purposes, were often manipulated for party political motives, and also endeavoured to follow the pattern of developed countries whose circumstances were different from those of the region. Because they were all-embracing and immediatist, it was extremely difficult to carry them out in accordance with the particular circumstances of each country.

26. After the formal establishment of planning, following the charter of Punta del Este, the relative failure of administrative reforms can be attributed to lack of co-ordination between the formulation of reforms and the formulation of economic and social development plans.

27. In this latter respect, it was said that there was too little awareness of the need for and importance of interdisciplinary work, as a result of which there had been no co-ordination of efforts by all the various specialists in the preparation of diagnoses, the formulation of guidelines for action, and the implementation of specific activities. Frequent references were made to the existence of a lack of rapport among planners, administrators, politicians and social scientists.

28. This lack of rapport among all the various specialists, which is recognized to be an inherent part of the prevailing social, political and cultural system, might have had the positive effect of promoting dialogue or the interchange of views. But in Latin America its effect has been to isolate or divorce these specialists from one another. A great deal of the responsibility for this

/was attributed



was attributed to the fact that economists managed to make their voices heard above the rest, although it was stated that the reason for their predominance might be that, so far, economics had been able to provide a clearer picture of the issues than the other social sciences.

29. It was also noted that planning was a discipline grounded on basic sciences - economics, sociology, political science, administrative science, etc. - and should assist in the solution of specific problems. In large measure, these sciences do not provide a sufficient theoretical basis for solving the specific problems encountered in practice, and hence those involved in planning have had to act for the most part pragmatically, with the help of the little technical support currently available. The result has been that as planning has progressed certain needs have come to the fore that have provided researchers with guidelines for their activities in connexion with development and theoretical analysis.

30. In this connexion it was stated that specialists too had been over-optimistic, because they thought they had all the solutions to development, and had neglected very important points such as information and a genuine increase in the background of public officials, who were the people who actually had to implement and promote plans. The net result was that public officials were seldom aware of the role they could play as agents of development.

31. In one very graphic example, the lack of rapport between politicians and planners had made plans a tool of the opposition, because politicians had failed to take plans into account in formulating government policy or activities. It was stressed that, while politicians needed to have instruments to deal with the immediate present, some of them seemed to prefer to concentrate their attention on the most immediate matters in the form of activities that often conflicted with the objectives of structural change generally included in the plans of the countries of the region. The excessively technical language used by the planner had also contributed to this lack of rapport.

32. One immediate consequence of the isolation of the planner had been that the planning process had remained lodged at the higher levels of the administration, without sufficient agencies or instruments of an

/operational character

operational character having been created and, hence, without the different levels being able to participate properly in plan formulation and implementation. Put in other words, planning had not been made viable at the programme and project level, which was closely linked with the medium and short term.

33. Both planning and administrative reform had on occasion proved to be instruments for preserving the status quo rather than tools for promoting change. Efforts to promote administrative reform had emphasized increasing over-all internal efficiency or improving the operation of the public agencies, some of which were of no relevance to the process of economic and social development, and had neglected strengthening or creating agencies covering priority development areas.

34. Another point raised, which has characterized work to identify the element distorting development policy and determining existing administrative capability, was that discussions generally focused on questions of administrative policy per se and either neglected the fact that the legal system was one of its components or gave it insufficient attention. This was due in part to lack of awareness of the social role of the legal system, even on the part of legal experts themselves.

35. In a more general sense, there was agreement that the public administrator had mainly acted in a pragmatic fashion, without taking full account of the basic elements of the social sciences. Other factors cited as affecting administrative capability for development were the ineffectiveness of the State, political instability, lack of resources, etc.

36. It was argued that, in looking for the reasons behind the weakness of planning and administration for development, account should be taken not only of the internal limitations of the countries of the region, but also of their continued dependency on the developed countries. National efforts in this respect would not suffice if, for reasons of ideology or policy, the countries at the centre opposed the application of means, programmes or strategies that did not coincide with or conflicted with their own interests.

III. STRATEGIES OR MEASURES FOR STRENGTHENING ADMINISTRATIVE  
CAPABILITY FOR DEVELOPMENT IN LATIN AMERICA

37. In discussions on this item, the first point established was that both a general diagnosis of the current administrative capability of the Latin American countries and any proposals for solving problems or for improving capability required an approach that combined a medium-term and long-term structural view with a view of immediate problems and of the specific and pragmatic steps that needed to be taken.

38. It was stated that it was unlikely that the existence of a single technical formula for each level or aspect of the administrative apparatus or their universal application could be accepted without reference to the objectives pursued and the specific context in which they were to be applied.

39. The structural view entails, on the one hand, the analysis and diagnosis of the kind of existing society aimed at and, on the other, the analysis and diagnosis of the nature and behaviour of the administering and planning agent, i.e., the national State, as an expression of a given power structure. It was also stated that there is no way of evaluating accurately or of formulating technical solutions without a proper examination of the growth or development model that is assumed to have been adopted or is liable to be adopted by the State in question.

40. The foregoing raised certain questions, inter alia, the following:

- (a) What set of values is to be taken as the basis and criteria for choosing among the available alternatives when taking decisions and fixing priorities and targets?
- (b) What underlying ideology - whether explicit or not - infuses the intellectual method, the guiding criteria, the stimulation of dynamic and renovating groups and national majorities into socio-political action, and the transformation of political parties and institutions?
- (c) What would the objectives, conditions, methods and instruments of the strategy be, and what would be its needs, requirements and consequences? What kind of social changes are seen as indispensable for the implementation of the strategy or as a result of it?

(d) What

(d) What interests and forces are considered to exist and operate in the framework of the national society that can provide the basis and motive force for the development strategy, both as protagonists and as beneficiaries? What are the present and future possibilities and means of reinforcement and interrelationship? What groups seem to be indifferent or hostile towards the development strategy?

41. Although it was recognized that a set of detailed proposals for improving administrative capability for development requires systematic work by a large interdisciplinary team over a fairly long period of time, participants thought it possible to identify the main areas of bottleneck and the type of measures that should generally be drawn up and applied. Some of the suggestions put forward are described below.

42. It was stated - in very clear terms - that it was essential to investigate the system of laws and institutions as a whole, comparing it with the general strategy that it is wished to apply and with the type of plans, projects and programmes that are supposedly covered in that strategy so as to detect the possible points of hindrance and conflict and draw up the necessary legal and institutional reforms. This suggestion was based on the fact that the public sector was increasingly taking on the role of a promoter of development, and that as a result the existing legal and institutional framework had become obsolete.

43. With respect to organizational matters, it was suggested that the Executive should be provided with an advisory staff of officials and experts distributed among planning, statistics and research, budget, administrative rationalization and other offices. Such offices should be suitably integrated and take an interdisciplinary approach in their work and in the solutions they recommended for the problems within their competence.

44. Again with respect to general administrative and organizational matters, it was noted that it was important to have a proper blend of centralization and decentralization in the decision-making process at the organic and functional level (chain of authority, departments, autonomous public agencies) the geographical level (regions, provinces,

/municipalities), and

municipalities), and the social level (wider participation by social groups, especially the most dynamic and forward-looking, their associations and authentic representatives).

45. With respect to personnel questions, the following main lines of action were suggested:

- (a) Improving the general level of technical training and professional and public services vocation in all branches of public administration.
- (b) The provision of effective guarantees of stability, continuity and independence in carrying out duties.
- (c) Analysis of prerequisites, and promotion or creation of conditions favourable to the emergence and maintenance in power of a public administration élite.

It should be made quite clear that these suggested lines of action will only be effective and significant to the extent that they are incorporated into an integrated process of democratization of the State and society; if not, they may simply be a formal rationalization of the public administration that benefits interests that oppose economic development and social change.

46. A great deal of stress was placed on the need to revise training for professionals and high-level technicians, especially those closely associated with planning and administration for development. It was noted that planning consisted of more than just formulating plans, and that in a general sense development was a multidisciplinary endeavour that even had international implications (which were reflected in the urgent need for economic integration among the developing countries). This made it necessary for universities bodies to redefine the content of their curricula for the training of generalists and specialists in the light of development needs.

47. With respect to the contribution of university research, it was stated that such research was concerned not only with solutions to immediate problems but also dealt with more general and longer term problem. Consequently, university research could take a critical approach at the same time as it engaged in a search for new theories and methodologies.

48. In this connexion, attention was drawn to the traditional approach that - just as with the training of professionals - often marked research in academic centres. There was an undesirable tendency to pay too much emphasis to legal or to technical matters, or to concentrate exclusively on administration in the private sector.

49. It was also stated that university research and professional training should be made more representative of national needs and motivations. External co-operation and assistance, while extremely valuable in this respect for the countries of the region, had sometimes made it difficult to maintain a high degree of academic freedom and to satisfy concern for a truly national way of development.

50. Participants emphasized that it was necessary to step up efforts to develop the capability of public officials responsible for carrying out activities, manipulating techniques, etc. Any reform of the State administrative apparatus - which may involve changes in functions and procedures, new activities, the establishment, expansion or reduction of agencies, and the like - must be firmly grounded on public officials at all levels who have sufficient capability and knowledge.

51. Although it was recognized that some programmes were being carried out to develop the public sector's human resources, it was noted that in future modern mass teaching methods would have to be used so that national requirements as regards quantity as well as quality could be met.

52. With respect to the problems of financing discussed under the first two agenda items, it was noted that reform and improvement were necessary, particularly at the following levels:

- (a) Making the budget an integral part of the planning system or process.
- (b) Increasing the productivity and revenue of the public sector in harmony with the requirements of development strategy.
- (c) Improving the operation of the comptroller's office so that it does not cancel out the initiative of public officials, the creativity of the State itself, or the flexibility that should exist in administrative procedures.

53. The integration of budget formulation and the formulation of economic and social development plans is made easier with programme budgeting which - in addition to financial control - offers the possibility of controlling and evaluating the fulfilment of the planned activities and targets. In other words, it is a short-term operational instrument which helps to ensure that annual activities and targets are in harmony with medium and long-term targets and objectives; from the financial standpoint, this ensures a better use of resources, since it is assumed that resources would be allocated rationally according to priorities, and on grounds of effectiveness and over-all social welfare, and also equitably distributed.

54. In this connexion, it was thought necessary that the agencies responsible for implementing programmes should participate in their formulation so that - in view of the decision-making power of many of them - programmes would be genuinely feasible. Programmes should not become new and fixed budgetary items, and budgetary accounts should not be used as the only yardstick for evaluating the activities of the public administration.

55. Although no specific measures were suggested for increasing productivity and revenue in the public sector, for the reasons given above, regarding the unlikelihood of recommendations having universal application, it was stated that each country of the region should devote attention to these ends, for serious shortcomings in this respect had been noted both in the documents presented and in the discussion relating to the general diagnosis. For example, there appeared to be scope for applying measures that would lead to a reduction or elimination of the constant deficit run by certain public enterprises, or for the full utilization of existing capacity, or that would bring increased yield from the taxation system, etc.

56. Documents submitted to the Meeting noted the existence of excessive controls, especially of costs and income, in the public administration of the Latin American countries. Such control took the form of the requirement of prior authorizations and controls, accounting records, controls immediately following upon operations, comprehensive auditor's inspections after the event, etc. It was recognized that, while the comptroller's office admittedly had an important function, initiative had been stifled and administration shackled in many cases because of

/structural or

structural or procedural deficiencies. Furthermore, there was frequently some doubt - from a purely economic standpoint - if there was any justification for a control system that was at times so costly, since the net result was that it absorbed a proportion of scarce resources. In all logic, control should cover not only the expenditure of financial resources but also the implementation of activities.

57. Some emphasis was placed on the need to consider changing the scientific research and statistical data services to ensure that they assisted the State to increase its capability and efficiency in appraising and reviewing the circumstances within which it must operate. One idea put forward was that the diagnoses made had mostly been confined to identifying problems and had largely failed to mention existing potential, which was the proper function of properly organized research into resources. For example, the development policies of the Latin American countries had for years been prepared on the basis of an anticipated expansion of production and the opening-up of markets to traditional primary commodities or to such processed products as had been introduced by the developed countries into their productive structures. Unfortunately, little had been done with respect to research into natural resources of a kind that could revolutionize the productive structure, as had happened on occasion as a result of chance discoveries.

58. There was general agreement that participation by the major national groups should be promoted and increased, as a means of broadening the political base for planning efforts, checking excessive concentrations of power and bureaucratic shortcomings, and making it easier to obtain precise and up-to-date information on the trends and demands of society as a whole and of its main components. In this connexion, an important part of efforts to improve the administration was close contact with all members of the public affected by the requirements and benefits of State services. In addition to creating a favourable climate of opinion and attitude to the proposed improvements, this would help to elicit ideas, initiatives or suggestions, in particular, from the representatives of the organized community.



59. The subject of planning was discussed in depth and a number of important general recommendations were made regarding the planning organ, plans as such, and the planner.

60. With respect to the planning organ, the following actions were recommended:

- (a) Establishment or reorganization of the central planning organ in line with the functions assigned to it, its location, size, and position in the national decision-making system.
- (b) Better co-ordination and communication and increased support and resources for the Executive and the main public administration centres.
- (c) Harmonization of over-all, sectoral and regional planning, and of planning with Latin American integration prospects.

61. With respect to plans, the following were suggested:

- (a) Co-ordination and harmonization of over-all, macroeconomic long-term plans with short and medium-term sectoral plans, and specific programmes and projects.
- (b) Precise definition of growth targets included in long-term plans (income distribution, employment, productivity, etc.).
- (c) Integration of plans, programmes and projects within over-all economic policy.
- (d) Specification of measures to achieve the results sought in plans, and of the instruments corresponding to specific policies.
- (e) Incorporating short- and medium-term machinery into plans: operational plans, programme budgeting, specific public and private investment projects, etc.

62. With respect to the professionals and technicians working on planning, the following were suggested:

- (a) Encouragement of interdisciplinary training and orientation.
- (b) Closer contacts between administrators and politicians with a view to unifying criteria and working together to study problems and formulate lines of action.
- (c) Improved communications, and a search for possible ways and means of harmonizing and co-ordinating efforts with representatives and organizations of the dynamic and forward-looking social groups.

63. The last topic on the agenda was the administrative strategies and measures required in connexion with subregional and regional economic integration. The views expressed focused on the following two points:

- (a) The need to make provision on a regular and systematic basis for Latin American integration in the formulation and implementation of plans, programmes and projects, and in activities to restructure the administration.
- (b) The need to seek administrative formulas suited to the current and future tasks of the integration process: management of common programmes and projects; establishment of multinational public corporations for various objectives (transport, communications and energy infrastructure; basic industries; education; science and technology; water basins, etc.).

Annex I

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## Annex II

## LIST OF DOCUMENTS

Symbol	Title	Language		Summary in English
		Spanish	English	
ST/ECLA/Conf.38/L.1	"A critical approach to planning in Latin America" by Ricardo Cibotti and Oscar Julián Bardeci	x	x	
ST/ECLA/Conf.38/L.2	"Latin American multinational public corporations: Possible contribution to the development and integration of Latin America" by Marcos Kaplan	x		x
ST/ECLA/Conf.38/L.3	"Developmental systems" by Gerald E. Caiden	x	x	
ST/ECLA/Conf.38/L.4	"Reflections on strategy of administrative reform: The federal experience in Brazil" by Kleber Nascimento	x	x	
ST/ECLA/Conf.38/L.5	"Capability and rationalization: Efficiency and sufficiency" by Julio C. Rodríguez Arias	x		x
ST/ECLA/Conf.38/L.6	"The operational modernization of planning: An identification of critical areas" by Breno Genari	x		x
ST/ECLA/Conf.38/L.7	"Development of the personnel and research essential to implementation of development plans, programmes, and projects" by Donald C. Stone	x	x	
ST/ECLA/Conf.38/L.8	"Appraising administrative capability for development" prepared by INTERPLAN and published by the United Nations	x	x	

Symbol	Title	Language		Summary in English
		Spanish	English	
ST/ECLA/Conf.38/L.9	"Description and evaluation of the progress achieved in administrative capability in Central America and of the obstacles to its development" by Wilburg Jiménez Castro	x	x	
ST/ECLA/Conf.38/L.10	"Bases for an administrative reform" by Gustavo Martínez Cabañas	x	x	
ST/ECLA/Conf.38/L.11	"Public administration for what? A pragmatic view" by Albert Waterston	x	x	
ST/ECLA/Conf.38/L.12	"Administrative capability for development in Latin America: A general diagnosis and measures to strengthen it" by the Public Administration Unit, ECLA	x	x	
ST/ECLA/Conf.38/L.13	"Development planning and the planning process" by Oscar Oszlak	x	x	
ST/ECLA/Conf.38/L.14	"Quelques remarques generales sur l'importance de la 'capacité administrative' dans les pays en voie de développement" by Michel Crozier */	x		
ST/ECLA/Conf.38/L.15	"Public administration problems in Latin America and solutions from the United States of America" by Win W. Crowther and Gilberto Flores	x	x	

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\*/ French and Spanish only.



Annex III

DISCUSSION GUIDE

- I. Basic considerations on administrative capability for development
1. Should development administration be conceived as a strictly technical matter, that could be dissociated from the teleology and sociology of underdevelopment, from political science and from an ideology of development? Could the relative failure in the implementation of development plans be ascribed to insufficient attention to these aspects?
2. What is likely to be decisive or most urgent: indentifying the causes of underdevelopment, assigning rank order to them and initiating the necessary administrative measures to overcome them, or investing in the improvement of public administration for its own sake? Will this problem perhaps nor arise? Are "development administration" and "administrative development" identical or at least complementary concepts?
3. If administration is the process of obtaining results through organizations, should an evaluation of administrative capability for development begin with an examination of whether the organizations needed to carry out the development plan really exist? Should this process of evaluation be obligatory both for the formulation and for the execution of development plans?
4. Would the analysis of organic administrative capability for development take place at different levels? If so, would it be advisable: a) to treat studies of administrative infrastructure and the more general organic systems as aspects of over-all planning? b) to treat the examination of the more specific systems as an aspect of sectoral planning? c) to turn organic microplanning over to sectoral budget units, O and M or similar units?
5. Should planning agencies be equipped to build up organizations or ought this task be assigned to supporting agencies?
6. From the point of view of the administrative feasibility of development plans, are there any aspects that are more important than the organic capacity of public administration, measured in terms of the projects and programmes included in the plan?
7. If the plan entails changes in the objectives of public policy and public action, whereas the public administration system is designed to maintain the status quo, is it true that the rationality of public administration does not have to coincide with that of the plan?

II. General diagnosis of administrative capability for development  
in Latin America

1. What are the main reasons behind the continuing deficiency of administrative capability for development in Latin America before and after the introduction of planning, in spite of repeated administrative reforms? From the priority angle of overcoming underdevelopment, why have these reforms not been more successful?
2. What is the explanation of the persistent deficiency of most of the region's national statistical services, despite repeated reorganization, training programmes, international technical assistance, etc.?
3. What are the main reasons for the lack of communication and collaboration between development planners and Government officials, at both the technical and the policy-making level?
4. Should planning aim at the rationalization of what already exists, the achievement of limited objectives and the satisfaction of formal requisites for external assistance, or at rational and speedy development and change and the reduction of foreign dependence?
5. What are, and can be, the principal causes of bottlenecks and distortion between the formulation and the implementation of a development and change strategy, on the one hand, and the requirements and capability of public administration, on the other?
6. What minimum theoretical and methodological criteria should be borne in mind in making a diagnosis of the current critical situation and in formulating the guidelines, strategy and tactics for administrative reform?
7. Might one of the basic reasons for Latin America's underdevelopment be the inability of the countries of the region to set up the necessary organization and procedures for development administration, i.e., for managed development? Should this be the case, does the inability result from the inadequate training of administrators, a shortage of administrative personnel and other human resources and insufficient awareness of the social, political, administrative and material situation of those countries? Are education and research prerequisites for development administration? Is administrative inefficiency in Latin America usually due to lack of know-how in these fields or to other causes?

III. Advisable strategies or measures for strengthening  
administrative capability for development  
in Latin America

1. What are the prerequisites, and what measures are needed, for establishing focal points for change in selected areas of public administration and for making the latter as a whole positively receptive to the change strategy and to its corresponding demands? What machinery could be created and institutionalized for keeping the country's more important and dynamic social groups better informed and ensuring their participation, so as to widen the political basis of the change strategy and bring about positive repercussions on the mentality, tendencies and behaviour of Government bureaucracy? What fundamental criteria could be put forward for indentifying the steps that need to be taken to attain the objectives implicit in the foregoing questions and for making them compatible with one another?
2. What criteria should be borne in mind and what machinery brought into operation so as to determine and establish a suitable interrelationship between administrative reforms designed to improve efficiency (better performance of normal services) and those designed to improve effectiveness (attainment of socio-economic development objectives)?
3. In what way could representatives of the main social and political forces participate in the process of administrative reform? Is it admissible and desirable that trade unions representing Government officials, employees and workers should participate in the administrative reform?
4. What steps could be taken so as to inspire Government officials with a sense of involvement, solidarity and mystique vis à vis administrative reform?
5. What are the relative advantages and disadvantages of the various solutions applied to the specific body that is responsible for carrying out administrative reform (State secretariat or department, independent commission, higher Government authority)? Should the administrative reform office be endowed with purely technical and consultative functions or should it also be given a certain degree of executive authority?
6. What problems, possibilities and requirements arise from the necessary combination of centralization and decentralization in the design and execution of administrative reform?
7. What, broadly speaking, has the experience of ALAIC and the Central American Common Market been as regards integration, in terms of the relationship between their achievements and frustrations on one hand and the structure and operation of public administration on the other? What possibilities are there for continuing and extending the process of integration and what are its implications for public administration? What is the positive contribution of multinational public corporations and what demands has their creation placed on the public administration systems of participating States?

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